EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II

2017/3

EVALUATION 2 ON THE CIVIL SOCIETY ORGANISATIONS RECEIVING PROGRAMME-BASED SUPPORT AND SUPPORT FOR HUMANITARIAN ASSISTANCE

Synthesis Report

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ACRONYMS AND ABBREVIATIONS

€	Euro
ADP	Area Development Programme
ACT Alliance	Coalition of churches and faith-based organisations working together abroad
CHS	Common Humanitarian Standards
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DFID	Department for International Development of the UK
DRR	Disaster Risk Reduction
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society (MFA Finland; KEO-30)
ECHO	European Commission Humanitarian Office
EQ	Evaluation Question
EU	European Union
EUR	Euro
EVA-11	Development Evaluation Unit (MFA Finland)
FCA	Finn Church Aid
FRC	Finnish Red Cross
HA	Humanitarian Assistance
HA Unit	Unit for Humanitarian Assistance and Policy (MFA Finland; KEO-70)
IATI	International Aid Transparency Initiative
ICRC	International Committee of the Red Cross
ICT4D	Information and Communication Technologies for development
IFRC	International Federation of Red Cross and Red Crescent Societies
KEO	Kehityspoliittinen osasto (Development Policy Department, MFA Finland)
KEPA	Umbrella organization for Finnish CSOs
LCF	Local Cooperation Fund
LWF	Lutheran World Federation
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (Finland)

NGO	Non-Governmental Organisation
ODA	Official Development Assistance
PBS	Programme Based Support
PIF	Plan International Finland
RBM	Results-Based Management
RC/RC	Red Cross and Red Crescent
SCF	Save the Children Finland
SCI	Save the Children International
ToC	Theory of Change
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WV	World Vision
WVF	World Vision Finland

TIIVISTELMÄ

Tämä raportti on synteesi monivuotista ohjelmatukea ja humanitaarisen avun rahoitusta vuosina 2010–2016 vastaanottaneen kuuden suomalaisen kansalaisjärjestön kehitysyhteistyöohjelmien ja humanitaaristen operaatioiden evaluoinneista. Järjestöt ovat Fida International, Kirkon Ulkomaanapu, Suomen Punainen Risti, Plan International Suomi, Pelastakaa Lapset ry. ja Suomen World Vision.

Evaluoinnin tarkoitus on esittää näyttöä kyseisten kansalaisjärjestöjen suorituskyvystä ja niiden saavuttamista tuloksista. Tuotettua materiaalia voidaan käyttää muodostamaan enemmän tietoon perustuva ja strategisempi suhde Ulkoasiainministeriön (UM) ja kansalaisjärjestöjen välille, sekä ylläpitää tai lisätä kansalaisjärjestöjen rahoituksen kautta jo saavutettuja tuloksia.

Ohjelmatuen rahoitus koko arvioitavalta ajanjaksolta oli yhteensä 244 miljoonaa euroa. Määrärahat lisääntyivät keskimäärin 2 % vuodessa ja putosivat 40 % vuonna 2016. Humanitaarisen avun rahoitus oli 146 miljoonaa euroa, keskimääräisellä 3 % vuosittaisella lisäyksellä ja 24 % pudotuksella vuonna 2016.

Kansalaisjärjestöt osoittavat johdonmukaista kykyä tuottaa tuloksia, usein hyvin vaikeissa olosuhteissa. Kansalaisjärjestöjen verkostojen rooli on hyvin tärkeä neljälle kuudesta mainitusta kansalaisjärjestöstä. Mainitut verkostot aiheuttavat siirtokustannuksia, mikä on kuitenkin perusteltavissa suuremmalla oppimisella ja vaikutuksella. Kansalaisjärjestöjen rahoitukseen kohdistuneet leikkaukset johtivat kehitysyhteistyöaktiviteettien suurempaan maantieteelliseen keskittämiseen, mutta myös temaattisen osaamisen menetykseen. Ohjelmat kuitenkin kykenivät säilyttämään kykynsä tuottaa tuloksia ja jatkamaan toimintojen toteuttamista.

Riittämätön kohdennus paikallisen kansalaisyhteiskunnan toimintakapasiteettiin, puutteelliset tiedot työn vaikutuksista ja joustamattomuus kehitysyhteistyön ja humanitaarisen avun linkittämiseksi ovat erityisesti heikentäneet ponnisteluja poliittisten tavoitteiden saavuttamisessa.

Tilannetta voidaan parantaa yhdenmukaistamalla kehitysyhteistyö- ja humanitaarisen avun rahoituksen aikatauluja UM:n yksiköiden kesken ja erityisesti vaatimalla kansalaisjärjestöjä keskittymään kansalaisyhteiskunnan vahvistamiseen. Edustustojen aktiivisempi osallistuminen (esimerkiksi humanitaariseen diplomatiaan) voisi toimia vastapainona kansalaisyhteiskunnan toimintatilan maailmanlaajuiselle kasvavalle rajoittamiselle.

Avainsanat: *Kansalaisjärjestöt, ohjelmatuki, humanitaarisen avun rahoitus, kansalaisyhteiskunnan toimintatila*

REFERAT

Denna rapport sammanfattar utvärderingarna av utvecklingsprogrammen och humanitära insatserna hos sex finländska organisationer i civilsamhället (CSO) som fått flerårigt programbaserat stöd och humanitärt bistånd åren 2010–2016: Fida International, Kyrkans Utlandshjälp, Finlands Röda Kors, Plan International Finland, Rädda Barnen Finland och World Vision Finland.

Syftet med utvärderingen är att belysa verksamheten på dessa CSO och uppnådda resultat. Den kan utnyttjas för att skapa ett mer initierat och strategiskt förhållande mellan finländska utrikesministeriet (UM) och CSO samt säkerställa eller förbättra de resultat som uppnåtts med dessa finansieringsformer.

Under utvärderingsperioden uppgick programbaserade stödet till totalt 244 miljoner euro. Finansieringen ökade i snitt med 2 % varje år men sjönk sedan med 40 % år 2016. Humanitära biståndet uppgick till totalt 146 miljoner euro. Finansieringen ökade i snitt med 3 % varje år men sjönk sedan med 24 % år 2016.

CSO uppvisar genomgående en betydande förmåga att leverera resultat ofta under mycket svåra förhållanden. För fyra av de sex organisationerna spelar CSO-nätverk en mycket viktig roll, vilket medför större transaktionskostnader som kan motiveras med bättre inlärning och inflytande. Nedskärningarna av CSO-finansieringen har lett till en större geografisk koncentration av utvecklingssamarbetet men också en förlust av expertis på skilda teman. I programmen lyckades man dock uppnå samma resultat och fortsätta att leverera förslagna åtgärder.

Försöken att uppnå politiska målsättningar försvagas särskilt av en otillräcklig fokus på kapaciteten hos lokala civilsamhället, en brist på information om inverkan och otillräcklig flexibilitet i att utforma projekt i knutpunkten mellan humanitära och utvecklingsinitiativ.

Detta kan övervinnas genom att synkronisera tidsplanerna för utvecklingsfinansiering och humanitärt bistånd över enheter och särskilt kräva att CSO fokuserar på att stärka civilsamhället. Mer engagemang från ambassader till exempel i samband med humanitär diplomati kunde motverka de restriktioner som allt oftare ställs på offentliga rum runtom i världen.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, offentligt rum*

ABSTRACT

This report is the synthesis of the evaluations of the development programmes and humanitarian operations of six Finnish Civil Society Organizations (CSOs), which have received multiannual programme based support and humanitarian assistance funding between 2010 and 2016: Fida International, Finn Church Aid, Finnish Red Cross, Plan International Finland, Save the Children Finland and World Vision Finland.

The purpose of the evaluation is to provide evidence on the performance of the CSOs and the results achieved. This can be used to create a more informed and strategic relationship between the Ministry for Foreign Affairs of Finland (MFA) and the CSOs, and preserve or increase the results achieved through these funding modalities.

The PBS funding amounted to a total of € 244 million over the evaluation period, with an average increase of 2% each year, and a drop of 40% in 2016. Humanitarian assistance funding amounted to a total of € 146 million, with a 3% average increase every year, and a drop of 24% in 2016.

The CSOs consistently demonstrate a considerable ability to deliver results, often in very adverse circumstances. The role of the CSO networks is very important in four of the six members, creating more transaction costs, which are justified by greater learning and influence. The CSO funding cuts led to a greater geographic concentration of development cooperation activities, but also to a loss of thematic expertise. The programmes were, however, able to retain the results and to continue to deliver the proposed activities.

Efforts to achieve policy objectives are weakened in particular by insufficient focus on the capacity of local civil society, a lack of information about impact, and not enough flexibility in framing projects around the nexus between humanitarian and development initiatives.

This can be overcome by synchronising development and humanitarian assistance funding timeframes across Units, and especially requiring the CSOs to concentrate on civil society strengthening. More involvement of the Embassies (for example in humanitarian diplomacy) could counteract the increasing restrictions on civic space worldwide.

Keywords: *Civil Society Organisations, Programme Based Support, Humanitarian Assistance funding, Civic Space*

YHTEENVETO

Tausta ja metodologia

Tämä raportti on synteesi Ulkoasiainministeriöltä (UM) kehitysyhteistyössä ohjelmatuen sekä humanitaarisen avun rahoitusta saaneiden suomalaisten kansalaisjärjestöjen ohjelmien kuudesta arvioinnista. Nämä organisaatiot ovat:

1. Fida International
2. Kirkon Ulkomaanapu
3. Pelastakaa Lapset ry
4. Plan International Suomi
5. Suomen Punainen Risti
6. Suomen World Vision

Evaluoinnin tarkoitus on arvioida tuloksia ja esittää kansalaisjärjestöjen merkitystä ja ansioita kuutta arviointikriteeriä käyttäen.

- Tarkoituksenmukaisuus (relevance), tuen vastaavuus tarpeisiin (appropriateness) ja kattavuus (coverage) suomalaisen politiikan, kansalaisjärjestöjen strategian sekä ihmisten tarpeiden suhteen;

- Täydentävyys (complementarity), koordinaatio (coordination) ja johdonmukaisuus (coherence) suhteessa toisiin kansalaisjärjestöihin, verkostoihin ja avunantajiin, kumppanimaiden kansallisiin politiikkoihin, sekä täydentävyyden kannalta muihin suomalaisiin kehitysyhteistyörahoitusmuotoihin;

- Tuloksellisuus (effectiveness);

- Tehokkuus (efficiency) resurssien hallinnassa;

- Kestävyys (sustainability) yhdistettynä linkittämiseen (connectedness), ymmärrettynä interventioiden päättymisen jälkeisenä hyötyjen jatkumisena, sekä hyötyjen määrä kehitystavoitteisiin tai rauhanrakentamisen tavoitteisiin liittyen;

- Vaikuttavuus (impact) tarkasteltaessa interventioiden laajempia vaikutuksia; ja

- Seitsemäntenä ulottuvuutena on tarkasteltu läpileikkaavia tavoitteita; sukupuolten välistä tasa-arvoa, eriarvoisuuden vähentämistä ja ilmastokestävyyttä.

Evaluointi on toteutettu käyttämällä evaluointimatriisia ohjaamaan kansalaisjärjestöjen asiakirja-analyysejä, haastatteluilla pääkonttoreissa sekä yhdeksällä maavierailulla. Analyysi esitetään kuudessa järjestökohtaisessa raportissa ja tässä yhteenvedossa. Raportit toimitettiin ensin luonnoksina palautteen antoa varten ja viimeisteltiin maalis–huhtikuussa 2017.

Suomen pitkänajan tavoite kansalaisjärjestöjen tuelle on todettu Kehityspoliittisessa kansalaisyhteiskuntalinjauksessa seuraavasti: "Kansalaisyhteiskunnan toimijoiden ja järjestöjen kehitysyhteistyön tavoitteena on elinvoimainen, moniarvoisuuteen ja oikeusperustaisuuteen pohjautuva kansalaisyhteiskunta, jonka toiminta tukee ja edesauttaa kehitystavoitteiden saavuttamista ja ihmisten hyvinvoinnin lisääntymistä" (MFA, 2010, s. 11). Ohjelmatuen määrä oli kaikkiaan 244 M€ arvioitavana ajanjaksona, kasvaen keskimäärin 2 % vuosittain mutta pudoten 40 % vuonna 2016.

Vuonna 2012 Humanitaarisen avun linjauksessa asetettu yleinen tavoite on pelastaa henkiä ja lievittää kärsimystä. Humanitaarista apua voi myös hyödyntää kriisin jälkeisen varhaisen toipumisen tukena. Nämä määritellään humanitaarisen vaiheen aikana käynnistetyiksi kehitysluonteisiksi toimiksi, joiden avulla helpotetaan siirtymistä kriisistä kehitykseen. Humanitaarinen apu oli kaikkiaan yhteensä 146 M€, keskimääräisellä 3 % vuosittaisella kasvulla ja 24 % pudotuksella vuonna 2016. Suuri osa Suomen Punaiselle Ristille kohdennetusta rahoituksesta kanavoituu Punaisten Ristin ja Puolikuun liikkeen kautta.

Havainnot ja päätelmät

Tarkoituksenmukaisuus (relevance), tuen vastaavuus tarpeisiin (appropriateness) ja kattavuus (coverage)

Kansalaisjärjestöjen humanitaarinen toiminta ja kehitysyhteistyö vastaavat hyvin suomalaisia kehityspoliittisia tavoitteita, henkien pelastamisen humanitaarisesta päämäärästä inhimillisen kehityksen edistämiseen ja kestävään, mahdollisuuksia tarjoavaan ympäristöön. Lisäasiantuntemusta kansalaisjärjestöissä voitaisiin edelleen kehittää maaohjelmien tasolla ilmastokestävyyden ja jossain määrin sukupuolten välisen tasa-arvon osalta. Lukuisat tarvearviointi- ja tausta-analyysit antavat tietoa kattavasti hyödynsaajien tarpeista kehitysyhteistyön ja humanitaarisen avun osalta.

On paljon näyttöä siitä, että UM:n rahoittamat ohjelmat on kohdistettu hyödynsaajayhteisöille asianmukaisesti. Se heijastaa tähän kehitysyhteistyön muotoon liitettyä erityistä arvoa – olla lähellä ruohonjuurta, jopa erityisen hankalissa olosuhteissa. Kansalaisjärjestöt ovat kehittäneet rahoituksen hallinnointiin tapoja, jotka mahdollistavat niille kaiken hyödyn ottamisen irti toimintaansa liittyvästä joustavuudesta, osin kansainvälisten verkostojensa kautta.

Kaksi tekijää rajoittaa kansalaisjärjestöjen kykyä sitoutua täydellä potentiaalillaan yhteiskuntiin, joissa ne toimivat. Kansalaisjärjestöjen suhteet kumppanijärjestöihinsä ovat usein ennemmin ohjaavia kuin tähtäävät paikallisen kansalaisyhteiskunnan riippumattomuuden lisäämiseen, ja suhde paikallisiin kumppaneihin perustuu ennemmin palveluiden hankkimiseen kuin neuvojen antamiseen. Toiseksi, kansalaisjärjestöjen vaikutusvallan ulkopuolella, suhteet valtion viranomaisiin vaikuttavat myös toimintaan monessa maassa. Joistakin hyödynsaajavaltioista on tulossa rajoittavampia, tai vaihtoehtoisesti painostavat kansalaisjärjestöjä tuottamaan palveluja korvaamaan omia sosiaalipalveluitaan.

Täydentävyys (complementarity), koordinaatio (coordination) ja johdonmukaisuus (coherence)

Kansalaisjärjestöjen verkostojen rooli on hyvin tärkeä neljälle kuudesta arvioidusta organisaatiosta. Verkostot aiheuttavat enemmän siirtokustannuksia, jotka ovat perusteltavissa laajemmalla oppimisella ja vaikutuksella. Kansalaisjärjestöjen lähestymistapa on tehdä yhteistyötä ja täydentää muitten kansainvälisten kumppaneiden toimia humanitaarisen koordinaation edistämiseksi käyttäen kaikkia vallitsevia laatunormeja, erityisesti yhteisiä humanitaarisia standardeja. Täydentävyyttä ja johdonmukaisuutta on tavoiteltu aktiivisesti käyttämällä kansainvälisiä menettelytapoja ja osallistumalla verkostoihin.

Suomalaisrahoitteisia ohjelmia kuitenkin toteutetaan melko erillisinä. Suurempaa täydentävyyttä kansalaisjärjestöjen ja kahdenkeskisten ohjelmien välillä voitaisiin helposti tuottaa vahvistamalla dialogia maatasolla, erityisesti edustustojen kanssa. Tietous suunnittelusta ja tietotaito kasvaisivat, jos niitä jaettaisiin laajemmin eri toimijoiden kesken.

Tuloksellisuus (effectiveness)

Kansalaisjärjestöohjelmat hyötyvät UM:n rahoituksen niille antamasta joustavuudesta ja ennakoitavuudesta, jotka mahdollistavat institutionaaliseen ja maakontekstiin hyvin mukautettujen interventioiden toteutuksen. Tavoiteltujen ja saavutettujen tulosten taso on merkittävä ja samoin, hieman vähäisemmässä määrin, myös lyhyen aikavälin tulokset. Kansalaisyhteiskuntatyön esteet erityisesti heikoissa tai autoritaarisissa maissa rajoittavat pitkän aikavälin tuloksia. Läpileikkaavat tavoitteet, erityisesti haavoittuvuus, otetaan hyvin huomioon toiminnoissa. Lisääntyvä keskittyminen suurempiin ohjelmiin, joissakin tapauksissa yhdistettynä kansainvälisten verkostojen tasolla tehtyyn vahvaan ohjelmointiin, varmistaa kriittisten mittakaavaetujen saavuttamisen toiminnassa.

Kehitysyhteistyön ja humanitaarisen avun toimialojen välinen toiminnallinen yhteys on rajallinen. Tämä johtuu pääosin rahoituksen eriyttämisestä ohjelmatukeen ja humanitaariseen apuun. Tätä voi kuvata koordinaation puutteena. Yhdistettynä kansalaisjärjestöjen toimintamuotoihin (joko kansainvälisissä verkostoissa tai suhteellisen itsellisissä hankkeissa) tuloksena voi olla jakautunut suunnittelu- ja raportointikehys.

Tehokkuus (efficiency)

Suuntaus sisällyttää kasvavassa määrin kansalaisjärjestöjä kansainvälisiin verkostoihin on johtanut suurempaan hallinnolliseen työmäärään. Rahoituksen leikkauksiin yhdistettynä tämä aiheuttaa kehitykseen liittyvän teknisen osaamisen vähentymistä. Henkilöstövähennykset ovat pienentäneet kansalaisjärjestöjen ja UM:n kykyä toteutukseen temaattisella tasolla. Organisaatiot ovat olleet pakotettuja lopettamaan joitakin operaatioitaan. Riskinä on, että ohjelmia voidaan sopeuttaa ja muuttaa vähemmän, tarpeen niin vaatiessa.

Tietoa todellisista vaihtoehtoiskustannuksista liittyen toimimiseen instituutioiden muodostamissa verkostoissa ei ole vielä tarpeeksi. Luotettavuutta talousasioissa valvotaan projektikohtaisesti ja paikallisten kumppanien kanssa painotetaan usein vahvasti tarkastuksia ja riskinhallintaa. Järjestökohtaisista raporteista neljä osoittaa, että rahoitussyklejä yhdenmukaistamalla Ulkoasi-

ainministeriön Humanitaarisen avun ja politiikan sekä Kansalaisyhteiskunta-yksikön yksiköiden kesken voitaisiin myös saavuttaa etuja.

Vaikutus (impact)

Vaikutuksista on aliraportoitu ohjelmien sisällä. Kuitenkin on tärkeää huomioida, että tämä ei tarkoita sitä, ettei vaikutuksia olisi aikaansaatu. Seuranta ja arviointi keskittyvät tuotoksiin ja tuloksiin (joskin tuotosten/tulosten laadun on katsottu vaihtelevan). Ohjelmien vaikutuksen arviointi on haasteellista käytettäessä nykyisiä indikaattorijärjestelmiä, joita useinkaan ei ole sidottu kontekstiin. Samalla sidosryhmien keskuudessa odotetaan parempaa näyttöä toteutuksesta.

Henkilöstövähennykset ja ohjelmatoteutuksen monimutkaisuus hankaloittavat yhteiskunnallisen muutoksen seurantaa ja arviointia laajassa mittakaavassa sekä pidemmällä aikavälillä. Tämä ei koske vain näyttöä, mutta myös tapaa, jolla todistusaineisto analysoidaan ja raportoidaan. Kansalaisjärjestöt suosivat (ja UM vaatii) lineaarisia malleja tuloksiin perustuvasta hallinnoimisesta, mutta ne tulisi kohdentaa enemmän tulosten ja vaikutusten raportointiin.

Kestävyys (sustainability) ja asioiden linkittäminen (connectedness)

Kansalaisjärjestöissä ei käytetä järjestelmällisesti poistumisstrategioita. Humanitaarisessa avussa pitkäkestoisuuden korostaminen vahvistaisi humanitaarisen avun ja kehitysyhteistyön välistä yhteyttä. Kehitys- ja humanitaarisen avun hankkeiden käynnistäminen samoissa paikoissa ei ole helppoa. Innovatiivinen ohjelmointi, kuten rahansiirto-ohjelmat, hyötyisi niiden luovuttamisesta paikallisille toimijoille. Mainitunlaiset humanitaarisen rahoituksen avulla toteutetut projektit usein laiminlyövät rahoituksellisen kestävyyden.

Kansalaisjärjestöillä, niitä rahoittavilla UM:n yksiköillä ja edustustoilla on rajalliset mahdollisuudet hallita hätäavun ja kehitysyhteistyötoimintojen koko skaala, erityisesti liittyen ilmastokestävyyteen ja yhteisöjen katastrofikestävyyteen (tässä olemme käyttäneet katastrofikestävyydelle seuraavaa määritelmää: järjestelmän, yhteisön tai yhteiskunnan kapasiteetti sopeutua, mahdollisille vaaratekijöille altistuessaan, muuttumalla tai vastustamalla muutosta, tavoittaakseen ja ylläpitääkseen toiminnan ja rakenteiden hyväksyttävän tason. World Vision, 2015.)

Suositukset

1. Ulkoasiainministeriön tulisi edellyttää, että kansalaisjärjestöt selkeämmin määrittelevät ja edelleen vahvistavat rooliaan kehitysyhteistyössä suhteessa paikalliseen kansalaisyhteiskuntaan, ja humanitaarisen avun osalta suhteessa paikallisiin sidosryhmiin;

2. Suomen edustustojen tulisi omaksua aktiivisempia diplomaattisia kantoja paikallisen kansalaisyhteiskunnan toimintatilan osalta. Suomalaisten kansalaisjärjestöjen aktiviteetteja tulisi tuoda esiin UM:n maaraporteissa;

3. Suomen edustustojen tulisi edistää suomalaisten kansalaisjärjestöjen kanssakäymistä keskinäisissä laatutyöryhmissä, joissa kehitetään kansalaisjärjestöjen toimintaa, sekä kevyiden reaaliaikaisten arviointien kautta;

4. UM:n tulisi priorisoida temaattista osaamista Helsingissä mainittuihin laatutyöryhmiin liittyen, ja hyödyntää paikallista henkilöstöä edustustoissa neuvonantajina. UM:n tulisi yhdistää arvioinnit ja laatutyöryhmät kumppanuusfoorumiin Helsingissä, ja lisätä asialistalle kaikkien arviointien tulokset sekä luonnosvuosiraportit;

5. UM:n tulisi edellyttää järjestelmällistä analyysiä pitkän aikavälin poistumisstrategioille kansalaisjärjestöhankkeissa, jotka toimivat humanitaarisen avun ja kehitysyhteystyön yhtymäkohdissa. UM:n tulisi myös edellyttää kansalaisjärjestöjen ohjelmaesitysten linkitystä kansalaisjärjestöstrategioihin;

6. UM:n tulisi tapauskohtaisesti harkiten pidentää humanitaarisen avun rahoitussykliä neljään vuoteen;

7. UM:n tulisi ylläpitää nykyisiä avointa ja joustavaa tapaa kohdentaa varoja kansalaisjärjestöille, edistääkseen yhteistuumin niiden aihepiirikohtaista erikoistumista ja niiden verkostoja.

8. UM:n tulisi edellyttää tulosraporttien syvempää kytkemistä kontekstiin. Raportoinnissa tulisi hyödyntää tulosten ja vaikutusten kartoitusta sekä osallistavia menetelmiä kehityssuuntien löytämiseen;

9. UM:n tulisi käyttää tietotekniikkaa järjestelmällisemmin tehdäkseen raportoinnista selkeämpää ja helpommin saatavilla olevaa;

10. UM:n tulisi edellyttää tehokkaampaa kustannusanalyysiä johtamisen ja hallinnon yleiskustannuksista, sekä käyttää kansainvälisen avun avoimuutta koskevan IATI-aloitteen standardeja.

SAMMANFATTNING

Bakgrund och metod

Denna rapport sammanfattar sex utvärderingar av program hos finländska organisationer i civilsamhället (CSO) som får programbaserat stöd till utvecklingssamarbete och humanitärt bistånd från finländska utrikesministeriet (UM). Organisationerna är

1. Fida International,
2. Kyrkans Utlandshjälp,
3. Finlands Röda Kors,
4. Plan International Finland,
5. Rädda Barnen Finland och
6. World Vision Finland.

Utvärderingsmålet är att bedöma resultaten samt definiera värdet av arbetet och starka sidorna hos CSO på basis av sex uppsättningar utvärderingskriterier.

- Relevans, lämplighet och täckning med tanke på finländska riktlinjer, riktlinjer och strategier hos CSO och behov hos befolkningsgrupper.

- Komplementaritet, samordning och samstämmighet i relation till andra CSO, nätverk och givare samt nationella riktlinjer i partnerländer och komplementaritet till andra former för utvecklingsfinansiering i Finland.

- Effektivitet med tanke på utfall.

- Effektivitet med tanke på resursanvändning.

- Hållbarhet i kombination med samband, det vill säga att nyttan fortsätter även efter insatserna, och hur mycket av utfallet kan utnyttjas för utveckling och fredsbyggande.

- Inverkan med tanke på mer omfattande följder av insatser.

- En sjunde dimension handlar om övergripande målsättningar: jämställdhet, minskning av ojämlikhet och klimatmässig hållbarhet.

