EVALUATION

Programme-based Support through Finnish Civil Society Organizations III

Evaluation on Finland's Development Policy and Cooperation

2017/5

EVALUATION 3 ON THE PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS, FOUNDATIONS AND UMBRELLA ORGANIZATIONS

Meta-Analysis

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ACRONYMS AND ABBREVIATIONS

€	Euro
AAP	Accountability to Affected Populations
Abilis	Abilis Foundation – Finnish NGO Foundation for supporting people with disabilities
CBO	Community-Based Organisation
CCO	Cross-Cutting Objective
CMI	Crisis Management Initiative
CSO	Civil Society Organisation
Demo Finland	Political Parties of Finland for Democracy
DPF	Disability Partnership Finland
DRC	Democratic Republic of Congo
DRR	Disaster preparedness and disaster risk reduction
EQ	Evaluation Question
EU	European Union
FCA	Finn Church Aid
Felm	Finnish Evangelical Lutheran Mission
FGM	Female Genital Mutilation
Fida	Fida International
FLC	Fund for Local Cooperation
FRC	Finnish Refugee Council
FS	Free Church Federation in Finland (Frikyrklig Samverkan)
FT	Fair Trade
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
HRBA	Human Rights Based Approach
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
ILO	International Labour Organisation
ISF	International Solidarity Foundation

Kehys	The Finnish Non-governmental Development Organisation Platform to the EU
KEO-30	Unit for Civil Society of the Ministry for Foreign Affairs of Finland
Kepa	The Finnish NGO Platform
KIOS	KIOS Foundation – Finnish NGO Foundation for Human Rights
LDC	Least Developed Country
LEAP	Learning through Evaluation with Accountability and Planning
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs of Finland
MO	Member Organisation
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD/DAC	OECD Development Assistance Committee
PBS	Programme-Based Support
Plan Finland	Plan International Finland
RBM	Results Based Management
RC/RC	Red Cross and Red Crescent
SASK	Trade Union Solidarity Centre of Finland
SCF	Save the Children Finland
SDG	Sustainable Development Goal
Siemenpuu	Siemenpuu Foundation – Finnish NGO Foundation for Environment
SPR	Finnish Red Cross
Taksvärkki	Operation a Day's Work Finland
ToC	Theory of Change
ToR	Terms of Reference
Umbrellas	Kepa and Kehys
UN	United Nations
UNCRPD	United Nations Convention on the Rights of People with Disabilities
WASH	Water, Sanitation and Hygiene
WVF	World Vision Finland
WWF	World Wildlife Fund Finland

TIIVISTELMÄ

Tämä meta-analyysi kokoaa yhteen Suomen ulkoministeriön (UM) tilaamien ohjelmatuki-instrumentin evaluointien tulokset. Vuosina 2016–2017 tehty evaluointi kohdistui UM:n ohjelmatukea saaneeseen 22 kansalaisjärjestöön. Näiden kansalaisjärjestöjen ohjelmatukirahoitteisissa ohjelmissa on tapahtunut kehitystä ohjelmaperusteisempaan suuntaan, kun kumppanuudet ovat pidempikestoisia, niillä on ollut pysyvämpi monivuotinen rahoitus ja tuloksia on mitattu paremmin, vaikkakin prosessi on asteittainen eivätkä useimmat kansalaisjärjestöt ole vielä kehittäneet kokonaan ja aidosti integroituja ohjelmia. Kansalaisjärjestöjen ohjelmatukirahoitteiset ohjelmat ovat hyvin linjassa valtion politiikan kanssa, mutta vuoropuhelussa, koordinaatiossa ja täydentävyydessä on yhä parantamisen varaa. Ohjelmat ovat saavuttaneet ruohonjuuritason yhteisöjä ja ne ovat vieneet perille hyvin kohdistettua tukea myötävaikuttaen kansalaisyhteiskunnan vahvistumiseen, vaikka rahoituksen pienuus rajoittaa vaikutusta. Kansalaisjärjestöt hallinnoivat ohjelmatukivaroja tehokkaasti, joskin tarvitaan vielä tarkempi analyysi siitä, millaista vastinetta osoitetuille varoille on saatu. Kestävyys on haaste ympäristössä, jolle on usein ominaista korkea riski, ja vaikka hankkeilla on usein vahva paikallinen omistajuus, organisaatioiden vahvistamista ja kansalaisuuden rakentamista on vielä lisättävä. Keskeisin suositus on, että UM:n tulisi säilyttää ohjelmatukikanava, vahvistaa sen ja muiden tukikanavien keskinäistä täydentävyyttä ja parantaa ohjelmatuki-instrumentin hallintoa ja kuulemisjärjestelmiä. UM:n pitäisi edellyttää, että kansalaisjärjestöt pohtivat selkeämmin UM:n politiikkatavoitteita ja parantavat omia interventiopolkujaan. Niiden on myös parannettava omien arviointiensa laatua sekä tulosperustaista hallintoaan ja tehokkuusanalyysiaan, kiinnitettävä enemmän huomiota sukupuolten yhdenvertaisuuteen ja ilmastokestävyyteen. Kansalaisjärjestöjen tulee myös määritellä poistumissuunnitelmansa ja seurata niitä.

Avainsanat: *Suomalaiset kansalaisjärjestöt, ohjelmatuki, tulosperustainen hallinto, ihmisoikeudet, vaikuttamistoiminta, kapasiteetin kasvattaminen*

REFERAT

I denna metaanalys presenteras samlat resultaten av en serie utvärderingar som finländska utrikesministeriet (UM) låtit utföra av finansieringssystemet med programbaserat stöd (PBS) till 22 organisationer i civilsamhället (CSO) åren 2016–2017. För sina PBS-program har CSO i fråga tagit fram ett mer programbaserat tillvägagångssätt som utmärks av längre partnerskap, mer konsekvent utnyttjande av flerårig finansiering och bättre mätning av resultat, men processen är långsam och flesta har ännu inte fullt ut tagit fram verkligen integrerade program. Deras PBS-program ligger bra i linje med statliga riktlinjer men dialogen, samordningen och komplementariteten kunde bli bättre. Organisationerna har nått ut till gräsrotssamhällen, levererat välinriktat stöd och bidragit till att stärka civilsamhället men deras bidrag begränsas av att finansieringen är blygsam. CSO styr PBS-medlen effektivt men det behövs mer ingående analyser av kostnadseffektiviteten. Hållbarhet utgör en utmaning på grund av miljöer med ofta höga risker och medan lokala ägarskapet är många gånger starkt måste det fokuseras mer på medborgarutveckling och att stärka organisationer. Viktigaste rekommendationerna är att UM ska bevara PBS-kanalen, stärka komplementariteten med andra kanaler för bistånd och förbättra styrnings- och konsultationssystemen för PBS. UM ska förutsätta att CSO mer uttryckligen återspeglar dess politiska målsättningar och förbättrar sina insatssätt, höjer kvaliteten på utvärderingar samt analyser av resultatbaserade styrningen och resursanvändningen, fäster mer uppmärksamhet vid jämställdhet och klimatmässig hållbarhet samt tar fram och följer med exitstrategier.

Nyckelord: *finländska organisationer i civilsamhället, programbaserat stöd, resultatbaserad styrning, mänskliga rättigheter, påverkansarbete, kapacitetsuppbyggnad*

ABSTRACT

This meta-analysis draws together the results of a set of evaluations commissioned by the Ministry for Foreign Affairs of Finland (MFA) on the Programme-Based Support (PBS) funding modality provided to 22 civil society organisations' (CSOs) in 2016–2017. The PBS programmes of CSOs in question have evolved a more programmatic approach characterised by more long-term partnerships, using more consistent multi-year funding and better results measurement, but the process is gradual and most are yet to fully develop truly integrated programmes. The CSOs are well aligned to government policy in their PBS programmes, but dialogue, coordination and complementarity can be improved. They have reached grassroot communities, delivered well-targeted support and have contributed to the strengthening of civil society, although the scale of contribution is limited by the small scale of funding. CSOs manage the PBS funds efficiently though stronger value for money analysis is needed. Sustainability is challenging given the often high risk settings, and while local ownership is often strong, wider organisational strengthening and citizenship building is needed. The main recommendations are that MFA should maintain the PBS channel, strengthen complementarity with other aid channels and improve PBS management and consultation systems. MFA should require CSOs to more explicitly reflect MFA policy objectives and improve their intervention pathways, improve the quality of their evaluations, as well as their results based management and efficiency analysis, pay closer attention to gender equality and climate sustainability, and specify and monitor their exit strategies.

Key words: *Finnish civil society organisations, programme based support, results based management, human rights, advocacy, capacity development*

YHTEENVETO

Johdanto

Suomen ulkoministeriö (UM) on tukenut kansalaisjärjestöjä vuosien ajan, ja tuki on perustunut kasvavassa määrin kumppanuussopimusmalliin, jonka nykyinen nimi on ohjelmatuki. Ohjelmatuelle on ominaista toistaiseksi voimassa oleva kumppanuussopimus, monivuotinen rahoitus, säännölliset edistymisen tarkastelut (periodic progress reviews), UM:n läpileikkaavien tavoitteiden noudattaminen sekä sitoutuminen selviin viestintä- ja eettisiin käytäntöihin. Tämä rahoituskanava kattoi vuonna 2008 puolet kansalaisjärjestöille annettavasta kehitysyhteistyötuesta, ja vuoteen 2016 mennessä sen osuus oli kasvanut kolmeen neljännekseen. Kun malli 1990-luvulla otettiin käyttöön, sillä tuettiin muutamaa kansalaisjärjestöä, mutta nyt sen piirissä on 22 kansalaisjärjestöä. Näiden 22 kansalaisjärjestön ohjelmatuella rahoitetut ohjelmat ovat tämän meta-analyysin kohde. Ryhmään kuuluu kuusi kansainvälisten verkostojen jäsentä: Reilu kauppa (FT), Plan Suomi (Plan), Pelastakaa Lapset ry (SCF), Suomen punainen risti (SPR), Suomen World Vision (WVF) ja Maailman luonnonsäätiö (WWF); seitsemän itsenäistä suomalaista säätiötä, jotka ovat Crisis Management Initiative (CMI), Puolueiden kansainvälinen demokratiayhteistyö (Demo), Kansainvälinen solidaarisuussäätiö (Solidaarisuus, ISF), Taksvärkki, Vammaiskumppanuus (DP), Suomen Pakolaisapu (FRC) sekä Suomen Ammattiliittojen Solidaarisuuskeskus (SASK); ja neljä uskonnollista järjestöä: Suomen Evankelisluterilainen Kansanlähetys (Felm), Kirkon Ulkomaanapu (KUA/FCA), Fida ja Frikyrklig Samverkan (FS). Mukana on myös kolme erityissäätiötä, jotka jakavat hakijoille kolmeen aihealueeseen keskittyviä apurahoja: vammaisuus (Abilis), ihmisoikeudet (KIOS) ja ympäristö (Siemenpuu); sekä kaksi kattojärjestöä (Kehitysyhteistyön Kattojärjestö KEPA ja Kehitysyhteistyöjärjestöjen EU-yhdistys Kehys), jotka toimivat suomalaisten kansalaisjärjestöjen kapasiteetin ja vaikuttamistyön tukena. Kuusi ryhmään kuuluvaa järjestöä saa myös UM:n humanitaariseen apuun kohdistuvaa rahoitusta (Pelastakaa Lapset, SPR, Kirkon ulkomaanapu, Plan, Suomen World Vision ja Fida).

Tavoite

Tämän meta-analyysin tavoitteena on koota kolmen (CSO1, CSO2 ja CSO3) UM:n tilaaman ja vuosina 2016–2017 toteutetun ohjelmatukievaluointikierroksen tulokset. Evaluointi kohdistuu suomalaisten kansalaisjärjestöjen saaman ohjelmatuen käyttöön. Toinen tavoite on analysoida näiden kansalaisjärjestöjen saaman ohjelmatuen vahvuuksia ja heikkouksia. Tuloksia on tarkoitus käyttää ohjelmatuki-instrumentin uudistamisessa ja tulevien rahoituskierrosten ohjaamisen apuna. Toiminnan laatua arvioidaan lukuisilla kriteereillä, joita ovat tarkoituksenmukaisuus (relevance), koordinaatio (coordination), täydentävyys (complementarity) ja johdonmukaisuus (coherence), vaikuttavuus (effectiveness), tehokkuus (efficiency), vaikutus (impact) ja kestävyys (sustainability). Humanitääristä apua käsitellään analyysissa, mutta koska sitä ei

rahoiteta ohjelmatuella, sitä ei arvioida niin perinpohjaisesti ja yksityiskohtaisesti kuin ohjelmatukea.

Menetelmät

Meta-analyysin näyttöpohjana ovat yksittäiset kansalaisjärjestöraportit ja niistä tehdyt kolme synteesiä. Meta-analyysia varten ei ole tehty haastatteluja eikä muuta ensisijaista tietoa (primary data) ole kerätty (joskin haastattelut olivat tärkeässä osassa kansalaisjärjestöjen evaluoinneissa ja synteeseissä). Analyysissä haasteena oli kansalaisjärjestöjen erittäin vaihteleva luonne sekä erot niiden koossa, toiminnassa, historiassa, toimintateemoissa ja -tavoissa. Henkilöstökapasiteetti vaihtelee neljästä yli kahteensataan, ja koko ohjelmatuen määrä vuosina 2010–2016 oli 1,5 miljoonan euron (Reilu kauppa) ja yli 50 miljoonan (Kirkon Ulkomaanapu) välillä.

Tausta

UM on sitoutunut kansalaisjärjestöjen pitkäaikaiseen tukemiseen, mikä näkyy meta-analyysin kohdekaudella 2010–2016 julkaistusta kolmesta poliittisesta asiakirjasta. Kansalaisjärjestöjä ei pidetä pelkkinä palveluntarjoajina. Ne ovat mukana vaikuttamistyössä, kapasiteetin kasvattamisessa, verkostoitumis- ja humanitäärisissä tehtävissä täydentävällä tavalla. Tämä pätee erityisesti ruohonjuuritason ihmisoikeusperustaiseen lähestymistapaan (HRBA). Yhteisiä politiikkateemoja ovat olleet köyhyyden ja eriarvoisuuden vähentäminen, ihmisoikeuksien edistäminen ja kestävä kehitys. Viimeaikainen painopiste on ollut hauraiden valtioiden tukeminen, ja läpileikkaavia tavoitteita ovat olleet yksityissektorin suurempi rooli ja sukupuolten tasa-arvo, eriarvoisuuden vähentäminen ja ilmastokestävyys. Vuonna 2015 kansalaisjärjestöille osoitettiin 86 miljoonaa euroa ohjelmatukena ja lisäksi 26 miljoonaa euroa humanitääristä rahoitusta. Nämä panostukset olivat noin 12 % ja 3 % Suomen virallisesta kehitysavusta (ODA). Ohjelmatuki otettiin käyttöön 1990-luvulla UM:n hallinnollisen taakan vähentämiseksi ja kansalaisjärjestöjen kehitysyhteistyön parantamiseksi. Instrumentin yleistavoitteena on vahvistaa kansalaisyhteiskunnan ja yksittäisten toimijoiden asemaa itsenäisen kansalaistoiminnan kanavina sekä Suomessa että kehitysmaissa. Se on myös pyrkinyt nostamaan kansalaisjärjestöjen strategisen sitoutumisen laatua, parantamaan niiden ja UM:n politiikan yhdensuuntaisuutta ja rakentamaan yhtenäisempiä ohjelmia, joiden tulosperustainen hallinto on vankkaa toiminnan tulosvastuun ja uskottavuuden parantamiseksi suomalaisen veronmaksajien silmissä.

Havainnot

Saamansa ohjelmatuen avulla kansalaisjärjestöt ovat kehittyneet ohjelmallisempaan suuntaan, jolle on tunnusomaista pidempiaikaiset kumppanuussuhteet harvalukuisemmissa maissa, pysyvämpi monivuotinen rahoitus, koordinaatio ja yhtenäisyys sekä parempi tulosten mittaus. Monen kansalaisjärjestön pitää kuitenkin vielä tehdä paljon töitä aidommin integroidun ohjelman rakentamiseksi. Huolimatta siitä, että ohjelmatukimalli kannustaa luomaan strategisemmat puitteet kansalaisjärjestöjen hankekokonaisuudelle, nykyiseen hankerahoitukseen ja kumppanuussitoumuksiin liittyvä jähmeys on merkinnyt sitä, että useimmat kansalaisjärjestöt ovat vain asteittain kehit-

täneet yhtenäisempiä ohjelmia ja vähentäneet ohjelmissaan yhä näkyvää pirstaleisuutta. Suuriin kansainvälisiin verkostoihin kuuluvat kansalaisjärjestöt, joilla on suurempi kapasiteetti ja enemmän kokemusta, näyttävät edenneen pidemmälle näiden puitteiden luomisessa verrattuna pienempiin Suomessa toimiviin kansalaisjärjestöihin.

On selvää näyttöä siitä, että ohjelmatuki on lisännyt kansalaisjärjestöjen ohjelmien tarkoituksenmukaisuutta (relevance), koska tuki on paremmin linjassa UM:n politiikan kanssa ja tarjoaa samalla ennustettavampaa ja joustavampaa rahoitusta kansalaisjärjestöille ja niiden paikallisille kumppaneille. Kohdemaatason koordinaatiota (coordination) ja täydentävyyttä (complementarity) suhteessa muihin kehitystoimijoihin ja Suomen suurlähetystöihin voi kuitenkin vielä parantaa, ja parantamisen varaa on myös UM:n ja ohjelmatukea saavien kansalaisjärjestöjen välisessä vuoropuhelussa. Joitain yhteyksiä on myös yksityissektorin toimijoihin siellä, missä on mahdollisuuksia täydentävien suhteiden luomiseen ja UM:n rahoituksen hyödyntämiseen. Humanitäärisellä avulla on sinänsä saatu hyviä tuloksia, mutta se voitaisiin yhdistää paremmin ohjelmatukipohjaiseen kehitysrahoituskanavaan.

Vaikuttavuuden (effectiveness) näkökulmasta kansalaisjärjestöt ovat saaneet yhteyden laajaan ruohonjuuritason yhteisöjen kirjoon ja antaneet hyvin kohdennettua tukea kumppaneille ja hyödynsaajille, jotka eivät muuten olisi saaneet tätä apua. Tuki on saavuttanut myös uhanalaisissa olosuhteissa olevia ihmisiä, joiden oikeuksia ei välttämättä tunnusteta. Kaikkiaan kansalaisjärjestöt ovat vahvistaneet kansalaisyhteiskuntaa monilla tavoin ja niiden kunkin erityisosaamispolkuja seuraten. Niiden myötävaikutuksen mittakaava on kuitenkin rajallinen rahoituksen suhteellisesta vähäisyydestä ja hankkeiden pirstaleisuudesta johtuen, kun taas heikkolaatuiset evaluoinnit ovat haitanneet korkeamman tason tuloksia koskevaa tiedonsaantia. Jälkimmäinen seikka on tärkeä, sillä paremman näytön avulla onnistuneista interventioista voisi olla hyötyä paitsi erillisinä esimerkkeinä kansalaisjärjestöjen hyvästä toiminnasta myös malleina, joiden nojalla toiset, suuremmilla resursseilla liikkeellä olevat tahot voivat jakaa ja kopioida avun antamistapoja.

Tehokkuus (efficiency) myönnettyjen varojen käyttösuhteina, hallintokustannustasoina ja omarahoitusosuudella mitattuna on positiivinen. Kansalaisjärjestöjen evaluoinnit eivät tuota yksityiskohtaisempia kustannusanalyyseja, joten on vaikea sanoa juuri mitään eri ohjelmatyyppien kustannusvertailuista, yksikkökustannusten ja kustannusnormien vertailusta tai muista seikoista, joilla mitataan avustusrahalle saatavaa vastinetta. Analyysejä ei myöskään ole ohjelmatuki-instrumentin avulla saavutetuista (tai menetetyistä) säästöistä verrattuna muihin rahoitusinstrumentteihin, vaikka periaatteessa ohjelmatuen avulla kansalaisjärjestöjen tulisi pystyä välttämään työn päällekkäisyyttä ja vähentämään hallinnon määrää. UM:n näkökulmasta ohjelmatuki on parantanut tehokkuutta ja auttanut vähentämään hallinnollista taakkaa ja samalla parantanut kansalaisjärjestöjen tulosvastuuta säännöllisten kuulemis- ja raportointimenettelyjen kautta.

Läpileikkaavien tavoitteiden kohdalla saavutukset sukupuolten tasa-arvokysymyksissä liittyvät enemmänkin naisten osallistumisen lisäämiseen kuin sukupuoliroolien perustavanlaiseen muuttamiseen. Vaikka onkin osoitettavissa

monia myönteisiä esimerkkejä eriarvoisuuskysymysten esiin nostamisesta, erityisesti tasa-arvoa ja haavoittuvuutta koskevien kokonaistulosten mittaaminen näyttää olleen hyvin vähäistä, melko satunnaista tai vähän vakuuttavaa. Suurin osa kansalaisjärjestöistä on kiinnittänyt paljon vähemmän huomiota ilmastokestävyysasioihin. Vaikka useimmat kansalaisjärjestöt näkevät ihmisoikeudet keskeisenä edistämistä vaativana asiana ja tässä suhteessa on useita esimerkkejä siitä, että kansalaisjärjestöt ovat myötävaikuttaneet parempaan lainsäädäntöön tai ovat vahvistaneet kaikkien haavoittuvimpien kapasiteettia, ihmisoikeusperustaisen lähestymistavan käytännön soveltaminen jää useimmissa tapauksessa epäselväksi.

Kansalaisjärjestöjen toimien kestävyyttä (sustainability) on vaikea saavuttaa alueilla, joilla kansalaisyhteiskunnan tila on supistumassa tai joilla valtion viranomaiset vastustavat reformeja tai eivät edes tunnusta perusihmisoikeuksia. Kansalaisjärjestöt ovat usein tarkoituksellisesti valinneet heikompia kumppaneita tukensa kohteiksi, koska ne ovat sitoutuneet työskentelemään esimerkiksi sellaisten orastavien vammaisryhmien tai hauraiden poliittisten tai ympäristöliikkeiden kanssa, jotka eivät voi saada tukea muualta. Näissä tilanteissa on todennäköisesti vaikeampi saada kestäviä tuloksia, vaikka perustelut tuen antamiselle ovat vahvat. Näiden tekijöiden valossa kestävyys vaikuttaa todennäköisemmältä siellä, missä sitoutuminen on pysyvää ja pitkäkestoista, kapasiteetin kasvattaminen on ollut vahvaa ja valtion viranomaiset ovat halukkaita ottamaan kansalaisjärjestöjen aloitteita hoitaakseen. Paikallistason omistajuus näyttäytyy avainasiana, ja tässä suhteessa monien kansalaisjärjestöjen ohjelmat olisivat voineet kiinnittää enemmän huomiota organisaatioiden kapasiteetin kasvattamiseen ja kansalaisuustietoisuuden rakentamiseen. Pidemmän aikavälin tavoite kansalaisten osallistumisen ja talous-, yhteiskunta- ja poliittiseen elämään vaikuttamisen vahvistamisesta on vielä saavuttamatta muilta osin kuin niillä yhteisötason alueilla, joilla kansalaisjärjestöt toimivat. Etujen ajamis- ja vaikuttamistyö on ollut laajaa sekä kansallisilla että kansainvälisillä foorumeilla, mutta nämä laajemmat osallistumisprosessit eivät näytä vielä aiheuttaneen merkitsevää kansalaisuutta vahvistavaa muutosta.

Suositukset

1. UM:n tulisi säilyttää suunniteltu nelivuotiskausi ja jopa pidentää sitä tulevaisuudessa, jotta voidaan parantaa toiminnan ennakoitavuutta ja kestävyyttä kansalaisyhteiskunnan uudistamisen pitkäkestoinen ja monitahoinen luonne huomioon ottaen.
2. UM:n tulisi tehdä yhteistyötä ohjelmatukea saavien kansalaisjärjestöjen kanssa ja kehittää selvempi ohjeistus siitä, miten palveluiden tuottaminen ja kapasiteetin kasvattaminen tulisi liittää vaikuttamistyöhön, jotta se voisi myötävaikuttaa kansalaisyhteiskunnan muuttamista koskevaan yleispäämäärään. Ohjeistuksen tulisi laajeta suuntaan, jota vuoden 2017 Kehityspoliittinen kansalaisyhteiskuntalinjaus esitti.
3. UM:n tulisi pyytää (ja tarpeellisilta osin täydentää olemassa olevia UM:n ohjeistuksia) kansalaisjärjestöjä suunnitteluvaiheessa:

- omaksumaan paremmat muutosteoriat sen osoittamiseksi, miten niiden interventiopolut johtavat odotettuun vaikutukseen;
- tekemään systemaattisesti mm. sukupuoleen ja haavoittuvaan asemaan liittyviä tarveanalyyseja suunnitteluvaiheessa.
- laatimaan selvän tiekartan ja mekanismit ihmisoikeusperustaisen lähestymistavan (HRBA) soveltamiseksi.

4. UM:n pitäisi muodostaa yhdessä kansalaisjärjestöjen kanssa työryhmä, jonka tehtävänä olisi kehittää tapoja parantaa seurantaa, arviointia ja raportointia, jotta tulokset (results) ja vaikutukset (impact) tunnistettaisiin paremmin. Tässä pitäisi:
   - koota paremmin yhteen kaikkien ohjelmatukea saaneiden kansalaisjärjestöjen ohjelmien sektori- tai teemakohtaiset tulokset;
   - harventaa tulostason raportointia siten, että se kattaa alkuvaiheen (lähtötaso, baseline), puolivälin (lyhyen aikavälin tulokset) ja loppuvaiheen (pitkän aikavälin) tulokset;
   - parantaa kansalaisjärjestöjen teettämien evaluointien laatua siten, että evaluoinnit tarjoaisivat näyttöä myös monitahoisemmista korkeamman tason tuloksista; harkita mahdollisuutta tehdä enemmän yhteisevaluointeja yhteisistä teemoista; sisällyttää erityisesti kansalaisjärjestöjä koskevat ohjeet evaluointikäsikirjaan, lisäämällä viitteeitä kirjallisuus- ja Internet-lähteisiin ja työkaluihin, joita on onnistuneesti käytetty aiemmissa kansalaisjärjestöjen evaluoinneissa.
5. UM:n pitäisi vahvistaa koordinaatiota (coordination) ja täydentävyyttä (complementarity) etenkin Suomen prioriteettimaissa seuraavin keinoin:
   - vahvistaa olemassa olevia kansalaisjärjestöjen yhteisiä mekanismeja suunnittelussa, seurannassa ja tulosten jakamisessa ja rakentaa alustoja, joilla kokemusten vaihto voi olla laajempaa (paitsi kansalaisjärjestöjen, ministeriön ja suurlähetystöjen, myös yliopistomaailman ja yksityissektorin kesken) teema- ja kohdemaatasolla;
   - lisätä asianomaisten sektorien neuvonantajien osallistumista kansalaisjärjestöjen kanssa käytäviin asiakysymyskeskusteluihin ja käyttää suurlähetystön paikallista henkilökuntaa runsassisältöisempään kuulemistyöhön;
   - pohtia kansalaisjärjestöjen roolia UM:n maakohtaisissa strategioissa ja tällä tavoin luoda yhteyksiä muihin UM:n tukikanaviin ja edistää UM:n kansalaisyhteiskuntapolitiikan tavoitteita;
   - tukea suurlähetystöjä ottamaan aktiivisempaa diplomaattista kantaa kansalaisyhteiskunnan tilan puolustamisessa;
   - kannustaa kansalaisjärjestöjä laatimaan yhteisiä ohjelmia, jotka johtavat resurssien yhdistämiseen tai yhteisrahoitukseen, mikä lisäisi interventioiden mittakaavaa ja täydentävyyttä. Tämä voisi tapahtua teema-alueilla, joilla kansalaisjärjestöillä on vahvaa erityisosaamista (kuten vammaisuus, ympäristö, ihmisoikeudet ja opetuksen tuki);

- luoda vahvempi yhteys humanitäärisen ja ohjelmatuen rahoituskanavien hallinnon välille poistamalla UM:n sisäisen tiiviimmän koordinaation esteitä (esimerkiksi luomalla samanlainen yksikkö, joka on vastikään perustettu Tanskan ulkoministeriöön kansalaisjärjestötyön ja humanitäärisen työn rahoituksen yhdistämiseksi) ja parantaa kansalaisjärjestöjen rakenteissa olevia järjestelmiä, jotta siirtymät niiden välillä helpottuisivat.

6. UM:n pitäisi edellyttää, että kansalaisjärjestöt sisällyttävät raportointiinsa yksityiskohtaisemmat kustannustehokkuusanalyysit, ml. kustannus-tuotosvertailut (comparison of costs to outputs) ja muut rahankäytön tulosvastaavuutta (value for money) mittaavat menettelyt, kuten yleiskustannusten (overhead) ja toimintakustannusten (operational costs) osuuksien vertailu; UM:n pitäisi myös kannustaa kansalaisjärjestöjä luomaan kestävämmät rahoitusstrategiat ja tehdä tästä osa tukihakemusten arviointiprosessia.
7. UM:n tulisi parantaa ohjelmatukihallintoa seuraavin keinoin:
   - varmistaa että ohjelmatuki-instrumentin hallinnossa on riittävästi työvoimaa. Tämä voidaan tehdä joko lisäämällä henkilökuntaa tai pohtimalla ohjelmatuen ja muun kuin ohjelmatuen hallinnon osien ulkoistamista, jotta sillä olisi ohjelmatukea saavien kansalaisjärjestöiden kannalta strategisempi rooli ja se tukisi niitä paremmin tulevaisuudessa.
   - tarkastella vuosittaisten kuulemisten mallia sisältöasioihin keskittyvien keskustelujen edistämiseksi, jotta ne voitaisiin ottaa huomioon seuraavien vuosisuunnitelmien valmistelussa. Kuulemiset pitäisi käydä vuosikertomusluonnosten valmistuttua eli touko-kesäkuussa. Lopullisen vuosikertomuksen muodollinen hyväksyntä voitaisiin järjestää erillisenä vaiheena;
   - edellyttää kansalaisjärjestöiltä yksityiskohtaisempia riskinhallinta- ja -seurantasuunnitelmia.
8. UM:n pitäisi kannustaa kansalaisjärjestöjä edistämään paikalliskumppanien kapasiteetin kasvattamista erityisesti laajemmalla institutionaalisella tasolla. Tämä saattaa edellyttää suurempaa perusrahoitusosuutta, jotta voidaan tukea hauraita ja arkaluotoisilla alueilla nopeasti muuttuvissa olosuhteissa toimivia järjestöjä, sekä pitempiaikaisia kumppanuussuhteita.
9. UM:n pitäisi edellyttää, että kansalaisjärjestöt:
   - laativat ja dokumentoivat asianmukaiset poistumissuunnitelmat (exit strategies), sitovat ne tuloksille määriteltyihin virstanpylväisiin ja ulkoiseen kontekstiin sekä päivittävät niitä vuosittain. Oleellisissa tapauksissa poistumissuunnitelmia tulee pohtia humanitäärisen avun ja kehityksen välisessä yhteydessä.
   - tarttuvat paikalliskumppanien taloudellista kestävyyttä koskevaan kysymykseen kannustamalla niitä kehittämään vaihtoehtoisia rahoitus- tai tulonmuodostusmekanismeja.

10. UM:n pitäisi edellyttää, että kansalaisjärjestöt:

    - kehittävät menetelmiä ja välineitä, joilla seurataan, arvioidaan ja raportoidaan läpileikkaaviin tavoitteisiin liittyviä tuloksia, myös lopputulosten (outcome) tasolla.
    - kiinnittävät enemmän huomiota ilmastokestävyyteen (climate sustainability), varsinkin kun kyse on kansalaisjärjestöistä, jotka tekevät humanitääristä tai toimeentuloon liittyvää työtä.

11. UM:n pitäisi myös kannustaa kansalaisjärjestöjä etsimään edelleen tapoja laajentaa globaalikasvatustyötään Suomessa ja mitata tehokkaammin jo tekemäänsä työtä. Tämä auttaa varmistamaan sen, että suuri yleisö tulee tietoisemmaksi kehitysongelmista ja siten suomalainen tuki kehitysyhteistyölle vahvistuu.

SAMMANFATTNING

Inledning

Finländska utrikesministeriet (UM) har understött organisationer i civilsamhället (CSO) under en lång tid och alltmer via det partnerskapssystem som numera kallas programbaserat stöd (PBS). PBS utmärks av öppna partnerskapsavtal, flerårig finansiering, periodiska granskningar av framsteg, iakttagande av UM:s tvärgående mål och ett engagemang för klar kommunikation och etisk praxis. Denna särskilda finansieringskanal har vuxit från hälften av allt stöd till utvecklingssamarbete hos CSO år 2008 till tre fjärdedelar år 2016. Då systemet introducerades på 1990-talet fick ett par CSO stöd medan numera är de redan 22 till antalet. PBS-programmen hos dessa 22 CSO utgör temat för denna metaanalys. De omfattar sex medlemmar av internationella nätverk – Fair Trade (FT), Plan International Finland (Plan), Rädda Barnen (SCF), Finlands Röda Kors (FRK), World Vision Finland (WVF) och Världsnaturfonden (WWF) – sju oberoende finländska CSO – Crisis Management Institute (CMI), Demo Finland, Solidaritet (ISF), Dagsverke, Samverkan inom funktionsnedsättning (DP), Finlands Flyktinghjälp (FRC) och Finlands Fackförbunds Solidaritetscentral (SASK) – samt fyra trosbaserade organisationer – Finska Missionssällskapet (FMS), Kyrkans Utlandshjälp (FCA), Fida International och Frikyrklig Samverkan (FS). Det finns också tre särskilda stiftelser som beviljar bidrag inom tre områden – funktionsnedsättning (Abilis), mänskliga rättigheter (KIOS) och miljön (Siemenpuu) – och två paraplyorganisationer (Kepa och Kehys) som sysslar mer kapacitetsstöd och påverkansarbete för finländska CSO. Sex av dessa får också stöd till humanitärt bistånd från UM (SCF, FRK, FCA, Plan, WVF och Fida).

Målsättning

Målet för denna metaanalys är att samlat presentera resultaten av tre utvärderingsrundor av PBS som UM låtit utföra (CSO1, CSO2 och CSO3) åren 2016–2017. Utvärderingarna fokuserade på användningen av PBS-systemet genom finländska CSO. Ett annat mål är att analysera PBS-finansieringssystemets styrkor och svagheter för dessa CSO. Avsikten är att utnyttja resultaten då PBS-instrumentet revideras och hjälpa att styra framtida finansieringsomgångar. Utvärderingen kretsade kring flera kriterier inklusive relevans, samordning, komplementaritet och samstämmighet, effektivitet, resursanvändning, inverkan och hållbarhet. Fastän humanitära biståndet tas upp i analysen finansieras det inte via PBS och utvärderas därmed inte lika ingående och detaljerat som PBS-finansieringen.

Metod

Metaanalysen förlitar sig på de fakta som presenteras i CSO-utvärderingarna och de tre relaterade sammanfattande rapporterna. Ingen intervjuades och ytterligare primärdata samlades inte in för metaanalysen (intervjuer spelade

dock en viktig roll för utvärderingarna och sammanfattande rapporterna). Analysen försvårades av att CSO i fråga har en så varierande karaktär med tanke på deras verksamhetsskala, historia, arbetsteman och verksamhetssätt. Personalen varierar från fyra till över 200 personer och totala PBS-finansieringen för 2010-2016 varierade från 1,5 miljoner euro (FT) till mer än 50 miljoner (FCA).

Bakgrund

UM har länge understött CSO, vilket återspeglas i tre policydokument från den analyserade perioden 2010-2016. CSO anses vara mer än enbart tjänsteleverantörer: de sysslar också med påverkansarbete, kapacitetsuppbyggnad, nätverk och humanitära funktioner på ett kompletterande sätt, särskilt via ett tillvägagångssätt baserat på mänskliga rättigheter (HRBA) på gräsrotsnivå. Gemensamma politiska teman har handlat om att bekämpa fattigdom och ojämlikhet samt främja mänskliga rättigheter och hållbar utveckling. Nyligen har det också fokuserats på stöd till instabila länder, en större roll för privata sektorn, jämställdhet, bekämpning av ojämlikhet och klimatmässig hållbarhet som tvärgående mål. År 2015 fick CSO PBS-finansiering på 86 miljoner euro och humanitärt bistånd på ytterligare 26 miljoner. Dessa bidrag utgjorde cirka 12 respektive 3 procent av totala finländska offentliga utvecklingsbiståndet. PBS introducerades på 1990-talet för att minska UM:s administrativa börda och förbättra utvecklingssamarbetet hos CSO. Systemets övergripande mål är att stärka ställningen för civilsamhället och enskilda aktörer som kanaler för oberoende civil verksamhet i både Finland och utvecklingsländer. Ett annat mål har varit att höja kvaliteten på strategiska engagemanget hos CSO, förbättra anpassningen till UM-riktlinjer och skapa mer samstämmiga program med starka resultatbaserade styrningssystem som å sin sida förbättrar redovisningen för och trovärdigheten bland allmänheten i Finland.

Resultat

Genom sitt PBS-stöd har CSO tagit fram ett mer programbaserat tillvägagångssätt som utmärks av längre partnerskap i färre länder, konsekventare flerårig finansiering, samordning och samstämmighet samt bättre mätning av resultat. Många CSO måste dock arbeta vidare för att ta fram ett verkligen integrerat program. Fastän PBS-systemet manar att skapa en mer strategisk ram för projektportföljen hos CSO har trögheten i nuvarande projektfinansiering och partnerengagemang inneburit att flesta CSO endast gradvis skapat samstämmiga program och gjort något för att fokusera sina fortfarande utspridda program. CSO som tillhör större internationella nätverk tenderar att ha kommit längre i att skapa sådana ramar jämfört med mindre CSO baserade i Finland eftersom de har mer kapacitet och erfarenhet.

Det finns bra belägg på att PBS-stödet ökat relevansen av programmen hos CSO. Det har lett till att de ligger bättre i linje med riktlinjerna hos UM och att CSO och deras lokala partners får mer förutsägbar flexibel finansiering. I länderna kunde samordningen och komplementariteten med andra utvecklingsaktörer och finländska ambassader dock förbättras och det finns utrymme för att förbättra dialogen mellan UM och CSO som får PBS. Dessutom finns det få kopplingar till aktörer inom privata sektorn då det finns möjligheter att skapa kompletterande relationer och få en hävstång på finansieringen från UM.

Humanitära biståndet kan också visa på bra resultat men det kunde länkas bättre samman med PBS-kanalen för utvecklingsfinansiering.

Vad gäller effektivitet har CSO nått ut till en omfattande grupp samhällen på gräsrotsnivå och levererat välinriktat stöd till partners och förmånstagare som annars inte hade fått sådan hjälp och i svåra omständigheter där endast få rättigheter eventuellt erkänns. Sammanlagt har de bidragit till att stärka civilsamhället på flera sätt och via olika vägar som återspeglar deras specialområden. Omfattningen av deras bidrag begränsas dock av att deras finansiering är relativt blygsam och deras projekt utspridda, medan ofta dåliga utvärderingar gör det svårt att få information om resultat på högre nivåer. Det senare är en viktig fråga eftersom med bättre belägg kunde framgångsrika insatser inte endast utgöra isolerade exempel på bra CSO-verksamhet utan också modeller för tillhandahållande av bistånd som kan spridas och upprepas av andra med mer resurser.

Resursanvändningen är positiv med tanke på andelen utbetalningar, nivån på förvaltningskostnader och självfinansiering. I CSO-utvärderingarna ingår dock inte mer detaljerade kostnadsanalyser och därmed kan inte mycket sägas om komparativa kostnader mellan programtyper, enhetskostnader jämfört med kostnadsnormer eller andra indikatorer för kostnadseffektivitet. Det finns inte heller någon analys av eventuella inbesparingar (eller förluster) som uppstått då PBS utnyttjats jämfört med andra finansieringssystem, fastän i princip ska CSO undvika dubbelarbete och ha färre förvaltningsnivåer. Ur UM:s perspektiv har PBS förbättrat resursanvändningen och hjälpt att minska administrativa bördan samt ökat redovisningsskyldigheten för CSO via regelbundna processer för samråd och rapportering.

Vad gäller tvärgående mål handlar resultat kring jämställdhet mer om att öka kvinnors deltagande än om att få till stånd grundläggande förändringar i könsroller. Samtidigt som många positiva exempel kan lyftas fram i arbetet med ojämlikhet verkar samlade resultatet specifikt kring jämlikhet och sårbarhet ha mätts endast delvis, ganska sporadiskt och ofullständigt. Det kan slutligen nämnas att flesta CSO fäst klart mindre uppmärksamhet vid klimatmässig hållbarhet. Fastän flesta CSO har ansett mänskliga rättigheter vara en central fråga att främja och i detta sammanhang finns det många exempel på att CSO bidragit till bättre lagstiftning eller mer kapacitet hos de mest sårbara, förblir det fortfarande oklart hur HRBA tillämpats i praktiken i flesta fall.

Det är inte lätt att uppnå hållbarhet i CSO-stödda insatser då utrymmet för civilsamhället minskar eller statliga myndigheter motarbetar reformer eller inte ens erkänner grundläggande mänskliga rättigheter. CSO väljer ofta medvetet svagare partners för stödet på grund av sitt engagemang för att arbeta med till exempel framväxande grupper för funktionshindrade eller svaga politiska eller miljörörelser som inte kan få stöd någon annanstans. I sådana situationer är det troligen mer utmanande att uppnå hållbara resultat, även om det finns en stark grund för stöd. Med tanke på dessa faktorer verkar hållbarhet vara troligare i samband med långvarigt konsekvent engagemang och omfattande kapacitetsuppbyggnad och då statliga myndigheter är beredda att överta CSO-initiativ. Lokalt ägarskap har visat sig vara en nyckelfråga och därmed kunde många CSO-program ha fäst mer uppmärksamhet vid mer omfattande organisatorisk kapacitetsuppbyggnad och ökande av medborgarmed-

vetenhet. Långsiktiga målet att stärka människors deltagande och inverkan på ekonomiska, sociala och politiska frågor har ännu inte uppnåtts utanför den främst lokala verksamhetsnivå där CSO arbetar. Fastän det lobbats och påverkats mycket aktivt på nationella och internationella forum har det ännu inte påvisats att dessa mer omfattande processer skulle ha lett till en betydelsefull förändring i medborgarutveckling.

Rekommendationer

1. UM ska bevara planerade tidsplanen på fyra år och till och med förlänga den i framtiden för att uppnå bättre förutsäg- och hållbarhet med tanke på hur länge det tar och hur komplicerat det är att förändra civilsamhället.
2. UM ska arbeta med CSO som får PBS för att ta fram klarare vägledning om hur tillhandahållande av tjänster och kapacitetsuppbyggnad ska höra ihop med påverkansarbete och på så sätt bidra till övergripande målet att förändra civilsamhället. Denna vägledning ska fortsätta på den väg som föreslås i utvecklingspolitiska riktlinjerna för det civila samhället från 2017.
3. UM ska uppmana CSO och vid behov komplettera sina nuvarande instruktioner till CSO att i planeringsskedet
   - ta i bruk bättre förändringsteorier för att visa hur deras insatser leder till förväntade inverkan,
   - systematiskt utföra behovsanalyser inklusive jämställdhets- och sårbarhetsanalyser samt
   - ta fram en klar färdplan och mekanism för tillämpningen av HRBA.
4. UM ska tillsätta en arbetsgrupp med CSO för att ta fram sätt att förbättra övervakningen, utvärderingen och rapporteringen för att bättre fånga upp resultat och inverkan. Detta ska inkludera
   - bättre sammanslagning av data om resultat på programnivå mellan alla CSO som får PBS efter sektor eller tema,
   - mer sällan förekommande rapportering av resultat med rapportering i början (utgångsläget), halvvägs (om resultat på kort sikt) och i slutet (om resultat på lång sikt) samt
   - högre kvalitet på utvärderingar som CSO låter utföra för att göra något åt bevisklyftan i mätningen av mer komplicerade resultat på högre nivåer. Fler samfällda utvärderingar av gemensamma teman ska övervägas. Vägledning specifik för CSO ska inkluderas i utvärderingsmanualen tillsammans med hänvisningar till litteratur och webbsidor samt instrument som framgångsrikt utnyttjats i tidigare utvärderingar av civilsamhället.
5. UM ska stärka samordningen och komplementariteten särskilt i länder som Finland prioriterar genom att
   - stärka existerande gemensamma CSO-mekanismer för att planera, övervaka och sprida resultat samt skapa plattformer för mer omfattande spridning av erfarenheter (med CSO, UM och ambassader men också universitetsvärlden och privata sektorn) på tematiska nivåer och landsnivå,

- i högre grad involvera rådgivare för relevanta sektorer i mer substantiella diskussioner med CSO och utnyttja lokal ambassadpersonal för mer berikande samråd,
- låta CSO:s roll återspeglas i sina landstrategier och på så sätt skapa ett samband mellan andra UM-kanaler för stöd för att främja ministeriets politiska målsättningar för civilsamhället,
- stöda ambassader att aktivare ta diplomatiskt ställning i försvaret av utrymmet för civilsamhället,
- ge CSO incitament att ta fram gemensamma program med sammanslagning av resurser eller medfinansiering, vilket ökade omfattningen av insatser och komplementariteten. Detta kunde ske kring temaområden inom vilka CSO har omfattande expertis (t.ex. funktionsnedsättning, miljön, mänskliga rättigheter och stöd till utbildning).
- länka finansieringskanalerna för humanitärt bistånd och PBS närmare samman genom att avlägsna hinder för närmare samordning på UM (t.ex. genom att bilda en enhet såsom den som nyligen skapades av danska UM och kombinerar arbetet hos CSO med humanitärt bistånd) och förbättra systemen i CSO-strukturerna så att övergången från den ena till den andra blir enklare.

6. UM ska uppmana CSO att utföra mer detaljerade analyser av kostnadseffektivitet inklusive jämförelser mellan kostnader och resultat och andra indikatorer för valuta för pengarna, till exempel allmänna omkostnader jämfört med driftkostnader. UM ska också uppmuntra CSO att ta i bruk hållbarare finansieringsstrategier och integrera detta i processen för bedömning av förslag.
7. UM ska förbättra styrningen av PBS genom att
   - se till att det finns tillräckligt med personal för att styra PBS-instrumentet antingen genom att öka personalen eller överväga att lägga ut administrativa funktioner inom och utanför PBS för att öka sitt strategiska engagemang och bättre stöda CSO som får PBS i framtiden,
   - revidera sättet att hålla årliga samråd för att underlätta diskussioner om innehållsfrågor och ta i betraktande beredningen av nästa årsplaner. Samråd ska hållas när ett utkast till årsberättelsen är tillgängligt, det vill säga i maj-juni. Slutliga årsberättelsen kan separat godkännas formellt.
   - förutsätta att CSO mer detaljerat redogör för sina planer för att hantera och övervaka risker.
8. UM ska uppmuntra CSO att främja kapacitetsuppbyggnad hos lokala partners särskilt på mer omfattande institutionella nivån. Detta kan kräva en större andel av kärnfinansiering för att stöda svaga organisationer som verkar i känsliga och föränderliga miljöer och långvariga partnerskap.

9. UM ska uppmana CSO att
    - dokumentera lämpliga exitstrategier och koppla dem samman med milstolpar för resultat och externa faktorer samt uppdatera dem årligen. Då det är relevant ska exitstrategier beaktas i sambandet mellan humanitärt bistånd och utveckling.
    - beakta ekonomiska hållbarheten hos lokala partners genom att ge dem incitament att ta fram alternativa finansierings- eller inkomstmekanismer.
10. UM ska uppmana CSO att
    - ta fram metoder och instrument för att övervaka, utvärdera och rapportera resultat med samband till tvärgående mål också på nivån för utfall samt
    - fästa mer uppmärksamhet vid klimatmässig hållbarhet – särskilt CSO som arbetar med humanitära frågor eller försörjningsmöjligheter.
11. UM ska ytterligare uppmuntra CSO att finna sätt att utvidga sitt arbete med global utbildning i Finland och mer effektivt mäta det arbete de redan gör för att säkerställa att allmänheten är mer medveten om utvecklingsfrågor och på så sätt öka understödet för utvecklingssamarbete i Finland.

SUMMARY

Introduction

Support to civil society organisations (CSOs) has been provided by the Ministry for Foreign Affairs of Finland (MFA) for many years, and increasingly so using the partnership agreement scheme now termed programme-based support (PBS). PBS is characterised by an open-ended partnership agreement, multi-annual funding, periodic reviews of progress, adherence to the MFA's cross-cutting objectives, and a commitment to clear communications and ethical practices. This particular channel of funding has grown from absorbing half of all development cooperation provided to CSOs in 2008 to three quarters in 2016. It has expanded from supporting five CSOs in the 1990s when the scheme was first introduced to 22 CSOs today. The PBS programmes of these 22 CSOs form the subject of this meta-analysis. The group comprises six members of international networks: Fair Trade (FT), Plan International Finland (Plan Finland), Save the Children Finland (SCF), the Finnish Red Cross (SPR), World Vision Finland (WVF) and the World Wildlife Fund (WWF); seven independent Finnish CSOs including Crisis Management Initiative (CMI), Political Parties of Finland for Democracy (Demo Finland), International Solidarity Foundation (ISF), Operation a Day's Work Finland (Taksvärkki), Disability Partnership (DPF), Finnish Refugee Council (FRC), and the Trade Union Solidarity Centre of Finland (SASK); and four faith-based organisations: Finnish Evangelical Lutheran Mission (Felm), Finn Church Aid (FCA), Fida International (Fida) and Free Church Federation in Finland (FS). There are also three special Foundations that issue grants to applicants in three areas: disability (Abilis Foundation), human rights (KIOS Foundation) and environment (Siemenpuu Foundation); and two Umbrella Organisations (Kepa and Kehys) that work on capacity support and advocacy for Finnish CSOs. Six of the group are also funded by MFA to provide humanitarian assistance (SCF, SPR, FCA, Plan Finland, WVF, Fida).

Objective

The objective of this meta-analysis is to draw together the results of three rounds of PBS evaluations commissioned by the MFA (CSO1, CSO2 and CSO3) that have taken place from 2016-2017. These evaluations focus on the use of the PBS modality through Finnish CSOs. A second objective is to analyse the strengths and weaknesses of the PBS funding modality to these CSOs. The results are intended to be used in the reform of the PBS instrument and to help guide future rounds of funding. Performance is assessed around several criteria including relevance, coordination, complementarity and coherence, effectiveness, efficiency, impact and sustainability. While humanitarian assistance is considered in the analysis, as it is not funded through PBS, it does not receive as full and detailed assessment as the PBS funding.

Methodology

The meta-analysis relies for its evidence base on the individual CSO reports and the three accompanying syntheses. No interviews were conducted or additional primary data obtained for the meta-analysis (although for the CSO evaluations and syntheses interviews played an important role). The analysis was challenged by the highly varied nature of the constituent CSOs, with their different sizes of operation, histories, themes of work, and modes of operation. Staffing capacity ranges from 4 to over 200, and total PBS funding from 2010–2016 ranges € 1.5 m (FT) to over € 50 million (FCA).

Context

MFA has had a long commitment to CSO support, reflected in three policy documents over the meta-analysis period from 2010–2016. The CSOs are viewed as more than mere service providers, covering also advocacy, capacity building, networking and humanitarian functions in a complementary manner – especially with a human rights based approach (HRBA) at the grassroots level. The common policy themes have been reduction of poverty and inequality, promotion of human rights and sustainable development. A recent focus has been placed on support to fragile states, an increased role of the private sector and on gender equality, reduction of inequality and climate sustainability as cross-cutting objectives. In 2015, € 86 million was provided to CSOs for PBS funding and a further € 26 million for humanitarian funding. These contributions formed about 12% and 3% respectively of Finland's total Official Developent Assistance (ODA). PBS was introduced in the 1990s to reduce MFA's administrative burden and improve CSO development cooperation. The overall aim of the modality is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries. It has also sought to raise the quality of CSO strategic engagement, improve alignment with the MFA's policies and build more coherent programmes that use strong results based management systems that in turn improve accountability and credibility to the Finnish taxpayer.

Findings

CSOs through their PBS support have evolved a more programmatic approach characterised by more long-term partnerships in fewer countries, more consistent multi-year funding, coordination and coherence, and better measurement of results. But there is still more to do for many CSOs to develope a truly integrated programme. Despite the drive from the PBS modality to develope a more strategic framework around CSO project portfolios, the inertia of current project funding and partner commitments has meant that most CSOs have only gradually created coherent programmes and reduced the still scattered nature of their projects. CSOs belonging to large international networks tend to have advanced further in building such frameworks than the smaller CSOs based in Finland, due to their greater capacity and experience.

There is good evidence that PBS support has increased the **relevance** of CSO programmes, providing stronger alignment to the MFA policies as well as more predictable, flexible funding for the CSOs and their local partners. Coordina-

tion and complementarity in country with other development actors and with Finnish Embassies can be improved however, and there is room to improve the dialogue between the MFA and the PBS CSOs. There are also few links to private sector actors, where there are opportunities to build complementary relationships and to leverage the MFA funding. Humanitarian assistance while also showing good results, can also be linked better to the PBS development funding channel.

In terms of **effectiveness**, the CSOs have reached a wide range of grassroot communities and delivered well-targeted support to partners and beneficiaries that would not otherwise receive such assistance and in threatened circumstances where few rights may be recognised. Collectively, they have contributed to the strengthening of civil society in a variety of ways, and through different pathways reflecting their areas of expertise. But the scale of their contribution is limited by the relatively small size of their funding and scattered nature of their projects, while knowledge of their higher level results has been hampered by often weak evaluations. The latter is important because with better evidence, successful interventions could usefully act not just as isolated examples of good CSO performance, but also as models of aid delivery to be shared and replicated by others with greater resources.

Efficiency in terms of disbursement ratios, level of administration costs and of self-funding is positive. However, more detailed cost analysis is not captured in the CSO evaluations and so there is little to say about comparative costs between types of programme, unit costs against costs norms and other value for money metrics. There is also no analysis available of any savings achieved (or lost) through using PBS as opposed to other funding modalities, even though in principle the CSOs should avoid duplication of effort and reduce levels of administration. From the MFA perspective, PBS has improved efficiency, helping to reduce the administrative burden while also increasing CSO accountability through the regular consultation and reporting processes.

In terms of the **cross-cutting objectives**, achievements around gender equality is related more to increasing female participation than bringing fundamental changes in gender roles. While many positive examples can be highlighted in addressing inequality, measuring of overall results on equality and vulnerability specifically seems to have been limited, rather sporadic or inconclusive. Finally, much less attention has been paid by most CSOs to climate sustainability. Although most CSOs have seen human rights as a core issue to promote and, in that respect, there are several examples of CSOs contributing to improved legislation or enhancing capacity of the most vulnerable, the practical application of the HRBA still remains unclear in most cases.

Sustainability of CSO supported interventions is not easy where civil society space is reducing, or where state authorities resist reforms or do not even recognise basic human rights. CSOs often deliberately select weaker partners for support because of their commitment to working with, for example, incipient disability groups or fragile political or environmental movements that cannot obtain support elsewhere. In these situations the chances for sustainable outcomes are likely to be more challenging, even though the rationale for providing support is strong. Given these factors, sustainability appears more likely

where long-term consistent engagement occurs, where capacity development has been strong and where state authorities are willing to take over CSO initiatives. Local ownership is shown to be key and in this respect many CSOs' programmes could have paid more attention to wider organisational capacity development and the building of awareness of citizenship. The longer-term aim of strengthening citizens' participation and influence on economic, social and political life is yet to be established beyond the mainly community level areas of action where CSOs operate. While there has also been extensive lobbying and advocacy work in national and international fora, these broader processes of engagement have yet to be shown to achieve a meaningful shift in citizenship building.

Recommendations

1. MFA should maintain the planned four year timeframe and even extend it in future to improve predictability and sustainability, given the long-term and complex nature of civil society reform.
2. MFA should work with PBS CSOs to develop clearer guidance to explore how service delivery and capacity development should link with advocacy work and so contribute to the overall goal for transforming civil society. This guidance should expand on the direction proposed in the 2017 Guidelines for Civil Society in Development Policy.
3. MFA should request-and where necessary supplement existing MFA instructions for the CSOs in their planning phase to:
    - adopt better theories of change to demonstrate their intervention pathways towards expected impact;
    - systematically conduct needs analysis including gender and vulnerability analysis as part of the planning phase.
    - develop a clear roadmap and mechanisms for the application of HRBA.
4. MFA should form a working group with CSOs to develop approaches to improving monitoring, evaluation and reporting to better capture results and impact. This should include:
    - strengthening the aggregation of programme-level results data across all PBS CSOs by sector or theme;
    - decreasing the frequency of outcome-level reporting, with reporting at the start (baseline), then mid-term (for short term outcomes) and end-term (for long-term outcomes);
    - improving the quality of evaluations commissioned by CSOs to address the evidence gap in measuring more complex higher level outcomes. Consider conducting more joint evaluations on common themes. Include CSO-specific guidance in the Evaluation Manual with reference to literature and web-sites and to tools successfully used in past civil society evaluation.

5. MFA should strengthen coordination and complementarity especially in Finland's priority countries by:

   - strengthening existing joint CSO mechanisms to plan, monitor and share results, and build platforms for wider sharing of experiences (with CSOs, MFA and embassies but also academia and private sector) at thematic levels and at country level;
   - expanding the involvement of relevant sectoral advisers in more substantive discussions with CSOs and use local staff at Embassies for richer consultation work;
   - reflecting the role of CSOs in the MFA's country strategies and in this way create links between other MFA channels of support in order to promote MFA's civil society policy objectives;
   - supporting Embassies to take more active diplomatic positions in defence of civil society space;
   - incentivising CSOs to develop joint programmes leading to pooling of resources or co-funding that would bring interventions to a greater scale as well as build complementarity. This could take place around thematic areas where CSO expertise is strong (such as disability, environment, human rights and support for education)
   - linking the management of humanitarian and PBS funding channels more closely by removing obstacles to closer coordination within the MFA (for example by setting up a unit such as that recently created in the MFA, Denmark, that combines CSOs work and humanitarian funding) as well as improving systems within CSOs' own structures, so that transitions from one to the other are made easier.

6. The MFA should request the CSOs to include more detailed cost efficiency analysis including comparisons of costs to outputs, and other value for money measures such as level of overheads to operational costs; the MFA should also encourage CSOs to put in place more sustainable funding strategies, and build this into the proposal assessment process.

7. The MFA should improve PBS management by:

   - ensuring sufficient human resources for management of the PBS instrument, either by providing additional staffing or considering outsourcing administrative elements of PBS and non-PBS work in order to have more strategic engagement and to support the PBS CSOs better in the future.
   - revising the approach for the annual consultations in order to facilitate discussions on content issues and take into account preparation of the next annual plans. The consultations should be conducted when the draft annual reports are available, i.e. during May-June. The formal approval of the final annual report could be arranged separately;
   - requiring CSOs to elaborate risk management and monitoring plans in more detail.

8. MFA should encourage CSOs to promote capacity development of local partners, especially at the wider institutional level. This may require a greater proportion of core funding as a way to support fragile organisations operating in sensitive and rapidly changing settings, and longer-term partnering.
9. The MFA should request CSOs to:
    - document appropriate exit strategies, tie them to outcome milestones and external context as well as updating them annually. When relevant, exits strategies should also be addressed in the nexus between humanitarian assistance and development.
    - address the financial sustainability of local partners by incentivising them to develop alternative funding or income mechanisms.
10. MFA should request the CSOs to:
    - develop methods and instruments to monitor, evaluate and report on CCO related results, also at the outcome level.
    - pay greater attention to climate sustainability especially for CSOs engaged in humanitarian or livelihoods work.
11. The MFA should further encourage CSOs to find ways to extend their global education work in Finland and measure more effectively the work they already do. This is in order to ensure greater public awareness of development issues and so build the Finnish support base for development cooperation.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Programmatic approaches and strategies		
The PBS modality has improved alignment with MFA policies, by improving focus and reach towards the poor and marginalised. Relevance to local partners has been good, and PBS has allowed CSOs to address needs of the vulnerable at the grassroots and in areas of higher risk. The MFA has provided consistent and (until recently) rapidly growing support to CSOs, and has raised the emphasis on the PBS modality. Although PBS support has assisted CSOs to engage in longer-term, flexible and predictable partnerships, the programmatic nature of their strategies is undeveloped. Larger CSOs that are part of international networks have been able to move further in adopting programmatic approaches than others.	Overall, the programmatic approaches adopted by the PBS CSOs have increased the relevance and delivery of civil society development cooperation funding for MFA. Despite progress towards a more strategic framework around most CSO project portfolios, the inertia of current project funding and partner commitments has meant that progress towards coherent programmes has been gradual.	**1.** MFA should maintain the planned four year timeframe and even extend it in future to improve predictability and sustainability, given the long-term and complex nature of civil society reform.
Effectiveness: Advocacy, capacity building and service delivery		
While there are many positive examples of CSO delivery, effectiveness is stronger at output level than at outcome level, and results are mainly project rather than programme-based. Results are more concrete in the area of service delivery and CSOs often have a long track record in this area. Where advocacy is a central theme of CSO work, some good results have been achieved at both community and policy level. There is a lack of a well-defined relationship between advocacy, service delivery and capacity development in some CSO programme designs. For CSOs that focus more on service delivery and capacity building, work on advocacy has sometimes received less attention, even though advocacy is a key part of strengthening civil society.	The scattered nature of CSO projects, their highly varied operations and their different approaches makes any overall judgement on effectiveness difficult. While some CSOs integrate service delivery with capacity building and advocacy, overall there is a gap in how advocacy work is planned and undertaken in relation to these two areas.	**2.** MFA should work with PBS CSOs to develop clearer guidance on how service delivery and capacity development can link with advocacy work and so contribute to the overall goal for transforming civil society. This guidance should expand on the direction proposed in the 2017 Guidelines for Civil Society in Development Policy.