En utvärderingsmatris utnyttjades för att analysera CSO-dokument, personer intervjuades på huvudkontor och nio länder besöktes. Analysen presenteras i sex CSO-specifika rapporter och denna sammanfattning. Utkast till rapporterna sändes först på remiss och rapporterna slutfördes i mars-april 2017.

Enligt utvecklingspolitiska riktlinjerna för det civila samhället är det övergripande målet för finländskt stöd till civilsamhället "ett livskraftigt, pluralistiskt civilt samhälle som bygger på rättsliga grunder, och vars verksamhet stödjer och främjar att utvecklingsmålen uppnås och människors välmående ökar" '(MFA, 2010, s. 11). Under utvärderingsperioden uppgick programbaserade

stödet till totalt 244 miljoner euro. Finansieringen ökade i snitt med 2 % varje år men sjönk sedan med 40 % år 2016.

Övergripande målet för humanitära biståndspolitiken av 2012 är att rädda liv och lindra nöd. Humanitärt bistånd kan också användas för att stöda tidiga insatser för återhämtning efter kriser. Dessa definieras som utvecklingsorienterade åtgärder som vidtas under humanitära fasen för att underlätta en övergång från kris till återhämtning. Humanitära biståndet uppgick till totalt 146 miljoner euro. Finansieringen ökade i snitt med 3 % varje år men sjönk sedan med 24 % år 2016. En stor del av pengarna till Finlands Röda Kors går till att stöda internationella rödakors- och rödahalvmånerörelsen.

Resultat och slutsatser

Relevans, lämplighet och täckning

CSO:s humanitära och utvecklingsarbete ligger bra i linje med finländska politiska målsättningar och sträcker sig från humanitära målet att rädda liv till att främja mänsklig utveckling och en hållbar miljö med möjligheter för människor. Ytterligare sakkunskap kunde dock utvecklas i samband med landprogram för klimatmässig hållbarhet och i viss grad med kön. De otaliga instrumenten för behovsbedömning och kontextanalys täcker väl behoven av både utveckling och humanitärt bistånd hos de befolkningsgrupper som är förmånstagare.

Det finns mycket bevis på att UM-finansierade programmen riktar sig till befolkningsgrupper på ett lämpligt sätt och återspeglar det specifika värde som tillskrivs detta sätt att samarbeta internationellt – att vara nära gräsrötterna till och med i mycket svåra förhållanden. CSO har utvecklat sätt för att hantera finansieringen som tillåter dem att fullt ut utnyttja sin operativa flexibilitet, till exempel i samband med fyra av de sex delvis inom sina internationella nätverk.

Två faktorer begränsar förmågan hos CSO att utnyttja sin fulla potential i de samhällen där de verkar. CSO:s förhållande till CSO-partners handlar ofta mer om direktiv än om att försöka öka oberoendet i lokala civilsamhället eftersom lokala partners utnyttjas mer som underleverantörer än konsulter. Utanför CSO:s inflytande påverkar också relationerna med statliga myndigheter verksamheten i många länder. Vissa förmånstagarländer håller på att bli mer restriktiva. Alternativt försöker de ersätta egna socialtjänster med tjänster som levereras av CSO.

Komplementaritet, samordning och samstämmighet

För fyra av de sex organisationerna spelar CSO-nätverk en mycket viktig roll, vilket medför större transaktionskostnader som dock kan motiveras med bättre inlärning och inflytande. CSO samarbetar med och kompletterar andra internationella partners för att främja humanitär samordning. De tillämpar fullt ut aktuella kvalitetsnormer, speciellt allmänna humanitära normer. De har aktivt strävat efter komplementaritet och samstämmighet genom att anta internationella riktlinjer och delta i nätverk.

Program som får stöd från Finland genomförs dock helt och hållet separat. Större komplementaritet mellan CSO och bilaterala program kunde uppnås enkelt genom att stärka dialogen i länder, särskilt med ambassader. Kunskaperna och know-how ökade om de spreds mer omfattande till skilda aktörer.

Effektivitet

CSO-programmen drar nytta av den flexibilitet och förutsägbarhet som UM-finansieringen ger. Detta tillåter dem att genomföra insatser som är väl anpassade till institutionella och landspecifika kontexten. Det är anmärkningsvärt hur bra avsedda resultat uppnås (det finns mindre information om utfallet). Övergripande mål, särskilt med beaktande av sårbarhet, omsätts bra i verksamhet. Ökade fokusen på större program som i vissa fall kombineras med stark planering i internationella nätverk garanterar att avgörande stordriftsfördelar uppnås i genomförandet.

Förmågan att verka i knutpunkten mellan sektorerna för utvecklingssamarbete och humanitärt bistånd är begränsad. Detta beror huvudsakligen på skillnader mellan finansieringsperioderna för programbaserat stöd å ena sidan, humanitärt bistånd å andra. Detta kan beskrivas som en brist på samordning. Kombinerat med arbetssätten på CSO (antingen i internationella nätverk eller i relativt avskilda program) skapar detta en uppdelad ram för planering och rapportering.

Resursanvändning

Trenden med att vissa CSO är allt mer integrerade i internationella nätverk har lett till mer administrativt arbete. Kombinerat med nedskärningar i finansieringen bidrar detta till mindre teknisk tillsyn inom utveckling. Personal-nedskärningar har minskat förmågan på CSO och UM att engagera sig på en tematisk nivå. Organisationerna har varit tvungna att lägga ned vissa insatser. Risken är då att det blir svårare att anpassa och ändra på program då det dyker upp möjligheter.

Fortfarande finns det inte tillräckligt med information om verkliga förhållandet mellan kostnader och möjligheter då det arbetas via nätverk som består av genomförandekedjor över skilda institutioner. Förvaltaransvaret baserar sig på kontroll från projekt till projekt och ofta betonas starkt revision och rikshantering på nivån för lokala partners. Av fyra CSO-rapporter framgår att det också kunde löna sig att bättre synkronisera finansieringscykeln mellan CSO och enheter för humanitärt bistånd.

Inverkan

Inverkan underrapporteras i samband med program men det är viktigt att lägga märke till att detta inte innebär att de inte haft någon inverkan. Övervakningen och utvärderingen fokuserar start på resultat och utfall (även om dessa uppfattas variera i kvalitet). Det är mycket svårt att utvärdera programinverkan med nuvarande system av indikatorer som ofta inte beaktar kontexten. Samtidigt har intressegrupper en stor förväntan att resultat ska förevisas bättre.

Personalnedskärningarna och det invecklade programgenomförandet innebär att det är tungt att övervaka och utvärdera mer omfattande långsiktig social förändring. Detta gäller inte endast själva beläggen utan också hur de analyseras och rapporteras. CSO föredrar (och UM kräver) linjära resultatbaserade styrningsmodeller men de måste fokusera mer på att rapportera utfall och inverkan.

Hållbarhet och samband

I alla CSO-program funderas endast i liten grad systematiskt över exitstrategier för projekt. En större fokus på långsiktiga humanitära biståndsfaktorer stärkte

CSO:s förmåga att verka i knutpunkten mellan nödsituationer och utveckling. Det är inte enkelt att starta utvecklings- och humanitära biståndsprojekt på samma ort och innovativ programplanering såsom program för överföring av likvida medel drog nytta av en överlåtelse. I projekt som genomförs med humanitär finansiering är tendensen att försumma finansiell hållbarhet.

CSO, de enheter på UM som finansierar CSO och ambassader förstår sig endast delvis på hela spektrumet av nödhjälps- och utvecklingsinsatser, särskilt då det handlar om klimatmässig hållbarhet och återhämtningsförmågan i samhällen (här definierar vi återhämtningsförmåga som följer: kapaciteten i ett system, ett samhälle eller en gemenskap som potentiellt utsatts för faror att anpassa sig genom att förändra sig eller motstå för att uppnå och bevara en godtagbar funktions- och strukturell nivå. World Vision, 2015).

Rekommendationer

1. UM ska kräva att CSO klarare definierar och ytterligare stärker sin roll i relation till lokala civilsamhället i utvecklingssamarbete och lokala intressegrupper i humanitärt bistånd.

2. Finländska ambassader ska aktivare ta diplomatisk ställning till utrymmet för nationella civilsamhället och finländska CSO:s verksamhet ska återspeglas i UM:s landrapporter.

3. Finländska ambassader ska främja utbyte mellan finländska CSO via kvalitetscirklar och enkla utvärderingar i realtid.

4. UM ska prioritera bruket av tematisk sakkunskap i Helsingfors i samband med dessa cirklar och utnyttja lokal ambassadpersonal för rådgivning. UM ska länka utvärderingarna och cirklarna samman med samråd på partnerskapsforum i Helsingfors vars dagordning ska omfatta resultaten av alla utvärderingar och utkast till årsberättelser.

5. UM ska kräva en systematisk analys av långsiktiga exitstrategier för CSO-program med beaktande av knutpunkten mellan humanitärt bistånd och utveckling. UM ska också kräva specifika CSO-strategier i förslag till sambandsprogram.

6. UM ska förlänga finansieringscykeln för humanitärt bistånd till tre år.

7. UM ska bevara nuvarande öppna och flexibla sätt att tilldela finansiering åt CSO för att samlat främja tematiska differentieringen mellan och nätverken hos CSO.

8. UM ska kräva resultatrapporter som bättre beaktar kontexten. UM ska undersöka möjligheten att kartlägga resultat och inverkan för rapporter och använda metoder som baserar sig mer på medverkan för att fånga upp trender.

9. UM ska mer systematiskt utnyttja informationsteknik så att rapporter är klarare och mer tillgängliga.

10. UM ska kräva bättre kostnadsanalyser av lednings- och förvaltningskostnader och tillämpa internationella initiativet för öppenhet i bistånd.

SUMMARY

Background and methodology

This report is the synthesis of six evaluations of the programmes of Finnish Civil Society Organizations (CSOs) receiving funding from the Ministry for Foreign Affairs (MFA) through programme based support in development cooperation and humanitarian assistance. These organisations are:

1. Fida International
2. Finn Church Aid
3. Finnish Red Cross
4. Plan International Finland
5. Save the Children Finland
6. World Vision Finland

The objective of evaluation is to assess the results and draw out the value and merit of the work of the CSOs, based on six sets of evaluation criteria.

- Relevance, appropriateness and coverage, in terms of Finnish policy, CSO policy and strategy, and the needs of the population;

- Complementarity, coordination and coherence in relation to other CSOs, networks and donors, and national policies in partner countries; and in terms of complement to other Finnish development funding modalities;

- Effectiveness in the delivery of results;

- Efficiency in terms of the management of resources;

- Sustainability in combination with connectedness as the continuation of benefits after interventions end, and the degree to which benefits can be applied to the objectives of development or peacebuilding;

- Impact, in terms of the wider effects of interventions; and

- A seventh dimension is crosscutting objectives: gender equality, reduction of inequality and climate sustainability.

This was done by applying an evaluation matrix to guide the analysis of CSO documents, headquarter interviews, and nine country visits. This analysis is presented in six CSO-specific reports and the current Synthesis. The reports were first submitted in draft form for consultation, and finalised in March-April 2017.

The overall objective of Finland's support to civil society is stated in the Guidelines for Civil Society in Development Policy 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, p 11). The PBS funding amounted to a total € 244 million over the evaluation period, with an average increase of 2% every year, and a drop of 40% in 2016.

The overall goal given in the 2012 Humanitarian Aid Policy is saving lives and alleviating suffering. Humanitarian assistance can also be used to support early post-crisis recovery. These are defined as development-oriented measures initiated during the humanitarian phase to facilitate the transition from crisis to recovery. Humanitarian assistance funding amounted to a total of €146 million, with a 3% average increase every year, and a drop of 24% in 2016. A large part of the funding allocated to FRC goes to support the International Red Cross / Red Crescent Movement.

Findings and Conclusions

Relevance, Appropriateness and Coverage

The CSOs' humanitarian and development work demonstrates good alignment to Finnish policy objectives, running from humanitarian aims of life-saving to the promotion of human development and a sustainable enabling environment for citizenship, although further expertise could be developed at the level of country programmes in climate sustainability, and to some extent for gender. The numerous needs assessment and contextual analysis tools provide a good coverage of beneficiary populations' needs both for development and humanitarian assistance.

There is much evidence that the programmes funded by the MFA appropriately target beneficiary populations, reflecting the specific value ascribed to this channel of international cooperation – to be close to the grassroots, even in very adverse circumstances. The CSOs have developed ways of managing funding which allows them to take full advantage of their operational flexibility – for example in the case of four of the six, partly within their international networks.

Two factors limit the ability of the CSOs to engage to their full potential with the societies in which they operate. The relationships of CSO's with their partner CSOs are often directive rather than aiming at greater independence of local civil society, as relations with local partners are more sub-contracting than consultative. Secondly, beyond the sphere of influence of CSOs, relations with state authorities also affect performance in many countries. Some beneficiary country states are becoming more restrictive, or alternatively pushing for service delivery by CSOs to replace their own social services.

Complementarity, Coordination and Coherence

The role of the CSO networks is very important for four of the six members, creating more transaction costs, which are justified by greater learning and influence. The CSOs have a collaborative and complementary approach with other international partners in the promotion of humanitarian coordination, and fully apply the prevailing quality norms, in particular the Common Humanitarian Standards. Complementarity and coherence have been actively pursued by endorsing international policies and participating in networks.

The Finnish-funded programmes are however implemented quite separately. Greater complementarity between CSOs and bilateral programmes could easily be achieved by strengthening country level dialogue, especially with the

The CSOs' humanitarian and development work demonstrates good alignment to Finnish policy objectives.

Greater complementarity between CSOs and bilateral programmes could easily be achieved by strengthening country level dialogue.

Embassies. Knowledge and know-how would increase if it were shared more widely among the different actors.

Effectiveness

The CSO programmes benefit from the flexibility and predictability given to them by the MFA funding. This allows them to carry out interventions that are well adapted to the institutional and country context. There is a remarkable level of delivery of intended outputs as well as, even if to a lesser extent, of short term outcomes. The hurdles placed in the path of civil society work, particularly by weak or authoritarian states, constrains the longer-term outcomes. Cross-cutting objectives, particularly taking into account vulnerability, are well translated into the activities. The growing focus on larger programmes, combined in some cases with strong programming done at the level of international networks, ensures that critical economies of scale is achieved in delivery.

There is a limited ability to operate in the nexus between development cooperation and humanitarian assistance sectors. This is mainly due to the separation between funding windows, programme based support on the one hand, humanitarian assistance on the other. This can be described as a lack of coordination. Combined with the operating modalities of the CSOs (either in international networks or in relatively isolated programmes) this creates a compartmentalised planning and reporting framework.

Efficiency

The trend towards increasingly embedding some of the CSOs in international networks has led to greater administrative work, and combined with funding cuts, contributes to a reduction of technical oversight in development. Reductions in staffing have reduced the ability of the CSOs and of the MFA to engage at a thematic level. The organisations have been forced to close down some of their operations. There is a risk that programmes become less able to adapt and change as opportunities emerge.

There is still insufficient information on the real cost/opportunity ratio of operating through networks that are chains of implementation across various institutions. Fiduciary responsibility is exercised via project-by-project controls, and there is often a heavy emphasis on audits and risk management at the level of local partners. Four of the CSO reports show that gains could also be made by better synchronising the funding cycles across the CSO and Humanitarian Assistance Units.

Impact

Impact is under-reported within the programmes, although it is important to note that this does not imply that impact has not been achieved. Monitoring and evaluation heavily concentrates on outputs and outcomes (although these are perceived to be of variable quality). There are significant challenges with assessing the impact of programmes by applying the current systems of indicators, which are often not contextualised. There is at the same time a significant expectation amongst stakeholders that performance needs to be better demonstrated.

Knowledge and know-how would increase if it were shared more widely among the different actors.

Impact is under-reported within the programmes, although it is important to note that this does not imply that impact has not been achieved.

The reductions in personnel and the complexity of programme implementation mean that monitoring and evaluation of broader and longer term levels of social change are cumbersome. This concerns not only the evidence itself, but also the way in which evidence is analysed and reported. The linear models of Results Based Management are preferred by CSOs (and required by the MFA), but need more focus on reporting outcomes and impacts.

Sustainability and Connectedness

There is limited systematic thinking in all CSO programmes about exit strategies for the projects. A greater focus on long-term considerations in humanitarian assistance would strengthen their ability to operate in the nexus between emergency and development. Development and humanitarian assistance projects are not easily launched in the same locations, and innovative programming, such as cash transfer programmes, would benefit from a handover. Such projects, undertaken under humanitarian funding, tend to neglect financial sustainability.

The ability of the CSOs, of the CSO financing units at MFA and Embassies to grasp the full spectrum of emergency and development responses, particularly as regards climate sustainability and community resilience, is limited. (Here we have adopted the following definition for resilience: the capacity of a system, community or society potentially exposed to hazards to adapt, by changing or resisting, in order to reach and maintain acceptable levels of functioning and structure. World Vision, 2015.)

Recommendations

1. The MFA should require that CSOs more clearly define and further strengthen their role in relation to local civil society in development cooperation and in relation to local stakeholder groups in humanitarian assistance;

2. Finnish Embassies should take more active diplomatic positions regarding the space given to national civil society, and the activities of Finnish CSOs should be reflected in MFA's country reporting;

3. Finnish Embassies should promote exchanges through Quality Circles among Finnish CSOs, and light real-time evaluations;

4. The MFA should prioritise the use of thematic expertise in Helsinki in relation to these circles, and use local staff at Embassies for advisory work. The MFA should link the evaluations and circles to Partnership Forum consultations in Helsinki, at which it should put on the agenda the results of all evaluations and draft annual reports;

5. The MFA should require a systematic analysis of the long-term exit strategies of CSO programmes in terms of the nexus between humanitarian assistance and development. It should also require specific CSO strategies in programme proposals for connectedness;

6. The MFA should increase the humanitarian assistance funding cycles to four years, depending on the merits of the case;

7. The MFA should maintain the current open and flexible allocation of funds provided to CSOs to promote in a concerted manner the CSOs' thematic differentiation and networks;

8. The MFA should require that performance reporting to be more contextualised. It should explore using outcome and impact mapping for reporting, and using more participatory methods for capturing trends;

9. The MFA should use information technology more systematically to make reporting more clear and accessible; and

10. The MFA should require improved cost analysis about management and administration overheads, and apply the International Aid Transparency Initiative Standard.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Good complementarity but limited partnerships		
Complementarity and coherence have been actively and successfully pursued by the CSOs endorsing international policies and participating in international networks.

There is however a low degree of engagement between the six Finnish CSOs, and between them and the Embassies.

The relations with local civil society are frequently directive rather than building independence. The opportunities offered by the private sector are still at an early experimental stage.

Some beneficiary country states are becoming more restrictive, or pushing for CSOs to limit themselves to service delivery. This is creating a significant constraint on the influence and sustainability of civil society, which Finnish CSOs are not able to address. | Finnish support provided through PBS to CSOs could be described as falling short of the aim of supporting national civil society. In the case of humanitarian assistance there is only limited consultation with local populations and key stakeholders. The 6 CSOs show limitations with information sharing and community feedback mechanisms.

Finnish country level collaboration, between CSOs and with the Embassies, does not allow systemic challenges to be tackled, such as poor civil society relations to the state.

As civil society is confronted by state actors that are pushing it to take on roles that do not contribute to a sustainable, peaceful and enabling environment, the role of the Embassies becomes important. | 1. The MFA should require that CSOs more clearly define and further strengthen their role in relation to local civil society in development cooperation and in relation to local stakeholder groups in humanitarian assistance.

2. Finnish Embassies should take more active diplomatic positions regarding the space to given to national civil society, and the activities of Finnish CSOs should be reflected in MFA's country reporting. |
| **Capitalising on local knowledge** | | |
| The numerous needs assessment and contextual analysis tools developed by the CSOs, used both for development and humanitarian aid, give good coverage of populations' needs.

Two aspects of CSOs' work stand out: the successes in targeting local populations, and, for many, the existence of powerful networks on which to rely. Yet there is limited capacity to share information and best practices.

Due to resource restrictions, the Embassies have little capacity to engage with and to support the CSOs. The CSOs have been obliged in 2015-16 to cut back on their technical expertise. | The relative isolation of the Finnish CSOs from one other, and from the MFA (for humanitarian as well as development programmes), is potentially increasing. This trend is due to decreasing thematic expertise within the MFA and some CSOs, and a widening donor and partner base. There is little ability to look at potential synergies situated outside existing time consuming programmes.

Lateral information systems would enable Finland to plan, pool knowledge, create synergies, and be strategic in development and humanitarian responses. | 3. Finnish Embassies should promote exchanges through Quality Circles among Finnish CSOs, and light real-time evaluations.

4. The MFA should prioritise the use of thematic expertise in Helsinki in relation to these circles, and use local staff at Embassies for advisory work. The MFA should link the evaluations and circles to Partnership Forum consultations in Helsinki, at which it should put on the agenda the results of all evaluations and draft annual reports. |

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: SYNTHESIS REPORT

Findings	Conclusions	Recommendations
Linking Relief, Rehabilitation, and Development.		
There is a remarkable continuity of programming in countries where the CSOs are present, and a growing convergence around the objective of community resilience. The linkages made in moving from humanitarian response to development, and then further into exit strategies, call for improvement across all the CSOs evaluated. There are many cases of innovation and good practices in the CSOs' work, as they innovate to confront a multitude of challenges. Some of the CSOs have developed dynamic models of engagement with communities. Unfortunately, these are often not well known and replicated. There is limited ability of the CSOs, the two CSO financing units, and the Embassies to operate easily across the full spectrum of emergency and development responses, particularly as regards climate sustainability and community resilience. The short planning horizon in humanitarian assistance, the different geographic zones targeted within a country, does not allow for linkages to be made to the development programmes when these take place in the same countries.	Humanitarian aid struggles to reinforce development objectives, even though this is a stated Finnish policy. The current modes of operation tend to create unnecessary compartmentalisation around humanitarian projects, either presented as the Finnish project within a wider portfolio, or as isolated projects. While these projects are appropriately framed around life-saving, broader opportunities for connectedness are lost, and the development capacities of CSOs are undervalued. The focus on resource management and delivery tends to exclude a systematic approach to exit strategies. Connectedness and sustainability are generally weak. This is due to unnecessary rigidity in the separation of the development and funding modalities within the MFA caused by different areas of intervention, but also limited consultation about project decisions. This is partly due to more limited planning timeframes in humanitarian aid, but also to a limited capacity to focus on sustainability within the CSO programmes.	5. The MFA should require a systematic analysis of the long-term exit strategies of CSO programmes in terms of the nexus between humanitarian assistance and development. It should also require specific CSO strategies in programme proposals for connectedness. 6. The MFA should increase the humanitarian assistance funding cycles should have the possibility to be extended to four years, depending on the merits of the case.
Keeping decisions at the appropriate level.		
The targeting of population groups has been precise and inclusive. The CSOs have followed approaches and modalities which allow them to take full advantage of their particular mandates, methods, and international networks. There is currently within the programmes a critical mass of resources, institutional focus, and geographical concentration, to achieve a good level of delivery. There are many ways in which the humanitarian assistance and development programmes could reinforce each other. The existing funding modalities in humanitarian aid, mostly projects, do not generate a strategic engagement within countries as they tend to be isolated.	The focus on larger programmes, combined in some cases with strong programming done at the level of international networks, are key factors that ensure good delivery. The two separate funding windows, and the operating modalities of the CSOs (networks or relatively isolated programmes) tend to create a relatively compartmentalised planning and reporting framework, that needs to be more coordinated. The MFA's policies and guidelines do not take much account of the networks through which CSOs operate, which create their own constraints and advantages. There could be a greater focus on achieving policy influence within the CSO networks.	7. The MFA should maintain the current open and flexible allocation of funds provided to CSOs to promote in a concerted manner the CSOs' thematic differentiation and networks.

Findings	Conclusions	Recommendations
Reporting on performance.		
Although there is good reporting on outputs, there is variable quality of long-term outcome reporting, and impact is under-reported within the programmes. The influence on local civil society could be better monitored. This concerns not only the evidence itself, but also the way in which evidence is analysed and reported. The existence of many stakeholders and levels of implementation make it difficult to aggregate the information. The complexity of programme implementation mean that Monitoring and Evaluation of performance are becoming cumbersome. There is only limited financial information on management and transaction costs within the CSOs.	Monitoring and evaluation is too concentrated on outputs, and there are real challenges with assessing the impact of programmes by applying current indicators. There is at the same time a significant expectation amongst stakeholders that performance needs to be better demonstrated. The time has come to look at innovative tools in Monitoring and Evaluation. Information technology now affords new ways of capturing the relation to context, trends and of presenting them which can increase confidence in the fact that results are verifiably achieved. Information technology can also improve the management aspects.	8. The MFA should require that performance reporting to be more contextualised. It should explore using outcome and impact mapping for reporting, and using more participatory methods for capturing trends. 9. The MFA should use information technology more systematically to make reporting more clear and accessible. 10. The MFA should require improved cost analysis about management and administration overheads, and apply the International Aid Transparency Initiative Standard.

1 INTRODUCTION

This evaluation is commissioned by the Development Evaluation Unit (EVA-11) of the Ministry for Foreign Affairs of Finland (MFA). The aim of the evaluation is to increase accountability and learning on programmes of Finnish Civil Society Organisations (CSOs) funded by the MFA through Programme Based Support (PBS) and Humanitarian Assistance (HA). It is an opportunity to identify the results achieved by this high-profile modality of Finnish development cooperation. The evaluation is not an evaluation of the six CSOs as a whole, but of the specific programmes funded under the two modalities mentioned above.

The evaluation is also intended to provide recommendations to enhance the planning, decision-making and coordination of the two funding sources. Separate Units within the Ministry manage the funding: Unit for Civil Society (CSO Unit) and the Unit for Humanitarian Assistance and Policy (HA Unit). The results of this evaluation will feed into the reform of PBS, and the forthcoming update of the Guidelines for Civil Society in development cooperation, as well as possible updates in the Finland's Humanitarian Policy and relevant Guidelines.

The present report is a synthesis of the findings of six ancillary CSO-specific reports. Its purpose is to summarise the key points for the MFA, and formulate conclusions and recommendations that are aligned to the policy and programming needs of the two financing Units.