Findings	Conclusions	Recommendations
Planning and design		
Most theories of change by CSOs do not sufficiently capture their particular intervention pathways and rationale for expected impact. In many cases, use of robust situational and needs analysis as well as gender and/or vulnerability analysis at the planning phase is not sufficient or systematic enough. PBS CSOs promote human rights with a diversity of themes and approaches and most broadly align with at least some of the key principles of the HRBA. However, the practical application of HRBA still remains unclear in many cases.	Without more complete theories of change, CSOs are not able to demonstrate how their activities and results will contribute to wider civil society goals, and on what assumptions their work depends. More systematic use of gender and/or vulnerability analysis at the planning phase will strengthen the rationale and choices made prior to engagement. While promoting realization of human rights is a core part of the CSOs' work, CSOs have yet to implement fully HRBA.	**3.** MFA should request - and where necessary supplement existing instructions - for the CSOs in their planning phase to: • Adopt better theories of change to demonstrate their intervention pathways towards expected impact • Systematically conduct needs analysis including gender and vulnerability analysis as part of the planning phase • Develop a clearer roadmap and mechanisms for the application of HRBA.
Reporting, monitoring and evaluation quality		
CSOs are still building their results-based management systems based on the MFA guidance introduced in 2015. Reporting of results by CSOs remains often project specific and not at the programme level. The annual reporting cycle set by the MFA is too tight to capture outcomes. The quality of CSO evaluations is generally weak. Assumptions are rarely tracked, baselines are not collected and data collection methods tend to be relatively conventional and non-representative.	The incomplete nature of CSO outcome and impact reporting at programme level and the weak quality of evaluations have limited the ability of MFA and other stakeholders to gain an overview of collective CSO performance.	**4.** MFA should form a working group with CSOs to develop approaches to improving monitoring, evaluation and reporting to better capture results and impact. This work should: • Include strengthening the aggregation of programme-level results data across all PBS CSOs by sector or theme • Decrease the frequency of outcome-level reporting, with reporting at the start (baseline), then mid-term (for short term outcomes) and end-term (for long-term outcomes) • Improve the quality of evaluations commissioned by CSOs to address the evidence gap in measuring more complex higher level outcomes. Consider conducting more joint evaluations on common themes. Include CSO-specific guidance to the MFA Evaluation Manual with reference to literature and web-sites and to tools successfully used in past civil society evaluation.

Findings	Conclusions	Recommendations
Coordination and complementarity between the MFA, Finnish Embassies and CSOs		
CSOs have provided an important alternative and complementary channel for MFA to support hard-to-reach constituencies using conventional aid channels. At country level, most CSOs work well with their immediate partners, but the coordination with other CSOs, Finnish Embassies or the other Finnish aid channels (bilateral, multilateral, FLC) remains uneven. There is good coordination within the international CSOs and for some of those with membership structures. Pooling of funding or setting up of joint projects are not common amongst CSOs, even though this could build greater complementarity and learning. CSOs have initiated links with private sector actors and some receive considerable contributions, but joint operations with such actors have not progressed far. In sensitive fragile settings, CSOs have coordinated well with other humanitarian actors to share information and provide more secure field operations. Moving from short-term humanitarian assistance to longer term development support is hindered by weak coordination and separate funding streams of the two instruments within MFA.	While communication and networking is good, there are opportunities for stronger coordination between CSOs and MFA especially at country level. The limited cooperation and pooling of funds has restricted the potential to increase scale of delivery, leverage resources and build complementary relationships. Humanitarian assistance funding and PBS development funding have faced coordination challenges that have made transitioning difficult.	**5.** MFA should strengthen coordination and complementarity by: • Strengthening existing joint CSO mechanisms to plan, monitor and share results, and build platforms for wider sharing of experiences (with CSOs, MFA and embassies but also academia and private sector) at thematic levels and at country level • Expanding the involvement of relevant sectoral advisers in more substantive discussions with CSOs and use local staff at Embassies for richer consultation work • Reflecting the role of CSOs and other actors in the MFA's country strategies and in this way create links between other MFA channels of support • Supporting Embassies to take more active diplomatic positions in defence of civil society space • Incentivising CSOs to develop joint programmes leading to pooling of resources or co-funding that would bring interventions to a greater scale as well as build complementarity. This could take place around thematic areas where CSO expertise is strong (such as disability, environment, human rights and support for education) • Linking the management of humanitarian and PBS funding channels more closely by removing obstacles to closer coordination within the MFA (for example by setting up a unit such as that recently created in the MFA, Denmark, that combines CSOs work and humanitarian funding) as well as improving systems within CSOs own structures, so that transitions from one to the other are made easier.

Findings	Conclusions	Recommendations
Financial efficiency		
Although the level of administrative costs appear justified, the CSOs do not routinely assess and report on cost-efficiency or cost-effectiveness, such as comparing their unit costs against relevant norms whether for staffing or overheads. Many of the CSOs are highly reliant on PBS funding, and though share of alternative funding has grown, few have raised sufficient alternative funding sources to make them less vulnerable to budget cuts.	While CSOs are cost conscious, financial management and efficiency could be improved. Most CSOs, especially the smaller ones, are over-reliant on MFA resources, and have yet to develop alternative funding strategies to manage risk and build their sustainability.	**6.** MFA should request the CSOs to: • Include more detailed cost efficiency analysis in their reporting, including comparisons of costs to outputs, and other value for money measures such as level of overheads to operational costs • Put in place more sustainable funding strategies, and build this into the proposal assessment process.
PBS management		
PBS has reduced the administrative burden of CSO funding for the MFA. Limited MFA staffing have reduced capacity for rigorous oversight of CSO work. CSO-MFA discussions are mainly administrative rather than strategic and the MFA sector advisers are not fully involved. The timing of annual consultations does not support linking past results with future planning. More systematic risk management is missing especially among the smaller CSOs. There is a need for better contextual analysis, stronger monitoring and capacity building on this risk.	Although PBS reduces the MFA's administrative burden, the MFA CSO Unit has limited human resources for managing the growing PBS modality. The MFA CSO Unit needs to find ways to improve the consultation processes and level of strategic dialogue with the CSOs. The lack of systematic risk management makes some CSOs vulnerable when operating in complex and unstable environments	**7.** The MFA should improve PBS management by: • Ensuring sufficient human resources for management of the PBS instrument either by providing additional staffing or considering outsourcing administrative elements of PBS and non-PBS work in order to have more strategic engagement and to support the PBS CSOs better in the future. • Revising the approach for the annual consultations in order to facilitate discussions on content issues and take into account preparation of the future plans. The consultations should be conducted when the draft annual reports are available, i.e. during May-June. The formal approval of the final annual report could be arranged separately • Requiring CSOs to elaborate risk management and monitoring plans in more detail.

Findings	Conclusions	Recommendations
Capacity development		
While CSOs generally address the capacity building of partners, they mostly concentrate on providing project-specific capacity support and few invest in areas like organizational development or knowledge management or wider civil society strengthening. The results of capacity development generally are not well monitored and there is limited insight into organisational capacity development processes over time. Small, short term contracts limit the partner CSOs' possibilities for capacity development. The best results are achieved when there is long-term engagement with the local CSO, who is treated as a partner able to set its own priorities. Very few of the 22 CSOs provide core funding to local partners even though it is permitted under PBS rules. Experience shows that when carefully applied and managed, it can have positive results in terms of capacity development.	While local ownership is strong, CSOs' programmes could have paid more attention to wider organisational capacity development and the building of awareness of citizenship. As a result, the longer-term aim of strengthening citizens' participation and influence on economic, social and political life is yet to be established beyond the mainly community level areas of action where CSOs operate.	**8.** MFA should encourage CSOs to promote capacity development of local partners, especially at the wider institutional level. This may require a greater proportion of core funding as a way to support fragile organisations operating in sensitive and rapidly changing settings, and longer-term partnering.
Sustainability and exit strategies		
Sustainability of CSO supported interventions is not easy where civil society space is reducing, or where state authorities resist or do not commit to reforms or even recognise basic human rights. Results on sustainability are mixed and the evidence base is thin. It is more likely where state authorities are willing to take over and support CSO initiatives, especially where state and non-state interests may align, such as with disability. Local ownership by local partners is usually high because the CSOs delegate control, and are flexible and responsive. Financial sustainability is often weak where partners have relied solely on CSO funding, and have not cultivated alternative funding. Most of the CSOs provide insufficient guidance to partners on how to prepare for exits, when and if funding should end.	The PBS modality generally enhances the chances of sustainability by enabling CSOs to build long-term partnerships with local ownership. Sustainability is also more likely where state authorities step in to maintain initiatives and where local partners have developed more resilient funding. The absence of sound exit strategies is a critical gap, especially where CSOs embark on longer term support that may build dependency. The issue is not often addressed early enough in the design stage.	**9.** The MFA should request CSOs to: • Document appropriate exit strategies, tie them to outcome milestones and external context as well as updating them annually. When relevant, exits strategies should also be addressed in the nexus between humanitarian assistance and development • Address the financial sustainability of local partners by incentivising them to develop alternative funding or income mechanisms.

Findings	Conclusions	Recommendations
Cross-cutting objectives		
The CSOs address gender equality as a priority or in a cross-cutting manner and reducing inequality especially towards the most vulnerable is at the heart of their work. However, most CSOs have paid less attention to climate sustainability. Monitoring and reporting on CCOs is not systematized. Reporting on gender equality, for example, remains largely at the output level with a focus on female participation instead of transforming gender relations.	As a whole, the CSOs address the CCOs well with clearly more emphasis put on gender equality, reduction of inequality and vulnerability than on climate sustainability. Monitoring and reporting on the CCOs especially at the outcome level falls short of assessing the extent of transformative change.	**10.** MFA should request the CSOs to: • Develop methods and instruments to monitor, evaluate and report on CCO related results, also at the outcome level • Pay greater attention to climate sustainability especially for CSOs engaged in humanitarian or livelihoods work.
Global education		
There is limited evaluation evidence available on the results of global education. Examples of key achievements include sensitisation of the CSOs' own membership, as well as school programmes and platforms for people's participation in development issues.	Global education is a key complementary activity for the PBS CSOs given the need to strengthen Finnish public opinion on the role of development cooperation. Stronger evidence of the results of the CSO work on global education is needed.	**11.** The MFA should further encourage CSOs to find ways to extend their global education work in Finland and measure more effectively the work they already do.

1 INTRODUCTION

Civil society actors are an essential and integral element of Finland's development cooperation. The provision of support to them is seen as valuable means to complement other forms of development cooperation and because of their grassroots presence and ability to reach the poor and most vulnerable, to contribute to the key objective of poverty reduction and the Sustainable Development Goals (SDGs). Support to civil society organisations (CSOs) has been provided by the Ministry for Foreign Affairs of Finland (MFA) for many years, and increasingly so using the partnership agreement scheme now termed programme-based support (PBS). This particular channel of funding has grown from absorbing half of all development cooperation provided to CSOs in 2008 to three quarters in 2016. It has expanded from supporting five CSOs in 1993 when the scheme was first introduced to 22 CSOs today (see Table 1).

In 2003 the objective of the partnership scheme was to provide a means for MFA to reduce the administration burden of managing a large number of separate projects and to improve the quality of projects by concentrating funding on a small number of more professionally run CSOs. The modality has gradually evolved towards a programmatic approach underpinned by long-term partnership agreements. Previous evaluations of the partnership scheme or PBS have been conducted in 2002 (Wallenius, Uusihakala, Hossain & Mallea, 2002) and 2008 (Virtanen, Mikkola & Siltanen, 2008). Interestingly the first evaluation reportedly found no major reduction in the administration burden and that the rules governing its use were not sufficiently clear. The 2008 study was more positive and observed that there were 'evident benefits' from the scheme in terms of increased flexibility, long-term planning and reduced bureaucracy. Yet, there were still found to be gaps in the guidance provided by MFA and in the depth of dialogue. The report made several recommendations including the need for clearer guidance on how the scheme should operate, on better CSO selection procedures, and that MFA should strengthen its capacity and internal communication procedures. It recommended that the CSOs involved should focus their programmes better geographically and thematically, and on organisational development and advocacy.

Eight years later, this current report presents a meta-analysis that summarizes the findings from 19 separate evaluations of CSOs commissioned by the MFA during 2016-2017. Its purpose is to draw together the most important common findings (as well as differences) from the separate evaluations in order to give guidance on how to enhance the strategic planning and management of PBS funding modality and to provide a set of recommendations for MFA.

Table 1: Details of the 22 Civil Society Organisations included in the Meta-Analysis

Name (Acronym used in report)	Established	Key sectors/Themes/Mission	Programmatic funding since
Abilis Foundation (Abilis)	1998	To promote the human rights, equal opportunities, independent living, and activities planned by persons with disabilities in developing countries and in Eastern Europe	1998
Crisis Management Initiative (CMI)	2000	To prevent and resolve violent conflict by involving all actors relevant to achieving sustainable peace. Inclusiveness in peace processes.	2014
Political Parties of Finland for Democracy (Demo Finland)	2005	Enhancing pluralistic democracy by supporting the work and cross-party cooperation of political parties in partner countries	2013
Disability Partnership Finland (DPF)	1989	Promoting human rights, participation in society and improving the living conditions of the People with Disabilities in developing countries.	2010
Fair Trade Finland (FT)	1998	Fostering sustainable livelihoods among small producers and workers by enabling improvements in income, decent working conditions and sustainable environmental practices.	2014
Finnish Evangelical Lutheran Mission (Felm)	1859	Reduction of poverty and the realisation of human rights in a way that respects and fosters the environment.	1990s
Fida International (Fida)	1927	Reducing poverty and improving the living conditions of the most vulnerable. The work abides by the principles of Christian diaconal work: loving your neighbour, serving each other and giving voice to the poorest of the poor.	1990s
Finn Church Aid (FCA)	1947	Contributing to positive change by supporting people in the most vulnerable situations within fragile and disaster-affected regions in three thematic priority areas: right to peace, livelihood and education.	1990s
Finnish Red Cross (SPR, according to Finnish acronym)	1877	Strengthening the institutional capacity of Red Cross/Red Crescent Societies in disaster preparedness and supporting them in reaching vulnerable communities and populations affected by disasters. To improve the ability of the Red Cross and Red Crescent (RC/RC) National Societies to fulfil their government auxiliary role as well as of communities to respond to disasters and save lives.	1990's
Finnish Refugee Council (FRC)	1965	To improve the basic rights of refugees and returnees. Supporting refugees and migrants to take an active role in daily life and as part of society.	2014
Free Church Federation in Finland (FS)	1936	To help the poorest and most vulnerable people in the world. "From grassroot to grassroot" to help the individual and the member organizations in Finland to see their potential to influence and support a positive development for vulnerable people all over the world, and specially in those environments where they already operate.	2003
The International Solidarity Foundation – Solidaarisuus (ISF)	1970	To support development that strengthens democracy, equality and human rights internationally, and invite people in Finland to work towards building an equitable world. Focus on economic empowerment and ending gender based violence.	2003

Name (Acronym used in report)	Established	Key sectors/Themes/Mission	Programmatic funding since
The Finnish NGDO Platform to the EU (Kehys)	1995	Policy coherence for sustainable development: better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Focusing on advocacy towards the European Union (EU).	2010
The Finnish NGO Platform (Kepa)	1985	Giving support and creating space for its 300 plus member organisations (MOs) in their work to eradicate global poverty and inequality by uniting and strengthening them and defending their operating conditions.	2001
The Finnish NGO Foundation for Human Rights (KIOS)	1998	Strengthening the realization of human rights by supporting the human rights work of civil society in developing countries.	1998
Plan International Finland (Plan Finland)	1998	To achieve lasting improvements in the quality of life of children in developing countries, by enabling deprived children, their families and their communities to meet basic needs, and to increase ability to participate in and benefit from their societies.	2005
Trade Union Solidarity Centre of Finland (SASK)	1986	Development cooperation organisation of the Finnish trade union movement promoting decent work and core labour standards. Supporting the reduction of poverty and inequality by strengthening the trade union movement and the position of workers in developing countries.	1990s
Save the Children Finland (SCF)	1922	To inspire breakthroughs in the way the world treats children and to achieve immediate and lasting change in their lives. Working with children, adults, parents, caregivers and decision makers, and supporting them in working together for a more equal environment.	2003
Siemenpuu Foundation (Siemenpuu)	1998	To support environmental work by civil societies in developing countries with a focus also on human rights, social justice and cultural diversity. Aiming at long-term cooperation with Southern partners and increasing interaction based on equality and deepening substantial dialogue on environmental issues and Non-Governmental Organisation (NGO) cooperation between the South and the North.	2003
Operation a Day's Work Finland (Taksvärkki)	1967	To improve the living conditions and promote the human rights of children and young people in developing countries and to encourage Finnish young people towards global solidarity.	2014
World Vision Finland (WVF)	1983	To create a lasting, positive change in the lives of children, families and communities living in poverty, through a child-centred and human rights based approach. Humanitarian focus on disability inclusive Water, Sanitation and Hygiene (WASH).	2003
World Wildlife Fund Finland (WWF)	1972	To stop the degradation of the natural environment and build a future in which people live in harmony with nature.	2014

Source: Data provided by CSOs to Evaluation Team; Virtanen et. al., 2008.

2 META-ANALYSIS OBJECTIVE AND APPROACH

2.1 Objective

The objective of the meta-analysis is to draw together the results of all three rounds of PBS evaluations (CSO1, CSO2 and CSO3) that have taken place from 2016-2017 and assess them using the OECD/DAC criteria. It should secondly analyse the strengths and weaknesses of the PBS funding modality to these CSOs (Terms of Reference, ToR).

The meta-analysis should aim to promote both accountability and joint learning in terms of future policy, strategy, programming and funding allocation for the CSOs PBS programmes evaluated as well as for the MFA. The results are intended to be used in the reform of the PBS instrument (described in Box 1) as the next round of funding is currently being agreed for the period 2018-2021. It should also provide an input into the next update of the Guidelines for Civil Society in Development Policy (a draft of MFA, 2017 was available at time of writing the report) as well as guidance to the planning of the next programmes of the CSOs, Foundations and Umbrella Organisations.

Box 1. Programme Based Support

PBS as used by the MFA is characterised by several features, which include: an open-ended partnership agreement, multi-annual funding based on an action plan and defined indicators, periodic reviews of progress, shared funding arrangements, adherence to the MFA's cross-cutting objectives, and a commitment to clear communications and ethical practices. The instrument is to be applied flexibly by participating CSOs but its use should be based around a strategy and long-term development cooperation goals, planning, implementation, monitoring and evaluation methods (with indicators, including at outcome and impact level), annual reporting, and specifications of different actors' role and responsibilities. Stress is laid on achieving and measuring outcomes and impacts obtained on the ground.

Source: MFA, 2013a.

2.2 Approach

The meta-analysis follows a standard set of evaluation criteria and questions laid down in the ToR (Annex 1). Findings are aggregated against five OECD/DAC evaluation criteria and the three 'C's of the EU:

- **Relevance** in terms of Finnish policy, CSO policy, the needs of the population
- **Coordination, complementarity and coherence** in terms of alignment with other partner as well as delivery
- **Effectiveness** in the delivery of results
- **Efficiency** in terms of the resource use, risk management and results based management and role of MFA
- **Impact** in terms of the wider effects of interventions
- **Sustainability** as the continuation of benefits after interventions end.

In addition in order to meet the policy requirements of MFA, the meta-analysis considers three cross-cutting objectives (CCOs) that take into account gender equality, reduction of inequality and climate sustainability. It also assesses findings on Human Rights Based Approach (HRBA).

In examining these criteria, the meta-analysis attempts to focus on the results of the PBS modality on the various questions, and on the use of programme funds rather than on the entire strategy and work of the target CSOs. The distinction is important because some CSOs have additional funds that do not form part of the MFA's PBS support, while for other CSOs the PBS constitutes the majority of their funding.

Six CSOs (FCA, SPR, SCF, WVF, Fida, Plan Finland) are also involved in humanitarian work and used separate funding support from MFA's Humanitarian Department (as well as receiving PBS support). Although not the main focus of this study, which is on the PBS instrument, the results of these CSOs are included in specific places in order to provide useful comparisons and learning.

3 METHODOLOGY AND LIMITATIONS

3.1 Methodology

The meta-analysis uses as its main evidence base the 19 individual CSO evaluation reports based on three phases of evaluation work, termed: CSO1, CSO2 and CSO3 evaluations. CSO1 evaluation covered six CSOs, CSO2 evaluation covered a further six and CSO3 evaluation covered 11 (five CSOs plus three Foundations and two Umbrellas) (see Chapter 4.3). Three syntheses were produced at the end of each evaluation stage and these too are used as a second source of evidence for the meta-analysis. The full details of these reports are given in the References. In addition, the authors have drawn on other MFA policy documents, financial records, evaluations and studies related to the topic in question (these are specified in the different CSO reports and are not repeated here). No interviews or additional primary data collection was obtained.

The **19 evaluations** collected their evidence by interview, document study (Annex 3) and country visit. Countries were sampled carefully based upon each CSO's budget and project allocation, and preference given to countries where more than one CSO operated. The evaluations used triangulation of evidence from documents, interviews and from direct observation to explore relationships and find answers to a set of evaluation questions (EQs) organised around the OECD/DAC criteria (Chapter 2.2). Each evaluation used an **evaluation matrix** to guide the inquiry, and these contained a set of EQs based on the ToR, but adjusted to reflect the nature of the CSOs being evaluated.

The evaluation process aimed to be participatory and transparent

The evaluation process aimed to be participatory and transparent. There were opportunities for the MFA and the CSOs to interact with the evaluation teams, as well as for local partners and beneficiaries to give their views in the field and in debriefing workshops. The MFA and CSOs commented on the draft reports during validation meetings at inception stage, after the fieldwork, and at draft final report submission. All the CSOs and relevant MFA staff also submitted written comments that were taken into account in the final reports.

Country coverage: For the CSO1 evaluations, six countries were visited: Nepal, Tanzania, Kenya, Guatemala, Honduras, Liberia, Cambodia and Uganda. For CSO2: nine countries were visited: Democratic Republic of Congo (DRC) and Nepal, Kenya, Somalia, Myanmar, Ethiopia, Togo, Jordan, Uganda. For CSO3: eight countries: Nepal, Mozambique, Kenya, Zambia, India, Somaliland, Belgium (Brussels). The purpose of the field visits, which lasted from one to two weeks per CSO, was to triangulate and validate the results and assessments of the document analysis (MFA ToR, p. 16).

The three **synthesis** reports were conducted by a sub-team from each respective CSO round. These reports summarised the main findings from each round and

present a set of headline findings, lessons and recommendations. The syntheses drew on the same ToR but nevertheless contain differences in style, coverage and subject matter. For example the third synthesis, CSO3, assessed the role of PBS funding on CSO performance in detail, while CSO1 and CSO2 synthesis did not look at this topic in any particular depth. CSO1 did however conduct a detailed study on how CSOs had adopted the Results Based Management (RBM) approach provided by the MFA in its 2015 guidance document. CSO2 explored the results of humanitarian assistance and how this form of support worked alongside PBS funding.

Meta-analysis approach: The meta-analysis is guided by the MFA ToR. This requires that the analysis (i) aggregates the results of all three CSO evaluations using the OECD/DAC criteria; and (ii) assesses the strengths and weaknesses of the programme-based support to various types of CSOs, foundations and umbrella organisations.

The meta-analysis followed a systematic process of extraction of evidence from the reports. Using text search tools and close reading, a series of 'evidence statements' organised by evaluation criteria have been extracted and assembled into a spreadsheet for analysis. These statements have then been coded into positive, negative and neutral findings. To meet the second requirement of the ToR, wherever possible, statements referring to the way that PBS or 'partnership agreements' or 'framework agreements' with MFA have helped or hindered CSO performance have been identified.

While the evaluations and syntheses explored the **Theories of Change** (ToC) underpinning each organisation and compared them to a generic version (see a summary in Box 2), the meta-analysis has not pursued this analysis. This is because of the very different nature of each CSOs' approach and intervention pathway, and the lack of value in attempting to absorb these into a generic model. The MFA ToC is included for reference in Annex 4. The model makes a reasonable attempt to illustrate the different strands of work across the CSOs and draw them together in showing how they combine towards the common long-term outcome of a more vibrant, pluralistic civil society and eventual goal of poverty reduction. However, in reality the detailed connections of the various pathways are too complex to be reflected in a single model such as this, and it is treated by this meta-analysis as essentially an illustrative tool or snapshot to aid general understanding, rather than as a basis for any further analysis.

Box 2. Relationship between a generic Theory of Change and Individual CSO Theories

- The CSOs have a mixture of on the one hand well-developed and articulated ToCs (KIOS, Abilis, Demo Finland) and on the other either rather broad ToCs (Kepa, ISF, SASK) or no explicit ToC (Kehys, FS, DPF). Most use quite broad terminology that does not capture fully how their interventions connect with the desired outcomes and goals, and what assumptions they rely on.
- The analysis of the ToCs indicates that the CSOs are still in the process of building a coherent programme-level framework to justify their choice of interventions, and then using this to set out arrangements to monitor and evaluate its implementation in a way that follows sound PBS/RBM practices. Gaps to fill include the need for appropriate assumptions, and more explicit links between outputs, outcomes and impacts.

Different CSO ToCs fit within different parts of the generic ToC

- Rather like a jig-saw, the different CSO ToCs fit within different parts of the generic ToC. Some, like ISF and FS, concentrate on service delivery and capacity development pathways and are more focused on the lower part of the generic ToC, delivering community development and empowerment of local target groups. Others work on supporting local partner CSOs to strengthen capacity to deliver policy influencing, advocating for human rights or the roles of duty bearers (KIOS, Demo Finland). Others work more through networking and advocacy with the aim of building capacity of local partners (DPF, SASK). Finally, the Umbrellas (Kepa and Kehys) work along a somewhat distinct pathway, strengthening their members in the policy arena in Finland and in the EU. The specific linkages pursued by some of the CSOs, such as SASK and Kehys, cannot be fully captured in the broad framework presented in the generic ToC.

Source: Chapman, Kärkkäinen, Laine, Poutiainen, Silfverberg & Efraimsson, 2017.

3.2 Limitations

The meta-analysis relies entirely for its findings on the evidence presented in the 19 CSO evaluations and the accompanying three syntheses reports. The quality of these 22 reports is therefore critical in determining how robust the meta-analysis can be. The syntheses reports themselves assess the limitations that they faced in drawing together common findings from their contributing CSO reports. Three main limitations were stated:

- Access to a sufficiently representative number of countries and projects
- Absence of reliable financial data on budgets and expenditure
- Limited impact level evidence (overcome by use of available evaluations) and no impact evidence on global education work

A further limitation affecting this meta-analysis is that the three CSO rounds were conducted by different teams under different team leaders, so that while the approach was guided by the same MFA ToR, differences in emphasis and interpretation are apparent that would not have been so if the same company, team leader and team members had conducted the evaluations.

The CSOs have very different sizes of operation, histories, themes of work, and modes of operation

The nature of the evaluand is also a final and key limitation. The CSOs themselves (and their PBS operations) have very different sizes of operation, histories, themes of work, and modes of operation, making aggregation of results complex (see Chapter 4.3).

Six CSOs belong to international NGO entities, three are Foundations that manage grants but do not implement any projects directly, two are umbrellas that mainly advocate, coordinate and represent Finnish CSOs and have only limited presence or operations in least development countries (LDCs). Four CSOs have a religious background that underpins their development cooperation work (FS, FCA, Fida and Felm). Staffing capacity ranges from 4 to over 200, and total PBS funding from 2010-2016 ranges € 1.5 m to over € 50 million.

The three rounds of the CSO evaluations have also not focused on PBS to an equal extent. The early two evaluation rounds paid much less attention to the way in which the PBS modality influenced the key evaluation questions, and so there is much less evidence in those rounds (covering 12 of the 22 CSOs) for the meta-analysis to draw on compared to the final round.

4 CONTEXT

4.1 Finland's Policy for Support to Civil Society Organisations

The MFA sees civil society as the 'third' sector between the public and the private sectors – civil society is "*a space where people hold discussions and debates, come together and influence their society*" (MFA, 2010, p. 9). With various possible roles (Box 3), civil society can include a wide range of organisations from associations, Foundations, research institutes and the trade union movement to media, think-tanks and religious communities. According to the MFA, "*a vibrant and pluralistic civil society offers channels for participation in activities of society. At best, civil society can enhance citizens' opportunities to influence their own situation in life and to break free of the vicious circle of poverty*" (MFA, 2010, p. 6).

Box 3. MFA view on roles and tasks for the civil society in development co-operation

The MFA Guidelines for Civil Society outline a number of different roles and tasks for civil society in development co-operation:

- Promotion of human rights, democracy and good governance
- Production of basic and welfare services
- Monitoring of the State and other public-sector actors
- Defending the rights of special groups
- Increasing grassroots participation
- Promotion of a pluralistic and multifarious civil dialogue and participation in such dialogue
- Mobilization of local resources, including volunteer activities
- Testing and development of innovative operational models.

Source: MFA, 2010.

4.1.1 Role of CSOs in the Finnish Aid Programme

At the policy level, support for CSOs is guided especially by the MFA's Civil Society Guidelines, the Finnish development policies and the HRBA guidance (MFA, 2007; 2010; 2012a; 2015a; 2016a). Strengthening of civil society has been part of all three development policies of the period of the evaluation, especially the development policy of 2012, which emphasised the importance of civil society and the CSOs' role in development cooperation. The CSOs are viewed more broadly than as mere service providers, covering also advocacy, capacity building, networking and/or humanitarian functions in a complementary manner –

CSOs are viewed more broadly than as mere service providers

especially with a HRBA at the grassroots level (Table 2). In particular, the role of the CSOs is seen as essential in defending the rights of the most vulnerable.