CSOs are an active part of Finland's international development cooperation and humanitarian action, alongside bilateral cooperation and financial support to multilateral agencies. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 110 million, accounting for 11% of the development cooperation ODA budget, which stood then at € 991 million (MFA, 2016a). The total MFA HA allocation for the six CSOs was € 23 million, including funding channelled to the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC). Excluding allocations to these two organisations, the total HA funding comes to approximately € 6.6 million.

This evaluation is the second in a series of evaluations of Finnish CSOs receiving multiannual support. Of the 22 CSOs (including two umbrella organisations and three foundations) receiving PBS, these six organisations have been selected for the current evaluation cycle they have all received HA funding during 2010–2016.

- These organisations are:
- Fida International (Fida)
- Finn Church Aid (FCA)
- Finnish Red Cross (FRC)
- Plan International Finland (Plan Finland)

- Save the Children Finland (SCF)

- World Vision Finland (WVF)

A number of these CSOs also receive funding from other Divisions within the Ministry (in addition to private donations and European Union funding), although this tends to be largely through smaller grants provided for specific projects. FRC for example receives funds in relation to meeting the commitments under the Ottawa Convention for humanitarian mine action, and some programmes, such as SCF Nepal, access bilateral funding. All the CSOs evaluated in this round are also active in fundraising among the general public in Finland, and there are increasing efforts to also raise funds from and cooperate with private sector companies and investors. This combination of public, civil and private funding sources creates an important mutual leverage, which brings predictability. In other words, MFA funds and private funding can be used to build on the programmes initiated with the support of either one.

This evaluation process ran from June 2016 until March 2017. All the major aspects of CSO performance have been reviewed, based on programme documentation produced, in-depth interviews with key stakeholders in Finland and abroad, and visits to nine countries in which HA and development interventions are implemented. The key findings were reflected in the Synthesis Report, whose purpose is to draw out the implications for the MFA. A final debriefing workshop was held at the end of March 2017 in Helsinki.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

The objective of evaluation is to analyse the results achieved by the CSOs, based on six sets of evaluation criteria. These criteria are specified in the Terms of Reference (ToR) of this evaluation, and reflect the language and concepts of the evaluation community as defined by the Organisation for Economic Cooperation and Development Development Assistance Committee (OECD/DAC).

The evaluation team has considered:

- Relevance, appropriateness and coverage, in relation to Finnish policy, the CSO's policy, national policies in beneficiary countries, and the needs of the population;

- Complementarity, coordination and coherence in relation to other CSOs, networks and donors, and national policies in partner countries; and in terms of complement to other Finnish development funding modalities;

- Effectiveness in terms of the delivery of results;

- Efficiency in terms of the management of resources;

- Sustainability in combination with connectedness as the continuation of benefits after interventions end, and the degree to which these benefits can be applied to the objectives of development, or peace building;

- Impact, in terms of the wider effects of interventions; and

- Finland's cross-cutting objectives (CCOs) that should be taken into account in all Finnish funded programmes: gender equality, reduction of inequality and climate sustainability.

The evaluation analyses individual CSOs from the point of view of their own objectives and management systems, and the way in which the CSOs respond to the MFA's objectives under PBS and HA. It also covers the way in which the MFA provides an appropriate framework to achieve this.

It is important to note at the outset that the ToR does not call for, or require, a ranking of the CSOs being evaluated, neither the six current CSOs, nor the other sixteen, which have been or will be evaluated in the other evaluation rounds. The broad objectives of the MFA allow the evaluation to assess specific contributions of each CSO on its own terms.

The MFA and other stakeholders may use the evaluation findings to make decisions on the setting of priorities, the choice of modalities, or the management or the funding of the CSO operations. For this purpose the synthesis part of the evaluation has formulated recommendations which are mainly intended for implementation by the MFA. Specific CSO recommendations are contained in the CSO-specific reports.

2.2 Methodology

2.2.1 Analytical Process

The evaluation team combined three components: the Management Team (led by the Evaluation Team Leader), the Sub-Teams (which are dedicated to each specific CSO) and Quality Assurance. The Team Leader was responsible for the overall planning, management and coordination of the evaluation, and completing the Synthesis analysis and reporting. There were Sub-Teams covering six CSOs, with a degree of cross-participation to ensure coherence and appropriate coverage in terms of expertise.

The evaluation design includes five analytical pillars, which can be described in the following way:

1. A Theory of Change (ToC), which describes the intervention logic of the six CSOs, within the broad policy frameworks established by the MFA;

2. The Evaluation Matrix (EM), which tests specific aspects within the ToC, more particularly the assumptions, drawn from the evaluation questions spelled out in the ToR;

3. A background description, comparing positioning of the CSOs within Finnish cooperation, amongst themselves, and within networks and alliances, which they have formed internationally;

4. Document analysis, interviews and field based observation of projects. As stated in ToR (MFA 2016b, p.14), the purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. The interviews encompass all stakeholders, and are generally in-depth; and

5. The analysis of findings based on the primary and secondary data to CSO-specific conclusions and recommendations, and to the overall synthesis and implications for the MFA. This process included validation meetings to discuss the findings and preliminary conclusions at the country level with the CSOs (and Embassies) as well as with the CSOs and the MFA, and with a broader Reference Group in Helsinki.

The process of synthesis was done by analysing the responses provided within each of the CSO-specific reports, along the evaluation questions outlined in the evaluation matrix. This presented a basic element of cross-cutting analysis, from which it was possible to identify recurrent aspects (which denote that the cause is to be found in the Units funding the CSO programmes) and the contrasts, or outliers. The next analytical step was to return to the MFA policies, and to highlight the degree to which these policies were implemented, or not,

at the level of the MFA itself. This is done more particularly in the Conclusions section, and matched closely to recommendations. While the six CSO specific reports made recommendations aimed primarily at this CSO, the Synthesis is aimed primarily at the MFA.

2.2.2 Theory of Change

An overall Theory of Change (ToC) has been elaborated in the Inception Phase, and includes the interventions of all six CSOs taken as a whole, based on Finland's policy goals. This model was accepted in the initial stage of the evaluation, as it essentially endorsed and completed the ToC from the first round of CSO evaluations, and integrated the humanitarian assistance element. The individual CSOs have used the same overall model, although it is presented slightly differently by the different authors – the effects they contain are the same. The ToC is presented in Figure 1.

The evaluation has then proceeded by checking whether this ToC matched those (implicit or explicit) which CSOs have been applying to their own interventions. All the six CSO-specific reports have concluded that, even though they may be presented in different narrative or visual forms, and even though not all the components were applicable to all, the content remains aligned. The CSOs are 'situated' to a greater extent in parts of the ToC, for example FRC which has a strong focus on humanitarian action, while others, such as Plan Finland, are predominantly focusing on the development linkages.

Central to all the CSOs are advocacy in partner countries, the provision of goods for the more humanitarian ones, the reliance on networks of partners which operate from other countries for an extensive part of the operational platform, capacity development, the provision of social services, and educational and awareness raising efforts in Finland. As this then translates in various degrees of emphasis into the outcome and impact levels, similar challenges are met by all the Finnish CSOs. These challenges have been represented by assumptions which underlie the ToC, weakening or strengthening the causal link between one level and the other.

Assumptions, which are drawn from this ToC, have sought to capture the increasing pressure on civil society, and the related restrictions imposed on humanitarian assistance. The assumptions also highlight that, within the programmes of Finnish actors, there is a significant cross-cutting influence exercised by the alliances and networks of the CSOs outside Finland. There is also a significant influence exercised by funding modalities and funding flows, which is captured in a sixth assumption.

This model has been shown to encompass all the CSOs included in this study, and is based on the notion that civil society is not only a vector of social change in developing countries, but also in Finland, while humanitarian assistance pursues an integrated but parallel track in Finnish development policies. The diagram presents pathways of change, suggesting main causal linkages. At its heart are the policy priorities of relieving suffering, human rights promotion, being a conduit for Finnish solidarity, and the creation of a vibrant civil society. We have observed that the ToC for each individual CSO will fit in one way or the other within this broad ToC.

Civil society is not only a vector of social change in developing countries, but also in Finland.

This model applies globally, and over time. It should be noted that while Finnish development policy has evolved (including four priorities in 2016, in particular strengthening the rights and status of women), the ToC represented here is a synthesis of the objectives prevailing in the period up to 2016.
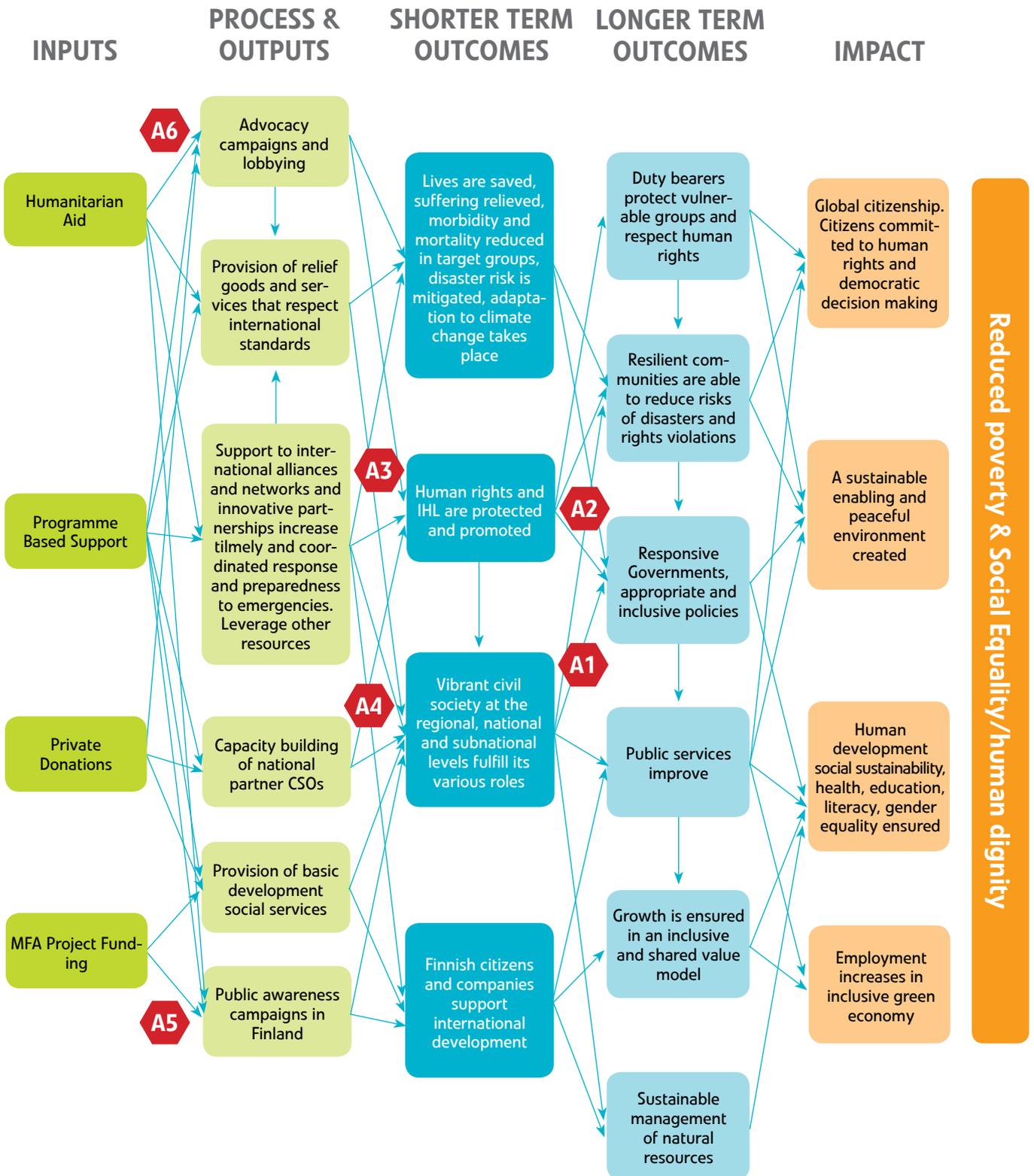
Assumptions

The linear effect of change leading from one level to the next is dependent on the realisation of certain external factors, which are identified as assumptions:

- **A.1** - Development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, to achieve more positive impact than would have been possible without this cooperation;

- **A.2** - A strong, pluralistic civil society - which demonstrates an active respect for human rights and inclusive values - is a key contributor to community resilience, leading to a functional state and sustainable services;

- **A.3** - Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support;

- **A.4** - A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values;

- **A.5** - Finnish CSOs work in collaboration with their Finnish constituency, networks of international partners, and complement Finland's bilateral, multilateral and private sector work; and

- **A.6** - Long-term partnerships with Finnish CSOs, based on mutually agreed objectives, provide support to CSOs in developing countries and reach the grassroots, including vulnerable and socially excluded groups.

The individual evaluation studies have explored the extent to which these assumptions are being met, across various countries and individual CSOs. More importantly, however, the model was used to understand the manner in which each CSO understood its interventions, and the degree to which the reconstructed ToC overlaid the one for the MFA's ToC for both PBS and HA.

Figure 1: Theory of Change for Finland's support to CSO

INPUTS	PROCESS & OUTPUTS	SHORTER TERM OUTCOMES	LONGER TERM OUTCOMES	IMPACT

A6 Advocacy campaigns and lobbying

Humanitarian Aid

Provision of relief goods and services that respect international standards

Lives are saved, suffering relieved, morbidity and mortality reduced in target groups, disaster risk is mitigated, adaptation to climate change takes place

Duty bearers protect vulnerable groups and respect human rights

Global citizenship. Citizens committed to human rights and democratic decision making

Support to international alliances and networks and innovative partnerships increase tilmely and coordinated response and preparedness to emergencies. Leverage other resources

Programme Based Support

A3 Human rights and IHL are protected and promoted

A2

Resilient communities are able to reduce risks of disasters and rights violations

A sustainable enabling and peaceful environment created

Responsive Governments, appropriate and inclusive policies

A1

Private Donations

Capacity building of national partner CSOs

A4 Vibrant civil society at the regional, national and subnational levels fulfill its various roles

Public services improve

Human development social sustainability, health, education, literacy, gender equality ensured

Provision of basic development social services

MFA Project Funding

A5 Public awareness campaigns in Finland

Finnish citizens and companies support international development

Growth is ensured in an inclusive and shared value model

Employment increases in inclusive green economy

Sustainable management of natural resources

Reduced poverty & Social Equality/human dignity

Source: Developed by Evaluation Team.

2.2.3 Evaluation Matrix

The ToC provides a framework for the evaluation. The reports have reconstructed individual ToCs for all of the six partner organisations, based on each organisation's results chain, supplemented with a close reading of programme documentation. The findings established for each programme were assessed in relation to the logic of their organisation. This is complemented by the EM. The core of the matrix is that the Evaluation Sub-Questions are framed to probe the achievement of the overall assumptions in the ToC as described above.

The EM (see Annex 4) provides the framework for both data collection and analysis, with a focus on assessing progress towards expected outcomes and establishing a plausible contributory causal relationship between outputs, outcomes and potential impacts.

The left-hand column of the matrix is developed based on the evaluation questions listed in the ToR. Some of the questions have been regrouped. The evaluation questions follow the OECD/DAC criteria for evaluation of development cooperation and HA: relevance, effectiveness, efficiency, impact, sustainability, complementarity, coordination and coherence. The evaluation also covers the criteria of appropriateness, coverage and connectedness, which are specific to humanitarian action, and the criterion of attention to the CCOs of the MFA. The complete EM including evaluation sub-questions, indicators, data collection methods and sources of evidence was finalized in the Inception Phase.

2.2.4 Collection and Analysis of Evidence

The evaluation methodology relied upon a mixed methods approach, including meta-analysis of the secondary data, and the collection and analysis of the primary data gained during the key informant interviews in person in Helsinki and in the visited countries or by phone/Skype. Thus, primary data was used in three ways: 1) to capture novel information on the outcomes and impacts of the visited projects and programmes be it positive or negative, intended or unintended; 2) to confirm or invalidate the broader reporting (secondary data) carried out for these visited countries; and 3) to facilitate a better understanding of the secondary data collected through document analysis.

The evaluation team ensured the validity and generalisation of the evaluation findings in relation to the EM (see Annex 4) questions by triangulating the secondary data gained through e.g. the earlier evaluations with the primary information through the in-depth interviews and first-hand experience during the country visits. In addition, Sub-Team members participating more than in one Sub-Team provided useful cross-reference between the CSOs and the reports. Interpretation of the data was cross-checked by different members of the evaluation sub-teams to eliminate bias. The evaluation matrix questions were adjusted according to the specific CSO being evaluated, in addition to some key overall themes and were used to facilitate the collection, organisation and analysis of the data.

Sampling and country visits

The ToR states that "The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis" (MFA, 2016b p. 14). Country selection for carrying out the primary data collection was through a two-step selection process, agreed in the Inception Phase:

- As a first step the evaluation Sub-Teams created a shortlist based on selection criteria agreed with the MFA, including the volume and availability of information. Due consideration was also given to parallel evaluations, which have been conducted by the CSOs in order to not burden particular country offices or create overlap. Logistics and security considerations played a role, as well as a preference for countries where more than one CSO is present, to maximise data collection. For HA the criteria applied were: focus on core humanitarian operations (L3, L2-level crises); and crisis caused by conflicts and natural disasters, combination of slow and sudden onset crises. The criteria applied for development projects were a balance of sectors and/or themes (variety), and the presence of representative projects for the CSO; and

- In a second step the sampling for each CSO was checked for global balance, and some country visits were pooled. There was also a checking of the overall sample to ensure that there was no geographic imbalance. This process was finalised in consultation with all stakeholders at the end of Inception Phase.

The in-country level sampling was based on consultations with the CSOs, with due consideration to the following three sets of parameters: 1) the programmes or projects selected were broadly representative of the CSO's activities in the given country; 2) the selection of activities visited related to the global sampling for that CSO, in a way that fills any gaps left in other visits (for example focusing on PBS or on HA when this has not been done fully elsewhere); and 3) the CSO's own operations and partnerships were taken into account to maximise access to primary information, minimise unnecessary travel risk and time lost for the team, and minimise the burden of the evaluation on the CSO's country team.

The following nine countries were visited as part of the evaluation:

- Fida: Democratic Republic of Congo (DRC) and Nepal, plus a project visit in Kenya

- FCA: Jordan and Somalia, plus a visit to the FCA country offices in Kenya and Nepal

- FRC: Kenya, Myanmar, plus an interview in Nepal

- Plan Finland: Ethiopia and Togo, plus a project visit in Jordan

- SCF: Somalia and Ethiopia, plus a project visit in Nepal and to the Nairobi country office

- WVF: Kenya, Uganda

Evaluation methods and tools

The Sub-Teams used the following evaluation methods and tools:

1. Document review

During the inception and implementation phase the Sub-Teams analysed available documents including MFA's general policy documents, and documents specific to the PBS framework agreements and to HA support; CSO's policy, strategy and project specific documentation; CSO's international network's global policy and strategy documents, and approaches and methodological guidance notes; CSO's country offices' strategy and project specific documents; and background and contextual information on countries visited (e.g. policy documents, information on similar projects and actors, background information and evaluations). The document review was complemented with website reviews of each CSO and its international network, and of websites with country or thematic specific background information.

2. Interviews and Focus Group Discussions (FGD)

Semi-structured informant interviews and FGDs were based on the questions set in the evaluation matrix, and were used as a source of newly collected primary data. Interviews were conducted in Finland with Finnish Government representatives and with staff of the CSOs. Prior to the field mission there were consultations concerning the selection of countries and the projects or programmes to be visited. The list of people to be met and interviewed during the country visits was agreed by the Sub-Teams and the CSOs. This was presented in a Briefing Note shared with the MFA and the CSOs prior the field missions.

During the country visits, interviews and FGDs were organised with key-respondents, representing target groups, local Community Based Organisations (CBO), implementing partners and other CSO's, and government officials at the local, regional and national level. Management and implementing staff of the CSOs country and field offices were interviewed. Project level site visits were made. Special attention was given to ensure that women, vulnerable and marginalised groups were interviewed.

Once the Sub-Teams had identified preliminary findings, they undertook workshops for debriefing and further validation with the CSOs and in some countries the Embassies.

3. Debriefing and validation meetings

An important element in the research phase was the conducting of debriefing and validation meetings by the Sub-Team to discuss preliminary findings and emerging conclusions from the research, both at the country level and in Helsinki with CSOs' staff and management members, and the representatives from the MFA (EVA-11, CSO and HA units). The Helsinki meetings were organized prior to drafting the full CSO reports and the Synthesis. Debriefing and validation meetings resulted in the provision of additional documents and requests for further interviews with key stakeholders or staff members. These were carried out in order to shed light on aspects not yet sufficiently researched by the evaluators, or where there were significant differences in opinions between the evaluators and the CSOs.

4. Analysis of findings

The analysis of findings was carried out in different steps and by combining cross-checking and triangulation of findings from different sources, and through consultation within the evaluation team and the Sub-Teams. The following analytical instruments and methods were followed:

- Portfolio analysis: analysis of basic financial and narrative information on the entire CSO's project portfolio in the evaluation period. This analysis also looked at the insertion of the CSO's portfolio and support in the international network;

- ToC analysis: based on the CSO2 initial global ToC developed during the inception stage of this evaluation, the ToC of CSO and its international network was analysed;

- Descriptive analysis of the CSO's positioning: one of the steps in the analysis in the CSO-specific reports is a descriptive analysis of the CSO's positioning, drawing on the analysis by the evaluation team and the CSOs' respondents. Organisations were described through six dimensions: 1) advocacy work; 2) attention to CSO's capacity development in organisation; 3) intensity of engagement in international networks; 4) engagement with Finnish civil society; 5) geographic and thematic focus; and 6) linkages between humanitarian assistance and development cooperation. The results served to inform the understanding of the respective CSO, and the results are contained in the CSO-specific reports. The interpretive and non-quantitative nature of the judgements precluded them from being used in a comparative manner in the Synthesis report; and

- Adequate amounts of time were allocated (November to January) to triangulate and validate the results and assessments of the document analysis, the country visits, and to consult key stakeholders about the findings, moving from the specific (in-country debriefings) to the general (CSO-level debriefings and feedback on reports). The draft and final reports were developed in Sub-Teams of three consultants. Teamwork and peer review within the team enabled a balanced analysis and final assessment that is presented in this evaluation report. The CSO-specific studies however found the quantity of information and diversity of situations a severe challenge to overcome, for the evaluative analysis.

2.3   Limitations

The limitations of this evaluation are inherent to any analysis covering six highly different organisations, operating across many countries and serving different objectives. In particular, the following factors affected the ability of the team to draw specific conclusions:

- Difficulty in accessing some of the countries, due to security constraints or difficulties in obtaining visas;

- The lack of reliable and comparable financial information on the budgets and expenditures of the CSOs inhibited concluding on quantitative efficiency analysis. In qualitative terms such analyses were done by

identifying synergies or cases where the same effects could be achieved with fewer resources. However, because the available data on different CSOs (in Finland, within the network, at country or regional levels) cannot be compared, the analysis remains based on case-specific evidence; and

- There was generally an absence of impact level evidence within the programmes, which weakened the analysis.

The difficulty in accessing some of the countries led to choosing countries with similar programmes, or to emphasising document analysis for those that could not be visited. The lack of impact information (and the lack of time to conduct a proxy impact assessment) was met by using comparable evidence from other studies, and by applying professional judgement on the evidence that was available.

An additional challenge was caused by the limited level of resources available to the evaluation to do more than reflect the general reporting done by the CSOs of the results of their development communication and global education work in Finland. This reporting tends to focus on CSO-specific perceptions by the public, the scale of resource mobilisation and the specific activities undertaken with particular groups in Finland. There are no impact assessments done on the global education or development communication.

The descriptive analysis of CSOs operational position along six relevant dimensions yielded some insights that were used in discussion and further exploration of organisational findings in the evaluation process. This instrument was particularly useful for comparing the assessments of the evaluators and the self-assessments done by the CSO personnel. Differences could become subject to further research and analysis. However, aggregating the inputs from CSO headquarters in Finland and their members or partners in developing countries created a challenge due to their different understanding of the unit of analysis (whether being the Finnish CSO, the international network of the national office).

3   CONTEXT ANALYSIS

3.1   Finland's Policy for Support to Civil Society Organisations

The Guidelines for Civil Society in Development Policy (MFA, 2010) define civil society as making up the spectrum of institutions that spreads between the public and the private sectors. The importance of civil society institutions in international aid can be understood from their comparative advantage in communicating about international development; generating a grass roots momentum towards development in developing countries; and reaching populations with HA who would otherwise not be reached.

Finland understands civil society as an engine of social change and it is considered "a space where people hold discussions and debates, come together and influence their society" (MFA, 2010 p. 9). Finland's Humanitarian Policy describes humanitarian assistance as "allocated to emergencies, caused by armed conflicts, natural disasters or other catastrophes, which are declared as humanitarian emergencies by the Government of the affected country, the UN system or the International Red Cross and Red Crescent (RC/RC) Movement. The objectives of the Finnish humanitarian assistance are to save lives, alleviate human suffering and maintain human dignity during times of crisis and in their immediate aftermath." (MFA, 2012a p.11).

Support to CSOs, be they domestic, international, or local, is a significant component of Finland's development cooperation, guided by the Development Policy Programme of Finland (MFA, 2007, 2012b and 2016a), as well as the Guidelines for Civil Society in Development Policy (MFA, 2010). Civil society's importance as an agent of change is also emphasised in Finland's Democracy Support Policy (MFA, 2014a) and the Guidance Note on the Human Rights-based Approach (MFA, 2015a).

The roots of CSOs development cooperation in Finland are found in the missionary work of the late 19th century. CSOs actively participated in the policy and committee work of development cooperation from the 1960s onwards, while MFA support to CSOs was systematically organised in 1974. Today this support is based on discretionary spending administered by the CSO Unit and the HA Unit.

CSOs are closely linked to Finnish society, and pride themselves in their ability to make contact with different segments and promote international development cooperation. However the climate towards development cooperation is shifting, as reflected in the recent budget cuts in Finland and many large donor countries. Support for development cooperation remains solid. A recent survey (Finnish Social Science Data Archive, 2016) demonstrated that 79% of the population believes ('agree or strongly agree') that it opens up a chance to a better life for millions of people. At the same time 58% believe that it strengthens Finland's influence in the world. A significant 90% believe that HA provided by Fin-

land is 'fairly to very important'. Some 61% believes that it is productive and gets results, which is a significantly slightly lower proportion than those that think it is important – an important differential for the CSOs. A significant 78% believe that Finland has the ability and possibility to help, while 70% think that it does 'fairly well' in delivering results, but only 7% think that this is done very well.