Table 2: Expected role for the CSOs in the development policy of Finland

Development Policy 2007-2012	Development Policy 2012-2015	Development Policy 2016-2019
The special value that NGOs can add is their direct contacts with the grass-roots level and their valuable work to strengthen the civil society in developing countries. NGOs are considered an important means of providing humanitarian assistance.	Civil society is an important actor and partner in the implementation of human rights-based development cooperation. Civil society demands accountability from the government, public authorities and enterprises and thus advances democratic change. CSOs are proposed as a means to continue cooperation when bilateral projects end. CSOs are considered important in support to conflict and fragile states.	The participation of the Finnish civil society in the strengthening of civil societies in developing countries is important. In all activities, NGOs are to build on their own expertise and networks. Finnish CSOs are important in countries or groups which cannot be reached by the means and tools of Finnish Official Development Assistance (ODA). Finnish civil society is encouraged to work in the poorest countries.

Source: MFA, 2007; 2012a and 2016a.

The need for the CSOs to contribute to Finland's overall development policy objectives is at the core of the MFA policy (Table 3). The common development policy themes throughout the evaluation period have been reduction of poverty and inequality, promotion of human rights as well as sustainable development - including climate, environment and management of natural resources. Since 2012, increasing explicit emphasis has been put on democracy, employment and human development and, since 2015, also on women and girls as well as on food security. The thematic emphasis on security in the 2007-2012 policy has shifted towards geographic prioritization of fragile states and those suffering from conflict or natural disasters. Gender equality and the reduction of inequality as well as climate and environmental sustainability have been common CCOs (see Chapter 5.5), while emphasis has been put on a priority set of LDCs and fragile states (MFA, 2007; 2012a; 2016a). The latest CSO Guidance policy (MFA, 2017) also calls for greater effectiveness in line with the Istanbul Principles for CSO Development Effectiveness (Open Forum for CSO Development Effectiveness, 2010).

The MFA's present Development Policy (MFA, 2016) has an increasing focus on the potential for private capital to contribute more to development. In 2014, foreign direct investment to LDCs stood at USD 680 billion, five times more than development cooperation, and migrants' remittances stood at USD 426 billion (MFA, 2016, p. 10). Hence, the MFA is increasingly underscoring the need to form deeper partnerships with the private sector.

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.*' (Brusset et al., 2017, p. 35)

Table 3: Development policy priorities of Finland

Development Policy 2007-2012
Key goals – Poverty eradication – Sustainable development.
Themes – Promoting ecologically, economically and socially sustainable development in accordance with Millennium Development Goals – Climate and environment – Respect for and promotion of human rights – Links between development, security and human rights.
Cross-cutting objectives – Gender equality, women and girls – Social equality and equal opportunities for participation – Combating of HIV/AIDS as a health and social problem.
Geographic priorities – Least developed countries.
Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Nicaragua – Tanzania – Vietnam – Zambia.
Development Policy 2012-2015
Key goals – Poverty reduction – Human rights and societal equity.
Themes – Democratic and accountable society – Inclusive green economy that promotes employment – Sustainable management of natural resources and environmental protection – Human development.
Cross-cutting objectives – Gender equality – Reduction of inequality – Climate sustainability.
Geographic priorities – Least developed countries – Fragile states.
Partner countries – Ethiopia – Kenya – Mozambique – Nepal –Tanzania – Vietnam – Zambia.
Development Policy 2016-2019
Key goals – Poverty reduction – Reduction of inequality – Realisation of human rights – Support for the Sustainable Development Goals.
Priority Areas – Rights of women and girls – Reinforcing economies to generate more jobs, livelihoods and well-being – Democratic and well-functioning societies – Food security, access to water and energy, and the sustainable use of natural resources.
Cross-cutting objectives – Gender equality – The rights of the most vulnerable – Climate change preparedness and mitigation.
Geographic priorities – Least developed countries, the most fragile states and those suffering from conflicts or climate and natural disasters.
Partner countries – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal –Somalia – Tanzania – Zambia.

Source: MFA, 2007; 2012a; 2016.

The CSOs are also expected to apply HRBA in their work – meaning "*that human rights are used as a basis for setting objectives for development policy and co-operation*" (MFA, 2015a, p. 5). HRBA aims to integrate the norms, principles, standards and goals of the international human rights system into the plans and processes of development, enhancing the capacities of the rights' holders and duty bearers. It requires that "*the processes of development co-operation are guided by human rights principles*" of equality and non-discrimination, participation and inclusion, accountability and transparency. (MFA, 2015a, p. 5)

In addition, some CSOs have an important role to play in providing assistance in the context of humanitarian crisis and conflict (Box 4). Although Finland stressed the leading role of the UN in coordinating and providing humanitarian assistance, during 2010-2016 about 25% of the assistance was channelled through Finnish CSOs that have partner status with the European Commission Humanitarian Office (ECHO) – implying significant humanitarian assistance experience and capacity. The criteria for channelling assistance to sudden-onset disasters, wars and chronic crises include sector, capacity, ability to access the people in need and reliability (MFA, 2012b; Brusset et al., 2017). Six CSOs covered by this evaluation – namely Fida, FCA, SPR, Plan Finland, SCF and WVF – have been involved in humanitarian assistance to varying degrees with the greatest bulk of the CSO share channelled through SPR, followed by FCA (Chapter 4.3 and Annex 2). When a Finnish organisation channels support through an international network, the MFA needs to ensure the added value of the process without additional administrative costs (MFA, 2015b). Humanitarian assistance is managed at the Humanitarian Unit of the MFA and appropriations for it are made twice a year, whereas funding for sudden onset disasters is allocated based on appeals (Brusset et al., 2017).

Box 4. Humanitarian Policy of Finland

Finland's Humanitarian Policy defines the goals of humanitarian assistance as to "save lives, alleviate human suffering and maintain human dignity during times of crisis and in their immediate aftermath" through material assistance and protection measures (MFA, 2012b, p. 11).

Humanitarian assistance is to be "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 United Nations (UN) system or the International Red Cross and Red Crescent (RC/RC) Movement" (MFA, 2012b, p. 11). Applying international humanitarian law and principles, the assistance ought to be needs-based and impartial – taking also into consideration the Finnish CCOs.

In discussing the continuum between modes of support, an emphasis is put on links between peace building, humanitarian assistance, reconstruction and development cooperation.

Source: MFA, 2012b and Brusset et al., 2017.

4.1.2 Financial Context

In financial terms, support to CSOs has been an important part of Finnish development co-operation and humanitarian assistance over the past decade. Five main channels of assistance have been provided: PBS, project support for Finnish NGOs project implemented with local CSOs, global education and com-

munications work to raise awareness of the Finnish public, support to international NGOs, and the Fund for Local Cooperation (FLC) administered by Finnish Embassies to support local NGOs. Humanitarian funding is also provided to CSOs through the MFA's Unit for Humanitarian Assistance.

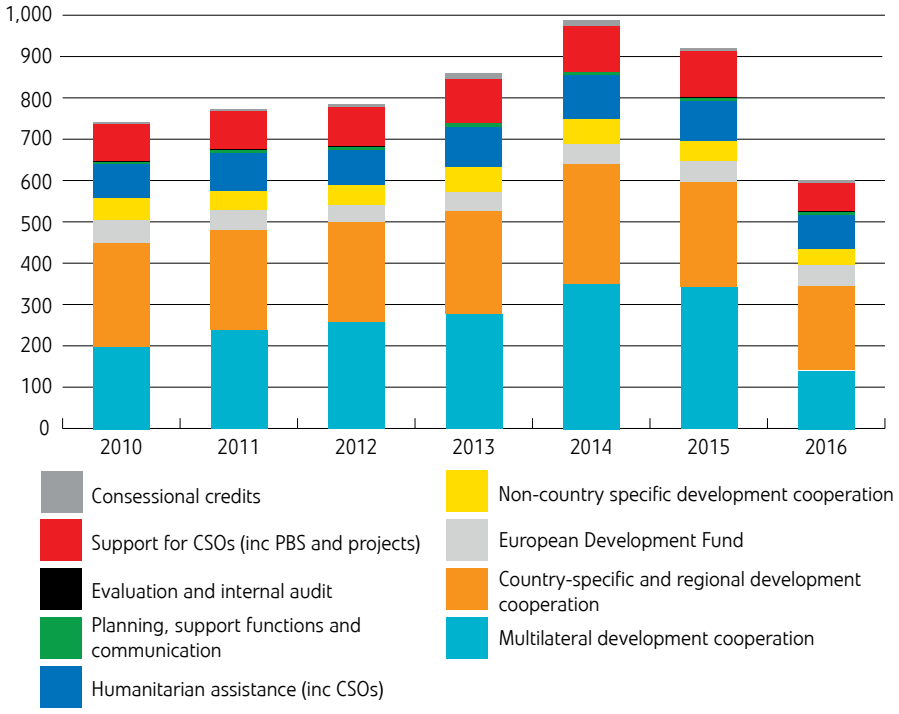
Total support through Finnish CSOs increased from € 66 million in 2007, to € 110 million in 2010 and then to € 139 million in 2015. Of the total amount in 2015, € 86 million was PBS funding, € 17 million project funding and € 26 million humanitarian funding (Figure 1). These contributions formed about 15% of total ODA over the 2010-2015 period (based on MFA Statistics Department data).

CSO contributions formed about 15% of ODA

In 2016, as part of the € 321 million cut to the Finland's overall development cooperation budget, total support for Finnish CSOs (PBS, project and humanitarian) was reduced by over 40% back to earlier levels of € 90 million for both 2016 and 2017 (Table 4; MFA Civil Society Unit). However, all aid channels were affected by the cuts, and in fact multilateral support was reduced by the greatest amount (60%) from € 344 million to € 142 million from 2015-2016 as can be seen in Figure 1 (see also Table 4).

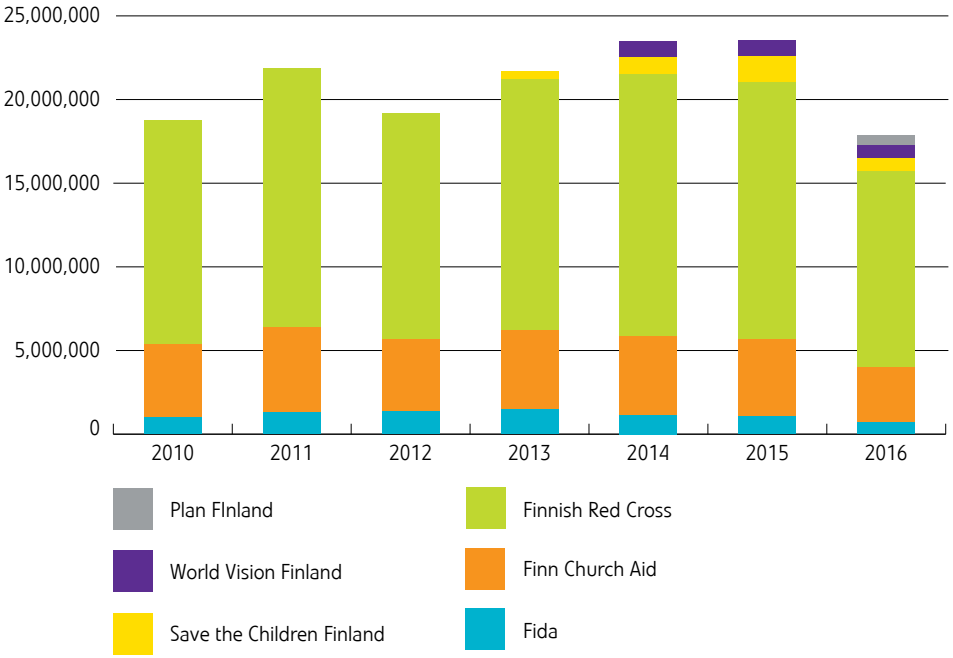
As to humanitarian assistance, the total - including the UN - allocation is planned to be about 10% of all Finnish co-operation. Humanitarian funding channelled through the six Finnish CSOs has amounted to € 157 million for the 2010-2016 period. Up from € 20 million in 2010, the allocation reached € 26 million in 2014 and 2015 prior to decreasing to € 20 million in 2016 (Table 4). As can be seen from Figure 2 the SPR has been the largest recipient of Finnish Humanitarian Assistance funding throughout the evaluation period followed by FCA. Much of this SPR funding has been channelled to the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC).

Figure 1: ODA Funding Breakdown for MFA 2010-2016



Source: MFA data provided to Evaluation Team.

Figure 2: Humanitarian Funding for six PBS CSOs 2010-2016



Source: MFA data provided to Evaluation Team.

4.2 The PBS instrument as a support mechanism for CSOs

4.2.1 Background to PBS

Even if the term "Programme based support" (PBS) was introduced in MFA's support to CSOs only in 2013, funding for selected CSOs has been channelled through multiannual framework contracts already earlier under the "Partnership Agreement Scheme" launched in 1993 with five CSOs (Virtanen et al, 2008). The modality was opened gradually also to other major CSOs, and after the last application round in 2012-2013, five new CSOs were selected to the Partnership Agreements Scheme, making the total number 16 partnership CSOs. In addition, two umbrella organisations (Kepa and Kehys), three special foundations (Abilis, KIOS and Siemenpuu) and Demo Finland have been receiving PBS.

Until 2015, the funding for PBS (and previously for the partnership scheme) increased gradually, but the cuts in funding decided upon in 2015 severely affected all development MFA expenditure including the PBS scheme (project funding and global education funding for non-PBS CSOs were cut even harder) (Chapter 4.1.2).

The original objectives set by the MFA for the partnership scheme (now PBS) were to reduce the administrative burden in the MFA and to improve the effectiveness and quality of the CSO's development cooperation by ensuring financing for the most professionally managed organisations. The overall aim of the modality is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries. Other objectives are to boost global solidarity, empower locals to exercise

influence, and improve cooperation and interaction between public authorities and civil society actors (Stage, Brusset, Mäkelä & de la Rosa, 2016).

According to the instructions on the PBS modality "*A partnership organisation's development cooperation programme should be an entity, which is based on its own strategy and special expertise and which has clearly formulated objectives. A development cooperation programme comprises a range of geographical, thematic or otherwise specified functions. The programme must be scheduled to reach a set of sustainable objectives over a certain period of time in accordance with a specified plan of action*" (MFA, 2013a, p. 3).

In accordance with the instructions, the following key principles are to be applied in the modality:

- the CSO is responsible for the detailed planning and implementation of its programme, based on the instructions of the Ministry and regulations of the Act on Discretionary Government Transfers (MoF, 2001).
- the selection criteria for the PBS partners include the following key requirements: Compliance with the Finnish development policy and complementarity and value-added within the policy framework; Experience and capacity to plan, implement, monitor and evaluate the CSO's development cooperation programme and to evaluate its results and impacts; Systematic development communications and development education as an integral part of the programme (as per the MFA PBS 2013 instructions); Professional financial management; Clear ethical principles; Extensive own networks in Finland and internationally and competent and reliable partners.
- the programmes should become learning processes by linking systematic monitoring and evaluation with planning and applying results based management approaches.
- cross-cutting objectives of Finland's development policy need to be integrated to the programmes.
- PBS funding can be used only for development cooperation and global education -related activities. Thereby CSOs who have also other operations must have planning and monitoring and evaluation (M&E) as well as financial management systems to enable clear separation of the PBS funding and other operations of the CSO.

The current instructions concerning PBS are broad and enable development of the programmes in accordance with the CSO's own strategies, priorities and working culture. Previously MFA had a very basic application form whereby the programme documents, all prepared in different styles and approaches, functioned as the applications. Therefore, making comparisons between applications was rather challenging. MFA has now tried to harmonize the application process by developing for the period of 2018-2021 a more detailed application form. This form will also function as a base for assessing and rating of the applications. With this MFA aims at increasing transparency of the application process and create common grounds for the assessment of applications. However, the actual programme documents will still be prepared in accordance with the CSO's working culture.

75% of the MFA's support to CSOs is channelled through the PBS scheme to the 22 CSOs

CSOs receiving PBS represent 7% of CSOs interested in development

4.2.2 Programme-based support financing

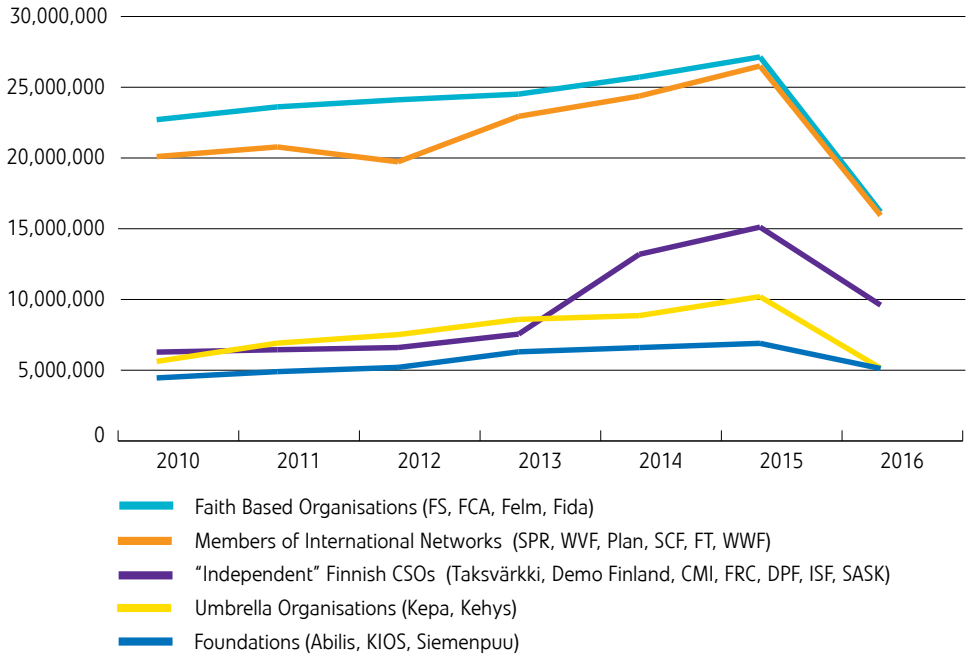
Over the period 2010–2016, the proportion of MFA funding to PBS and non-PBS CSOs has stayed very consistent at around 12% of total development expenditure. About 75% of the MFA's support to CSOs is channelled through the PBS scheme to the 22 CSOs. Figure 3 illustrates funding levels with the 22 CSOs categorised into five groups for ease of presentation. Detailed figures are given in Table 4. Funding has risen strongly for the first six years from 2010–2015 (a 45% increase) across all groups, but the funding then fell back in 2016 to pre-2010 levels. This reduction has been maintained into 2017.

The CSOs receiving PBS represent only about 7% of the total number of CSOs interested in development issues (Kepa has about 300 registered member organisations). Indeed since 2010, the proportion of MFA funding for CSOs channelled through the PBS modality has risen from two thirds to three quarters of all CSO support. The remaining CSOs who are not part of the PBS arrangement have shared a much smaller resource envelope which after the cuts in funding has been reduced to about € 10 million for 2016 (Table 4).

Earlier MFA's PBS funding was allocated for three-year programmes of the CSOs. In 2016, the support was reduced to two years for some CSOs, so that the whole group of 22 would be aligned in the funding cycle, and ready to jointly apply for future funding in 2017. In this present application round in 2017, the PBS period will be extended to four years covering 2018 to 2021.

Once a CSO has been given approved status as a PBS (earlier partnership) organisation, it has been eligible for all consecutive application rounds. In 2021 the modality is planned to be opened for new CSOs through an open application process which will also include the present PBS organisations. As a result, the rather stable group of existing PBS CSOs may be subject to a major change in the future.

Figure 3: Breakdown of PBS support by CSO Category 2010–2016



Source: MFA data provided to Evaluation Team.

4.2.3 Results Based Management

The modality is also rather flexible as the programme plans define the operations in a rather general level. Thereby, PBS CSOs may modify operational planning within the programme framework in accordance with the findings of M&E. (Stage et al., 2016). For this, the CSOs are expected to apply systematic RBM in their planning, M&E and management functions.

As such, RBM has been part of CSOs' development cooperation for several years, mainly by applying the logical framework approach (LFA) for defining objectives and monitoring indicators of individual projects. In 2015, MFA published a guideline, Results Based Management in Finland's Development Cooperation - Concepts and Guiding Principles. This guideline is expected to be applied also in the programmes supported by the PBS modality. The key principles of RBM are stated in the guidelines as (MFA, 2015b):

Base results targets on national priorities and ownership; partner country's development policies and beneficiary needs should form the base for Finland's support and mutual ownership is emphasized.

1. **Set clear results targets at all levels**; specific results targets with indicators should be set at all levels of cooperation (organisational priorities, country strategies, interventions (e.g. projects)).
2. **Collect credible results information**; systematic M&E with functioning data management systems should be applied for gathering credible information on results.
3. **Use results information for learning and managing, as well as for accountability**; findings of M&E should be used systematically for learning and improving performance as well as for accountability.
4. **Promote and support a mature results-oriented culture**; results oriented organisational culture and effective leadership as well as capacity to learn are essential for RBM.
5. **Balance between short term and long-term results**; the long-term improvements in the lives of poor and vulnerable should form the base for operations, whereby there should be a clear link between short-term implementation and long-term outcomes and impacts.

In addition, **risk management**, covering programmatic, contextual and institutional risk categories is emphasized in the guideline as stated in a six-step risk management approach. The PBS guideline includes as an annex also a summary on **quality management/assurance issues**, based on a paper prepared by the CSOs themselves in 2010.

The principles of the 2015 RBM guideline are expected to be applied in the PBS modality, both within MFA (management of the entire programme in the CSO Unit) as well as by the CSOs themselves in their individual programmes. A shared challenge is to improve programmatic results reporting of each CSO, and synthesized reporting for the PBS modality. Until now, CSO Unit's own reporting has focused on disbursements. Regarding the CSOs, all 22 PBS organisations have systems in place for RBM (see chapter 4.4).

A shared challenge is to improve programmatic results reporting of each CSO

In addition to the guidance provided by the guidelines and manuals, the annual consultations between the CSO Unit and the CSOs form an important part of MFA's guidance. The need to develop RBM-focused management and reporting was emphasized especially in the annual consultations in 2014, and during the preparations for the application round for 2018–2021. Due to cuts in the CSO funding, financial issues dominated the discussions in 2015.

As a new initiative, MFA is now developing a concept for reporting on the results of Finland's development cooperation, based on the strategic objectives of the development policy. In 2018, MFA shall prepare a report on the achievement of the policy. The concept of results reporting is now under preparation and MFA is investigating methods on how the results of CSOs' development cooperation could be presented in the report as well. Even if the solution is yet to be defined, there is a strong push for stronger RBM also from this process. Results reporting will be internally piloted within MFA in 2017, and in 2018 the full report to the Parliament will be published. It's planned that the report will include also reflections on the results achieved within the PBS modality. Thereby, also the CSO Unit has to improve its RBM-based reporting based on the concepts developed through MFA-CSO joint work for the results reporting.

4.3 CSOs Typology

The CSOs included in the three evaluation rounds have hugely varying backgrounds, areas of emphasis and expertise, approaches, organisational and management structures and cultures, as well as key partners and target beneficiaries. Table 5 and table 6 in Annex 2 provide selected information on all 22 organisations covering their history, organisation, PBS funding and type of development cooperation.

Some of the CSOs have long histories of working in Finland and internationally and this is particularly true for the faith-based organisations, which have their roots in missionary work. The oldest of the organisations is Felm, established in 1859, followed by Fida in 1927, FS in 1936 and FCA in 1947. Others were international organisations that established national societies in Finland to meet the needs of the Finnish population and then later these 'national' CSOs widened their work to development cooperation and humanitarian assistance. These notably include SPR with a history in Finland spanning from 1877 and SCF from 1922. Others are much more recent such as Demo Finland and CMI founded in 2005 and 2000 respectively.

The staffing levels of the organisations range from FS, which has no full time staff in Finland to SPR with 858 staff members. With the latter, it should of course be noted that much of this staff works on domestic operations rather than development cooperation or humanitarian assistance. Several of the CSOs have less than 10 full-time staff including DPF (4), Demo Finland (4), Kehys (4), KIOS (7), Siemenpuu (7), and Taksvärkki (5).

Many of the CSOs have a range of member organisations such as: Abilis (disability-focused CSOs, associations and umbrella organisations), Demo Finland (registered political parties), DPF (organisations of disabled persons), Felm (parishes), Fida (Pentecostal churches), FRC (youth/student organisations of

political parties and women's organisations), FS (Swedish-speaking evangelical church denominations), FT (Development NGOs, consumer NGOs, environmental NGOs, trade unions, student and youth organizations), Kepa and Kehys (CSOs); KIOS (human rights CSOs, associations and umbrella organisations), and Siemenpuu (environmental CSOs, associations, and umbrella organisations) and SASK (trade unions, trade union central organisations),

For the purposes of this meta-analysis, the CSOs have been categorised as follows:

Members of international networks: This includes FT, Plan Finland, SCF, SPR, WVF, and WWF. Four of these organisations (Plan Finland, SCF, SPR, WVF) receive both humanitarian assistance funding as well as PBS funding. SPR is a part of the Red Cross and Red Crescent Movement, the world's largest independent humanitarian network with 190 National Societies. World Vision International of which WVF is a part, is one the largest NGOs in the world with a reported annual income of USD 2.73 billion and which is working in 99 countries. All of these CSOs are guided by the work of the wider network and often their strategies are aligned to the global strategies of the network. Nonetheless, these CSOs may have specific areas or 'niches' in which they are seen to be particularly strong in relation to other partners in the network, as is the case for Plan Finland on gender and HRBA, SCF on child protection and child rights and disability mainstreaming for WVF, Plan Finland, SCF, SPR and WVF partner mostly with the country offices or local national societies of their own organisation in their development cooperation. These CSOs along with and through their international networks have very strong brands and are well recognised both in Finland and internationally. and operate child sponsorship schemes (Plan Finland, SCF, WVF). Many of the organisations are involved in activities in Finland (Plan Finland, SPR, SCF, WWF, FT), with for example FT's key target group being Finnish consumers. Being a part of a global network may increase administrative costs as funds are filtered through various layers, but also brings stability, technical expertise and security during times of shock - as was the case with the 2016 MFA funding cuts when members of the network took over projects of some of the Finnish CSOs.

"Independent" Finnish CSOs: This includes CMI, Demo Finland, ISF, Taksvärkki, FRC, DPF and SASK. The programmes of these CSOs are mainly based on their own mission and strategy and although they may be connected to wider international networks, they identify as 'independent' organisations. There is huge variation in this category, both terms of the themes and sectors in which they work and the scale of their activities. Of all PBS organisations, FCA has received the most funding with over € 50 million during 2010-2016 as compared to Demo Finland and Taksvärkki, which have received around € 3.3 million and € 1.8 million respectively. Notably, CMI (2014), Demo Finland (2013) and Taksvärkki (2014) are also recent additions to the PBS scheme as compared to ISF (2003) or SASK (2003). Thematically and in terms of areas of expertise, they encompass CMI's focus on conflict resolution to Taksvärkki's work on youth and child protection with a particular concentration on global education in Finland, and SASK's focus on promoting decent work and labour standards.

Faith-based organisations: This includes Felm, FCA, Fida, FS (and WVF associated with faith based international partner). As mentioned earlier these CSOs are some of the oldest PBS organisations with their roots in missionary work although now there is an obligation to keep development cooperation and missionary activities separate. Three of these organisations (FCA, Felm and Fida) have received a third of all PBS funding during 2010-2016. All of these CSOs refer to Christian values and traditions as being the basis of their work. Fida mainly operates through local Pentecostal churches and local Christian communities, Felm largely partners with local Lutheran organisations and FS represents Swedish-speaking evangelical Free Church denominations. Both FCA and Fida receive humanitarian assistance funding from the MFA.

Umbrella organisations: This category includes Kepa, Kehys, (as well as DPF and FS). Kepa is the largest of these with approximately 300 member organisations for which it provides services and support through training, advice, and information. Kehys has 37 member organisations with a shared interest in EU development cooperation and policy, and it focuses on advocacy towards the EU regarding policy coherence for sustainable development. In addition to acting as service centres for their member organisations, both Kepa and Kehys are also advocacy organisations, though with a different focus. From an organisational perspective DPF and FS are also categorised as umbrellas.

FS, although categorised as a faith-based organisation, it can also be counted as an umbrella organisation for six Swedish speaking evangelical Free Church denominations in Finland and it coordinates the development cooperation projects of these member organisations. DPF, here categorised as an "independent" Finnish CSO can also be counted as an umbrella organisation. It aims to further the realisation of the rights of persons with disabilities in developing countries and to serve as a service and coordination body for its member organisations on issues relating to disability and development. However, much of DPF's work is largely focused on Finland in working with different disability groups working in Finland.

Foundations: This includes Abilis, KIOS and Siemenpuu, which were established in 1998 by groups of Finnish NGOs and Foundations working on specific issues related to people with disabilities, human rights and environment. Abilis and KIOS received their first MFA grants in 1999, while the founding organisations of Siemenpuu did not reach consensus on an agreement with MFA until 2001. Siemenpuu's first grants from MFA were approved in 2002. The MFA supports these Foundations as a channel to provide thematic grants to NGOs and Community Based Organisations (CBOs) in developing countries (with 8% of all PBS support from 2010-2016). The Foundations act as grant giving organisations to applicants from their target countries, and do not implement project themselves. Their role is to assess grantee applications, monitor grant use and evaluate the results. They also provide policy advice on their specific areas of expertise to the MFA and play an advocacy role in international networks and fora.

CSOs carrying out Humanitarian Assistance: This category includes FCA, Fida, Plan Finland, SCF, SPR, SCF, WVF. SPR is by far the largest receiver of humanitarian assistance funding (although this is largely channelled to the ICRC and IFRC) with over € 99 million between 2010–2016 as compared to the next largest FCA with around € 31 million during the same period of time. Plan Finland has received a total of € 590,000. Fida, FCA and SPR have received MFA's humanitarian assistance funding during the entire evaluation period while SCF (2013), WVF (2014) and Plan Finland (2016) began MFA funded humanitarian assistance programmes later. The roots and focus of SPR's international operations have very much been in humanitarian assistance as compared to the others. Plan Finland, SCF, and WVF are part of large international networks (organisations), which have a strong background and experience in humanitarian assistance programmes.

5 FINDINGS

5.1 Relevance of the PBS Instrument

The relevance of the PBS modality is judged from four aspects: (1) the extent to which the modality has brought added value to the MFA development cooperation and global education policies, (2) the extent to which the modality has improved the relevance of the CSOs' own programmes, (3) whether the modality has improved alignment with national policies and the policies and approaches of local partners in LDCs, and (4) the extent to which the modality has improved relevance to beneficiaries' needs.