The CSO Guidelines (MFA, 2010) underline the importance of the crosscutting objectives. They also underline three specific elements that were intended to further shape the evolution of the CSO programmes over the period of the current evaluation:

- Increasingly promote the creation of partnerships between civil society, public administration and the private sector. This 'specific Finnish value addition' could promote the sharing of good practices and innovative solutions generated through democratic civil dialogue.

- The intensification of mutual cooperation among Finnish civil society actors and the pooling of expertise.

- Increasing emphasis on strengthening civil society in developing countries. While the provision of local basic services (education, health, social welfare, and rural development) should continue, there should be more strengthening of the cooperation partner's social awareness, activism and skills.

At the same time Finnish policies have been giving a growing importance to quality, which has come to include emphasising impact, human rights, and the effect on state fragility and conflict. From 2016 more systematic approach has been adopted on Results Based Management (RBM) as encapsulated in "Results Based Management in Finland's Development Cooperation: Concepts and Guiding Principles". This is defined as shifting the management approach away from activities, inputs and processes, to focusing more on the desired results.

RBM planning is integrated into the Human Rights Based Approach (HRBA) by ensuring that there be an explicit application of human rights principles and commitments (MFA, 2016c). This is drawn from the assumption that the principal constraint on the achievement of development is the non-adherence to human rights. A 2014 policy on Fragile States also recommended conflict sensitivity (minimising negative effects, maximising positive ones), and better management of risks (MFA 2014b).

Generally the CSOs can implement their projects in the sectors of their choice in countries mentioned on the OECD DAC list of eligible countries. To strengthen mutual support, compatibility and complementarity with public development policy, the MFA encourages a concentration on the thematic as well as the regional and country level priorities of Finnish development policy.

The MFA in its policies and guidelines does not explicitly address the presence and influence of large international networks, while these are of considerable and growing importance for the CSOs considered in this round. While the CSO policy encourages the development of international civil society, only the Guideline on Humanitarian Funding (MFA, 2015b) mentions that in case a Finnish organisation channels the support forward through an international NGO, its umbrella organisation, the Ministry must make sure that the procedure brings added value, and that extra administrative costs will not be incurred.

Finnish policies have been giving a growing importance to quality.

The MFA's present Development Policy (MFA, 2016c) has described an increasing focus on private capital to contribute more to development. Noting for example that in 2014 foreign direct investment stood at USD 680 billion, five times more than development cooperation, and that migrants' remittances stood at USD 426 billion, the MFA is increasingly reflecting the need expressed at the UN and the OECD, to form deeper partnerships with the private sector to contribute to the seventeen Sustainable Development Goals. The other emerging priority in the new Policy is to ensure an ever-greater integration of the different instruments of the MFA to serve the overall objectives. This is translating in 2017 into a very intense dialogue with CSOs about the reduced funding allocations, achieving more focus, and at the same time being more strategic in how and where resources are used.

The volume of Finnish ODA to support development cooperation conducted by CSOs has grown steadily over recent years, from € 65.5 million in 2007 to € 110 million in 2014 (MFA, 2016b). In 2014, the budget of the CSO Unit to support CSOs was € 116 million, and commitments and disbursements amounted € 110 million and € 100 million respectively. In the same year, programme support commitments and disbursements were € 83 million, and € 76 million respectively. A variety of CSOs have been supported, and figures from 2015 indicate that in that year 166 Finnish CSOs received support from the CSO Unit.

Table 1 shows the cumulative amounts allocated to the CSOs that receive both humanitarian aid funding and PBS funding over the period 2010-2016. It illustrates the significance of the HA funding to FCA and, especially to FRC in this group of six CSOs. Most of the FRC's funding is in fact allocated to the support of the RC/RC Movement, which operates in a relatively coordinated manner, with members across the globe. The prevalence of these umbrella groups, or networks, or alliances of international civil society, is also very strong in the case of SCF, WVF and Plan Finland. FCA and Fida operate in reference to churches which do not have an operational role but are also in effect networks of international civil society. It is finally important to note that three of the CSO partners receive comparatively smaller amounts, in part because they have joined the framework for humanitarian funding modality more recently over the last four years.

Table 1: Cumulative amounts (€) allocated to the six CSOs that received both PBS and HA funding over the period 2010–2016

|	HA	PBS	Grand total
Fida	8 030 000	47 900 000	55 930 000
Finn Church Aid	30 905 000	52 660 000	83 565 000
Finnish Red Cross	102 044 780	45 140 000	147 184 780
Plan Finland	590 000	39 440 000	40 030 000
Save the Children	3 790 783	28 855 220	32 646 003
World Vision Finland	2 778 673	30 698 000	33 476 673
Total	**148 139 236**	**244 693 220**	**392 832 456**

Source: MFA's commitments in 2010-2016.

3.2   Programme Based Support

Programme Based Support (formerly Partnership Agreement Scheme, updated on 19 July 2013) is the mechanism through which Finland finances the development programmes of the six Finnish CSOs which are the subject of this evaluation. In 2003 the MFA established a multi-year programme support modality, initially with five partner organisations. The aim was to increase the predictability of funding: to reduce the administrative burden for the MFA and to improve the overall quality of projects by ensuring financing for the most professional CSOs. It created a framework within which each CSO was able to make decisions in a relatively decentralised way according to its own specific identity.

The funding for MFA's PBS has increased steadily over the recent years reaching its highest level in 2015 (Figure 1). In 2015, the Government of Finland announced the new Government Programme, which, as part of a general reduction in government expenditure, included a cut of € 200 million to the development cooperation budget. The total support for CSOs has been reduced from € 114 million to € 65 million in the budget of 2016.

Figure 2: Trend in MFA's Programme Based Support Commitments 2006-2016
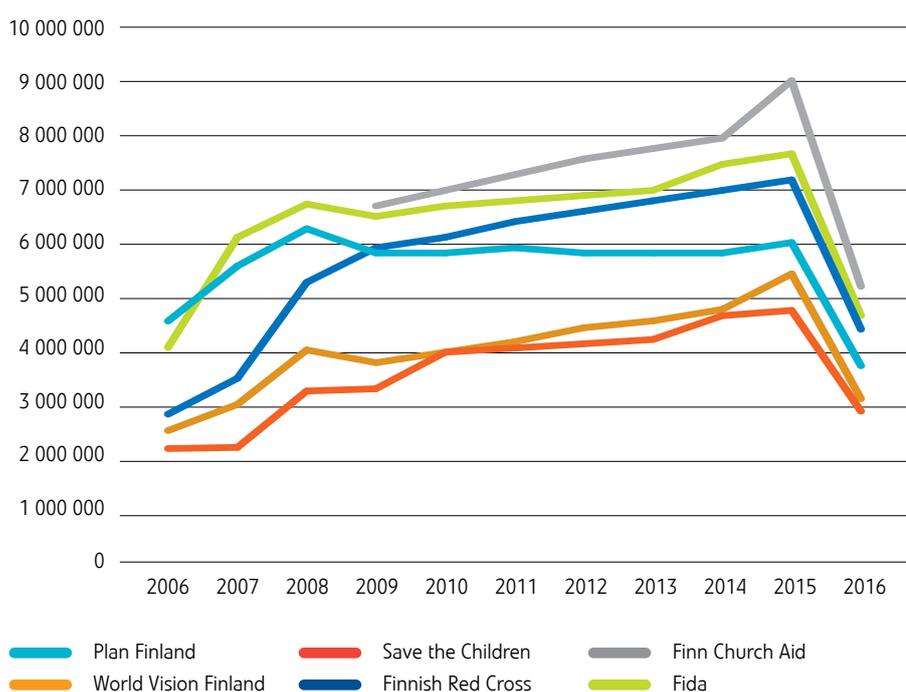
Source: MFA's commitment tables provided to the evaluation team.

The number of partnership organisations has gradually increased and currently altogether 19 CSOs (out of which two are umbrella organisation) and three special foundations are funded through the scheme, being as a result recipients of over 70% of Finnish development support channelled through CSOs. Finnish partnership organisations apply periodically for MFA-funding of up to 85% of the costs of their strategic programmes.

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A partnership is considered a long-term arrangement of non-determined duration, signalled by the fact that new partnership organisations must serve a three-year probationary period (as per selection criteria, Ministerial decision 9.5.2012). The partnership evaluation in 2008 noted that the Finnish scheme shared the same problems as similar schemes in other countries, including the problem of transition from individual projects to programme approach; lack of dialogue between organisations and relevant ministries; and lack of clear objectives, selection and evaluation criteria and guidelines for monitoring and evaluation. On the other hand, the evaluation recognised benefits both for the MFA and the CSOs through flexibility, long-term planning and reduction of bureaucracy.

Current instructions concerning the PSB are broad, intending to address shortfalls in CSOs coordination, complementarity with other Finnish development modalities, and cooperation with other development actors in general. The aim of partnerships between the MFA and CSOs will remain to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries.

3.3   Humanitarian Assistance

The main objective of the Finnish humanitarian assistance is to save lives, alleviate suffering and maintain human dignity in crises, through material assistance and protection measures. HA can also be used to support early post-crisis recovery. Assistance is needs-based and impartial in not favouring any side in armed conflict. By applying international humanitarian law and humanitarian principles, the aim is to ensure that the parties to a conflict accept the delivery of assistance and that the assistance reaches the civilians who need it in politically charged and chaotic situations. The HA guidelines do not stipulate objectives but rather types of activities that fall within traditional humanitarian sectors.

Appropriations for HA are made twice a year. Funding for all HA (including through multilateral channels) is planned to be at about 10% of total allocations of Finnish cooperation. 70% of the appropriations are allocated at the beginning of the year, whereas the second allocation takes place in the autumn paying specific attention to under-funded crises. Funding for sudden onset disasters is allocated based on appeals and the decision is made within three days of the receipt of a preliminary proposal. The CCOs that are applied in this form of assistance are climate sustainability, gender equality and the reduction of inequality, with particular attention to the rights and needs of vulnerable and marginalised groups, such as children and persons with disabilities.

Definitions of what makes for good humanitarian assistance are based on a combination of flexibility in the decision making process, and firm adherence to international policies and norms, such as the 2011 Transformative Agenda, the 2016 World Humanitarian Forum, the Grand Bargain, Good Humanitarian Donorship, and Core Humanitarian Standards. The 2012 Humanitarian Policy states that Finland will increasingly make use of the views and opinions of Embassies near crisis areas concerning the delivery of aid and reaching the intended beneficiaries.

Humanitarian assistance is underpinned by a number of cross-cutting principles which refer to the principles of quality that are applied to humanitarian aid: beneficiary participation in planning and decision-making, compliance with standards and a code of conduct which avoids the spread of ideology or religion through assistance. It emphasises the cross-cutting objectives of climate sustainability, gender equality, and the reduction of inequality to take into account vulnerability and human rights.

The focus on life saving activities is often supported by the CSOs from pre-existing country structures funded in part by PBS. This complementarity between the two funding conduits dovetails well with the humanitarian policy of Finland (MFA, 2012a) which includes early recovery, defined as development-oriented measures initiated during the humanitarian phase to facilitate the transition from crisis to recovery. The Policy even states that Finland aims to achieve an effective linkage between peace building, humanitarian assistance, reconstruction and development cooperation. It recognises that the international aid architecture and organisations are often excessively divided between humanitarian assistance and development cooperation, with different objectives, principles, legislation and timetables guiding their functioning and funding. It commits Finland to addressing this gap by influencing the policies of the multilateral organisations, developing flexible operating mechanisms and aiming to ensure adequate funding for the transition.

While Finland emphasises the UN's leading role in coordinating and providing humanitarian assistance, it also allocates a significant part (approximately 25-30%) of its humanitarian assistance through Finnish CSOs. This distribution to Finnish CSOs is defined in the Humanitarian Policy, but not justified. According to the policy, in order to ensure the effectiveness of its humanitarian action, Finland channels its funding, using specific criteria (sector, capacity, ability to access the people in need, reliability), through selected organisations (UN organisations, International Red Cross, Red Crescent Movement, Finnish CSOs that have the partner status of ECHO). Thus, Finland emphasises those Finnish CSO's that have significant HA experience and capacity to gain ECHO's partnership status. Civil protection is handled by the Ministry of Interior through the Crisis Management Centre, so CSOs (and UN agencies) are the channels through which the MFA delivers assistance relating to sudden-onset disasters, wars and chronic crises. This is practically always done via an international network of partners, with few cases of direct implementation by the personnel of Finnish CSOs. Of the six CSOs covered by the evaluation, all operate with substantial networks of partners in donor and in beneficiary countries, although this is done much more informally in the case of Fida, which works with a faith based network.

The Table 2 describes roughly three separate scenarios for the support to CSOs with a humanitarian funding base: FRC is humanitarian-focused, receiving 65% of total funding allocations in 2016 which is more than twice its PBS funding. FCA has also received consistent humanitarian funding, but it amounts to about half of its PBS funding. Fida has similarly been a long-standing partner but with a much smaller allocation. Three other organisations (Plan Finland, SCF and WVF) have begun receiving humanitarian funding over the last three years. Most CSOs have been affected by a significant cut.

The Policy states that Finland aims to achieve an effective linkage between peace building, humanitarian assistance, reconstruction and development cooperation.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: SYNTHESIS REPORT

Table 2: MFA's Humanitarian Assistance Allocations 2010-2016

Organisation	2010	2011	2012	2013	2014	2015	2016
Fida	1 000 000	1 300 000	1 340 000	1 480 000	1 150 000	1 060 000	700 000
Finn Church Aid	4 400 000	5 100 000	4 340 000	4 465 000	4 700 000	4 600 000	3 300 000
Finnish Red Cross	13 350 000	15 450 000	13 500 000	14 980 000	15 664 780	15 400 000	13 700 000
Plan Finland							590 000
Save the Children Finland				490 783	1 000 000	1 500 000	800 000
World Vision Finland					1 000 000	1 000 000	778 673
Total	**18 750 000**	**21 850 000**	**19 180 000**	**21 415 783**	**23 514 780**	**23 560 000**	**19 868 673**

Source: MFA's commitment tables provided to the evaluation team.

The networks or alliances to which CSOs belong have been undergoing major shifts in the way they operate, reflected in the CSOs' individual reports. In the case of the FRC, the quasi-totality of the assistance provided goes to the two central organisations of the ICRF and the IFRC, as noted earlier. This arrangement generally tends toward a more unified international approach, with forms of specialisation allocated to member organisations. The configuration of the international humanitarian system itself has changed dramatically since 2010. A National Audit Office meta-evaluation of Finnish International Humanitarian Assistance covering the period 2007 to 2010, carried out in 2012 found, amongst others that there were deficiencies in leadership and Accountability to Affected Populations (AAP); a lack of significant involvement of local CSOs; more coordinated data from needs assessments; and wider use of gender analyses. The report also noted a growing lack of respect for international humanitarian law, core humanitarian principles and refugee law in humanitarian aid globally (State Audit Office of Finland, 2012).

4 FINDINGS

4.1 Relevance, Appropriateness and Coverage

Alignment of the CSOs to MFA CSO Policies

All six CSOs demonstrate a good alignment with both general development policies, and humanitarian policies and guidelines. This is to be found particularly for the promotion of rights and the equal status of women, and more generally on gender sensitivity. The activities visited, and the general reporting, demonstrates that promoting the rights of socially excluded groups is well used to achieve humanitarian and development objectives, particularly for children, persons with disabilities, indigenous people and ethnic minorities.

There are in particular clear indications that the programmes funded by the MFA appropriately target beneficiary populations, reflecting the specific value ascribed to this channel of international cooperation – to be close to the grass-roots. The Fida programmes for example achieve a direct presence in host communities, working closely with local partners, over periods of many years. Within a selected geographical area, beneficiary targeting is excellent, partly due to community involvement and consultation processes. All the projects reviewed promote the inclusion and empowerment of women, girls, people with disabilities and minorities.

The FRC is able to capitalise on its very good access to the RC/RC Movement, which gives the MFA a unique ability to target resources at populations in conflict zones through the International Committee of the Red Cross (ICRC), or to use national societies to access populations in need thanks to an existing infrastructure of programmes. An increased focus on resilience within the Movement has led to a situation where RC/ RC National Societies are becoming more involved in integrated multi-sectoral development activities, an area where FRC has much experience.

In the case of FCA this targeting is based on a pioneering approach to interventions, entering new areas that are considered more risky, which attracts donors and partners to new geographical areas (the FCA Report, section 4.1, states for example: "FCA's new strategy from 2017 onwards epitomises its bold approach. It pledges for working courageously for change, daring to question established practices"). FCA's three thematic focus areas are mutually reinforcing allowing it to respond well to needs in coherent and complementary way. Even if a country programmatic focus is on only one area, such as in Jordan on education, there are also entry points into livelihoods and peace. FCA, as many of the other CSOs, is able to leverage other resources, which provides a particular value to MFA funded programmes.

Four of the CSOs (FRC, Plan, SCF and WVF) are tightly woven into international networks that frame their goals and their programming approach. In these

All the projects reviewed promote the inclusion and empowerment of women, girls, people with disabilities and minorities.

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cases, in spite of their comparatively limited contributions in relation to the financing pooled by the network (with the Finnish CSO typically contributing less than a tenth in financial contributions), there is an appropriate focus given by CSOs' headquarters in Helsinki on specific thematic priorities.

All six CSOs reflect their own comparative strengths in their programmes, most notably on gender (which is now an overall goal of Finnish cooperation), HRBA, creating tangible change in beneficiary societies. It should be noted that HRBAs were even applied through general tools even before the MFA Guideline was issued in 2015. Thus FCA has framed its three principal approaches in a rights framework, while both SCF and Plan are widely recognised for their rights-based programming. This is also reflected in WVF's policies and rights based tools (applied through the international network), as well as in Fida and FRC – although it is a lower priority for these two latter organisations, where it is conceived as a more lateral dimension.

Alignment to Needs and Cross-Cutting Objectives

The CSO evaluation team observed during country of operation visits that, in those places where the CSOs operate, the needs of target groups are well understood and well addressed. The CSOs apply good systems and procedures for context analysis, needs analyses, and community consultation in development and humanitarian assistance interventions. The particular methods applied by the CSOs in project identification and development reflect the tools and methods developed in the international networks and alliances with which they operate.

Climate adaptation is only beginning to permeate into the thinking of Finnish CSOs, although some parts of their respective international networks are further advanced. For instance Plan Finland and SCF see this as related to a focus that should be kept at the level of international alliances, and in FCA, which does have climate change adaptation as a cross-cutting objective efforts have been given more focused on rights-based approaches and peace building. These organisations increasingly include Disaster Risk Reduction (DRR) actions within their interventions. The FRC allocated approximately 20% of its PBS funding to disaster preparedness and DRR projects over the evaluation period, and indications are that the focus on disaster risks has become a way of working for the organisation.

Most CSOs give a strong priority to the implementation of gender equality guidelines within the programmes, both in humanitarian and development streams. There is still however limited technical expertise in this area, with gender analysis being a rare tool. The reporting reviewed by this evaluation tends to focus on gender-disaggregated information, which is in itself a first step to addressing imbalances. For example, FRC reporting is often limited to disaggregating gender data and gender analyses are rarely carried out for MFA-funded projects. The FCA report notes that deeper, context-specific gender and vulnerability analyses could address more deeply the root causes and power relations behind the inequalities. The Fida internal guidelines, while naming the promotion of gender equality as a cross-cutting priority, do not include sexual and reproductive health, and specific rights for women and girls.

In those places where the CSOs operate, the needs of target groups are well understood and well addressed.

In some cases there is a specific challenge for staffing in countries of operation, which is not sufficiently gender-balanced. Disability inclusion policies and the priority given to groups that are frequently socially excluded in their particular context are a strong quality of CSO programmes, particularly for WVF and Plan Finland. (Such exclusion can vary, but some categories of people do tend to appear frequently. Plan has listed this, for example, as made up particularly of children, persons with disabilities, indigenous people and ethnic minorities.) Where disability has been a lower priority, new policies and specific efforts are being applied, as in the case of FRC. At the same time, WVF's programme design aims to promote inclusion of persons with disabilities, and has had a disability inclusion strategy in place since 2014. WVF was in fact the first recipient of an annual prize from Disability Partnership of Finland when these started being awarded in 2014. This also applies to humanitarian assistance, where sensitivity to disability is new, which demonstrates how good practices coming from development programmes percolate into emergency response. FCA's humanitarian projects are oriented towards empowering and mitigating discrimination against vulnerable people. In some cases, such as for Fida, more particular attention has been achieved through personal contacts and efforts of the key personnel or key volunteers, rather than through institutional efforts.

Access to Target Beneficiaries, Quality of Targeting

One of the Evaluation Questions probes into the extent of coverage and quality of targeting in relation to the greatest needs. The UN's Global Humanitarian Overview in 2016 (OCHA, 2016) estimated that some 125 million people were in need of assistance. The comparison of the country priority list which the document contains and the countries towards which humanitarian assistance has been targeted shows a complete alignment, with none of the top countries ignored by the CSOs. It would be methodologically flawed to compare the UN needs assessment numbers with the funding provided by Finland as this would preclude other funding, and would ignore the pricing differences of sectors and country delivery. However, there is globally a very relevant targeting of needs.

The MFA's Humanitarian Policy (MFA, 2012a) requires that beneficiaries must be heard in the planning of relief programmes and in the decision making concerning the distribution of assistance. Although vulnerability assessments and analyses are often undertaken by the CSOs themselves, they are also obtained from in-country platforms such as the UN-led Clusters, or operational partners such as, in the case of FCA, the ACT Alliance partners. There are many examples of workshops, consultations and assessments, indicating a particularly strong emphasis on field information, leading to adaptation to the local context and conflict-sensitivity.

Although there is clear evidence that the CSOs make a particular effort to address needs, their ability to do so is negatively affected by the behaviour of states in countries where the cooperation is extended. To understand this, it is important to step back to the three assumptions identified as conditions to be met for CSOs to achieve the intended changes:

There is globally a very relevant targeting of needs.

- **Assumption 1** – Development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, to achieve more positive impact than would have been possible without this cooperation. Situations of fragility and humanitarian crises demonstrate the extent to which this has not been possible;

- **Assumption 2** – A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to community resilience, leading to a functional state and sustainable services; and

- **Assumption 3** – Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.

Significant challenges are being met by the CSOs in their efforts to fully meet the needs of the population, in a manner that reflects Finnish policy. This is being challenged in each of these three areas of assumptions by the conduct of the state authorities. This constrains their ability to achieve the expected relevance and appropriateness.

Across all the countries visited, the CSOs find that the relation to the primary duty bearer, the national state, is an increasingly difficult one, reflecting a shift in the way the duty bearers conceive their role in relation to civil society. In many case, at the local level, such as in Somaliland, CSOs risk becoming stronger than the state. The state's capacity to generate taxes and international support is very low, threatening the sustainability of social protection and poverty reduction interventions. Some countries visited by the evaluation cannot be characterised as weak states, but rather as restrictive states, with increasingly stringent legislation for civil society. There is considerable evidence of a shrinking civic space for civil society to engage on its own terms, around the world.

The importance of international CSOs for their target populations is significant, which raises a question of duty of care. This relates, first of all, to the challenge of sustainability, to which we shall return in section 4.6. For example, in Togo the evaluation observed a weak state with limited commitment, where as a consequence CSOs, to some extent, are replacing state services. This evaluation notes that there is also a clear case of substitution by local civil society to the state in Nepal, DRC, and some areas of Myanmar. It is a documented fact that humanitarian assistance in Nepal created a challenge for the national authorities in the response to the earthquake by generating uncoordinated flows of resources (see e.g. Baker, 2015), while in DRC humanitarian aid has been funding the operation of public health services.

This shifting role of the state relates secondly to the increasing threat to civil society in countries where the civic space is shrinking, at times with very real implications for access to populations and to personal security. Since the aim of the CSOs is to work in countries precisely because of these countries' weakness and inability to deliver services and promote the rights of citizens, this relationship between state and civil is a systemic one.

There is considerable evidence of a shrinking civic space for civil society to engage on its own terms, around the world.

Facing an unequal relationship, the risk for local CSOs is that they tend to be pushed into non-critical service delivery without having a voice in policy matters. They replace the state in areas of social service delivery. The individual CSOs learn to navigate these risks on a case-by-case basis. For example, FCA is careful not to antagonise the state in Eritrea by avoiding talk about human rights, it uses education as a basic right for all children but does not frame it in that way. CSOs however often tend to focus on messaging around development issues at that local level. CSOs in remote areas allow public authorities to delegate their responsibility to look after their own citizens. The state is in effect a big beneficiary of what the CSOs do.

4.2 Complementarity, Coordination and Coherence

Complementarity to Other Finnish Policies and Modalities

Complementarity with Finnish bilateral development policy is good, although this is at a very general level. In Nepal, where the Embassy is considered to be a model in the exchange of information, Finland supported the seven-year School Sector Reform Plan (SSRP) 2009-2016, which recorded significant progress in increasing access to education, achieving more gender parity in enrolment and reducing illiteracy. A number of Finnish CSOs are involved in education in Nepal, notably Fida, FCA and SCF, but there has been a very limited exchange with the Embassy, apart from a broad consultation on the Country Strategy about to be released. Embassies are not encouraged to include CSO programmes in their country strategies, and do not report on Finnish-funded CSO activities.

There are many opportunities to create synergies. One example is in Ethiopia, where links were observed between the Embassy (through funding from the LCF support) and one local partner. That funding was critical for the growth and capacity development of the organisation to enable it to strengthen its partnership with Plan Ethiopia. Communication between Plan Ethiopia and the Embassy is limited however, and mainly takes place informally during CSO staff visits.

In most cases, the CSOs are able to operate in areas which would not normally be reached through Finland's diplomatic posts, one example being FRC's support to the ICRC, a central humanitarian organisation mandated by the Geneva conventions for conflict affected populations. This gives the MFA access to useful insights. This ensures that the circulation of information goes beyond formal reporting formats, and taps into the kind of access that the international networks have. National Red Cross Societies tend to operate at all administrative levels within a country, and RC/RC and ICRC are almost always present during international humanitarian dialogues, where SCI and WVI also regular participate. Save the Children International (SCI), Plan International and WV National Offices are often involved in national and international dialogues about children. FCA, IFRC, ICRC, SCI and World Vision, are members or observers in networks such as the Inter Agency Standing Committee and the Steering Committee for Humanitarian Response.