5.1.1 Role of PBS in improving alignment to MFA Policy

For MFA, the issue of relevance of the PBS instrument relates especially to the extent to which channelling increasing funds through PBS has contributed to the implementation of Finland's overall development policy and its quality of development cooperation. As stated in the Guidelines for Civil Society in Development Policy, the overall objective of Finland's support to civil society is "*A vibrant and pluralistic civil society based on the rule of law, whose activities support and promote the achievement of development goals and enhanced well-being*" (MFA, 2010).

Overall, the CSOs support vibrant and pluralistic civil society in line with the MFA development policies (MFA, 2016) even though this may not always be explicitly stated in CSO documents (Stage et al., 2016, p. 45). The guidelines and forms of the new PBS application round (2017) have more emphasis on the matter whereby one can expect that also the new programme plans address the issue more clearly.

Overall, the CSOs receiving PBS funding have contributed to Finland's development policy especially through the following:

Most CSOs explicitly address poverty reduction

- Most CSOs explicitly address poverty reduction in their PBS programmes, the long-term key goal for MFA development policy over the evaluation period. Support to livelihoods and economic empowerment is a key area for most PBS organisations. Several PBS CSOs focus on marginalised groups such as vulnerable women and youth and/or disabled persons and their families. Thematically, the CSOs' cooperation covers a wide range of areas: education and health services (especially for vulnerable groups), livelihood development, trade unions, environmental management, and overall strengthening of the role of civil society. All this is **highly relevant for MFA's policy objectives covering the evaluation period**. For the most recent policy, it contributes to all four priority areas. Women and girls are key beneficiaries of most PBS organisations (priority 1), livelihood development and decent work are at the core of the work of ISF and SASK and several other CSOs (priority 2), democratic societies is a focus area especially for CMI, Demo Finland and

the Umbrella organisations (priority 3), and food security, access to water and energy and sustainable management of natural resources (priority 4) are addressed by several CSOs such as Felm, WWF and Siemenpuu. More indirectly, also the umbrellas work to empower the CSOs and influence the wider community towards poverty alleviation.

- As a whole, the CSOs embrace a wide range of organisations, approaches and countries, many of which are not easily reachable by other aid modalities. Overall, civil society is supported in a large number of countries with a main - and increasing - focus on the MFA priority countries. But as CSOs work also in many other countries, they provide MFA access to a wider range of developing countries than for example bilateral aid for the purposes of improving policy and aid delivery (Chapter 5.2.2). The umbrella organisations, Kepa and Kehys, have a key role in capacity development and in protecting the space for and making the voice of civil society heard.
- Promoting human rights and reducing inequality especially towards the most vulnerable is at the heart of the CSOs' work and very much in line with Finnish goals and priorities. This is discussed further in Chapter 5.5.

CSOs provide MFA access to a wider range of developing countries

The key objectives of MFA's development policy have remained rather stable during 2010-2016 (Chapter 4.1.1). The main change has occurred at international level with the evaluation from Millenium Development Goals to SDGs. This is also reflected in the CSOs' agenda whereby most CSOs link their present work with SDGs. This is expected to be further strengthened, partly due to CSOs' own initiatives as confirmed by the interviews, and by MFA whose guidelines and forms for the 2018-2021 PBS funding round request CSOs to elaborate their programmes' links to SDGs. Another change can be seen in the relationship with the private sector: reflecting the new development policy, CSOs have started more actively to look for cooperation and synergy possibilities with the private sector, including some piloting. Kepa has also hired an expert to develop private sector collaboration through networking, development of relevant cooperation modalities and training.

Three main forms of cooperation have been followed:

1. **Improvement of services**: most of the PBS organisations are partners in projects where their local partners aim at developing/improving services (mainly health and education) targeted especially at vulnerable groups (e.g. Felm, KIOS, Abilis, DPF, FS).
2. **Livelihood development**: Many PBS organisations also support various kinds of livelihood development projects focusing on agricultural value chains and small/micro-entrepreneurship (e.g. FT, FCA, ISF, WVF).
3. **Advocacy work**: CSOs focusing on advocacy work (e.g. Kepa, Kehys, CMI, Demo Finland, SASK) also address human rights and inequality issues, both for Finland's and EU's development policies, and/or support advocacy work of their local partners.

Many of the CSOs work in all three areas whereas some have a more limited focus, e.g. CMI addressing crisis management, SASK supporting trade unions,

and Demo Finland working with parliaments. WWF and Siemenpuu are combining poverty reduction with environmental sustainability and biodiversity protection.

Capacity development focuses mainly on project-related needs

Strengthening of civil society requires capacity development of CSOs in the partner countries, as noted also in MFA's guidelines (MFA, 2010). To some extent capacity development is an implicit part of the strategies of all 22 CSOs, but in general it focuses mainly on project-related needs such as project planning and management, usage of the Finnish CSOs systems, and specific contents of the project. Wider capacity development relevant to strengthening of civil society is an objective expressed by only a few CSOs, such as ISF, SPR, FT and Taksvärkki. Kepa and Kehys include capacity building as an objective for their Finnish member organisations and Kepa's work in its partner countries is also focusing especially on capacity building on advocacy.

5.1.2 Relevance of PBS to CSOs

Depending on the category the CSO belongs to, the PBS modality has helped all 22 PBS CSOs to some degree to have a more long-term focus in their operations than other funding modalities available to them (such as project support, support for communications projects and global education). For the CSOs focusing on operations in LDCs, the three year PBS agreements have enabled the CSOs to engage in **long-term and reasonably flexible partnerships** with both MFA and with their cooperation partners. For some CSOs that belong to international networks, they already have longer-term engagement timeframes - such as WVI's 12-15 year Learning through Evaluation with Accountability and Planning model, and WWF's long-term planning related to environmental conservation timeframes. For the Umbrella organisations, whose operational focus is mainly in Finland and EU, the modality has enabled **a more predictable approach to the delivery of their key services and long-term advocacy work**.

The 2016 budget cut as well as the funding realignment phase of 2016-2017, forced the CSOs to adjust their programmes, and some partnerships were affected. The cuts also challenged the CSOs to consider relevance criteria more seriously, as all CSOs had to re-focus their operations and make strategic choices. But even after the cuts, because of the announced plans to continue PBS after a short period of re-alignment (2016-2017) as a four year framework from 2018-2021, (rather than a three year framework), the modality will provide a basis for programmatic, long-term development cooperation, capacity building and advocacy processes. Given the difficult contexts where CSOs operate, and the lengthy timeframes needed for attaining changes in areas such as human rights, national legislation or gender transformation, extended timeframes of four years or longer appear highly appropriate.

Extended timeframes of four years or longer appear highly appropriate

The relevance of the modality for the CSOs is further strengthened by **MFA's emphasis on respecting the CSOs' own strategies and working culture**. The rules governing the use of PBS have enabled the planning of the programmes to be based on the CSOs' own mission and strategies. This has strengthened the **CSO's ownership and enabled development of programmes based on the CSO's comparative strengths**.

However, even if PBS enables more programmatic operations, the true **programmatic nature of the CSO strategies is still rather undeveloped**. In practice, many of the programmes are mainly portfolios of projects which are not selected and designed to contribute coherently to an overarching programme. This is more commonly the case for the CSOs entering the modality in 2013 (such as CMI, Demo Finland, Taksvärkki) as well as for CSOs supporting a wide variety of small projects (e.g. FS, Felm), as the development of a fully programmatic approach takes time and at least more than one PBS funding period. The programmatic nature is strongest with the CSOs that are part of international networks, as the Finnish CSOs' "projects" in this category consist often of co-funding of wider programmes of the international network, such as with WVF, Plan Finland or SCF. The programmes of these CSOs are usually based on a wider programming process involving the national and various international partners of the network concerned. Otherwise a common trend may be identified: the longer the CSO has received PBS funding (or related), the stronger is its programmatic approach. Good examples of this are Kepa with its One Global Programme concept and FCA with a thorough programme management approach.

Many of the programmes are mainly portfolios of projects

The longer the CSO has received PBS funding the stronger is its programmatic approach

For those CSOs who are active also in humanitarian assistance (SPR, FCA, Fida, SCF, WVF, and Plan Finland), **combining of humanitarian assistance and PBS is a challenge**. In principle, the humanitarian phase should be continued in most cases with a developmental phase (although sometimes such a linear progression is not possible or relevant). But the weak coordination of the two instruments within MFA and the different structures in the CSOs for handling these two aspects do not always adequately cater for this. As humanitarian assistance funding is provided only on annual basis, more long-term strategies are hard to build.

To summarize, despite the drive from the PBS modality to build a more strategic framework around portfolios, the inertia of current project funding and partner commitments has meant that CSOs have only gradually build coherent programmes and reduced the still scattered nature of their portfolios.

It must also be noted that the **increased focus by the MFA on PBS modality has also an impact on non-PBS CSOs** and their project-based development cooperation and global education. As almost 93% of Kepa's MOs (i.e. CSOs interested in development issues) belong to this group, there is a need to consider also the role of non-PBS CSOs while developing the PBS instrument. With the MFA's present approach, there is a risk that the importance of the smaller, mainly volunteer-based CSOs is not properly recognised and as a consequence their possibilities to participate are endangered. This worry was highlighted in the interviews carried out with Kepa MOs.

A need to consider also the role of non-PBS CSOs

To address this issue, MFA is now planning to open the modality to all interested CSOs from 2021 onwards through an open application round. In principle, this will provide an even more stable platform for the CSOs to build capacity and more coherent programmes, as well as to extend partnerships, for example by creating new partnerships with the local partners, and reallocating funds between projects, intending to address shortfalls in CSOs coordination, complementarity with other Finnish development modalities, and cooperation with other development actors in general.

PBS modality has been highly relevant for local partners

5.1.3 Relevance to local partners

In general, the evidence from the meta-analysis suggests that PBS modality has been highly relevant for most of the Finnish CSOs' local partners in the countries where they operate:

- While for some CSOs (such as FCA, FS and SASK), long-term engagement with partners has been the norm in the past, for others (such as KIOS and ISF) **the modality has increased the opportunity to build long-term and more flexible partnerships**. This is appreciated by the partners as better security of funding enables an emphasis on a more dependable funding source that can complement better the local partners' objectives.
- The 2016 cuts in funding forced the CSOs to close some partnerships and operations, which brought major disruption to the affected partners. But the longer funding period planned for 2018–2021 should help to reverse this at least for partnerships continuing after the funding cuts.
- **For most local partners PBS is a rather hidden modality as funding appears as conventional project funding from their viewpoint.** While this does not greatly affect the projects themselves, it does not encourage peer learning or boost cooperation between the local partners. To some extent, wider international networks (e.g. WWF and Plan Finland) enable partners to have a better understanding of programmes, as the local CSOs are actively involved also in programme-level planning of the network. As a general finding one may, however, state that most local partners hardly see the wider programme funded through PBS but work on a project basis. Therefore, plans on development cooperation are mainly project specific and the partners report to their Finnish CSO by project.

There is some evidence that the three-year programme time frame has also allowed the **CSOs to work in areas of greater risk**, and to initiate projects in areas or with target groups that others may not be willing to support or would otherwise be too fragile. This applies to CMI's conflict resolution work, and to ISF and FCA's work in Somalia. It can be seen to apply to KIOS' work with exposed and politically vulnerable human rights defenders in East Africa, and Siemenpuu's support to the Adhivasi alliance in India. It has given these at-risk partners critical support to build up their capacity, and to establish and grow their local campaigns.

CSOs have good processes for targeting and participation

5.1.4 PBS and Beneficiary needs

Most CSOs address the needs of vulnerable groups at the grassroots. These include such groups as persons with disabilities (DPF, Abilis), those seeking land or forestry rights (Siemenpuu), women subject to Female Genital Mutilation FGM (ISF), vulnerable children (Plan Finland, Taksvärkki), human rights defenders (KIOS), and those with limited access to basic services (SCF, FS). CSOs are shown to have very good processes for targeting and participation. Humanitarian CSOs also have shown strong relevance in targeting and addressing beneficiary needs. On the other hand, there are some gaps for example that in some cases the support to FS church-owned private schools may not

enhance education opportunities for the poorest and most disadvantaged, while for SASK, more attention could be paid to the informal economy that covers around 90 % of the economic activity in developing countries, affecting particularly the poor. Furthermore, there are questions over the small scale, short-term and scattered nature of many CSO projects that limits the wider relevance of PBS support, but on the other hand this may be even more the case in alternative project modalities.

PBS has allowed more beneficiary-led design of interventions: e.g. for Abilis and DPF, the work is designed and carried out by - instead of for - people with disabilities and their own organisations with the concept of 'disability relevance'. In general, the application process and funding criteria for the Foundations' grants are designed to ensure the alignment with the beneficiary needs. ISF applies long project inception phases with the view to ensure a proper context and needs analysis as well as partner involvement. The FT programme in Central America was planned by the beneficiaries in a series of workshops where it was decided that the projects should have a particular focus on the inclusion of women and youth. FRC, Felm and WWF all include beneficiary-led approaches.

PBS has allowed more beneficiary-led design

The alignment with beneficiary needs is often enhanced by participatory approaches and, in some cases, also by a robust analytical base. Many CSOs develop country strategies and apply needs assessments to inform their choices. In other cases, however, the use of robust situational and needs analysis could be more systematic and, in some cases, also the relevance towards certain beneficiary needs could clearer. Stronger context or situational analysis was seen as something required by the FS, Felm, FCA and DPF evaluations for example.

Needs analysis could be more systematic

5.2 Coordination, Complemenarity and Coherence and the PBS instrument

5.2.1 Coordination

Overall, the evidence is strong that the CSOs in this evaluation effectively coordinate their work with their partners, members and other stakeholders, though to varying degrees.

CSOs effectively coordinate their work though to varying degrees

The **international CSOs** in particular coordinate well with their parent organisations, indeed in some ways they are more strongly linked in this direction than they are with their other Finnish CSOs peers or with the MFA, due to stronger ties and historical association. Thus Plan Finland, WVF and SCF are notably strong in maintaining links with their different arms, and given their greater size and familiarity with international networks, they offer a leading role in this regard.

CSOs with Finnish member organisations also are well connected and coordinate well with their members (FS, DPF). Given the mandate of the Umbrellas, it is natural that they too have strong ties with their members and maintain close contacts through information, training and support networks, which are appreciated by the membership. Kepa and Kehys have worked well together and there

are now plans under discussion to merge. Their MOs feel such a move would bring stronger coordination and a more holistic approach.

Others like Demo Finland work closely with sister agencies such as Netherlands Institute for Multiparty Democracy (NIMD), and in the humanitarian field, while CSOs like SPR share and have access to in depth assessments from ICRC, IFRC and other Red Cross Movement Partners and equally have good contacts with governments.

At **country level** where the CSOs operate, the story is more nuanced. Most CSOs work closely and coordinate actions well with their local partners and those with whom they need to work, such as local government offices or the UN. But there is a more uneven level of coordination with Finnish Embassies or the other Finnish aid channels, such as the bilateral or the LFC, and there is limited evidence in terms of concrete co-operation.

The larger international CSOs manage large portfolios of projects with offices and staff to match, so their ability to coordinate and report on a wide range of interventions is strong.

For those like CMI or Demo Finland working in diplomatic or political channels around conflict resolution or political reform, coordination is stronger as different channels of interaction are used to complement each other (see below). In sensitive fragile settings, CSOs too have coordinated well to share information and provide more secure field operations around peace, reconciliation and rehabilitation for example in Somalia (FCA, ISF)

The three Foundations, because of their similar origins, funding mandate and office location, coordinate well with each other through mutual trainings, field monitoring, web activity, and other networks. They also link with international and European fora, such as the World Social Forum (Siemenpuu), Ariadne (KIOS), and several widely recognised disability organisations (Abilis).

Limited degree of pooling of funds

The evaluations do point to a **limited degree of concrete co-operation and pooling of funds**. This often relates to donor reporting requirements, but sometimes also to the pressures of competition for funding. For example, a challenge for DPF has been that its partner organisations tend to promote their own cause within specific disability categories. The relationship has become more of a competing than a complementary one. In the case of FS, for example, funding of schools is kept separate so that each donor can see exactly what results their support has achieved.

No co-funding amongst the PBS CSOs

Using a PBS modality has assisted CSO coordination for example with DPF in Ethiopia where all five DPF partners have agreed to work on a programme. But there are **few joint projects yet** and limited shared learning - and there are no reported examples of co-funding amongst the PBS CSOs. There has therefore been **less coordination at country level** between CSOs, and much of their country delivery takes place in silos. In Ethiopia, the partners of DPF are active (DPF, FS) Plan Finland, SCF and all work in parallel (and are managed by the national government). For SASK, there is little coordination outside of trade union movement, while FS tends to work on education projects separately from other donors in the same sector, despite cases such as in India where these are being implemented by the same local partner.

Coordination between **CSOs and Finnish Embassies is in general not intensive**, although there are cases of very good collaboration such as Felm in Cambodia and ISF in Kenya. Mostly the links are administrative, based on information sharing and even personal contacts rather than strategic. Indeed there appears to be closer discussion between the MFA and CSOs in Helsinki than at country level. CSOs operate independently, interacting with civil society well but often with less reaching out to agencies operating in the same location or field. Embassies are sometimes not aware of the details of CSO programmes in a country. Embassy coordination is described as 'supportive rather than intensive' (SCF) and this is often related to the limited resources available to the Embassies in terms of personnel. But there are exceptions that point to how CSO work and the Embassies' FLC can be integrated:

"In Ethiopia, the FLC co-funded disability work that DPF was also supporting and when the budget cuts occurred in 2016, replaced PBS funding that was no longer available." (Poutiainen & Venäläinen, 2017).

In weak/fragile contexts, this is an important gap e.g. Somalia, where FCA and SPR have weak connections with other CSOs in country.

Humanitarian CSOs have usually very good coordination with the UN cluster system, (FCA, SPR) and good regional connections too, and there have been good examples of such links between FRC, FCA, CMI in country too (in Liberia and Uganda).

Within the MFA, those CSOs working in both humanitarian and development fields such as Plan Finland and SCF report difficulties in coordination because humanitarian and development activities are handled by different sections and there is disconnect between the two. FCA is noted for trying to handle both development and humanitarian action in an integrated manner, but there are difficulties as in the MFA these areas operate under different policies and operational mechanisms, even though they all follow the overarching policy framework.

There is some evidence that the **PBS modality** has helped streamline both Helsinki-based and in-country coordination. PBS has placed more attention on more comprehensive programmes and on delivery over two to three years. This has allowed the CSOs to be able to work in a less scattered project-by-project manner, and begin to build better coordination through greater dialogue with the MFA and other CSOs.

Private sector coordination has also been rather limited with only a few examples noted in the evaluations. FCA receives the largest private sector contribution, with 27% of funds from such donations in 2015 (amounting to € 12.8 m). To leverage funding and enhance impact, FCA has undertaken a number of initiatives with the Finnish private sector in Uganda, DRC, Nepal, Liberia and Jordan (Davies,Venäläinen & Brusset, 2017, p. 58). Felm receives substantial private contributions but mainly from its congregations and fundraising. WWF also receives 61% of its support (around € 6 million) from private donors and firms, while CMI too has 5% 'private' funding, Plan Finland is seen as 'something of a pioneer' in this field (Box 5), and WVF as integrating well its MFA funding and its private sponsorship in its projects.

Embassy coordination is 'supportive rather than intensive'

In general private sector cooperation has been limited to date

Some CSOs have started also to look for further cooperation with the private sector, reflecting MFA's current policy emphasis (MFA, 2016, p. 39). Some like Abilis are developing consulting arms to exploit opportunities to raise funding from their expertise. Kepa has hired an expert to develop relevant approaches and networks. But in general cooperation has been limited to date and there are obstacles, including the small size of most CSO programmes that might not attract private sector interest, and the commitment of some CSOs to pursue an agenda that may be considered antithetical to the corporate private sector interests (such as Siemenpuu's work with the World Social Forum and to some extent SASK's work with trade unions).

Box 5. Plan Finland's work with the Private Sector

Plan Finland has shifted towards a 'shared value' approach in seeking to change the way companies do business from the point of view of human rights. This means that cooperation with companies is developed based on sharing a vision and mission in the broader context of civil society. Based on this shared vision, both Plan Finland and companies identify their specific competencies and possible strengths to contribute to this shared vision, while both also adhere to their own principles. In this concept of corporate social responsibility, cooperation by companies is not so much a charitable contribution, but a strategic business choice. If such cooperation between Plan Finland and the private sector can be developed, a larger impact is expected than would be achieved by merely inviting private sector companies to provide charitable donations.

Source: Van Gerwen, Poutiainen & Crenn, 2017, p. 57.

5.2.2 Complementarity

CSOs offer an important alternative channel

The CSOs under review offer an important **alternative channel** for the MFA to support hard-to-reach constituencies using conventional aid channels, whether in the arenas of political reform (Demo Finland), human rights defence (KIOS), trade unions (SASK), conflict resolution and peacebuilding (CMI) or delivering services to vulnerable groups (FS, SCF, ISF). For example, "*KIOS provides a highly complementary channel for MFA to pursue its human rights agenda. It allows sensitive human rights work to be conducted without the direct involvement of the Finnish government, and for information flows to take place between the CSO and its partners and the formal Finnish channels.*" (Chapman & Saarilehto, 2017)

There are examples of CSO projects working in a complementary way to other forms of Finnish aid such as with WWF in Nepal and Tanzania in the forestry sector, where they provided data for remote sensing work funded through bilateral projects, even though there was no formal or systematic collaboration.

In Nicaragua and Kenya (and previously also in Uganda), ISF's activities have been complementary and increase the effect of (other) Finnish development policies, in areas of gender equality, climate change particularly and in social-economic development in general.

The Embassies have an important role to play in promoting complementarity. In Ethiopia, the Embassy of Finland is an exemplary case of "*proactively promoting complementarity on disability issues between different funding modalities, including the geographically focused support by DPF and Abilis. Support for disability*

issues is systematically provided through various funding channels in addition to the PBS funding, including bilateral and multi-lateral funding, and the FLC administered through the Embassy. As a result of a long-term focus on disability, there is high level of complementarity, and Finland is recognized as a country promoting disability issues". (Chapman et al., 2017)

While most CSOs are working in Finland's partner countries, there is nevertheless still limited integration of approaches between the CSO programmes and the other MFA channels. There are CSOs who do not seek explicitly to complement MFA initiatives or assess how their role can bring added value (FS education work in India takes place without overt reference to MFA's strategy), and opportunities have been missed for example in Somalia to build a complementary approach between CSOs active there and the MFA, an issue of importance given the weak state authorities.

There is still limited integration between the CSO programmes and the other MFA channels

Complementary between FLC and CSO projects could be improved in Nepal:

"The evaluators observed some disconnect between the bilateral education managed by the Embassy and an SCF funded education project in Nepal. SCF provides funding to technical assistance to schools in the area, where the bilateral project is also supporting schools. The bilateral project also provides funding and technical assistance to the Ministry of Education that can be beneficial for project implementation on the ground. In spite of past cooperation between SCF and MFA in the bilateral MFA programme on soft skills as part of education, currently no cooperation exists, while there are clear opportunities for more synergy. SCF and MFA (and the Embassy) are exploring ways to renew the cooperation around this programme. SCF has committed, starting in 2017, to align the Quality Learning Education component of CSSP with the soft skills education component of the bilateral MFA programme in Kavre." (van Gerwen, Davies & Poutiainen, 2017, p.60)

International CSOs have developed complementarity in their operations and the Finnish branches of such agencies with smaller resources often provide important capacity building or technical assistance while other larger members deliver infrastructure (this is the case with SCF and SCI and WWF). SCI also absorbed some of the budget shocks faced in 2016 for SCF.

In the humanitarian field, complementarity is important and so SPR has a reputation within the IFRC for its collaborative and complementary approach with peer Red Cross and Red Crescent Partner National Societies in both humanitarian assistance and PBS operations. Equally in Liberia, SPR's work in adult literacy is seen as highly complementary.

There is potential to build on private sector support and expertise and achieve more direct or complementary engagement by most CSOs. This is particularly so within the framework of recent private sector initiatives and instruments such as Finnfund. While CSOs are not expected to depart from their particular role in strengthening civil society capacity, the policy guidance does state that they should take into account other activities supported by the MFA.

5.2.3 Coherence with bilateral and international interventions

While the Finnish CSO and development policies call for coherence (see MFA 2010, 2016), at the same time they call for developing a vibrant and pluralistic civil society. To a certain extent, these two statements reflect an inherent tension: respecting a vibrant and pluralistic civil society also requires respecting autonomy and independence of CSOs and this will increase the heterogeneity and independence of CSO interventions and allow diverse forms of engagement that while not automatically incoherent with broad aid policy, at times may prove to have less coherence with particular channels of Finnish development cooperation.

This challenge of coherence is reflected in the inherent tension between MFA channelling support through LDC governments and CSOs working on advocacy for human rights

This challenge of coherence is reflected in the inherent tension between MFA channelling support through LDC governments and CSOs working on advocacy for human rights, as well as between community-led growth and MFA's increasing support for private sector-driven growth.

The current core partner countries of the Finnish Government are: Ethiopia, Kenya, Mozambique, Somalia, Tanzania, Zambia, Afghanistan, Myanmar and Nepal. Over the evaluation period the CSOs have covered a much wider geographic area and have been active in countries where there is no Finnish bilateral presence. For example, Siemenpuu and FS have had programmes in India and South America, where there is very little bilateral aid cooperation. In these countries there is no possibility for coherence with MFA policies, in the sense of jointly working together to pursue policy aims, although there is the possibility for complementarity (see 5.2.2). Nevertheless, from the evolution of the portfolios of the CSOs, and since PBS has been introduced, there is a growing alignment by the CSOs in choice of countries, particularly in Ethiopia, Kenya, Somalia (Somaliland), Zambia and Nepal.

SASK is a notable exception amongst the CSOs under study because the portfolio of SASK focuses more on Middle Income Countries. While this might not be coherent with the MFA focus on LDCs, there is the possibility for coherence at the level of economic cooperation and trade policies, because the trade unions' function is relevant in international supply chains and in countries were Finland is sourcing materials and/or investing in economic activities.

A positive step is that in the new **country strategies developed by MFA, support through CSOs is often included as one of the key elements** with the intention that this should lead to more coherence of strategy and actions at country level. In Nepal, Ethiopia and Tanzania, for example, CSOs are recognised as important partners in delivering Finland's aid programme (e.g. MFA, 2015c). In Mozambique, Demo Finland support for improved governance in the extractive industry sector was included in the country strategic plan. In Ethiopia, DPF and Abilis are recognised as joint implementers of MFA's country strategy.

In terms of **actual implementation, however, there are only a few examples of joint work** that reflects this intention (see Box 6).

Box 6. Coherence in the Finnish approach to Disability Support in Ethiopia

"The Embassy of Finland in Ethiopia is an exemplary case of proactively promoting coordination amongst the key stakeholders, including donors and CSOs active in this thematic area (disability) and also the government. The Embassy also has promoted complementarity of disability issues between different aid modalities. The Embassy of Finland in Ethiopia has also proactively organized round tables and workshops in disability issues which has increased Finland's visibility and led to concrete proposal on the way forward."

Source: Poutiainen & Venäläinen, 2017.

The CSO2 synthesis was very critical of the low level of interaction between CSOs and Embassies. The FLC has been reduced and there is "*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*" (Brusset et al., 2017, p. 46). When examining the overall extent to which bilateral and CSO programmes and projects are coordinated or implemented in cooperation, the evidence suggests that this is only done in an limited way - a point also noted by Reinikka (Reinikka & Adams, 2015, p. 20). This has limited the level of coherence between CSO interventions and MFA interventions in core partner countries.

Bilateral and CSO programmes and projects are only coordinated in a limited way

Nevertheless, Embassies and CSOs in the respective countries conduct regular and/or ad hoc consultations, including sharing of information on the state of the civil society. This communication also enables discussions on how the parties may address sensitive rights-based issues, including identification of measures on how the Embassy may support the CSO e.g. by participating in a relevant CSO-organised event. Embassies may even provide support by taking more active diplomatic positions in defence of local civil society space (Brusset et al., 2017, p. 60).

MFA recognises the value of CSOs being engaged in countries without official diplomatic representation with the implicit purpose of information gathering, and with the purpose of putting Finland "on the map" also in countries. (MFA, 2016). The evaluations in this study do not provide much evidence of the contribution of this work to policy coherence however, perhaps because of its informal nature.

The Umbrellas have a special role, seeking to bring greater coherence of approach across their members and the MFA. For MFA, the Umbrellas have a key role in informing policy and advising on tools. The Umbrella Organisations (UOs) are not always seen as autonomous by MFA, but as important channels of communication.

The Umbrellas have a special role, seeking to bring greater coherence of approach across their members and the MFA

There is strong coherence in terms of **humanitarian work**, where the concerned CSOs make considerable effort to align with the relevant UN and NGO coordination mechanisms or clusters. The combination of a longstanding partnership, strong disaster response capacity and global reach, including at a grassroots level, has also resulted in a situation where "MFA views the SPR as both a provider of valuable advice on conflict and emergency situations and a reliable delivery channel for operational support and emergency aid. SPR's standby

There is strong coherence in terms of humanitarian work

disaster response capacity is also important for the Finnish government for domestic responses" (Baker, Venäläinen & Brusset, 2017, p. 46).

5.3 Effectiveness

5.3.1 Output achievement

In general, the CSO evaluations indicate that **at output level most of the programmes fulfil their targets well**. According to the CSO3 evaluation synthesis, "*most CSOs have been effective in terms of development co-operation outputs produced, referring […] to activities such as capacity building, service and goods provision, networking and exchanges as well as advocacy in partner countries and Finland* (Chapman et al., 2017). Related targets have been met up to over 90% for a few CSOs and in most cases projects have been carried out as planned.

In most cases projects have been carried out as planned

While the CSO1 evaluation synthesis does not explicitly discuss effectiveness in terms of outputs, the CSO2 synthesis highlights output effectiveness especially with regard to service delivery: "*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*" (Brusset et al., 2017, p. 47).

The CSO2 synthesis report also notes that "…*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.*" (Brusset et al., 2017, p. 19).

The key challenge related to humanitarian assistance is to create the link to further developmental processes

SPR, FCA, WVF, Fida, SCF and Plan also support **humanitarian aid**. The evidence from relevant CSO evaluations is that in general, all of them have succeeded to produce the targeted outputs. The key challenge related to humanitarian assistance is to create the link to further developmental processes.

Most CSOs participate in global education, reporting mainly output-level achievements

In addition to development co-operation and humanitarian aid, most CSOs participate in **global education**, reporting mainly output-level achievements in this theme. The key achievements include sensitisation of the CSOs' own membership, school programmes and platforms for people's participation in development issues (models include Kepa's World Village Festival and Markets of Opportunities, Siemenpuu's Global Dialogue Programme and Abilis's Global Disability Diplomacy). According to the CSO3 synthesis, "*the efforts of both ISF and SASK have been effective, for example, in terms of online viewings, Facebook friends or interest towards consultation. The ISF magazine – Solidaarisuus – was*

the most recognised publication in a competition among cultural, opinion and/or scientific magazines in 2016, and its global education approach was assessed as innovative and interactive, including a package of educational material that can be ordered by schools" (Chapman et al., 2017). Fair Trade has conducted extensive campaigning on the fair trade concept and is very visible and well-known in the markets of consumer goods. Regarding Taksvärkki, about 8,000 students participate annually in Taksvärkki's global education programme in Finnish schools. Kepa's extensive influence on the national curricula is discussed under advocacy.

5.3.2 Examples of outcome achievement

Many positive examples can be identified, where the CSO have contributed to outcomes in terms of (somewhat overlapping) areas of **service delivery, advocacy** and **capacity development** - although monitoring and measuring challenges hinder forming of an overall picture of the CSO outcome achievement in many cases (Box 7).

Monitoring and measuring challenges hinder forming of an overall picture of the CSO outcome achievement

Box 7. Challenges in outcome measurement

- The CSO3 synthesis notes that "the evidence on the overall outcome achievement levels of the CSOs is constrained because of several challenges in monitoring and reporting" (Chapman et al. 2017). These include:
- Anecdotal outcome reporting that "focuses on outputs rather than outcomes and evidence on outcomes in particular remains largely anecdotal for the majority of CSOs" (Chapman et al., 2017).
- A focus on projects rather than programmes, meaning that "in many cases, reported results tend to refer to specific projects and/or countries and cannot be taken as representative of the effectiveness of the whole CSO programme" (Chapman et al., 2017).
- Lack of baseline and contextual data that makes "it difficult to assess both the appropriateness of the initial target setting and significance of reported achievements" (Chapman et al., 2017).
- Time-inconsistency in a way that "many of the most significant intended outcomes of the CSOs cannot be captured over short reporting periods and reliable indicators and data collection methods may be difficult to develop" (Chapman et al., 2017).
- Unclear ToCs to begin with that "are not sufficiently explicit on the causal logic that shows how their outputs link to the short and long term outcomes" (Chapman et al., 2017).
- Identifying CSO contributions and "attributing outcome achievements directly to the work of an individual CSO alone is difficult – rather they are the result of joint contributions from various actors and influenced also by the external context" (Chapman et al., 2017).
- According to CSO2 synthesis, the wide geographical spread, the usually small scale of interventions and the low level of technical support to guide quality of delivery tend to hinder assessing the overall outcome achievement (Brusset et al., 2017, p. 49).

Source: Brusset et al., 2017, p.49; Chapman et al., 2017.

Many PBS CSOs are well-established and have a long track record of successful work in their specific service delivery field

Service delivery

There is quite strong evidence of good outcomes as well as outputs from service delivery - partly because results such as changes in school attendance or exam results, water and sanitation delivery and health outcomes such as improved health awareness and delivery of health care services are easier to measure than the results of advocacy or capacity development. Many PBS CSOs are well-established and have a long track record of successful work in their specific service delivery field to build on. The following positive examples in service delivery are drawn from the respective CSO evaluations:

- All the evaluations of WVF-supported development programmes reviewed indicate that positive outcomes have been achieved, particularly in terms of community development, WASH and health service delivery, and are perceived to be relevant to communities and partners. Evaluations reviewed from India, Uganda and Kenya indicate good outcomes, notably increased health awareness for improved vaccination coverage, hygiene, giving birth in institutions, enrolment and reduced drop-out rates, livelihoods and saving and credit activities.
- WWF Finland and Siemenpuu Foundation focus on environmental protection including development of ecosystem services, and their results include extension services for sustainable management of natural resources and improved livelihoods.
- Felm, FS and Fida have supported development of agricultural and entrepreneurship-related extension services and thereby strengthened livelihoods of the beneficiary communities. Empowerment of people with disabilities to participate in education, and improving their access to services (e.g. health, water and sanitation, education) are also supported.
- Support by ISF has enabled beneficiaries to improve and sustain their productive operations (e.g. honey production in Nicaragua and farming in Somaliland). Agricultural extension services that offer improved production methods are important part of this process.
- Plan's support strengthens several areas of services, including child protection, early childhood care and development, education, and youth economic empowerment through vocational education. The evaluation shows positive results in all these areas.
- Development of extension services is a key approach also for FT. Quality extension services are a key for the success of FT's producer groups.

According to CSO1"*…large proportion of these outcomes can be categorised as empowerment of beneficiaries or rights holders. This includes marginalised groups, like people with disability. A few of the outcomes relate to duty bearers, who have been capacitated to fulfil certain rights. […] Most outcomes are related to service provision rather than to advocacy. […] achievement of outcomes is built on previous project work as well as on learning from past interventions and experience*" (Stage et al, 2016, p. 50).

Advocacy

Building awareness of rights holders about their entitlements and the obligations of duty bearers, and achieving a change in the behaviour of stakeholders, as well as creating empowered communities or supporting political processes and improving legislation, can be seen as important outcome examples of CSO advocacy work. The CSOs part of international networks (e.g. Plan, WVF, WWF) mainly contribute to advocacy work through their international networks. A number of positive illustrations can be mentioned:

- CMI has been able to access high-level decision-makers in multilateral organisations and negotiation teams to propose highly practical ways of including women in peace processes. The contribution of CMI highlights the diverse effects which women can have, and this insight is being used instead of a purely normative approach which risks falling into a caricature of quantitative measures of participation.
- As a neutral facilitator in Zambia, Demo has been seen as instrumental in bringing in the idea of multi-party or cross-party cooperation that has helped to bring different parties together to discuss issues affecting women in politics – with contributions to outcomes such as empowerment of women politicians, sensitised traditional community leaders or local women politicians' being integrated into national party structures.
- SASK has improved co-operation among trade unions, coupled with trade union networking and participation in political processes, as important steps in a path of increasing trade union bargaining power towards improvements in national legislation for better lives. SASK has also improved collective agreements – providing direct benefits for workers – as well as improving organization rights in several countries.
- Both DPF and Abilis have supported their partners to advocate the rights of disabled persons. In Ethiopia, cooperation with Finnish DPOs strengthened the position and capacity of partner organisations to participate in the dialogue and advocacy for the UNCRPD.
- An example of grass-root level advocacy is provided by Taksvärkki which has empowered youth to become more active and aware of their rights. Youth groups and street associations have been established which has improved youth's position to advocate their interests in their respective communities.
- Examples of KIOS-supported projects have increased the confidence and capacity of the beneficiaries as well as in some cases reduced the effects of harmful traditional practices.
- SCF's programme has contributed to children's growing awareness of their rights and improved community child protection mechanisms. Children have been brought in as active players in advocacy on child rights. 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.

- The Umbrellas (Kepa and Kehys) have developed platforms for policy advocacy as well as produced materials for advocacy (studies, statements, etc.). Even if the outcomes are hard to measure, the evaluation's interviews indicate influence on Finnish and EU policies and on CSO-related aid mechanisms.

Several CSO reports also indicate good advocacy achievements within Finland

Several CSO reports also indicate **good advocacy achievements within Finland**. According to the CSO3 synthesis, for example, "*DPF reports several achievements with regard to advocacy and mainstreaming of disability issues in Finland, such as promoting an increased emphasis of disability issues in the 2016 Finnish development policy. Both Kepa and Kehys were invited to contribute to the preparation of the 2012 development policy, which was based on the HRBA approach. Stakeholder interviews indicate that Kehys has actively contributed to the upcoming European Consensus on Development and Kepa contributed to the inclusion of the concept of global citizenship to the new Finnish primary and secondary education curricula. Demo Finland's advocacy within the Finnish Parliament and political parties for international democracy support has been assessed as relatively successful*" (Chapman et al., 2017).

Insufficient results have been achieved in the field of advocacy – when compared with service delivery or capacity building

However, there is some concern that insufficient results have been achieved in the field of advocacy – a key part of strengthening civil society – when compared with service delivery or capacity building (Stage et al., 2016, p. 51). While several CSOs have improved livelihoods or economic conditions of poor communities, this work has not sufficiently addressed the need to build up the capacity to advocate for rights, examples including FT's work with farmer cooperatives and FS's educational support in India. One can set against this more positive examples of the deliberate development of advocacy capacities of local partners that have allowed them to reach out to external stakeholders and governments and so bring influence at policy level. This approach has been pursued effectively in the case of Demo Finland (political parties), SASK (trade unions), the Umbrellas and the Foundations (around advocacy on human rights, disability and environmental issues).

Capacity Development

Most CSOs explicitly address capacity building of grassroots organisations, political parties, trade unions, networks and their members. Some CSOs, such as SASK, ISF and the Umbrellas, mention that capacity development of partners and members is core to their approach. As to building capacity of the local partners in particular, their pre-existing level of organisational capacity is diverse. While CSOs like ISF, Demo Finland and SASK usually work with more established local partners, the Foundations, FS and DPF, Abilis and Siemenpuu regularly work with grassroots and less established organisations, with generally weaker organisational capacities.

Practically all CSOs provide capacity building to their partners in project planning and management. This includes e.g. trainings and provision of manuals and guidelines, either prepared by the Finnish CSO or by its international network (e.g. Plan Finland, WVF, etc.). Thematic capacity building is provided to a varying degree on the CSO's focus areas, the CSOs with sharp thematic focus

being most active in this field (e.g. disability organisations, WWF, ISF, etc.). Examples of outcome achievement in the field of capacity building include:

- FT has strengthened the implementing partners' (cooperatives of coffee producers and their umbrella organisation) capacity to address the consequences of climate change as well as the challenge of involving the younger generation in farming.
- FRC's support has capacitated refugees in income generation (e.g. Youth Vocational Training Project in Sierra Leone) as well as contributed to improving in basic skills, including literacy.
- SASK has supported trade union partners to gain new members as a means to increase their bargaining power as well as strengthened their capacity to address labour rights issues.
- Felm has nurtured small CSOs to become more professional in development work, and has linked its CSO partners together to promote the sharing of experience and lessons learnt in joint trainings and cooperation forums.
- SPR invests significantly in capacity development, both in operational and organisational development. This takes place at different levels in communities and RC/RC National Societies. Development of the work of volunteers such as RC's youth activists is a core area of SPR's capacity building.
- Capacity development of Finnish CSOs is among the core functions of the Umbrellas and feedback on trainings focusing on thematic or project management issues indicate high satisfaction by the participants.

However, in terms of developing capacity of the key partners, the CSOs mostly concentrate on providing **project-specific capacity support** to their local partners and **few invest in areas like organizational development or knowledge management or wider civil society strengthening**. According to the CSO3 synthesis, "*the effects of capacity development generally are also not well monitored and there is limited insight into organisational capacity development processes over time […] In addition, the CSOs, with the exception of the Umbrellas, have limited knowledge on the effects of capacity development at the level of the civil society as a whole*" (Chapman et al., 2017). For example, although SPR invests significantly in capacity development, it does not have an overall capacity development strategy with attached measurable objectives or baselines - making it difficult to assess how successful the capacity development activities have been. It was found that in particular, small and short-term contracts limit the partner CSOs' possibilities for capacity development. The best results were achieved when there was a long-term engagement with a local CSO, treated as a partner able to set its own priorities.

CSOs mostly concentrate on providing project-specific capacity support and the CSOs have limited knowledge on the effects of capacity development at the level of the civil society as a whole

While a significant amount of Finland's aid to fragile states is channelled through core funding given to multilateral organisations (MFA, 2014, p.41), the meta-analysis found that **very few of the 22 CSOs provide core funding** even though it is permitted under PBS rules. A positive example of providing such funding and its effect on sustainability is evidenced in Zambia, where the

Very few of the 22 CSOs provide core funding

Finnish Association of People with Disabilities (Poutiainen & Venäläinen, 2017) provided Zambia National Association of Persons with Physical Disabilities with core funding as part of the Ngwena River Farming project that in turn improved capacity and sustainability. KIOS and Siemenpuu also considered that core funding has been vital to support fragile local organisations operating in sensitive and rapidly changing settings.

5.3.3 Some factors influencing effectiveness

In general, the background and type of the CSO creates some variations which can have an impact on effectiveness:

- The programmes of the CSOs that are part of international networks (e.g. Fair Trade, Plan, WWF) are mainly part of wider programmes of the concerned international CSO. This enables contribution to wider developmental processes and may increase the operations' critical mass. For example, all the programmes supported by WWF Finland are funded jointly with other WWF national offices as a kind of basket funding.
- Those CSOs with a particularly strong thematic focus (such as Abilis, KIOS, Siemenpuu, DPF, Plan, SCF, FRC, SASK) are able to link their grassroots work effectively with advocacy work at national and even international platforms. For example, Abilis is active in advocacy work on United National Convention on the Rights of People with Disabilities (UNCRPD) and Siemenpuu in its contributions to the World Social Forum.
- CSOs with a wide thematic scope of operations and high number of projects (e.g. Felm, Fida, FS) tend to be effective mainly at the level of individual, localised projects. However, the more diverse the programme with a high number of countries, themes and projects, the more difficult it is to reach a critical mass for wider effectiveness related to strengthening of the civil society - although, for example, Felm has also linked together CSO partners to promote the sharing of experience and lessons as well as for training.

If the space of civil society is decreasing the results may appear as very modest even if the CSO has succeeded to protect the space for civil society

Furthermore, context can have significant - positive or negative influence - on the actual CSO effectiveness. On the one hand, for example, if the space of civil society is decreasing in a country of operation, the results may appear as very modest or even negative - even if the CSO has succeeded to protect the space for civil society and without its capacity development and advocacy work the situation could be even worse. For example, SASK has supported trade unions in countries, where there are strong pressures against trade unions. On the other hand, according to CSO3 synthesis "*for example, a rough cost-benefit analysis of the DP supported, loan-based economic empowerment interventions in Ethiopia suggested that the beneficiary groups would not have a significant amount of money left after paying back the loan and all the costs associated with their poultry production businesses. This was influenced by both lack of market and a decline in the value of the poultry products. The field case-studies of SASK supported activities showed that in some cases simple increases in minimum wage can be negative in real terms, when taking into consideration the even higher inflation and growth rates*" (Chapman et al., 2017).

5.3.4 Strengths and weaknesses of PBS with respect to effectiveness

One of the key objectives of PBS is to improve the effectiveness of the CSOs' development cooperation as compared to other potential mechanisms such as project-specific funding. In general, one could assume that PBS could improve effectiveness as the interventions of the CSOs may be based on more long-term partnerships and development processes. PBS allied with stronger RBM systems should allow for better tracking of progress and a more transparent process for gathering and sharing feedback and learning. Also the flexibility of the instrument may improve effectiveness through enabling easier corrective measures and revision of plans than project-based funding (Chapter 5.4.2).

However, the reporting of the CSOs does not provide sufficient evidence so far on whether these assumptions are realised. The main reason is the fact that the CSOs are still progressing towards fully capturing the overall programme-level results (outputs and outcomes) in their monitoring and reporting. **The evidence is rather project-based still, focusing mainly on activities and narratives on some selected results.** This is caused by two main reasons:

- Most of the CSOs have entered the PBS modality through a project approach. Over the 2010–2016 evaluation period, PBS for the recent PBS CSOs has been mainly project portfolio management and only some CSOs with longer-term PBS experience such as FCA have shifted towards stronger programmatic approaches.

  However, the guidelines and forms of the recent PBS application round (2017) emphasize strongly the programmatic nature of the instrument, including emphasis on programmatic RBM. With adequate oversight for their implementation, it could be expected that during the 2018–2021 PBS period, results reporting can be improved, especially as all CSOs have now improved their RBM-based management systems and modalities.

- MFA's RBM approach is a rather new issue, introduced in its current form in 2013. All PBS CSOs have been developing their RBM systems and approaches, but results in monitoring and reporting have been still pending for the 2010–2016 evaluation period (Silfverberg, 2016).

  Results reporting from 2016 could be expected to be more programmatic, but these reports were not included to the three CSO evaluation rounds. In practice, it takes several years after establishing the M&E system to get actual evidence on results, based on the developed systems. Therefore, it would be realistic to expect improvements in monitoring and reporting only for the next PBS period (2018–2021).

PBS enables CSOs to apply a holistic approach that combines different types of operations such as advocacy, service delivery and global education. For example, the CSOs tend to use experiences from their projects in their communication and global education activities, and for CSOs active in advocacy, advocacy themes are closely connected with the themes of their development cooperation. This is evident especially with the CSOs with specific operational focus such as disability issues, refugees or environment.

PBS allied with stronger RBM systems should allow for better tracking of progress and a more transparent process for gathering and sharing feedback and learning. Also the flexibility of the instrument may improve effectiveness

However, the reporting of the CSOs does not provide sufficient evidence so far on whether these assumptions are realised

In general there is space for more active cooperation – not only within a single CSO's programme but also more widely

The more complex role of the CSOs – for example in strengthening of civil society – requires other kinds or methods for identifying and analysing results

The evaluations (CSO1, CSO2, CSO3) confirm high cost-consciousness among the 22 CSOs

Most CSOs had to decrease their staff after the cuts in MFA funding

Although PBS could also enable better experience sharing and synergies between different projects under a programme, the CSO-specific evaluations reveal that this is an area of unused opportunities. Little practical level cooperation among a CSO's projects has been generated. To some extent study tours to other projects have been conducted, and workshops with partners of a CSO are arranged regularly, for example, by Felm. However, in general there is space for more active cooperation - not only within a single CSO's programme but also more widely among the PBS organisations' projects as well as with other stakeholders such as other CSOs, academia and private sector.

Showing programme-level results - and especially more complex outcomes - of the PBS instrument is a challenge also for the MFA. In case a CSO is mainly working on service delivery, e.g. improvement of school attendance rates or health care access, output-level results may be aggregated from individual projects whereby also MFA could aggregate such results from different CSOs. However, the more complex role of the CSOs - for example in strengthening of civil society - requires other kinds or methods for identifying and analysing results. In practice, the approaches for results reporting need to be developed through a collaborative process with the CSOs and MFA.

5.4 Efficiency

This Chapter examines efficiency from four dimensions: i) how efficient the CSOs have been in using PBS resources, (ii) whether M&E (or RBM) systems track results better as a result of PBS, (iii) whether risks have been managed, and (iv) how PBS has affected efficiency of MFA in managing the PBS CSOs.

5.4.1 Efficiency of resource use

From the evidence available (CSO3 evaluations) disbursement ratios are good. In terms of fund use against funds received, the CSOs have been relatively efficient over the period 2010-2015, with over 90% of funds received used (Annex 2, Table 7 on PBS Budgets and Expenditures) and from the evidence in the individual reports and audits that are available, the funds have been used for the intended purposes. Equally the required levels of self-funding have been raised as required.

As a general finding, the evaluations (CSO1, CSO2, CSO3) confirm high cost-consciousness among the 22 CSOs. None of the evaluations identified more cost-efficient ways for operations, and also the staffing levels and administrative costs were found to be justified. Even in the case of Kepa whose financial reporting indicates a very high portion of salary and management costs, the actual administrative costs are justifiable as majority of the work is done by Kepa's own staff even if it's not budgeted as operational costs. To balance with the actual funding, most CSOs had to decrease their staff after the cuts in MFA funding. This obviously has had a negative impact at the level of expertise in the organisations.

The CSOs that are part of international networks have somewhat higher overhead costs, at least if the whole chain of actors is taken into account, but this is compensated for by extensive coordination and standardised management

processes. CSOs working in fragile states have somewhat higher unit costs, but this is justified given the difficult working conditions and security issues.

The financial management of the CSOs does not, however, provide a sufficient basis for assessing the actual overhead costs of the operations. Cost classifications differ by CSO and financial monitoring does not provide detailed information on the overhead costs. Also analyses of unit costs is weak and value for money analysis often completely missing, making it hard to examine cost comparisons between different kinds of approaches.

Even if the general cost-consciousness is good, most projects are of rather small size so that they don't create a critical mass for providing a basis for wider replicability. Even if big size is not always a strength, e.g. the approach of Abilis to provide funding to micro-projects is well justified, in general terms the projects implemented as part of the programmes tend to be scattered and lacking critical mass. Bigger entities with better geographical focus could have a positive impact on efficiency.

In general, PBS is expected to improve efficiency by reducing administrative work as compared to a portfolio of separate projects as well as by creating larger entities with better critical mass. This is assumed to improve resource usage as well as reduce duplication. Long-term partnerships also improve efficiency as already well-known and trusted partners do not need long periods for learning of each other's working cultures. The flexibility inbuilt to PBS may also improve efficiency through smoother processes for corrective actions. But as noted above, the common lack of unit costs and usage of different kinds of cost classifications doesn't provide sufficient evidence on whether this assumption is true or not.

Analyses of unit costs is weak and value for money analysis often completely missing

In general projects tend to be scattered and lacking critical mass. Bigger entities with better geographical focus could have a positive impact on efficiency

5.4.2 Results based management

In general, RBM is expected to provide tools to improve both the quality of management and efficiency of operations. At project level, all CSOs have applied some form of RBM (mostly LFA) for already a long time. At programme level, some CSOs have a longer experience in programmatic RBM (e.g. FCA and the CSOs part of international networks), but for most of the 22 CSOs, programmatic RBM is a rather recent challenge, as it is for the MFA as well (Chapter 4.2.3).

At project level, all CSOs have applied some form of RBM but programmatic RBM is a rather recent challenge, as it is for the MFA as well

This meta-analysis draws on a thorough assessment of RBM systems conducted under CSO1 evaluation that included the following key elements for all 22 organizations (Silfverberg, 2016):

- Setting of objectives in **planning**, both at programme and project levels. For all 22 CSOs, the programmatic objectives are based on the CSO's strategy and/or mission. Even if some of these objectives are still rather vague, there has been a major leap towards a more programmatic approach. Project-level objectives (applying LFA, Results Chain and/or Outcome Mapping methods) are also set, either by the partners or through a participatory process with the partners.

- Related to objectives, all CSOs try to set indicators **for monitoring**. They are set mainly at output and project level and most are still finding ways to develop relevant programme indicators. Even for output-level indicators, baselines are often lacking. Projects are monitored through various processes usually based on partner organisations' own monitoring systems. This monitoring is supported by regular communication as well as by visits from the Finnish CSO's headquarters. Some CSOs also have regional and/or country representatives that conduct more frequent monitoring.
- **Reporting** is then conducted usually on a quarterly and annual basis (and at the end of the project and/or programme period). Quarterly reports focus on activities and inputs (including financing) whereas annual reports elaborate also some output and outcome results. All 22 CSOs are now trying to develop their reporting towards a stronger RBM approach and reports from 2016 or 2017 will be the first ones to apply the improved systems. The findings and results from project-specific reporting are synthesized into programme level reports, the annual reports being the key documents. Regarding programme outcomes and impacts, the annual reporting cycle is too tight. A more relevant schedule could be Inception Report (with baselines), Mid-term Report after two years, and final report in the fourth year.
- **Evaluation** is, to varying degrees, part of RBM in all 22 CSOs. The bigger CSOs and the ones that are part of international networks have systematic procedures and programmes for evaluation whereas the smaller CSOs conduct evaluations on a case-by-case basis. The results seen in this meta-analysis indicate, however, the low quality of evaluations in general ~ see for example the detailed assessment in CSO3 (CSO3, Chapter 4.6.1). Evaluations lack comparisons to baselines (as baselines rarely exist), outcomes and impact are rarely analysed, and lessons learnt are weakly presented. This is mainly due to weak planning of evaluations and usage of semi-professional evaluators and lack of relevant monitoring data.

Evaluations lack comparisons to baselines outcomes and impact are rarely analysed, and lessons learnt are weakly presented

To summarize, the CSOs consider RBM first of all as a management approach for themselves whereby their own requirements are actually wider and deeper than that of the MFA. However, due to the weaknesses in M&E and results reporting, this does not necessarily mean that MFA's requirements are fully met.

The clarity of the intervention pathways is often poor

While all CSOs aim to strengthen civil society by a range of activities and methods, **the clarity of the intervention pathways** that link the two is often poor. While project activities and outputs are well connected, most CSOs have models or theories of change that are not specific enough about how their outputs link between to the desired outcomes and goals (see Box 2). Most use quite broad terminology that does not capture fully how their interventions connect with the desired outcomes and goals, and what assumptions they rely on. This weakens the relevance of individual CSO PBS programmes to wider policy goals, and also weakens the ability to choose and measure the right performance indicators to judge whether outcomes have been achieved. The key challenge regarding

RBM in PBS is finding a logical link between programmatic and project level RBM.

As the 22 CSOs have different backgrounds, also the concept of RBM differs depending on the CSO's background. Three key groups of CSOs with somewhat different approaches for RBM may be identified:

- CSOs part of international networks (e.g. Plan Finland, FT, WWF, etc.): These CSOs base their RBM application to a great extent on the systems applied within the CSO's international network / umbrella organization. Rather comprehensive and standardized approaches and methods are developed within the international network whereby only some MFA-specific modifications have been made.
- "Independent" Finnish CSOs (e.g. Felm, SASK, Kepa, etc.): These organizations have developed their own organization-specific RBM systems. This group has a big variation from highly resourced CSOs with advanced systems (e.g. FCA) to small ones (e.g. FS).
- Foundations (Abilis, Siemenpuu, KIOS): As the Foundations mainly channel funding to projects through calls of proposals, RBM for them has been very much tied with fund management.

Some combinations of these three basic models are also applied. All 22 PBS organisations have now RBM systems in place, fulfilling at least minimum requirements for RBM. The basic systems are presented in Table 8.

The methods applied vary, depending on the CSO. While LFA-related methods still dominate, also other methods such as Outcome Mapping, or usage of ToCs and Results Chains are applied. It must also be noted that MFA's guidance on how RBM is expected to be applied has been very generic. While this has caused some confusion on what is expected, it has also enabled the CSOs to develop systems based on their own working culture.

MFA's guidance on how RBM is expected to be applied has been very generic

Altogether, getting reliable evidence on the improved effectiveness of the CSOs' work especially at programme-level requires development of new approaches and methods for monitoring and reporting. The challenge is to find a balance with monitoring and reporting that really is necessary and contributes to learning and with resources and costs required for monitoring. Monitoring against a clear and logical ToC may provide the base for the method development. Development of an improved methodology for results monitoring requires joint work with the CSOs and the MFA.

Development of an improved methodology for results monitoring requires joint work with the CSOs and the MFA

This meta-analysis concludes that PBS and RBM have strengthened management in the CSOs. There is a growing awareness of the need for more systematic M&E and results reporting, benefiting the CSOs' own learning, communication with public, as well as reporting to MFA. RBM is widely considered as a relevant approach for improving the quality and efficiency of management, not as an issue imposed by the financier (i.e. MFA). Several of the CSOs, especially the CSOs part of international networks (e.g. Plan Finland, WWF), apply advanced management systems based on the international network's systems and tools, and others are in the process of improving/revising their systems. Output-level monitoring and reporting is already based on assessment of achieving the set

targets, but the CSOs (and MFA) still lack well-articulated theories to show how these deliver outcomes and impacts on civil society. There is a growing literature on the specific challenges and roles related to civil society evaluation work and a range of tools and techniques to draw upon (for an early example see Kelly et al., 2008).

RBM has already had some positive impacts on quality of management and staffing

RBM has already had some positive impacts on quality of management and staffing. All CSOs have developed / are developing RBM-based management tools and processes, and most CSOs have invested in staff training on RBM. Many CSOs have provided related capacity building also for their partners. However, as the systems are still new (or under development), the actual application of the systems is only starting gradually. Regarding results monitoring, even when baselines exist, the actual outcomes and impacts can be verified only after results are sustained, i.e. after several years. Realistically one can assume that the 2016/2017 reports will show some improvement in results reporting, but the full usage of RBM will happen only during the next funding period (2018–2021).

5.4.3 Risk Management

Taken into account the context of development cooperation, CSOs face the challenge of managing risks with diverse projects and partner organisations and in often difficult contexts and with limited local capacities. Risks relate typically to external factors such as climate, political changes, conflicts, socio-economic situation, position of the civil society as well as to internal risks related to management, capacity of partners, funding, security arrangements, etc. While some of the risks are solvable, e.g. through training and development of procedures, especially the contextual risks require adaptation to the current circumstances.

All CSOs have recognized the importance of risk management

However, for the majority of the CSOs, systematic risk management is a rather recent development

MFA's guidelines for CSOs and RBM also emphasize the need to apply systematic risk management. In general, all CSOs have recognized the importance of risk management, and all have at least basic risk management tools in place. The most common application is a risk matrix with identified risks, assessment of the level and probability of the risk, and mitigation measures. CSOs that are part of international networks have systems based on their network's mechanisms, and the major Finnish CSOs (e.g. FCA) have rather advanced mechanisms for risk management. However, for the majority of the CSOs, systematic risk management is a rather recent development (e.g. SASK since 2014, DPF for the 2016-2021 programme, FS for the 2015-2017 programme). Therefore, the application of systematic risk management is especially with the smaller CSOs and Foundations still a challenge. Typical weaknesses include the following:

- Even if risks are identified beforehand, they are not monitored systematically.
- Some of the risk assessments are too generic whereby the concrete risks are not identified early enough.
- Mitigation measures are not started early enough, the local partners are reluctant to make changes (i.e. corrective measures) to the plans.
- Resources for risk mitigation are not available.

In practice, partner selection is a key measure for risk management: trusted local partners decrease the level of internal risks, and their good understanding on the national/local context helps in early identification of external risks. Other approaches for risk management include widening of the funding base (e.g. FCA), development of management systems (RBM), and capacity building on risk management. In general, there is a need for all these actions.

As risk management is emphasized more strongly in the funding round for 2017-2021, it's expected that risk management will have a more strongly attention in the coming programme period.

5.4.4 MFA's role in supporting PBS

Another dimension of efficiency is **the role of the MFA in managing the PBS modality**. Evidence reported in evaluations is based especially on interviews with representatives of both the Unit for Civil Society of the MFA (KEO-30) and the CSOs. In addition, information is obtained from the interviews with senior MFA management and MFA's sectoral advisers.

In general there has been a good collaboration between MFA and CSOs, and CSOs felt that their views were taken on board during the discussions around the preparation of Finnish development policies, especially in 2011/12, but also for the present policy. There has also been a shared interest in improving the PBS modality as well as, more recently, RBM tools and practices.

For MFA's CSO Unit **the PBS modality is essential** as the Unit would not have resources to administer similar levels of funding and reach so many diverse civil society groups and beneficiaries through the alternative modalities (e.g. project-based funding). In their view, the modality has to some extent improved transparency and accountability. The application procedures and instructions developed together with the CSOs for the 2017 application round are expected to further strengthen the programmatic approach, cater for improved RBM, and improve the transparency of funding.