The CSOs that are members of significant international networks (which can be said to be the case for four of the six CSOs in the current sample, even though FCA is a member of a more federated network) are frankly appreciated by the other members of their alliance, particularly because of their willingness to endorse and even promote network policies, and provide solid technical content, for example in health for the FRC and education for FCA, or the private sector partnerships for WVF.

Coordination

In many cases (FRC, Plan Finland, SCF and WVF in particular), the membership of CSOs in networks and alliances implies intense involvement in international frameworks– but it also entails a considerable specific workload for the headquarters in Helsinki. For example, in Ethiopia and in Nepal the offices of SCI are very large, running hundreds of projects. This leads both to SCF being well integrated into the balanced and efficient interaction at country level which humanitarian actors strive for, and also having to take on a significant management workload. Considerable efforts are required by staff to ensure that proper reporting is done on each specific project to each specific donor, including Finland. However, it should be said that this particular donor creates minimal restrictions, in this way playing a very complementary role.

Many CSOs can build on the extensive work done by their alliances to operate in crisis affected and contested areas, such as FRC, FCA and SCF, because of their long history of involvement in Somalia and Somaliland. They are very careful to implement such activities that are politically neutral through a good focus on conflict sensitivity, even though the risks in those areas are high. A lot of the FCA's work in Somalia and Somaliland is non-MFA funded and gives the MFA the benefit of access.

Key informants from governments and UN agencies see the Finnish CSOs as valued partners. Peer NGOs such as the Lutheran World Federation, which also implements Water, Sanitation and Hygiene (WASH) activities in refugee camps and settlements, expressed a desire to continue to collaborate with WV Uganda in joint activities. Disability inclusion approaches introduced by CSOs such as SCF in Nepal have been replicated by local authorities. In Somalia, where coordination can be challenging due to security-related access issues, FCA is praised for its information sharing in peace, reconciliation and rehabilitation activities by different actors in these sectors. Across the border in Kenya, similar replication of good practices and learning has been extended to education activities supported by WV Korea. The lead WASH agency for Kakuma camp, the Norwegian Refugee Council, has developed disability standards based on the WVF approach and experience.

Some CSOs, such as SCF, FRC, and Plan Finland, have strong partnership approaches in their programme. Within these partnership policies, the development of the capacity of implementing partners takes place. However, most capacity development is geared towards the effective implementation of projects, and less towards organisational capacity development and, in the case of humanitarian assistance, towards feedback from local stakeholders.

Key informants from governments and UN agencies see the Finnish CSOs as valued partners.

The FCA report for example finds little evidence of the use of capacity assessment to develop tailored capacity development to the particular partner. It notes that major focus has been put on the Project Cycle Management issues and less attention has been given to raising institutional capacity development of partners. Gaps in providing feedback to affected populations have frequently been identified within the RC/RC Movement during reviews and evaluations. FRC's strong encouragement of participatory approaches demonstrates the organisation's interest in improving local coordination. It still needs to move towards support to community information systems and follow-up on feedback or complaints from stakeholders.

Coherence with Bilateral and International Interventions

All the CSOs emphasise that their efforts at ensuring coherence with development policies takes place through their dialogue with the public authorities and their alignment to national development plans. WV National Offices for example seek to work closely with local government authorities. Feedback received from local authorities and communities both about the quality of work and reliability of WV during key informant interviews for the country visits, was overall very positive.

There is much information exchange and coordination at the national level through the international alliances and with the local partners, but this does not lead to active cooperation on the ground in projects with the Embassies. Relations are circumstantial. SCF does receive bilateral support from Finland for education work in Myanmar and it currently works together with the Finnish Embassy in Zambia around Child Sensitive Protection Programmes. The CSOs and Embassy personnel all express a need for more exchange with the Embassies, in particular for activities taking place within the same sectors through bilateral and CSO channels. The main constraint is lack of time and the formulation of a clear institutional priority by the MFA.

There have been reductions to the LCF mechanism, which over time became centred on Africa. This leads to a lack of funding opportunities and a lack of communication at the country level, which creates a fragmentation of the presence of Finland on the ground.

One of the assumptions formulated at a strategic level for the ToC was about the degree to which Finnish CSOs were able to relate to the MFA, the Embassies, their programming and implementing partners, and it was formulated in this way:

- **Assumption 5** – Finnish CSOs work in collaboration with their Finnish constituency, networks of international partners, and complement Finland's bilateral, multilateral and private sector work.

This assumption is being met at the CSO level, but considerable additional gains could be achieved in relation to the Embassies and the MFA. There is overall a very low level of interaction with the Embassies and amongst the CSOs and the MFA, where some Embassies have complained that they have no way to make inputs into the decision making for the funding of humanitarian assistance. This does not allow Finland to meet its full potential to serve its country development objectives.

There is overall a very low level of interaction with the Embassies and amongst the CSOs and the MFA.

The CSOs take considerable care to participate in the UN and non-governmental coordination arrangements. The FCA report notes that it works closely within the cluster system and regularly participates in humanitarian coordination for such as Consolidated Appeals Processes, Strategic Response Processes and Humanitarian Response Processes. Its regional presence has been useful for keeping a perspective on likely conflict, disaster and population movement trends, and to prepare accordingly (e.g. in DRC, Burundi, Somalia and Uganda). Outside these areas coordination is more ad hoc and FCA's presence (for example at the Jordan NGO Forum) is sporadic, although it participates in UN emergency funding appeals.

As observed by the evaluation team in both Kenya and Myanmar, one of the underlying factors behind FRC's overall success with its community-based health activities is that FRC benefits from the communication and liaison role often played by RC/RC National Societies between government and communities. National Societies generally also has good connections with international agencies at a national level, supported by IFRC and RC/RC Societies.

4.3 Effectiveness

Results Achieved (intended and unintended)

Many CSO-commissioned evaluations concur with the present one to say that outputs of CSOs' programmes and projects match those planned – especially at the local level and in terms of service delivery. There are naturally varying degrees to this effectiveness, but the combination of good planning with communities, the leveraging of resources (volunteers, labour, donations, etc.), high staff and organisational commitment, and a long-term involvement leads to high levels of trust between the Finnish CSOs and their implementing partners. This in turn translates into tangible delivery.

In the case of Fida's humanitarian responses to quick onset emergencies, the results are generally good as the local partners have experience and other resources to draw from. However, as observed in the case of the protracted crisis in the DRC, the shorter term outcomes are not as good as they could be for two key reasons. Firstly, there is a lack of an 'emergency' mind-set to assist more people, more quickly. This is exemplified by working in the same zones for three years. Secondly, there is a lack of in-field Technical Assistance beyond the actual training activities. Effectiveness in HA is further reduced by two compounding MFA modality issues. The annual two project cycles slows down the work towards the end of each cycle and damages morale as well as makes more work for accounting and audits. In addition, there is a lack of a funding instrument for longer term planning to strengthen resilience, dealing more effectively with protracted crises which are a mix of humanitarian and development contexts, such as in North Kivu in DRC.

FCA's annual reports 2010–2015 analysed by the FCA sub-study indicate that the planned quantitative targets have been achieved. However, this has not always been the case as shown by the evaluations in Lebanon, Haiti and Palestine. Field visits in Jordan and Somalia further confirmed that both the MFA-funded HA and PBS projects have achieved their goals – though the longer term

outcomes in peace and reconciliation in Somalia will require more time to bear results.

Since 2010, FRC has responded to disasters in over 40 countries. Nearly two-thirds of the countries supported have been in Sub-Saharan Africa. FRC's International Personnel Reserve comprises approximately 1 100 professionals trained in FRC's basic and further training courses, of which an average of 150 are deployed on international assignments every year for short and long term assignments. FRC's main contributions during a response are material assistance and deployment of surge personnel as part of IFRC's Global Response Tools. FRC's staff are also often seconded to IFRC or ICRC to strengthen the multilateral approaches a way of strengthening their strategic influence. In Myanmar, for example, FRC seconded a staff member as the DRR Delegate of IFRC Myanmar Office.

Project implementation by SCF has been particularly effective at the community level, because interventions are based on community interests through the needs analysis, and communities and local CSOs are actively involved in project design, planning and implementation. The end of project evaluations in Somaliland and Ethiopia have confirmed that project implementation has been effective and that planned short-term outcomes were achieved for example in children's growing awareness of their rights and community child protection. Both duty bearers and rights holders have started to report cases of violence against children, with the children themselves taking a strong part in articulating abuse and claiming their rights. This has also been found in project evaluations in Nepal and Kenya. Coordination and partnership championed by SCF's partner, Kenya Alliance for Advancement of Children, was highlighted as the major reason for the successes of the project in Kenya. However, there is still a long way to go in the most fragile countries for example to effectively implement legislation, which would be a longer-term outcome.

Plan Finland's annual reports 2010-2015 and the three framework reports indicate that the planned quantitative targets have been relatively well achieved. Field visits in Ethiopia and Togo further confirmed that Plan Finland's PBS projects have been implemented efficiently and in a timely way, and that quantitative short term targets have been met. Some delays have been reported, for example in Ethiopia, and these were caused by the difficult political situation in the country and the slow provision of matching funds for the project by the country office, delayed signing of agreements with the government and untimely release of funds by Plan Finland. These have not significantly affected the planned implementation as it has been possible to adjust the timeframes accordingly. Even the humanitarian project which was rejected by the MFA in Ethiopia has been implemented with Plan Finland's own funds in a timely fashion. The only exception is the humanitarian project in Jordan, which was seriously delayed and did not yet start at the time of this evaluation.

A common policy throughout the CSOs is to train community welfare stakeholder groups so that they can have a multiplier effect on the number of people they can reach. SCF for example works with Community Welfare Committees and concepts, such as Quality Learning Environment, where parents, school

staff and children seek solutions to specific challenges together, then turn collectively to wider advocacy. This creates a positive ripple effect.

Funding cuts by the MFA decreased effectiveness to a certain extent and might further affect effectiveness in the future. Cuts were abrupt and affected for example the capacity of Plan Finland to normally continue its operations, to maintain its human resources and subsequently maintain its global policy influence and thematic leadership within Plan International. This relates particularly to specific Finnish expertise areas and Finnish value-added, for example in gender and HRBA.

Many of the CSO reports describe the existence of civil society development policies (for example in FCA), but they also describe certain failings which undermine the effectiveness of PBS funded programmes in achieving the conditions for a thriving local civil society. This is the result of a number of blind spots, for example a neglect of the capacity development needs of weaker partners, or the unwillingness to create truly managed transitions in support. This is the case for Fida which tends to remain with the same partners on the same terms in relation to given populations. It is also the case for Plan Finland which sometimes establishes partnerships which are in essence outsourcing relations. WVF and SCF provide limited support to national advocacy and self-sufficiency. FRC was seen to perform less well in promoting self-reliance and volunteerism, which are particular aspects of its local capacity development.

Recurrent Factors Affecting Performance

The main constraints reflected across many of the CSOs are due to their geographical and sectoral spread. This leads to relatively smaller contributions being made at the project level, with only a limited technical oversight capacity allowed, for example in the case of Fida. There is also in many cases a limited adoption of best practices and cross-programme learning beyond the geographical area where programmes are implemented. There is limited, or even nonexistent, in-field technical support to assess impact and steer projects against a frequently evolving context. The FCA sub-study report for example quotes two CSO-commissioned evaluation reports which describe this lack of capacity to assess impact, while it cites considerable proof of impact from field work, regretting that there are not more evaluations carried out one or two years after the programme.

In some cases, the constraints on effectiveness stem from the broader dynamics of humanitarian coordination, which are more exposed to the complexity of UN programming. FCA's collaboration with UNICEF in Jordan for example did not achieve its objectives due to multiple delays in getting the programme started, caused by high UN staff turnover and low budgeting. However, even during the short implementation period the evaluators noted some successes when visiting the training of community facilitators. This has also affected the slow start-up of the HA interventions of Plan Finland in Jordan that was linked to the FCA intervention.

The nature of the funding provided by the MFA, both for HA and for PBS, encourages subsidiarity (defined as allowing decisions to be made at the lowest optimal level). The evaluation of FCA found that one recurrent success factor

The nature of the funding provided by the MFA, both for HA and for PBS, encourages subsidiarity.

in FCA's operations has been the MFA's funding flexibility, which has allowed FCA the independence to select the countries and thematic areas it works in. Additionally, FCA's ability to source its own funding has given it flexibility to start new programmes which have then been followed up with MFA funding. Since approximately 30% of FCA's funds are raised from the private donations each year, this flexibility is a significant asset, allowing for the rectification of mistakes, and giving a leeway to innovate. In Nepal and Somalia, the evaluation also found that the MFA's contribution has strengthened the programme by providing predictability and a high level of subsidiarity.

Degree to Which PBS and Humanitarian Assistance are Successfully Linked

The MFA policies, as those of the CSOs, give priority to early recovery, defined as development-oriented measures initiated during the humanitarian phase to facilitate the transition from crisis to recovery. The HA Unit aims to achieve an effective linkage between peace building, humanitarian assistance, reconstruction and development cooperation (MFA, 2012a). It recognises that the international aid architecture and organisations are often excessively divided between humanitarian assistance and development cooperation. While the policy statement is clear, this is not reflected in the manner in which the funding is actually allocated.

The CSOs are all clearly facing challenges in linking their relief and development work. Linkages are facilitated by the funding base, where many independent sources of funding create room for manoeuvre. Humanitarian programming is still a new way of working for some of the CSOs, particularly for Plan Finland who only recently received its first MFA contribution for HA interventions. WVF has made efforts to adapt, but this is challenging, given the MFA's separate funding streams, and the fact that WVF's humanitarian operations are not in the same geographical areas as its Area Development Programmes (ADP). In addition, WVF is struggling to adapt its community-based approaches and implement quality and sustainable work in the relatively short time frames of humanitarian funding. One of the results, particularly reflected in the FCA sub-study report, has been that humanitarian projects have unrealistically short timeframes that have been determined by availability of funding, rather than through a credible assessment of time needed to achieve specific outcomes.

The CSO programmes, both in PBS and in HA, benefit from the flexibility and predictability of MFA funding to create interventions adapted to the institutional and country context. At the same time, there is a limited ability for all six CSOs to operate in the nexus between development and humanitarian assistance sectors, due to very separate operating modalities in the MFA, and lack of coordination between the two relevant units. Some like-minded donors, such as Ireland and Denmark, have resolved this tension by merging the two units, a direction which has not been adopted by the MFA.

The relationships between the CSOs and both the CSO and HA units, predicated on very limited human resources, tends to be at a general level. The timing of funding decisions and the different time horizons consequently act as the primary framework within which quite separate interventions are carried out.

The MFA's contribution has strengthened the programme by providing predictability.

Best practices and innovations are prevalent in many programmes, although there is little ability to share them across countries, operations and organisations. Plan Finland through Plan International has developed a good practice in such learning, bringing in typically Finnish experience in the area of innovation and Information and Communication Technologies.

On the other hand it should be noted that the international networks of the CSOs have considerable accumulated knowledge and experience combining development and humanitarian actions. This international experience helps to overcome challenges faced by the Finnish CSOs.

4.4   Efficiency

Adequacy of Resources to Achieve Outputs

The reported administration percentages of all the CSOs suggest that the organisations achieve a good level of efficiency, by keeping administrative costs limited, even when operating in remote and difficult environments. They operate scalable but relatively dispersed projects, which have the potential to achieve more cost efficiencies when they become larger – which has been a goal pursued by the CSOs over the recent period. The CSOs' networks enable them to use well-researched global programme models and tools to enhance the quality of the delivery. The relatively high management costs at the international level can be justified in that they contribute to the quality of delivery.

Turnover amongst staff at the WV National Offices, particularly staff working in the ADPs, has been a recurring challenge. A key informant in World Vision's senior management complained that it sometimes felt as though building staff capacity in a labour pool in which the UN could recruit well-trained and experienced staff. The situation can be seen differently, however: staff capacity building leading to solid careers is a positive feature. Turnover of personnel is nevertheless a challenge for many of the CSOs. Moreover, women are not always well represented in CSOs' national senior management, and there was little evidence of screening for class, ethnic or religious bias.

Quality of Management

There has been a consistent effort among the CSOs to maintain and even develop particular areas of expertise which contribute thematically to the quality of the programmes. Budget cuts have affected all the organisations, and led to a re-thinking of focus and management systems. Budget cuts have created challenges in the short term, absorbing a significant level of staff attention, and resulting in significant reductions of personnel, particularly in the programme teams. For example in the case of Plan Finland, fifteen person-years were cut in total from its headquarters, of which six in the programme unit. Eight persons remain in the programme unit, out of whom five deal with MFA projects including humanitarian assistance. Plan Finland also reports that it will not be possible to participate in Plan's international child protection working group, which support implementation of the child protection strategy globally or to support global work on social exclusion of children. While MFA funding cuts encouraged WVF to prioritise and review operational efficiencies, WVF was

Budget cuts have created challenges in the short term, absorbing a significant level of staff attention.

forced not only to renege on some of its long-term commitments with country programmes, but also resulted in a reluctance to participate in a World Vision shared service provider study that aimed to, among other things, improve efficiency amongst European WV Support Offices.

The CSOs have demonstrated good risk management policies which are based on the anticipated risks in the design stage. Some of them (such as Plan Finland) show a capacity to go beyond these methods of anticipation, and shift to a greater focus on capacity of local partners as a determinant of accountability. There are also indications that risk based programming is gaining ground, for example in contingency planning in FRC's programmes.

CSO Unit has seen its own capacity reduced from 18 in September 2014 to 12 in September 2017. MFA has also reduced the resources of the sectoral/thematic advisors to support the CSO-specific planning and monitoring MFA. This creates significant pressure on the ability of the MFA to monitor and engage substantively with the comparatively small but complex and media-sensitive programmes it supports.

Value Added by Networks

The CSOs' international work has been efficient in absorbing these changes in MFA's resources through access to complementary funding. Considerable effort has been made by the CSOs to increase their own fundraising. This is leading the CSOs into new perspectives of international integration. Many are turning to European Union or to other bilateral funding (which are also seen as increasingly competitive as many bilateral donors are cutting resources), and seeking to enhance fundraising from their own networks. One aspect that many of the CSOs are now considering is to become better at improving the access of their development programmes to private capital, although this is still at an early stage. Even though some organisations, such as FCA, WVF and Plan Finland, have already established innovative models, these are still at a pilot stage for the most part.

One of the shifts that is still to take place is in creating more financial transparency, which paradoxically may become more difficult because of the increase in the interaction with international alliances and networks. Most of the CSO projects (except for Fida) are implemented at the end of several steps in a chain of transfer of resources, each step creating its own administration and transfer costs. The various steps include the CSO itself, where revenue is allocated to the headquarters and regional offices where these exist, the international alliance where funds are channelled through central accounts, or directly transferred to the CSO's country offices, which is then transferred to a local partner. In some cases there may even be another sub-national level of transfer with sub-regional CSOs in remote areas.

Unfortunately, it is not possible to analyse these costs in detail, because the financial reports published at different levels do not provide sufficient detail to do so. It can be estimated that a significant part of the MFA's PBS funding is used for management. However, it is important to realise that these costs, to a certain extent, can be considered as capacity development, and as the cost of reaching the grassroots. These funds are used to develop outreach struc-

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tures, and achieve a critical mass of operational know-how. Quality control and learning are multiplied by this access to what amounts to an 'ecology of knowledge'. These developments have ensured that the organisations are fully able to rapidly deploy staff, materials and stocks for immediate disaster relief and innovation.

4.5   Impact

Reporting on impact

Accounting for impact is one of the weaker aspects of the CSO programmes. Although the six reports indicate that impact is being achieved – it is hard to prove. All the studies conducted by this evaluation point to a deficit of evidence at this level. This 'evidence gap', as it is perceived by the stakeholders, was in fact not identified early on by the present evaluation as a key assumption of the CSO's ToC. The two assumptions identified in this area for the ToC are hence only partially being met:

- A.4 – A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSOs' identification and ownership of the same values; and

- A.6 – Long-term partnerships with Finnish CSOs, based on mutually agreed objectives, provide support to CSOs in developing countries and reach the grassroots, including vulnerable and socially excluded groups.

The quality of the relationship between the CSOs is affected by the difficulty in reporting and in fully understanding the nature of impact, and of ways of achieving it. While there are close relationship between Finnish CSOs and 'Global South' civil society, these are constrained by an excessively narrow focus.

Output reporting by the CSOs is excellent, but begins to weaken as one moves up the ToC toward outcomes and impact. The CSO1 evaluation identified the RBM tools as being in a good position in global benchmarks. For example, FCA related reports and evaluations give a very good idea of outcomes achieved at the population level. Some CSOs, such as WVF and FCA, are very systematic in carrying out evaluations.

There is considerable activity carried out by CSOs in Finland to inform the public. CSOs publish magazines, newsletters, and maintain active social media sites reaching existing child sponsors and other interested people. They participate in television shows, media visits and special campaigns to reach an ever wider public, mainly to get more sponsors, but also to explain their international engagements. They run advocacy campaigns and articles as well advocacy during elections, on child rights, disability and the importance of gender. They all have school outreach activities, including through some of their sponsors who are teachers.

The challenge is that the results described by the CSOs are hard to verify, and hard to communicate to the general public and to stakeholders. This is partly related to the capacity that exists to analyse, and partly to the content of what is analysed.

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The challenge is that the results described by the CSOs are hard to verify, and hard to communicate to the general public and to stakeholders.

However, much more could be done to make the reporting valuable. As some respondent from the MFA declared, in the abbreviation RBM, the 'M' for management is the most precious. The volume of information handled by the CSOs is increasing at the same time as the staff required to interpret it (among CSOs and at the MFA) is decreasing. CSOs' proposal and reporting formats are limited in terms of whether objectives were achieved, and the MFA is not in a position to query the sometimes limited explanations the CSOs give on impact and sustainability.

Most of the CSOs are dealing with behavioural and gender transformative changes. These can only happen over time and are difficult to measure within the project timeframe. There are no examples of evidence across the CSOs which sufficiently capture these changes at outcome level, beyond relatively unstructured qualitative stories that are largely anecdotal. There is in particular a lack of comparative information, which would situate the results in a country context. Some CSOs have very short reporting timeframes. If impact is reported it is usually at the community level or in service delivery, and sometimes on policy development, but almost never on the state of civil society – while this is precisely the key concept in the MFA's ToC of the CSOs'.

Taking into account the broader environment

Unintended impacts are not well analysed and reported. These come in different forms, which pose some institution-specific and context-based challenges. The limited ability to analyse the context and track broader trends explain much of this weakness.

In many Fida projects for example, people from minorities are seen to be more likely to join the churches. Although there is the unintended impact of beneficiaries joining Pentecostal Churches or Pentecostals being the first to benefit from project activities, this does not represent discrimination as access is the same for everyone.

In Jordan, as a result of the FCA education programme, a number of participants have become engaged in income generating activities in barbering, hairdressing and mobile phone repairs, although no such activity had been included in the project plans. Evaluations on WVF in Uganda and Kenya noted the same. Through skills and small business classes, people – especially women – find that working together with different nationalities and ethnicities promotes tolerance and contributes to conflict prevention in the host community.

The restrictions on the work of Embassy staff and on personnel in the operational units means that there is little ability in the MFA to assess impact and even to cross-reference information, which is a key element of analysis. For this reason there is scope for both CSOs and the MFA to adopt a more context-focused approach to the selection of partners and activities. A shift from inputs and outputs to a greater consideration of outcomes and impact would seem an appropriate way of increasing the ability to track the highest-level results and understand the constraints and long term plans of local partners.

There is little ability in the MFA to assess impact and even to cross-reference information.

4.6   Sustainability and Connectedness

Ownership and Participation by Local Stakeholders

The combination of networks, Finnish projects and multiple sectoral commitments is an opportunity but it also presents a risk of fragmentation. Finnish CSOs have been moving toward greater concentration of project activities into larger programmes to ensure more quality and a more forceful implementation of policies. This allows them to run highly decentralised projects in close coordination with their local partners, a fact which was particularly well illustrated by Fida. The trend towards fewer and larger projects is a development which has also accompanied the reduction in the number of countries in which the CSOs operate. This also contributes to a better understanding of the local conditions.

The MFA and CSOs are increasingly making effective strategic use of the networks that exist, as in the case of Plan Finland, SCF, FRC and WVF. Finnish CSOs are small donors in these networks, but some CSOs are seen to have influence beyond their size since they have positioned themselves in specific niches within their respective networks (e.g. health for FRC, disability inclusion and private sector engagement for WVF). They engage regularly in global working groups and generally do what it takes for them to be perceived by their international networks and peers as a reliable team player within the network. The reports on these four CSOs report on considerable value added by belonging to their international networks.

Organisational and financial sustainability

There is a remarkable continuity of presence of the CSO programmes in target countries. This contributes to the creation of long-lasting relations with partners, which often extend further than those of many other international NGOs. Exit strategies are not frequent, however, even though most CSOs, such as FCA, SCF, and Plan Finland, have policies on that aspect. In the case of FCA, the policy is only recent and has not yet been rolled out at country level. However, it has to be noted that the existence of exit plans does not always guarantee that exiting is done in a sustainable manner.

Reinforcement of Other Objectives, Handover and Exit Strategies

Exit plans are often made at the beginning of programmes, after which they are not revised, even when the local situation has changed and conditions for leaving have deteriorated. As a consequence, sustainability is limited across all the interventions. There have been improvements in the design of some CSO development activities. This is for example the case for WVF in the ADPs due to the introduction of a fifteen-year timeline that allows them to have a long-term programmatic approach. However, generally projects are designed with sustainability objectives, but these are not systematically thought through in terms of the potential for future funding flows, and the approaches taken do not last much beyond the project cycles.

In the case of humanitarian assistance, the most appropriate handover is done in relation to state services. As these are rarely forthcoming, the linking of relief, rehabilitation and development becomes a significant focus of the quality

Exit plans are often made at the beginning of programmes, after which they are not revised.

of the transition from emergency to relief. The CSOs demonstrate that linking humanitarian assistance and development is possible in structural disasters, or where there has been previous development work in communities, and where CSOs are already present. Fida for example has designed interventions that shift from relief to long term livelihoods growth. Similarly, FRC's work under PBS can arguably be seen as primarily capacity development, allowing resources to be rapidly reallocated to emergency response when the need arises.