However, even if the relationship as such is positive, the management processes face several weaknesses:

- The annual consultations are an important mechanism for the dialogue between MFA and the CSOs and provide an important platform for discussions and feedback. However, the timing of the consultations is problematic. The discussions on the previous annual reports are conducted in December-January (sometimes even later) whereas all CSOs have prepared their next annual plans well before the consultations. Therefore, the possibility to take into account issues raised during the consultations for annual planning is almost impossible. It would be much more relevant to have the consultations prior to finalization of the next year's work plans. Official approval of the final reports could be done through a separate process.
- Mechanisms of MFA management have mainly been administrative and lacking in strategic communication or discussion on the contents with the CSOs. The CSO Unit has suffered from cuts in development funding and the number of staff in the CSO Unit has been reduced (staff numbers

There has been a good collaboration between MFA and CSOs

For MFA's CSO Unit the PBS modality is essential and has to some extent improved transparency and accountability

Mechanisms of MFA management have mainly been administrative and lacking in strategic communication with the CSOs

The number of staff in the CSO Unit has been reduced

fell from 18 full time staff in 2014 to 12 in 2017). At the same time, demands on fund management have increased. Desk officers manage several CSOs and have limited time for content-specific discussions and monitoring visits in the field. The time of the desk officers for the Foundations has since 2016 been further burdened by the legal obligation to sign off funding decisions. MFA's sectoral advisers have also only occasionally been invited to the consultations whereby mutual learning on substance has been marginal (though following CSO1 recommendations this involvement has risen).

- The guidance and instructions for the CSOs provided by MFA are seen as being flexible by the CSOs but also not clearly communicated, especially regarding RBM and the expected outcomes of the PBS. The guidelines and forms for the application round in 2017 are more instructive in this aspect requesting the CSOs to focus on programmatic objectives and approaches as well as on RBM (http://formin.finland.fi). The MFA Evaluation Manual while providing general guidance on conducting evaluations does not have any specific guidance or tools for use in civil society evaluation work.

The guidance and instructions for the CSOs provided by MFA are seen as being flexible by the CSOs but also not clearly communicated

5.5 Cross-cutting Objectives and Human Rights Based Approach

5.5.1 Cross-cutting Objectives

As well as the key goals and core themes, Finland has identified CCOs for its development policy and co-operation to be promoted across the multitude of aid modalities and interventions (Box 8) – including by the CSOs. The CCOs covered by the three Finnish development policies under the evaluation period comprise:

- **Gender equality** – This theme has been a consistent CCO through the evaluation period with a more explicit focus on women and girls in the earlier development policy and increased, also thematic, emphasis later on (MFA, 2007; 2012a; 2016).
- **Equality and the most vulnerable** – These themes have been consistently addressed as a CCOs in the Finnish development policies with a somewhat varying emphasis from social equality and equal opportunities for participation to reduction of inequality and the rights of the most vulnerable (MFA, 2007; 2012a; 2016). The most vulnerable can include the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, the persons with disabilities or sexual minorities.
- **Climate sustainability** – This theme was introduced as a CCO in 2012 with an increasing focus on climate change preparedness and mitigation (MFA, 2012a; 2016).
- **HIV/AIDS** – Combating of HIV/AIDS as a health and social problem was a CCO until 2012, but was dropped from the subsequent development policies (MFA, 2007).

Box 8. Understanding cross-cutting objectives

According to the MFA, CCOs "will be promoted in all development policy and development cooperation through mainstreaming, targeted actions and policy dialogue as well as communication in bilateral, multilateral and EU cooperation. On the one hand these objectives are promoted globally; on the other hand, their integration in all of Finland's activities is assured. The integration of these cross-cutting objectives in all development cooperation activities is a binding obligation, deviation from which must always be specifically justified. Cross-cutting objectives will be promoted by means of training and guidance, by developing effective and practical tools for each cross-cutting objective, as well as by utilising Finland's previously acquired comprehensive expertise about cross-cutting objectives".

Source: MFA, 2012a, p.23.

The integration of cross-cutting objectives in all development cooperation activities is a binding obligation

5.5.2 Gender equality

Approach

While a clear priority for some, most CSOs address gender in a cross-cutting manner. Gender equality and promoting women's rights are among specific focus areas in the work of Demo Finland, FS, ISF and Plan Finland, while Abilis gives funding priority for projects focused on women and girls. Plan Finland, in particular, aims to increasingly brand itself as the lead expert for promoting the rights of the most marginalized girls with gender transformative change and its strategy considers gender as the central priority for all program work (Plan International, 2016). ISF and DPF apply both mainstreaming and targeted interventions to support gender equality - for instance, ISF works with gender-specific capacity development approaches and mainstreams gender-equality to all its livelihoods and decent work projects. In turn, the majority of the CSOs - FT, FCA, SPR, Fida, FRC, FS, KIOS, SASK, Siemenpuu, SCF, Taksvärkki, WVF and WWF - address gender equality, women's rights and empowerment more in a cross-cutting manner. FCA's programme, for example, mainstreams gender equality that is integrated in development cooperation, humanitarian and advocacy. SPR has focused on preventing sexual and gender-based violence in emergencies. The umbrellas have addressed gender as a CCO across their capacity building and advocacy activities. In addition, CMI has provided support for strengthening the role of women in peace processes.

While a clear priority for some, most CSOs address gender in a cross-cutting manner

Many CSOs tend to take gender equality also into account in their planning and design, although in several cases gender analysis is not conducted systematically enough, at a sufficient level or at all. Promotion of gender issues forms a core of Plan Finland's programming and gender inclusion is assessed at four levels from gender unaware and gender neutral to gender aware and gender transformative. Fida and its implementing partners consider women and girls at the planning and early implementation phases particularly in terms of access, gender balance and representation - at times with specific activities especially in the field of education. The WVF case-studies in Kenya and Uganda suggested that they had incorporated gender equality into its project design with gender-balanced committees. FCA pays attention to equal and diverse participation and views of both women and men in all internal policies, guidelines

In several cases gender analysis is not conducted systematically enough

and practices, also training its partners on gender issues - although deeper, context-specific gender analyses would help to address the root causes and power relations behind the inequalities. While several project plans of SASK include specific gender sections, this practice has not been applied in a consistent manner across all plans. DPF's reports and plans do not indicate what strategies and approaches are used to mainstreaming gender in the individual projects and implementation of gender equality issues could be improved by WWF as well. In the case of FS, no overall gender analysis has been carried out for the programme and projects of the partner organisations and gender analyses are rarely carried out also for FRC's projects funded by the MFA. Applicants for KIOS-channelled funding are required to describe how gender is taken into consideration, but the actual application assessment form makes no specific mention of gender or the participation of women.

Results

A few CSOs showcase results in transforming gender relations and empowering women, often when using comprehensive approaches to gender equality. In the case of Plan Finland, about 20% of the implemented projects have been assessed as gender transformative - for example, with the involvement of men and boys in child-care. Also Demo Finland's successful experience in Zambia shows that only by focusing on increased participation of women is not sufficient, but involving men and using male 'champions' in advancing gender equality is equally important. ISF has reported achievements in terms of empowerment of women and changed cultural practices such as reduction of FGM in Somaliland.

In general the focus on gender equality is put more on increasing female participation than on bringing about fundamental changes

In general, however, the focus on gender equality is put more on increasing female participation than on bringing about fundamental changes - and this is reflected in rather output-based monitoring and reporting of results. For example, SASK focuses on increasing participation of women and has generally reached reasonable, over 30% participation rates - yet, more comprehensive gender equality strategies would be needed for transforming gender relations in the male-dominant trade union movement. Felm disaggregates project data by gender and has promoted gender balance among the beneficiaries and the partner organization staff. Also WVF and Taksvärkki have emphasized female participation and increased gender awareness among their partner staff. Finnish Refugee Council focuses on gender-conscious education aimed at refugee women and men and stresses the importance of equal participation for women, the gender-balanced participation being stressed also by SCF. While SPR has helped to promote gender equity within the Red Cross Movement and national societies especially through the delegate programme, its reporting is often limited to disaggregating gender data.

The gender equality results and/or their measuring even at the output levels have been less successful in some cases. For example, although FS has set an explicit target quota for 50% female participation in its activities, the data is not gender disaggregated or the training participants have been mainly men in the case of many projects. Most of Taksvärkki's street associations have been male dominant, although sensitization on women rights has been an important component of the capacity building programme and the advocacy campaigns.

The majority of decision-making and field staff are male in most of the Fida's implementing partners and little attention is paid on how the partner apply gender equality in their own work. In the case of FT, while some individual projects have been successful in terms of female participation in activities or have created organizational structures for women that increase gender consciousness, there has not been sufficient data available to assess how well the gender equality targets have been achieved in general. WWF monitoring and reporting does not systematically consider gender equality, even if some indirect benefits for women have been found in some of the projects.

5.5.3 Equality and the most vulnerable

Approach

Reducing inequality especially towards the most vulnerable is at the heart of the CSOs' work. ISF's strategy is based on reduction of inequalities and empowerment, whereas promoting social equality through decent work is at the core of SASK's work and FT aims to reduce the income inequality of the small coffee producers. Reduction of inequality is a part of the advocacy and research work of the two umbrella organizations. The three Foundations specifically focus on the rights and needs of the most marginalized persons in highly sensitive settings - Abilis caters for people with disabilities, KIOS for children, indigenous peoples, LGBTQ people and human rights defenders, and Siemenpuu for indigenous communities and those without land rights or facing environmental and climate constraints. Also DPF focuses specifically on the needs of people with disabilities - a group that represents some 15% of the global population and 20% of the poor (WHO, 2011). Reducing inequalities is at the forefront of most Felm interventions - and, in particular, the rights of the people with disabilities are addressed either through specific disability projects or by mainstreaming. WVF promotes youth employment and, especially, disability inclusion through the lens of child well-being and protection. Plan Finland, SCF and Taksvärkki focus on children's rights and child protection - Plan Finland and Taksvärkki covering also disability issues and ethnic minorities. Similarly, Finnish Refugee Council works to empower refugees - the poorest in the local settings - including with sensitivity to groups such as aged, blind and deaf. CMI, from its part, makes efforts to include marginalized groups in the political dialogue processes.

In some cases, the focus on the needs and rights of the most vulnerable would need to further strengthened or systematized. FS targets vulnerable groups such as minorities, child-headed households and children with disabilities, but it is less clear that the support to church-owned private schools always enhances education opportunities for the poorest and most disadvantaged. Also mainstreaming of disability issues across the FS programme would need to be improved. Although SASK has projects to address informal employment and vulnerable groups such as youth and migrant workers, more attention could be paid to the informal economy that covers around 90% of the economic activity in developing countries, affecting particularly the poorest. While FCA's humanitarian work is oriented towards mitigating discrimination against the vulnerable and specific trainings on disability for its partners, FCA would benefit from deeper, context-specific vulnerability analyses.

Reducing inequality especially towards the most vulnerable is at the heart of the CSOs' work

Results

While many positive examples can be highlighted, measuring overall results on equality and vulnerability seem to have been limited, rather sporadic or inconclusive overall. On the one hand, many projects supported by Abilis, DPF, FRC, KIOS, Taksvärkki and WVF, for example, have promoted empowerment of the people with disabilities, youth, refugees and/or other vulnerable groups (Chapter 5.3). Several projects supported by Felm, Fida and WVF have increased access to basic services for the vulnerable (Chapter 5.3.2) and WVF has also been successful in disability mainstreaming. On the other hand, in the case of FT for instance, it is considered too early to measure how far the techniques promoted by the programme increase the income and the livelihood – and thus reduce income inequality – of the small coffee producers.

Measuring overall results on equality and vulnerability seem to have been limited, rather sporadic or inconclusive

5.5.4 Climate sustainability

Approach

As a whole, the CSOs have paid less attention to climate sustainability than the other CCOs – with a few notable exceptions. Siemenpuu's support is channelled primarily towards fighting climate change along with other environmental issues, while the programme of the WWF addresses climate sustainability at the activity and/or outcome level. In addition, FCA, SPR, ISF and the two umbrella organizations – Kepa and Kehys – integrate climate sustainability into their operational policies in a cross-cutting manner. For example, SPR uses a "climate-smart" tool when carrying out vulnerability and capacity assessments (VCAs) with the host societies as well as supporting awareness raising on climate change impact and adaptation – allocating about 20% of its PBS-funding to disaster preparedness and disaster risk reduction (DRR). ISF focuses on climate change adaptation in its livelihoods projects and DRR has become an integral part of FCA's programming in climate change vulnerable contexts. Climate sustainability as a CCO is integrated in the advocacy activities of the umbrella organisations and Kehys has a specific working group at place for sustainable green economy. In contrast, climate sustainability has not been a priority for CMI, Demo Finland, DPF, KIOS, Plan Finland or WVF.

As a whole, the CSOs have paid less attention to climate sustainability

Although not as a priority, many CSOs – Abilis, FT, Felm, Fida, FS, SASK and SCF – have some specific projects or activities addressing the issue of climate sustainability. For example, FT has addressed climate sustainability by building capacity to address coffee rust, which stakeholders believed had become a serious threat due to climate change, and SCF is slowly integrating disaster risks reduction in development cooperation activities. Fida addresses environmental sustainability when required such as in relation to health issues, even though climate change is not considered systematically and the related guidelines are weak, as are those on disaster risk reduction. Abilis has recently produced a guideline on how to consider environmental management for its grantees.

Results

The CSOs addressing climate sustainability in some way indicate some positive results, although not very consistently. With environmental protection as its main mission Siemenpuu, has achieved positive results for example in India,

The CSOs addressing climate sustainability indicate some positive results

the Mekong region and Indonesia, while WWF has, for example, supported planting community forests in Nepal. The FT programme has increased readiness for adaptation and capacity technological change among cooperatives. FS has also had success in promoting climate mitigation in its environmental sustainability projects in Tanzania and the Philippines, though the forestry and agricultural projects in Ecuador were assessed weaker. The outcome achievement for Felm's environment and climate projects were assessed as limited, whereas implementation, monitoring and or reporting of climate change related activities was non-systematic for FCA.

5.5.5 HIV/AIDS

In general, the former CCO of HIV/AIDS has either not been addressed by the CCOs or it has not been explicitly considered in the evaluations of the individual organizations. Based on the information available, SASK seems to be the only CSO that has explicitly considered the former CCO of HIV/AIDS at the level of programme and project planning. In addition, Felm has worked with people living with HIV/AIDS and has included information on HIV/AIDS in its materials on global education.

5.5.6 Human Rights Based Approach

The work of the CSOs is expected to be HRBA-sensitive, at least with a 'do no harm' approach. While "*the HRBA entails systematic integration of human rights as means and objective in development co-operation*" (MFA, 2015a, p. 7), in practice it requires a commitment from the CSOs and other development actors to strengthen (MFA, 2015a):

- **Human rights** – This includes enhancing economic, social, cultural, civic and/or political rights as a result of development co-operation intervention, identifying also the required legal basis for the work. Concrete results can include improved human rights, situation, policy or decision-making changes or increased capacity with specific emphasis on the poorest and the most vulnerable.
- **Inclusive, participatory and non-discriminatory development processes** – This covers planning, implementation, monitoring, evaluation and policy dialogue processes that ensure equal participation of different groups, transparent communication as well as dialogue and clear responsibilities between different actors.
- **Capacities of rights-holders and duty bearers and other responsible actors** – Although many can hold dual roles depending on a point of view, rights-holders are usually the individuals and community organisations and duty-bearers refer to government bodies that are responsible for realization, facilitation or protection of the rights of the citizens. The other actors can include, for example, CSOs, donors, international organization or the private sector.

Approach

As a key prerequisite of HRBA, promoting realization of human rights is a core part of the CSOs' work – with some noteworthy results. Human rights protec-

Promoting realization of human rights is a core part of the CSOs' work

tion is the core mission of SPR, FRC and KIOS with attention to various vulnerable groups and people in vulnerable situations. Similarly, the work of CMI and FCA addresses the most fundamental human rights that are violated in situations of conflict and insecurity. Aligning with the most relevant UN declarations and covenants, Demo Finland's work focuses fundamentally on supporting political rights and pluralistic, inclusive and accountable democracy that contribute also to security and conflict prevention in partner countries. DPF – guided by the UNCRPD – and Abilis promote human rights and equality from the perspective of the people with disabilities. Plan Finland, SCF and Taksvärkki, in turn, focus on children's rights in line with the international human rights instruments such as the UN Convention for the Rights of Children. From an economic and social perspective, SASK promotes labour rights, decent work and living wage by drawing on the International Labour Organisation (ILO) minimum labour standards. FCA, Felm and FS advance the right to basic services such as education and health especially for the most vulnerable. Also ISF's strategy is based on human rights, whereas Siemenpuu and WWF address land and human rights. Also the umbrella organisations advocate for human rights as part of their work.

Most CSOs broadly align – explicitly or implicitly – with at least some of the key principles of HRBA

In terms of processes, most CSOs broadly align – explicitly or implicitly – with at least some of the key principles of HRBA, with a focus on participation. The rights-based-approach is applied to all projects of Plan Finland and the HRBA and rights-based advocacy forms an integral part of its programme. With participatory planning, Felm's programme is also largely based on the HRBA that is initiated in partner organisations through capacity building, monitoring and feedback. HRBA principles such as participation, accountability and non-discrimination are well embedded in the programmes of FT and FCA – for example, the latter has produced an HRBA guide for programming and monitoring. Also WWF has developed – both at international and partner programme levels – several guidelines and tools for HRBA that has recently been introduced as a strategic approach in different partner country offices. SCF applies inherently rights-based approaches with particular attention to Accountability to Affected Populations (AAP) – a feedback mechanism that allows beneficiaries to 'own' the activities in an inclusive and participatory way. In a non-discriminatory manner, both Abilis and DPF apply an approach where the work is carried out by – instead of for – people with disabilities and their own organisations with the concept of 'disability relevance'. Demo Finland's projects are also planned in a participatory way in consultation with its partners that are deemed impartial and trusted by political parties in a complex operating environment. SASK relies on a highly participatory approach, where the Global Union Federations (GUFs) and/or local partners bear the main responsibility for project planning, and Fida's processes and community participation with small church-based organisations allow it to respond well to the beneficiary needs. Women's committees and groups for women and youth have been created to give them a say in relation to FT projects in Central America and also CMI promotes inclusiveness in its capacity building processes.

The CSOs address the capacities – or the rights and responsibilities – of the rights-holders, the duty bearers and/or other actors at least to some extent. The three Foundations directly support rights-holders to empower them to work

for and demand the services from duty-bearers and this work is often complemented by policy level advocacy towards duty-bearers. Abilis, as well as DPF, enhance the awareness of the rights of both the rights holders – persons with disabilities – and duty bearers – government agencies responsible for long-term support. FCA and Felm defend the rights and build capacity of vulnerable citizens and local civil society to advocate towards duty-bearers to respond to the needs of vulnerable people – as the latter can be challenging in the context of fragile states, FCA emphasises developing capacities for local level duty bearers such as community leaders, teachers and local authorities. Demo Finland's programme raises awareness among the under-represented about their rights and raises consciousness among duty bearers – the political parties – about their human rights obligations. The partner trade unions supported by SASK can be seen as serving both as rights-holders towards public authorities and employers and duty-bearers towards their membership and the workers in general. ISF supports mainly rights-holders and it is suspected that coordination with duty-bearers exists at the community level, even if it is not very frequent. In contrast, CMI seeks to engage above all with duty bearers on the terms of inclusive and negotiated peace agreements.

However, in many cases the practical application of the HRBA seems to still remain unclear in the context where the MFA guidance for HRBA was itself only introduced in 2015. For example, the DPF programme is lacking the use of human rights assessments in its partner countries and the involvement of partners in the programme design has been mixed. In addition, DPF's stakeholder analysis does not fully address the capacity needs of the duty bearers and what measures are employed to address them. Despite several HRBA guidelines and tools in place, human rights aspects are integrated at best in an ad hoc manner in programme planning, implementation and monitoring of WWF with variations across country contexts. Although technical assistance form Felm has contributed to mainstreaming HRBA in partner CSOs and their projects, monitoring and reporting on the achievement in human rights issues remains limited. Similarly, the AAP used by SCF has not always been fully respected – for instance, the evaluation on child protection programme found that the feedback provided was not followed-up in a timely manner (Kashungwa, 2014). Though reporting and monitoring is of the Foundations based on HRBA principles, some past evaluations have pointed out the need for a more comprehensive view on the HRBA – for instance, the guideline manuals of Abilis do not cover all the HRBA principles of accountability to the same extent as participation. While Fida and FS attempt to increasingly align with the HRBA, they do not yet have concrete HRBA policies and practices at place.

The practical application of the HRBA seems to still remain unclear in the context where the MFA guidance for HRBA was itself only introduced in 2015

Results

There are positive examples of CSOs contributing to improved legislation, policies and dialogue processes that can potentially impact on the lives of large groups of vulnerable people. For example, long-term DPF support has contributed to the ratification of the UNCRPD in Albania in 2013 and Gambia in 2015. WVF supported activities in Peru contributed towards ratification of a Child Rights International Law in 2015 and adopting new legislation to protect children. Trade union campaigns involving SASK partners led to the ratification

There are positive examples of CSOs contributing to improved legislation, policies and dialogue processes that can potentially impact on the lives of large groups of vulnerable people

of the ILO Convention on the rights of the domestic workers in the Philippines and the ILO Convention on organisation in the public sector in Brazil. Demo Finland's work in Zambia has helped bring the idea of multi-party or cross-party cooperation to advance gender equality. At the municipal level in Bolivia, Plan Finland's support for the successful implementation of HRBA in municipal administration has helped integrate the children's agenda into the municipal plans and actions of local government authorities, especially in relation to child protection. Also SCF has contributed to and improved community-level child protection mechanisms with both duty bearers and rights holders having started to report cases of violence against children. Within Finland, too, several CSOs indicate influence to development policies for the rights of the most vulnerable, with the two umbrella organizations holding a special place as advocacy platforms.

CSOs showcase also several examples of enhancing capacity of the most vulnerable

The CSOs showcase also several examples of enhancing capacity of the most vulnerable, in addition to building capacity of the local partner organisations. KIOS, for example, has increased confidence and capacity of its highly vulnerable beneficiaries in Uganda and Kenya according to past evaluations. Abilis has enabled people with disabilities to participate in education and develop income-generating activities, while FRC has capacitated refugees in income generation and with basic skills such as literacy. The outcomes of the ISF agricultural projects in Somaliland were generally found to be good, including increased crop production in targeted villages and increased income from alternative income sources. WWF and Siemenpuu, in turn, have contributed to developing livelihoods for affected people. At the level of duty bearers, Felm has, for instance, trained Nepalese school teachers on how they can include children with mental disability in regular school work.

However, very active CSO involvement can also become counter effective with regard to capacitating and incentivizing the duty bearers to take up their responsibilities. For example, the experience of Plan Finland in Togo suggests that heavy involvement of large CSOs on disability inclusion and social protection can have negative effect on the involvement of the host government – the duty bearer – on these issues. In India, Siemenpuu's support has equally faced challenges in terms of strong government resistance at national and state level to the claims of forest rights' activists promoted by movements such as the National Adhivasi Alliance.

5.5.7 Contribution of the PBS Instrument

The PBS instrument can be seen as a driver for the CSOs to promote CCOs and apply HRBA in their work

In general, the PBS instrument can be seen as a driver for the CSOs to promote CCOs and apply HRBA in their work. Flexibly in accordance with their own working cultures, the PBS selection criteria by the MFA (Chapter 4.2):

- Specifically emphasise the need to integrate the CCOs in the CSO programmes.
- Require compliance with the Finnish development policy, of which the HRBA has become an important part.

In addition, while the CSOs are expected to apply systematic RBM in their planning, monitoring, evaluation and management functions (Chapter 5.4.2), this applies also to CCOs and the HRBA.

Apart from rather generic *ex ante* policy guidance, however, it is difficult to assess the specific influence of the PBS instrument on promotion of CCOs or application of HRBA by the CSOs. For example, there is little information on the monitoring and feedback functions used by the MFA to ensure effective integration of the CCOs and the HRBA into the PBS-funded programmes and RBM practices of CSOs. It can be assumed to remain limited in line with the general management approach used and the level of human resources allocated by the MFA to PBS (Chapter 5.4.4).

5.6 Impact

As noted in CSO1 synthesis (Stage et al., 2016, p. 63): "*A common feature of all the programmes is that impact has generally not been systematically measured or monitored. One of the difficulties for measuring impact is that the interventions are relatively small scale and it is difficult to estimate how far impacts can be attributed to the partner interventions*". This is as much true of projects in LDCs as with global education work in Finland and beyond. For some CSOs, the other difficulty is the length of the PBS: for six of the evaluated CSOs, programme implementation started only in 2013/4. This meta-analysis agrees with a recent study that there is lack of reported evidence of 'results on the ground' (Reinikka & Adams, 2015, p. 16).

Impact has generally not been systematically measured or monitored

Interventions are relatively small scale and it is difficult to estimate how far impacts can be attributed to the partner interventions

It is clear that the quality of evaluation evidence (as underscored in the CSO3 synthesis) is generally weak, with studies often being mainly anecdotal, and not assessing the contribution made by the CSO versus other contextual factors. Assumptions are rarely tracked, baselines not collected and data collection methods tend to be relatively conventional and non-representative. This meta-analysis also notes that the 19 evaluations on which it draws also were themselves limited in the amount of field time to confirm CSO results - most teams had 2 weeks to visit a sample of field locations

However, the meta-analysis can draw on several evaluations reports giving indications of impacts, covering a variety of countries, contexts and organisations. As a result of adopting improved PBS and RBM tools, some CSOs are also moving ahead to refine their ability to track outcomes and impacts with stronger indicators and more systematic reporting. Abilis for example has trialled and introduced a limited set of programme-wide indicators aiming to capture outcomes and impact. The international CSOs too can draw on a wider pool of M&E expertise and tools that has enhanced their impact assessment work. WVI for example follows a 12-15 year Learning through Evaluation with Accountability and Planning (LEAP) model under its Area Development Projects that '*allow measurement of long-term impacts in terms of child well-being, strengthening of CBOs, disaster preparedness and the extent to which local, national and global policy and practice are being influenced*' (Baker et al., 2017, p. 59).

Some CSOs are moving ahead to refine their ability to track outcomes and impacts with stronger indicators and more systematic reporting

A more challenging question is how the CSOs who mostly work at the level of small, local, remote projects, can measure wider changes in civil society capacity,

pluralism and vibrancy. Rather than a question that a single CSO could try to answer, this is a task for a more collective effort that could be undertaken by a group of CSOs and their partners as well as with the MFA.

To give a flavour of the range of positive impacts achieved, Box 9 includes examples of changes in status, behaviour, income, reduction of poverty or protection of human rights.

Box 9. Examples of CSO Impacts

CMI has brought its influence to bear on **peace processes**, for example in Central African Republic, while Taksvärkki has brought about changing community attitudes in Guatemala. ISF has empowered Somali women through increased literacy and income to recognise and change their status and to challenge social norms supporting FGM. FS has raised **school children's confidence and potential life outcomes** in India and Ethiopia on their educational journey. Other church-based CSOs have achieved impacts that build on their long-standing and influential presence, such as with Fida in Tanzania where primary beneficiaries continue to improve their livelihoods beyond project lifespans.

The Foundations have **raised the status and life chances** of many groups and individuals including the disabled, the landless and those whose human rights have been lost or abused. The lives of human rights defenders have been protected by KIOS partners in East Africa and South Asia, for example. For Demo Finland, the most important impact has been the **changed attitudes and behaviour of political actors** towards peers, the increased presence of women candidates, and improved party political dialogue for example in Zambia and Tanzania. WWF has made strides in terms of important regional agreements to **control the illegal timber trade** in East Africa, including the timber trade forum in Zanzibar in 2015 and the subsequent Durban international forest conference, signed by five countries.

In **humanitarian action**, where interventions and hence impacts are expect to be short term and related to reduced mortality or survival, there is some evidence of local impacts still being achieved. The FCA evaluation noted that children had increased confidence and communication skills, increased resilience in Somaliland with water capture mechanisms, while studies reported reduced Sexual and Gender Based Violence (SGBV) as well as boosting community unity and social cohesion in Haiti (Saggiomo & Cibanyunya, 2016). SCF too was assessed as achieving longer term impacts related to inclusion, empowerment and self-help, and even at policy level there were impacts reported around better government policies for child protection in Somaliland, Nepal and Zambia (Van Gerwen et al., 2017, p.76). These were both documented from evaluations and also confirmed in evaluator field interviews.

There are cases where the CSOs' contribution towards building a more vibrant civil society can be reasonably adduced

Achieving wider impacts at national level is both an immense challenge to measure and given the size of CSO support available difficult to expect to see achievements without broader support from others. Yet the CSO3 synthesis judged that "*there are cases that are better validated such as in the particular long-term engagements in Ethiopia and Nepal, where the CSOs' contribution towards building a more vibrant civil society can be reasonably adduced. There is a plausible link between the results achieved particularly in the areas of disability, human rights, education and media and the wider strengthening of civil society in Ethiopia and in Nepal, as well as changes in the attitudes of duty bearers in government.*" (Chapman et al., 2017).

In specific contexts, some CSOs can legitimately claim to contribute through local partners to certain broad impacts. "*Advocacy efforts by the trade unions supported by SASK have contributed to increases in national or regional minimum wage levels, potentially bringing better income or employment contracts for individual trade union members. SASK's partners, particularly in Asia, have also been able to negotiate better collective agreements – nearly 760 new agreements in total reported over the period from 2009 to 2015*" (Chapman et al., 2017). The Umbrellas through their advocacy work in the EU have had an influence on the formulation of Commission legislation - for example, the Development Education and Awareness Raising and the European Consensus on Development - although the implementation of these agreements is too recent to deliver results.

In specific contexts, some CSOs can legitimately claim to contribute through local partners to certain broad impacts

Unintended impacts are usually not analysed or reported. Unintended positive impacts may occur when the results of various activities combine to form a larger impact such as social cohesion. They are also noted where larger CSOs inadvertently take over the work of government in delivering services, due to lack of capacity or commitment (such as in Somalia, or with Plan in Togo) or may crowd out local NGOs (as in the case of SCF in Ethiopia) and thereby reduce civil society capacity. In some cases, a positive unintended impact was the spontaneous replication of an initiative, such as WVF's disability inclusive WASH model in Uganda which had the potential of spreading the impact much wider than foreseen and could influence government policy and practice. Demo Finland too saw female politicians from neighbouring lobbying to adopt Demo Finland's approach towards cross-party cooperation for women.

Unintended impacts are usually not analysed or reported

Unintended impacts noted include the effects of the budget cut in 2016 that reduced or cut back CSO projects. WVF reduced its ADPs from five to three in Kenya. The suddenness of the decision meant that other WV Offices were not in a position to take over as their funds had already been allocated.