However, separate funding streams are affecting the coherence of the approach. Some CSOs struggle to develop their expertise in both fields, while at the same time resilience is becoming an increasingly widespread programming objective (for example in the IFRC) which calls for bridging the two types of assistance. For FRC, a reliance on Red Cross volunteers and close links with relevant government departments helps to promote sustainability. However, coordination by the local government is not always effective, and as a result RC/RC National Societies lack good exit strategies. This is currently being addressed by deploying more personnel with expertise in the area of resilience and sustainability.

Development and humanitarian assistance projects are not easily launched in the same locations, and innovative programming, such as cash transfer programmes undertaken by SCF in Somalia, would benefit greatly from a proper handover. Recognised as having a positive impact, they do not yet provide sufficient security that effects can be continued over time. Such projects undertaken in a humanitarian mode tend to neglect the aspect of financial sustainability of continuation of cash transfers in the longer term. These are valuable outputs that could transition into development gains if they are followed-up by, or connected to, longer-term resilience interventions, such as income generation or skills building. This has not been the case in the projects visited by the evaluation.

In some cases, the CSOs have moved into immediate disaster relief or refugee work after a crisis, with few links made with their development objectives and a few cases where this is done in their normal region of operations, but this is undermined by the combination of the HA one-year funding cycles and lack of clear opportunities for subsequent integration into PBS programming. These affect consistent planning in organisations, such as for Fida and SCF. The CSOs' mandates state that they should move into live saving and humanitarian assistance even if there is no perspective to extend this work into development. At the same time all six organisations aim to strengthen the link between humanitarian and development work, with several examples of this in Somalia, Somaliland and Ethiopia.

The goal of creating resilient communities is perceived by the CSOs to be a part of humanitarian action. The increasing risks posed by climate change (which are now widely discussed in countries as diverse as Nepal and Somalia) and the pressures of urban migration and permanent refugee settlements, are leading to an increasing shift toward integrating climate sustainability in programming. These are however still not seen as 'core mandate' by many organisations, and the social and cultural dimensions of resilience are not well analysed.

5   CONCLUSIONS AND RECOMMENDATIONS

5.1   Overall Conclusion

The evaluation of the PBS and HA interventions carried out by the six CSOs describes a remarkable level of commitment and delivery. The interventions have been highly relevant in very diverse contexts, appropriate in terms of the humanitarian assistance provided, and effective in providing tangible contributions in remote and fragile areas. This delivery has taken place within a comprehensive policy framework, well supported by professional and innovative organisational structures in Finland, and around the world.

At the same time the evaluation reflects three contextual shifts which have taken place over the period of the evaluation, which have direct implications for the CSOs:

- **Increasingly restrictive, or absent, or even failing state authorities**, with significant implications for how civil society is perceived and acts;

- **The financing environment is becoming more complex and diverse.** There is decreasing bilateral funding, and more conditions are applied to funding allocations; and

- **International alliances and networks gain importance** for funding and decision making for many of the CSOs.

The CSOs' response over the evaluation period is evolving, based on the nature of the CSO. FCA has taken a more independent approach and embraced work in fragile countries, Fida is closely linked to its faith-based network, SCF and WVF are moving toward efficient integration into international civil society networks, a position which has been gained by FRC and Plan Finland. The posture of FRC is probably the more advanced along that 'network orientation' spectrum, as the quasi totality of its humanitarian funding is channelled to the RC/RC Societies and the ICRC.

The CSO and the HA units are also developing different programme orientations. The development funding from the former is shifting towards a more decentralised decision making process. It preserves the objective of a strong partnership with civil society in developing countries, while making the conditions for MFA funding clearer. The HA Unit on the other hand has been emphasising life-saving activities and short funding cycles through project support. The CSOs, confronted by budget cuts in humanitarian assistance are looking for synergies through projects to be able to operate in the nexus between emergency and development.

While the MFA's Development Policy (MFA, 2016c) calls for greater strategic focus and convergence of instruments, the CSO and HA units remain quite uncoordinated. The 2012 Humanitarian Policy (MFA, 2012a) had a focus on needs, but kept the definition relatively broad within the spectrum of prevention, disaster response, and recovery. The new Development Policy, reflecting 2030 Agenda for Sustainable Development, maintains saving lives and dignity as a key goal of humanitarian assistance, but wants Finland to ensure that peace mediation and development are 'mutually supportive and complementary', and that climate sustainability is made a bigger priority. Humanitarian actions should increasingly converge with the broader development policy emphasising support to refugees, fragile states and inclusive economic growth with the private sector.

There is clearly a risk of a loss of synergy in the new overall environment within the MFA, between CSOs and in relation to Embassies. However, it should be noted that the MFA funding has remained flexible (including very generous guidelines on the nature of reporting and the structure of M&E) and that it is often not the major source of funding for the CSOs.

The analysis conducted in the six reports points to five recurrent internal factors of performance for CSOs, across development and humanitarian assistance:

- The programmes are too narrowly focused to take advantage of the opportunities to create real partnerships and synergies in-country, using the existing MFA's bilateral funding, diplomatic presence, and increasing the access to private capital. These would allow the CSOs to address some challenges such as a shrinking civic space, climate change and refugee flows, and to contribute to the overall objective of 'a vibrant civil society';

- The funding restrictions have reduced the access to thematic expertise and the exchange of knowledge. There is on the other hand much scope to develop light innovative methods to increase efficiencies through the exchange of information and knowledge between the CSOs, and with the MFA;

- A consistent weakness across all programmes is in long term handover, in particular the links between humanitarian and development;

- There is currently a critical mass of resources and programming which allows for successful delivery of PSB and HA actions. The CSO and HA units are in a position to continue to optimise the existing funding priorities by continuing to focus jointly on CSOs' thematic expertise, and comparative advantages; and

- There is an increasing gap between the expectations of CSO reporting on performance, and what the CSOs are able to do within the current M&E system, which is based on a very linear model of causality.

Changes are being considered concerning the funding policies of the MFA for CSOs for PBS, creating more specific requirements for the alignment of CSO projects to Finland's Development Policy. These consider a reduced resource

There is an increasing gap between the expectations of CSO reporting on performance, and what the CSOs are able to do.

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base and specific requirements. The Unit for Development Policy, with support from the CSO and HA units, must consider new methods of reporting results, which better reflect context and trends, uses digital information systems and includes a clearer link to financial expenditure.

Based on the above, the following section describes the recommendations in more detail. These are specific measures that can be taken while maintaining the current flexible funding arrangements, building on the technical expertise which the CSOs have generated.

5.2   Detailed Conclusions and Recommendations

To avoid repetition of the Findings in the previous sections, where the evidence collected to respond to each of the evaluation question is presented, the current section is concentrating on the principal findings that lead to conclusions and recommendations.

Good complementarity but limited partnerships

Partnerships with civil society and relations to the state are affected by the absence of a comprehensive attention by the MFA to frame the activities of Finnish CSOs.

The six CSOs reviewed align their activities with the priorities of Finnish development cooperation policy, and are fully able to promote its objectives in both development and humanitarian crisis scenarios, in direct contact with CSOs and populations in countries in development, including countries affected by conflict or disasters. The achievements in both areas depend on their ability to work with local civil society and social organisations, which are falling short of fulfilling the objective of 'developing a vibrant and pluralistic civil society', and good quality consultation of beneficiaries and local stakeholders in the case of humanitarian assistance.

The evaluation confirms findings of the previously mentioned meta-evaluation of Finnish International Humanitarian Aid carried out in 2013 which commented on insufficient accountability to affected populations, although the current evidence indicates an improvement in the involvement of local CSOs, and coordination on needs assessments and gender analyses. Both humanitarian assistance and development cooperation are moreover affected by the challenge of an increasing number of governments (which are, in the HRBA, the duty bearers) which are increasingly reluctant to take on their responsibilities. They tend to restrict the operating space of CSOs through administrative and legal obstacles. A parallel development is that many states tend to delegate the delivery of social services to CSOs, which allows them to avoid allocating resources to such public goods. This creates a diminishing civic space, which is an increasingly restrictive legal or policy environment to civil society advocacy in the countries where cooperation is provided.

More cooperation can take place between Finnish CSOs and local civil society on the one hand, and CSOs and Embassies on the other to tackle these situations without creating new resource demands. There could be a greater focus from the MFA on achieving policy influence within the CSO networks, and on sharing of information and solutions, for example in terms of gender or cli-

More cooperation can take place between Finnish CSOs and local civil society.

mate sustainability. The influence on and of local civil society could be better monitored by the CSOs. These issues point to the importance of advocacy, and also the support of the MFA, particularly the Embassies, in the countries where programmes are undertaken. As civil society is confronted by state actors that are pushing it to take on roles that do not contribute to a sustainable, peaceful and enabling environment, the role of the Embassies becomes important, especially in countries where Finland has large bilateral programmes.

There has been a significant development of international networks among five of the CSOs, four of them increasingly integrating their programmes with those of others in the network during the period under evaluation. This engagement with international civil society is not paralleled in any of the six CSOs by a growing sensitivity to the unique nature and needs of local civil society in beneficiary countries. National partners in countries of operation suffer from a reductionist perspective, where they are seen more as contractors than as an opportunity to operate on their own initiative, and following their knowledge of the context. Yet creating a thriving international and local civil society is a core objective of Finland's development policy.

Recommendation 1: The MFA should require that CSOs more clearly define and further strengthen their role in relation to local civil society in development cooperation and in relation to local stakeholder groups in humanitarian assistance. CSOs should demonstrate much more systematic programming in favour of local civil society in cooperation countries, especially where civic space is being restricted, or where the state is relying on civil society to take on service delivery roles which should be its own. This could for example be done by reflecting more clearly local civil society's strategies in Finnish CSO planning. In those cases where the CSOs' international networks are a significant element of programming, the objectives should describe how influence within those networks will be pursued. Since the concept of civil society is a very loose one, the CSO Unit could, as part of the requirement to the CSOs, draft a concept paper or refer to the current literature on CSOs and their changing roles.

Recommendation 2: Finnish Embassies should take more active diplomatic positions regarding the space to given to national civil society, and the activities of Finnish CSOs should be reflected in MFA's country reporting. Bilateral country reporting should encompass the results achieved by CSOs. Embassies could also be more relevant to CSOs' work by helping them with registration, or making policy recommendations to the line ministries which would strengthen the utilisation of CSOs' achievements. In the case of humanitarian assistance this should be based on humanitarian principles, which will avoid the risk of politicisation. CSO activities should be covered in country strategies and their budgets and results reflected in the reports, to reinforce Embassies' policy positions.

Capitalising on local knowledge

More thematic exchanges could be organised efficiently between the CSOs and the MFA.

Two aspects of CSOs' work stand out: the successes in targeting local populations, and for many the existence of powerful international civil society networks on which to rely. They could be further complemented by stronger rela-

CSOs should demonstrate much more systematic programming in favour of local civil society in cooperation countries.

Bilateral country reporting should encompass the results achieved by CSOs.

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tions with Embassies and knowledge management. These can grow on the basis of a greater capacity to share information and to combine reporting, but also through the Local Cooperation Fund (LCF), which exists only in small volumes and in Africa, at the time of writing.

The relative isolation of the Finnish CSOs from one other and from the MFA is increasing, due to the decreasing thematic expertise present within the MFA and within some of the CSOs. There is consequently a shrinking ability to look at potential synergies situated outside the existing time consuming programmes. The Embassies are also losing their ability to understand and engage with countries, due to the increasing distance with CSOs, mostly due to staffing constraints and reducing funding opportunities for the LCF.

Lateral information systems would enable Finland to plan, pool resources, create synergies and to be strategic in responses. This could be done by increasing the number of meetings and giving these meetings a specific theme. The theme could be chosen in relation to a particular challenge facing CSOs and calling for MFA engagement, such as the issue of a shrinking civic space. This could then be tied to the Partnership Forum discussions in Helsinki, picked up through the evaluation activities of CSOs and reinforced through the use of real-time evaluation. Real-time evaluation is a rapid and relatively informal type of evaluation method which emphasises fresh perspectives brought through the professional judgement of senior personnel that emphasise lateral learning rather than vertical accountability.

Recommendation 3: Finnish Embassies should promote exchanges through Quality Circles among Finnish CSOs, and light real-time evaluations. This would include both humanitarian assistance and development programmes. Quality Circles are an ad hoc management tool (The Economist, 2009) to promote informal exchanges in non-hierarchical groups to address a specific problem. They do not require resourcing and are ad hoc, and should not require much time on the part of Embassies. They meet when needed, and promote overall performance. Embassies could foster Quality Circles to elaborate crisis contingency plans to make it easier for the MFA and the CSOs to respond to sudden onset disasters; promote convergence in the relief/development nexus; foster community resilience.

Recommendation 4: The MFA should prioritise the use of thematic expertise in Helsinki in relation to these circles, and use local staff at Embassies for advisory work. The MFA should link the evaluations and circles to Partnership Forum consultations in Helsinki, at which it should put on the agenda the results of all evaluations and draft annual reports. The aim is to foster more interactive reporting and more real time learning. Fresh perspectives and the exchange of ideas should overcome the fragmentation in programming. The Ministry should review the way Thematic Advisors' roles are defined to increase their involvement during implementation and the Partnership Forum in Helsinki, and make more use of national staff in the Embassies and in diplomatic posts. The Embassies' Technical Advisors should play a greater role for areas shared by bilateral programmes and CSOs. Evaluations carried out and CSO annual reports could be used in a more structured manner in the Partnership Forum discussions.

> Lateral information systems would enable Finland to plan, pool resources, create synergies and to be strategic in responses.

Linking Relief, Rehabilitation and Development

The CSOs have a limited focus on long term handover in general within the programmes, which could improve through linkages between humanitarian and development funding procedures and decisions.

The many findings in the six sub-reports indicate that there would be a strategic gain for Finland in enhancing the links between the CSOs and the Embassies, with the MFA, and amongst themselves. This would enable them to plan, pool resources, create synergies, and be strategic across various response networks. In risk-prone areas, CSOs and Embassies could also pool some resources for contingency planning and for more concerted local interventions, possibly in a consortium configuration. This relates to a strengthening of the dialogue between the HA Unit and the Embassies.

Another cross-cutting finding of the six CSO evaluations has been the limitations faced by CSOs in ensuring that results are continued after the end of funding, and in formulating sensible exit strategies. Humanitarian assistance often struggles to reinforce, through its outcomes, development objectives. This has been reinforced by the significant separation that exists between the PBS and HA funding in the MFA, and the one year time-frame of HA funding. The current modes of operation tend to create unnecessary compartmentalisation around projects and programmes, either presented as the Finnish project within a wider portfolio, or as separate projects. In some affected countries, there is a multi-year humanitarian response plan in place, developed by OCHA. Especially in these cases, multi-year financing would be well justified. Multi-year financing could also help the Finnish CSOs to leverage funding from other sources.

There are many cases of innovation and good practices in the CSOs' work, as they seek innovation to confront the multitude of challenges confronting them. Some of the CSOs have developed dynamic models of engagement with communities, around school institutions for example with SCF, or the use of recreational activities in emergencies for FCA. Unfortunately, the prevalence of fragmentation means that these are often not well known and replicated. The focus on project activities means that sustainability and connectedness remain the weakest elements of the CSO programmes.

More systematic thinking about the handover of programmes, when this is required, would create a more interactive yet flexible relationship with no additional resource requirements: reviving the non-existent exchanges of information, improving the opportunity to fund specific initiatives, creating a cross-agency focus on specific challenges and opportunities. This would compensate for the extremely limited technical resources for programming for Finland's CSOs, as well as for the MFA and the Embassies.

Recommendation 5: The MFA should require a systematic analysis of the long-term exit strategies of CSO programmes in terms of the nexus between humanitarian assistance and development. It should also require specific CSO strategies in programme proposals for connectedness. In humanitarian crises, the CSOs should seek to systematically describe the links between development and humanitarian funds, and, where necessary, humanitarian projects should

include a multi-year strategy. The Humanitarian Assistance Unit should require a section that links development and emergency response to explain how particular CSOs tackle long term challenges, such as increases in programming for urban and fragile or conflict affected contexts, or increases in community resilience. This should not mean that all programmes have to be sustainable, but proposals should demonstrate that good thinking has been applied, and identify clear handover mechanisms.

Recommendations 6: The MFA should increase the humanitarian assistance funding cycles to four years, depending on the merits of the case. This would increase the ability of CSOs to respond in a targeted way when an emergency occurs, on the basis of a development programme. It could be rolled over into the next year if not used, and would not increase the annual allocations. Not all emergencies need multi-year funding, but unpredictable developments or fragile local partners may require longer spending horizons. These should be taken into account in humanitarian assistance programmes even with the sole objectives of saving lives efficiently. The Humanitarian Assistance Unit should consider the possibility of longer timeframes for some projects. This would also allow the CSOs to have access to rapid onset emergency funds when emergencies occur in crisis-prone countries where their programmes are already operating.

Keeping decisions at the appropriate level

The CSO and HA units have identified an optimal funding flexibility which is positive for CSO networks and for focused programming.

The 'networked' dimension of the CSOs is matched by the wide geographical areas they seek to cover. This increases management costs, but also increases the capacity to learn. More crucially it creates a new opportunity for the influence which Finnish policies could play, making the objectives of specific programmes which are a comparatively small part of large portfolios, extend into international coordination systems and policies. This should be combined with a greater concentration of resources and more adapted forms of planning and control.

The focus on larger programmes, combined in some cases with strong programming done at the level of international networks, are the key factors that ensure good delivery because they give the CSOs the necessary critical mass. The ability to operate in remote areas requires a significant and predictable access to resources, but also the ability to make decisions in a decentralised manner. However, the two separate funding windows, and the operating modalities of the CSOs (networks or relatively isolated programmes) tend to create a relatively compartmentalised planning and reporting framework that needs to converge more.

There could be a greater focus on achieving policy influence within the CSO networks. This would in effect multiply Finland's policy impact. There could also be a greater focus in the programmes on the ability to think long term in a very decentralised way to encourage innovation (for example in terms of gender or climate sustainability).

The MFA should increase the humanitarian assistance funding cycles to four years.

The CSO and HA units have identified an optimal funding flexibility which is positive for CSO networks and for focused programming.

Recommendations 7: The MFA should maintain the current open and flexible allocation of funds provided to CSOs to promote in a concerted manner the CSOs' thematic differentiation and networks. As noted in the findings under effectiveness (factors affecting performance) the relatively broad guidelines set by the MFA creates subsidiarity in decision making. This is adapted to the way the networks operate and to very diverse country environments, and allows each CSO to focus on what it does best. The CSOs should be able to continue to develop their specific expertise in education, HRBAs, gender-transformative change, capacity development, and their operational continuity in the pursuit of long term goals such as resilience. The CSO and HA units should encourage CSO proposals to describe how the individual projects and programmes within the PBS and HA activities concentrate resources. An auxiliary recommendation is to reduce the requirement to attribute outputs and outcomes to specific funding sources, and emphasise programme-wide results that may include other donors.

Reporting on performance

The Department for Development Policy, with support from the CSO and HA units, is in a position to develop new methods of reporting results.

Real limitations were noted in all the evaluations of the six CSOs regarding the reporting of impact. This was also identified in the first round of evaluations as a weakness, which indicates a structural issue. There has been much effort to increase impact-level reporting, not least by the MFA and the Evaluation Unit. The CSOs see a direct causal link between this and short project cycles, while the requirements of reporting continue to increase. As they note, real ownership and sustainability require long-term commitment and a guarantee of continued funding. This is even more important in fragile and challenging contexts.

International debates on the improvement of monitoring and evaluation have focused on competing systems, such as participatory ethnographic methods (outcome harvesting, most significant change), net change models (before/after, or with/without assistance, or experimental methods such as randomised control trials), and contribution analysis (an extension of linear causality as applied for example in the present report). They tend to stumble on the growing complexity of development and crisis situations. These increase unpredictability, prevent the design of interventions that integrate analytical frameworks (such as outcome mapping or randomised control trials), and expand the number of variables and cross-cutting factors in performance.

Opportunities for a shift do exist outside the realm of international development cooperation. Big data is changing the way many areas of activity are managed, from health to the analysis of information. Many other areas of assessment, such as marketing studies and military operational assessment methods, are abandoning relatively static models of indicators, and linear models of causality. It is realised that feedback loops, as in the case of CSO interventions, make the attribution of an effect to a cause very difficult. In fact, the new opportunities in information systems and communication technologies can be applied to reporting on impact that factors in complexity thinking.

The new opportunities in information systems and communication technologies can be applied to reporting on impact.

Technological advances will be decreasingly expensive and increasingly adapted to fragile and rugged environments. The deep penetration of digital technology into humanitarian aid and civil society-based development began through radio transmission (for example Sitor) in the early nineties, and will continue to expand in ways that can only be guessed at. This will make the use of visual models and mapping, and the real-time transfer of information collected through the internet of things, a very immediate reality.

The Finnish public's perceptions, as demonstrated in government-sponsored surveys, show that there is a conviction that Finland should be present in international cooperation, while at the same time there is much room to convince the public that the efforts made are productive. Better impact reporting would improve the ability of the MFA and CSOs to identify and act on the opportunities on the ground, further expanding the CSOs' ability to create and manage societal change.

Recommendations 8: The MFA should require that performance reporting to be more contextualised. It should explore using outcome and impact mapping for reporting, and using more participatory methods for capturing trends. Verifying change and outcomes should be required only every two years, instead of the current yearly or even half-year cycle. The CSOs should decrease the frequency of outcome and impact reporting (but maintain the current system in relation to outputs), and make outcomes more insightful and verifiable. In terms of beneficiary information, there could be more numbers about proportions: 10 000 beneficiaries that are 3% of considered population (households in a district) or 10 000 beneficiaries and 95% of a considered population (primary school age children in a district). This should not be built on linear causality about how change should happen, which discounts unpredictable effects. It should seek instead connections between effects and situation drivers and verify trends through digital mapping (of outcomes, of actors, of geography). This could emphasise models rather than indicators, and the creation of visual dashboards. This would create more positive conditions for the adaptability of programmes to changing circumstances on the ground as it would not require indicators to be specified and maintained throughout the implementation cycle, or aggregated.

Recommendation 9: The MFA should use information technology more systematically to make reporting more clear and accessible. Reflecting a global trend (the so-called 'fourth revolution' in data analytics which combines software and mobile hardware), information technology should be more fully harnessed, building on some of the models piloted in CSOs. Developments in technology are creating opportunities to democratise the way that people in Finland can interact with others around the world. This includes direct giving based on outcomes achieved, peer to peer lending, new systems for feedback and accountability and new approaches to mapping and comparing impact.

Recommendation 10: The MFA should require improved cost analysis about management and administration overheads, and apply the International Aid Transparency Initiative Standard. This would allow CSOs' decision making to take into account the value created by networks and multi-step implementation. The CSO and HA units should balance audits with descriptions of management

systems, including application of the IATI Standard. IATI makes information about spending easier to access (IATI, website). In the case of fiduciary risk, a greater focus on capacity and risks will allow more flexibility within the programmes, so that CSOs are able to take advantage of the particular strengths of their networks and partners while improving accountability.

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THE EVALUATION TEAM

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ANNEX 1: TERMS OF REFERENCE

Evaluation 2 on the Civil Society Organisations receiving Programme-based Support and Support for Humanitarian Assistance

1. BACKGROUND

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. The role of Civil Society Organisations (CSO) has been steadily increasing in Finland's development cooperation and humanitarian assistance. The CSOs work in a number of thematic areas; civil society capacity building, advocacy, poverty reduction and the provision of public services in developing countries. They also provide life-saving humanitarian assistance in the context of conflicts and natural disasters. This increased role has been reflected in their growing share of the ODA. However, the recent budget cuts related to the Finnish Development cooperation have led into reductions of the Civil Society funding.

In 2015 the MFA decided to carry out evaluations on the Civil Service Organisations (CSOs) receiving multiannual programme-based support. A total of 19 organisations and 3 foundations receive this type of multiannual programme-based support and they all will be evaluated by the end of 2017. The first evaluation of the Programme-based Support through Finnish Civil Society Organisations (CSO evaluation) had a kick-off meeting in December. It assesses the programs of 6 CSOs: Crisis Management Initiative, Fairtrade Finland, Finnish Evangelical Lutheran Mission, Finnish Refugee Council, Taksvärkki (ODW Finland) and WWF Finland, and the results-based management mechanisms of the all 22 CSOs receiving programme-based support. According to the work plan the first CSO evaluation will be finished by June, 2016.

This is the second CSO evaluation and it includes two components: assessment of 1) the development programmes and 2) the humanitarian operations of six CSOs funded by the Ministry for Foreign Affairs of Finland (MFA). Also the coordination and management of the separate funding instruments as well as their possible effects for the CSOs will be evaluated.

The six organisations for this evaluation are FIDA International, Finn Church Aid, Finnish Red Cross, Plan International Finland (Plan), Save the Children Finland and World Vision Finland. They receive both programme-based and humanitarian assistance support from MFA, except Plan. Plan has so far implemented humanitarian operations with other funding resources. However, it has recently gained a framework partnership agreement status with the Directorate-General for Humanitarian Aid and Civil Protection (DG/ECHO) of the European Commission, which is one of the key criterion and pre-requisite to be considered for the MFA humanitarian financing.

The last comprehensive evaluation on Finnish humanitarian assistance (1996–2004) was conducted in 2005.

Since then, significant changes have taken place in the global humanitarian scene, systems and instruments. One of the major developments has been a United Nations (UN) led reform of humanitarian aid, followed by the Inter-Agency Standing Committee Transformative Agenda. These changes have been reflected in the Finnish humanitarian policies (2007, 2012) and in the MFA guidelines concerning humanitarian funding (issued in 2013 and updated in 2015). The reforms have fundamentally changed the way assistance in being delivered and consequently also influenced the modus operandi of the Civil Society Organizations in humanitarian contexts.

2. CONTEXT

Programme-based support for development cooperation

The programme-based support is channelled to 17 organisations, 3 foundations and 2 umbrella organisations. They have all been granted a special status in the financing application process: they receive funding and report based on a 2–4 year programme proposals granted through programme application rounds which have not been open to other CSOs. Each category has a different background and somewhat different principles have been applied in their selection. However, on the policy level they are guided by the same policy guidelines as the rest of the Finland's support to Civil Society Organisations.

All the civil society development cooperation is guided by the Development Policy Programme of Finland (2007, 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. Instructions concerning the Partnership Agreement Scheme (19 July 2013) includes practical guidance for the programme-based support.

The budget for 2015 through the Unit for Civil Society (KEO-30) contained EUR 114 million in support for CSOs' development cooperation and 83 MEUR of that was for programme-based support. The total sum for 2016 has been reduced to EUR 65 million. The support awarded to CSOs receiving programme-based support and operating grants was cut equally by about 38 per cent for 2016 and 2017. The MFA is planning reforms to the grant mechanism for CSOs' development cooperation. All currently 22 qualified CSOs for programme-based support will in 2017 apply for funding for a 4-year period, i.e. 2018–2021. The aim is to open up the following funding cycle (2022–2025) for programme grant applications to any interested CSO. Calls for proposals for project support (max. 4-year grants) as well as information and global education grants (max. 2-year grants) will in the future be held every second year (2016 for grants 2017 and onwards, 2018 for grants 2019 and onwards etc.).

Humanitarian assistance

In accordance with Finland's Humanitarian Policy, the objectives of the Finnish humanitarian assistance are to save lives, alleviate human suffering and maintain human dignity during times of crisis and in their immediate aftermath wherever it is needed. The provision of assistance is based on the humanitarian principles of humanity, impartiality, neutrality and independence. Finland provides humanitarian assistance solely on the basis of need, not on political, military or economic motivations.

Finland allocates approximately 10% of its annual development cooperation budget (Official Development Assistance, ODA) to humanitarian assistance. In 2015, Finland provided EUR 97.8 million of humanitarian aid, focusing on Syria, South Sudan, Somalia and Yemen.

While Finland emphasizes the UN's leading role in coordinating and providing humanitarian assistance, approximately 25–30% of the Finnish humanitarian assistance is channeled through Finnish CSOs.

Humanitarian assistance channeled through CSOs is guided by the Development Policy Programme of Finland (2012) as well as the Finnish Humanitarian Policy (2007, 2012) and Guidelines concerning Humanitarian Funding, developed by the MFA of Finland (2013, 2015). The MFA also applies the Good Humanitarian Donorship (GHD) principles and the EU Consensus on Humanitarian Aid.

The humanitarian policy acknowledges that CSOs play a key role in international humanitarian action. They distribute a significant portion of humanitarian assistance in the field, and they also have considerable knowhow and technical expertise in various related sectors. It also recognises the special status of the International Red Cross and Red Crescent Movement in the international humanitarian system.

According to the Guidelines concerning Humanitarian Funding, the CSOs receiving funding from the MFA must have a proven track record of professional humanitarian action and DG/ECHO partnership status. Appropriations for humanitarian assistance are allocated twice a year. Funding is front-loaded in such a way that about 70% of the appropriations are allocated at the first quarter of the year. Second allocation takes place in the autumn. In principle, the support for Finnish CSO's is mainly granted in the first allocation, but for a well-justified reasons, they can also apply funding in the second round and in the case of a Flash Appeals related to sudden onset, unpredictable crises.

The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) coordinates humanitarian response and the preparation of a system-wide common Strategic Response Plan (SRP) for humanitarian assistance to country specific or regional humanitarian needs. Finnish CSOs must ensure to the extent possible that their operations are included into the Strategic Response Plan. The MFA also requires that the CSOs take part in the UN-led cluster coordination in the country of operation. Recipient organisations or umbrella organisations representing them at global level are expected to also participate in the development of humanitarian action under the Inter-Agency Standing Committee (IASC). In terms of the Red Cross and Red Crescent Movement, it is required that they participate in the sharing of information.

The MFA underscores the professional nature of humanitarian action and the specialized capabilities it requires. CSOs must have trained aid personnel who are familiar with the humanitarian principles and procedures for effective and timely response. Principles of partnership in humanitarian assistance include equality, transparency, results-oriented approach and complementarity.

Programmes of the selected six organisations

Fida International www.fidadevelopment.fi

Fida International is a Christian non-governmental organization working in the field of development and humanitarian aid.

Fida's development cooperation aims at reducing poverty and improving the living conditions of the most vulnerable ones. Fida works in close partnership with its partners in the South empowering them which is expected to lead to significant reduction of widespread poverty and strengthening of equality, civil society and human rights.

Fida's history in development cooperation dates back to 1974 which was also the first year Fida received support from the Ministry for Foreign Affairs of Finland. Fida implements 42 development cooperation projects in 24 countries in Eastern Africa, Middle East, South America and Asia. The emphasis is on the wellbeing of children and youth, preventive healthcare, food security, livelihood and pre-, primary and vocational education and local advocacy for peace.

Fida provides humanitarian aid for the most vulnerable ones in sudden natural disasters and in prolonged conflict situations. Currently Fida implements projects in DR Congo, Nepal, Ethiopia and Iraq by providing shelters, psychosocial support and non-food items for the people affected by conflicts or disasters.

The MFA granted 1 060 000 EUR for humanitarian aid in 2015 and has granted 4 700 000 EUR for the implementation of the programme in 2016.

Finn Church Aid https://www.kirkonulkomaanapu.fi/en/work/

Finn Church Aid (FCA) is the largest Finnish development cooperation organisation and the second largest provider of humanitarian assistance. FCA has over 60 years of experience and operates in around fifteen countries across four continents. FCA will also respond to L3 level humanitarian crises outside its long-term programme countries.

Finn Church Aid (FCA) contributes to positive change and builds resilience by supporting people in the most vulnerable situations within fragile and disaster-affected areas. FCA specializes in supporting local communities in three priority thematic areas: Right to Livelihood, Right to Quality Education and Right to Peace. As a rights-based actor, FCA's actions are guided by international human rights standards and principles. FCA is working both with rights-holders and duty-bearers, facilitating dialogue and accountability between the two, empowering rights-holders to claim their rights and primary duty- bearers to step into their role. FCA's three thematic areas form one programme with different entry points. Along the development work and humanitarian assistance, FCA enhances the programme through global advocacy.
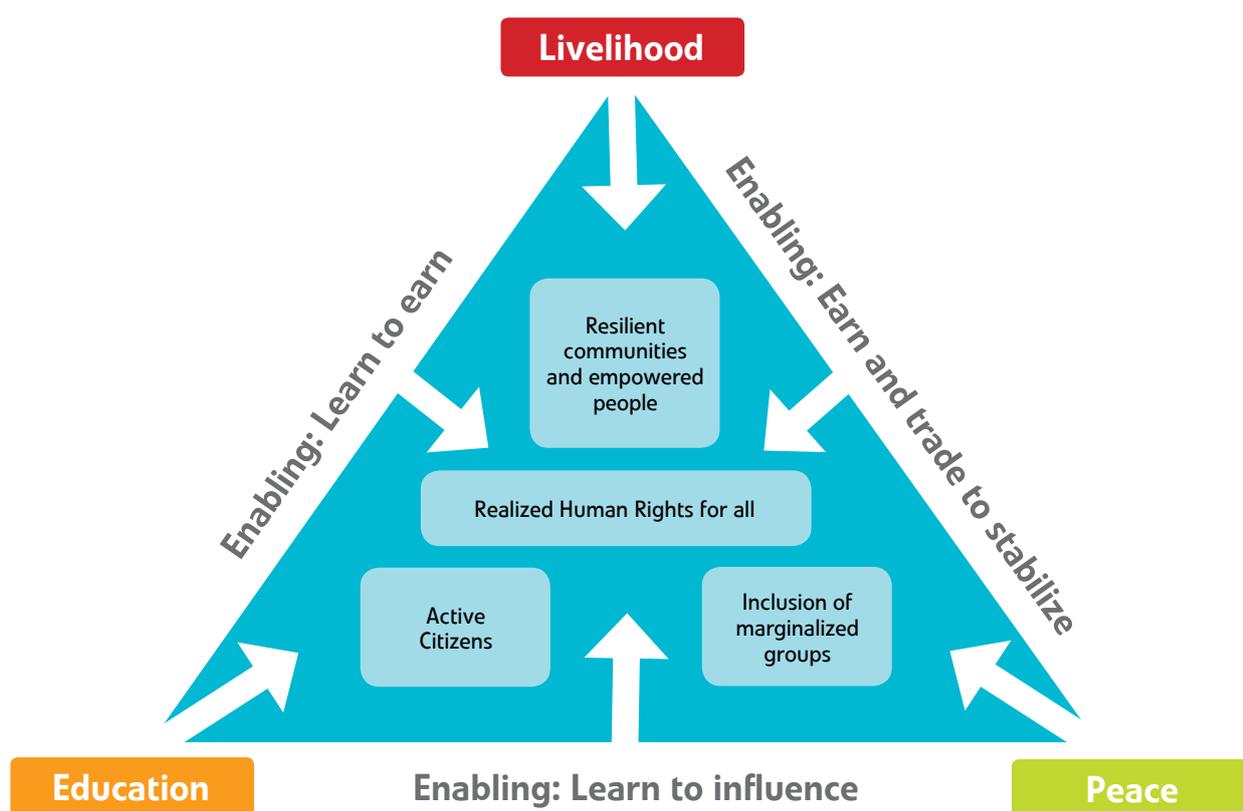
FCA is a founding member of ACT Alliance and Core Humanitarian Standard (CHS) Alliance. FCA is enhancing the programme work and engaging people in it through several networks internationally and in Finland: Network for Religious and Traditional Peacemakers, Women's Bank , Teachers without Borders and Changemaker.

In 2015 the MFA granted 4 600 000 EUR for humanitarian aid and 9 200 000 EUR for the implementation of the development programme. In 2016 the grant is 5 260 000 EUR for the development programme.

Finnish Red Cross https://www.redcross.fi/about-red-cross/our-work-around-world

The Finnish Red Cross (FRC) is the most significant Finnish civic organisation providing humanitarian aid including health, water, sanitation, hygiene, shelter, relief, and food security assistance. The Emergency Response Units (ERU) of the Finnish Red Cross provide expertise in humanitarian aid: field hospitals and clinics as well as delegates, which can be sent to the disaster area with only a few hours' notice. The FRC sends aid to dozens of countries and, having one of the largest reserves of trained humanitarian aid workers, several hundred delegates to field operations across the globe every year.

In the field of development cooperation, the FRC is focused specifically on two areas: disaster prepared-ness and disaster risk reduction, and health work. The support of the FRC is aimed at improving health and safety of individuals in the target communities as well as preparedness of partner Red Cross and Red Crescent National Societies, i.e. the ability to help the most vulnerable groups of people in their own countries. The FRC always operates in cooperation with the local Red Cross or Red Crescent National Society and its volunteers. Current 12 partner countries of the FRC are Afghanistan, Cambodia, Côte d'Ivoire, Ethiopia, Kenya, Malawi, Myanmar, Nepal, Sierra Leone, Somalia, South-Sudan and Zimbabwe.

The FRC is part of the International Red Cross and the Red Crescent Movement that consists of the

International Committee of the Red Cross (ICRC), a total of 190 National Red Cross and Red Crescent Societies and the International Federation of the Red Cross and Red Crescent Societies (IFRC).

The MFA granted 15 400 000 EUR for humanitarian aid in 2015 and has granted 4 440 000 EUR for the implementation of the programme in 2016.

Plan International Finland https://plan.fi/en

Plan International is a development organisation promoting children's rights. Plan Finland is the larg-est child sponsorship organisation in Finland, with over 23,000 supporters in Finland. Plan has no reli-gious or political affiliations. Its vision is a world where human rights are respected and children realise their full potential as members of society.

Plan International works in 70 countries and runs development programs in 50 countries; Plan Finland works directly in 17 countries. The thematic areas covered in the Partnership Programme with the MFA are Education and Early Childhood Care and Development; Youth Economic Empowerment; Child Pro-tection and Global Citizenship Education (work mainly takes place in Finland). Plan strives for gender equality in all its work and since 2007, has been running a major annual advocacy campaign on the top-ic of the rights of the girl child (Because I Am a Girl). In 2012–2014, the Partnership Programme reached over 650,000 people.

The MFA has granted 3 740 000 EUR for the implementation of the programme in 2016.

Save the Children Finland http://www.pelastakaalapset.fi/en/how-we-work/
save-the-children-finland-intern/

Save the Children Finland's 2014-2016 Partnership Programme focuses on: Education, Protection and Child Rights Governance. Two cross-cutting themes, Disaster Risk Reduction and Child-sensitive Social Protection. Focus in education is on improving access, quality and safety of basic education for the most vulnerable children. Developing and promoting inclusive education and early childhood education for all children are central to our work. In child protection we focus on preventing violence and promoting appropriate care by strengthening families and family and community based care and preventing family separations. Through Child Rights Governance we create and promote enabling environments to ensure child rights in the societies and communities where we work. As all the Programme is implemented in disaster prone areas, we have integrated a Disaster Risk Reduction component to all projects.

The overall goal of the Programme is to ensure child rights. Programme has four global outcomes: 1) More children have access to quality education, protection and social services; 2) More children benefit from prochild policies, legislation and budgeting; 3) Strong civil societies and local communities sup-port the realisation of children's rights; and 4) Children are able to express their views and influence decision-making in Save the Children Finland's projects. Programme is implemented in long-term pro-gramme countries in East-Africa (Ethiopia, Kenya, Somalia), West-Africa (Burkina Faso and a regional project in Benin, Burkina Faso, Mali, Niger, Ivory Coast, Togo) and South-Asia (India, Nepal). We expect to reach 1 060 000 children and 340 000 children will benefit directly from programme activities.

Save the Children Finland had a subsidy decision for 2014–2016 frame funding for 14,6 MEUR but due to cuts in ODA, new decision for 2016 (2,87 MEUR) reduces the total amount to 12,37 MEUR. Subsidy decision for 201113 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

As for SC Humanitarian work, MFA has supported the organization since 2013. In 2013, EUR 490 783 was allocated for a project in Akkar, Lebanon, conducted on Health and Protection sectors in order to assist the most vulnerable children and their families suffering from the conflict in Syria. Later Shelter/Wash components were added. In 2014, MFA allocated funding for Child Protection projects in Tombouctou, Mali (EUR 517 500) and Mogadishu, Somalia (EUR 482 500). In 2015, an Education and Child Protection project in Erbil, Iraq (EUR 500 000) and Child Protection project in Mogadishu, Somalia (EUR 500 000) were supported in HAVAJ-round. Additionally, MFA allocated EUR 500 000 flash funding for Shelter/Wash project in Nepal.

World Vision Finland https://worldvision.fi/in-english

World Vision Finland is a Christian humanitarian organisation working to create a lasting, positive change in the lives of children, families and communities living in poverty. It is part of World Vision International, one of the leading development and humanitarian organisations and the world's biggest child sponsorship organisation.

World Vision Finland helps people in 6 countries (India, Sri Lanka, Colombia, Peru, Uganda and Kenya) through area development programmes and special projects. Its goal is the permanent improvement of the well-being and rights of the most vulnerable children.

World Vision is globally positioned to help with immediate needs like food, water and shelter when disaster strikes and to help communities to recover and prevent future catastrophes.

The MFA granted 1 000 000 EUR for humanitarian aid in 2015 and has granted 3 110 000 EUR for the implementation of the programme in 2016.

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

The purpose

This evaluation serves the dual purpose of accountability and learning. It will provide evidence-based information on the performance of the CSOs and the results achieved of the humanitarian assistance and programme-based modalities as well as possible influences of two separate MFA funding instruments on CSOs. It will also give guidance on how to enhance strategic planning, decision-making and coordination of these two funding instruments.

As such, the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices and needs for improvement for the purpose of future policy, strategy, programme and funding allocation improvement of the CSOs and MFA. The results of this evaluation will be used e.g. in the reform of programme-based support and in the next update of the Guidelines for Civil Society in development policy.

The evaluation will also recommend updates in the Humanitarian Aid Policy and Funding Guidelines, if needed.

The objectives

The objectives of this evaluation for

    a) programme-based support are

        1. to provide independent and objective assessment on the results (outputs, outcomes and impact) achieved by the programmes of the six CSOs and

2. on their value and merit from the perspective of the policy, programme and beneficiary level;

b) humanitarian assistance are

1. to provide an independent and objective assessment on the results (outputs, outcomes) achieved by the humanitarian operations of the five CSOs and

2. their value and merit from the perspective of the policy, programme and beneficiary level;

c) programme-based support and humanitarian assistance funding instruments

1. to provide an assessment of coordination and management of CSO programmes and humanitarian assistance as separate funding instruments from the point of view of MFA, CSOs and partners

4. SCOPE OF THE EVALUATION

The evaluation consists of the programmes of the six selected civil society organisations (described earlier) and the humanitarian assistance channelled by them (all except Plan Finland). It covers both financial and nonfinancial operations and objectives in the CSO programmes and humanitarian assistance.

Accordingly the evaluation contains two instruments. Nevertheless, all the findings, conclusions and recommendations (on programme-based support and humanitarian assistance) will be published in one report for each CSO. The most important findings from the six separate reports will be presented as aggregated results in a synthesis report.

In addition, the evaluation covers the following policies and guidelines: Development Policy Programmes of Finland (2007 and 2012), Guidelines for Civil Society in Development Policy (2010), Instructions concerning the Partnership Agreement Scheme (19 July 2013), Finland's Humanitarian Policy (2012) and Guideline Concerning Humanitarian Assistance and the Use of Funding (2013, updated 2015). Also, guidelines on Results based management (RBM) in Finland's Development Cooperation, Human Rights Based Approach in Finland's Development Cooperation and Finland's Development Policy and Development Cooperation in Fragile States as well as Ministry for Foreign Affairs' Democracy Support Policy are important in this context (links to these and other policies can be found in the end of the TOR).

The evaluation covers the period of 2010–2015.

5. THE EVALUATION QUESTIONS AND ISSUES BY OECD/DAC AND EU CRITERIA

The CSO programmes will be evaluated in accordance with the OECD-DAC criteria in order to get a standardised assessment of the CSO programmes that allows drawing up the synthesis. In the evaluation of humanitarian assistance also appropriateness, timeliness, coverage and connectedness will be used as criteria. **For the programme-based support**, in each of the criteria human rights-based approach and cross-cutting objectives, a special emphasis on gender equality and the people with special needs, must be systematically integrated (see UNEG and Human Rights Based Approach in Finland's Development Cooperation guidelines in the reference list). **For the humanitarian assistance** the cross-cutting objectives reflected in the Humanitarian Policy 2012 shall be applied.

Priority evaluation questions on programme-based support

Relevance

- Assess the extent to which the CSO programmes have been in line with the Organisations' overall strategy and comparative advantage.

- Assess the extent to which the CSO programmes have responded the needs, rights and priorities of the partner country stakeholders and beneficiaries/rights-holders, including men and women, boys and girls and especially the easily marginalised groups.

- Assess the extent to which the CSO programmes have been in line with the Finnish Development Policy (2007, 2012) priorities.

Impact

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

Effectiveness

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

Efficiency

- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the management of the CSO programme.

Sustainability

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

Complementarity, Coordination and Coherence

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

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

- Assess the extent to which the humanitarian assistance provided by the CSOs have been in line with the Finnish Development Policy (2007, 2012) priorities and Finnish Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015) goals and procedures. This includes assessment of the consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence, and the extent the Finnish CSO operations are part of UN Humanitarian Response Plans and Global Appeals.
- Assess the extent to which the humanitarian assistance has been based on reliable needs assessments.

Effectiveness

- Assess the extent to which the assistance provided by the CSOs has achieved its objectives. Synthesise and verify the reported outcomes (intended and unintended) and assess value and merit.

- Assess the extent to which the humanitarian operations have responded in a timely manner to the core humanitarian needs and priorities of the affected population, paying special attention to the most vulnerable groups.
- Assess the mainstreaming of cross-cutting objectives.
- Assess the extent to which the CSOs have selected their approach and response in a strategic manner, reflecting their comparative advantages and strengths.
- Assess the capacity of the CSO to respond in a timely manner to the sudden onset type of crises;
- Assess the factors influencing the successes and challenges.

Efficiency

- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the role and added value of Finnish CSOs versus their international networks and the pros and cons of the current MFA practice to channel funds through the Finnish.
- Assess the management of the CSO humanitarian operations.

Complementarity, Coherence and Coordination

- Assess the extent to which the CSOs operations have been coordinated with the UN Cluster system, with the Red Cross Movement and other CSOs.
- Assess the extent to which the CSOs have adopted the key elements of the UN-led humanitarian reform into their functioning.

Coverage

- Assess the coverage and extent to which the CSOs humanitarian operations have been targeted to geographical areas with greatest humanitarian needs of the country.

Connectedness

- Assess the extent to which short-term activities take longer-term and interconnected problems into account.

Both programme-based support and humanitarian assistance

- Assess the efficiency of the coordination and administration of CSO programmes and humanitarian assistance as separate funding instruments from the point of view of MFA, CSOs and partners, taking into account the variation of organisational scope and size.
- Synthesise the extent to which the CSOs have integrated or kept separate the programme-based support and humanitarian aid and assess the benefits and weaknesses of the approaches.

The evaluation team will elaborate evaluation questions based on the objectives and evaluation issues, and develop a limited number of detailed Evaluation questions (EQs) presenting the evaluation criteria. When needed, the set of questions should be expanded.

The EQs will be finalised 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 contextualise the evaluation.

6. GENERAL APPROACH AND METHODOLOGY

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

Both programme and humanitarian aid evaluation of the 6 selected civil society organisations consist of document analysis, interviews of the key informants in Helsinki, field visits to a representative sample of projects of programme and humanitarian assistance of each CSO.

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 and humanitarian policies and strategies, guidance documents, previously conducted CSO, humanitarian 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. It should be noted that part of the material provided by MFA and CSOs is only available in Finnish.

The preliminary results, incl. the Results-based management systems of the six CSOs, from the first CSO evaluation will be available for this evaluation.

The selection of field visit countries and projects related to the humanitarian assistance should ensure that following elements are present:

- focus on core humanitarian operations (L3, L2-level crises),
- crisis caused by conflicts and natural disasters,
- combination of slow and sudden onset crises.

The field visit countries should include projects and operations of more than one organisation and both projects and humanitarian actions whenever possible. To gain sufficient information humanitarian contexts can also be selected separately. The sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately. The team members for the field visits have to be selected the way that they do not have any individual restrictions to travel to the possible field visit countries.

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

The Team Leader and the team have to be available until the reports have been approved by EVA-11, even when the timetables change.

The approach and working modality of evaluation will be participatory.

7. 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 will include:

- representatives from the Unit for Civil Society (KEO-30) and Unit for Humanitarian Assistance and Policy (KEO-70) in the MFA forming a core group, that will be kept regularly informed of progress;

- two representatives of each of the six civil society organisations (one for humanitarian assistance and one for programme-based support) and

- possibly representatives of of regional departments and/or relevant embassies of Finland.

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 and

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

The evaluation will tentatively start in June 2016 and end in February 2017. The evaluation consists of the following phases and will produce the respective deliverables. During the process particular attention should be paid to strong inter-team coordination and information sharing within the team.

It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by the Development Evaluation Unit (EVA-11). All the reports have to be sent with an internal quality assurance note and the revised reports have to be accompanied by a table of received comments and responses to them.

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

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

A. START-UP PHASE

A kick-off meeting and a workshop regarding the substance of the evaluation will be held with the contracted team in June, 2016. The purpose of the kick-off meeting is to go through the evaluation process and related practicalities. The workshop 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 workshop. The kick-off meeting will be organised by 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 CSO-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 workshop by the Consultant.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: SYNTHESIS REPORT

B. INCEPTION PHASE

Inception report

The Inception phase is between June and August 2016 during which the evaluation team will produce a final evaluation plan with a desk study (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis, an analysis on the humanitarian assistance and programmes of the selected six CSOs. It shall also include mapping of programmes and their different funding.

The evaluation plan consists of the constructed theory of change, evaluation questions, evaluation matrix, methodology (methods for data gathering and data analysis, means of verification of different data), final work plan with a timetable and 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 of sampling on reliability and validity as well as suggestion of countries and projects to be visited.

Tentative hypotheses as well as information gaps should be identified in the evaluation plan.

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

Inception meeting

The evaluation plan will be presented, discussed and the needed changes agreed in the inception meeting in August 2016. The evaluation plan must be submitted to EVA-11 two weeks prior to the inception meeting.

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

Venue: MFA, Helsinki.

Deliverables: Inception report including the evaluation plan, desk study on evaluand and context, and the minutes of the inception meeting by the Consultant

C. IMPLEMENTATION PHASE

The Implementation phase will take place in September–December 2016. It includes the field visits to a representative sample of projects and validation seminars. During the field work particular attention should be paid to human rights-based approach, and to ensure that women, children and easily marginalised groups will also participate (See UNEG guidelines). Attention has to be paid also to the adequate length of the field visits to enable the real participation as well as sufficient collection of information also from other sources outside the immediate stakeholders (e.g. statistics and comparison material). The team is encouraged to use statistical evidence whenever possible.

The fieldwork for each organisation should last at least 2–3 weeks but can be done in parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

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

The consultant will organise a debriefing/validation meeting at the end of each country visit. A debriefing/validation meeting of the initial findings will be arranged in Helsinki in the beginning of December, 2016. The purpose of the seminars is to share initial findings, but also to validate the findings.

After the field visits and workshops, it is likely that further interviews and document study in Finland will still be needed to complement the information collected during the earlier phases.

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

The Reporting and dissemination phase will take place in December 2016–March 2017 and produce the Final reports and organise the dissemination of the results.

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

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

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

The reports will be finalised based on the comments received and shall be ready by February 28, 2017.

The final reports will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats. As part of reporting process, the Consultant will submit a methodological note explaining how the quality control has been addressed during the evaluation. The Consultant will also submit the EU Quality Assessment Grid as part of the final reporting.

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

Deliverables: Final reports (draft final reports and final reports) and EU Quality Assessment Grid.

A management meeting on the final results will be organised tentatively in March in Helsinki and the Team Leader (responsible for chairing the session) and the CSO-evaluation coordinators of the Consultant must be present in person.

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

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

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

The MFA will draw a management response to the recommendations at two levels/processes: the synthesis report will be responded in accordance with the process of centralised evaluations by a working group coordinated by EVA-11 and the six organisation reports in accordance with the process of decentralised evaluations as described in the evaluation norm of the MFA (responsibility of KEO-30). The management response will be drawn up on the basis of discussions with the CSOs concerned. The follow-up and implementation of the response will be integrated in the planning process of the next phase of the programme-based support.

9. EXPERTISE REQUIRED

There will be one Management Team, responsible for overall planning management and coordination of the evaluation. The Team Leader, the CSO-Evaluation Coordinators and the Home Officer of the Consultant will form the Management Team of the Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results. Note that the Home Officer of the Consultant is a member of the Management Team, but does not act as an evaluator in the Evaluation Team.

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 level expert of each of the CSO specific evaluation teams will be identified as a CSO-Evaluation Coordinator. The CSO-Evaluation coordinators will be responsible for coordinating, managing and authoring the specific CSO-evaluation work and reports. They will also be contributing to the overall planning and implementation of the whole evaluation from the specific CSO's perspective.

Fieldwork countries will be selected according to the certain criteria in the beginning of the evaluation. The Consultant will propose evaluators from the selected field work countries to include them into the evaluation team, because it is important to have within the team people understanding well the local culture and society.

The skills and experience of the proposed experts have to correspond or exceed the minimum requirements of the evaluation team members. MFA will approve the experts.

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 team member in each CSO-evaluation team as well as in the management team must be fluent in Finnish, because a part of the documentation is available only in Finnish. Online translators cannot be used with MFA document materials.

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

10. BUDGET

The evaluation will not cost more than € 550 000 (VAT excluded).

11. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not 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, 11.4.2016

Jyrki Pulkkinen

Reference and Resource material

GENERAL GUIDELINES AND POLICIES

Development Policy Programme 2012
http://formin.finland.fi/public/default.aspx?contentid=251855&contentlan=2&culture=en-US

Development policy programme 2007
http://formin.finland.fi/public/default.aspx?contentid=107497&nodeid=49719&contentlan=2&culture=en-US

Results based management (RBM) in Finland's Development Cooperation (2015)
http://formin.finland.fi/public/default.aspx?contentid=332393&nodeid=49273&contentlan=1&culture=fi-FI

Human Rights Based Approach in Finland's Development Cooperation (2015) http://formin.finland.fi/public/download.aspx?ID=144034&GUID={C1EF0664-A7A4-409B-9B7E96C4810A00C2}

Ministry for Foreign Affairs´ Democracy Support Policy (2014)
http://formin.finland.fi/public/default.aspx?contentId=311379&nodeId=15145&contentlan=2&culture=en-US

Finland's Development Policy and Development Cooperation in Fragile States (2014)
http://formin.finland.fi/public/default.aspx?contentid=315438&nodeid=49719&contentlan=2&culture=en-US

Other thematic policies and guidelines
http://formin.finland.fi/public/default.aspx?nodeid=49719&contentlan=2&culture=en-US

EVALUATION GUIDELINES

Evaluation Manual of the MFA (2013) http://www.formin.finland.fi/public/default.aspx?contentid=288455&nodeid=34606&contentlan=2&culture= en-US

UNEG Manual: Integrating Human Rights and Gender Equality in Evaluations (2014)
http://www.uneval.org/document/detail/1616

GUIDELINES AND POLICIES RELATED TO PROGRAMME-BASED SUPPORT

Instructions concerning the Partnership Agreement Scheme (2013) http://formin.finland.fi/public/download.aspx?ID=117710&GUID={FC6AEE7E-DB52-4F2E-9CB7A54706CBF1CF}

Support for partnership organizations, MFA website
http://formin.finland.fi/public/default.aspx?contentid=324861&nodeid=49328&contentlan=2&culture=en-US

Guidelines for Civil Society in Development Cooperation (2010) http://formin.finland.fi/public/default.aspx?contentid=206482&nodeid=15457&contentlan=2&culture=en-US

Act on Discretionary Government Transfers (688/2001) (Valtionavustuslaki)
http://www.finlex.fi/fi/laki/ajantasa/2001/20010688

LAWS, GUIDELINES AND POLICIES RELATED TO HUMANITARIAN ASSISTANCE

Finland's Humanitarian Policy (2012)
http://formin.finland.fi/public/default.aspx?contentid=101288&nodeid=15445&contentlan=2&culture=en-US

Guideline Concerning Humanitarian Assistance and the Use of Funding Granted by the Ministry for Foreign Affairs of Finland (2015)
http://formin.finland.fi/public/default.aspx?contentid=296518&nodeid=49588&contentlan=2&culture=en-US

Guideline Concerning Humanitarian Assistance and the Use of Funding Granted by the Ministry for Foreign Affairs of Finland (2013) (not found online, will be given to the selected evaluation team)

Humanitarian aid, MFA website
http://formin.finland.fi/public/default.aspx?contentid=328888&nodeid=49588&contentlan=2&culture=en-US

Good Humanitarian Donorship principles
http://www.ghdinitiative.org/

European Consensus on Humanitarian Aid (2007)
http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:r13008

UN resolution: Strengthening of the coordination of humanitarian emergency assistance of the United Nations http://www.un.org/documents/ga/res/46/a46r182.htm

Act on Discretionary Goverment Transfers (688/2001) (Valtionavustuslaki)
http://www.finlex.fi/fi/laki/ajantasa/2001/20010688

Act on the Finnish Red Cross (Laki Suomen Punaisesta Rististä)
http://www.finlex.fi/fi/laki/alkup/2000/20000238

Presidential Decree on the Finnish Red Cross (Tasavallan presidentin asetus Suomen Punaisesta Rististä)
http://www.finlex.fi/fi/laki/alkup/2005/20050811

Finland's State Budget (Valtion talousarvioesitykset)
http://budjetti.vm.fi/indox/index.jsp

State Audit Office Effectiveness report on Humanitarian aid 8/2012 (Valtiontalouden tarkastusviraston tuloksellisuustarkastuskertomus, Humanitaarinen apu 8/2012)
https://www.vtv.fi/julkaisut/tuloksellisuustarkastuskertomukset/2012/humanitaarinen_apu.4814.xhtml

International Humanitarian Aid 2007–2010 (synthesis of the Finnish version), 8/2012
https://www.vtv.fi/files/2459/International_Humanitarian_Aid_netti.PDF

EVALUATIONS AND REVIEWS

The Evaluation of Finnish Humanitarian Assistance 1996–2004 (2005)
http://formin.finland.fi/public/default.aspx?contentid=50644&nodeid=49728&contentlan=2&culture=en-US

Independent Review of Finnish Aid (2015)
http://formin.finland.fi/public/default.aspx?contentid=328296&nodeid=15145&contentlan=2&culture=en-US

Evaluation: Complementarity in Finland's Development Policy and Co-operation: Complementarity in the NGO instruments (2013)
http://formin.finland.fi/public/default.aspx?contentId=299402&nodeId=15145&contentlan=2&culture=en-US

Evaluation: 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: PEOPLE INTERVIEWED

N.B. Titles and positions reflect the situation that prevailed at the time of the interviews in 2016. A number of other persons were interviewed in the framework of the individual CSO evaluations, which are not quoted in the list below, but can be found in the Annexes of the corresponding reports.

FINLAND

Ministry for Foreign Affairs in Finland

Department for Development Policy

Satu Santala, Director General

Unit for Humanitarian Assistance and Policy

Claus J. Lindroos, Director

Satu Lassila, Senior Advisor

Unit for Civil Society

Jyrki Nissilä, Director

Katja Hirvonen, Programme Officer

Unit for South Asia

Sebastian Gahnström, Desk Officer for Nepal, Bangladesh and Bhutan

NEPAL

Embassy of Finland to Nepal

Pekka Seppälä, Deputy Chief of Mission

Jukka Ilomäki, Counsellor, Development

ANNEX 3: DOCUMENTS CONSULTED

ACT Alliance. (2010). Humanitarian Protection Policy for the ACT Alliance.

ALNAP. (2016). Evaluating Humanitarian Action Guide: http://www.alnap.org/what-we-do/evaluation/eha

Bäck, L. & Bartholomew, A. (2014). Complementarity in Finland's Development Policy and Co-operation: Synthesis. MFA Evaluation report 2014:2, Helsinki: Ministry of Foreign Affairs of Finland.

Crenn, B. (2016). Preliminary findings - presentation and restitution - an evaluation of FCA programmes in Haiti.

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DFID. (2012). DFID Value for Money in Humanitarian Programming. CHASE reference for partners https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/405978/VFM-guidance-partners.pdf

Dietz, Bhattarai & Sangroula, 2013. Review and Mid-Term Evaluation – Nepal Country Strategy, Lutheran World Federation.

FCA. (2016). 2015 Annual Report, Helsinki: Finn Church Aid. https://www.kirkonulkomaanapu.fi/en/us/annual-report-2015/

FCA. (2016). Summary of Results Based Management, Helsinki: Finn Church Aid.

Fida. (2010). Fida development cooperation programme 2011–2013, Helsinki: Fida International.

Fida. (2010). Fida Development Strategy 2010–2015 [powerpoint slides], Helsinki: Fida International.

Harvey & Bailey. (2011). Cash Transfer programming in emergencies, Humanitarian Practice Network (ODI) Good Practice Review No.11.

Humanitarian Coalition. (no date). Cash Transfer Programming, http://humanitariancoalition.ca/media-resources/factsheets/cash-transfer-programming

IDS. (2016). Improving Social Protection's Response to Child Poverty and Vulnerability in Nepal, Helsinki: Save the Children Finland. International Development Studies and Centre for Social Protection.

IDS. (2016). Policy Brief: Improving social protection's response to child poverty and vulnerability in Nepal. Kathmandu. International Development Studies and Centre for Social Protection.

International Humanitarian Aid. (2011). International Humanitarian Aid 2007–2010 – An Evaluation Synthesis, Edita Prima Ltd, Helsinki.

MFA. (2016). Finland's Development Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2016). Finland's National Commitments at the World Humanitarian Summit, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2016) Evaluation of the Programme Based Support through Finnish Civil Society Organisations, Niras, Ole Stage et al, Synthesis and Six ancillary reports.

MFA. (2015). Human Rights Based Approach in Finland's Development Cooperation, Guidance Note, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2014). (HEL7W0153-7/LIITE) – Internal Audit of the MFA Unit for Humanitarian Assistance and Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2012). Finland's Humanitarian Aid Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2010). Guidelines for Civil Society in Development Policy, Helsinki: Ministry for Foreign Affairs of Finland.

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MFA. (2015). Partnership Agreement between Finn Church Aid and MFA, Action Plan for the Use of Funds, 2015–2017 (including budget), Helsinki: Ministry for Foreign Affairs of Finland.

MFA (several dates). Meeting Memo's, Consultation Minutes. Notes to Quality and Other advisory boards. Internal documentation provided to the evaluators.

MFA. (several dates). Mutual CSO correspondence on framework agreements. Internal documentation provided to the evaluators.

OECD. (2012). Development Assistance Committee (DAC) Peer Review of Finland. Organization for Economic Co-operation and Development.

Olesen, G. & Endeshaw Y. (2013). Complementarity in Finland's Development Policy and Co-operation: Complementarity in the NGO instruments. Evaluation report 2013:3, Helsinki: Ministry of Foreign Affairs of Finland.

Reinikka, R., & Adams, J.W. (2015). Results on the Ground? An Independent Review of Finnish Aid. Ministry for Foreign Affairs of Finland.

Seppo, M. (2013). Finnish Civil Society Now - Its operating environment, state and status. KEPA´s working papers no. 39.

Silfverberg, P. (2016). Evaluation of the program based support through Finnish Civil Society Organizations Component 2: Assessment of Results Based Management (RBM) in the Partnership Organizations. Working Paper dated 23.9.2016.

Topsøe-Jensen, B. (2013). South funding modalities – pros and cons in relation to capacity development of local CSOs for advocacy. CISU Discussion Paper, April 2013. http://www.globaltfokus.dk/images/Pulje/Arkiv/Fagligt_Fokus/South_funding_modalities_pros_and_cons.pdf

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UNEG. (2014). Integrating Human Rights and Gender Equality in Evaluations: United Nations Evaluation Group.

ANNEX 4: EVALUATION MATRIX

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ1: Relevance, appropriateness and coverage (for humanitarian operations)			
EQ1.1 To what extent do the CSO's international activities align with its strategy and comparative advantage? **EQ1.2** To what extent have activities aligned to the needs of beneficiaries (particularly women and girls and the marginalised), and countries? Do these reflect needs assessments, and consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence? Are they part of UN Humanitarian Response Plans and Global Appeals? **EQ1.3** To what extent have activities implemented Finnish Development Policy (2007,2012) priorities, Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015)? In particular what linkages have been established between needs assessment and rights based approaches, between assistance and risk reduction and preparedness? **EQ1.4** To what extent has the assistance reached all the major population groups which the resources, mandate and logistical reach would allow to be covered?	The strategic choices made by the CSOs in terms of interventions and how they are undertaken: • are aligned to country development policies, priorities and programmes, and major humanitarian strategies • are based on needs assessments carried out by the CSO or its key international or national partners, and are based on Human Rights Based Approaches. Does one approach inform the other? • target issues that are a priority for country stakeholders and beneficiaries, especially unprotected, marginalised or vulnerable population groups. • include concerns for gender equality and the inclusion of people with disabilities in the formulation and delivery of the activities • take into account what donor partners and UN humanitarian coordination bodies perceive and define as priority • take into account the development situation and fragility of the country, in particular the risks and costs of operation.	• Degree to which the higher levels of the ToC as interpreted by the present evaluation (in particular short term and long term outcomes) has been achieved, or instances of deviation from this ToC. Extent to which this is justified by the CSO. • Presence and quality of contextual analysis, including situation reports, needs assessments, rights based approaches. • Frequency of mention in CSO guidance material to needs assessments, rights based assessments, and the frequency to which there is reference other guidance (MFA Guidance, Guidelines, UN Consolidated Appeals, alliance or network guidance concerning the targeting and quality of assistance). • Number of evaluations that report better than average performance in the criteria listed above. • Field visit evidence of needs or rights and duties which have not been taken into account in the delivery of the interventions.	Partner country humanitarian and development strategy and policy documentation, CSO programming and reporting documents. Finland's development policies, Guidance documentation (e.g. instructions, templates), in Finland, international partners, in countries and regions. Previous evaluations, reviews and reports. Humanitarian and country development statistics, and secondary literature on country development status and priorities. Utilisation of any information for the period 2010-2016. OECD/DAC guidance, studies and reviews, evaluations of the same operations by other donors or the same organisations. Studies and reviews from various sources on CSO performance. National development strategies/documents (such as PRSPs or planning documents). Consolidated Humanitarian Appeals, strategies, individual appeals and strategies, Humanitarian Needs Overview and other needs assessments.

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ 1.5 Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs	• are aligned with aid effectiveness commitments / principles, and are needs based and impartial. Some may be neutral and independent, if so the detail of why and how. • are aligned to the objectives and principles of the Finnish Policies and take appropriate account of sector / thematic guidance / papers and other Finnish guidance. The guidance and supporting documentation fulfils the needs of senior management in CSOs and country partners, in relation to country programming and the management of emergency programmes. CSO project proposals, proposals drafted by partners, rules, information requirements and processes, reflect the right priorities and assessments. Flexibility and degree of delegation in the formulation of priorities at country-level or regional response, including the manner by which there is any deviation from plans, and the application of formal exemptions for more relevant adjustments. Programming facilitates the alignment of CSO activities with those of the partners, with linkages between relief, rehabilitation and development, and with aid effectiveness principles as well as generally agreed standards of humanitarian aid. Assistance planning and evaluation, which refers to MFA guidelines on best practices, those of UN coordination bodies in humanitarian aid, or other generally agreed guidance.	• Expressions of concern of key stakeholders knowledgeable about the actual interventions concerning the materiality of the performance of the CSOs in relation to the criteria of relevance, appropriateness and coverage. • Examples of populations with serious humanitarian needs in a country which have not received assistance for reasons that cannot be considered significant. • Presence of rating or scoring or markers of programmes in relation to the MFA cross-cutting issues in gender, disability, and climate change.	Interviews with government officials (commerce Department or Ministries officials responsible for CSOs, disaster response, DRR and resilience, technical sector), local government officials), private sector, country-based donors, UN agencies, technical experts and civil society. Interviews with MFA actors and national stakeholders involved in the mandating, funding, design and implementation at the Finnish national level (e.g. in-depth interviews with reference group; relevant Advisors). Case study country Geographic Unit & Embassy teams, including desk officers and in-country officers. Government and UN officials (e.g. Ambassador and other selected senior management). Country implementing partners (public and private, civil society, beneficiaries). Other in-country development partners, such as private sector partners, and evolving Finnish instruments such as FINNFUND and FinnPartnership, or Finnish companies. For CSOs who are part of a federation or network, staff from peer members and the overall coordinating body.

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ2: Complementarity, coordination and coherence			
EQ2.1 Assess the extent, to which the CSO programme has been coordinated with other CSOs, UN humanitarian bodies, and for development partners, coordination with the Embassies, donors, and national policies and strategies in the partner countries.	References in the planning and reporting of interventions which refer to other strategies or objectives and the presence of other organisations in adjacent areas. The CSO participates regularly and effectively in dialogue with others, with donors and Governments at the relevant level, and reflects on specific objectives and interventions.	• Degree to which there is a connection or on the contrary a very different interpretation of the CSO ToC and that of key partners. • Evidence of operational decisions made in relation to broader strategic priorities and programmes of key relevant partners.	CSO Planning and reporting documents Existing evaluations, reviews and reports on broad interventions Country strategies (case study countries) and their reporting and management response Selected intervention reporting (sample projects) and observation of specific activities Interviews as above
EQ2.2 To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multilateral) or for other CSOs?	Examples where inputs from other development and humanitarian partners are integrated into the CSO planning, or where CSO planning influences the partners. Particular emphasis will be given to gender equality, disability, and climate adaptation. CSO interventions take into account and complement other channels of Finnish development cooperation, and vice versa.	• Instances where there has been handover or synergy between the CSO programmes and the key relevant stakeholders. • Number of instances in which it has been possible to find alternative sources of financing once the initial funding runs out in those cases where the needs continue to exist.	
EQ2.3 To what extent are activities fitting in the UN Cluster system, with the Red Cross Movement, relevant NGO Federations and Networks and other CSOs, and reflect key elements of the UN-led humanitarian reform?	The intervention leverages the results of specific interventions to contribute coherently to the broader objectives of partners in its alliance or network, or of Finnish CSOs. CSO interventions do not fragment, or needlessly overlap with, Finnish development resources and the international humanitarian effort. CSO initiatives have maintained coherence with environmental sustainability, gender policies, and poverty reduction strategies. The CSO guidance and design, monitoring and reporting processes and documentation appropriately emphasise complementarity with other Finnish aid channels, and internal coherence. The gap between resources called for by the partner countries or international agencies and resources actually delivered by the donors. Gap = disbursed - defined as needed (based on reasonable needs assessment, where available, and valid).	• Alignment of EU and UN programming in Finnish CSO activities, such as Clusters, or if there is no alignment, presence of valid explanations as to why this is not so.	

EQ3: Effectiveness

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ3.1 Degree to which intended outcomes match those delivered, or to which those delivered are more valuable than those in the original plans, whether intended or not. **EQ3.2** What are the recurrent factors influencing the successes and challenges? What is the operational readiness of CSO operations? **EQ3.3** To what extent has the CSO responded in a timely manner to priorities and needs, taking account of cross-cutting objectives. How do the CSOs and how does MFA manage and coordinate PBS and humanitarian assistance as separate funding instruments influence effectiveness?	Planned interventions are being or have been achieved as evidenced by existing reports, reviews and evaluations, oral narratives and direct observations. Evidence of improvement in the benefits accruing to women and girls, and to people with disabilities. Evidence of their increased empowerment as a result of the activities. The Theory of Change, or the RBM chain of the CSO, is materially delivered, and the underlying assumptions are shown to be valid, taking into account social, logistical, political and institutional factors. The case for a decisive contribution by the CSO can be argued (targeted at policy influence and direct interventions) in relation to the specific objectives pursued, even taking into account other extraneous influences. The CSO contribution catalyses other project and programmatic intervention results. Direct interventions to achieve policy influence are mutually reinforcing. CSOs contribute to CSO and MFA intended management and results: • Reporting and management responses and communications are regular, accurate and appropriate for learning and accountability • Programming has facilitated the selection of appropriate priorities in the country operations • At the MFA and in the Embassy the activities facilitate relation building, learning and accountability • CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA	• List of achieved outcomes which can be verified, or show reliable evidence of achievement. • Degree of alignment to Sphere Standards where relevant, or Core Humanitarian Standards. • Speed of response to needs, proximity to the populations in need. Evidence of other organisations in the same area of operation which have achieved better results. • Shorter term outcomes in the ToC are delivered by taking into account the key assumptions and constraints A3-A6. • Quality and consistency of reporting on performance which includes outputs and outcomes, degree to which this follows priority CSO formats. • Number of discrepancies during field visits between what is reported and what has actually taken place, and presence of strengths or weaknesses which have materially affected the effectiveness of operations.	Any documentation, annual and semi-annual (results) reports, synthesis reports, upstream results reporting Existing evaluations, reviews and reports on Sample project documentation: annual reports/completion reports Other relevant Finnish global and regional evaluations, reviews and reports Country development statistics and secondary literature on country development status and priorities OECD/DAC guidance, studies and reviews Comparison of the quality of planning and results reporting Interviews, as above, in particular during country visits Direct observation of a selected sample of activities, in direct contact with beneficiary groups and wider stakeholder groups. Evaluability Assumption: This evidence assumes that there is a TOC and verifiable outcome data that satisfy validity criteria.

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	Activities have contributed to appropriate targeting of results and objectives given Finland's relative financial contribution as a development and humanitarian partner.		
	Key constraints and core strengths are documented and easily reflected in interviews. Operational adjustments reflect taking these into account.		
	The CSO is able to call on un-earmarked funding or standby personnel for sudden new emergencies. Contingency plans exist and are updated. Agreements are signed that reflect scenarios for a surge of activity.		
	Planning and monitoring incorporate the HRBA and gender, environment and vulnerable person priorities as stated in the 2012 DPP, their implementation is monitored and progress reported on.		
EQ4 Efficiency			
EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs?	How is it possible to define the value added to MFA funds of using this CSO?	• Other funding has been used to achieve the same goals as envisaged in the programming approved by the MFA.	Planning, financial reporting, individual intervention reporting
	What is the leverage created in terms of the achieved development results?		CSO guidance documents
EQ4.2 Degree to which the interventions reflect risk based management and demonstrate clear management structures?	The risks are identified in plans and individual interventions and represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives.	• Cases where similar results could have been achieved with fewer costs. Estimation of those potential savings.	Interviews as above Direct observation in sample activities
EQ4.3 What is the added value of Finnish CSOs versus their international networks, and what are the pros and cons of the current MFA practice to channel funds through the Finnish CSOs?	The distribution of CSO activities around the world reflects an overall logic which would be affected if there were fewer interventions. The dispersal of projects creates a greater chance of achieving good performance than a smaller number of projects.	• Evolution over the years of the evaluation period, within the CSO of the total number of countries covered and the number of programmes or projects. Evidence of high and unnecessary transaction costs.	Evaluability condition: CSO RBM and reporting systems meet validity standards.
	Disbursements of Finnish resources have been predictable / timely.		

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	The CSO's instruments used represent the most cost-effective choice of objectives and interventions, given Finnish resources (including financial, human and partnership resources). Any evidence of waste or on the contrary of synergies and symbiotic relationships. CSO processes use MFA resources (financial, human, time) efficiently to produce outcomes. CSO operational guidance is clear, comprehensive and coherent, resulting in efficient and effective processes and documentation. The CSO has contributed to rapid implementation and sound risk management, i.e. balancing risks and benefits of intervention choices appropriately The CSO has contributed to the selection of interventions which achieve the greatest results considering the given resources.	• Presence of the CSO's own description and self-assessment of its current and planned capacities and systems to measure cost efficiency and its comparative advantage. Number of times to which the question "what systems and processes are you aware of that promote cost efficiency that your CSO has in place and how are these being applied?" is answered in a positive manner. • Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms such as the UN. • Degree to which innovative approaches are used to overcome constraints present in assumptions A3 to A5. • Degree to which cross-cutting issues are an integral part of planning and delivery tools, for example whether there is an operating HRBA tool, and whether disability is given the necessary reporting space.	

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EQ5: Impact			
EQ 5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders. **EQ 5.2** Describe the value of unintended impact, to the beneficiaries and rights holders.	Impact is accurately reported, including short term impact in emergency operations. In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact. The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible. Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact. There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs. The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.	• Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation.	CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations. Interview as above, country case studies and separate interviews with officials in HQ of other organisations. Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.

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EQ6: Sustainability and connectedness for humanitarian operations			
EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups? *EQ6.2* Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme **EQ6.3** Degree to which benefits continue to accrue after the Finnish funding ends. **EQ 6.4** To what extent do short-term activities take longer-term development or human rights objectives into account.	The results targeted and achieved are able to persist even after funding ends, given institutional and financial factors. Increase of partner or international or government or private sector expenditure focusing on the objectives initially identified by the CSO. CSO interventions are ecologically sustainable and contribute to ecological sustainability, where this is relevant. What is the contribution to enhanced resilience? CSO guidance and implementation prioritise sustainability and handover or exit strategies. Capacity building has been sufficient to sustain development or humanitarian processes Evidence of the engagement of local-level institutions and individuals (experts or otherwise) in project design and implementation as well as commitment to institutional and human resource development. Result information management systems are well-developed The presence of the CSO is adapted to implementation experience, changing country contexts The CSO has contributed to better reporting within the MFA on results from Finnish aid, which has supported the sustainability of Finnish aid. Is/was there a viable exit strategy in place? How have lessons learned from this and previous projects considered in the formulation and implementation of the operation? CSO activities have reinforcing effects for other operations, and no harmful consequences can be detected, in particular in relation to capacity development, protection of human rights, and private sector development.	• Percentage of CSO projects in which sustainability aspects have been taken care of (e.g., percentages of projects funded by the government budget after the completion of project). • Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored. • Evidence of improvements in reporting over the years in the areas that are connected to the existing humanitarian operations by taking these operations into account. • Citation of lessons learned, evaluation findings, real time monitoring, in the documents formulating proposals and planning. • Continuation of the achievement of results after the end of the operational support provided by the CSO.	CSO network and alliance as well as individual project reporting Existing evaluations (and other relevant), reviews and reports on CSO related activities Interviews with all stakeholders after the intervention has ended, or when the end point can be anticipated Interviews with government officials, country-based donors and project managers of various projects Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.

EVALUATION

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II:

SYNTHESIS REPORT
2017