Finally, one might argue that the change of government in Finland and the reduction in the aid budget is at least partly a reflection of a **lack of interest by the voting public** in global development and therefore in the results of CSO global education work. Equally, the increasing constraints placed on civil society and therefore **the narrowing space** to operate in many developing countries makes achieving impact all the more difficult. The CSO2 synthesis makes the point that with reducing resources in the MFA and the CSOs, the ability to obtain and then to challenge and improve impact reporting is being unfortunately reduced.

The narrowing space to operate in many developing countries makes achieving impact all the more difficult

5.7 Sustainability

There is a wide range of contexts and partners that when combined offer very different opportunities and challenges for sustainability. Some countries offer much more conducive settings for civil society action to prosper while others are more restrictive. Sustainability of CSO supported interventions is not easy where civil society space is reducing, or where state authorities resist or do not commit to reforms or even recognise basic human rights. The range of CSO local partners also show immense variation in their capacity to build the role and functioning of civil society, from fragile grassroots organisations to

national bodies with well-established roots and a broad funding base. Furthermore, CSOs may deliberately select weaker partners for support because of their commitment to working with, for example, incipient disability groups or fragile political or environmental movements that cannot obtain support elsewhere. In these situations the chances for sustainable outcomes are likely to be more challenging, even though the rationale for providing support is strong. Finally, sustainability as such as rarely tracked in CSO RBM systems so that the evidence available on how far local partners or beneficiaries are moving towards such a vital goal are rarely reported.

With these conditions in mind, the meta-analysis draws on evidence from the CSO evaluations to examine four areas of sustainability: (i) project outcomes, (ii) partner ownership, (iii) financial sustainability, and (iv) exit strategies.

5.7.1 Outcomes

Sustainability was more likely where state authorities were willing to take over and support project initiatives

Positive findings on sustainability are noted in a number of settings. It was commonly found that **sustainability was more likely where state authorities were willing to take over and support project initiatives**, with examples including FS' work in Ecuador and Thailand,. Abilis also made a self-assessment that 90-100% of their fast track project activities were sustainable in five countries, while 70-80% in five others. This success is credited to the full participation of the beneficiaries, their increased capacity and ownership and achieving links with local authorities.

Linking with state authorities is of course not always an option in more contested situations where the CSOs' work is supporting those who are challenging the state's role. Here, long-term consistent engagement is often required to maintain the work of human rights defenders. Several CSOs have demonstrated that such an approach can reinforce local capacities and build more sustainable results (Demo Finland, KIOS, Siemenpuu).

There is a strong link made between self-empowerment and sustainability

There is a **strong link made between self-empowerment and sustainability**, where groups or individuals are given new confidence or skills that leave them able to maintain the achievements of the projects. At the same time, such a change is often hard to objectively measure, and may not automatically be sustainable as it depends on local contexts, as noted in the DPF evaluation.

Long-term engagement may lead to more sustainable project outcomes but also may encourage dependency

Long-term engagement may lead to more sustainable project outcomes but also may encourage dependency. It is common for some CSOs to engage with the same local partner for 10-15 years (WVF, Demo Finland, FS, Siemenpuu, Plan Finland and KIOS). This is related to the intent to deliver transformational but slow change processes, such as in changing gender roles or delivering legislative change, and the fact that working on sensitive issues such as human rights requires, psychosocial support time to build trust.

In other settings, outcomes are difficult to overtly detect or are elusive such as with CMI, where sustainability in conflict resolution takes different forms than in the more mainstream development cooperation. The CMI evaluation report notes that the focus is not on institutional sustainability, "however, a degree of sustainability is built into the system as the CMI approach is strong on local ownership" (Brusset & Sterland, 2016, p. 55).

As noted in Chapter 5.5.1, lack of attention to climate change as a CCO is common, and this also affects the long-term potential for sustainable outcomes.

Capacity development is key to sustainable outcomes. Yet too often capacity is built at project level to serve project implementation needs, but rarely is it tackled more widely across an organisation, often because of funding limitations. (Chapter 5.3)

Humanitarian CSOs face the dilemma of how to ensure emergency relief can lead to continued benefits. A focus on building resilience is how FCA addresses this: their projects aim to strengthen beneficiaries' alertness to future shocks and to respond to them without further depleting their asset bases. SPR amongst other measures use a revolving fund system to maintain project assets such as first aid kits. They also rely on local volunteers and government departments and on building the capacity of their local partners to act as an auxiliary to public authorities.

5.7.2 Ownership

Local ownership of the CSO-supported projects and programmes by local partners is reported as usually high because the CSOs delegate control, are flexible and responsive and often (as in the case of the Foundations) allow grantees to fully design and manage their projects. The grassroot groups who receive the funds also have very firm ownership of the resources, since they have generally chosen the assets or activities and carry them out directly themselves. This is illustrated well by the work of the Foundations, who respond to grant applications that are prepared by the beneficiaries, and then place the funds directly in their hands rather than through local partner CSOs. Demo Finland and DPF have a partner-centred approach, while Felm's partners are '*completely responsible for planning and implementing their own programmes*' (Mäkela, Majoor, Ojha, Talvela & Tanskanen, 2016., p. 87). Plan Finland is another example where the use of its Child Centre Community Development approach has been an effective tool to build local ownership.

Local ownership is reported as usually high because the CSOs delegate control, are flexible and responsive

Core funding is often used in longer-term partnerships and in principle this should strengthen nascent or vulnerable groups. A positive example of this is seen in Zambia, where DPF has supported Zambia National Association of Persons with Physical Disabilities with core funding to a point where it is '*to a certain extent self-sustainable*' (Poutiainen & Venäläinen, 2017). and in Cambodia, where Felm provides core-funding and other donors project-related support.

5.7.3 Financial

Financial sustainability is generally weak where partners and beneficiaries have relied solely on Finnish funding, and have not cultivated alternative funding sources. Local community groups have few contacts or capacity to build such contacts. Both the large and small CSOs had a weakness in this area. Abilis found that less than a quarter of a sample of their projects had been able to find new funding sources. Local trade unions supported through SASK have been able to increase membership but this has not always translated into more payment of fees and greater financial strength. Local partner organisations for people with disabilities supported by DPF tend to have limited financial

Financial sustainability is generally weak where partners and beneficiaries have relied solely on Finnish funding

resources or fund-raising capacity. In the case of FS, some of their education projects rely on fees to run the schools and in India and Tanzania this has led to over-reliance on Finnish support (Gustafson, 2014). All the SCF projects visited by the CSO2 evaluation team in Somalia and Ethiopia were found to be weak in the area of financial sustainability, even though in other respects they were strong.

Where the local partners had more experience in obtaining funding or already have established multiple funding sources, the question of financial sustainability is much less of a concern. The Socio Legal Information Centre in Delhi, India is a good example where KIOS support has enabled regional expansion of the training of public litigation work, but the Centre's core programme in India is already well supported by other donors.

Without alternative means of funding, the rapid and deep cuts to all of the development programmes that took place in 2016 caused fast and unplanned closure of some country operations and projects

The CSOs themselves are highly reliant on MFA support. Some CSOs do raise a percentage of their funds from public donations and from private sector sources (Chapter 5.2.1) but for the majority, their funds are from the MFA. This is a risk that became especially serious in the recent period of MFA budget cuts. Without alternative means of funding, the rapid and deep cuts to all of the development programmes that took place in 2016 caused fast and unplanned closure of some country operations and projects. The CSO3 synthesis argued that this had ramifications on the CSOs as well as Finland's hitherto sound reputation for reliability, as well as having a multiplier effect on some partners whose activities were also substantially curtailed.

The role of PBS should be expected to enhance the chances of sustainability, since Finnish CSOs can provide longer-term support in a flexible partnership-based manner with a more strategic approach towards providing core support, planned exits and stronger coordination with other actors. The trend has also supported engagement in fewer countries and a better understanding of local contexts that should in turn support better sustainability. The trend over 2015–2017 where PBS has been limited to a two year period, and then funding has been sharply cut, will have offset this.

As has been stated elsewhere in this report, the CSOs are still on a pathway to fully adopting the PBS modality (Chapter 5.4.2). There are excellent examples of strong CSO partnerships with local partners, where the latter have strong ownership of the projects. While good arrangements are in place at the project level, therefore, the meta-analysis concurs with MFA's report on complementarity (MFA, 2013b) that argued that effective support of NGO sustainability requires concerted action beyond the level of individual projects and organisations, and implies upfront planning for financial sustainability, building capacity to take over and manage, and stronger networking and coordination.

5.7.4 Exits

Based on the evaluations considered in this meta-analysis, the presence of exit strategies for PBS funded programmes is mixed but generally they appear to be given limited attention.

CSO1 evaluations: Most of the CSOs were found to provide insufficient guidance to partners on how to prepare for exits when and if funding should end. An exception is FRC, which had a clear exit strategy for two settlements in Uganda, from where it has started to phase out operations. CMI is also different, because of the 'lightness of its contributions to peace processes' meaning that it is unlikely to be the main actor or the most indispensable one, so that 'exits' are predicated on the resolution of the conflict and on the enlightened interests of the parties in achieving peace' (Brusset & Sterland, 2016, p. 55).

CSO2 evaluations: Exit strategies are not frequent, however, even though the larger CSOs do usually have policies on this area, such as FCA, SCF, WVF (through their LEAP model) and Plan Finland. 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.

CSO3 evaluations: For some partners, having long-term support and a reliance on a single source of funding makes them less likely to seek alternative sources. In many cases, there has also been insufficient discussion in the planning stages and design documentation could have been more explicit on this question.

In humanitarian situations, exits are linked to handover to states but this is unreliable. Some like SPR and Fida arrange to shift from emergency support to capacity development so that communities can build their livelihoods and develop wider resilience. The experience from CSO2 shows that humanitarian interventions such as cash transfers in Somalia require better handover since they often neglect aspects of financial sustainability, and so need to be connected to longer-term resilience interventions. SCF experience is that even though state authorities are willing to take over, capacity is often too weak to do so.

Separate funding streams for humanitarian and PBS channels (as noted earlier in 5.2.1) also affect the coherence of these transitions.

The presence of exit strategies for PBS funded programmes is mixed but generally they appear to be given limited attention

6 CONCLUSIONS

The MFA has until 2016 provided a period of rising funding for CSO work in its many guises. CSOs have been viewed more than as service providers, but also as a means to deliver advocacy, capacity building and networking functions, following a human rights based approach. New priorities after a change of government in Finland in 2015 led to a sharp reduction in development cooperation funding, including for CSOs. This not only affected delivery but reduced predictability, caused sudden changes in programmes and in some instances reduced the level of trust between CSOs and their partners (Chapter 4).

This meta-analysis has demonstrated that over the evaluation period 2010–2016, CSOs through their PBS experience have evolved a more programmatic approach characterised by more long-term partnerships in fewer countries, more consistent multi-year funding, greater policy alignment, coordination and coherence, and better measurement of results. But there is still more to do for many CSOs to build a truly integrated programme. Despite the drive from the PBS modality to build a more strategic framework around CSO project portfolios, the inertia of current project funding and partner commitments has meant that most CSOs have only gradually build coherent programmes and reduced the still scattered nature of their programmes (Chapter 5.1.2).

There is still more to do for many CSOs to build a truly integrated programme

There is good evidence that PBS support has increased the **relevance** of CSO programmes, providing stronger alignment to the MFA policies as well as more predictable, flexible funding for the CSOs and their local partners (Chapter 5.1.3). **Coordination and complementarity** in country with other development actors and with Finnish Embassies can be improved however, and there is room to improve the dialogue between the MFA and the PBS CSOs (Chapter 5.2). There are also few links to private sector actors, where there are opportunities to build complementary relationships and to leverage the MFA funding (Chapter 5.2.1). Humanitarian assistance while also showing good results, can also be linked better to the PBS development funding channel (Chapter 5.3.1).

PBS CSOs have reached a wide range of grass root communities and delivered well-targeted support

In terms of **effectiveness**, the PBS CSOs have reached a wide range of grass root communities and delivered well-targeted support to important actors and beneficiaries that would not otherwise receive such assistance and in threatened circumstances where few rights may be recognised. Collectively they have contributed to the strengthening of civil society in a variety of ways, and through different pathways reflecting their areas of expertise (Chapter 5.3). But the scale of their contribution is limited by the relatively small scale of their funding, and knowledge of their higher level results has been hampered by often weak evaluations (Chapter 5.3.5). With better evidence around outcomes and impacts, successful interventions could usefully act not just as isolated examples of CSO performance, but could also as models of aid delivery that can be shared and replicated by others with greater resources (Chapter 5.6).

But the scale of their contribution is limited by the relatively small scale of their funding, and knowledge of their higher level results has been hampered by often weak evaluations

Efficiency is positive in terms of disbursement ratios, level of administration costs and of self-funding (Chapter 5.4.1). However, more detailed cost analysis was not reported in the CSO evaluations and so there is little to say about comparative costs between types of programme, unit costs against costs norms and other value for money metrics. There is also no analysis available of any savings achieved (or lost) through using PBS as opposed to other funding modalities, even though in principle the CSOs should avoid duplication of effort and reduce levels of administration. From the MFA perspective, evidence from interviews shows that PBS has improved efficiency, helping to reduce the administrative burden while also increasing CSO accountability through the consultation and reporting processes (Chapter 5.4.4). Most CSOs, especially the smaller ones, are over-reliant on MFA resources, and have not developed alternative funding channels to manage risk and build greater sustainability.

In terms of the **CCOs**, the meta-analysis finds mixed results. The focus on gender equality is put more on increasing female participation than on bringing about fundamental changes in gender roles, where there has been limited achievement. There have been some positive results in terms of greater involvement of women, but on the whole much more could be done in this area to collect relevant data and to achieve targets set (Chapter 5.5.2). CSOs are very committed to addressing inequality and while many positive examples can be highlighted in addressing inequality, measuring of overall results on equality and vulnerability specifically seems to have been limited, rather sporadic or inconclusive (Chapter 5.5.3). Finally, on climate sustainability, much less attention has been paid by most CSOs over the period in question, with some notable exceptions. Results are restricted understandably therefore to the CSOs dedicated to this issue (Chapter 5.5.3). For HRBA, most CSOs have seen this as a core issue but the evidence for practical application of HRBA principles is still somewhat ad hoc within the CSOs. In terms of results, there are a range of sound achievements that can be seen across the CSOs through helping human rights defenders, building capacity of the vulnerable and people with disabilities (Chapter 5.5.6).

While there are several examples of positive **impacts** on the ground (Box 8), the longer-term aim of strengthening citizens' participation and influence on economic, social and political life is yet to be established beyond the mainly community level areas of action where CSOs operate. There has also been extensive lobbying and advocacy work in national and international fora, however these broader processes of engagement and support have yet to be shown to achieve a meaningful shift in citizenship building (Chapter 5.6).

Sustainability is difficult to assess given the range of contexts, areas of work and types of partner, and reports and evaluations do not often assess this area. Sustainability nevertheless appears more likely where long-term consistent engagement occurs, where capacity development has been strong and where state authorities are willing to take over CSO initiatives. While local ownership is strong, CSOs' programmes could have paid more attention to wider organisational capacity development and the building of awareness of citizenship (Chapter 5.3.4) and to building the financial resilience of local partners (Chapter 5.7.3). Exit strategies have often been neglected as well, an important issue where dependency may be created by long-term engagement (Chapter 5.7.4).

PBS has improved efficiency, helping to reduce the administrative burden while also increasing CSO accountability

In terms of results, there are a range of sound achievements that can be seen across the CSOs through helping human rights defenders, building capacity of the vulnerable and people with disabilities

The longer-term aim of strengthening citizens' participation and influence on economic, social and political life is yet to be established

Sustainability appears more likely where long-term consistent engagement occurs, where capacity development has been strong and where state authorities are willing to take over CSO initiatives

7 LESSONS

For this Chapter, an analysis of the lessons included in the three syntheses reports was done, on the basis that these reports already drew together and prioritized the more specific lessons from their constituent individual evaluations. CSO1 contained five lessons and CSO3 had 15 lessons. CSO2 had no summary of lessons, but the separate evaluations were examined and out of the 35 lessons some 8 were considered generic enough to be used here. Given the richer detail in the CSO3 synthesis, the thematic grouping used in that report is used here. These cover three areas: strategic programme-based choices, programme implementation and results performance, and cross-cutting objectives and HRBA.

Lessons on strategic programme-based choices and RBM

Both CSO1 and CSO3 evaluations raise the need for CSO programmes to be driven by an overarching strategy, accompanied by bottom-up collection of results. For example:

1. Achieving a more strategic programming of development projects and the application of PBS requires more weight being given to centralised and top-down planning to guide the selection of projects of specific partners in order to improve coherence. This requires a careful balance with the need to ensure local ownership. A more explicit ToC and more measurable programmatic objectives are needed to steer and align specific interventions of partners in specific locations and themes (CSO3).

RBM has proved to be very challenging for most CSOs. Measuring and monitoring of outcomes and behavioural changes and policy changes that only materialise over longer periods of time is difficult and require new approaches and tools;

2. There is a trade-off between creating a culture of RBM and getting an overall picture of a programme based on quantifiable indicators. A culture of RBM is most effectively created by using bottom up approaches where field workers and managers learn identifying links between short-term and long-term results. However, although such approaches are appropriate for producing case studies of changes, they are less suitable for creating and capturing quantitative data that can be easily aggregated. Measuring appropriate predefined indicators does, on the other hand, reduce field staff and field managers to enumerators and collectors of data from which they are not likely to learn much. (CSO1)

Secondly the benefits of longer-term engagement from PBS is seen as beneficial by both CSO1 and CSO3 evaluations:

3. The multi-year PBS allows CSOs to adopt a longer-term focus for their programmes. This may lead to improved alignment of projects and partners; sustained advocacy efforts towards achieving policy and legal reform and recognition of human rights. (CSO3)

4. Longer-term PBS has also enabled more predictability in planning of support to partners and to projects and the timing of implementation; but this is fragile and can be easily affected by sudden budget changes. (CSO3)

5. Long-term engagement, understanding of local conditions and careful selection of committed partner CSOs are essential for achieving planned results. (CSO1)

CSO3 has two other lessons under this theme, related to partnerships with the private sector and on alignment with national governments:

6. As private sector development and partnership is relatively new in Finnish Development Policy and there are few successful examples so far, it is important that CSOs take sufficient time to prepare strategies for increasing private sector partnership and cooperation

7. Alignment and coherence with policies of national governments is not always possible and desirable. Sometimes it is needed to build countervailing power and this is something where CSOs have a specific role to play, aligned and/or non-aligned.

Lessons on programme implementation and results performance

CSO1, CSO2 (WVF, Plan Finland, SCF) and CSO3 all drew attention to the benefits of CSO work with community-led or people-centred development approaches:

8. Community-based inclusive approaches with strong local ownership in terms of planning and implementation increase relevance, effectiveness, impact and sustainability of development interventions. (Abilis, Siemenpuu, ISF, Demo Finland, DPF.)

9. The people-centred approaches applied by the CSO programmes are effective tools for involving beneficiaries and stakeholders in planning and implementation and for empowering them. Furthermore, the people- centred tools facilitate the application of human rights principles. (Felm, Fida, FCA.)

10. Community-based and participatory approaches used by CSOs enhance potential for projects and their results to be relevant for the target-groups and stakeholders at the community and local governance levels, and increase sustainability of the results. As a result, local communities feel ownership of activities, and results are embedded and integrated in local community structures. (Plan Finland, SCF, SCF, WVF.)

The evaluation reports also highlighted four other lessons related to risks of working at grassroots, the need for new evaluation approaches, and on information exchange:

11. Sometimes working with weaker partners requires accepting that risk-taking is needed to develop CBOs at the grassroots. Monitoring of risks is critical here as is the measurement of organisational capacity development. (SASK, ISF, Demo Finland, DPF and the Umbrellas.)

12. A strong focus on innovations has enhanced learning within Plan Finland as an organisation, and has led to interesting and successful locally-based solutions to address development challenges. Work on innovations that enables piloting and start-up type approaches to development are needed and should be encouraged as part of the PBS framework. This requires a certain amount of funding to be used in a flexible way to test and pilot innovations". (Plan Finland).

13. The quality of CSO evaluations is mixed and often poor. New approaches are needed to better capture complex outcomes such as behavioural change. Furthermore evaluations sometimes focus too much on accountability and are not sufficiently used for learning purposes. (DPF and ISF.)

14. Exchange of information between partners and with Embassies does not automatically result in concrete coordination and collaboration on the ground. Some CSOs (such as Demo Finland and SASK) have developed experiences of cooperation on the ground that could be followed by others.

Cross-cutting objectives and HRBA

In the third thematic area, CSO3 put forward lessons. These relate to achieving gender transformative change, disability inclusion, the relevance of using international frameworks and finally the need to explore

15. Effective approaches and methodologies to achieve gender transformative changes (inclusion, inequality and HRBA) can only be developed and implemented based on a proper gender analysis;

16. Effective gender transformative approaches also requires working with men;

17. Disability inclusion is a specific challenge and requires dedicated approaches and methods based on sufficient expertise;

18. International policy frameworks and conventions are relevant tools for CSOs and their partners to ensure that their projects and strategies adhere to these and contribute to them;

19. HRBA requires more attention to citizenship development. This is particularly needed to lift human rights from the individual, family and community perspective to the higher level civil society perspective.

    The Plan Finland evaluation also found that: "Human rights based work carried out by Plan Finland and other CSOs is very important, but not always as easily understandable and recognized by supporters and donors. In programming, human rights and protection work should be better linked with economic development and employment efforts. This could be explored more in human rights based projects by establishing partnerships with other relevant and specialised actors in this thematic area. Better linkages should be developed also between human rights based work and infrastructure projects carried out by the same CSO".

A final lesson which emerges from the meta-analysis itself concerns exit strategies:

20. Despite the trend towards longer term engagement under PBS, CSOs often have non-existent or unchanged exit strategies. Having exit plans in place is important from the design stage but even when they are prepared, they then need to be adjusted to changing circumstances.

8 RECOMMENDATIONS

For this Chapter, a meta-analysis of the recommendations included in the three syntheses reports was done, on the basis that these reports already drew together and prioritized the more specific recommendations from their constituent individual evaluations. The detailed tabulation of the recommendations upon which this analysis is based is given in Table 9. CSO1 contained nine recommendations, CSO2 had ten recommendations and CSO3 had 11 recommendations. Together, they are aimed at improving the design, use and reporting of the MFA's future PBS funding. In this meta-analysis, they are loosely organised around eleven themes and are targeted to the MFA.

Programmatic approaches and strategies:

1. The MFA is advised to maintain the new PBS timeframe of four years and in future even extend it to create the opportunity for CSOs to develop longer-term timeframes for their interventions and so improve predictability and sustainability (points elaborated in Chapter 5.1.2). Two syntheses explicitly recommended expanding the PBS modality because of its positive achievements, which is interpreted here as not increasing the budget (for which there is insufficient justification given the lack of comparative analysis with other aid modalities) but expanding the timeframe. CSO2 recommended that the MFA should, depending on the merit of the case, also increase the humanitarian assistance funding cycles to four years.

Linking advocacy with capacity building and service delivery

2. The MFA should work with PBS CSOs to develop clearer guidance than in the new 2017 Guidelines for Civil Society in Development Policy on how service delivery and capacity building of CSOs should link with advocacy work in order to contribute to the overall goal for transforming civil society. The latest Guideline (MFA, 2017, p. 16) briefly mentions the need to link advocacy and service delivery: "*In order to achieve sustainable societal change, it is therefore essential that the provision of services also involves advocacy work and ensures the transfer of skills and knowledge*". But more detailed guidance would explore when and how such links might occur.

Planning and design:

3. MFA should request CSOs to adopt RBM tools more fully and, in particular, develop better theories of change that capture their particular intervention pathways and rationale for expected impact (Chapter 5.4.2).

   CSOs should also be required to include a more robust situational and needs analysis especially around gender and vulnerability at the planning phase of their interventions (including conducting baselines) (Chapter 5.1.4). CSOs should integrate HRBA more systematically into their procedures and reporting, and develop a clear roadmap and mechanisms for the application of HRBA as part of the planning phase (Chapter 5.5.6).

MFA should where necessary supplement existing MFA instructions to the PBS CSOs in these areas.

Reporting and evaluation quality:

4. MFA and the CSOs should form a working group to develop appropriate approaches to improving indicators and reporting in order to capture programmatic results (Chapter 5.4.2). This will include strengthening the aggregation of RBM data across all PBS CSOs by sector or theme. Outcome reporting would also be improved by decreasing its frequency. Reporting could be done at the start (baseline), Mid-Term (for short term outcomes) and End-Term (for long-term outcomes), while output reporting could be done on a yearly basis.

   The quality of evaluations commissioned by CSOs needs also to improve to address the evidence gap in measuring more complex higher level outcomes such as building a more vibrant civil society (Chapter 5.4.2). This can be done by such measures as conducting joint evaluations on a thematic basis and adding relevant guidance on civil society evaluation to the existing MFA Evaluation Manual, which at present does not address this area in sufficient detail (MFA, 2013c). Useful guidance and tools can be referenced in the literature on this topic. (e.g. Kelly, David & Roche, 2008 and Danida, 2013).

Coordination and complementarity between the MFA, Finnish Embassies and CSOs:

5. MFA should strengthen coordination and complementarity especially in-country by: strengthening existing joint CSO mechanisms to plan, monitor and share results and lessons (with CSOs, MFA and embassies but also academia and private sector) at thematic levels and at country level (Chapter 5.2.1 and 5.2.2). The MFA's relevant sectoral advisers should participate in more substantive discussions with CSOs and also use local staff at Embassies for richer consultation work. Embassies should take more active diplomatic positions in defence of civil society space. MFA should support Embassies to reflect the roles of CSOs in their country strategies. In this way, create links between other MFA channels of support (bilateral, multilateral, FLC, project) that promote MFA's civil society policy objectives. MFA should link the management of humanitarian and PBS funding channels more closely so that transitions from one to the other are made easier. This could be done by removing obstacles to closer coordination within the MFA (for example by setting up a unit such as that recently created in the MFA, Denmark, that combines CSO work and humanitarian funding) as well as; as well as encouraging CSOs to improve systems within their own structures, so that transitions from humanitarian to development funding are made easier.

   CSOs should also be encouraged to look for cooperation more widely in Finland and partner countries, both with the other volunteer- based smaller CSOs as well as with other stakeholders such as academia and the private sector (Chapter 5.2.1). The MFA should therefore incentivise CSOs to develop joint programmes and/or collaborative working leading to pooling of

resources or co-funding that would bring interventions to a greater scale as well as build complementarity. This could take place around thematic areas where CSO expertise is strong (such as disability, environment, human rights and support for education).

Financial efficiency:

6. The MFA should request the CSOs to include more detailed cost efficiency analysis including comparisons of costs to outputs, and other value for money measures such as level of overheads to operational costs; it should also encourage CSOs to put in place more sustainable funding strategies Chapter 5.4.1). MFA should also encourage CSOs to put in place more sustainable funding strategies, and build this into the proposal assessment process. CSOs should apply the International Aid Transparency Initiative Standard.

PBS management:

7. The MFA should also ensure sufficient human resources for management of the PBS instrument either by providing additional staffing or considering outsourcing administrative elements following a review of the legal implications of this within MFA; it should also revise the schedule and approach for the annual consultations in order to better facilitate discussions on content issues. The consultations should be conducted when the draft annual reports are available, i.e. during May-June. The formal approval of the final annual report could be arranged separately. The MFA should also require CSOs to elaborate risk management and monitoring plans in more detail. (Chapter 5.4.4)

Capacity development:

8. MFA should encourage CSOs to promote capacity development of local partners, especially at the wider institutional level. This may require a greater proportion of core funding as a way to support fragile organisations operating in sensitive and rapidly changing settings, and longer-term partnering. (Chapter 5.3.4).

Sustainability:

9. The MFA should request CSOs to document appropriate exit strategies, tying them to outcome milestones and external context and updating them annually, and address the financial sustainability of local partners by incentivising them to develop alternative funding or income mechanisms. Exits strategies should also address where appropriate the nexus between humanitarian assistance and development (Chapter 5.7.4).

Cross Cutting Objectives:

10. The MFA should request CSOs to develop methods and instruments to monitor, evaluate and report on CCO related results, also at the outcome level, and pay greater attention to addressing climate sustainability especially for CSOs engaged in humanitarian or livelihoods work (Chapter 5.5).

Global education:

11. The MFA should further encourage CSOs to find ways to extend their global education work in Finland and measure more effectively the work they already do. This is to ensure greater public awareness of development issues and so build the Finnish support base for development cooperation. (Chapter 5.3.1).

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ANNEX 1: TERMS OF REFERENCE

Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations

1. BACKGROUND TO THE EVALUATION

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. Previously, the volume of development cooperation conducted by civil society organisations (CSOs) increased steadily, e.g. the programme-based support from the Ministry for Foreign Affairs of Finland (MFA) arose from € 59,335,460 in 2010 to € 83,776,140 in 2015. Budget cuts were decided upon in 2015 and implemented in 2016, leading to reductions also in CSO funding.

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

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

In 2015 the Development Evaluation Unit (EVA-11) of the MFA initiated a series of evaluations to assess **the multiannual programme-based support through Finnish CSOs, umbrella organisations and special foundations**. The decision to carry out these CSO evaluations was made when the **MFA's guidelines for the evaluation of development cooperation were revised in February 2015 to cover all development cooperation funded by the MFA**. The Guidelines (in Finnish) can be found on the MFA webpage:

http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08- B410EF-C5B309}. The evaluation practices of the MFA are based on the principles agreed internationally within the OECD and the EU. The **MFA evaluation manual** steer the implementation of evaluation of Finland's development cooperation.

The first CSO evaluation will be finalized in September 2016. The second CSO evaluation is on-going and will tentatively be ready in March 2017. This evaluation is now the third and last CSO-evaluation of the series and will cover the programmes of the ten remaining CSOs, umbrella organisations and special foundations.

The CSOs included in this evaluation are:

- Political Parties of Finland for Democracy (Demo Finland)
- Free Church Federation in Finland (Frikyrklig Samverkan, FS)
- Trade Union Solidarity Centre of Finland (SASK)
- International Solidarity Foundation (ISF)
- Disability Partnership Finland

The umbrella organisations are:

- Service Centre for Development Cooperation (Kepa)
- The Finnish Non-governmental development organization NGDO Platform to the EU (Kehys)

The special foundations are:

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

The evaluation will produce 9 reports: a separate report on each of the CSO programme evaluations of the five CSOs, a report on the programme evaluations of the umbrella organisations, a report of the programme evaluations of foundations, a report synthesizing and aggregating the most important findings of these evaluations and furthermore a meta-analysis to synthesize the results of all three rounds of CSO evaluations (CSO1, CSO2 and CSO3).

2. CONTEXT

The development cooperation objective of civil society actors and organizations is a vibrant and pluralistic civil society. The Ministry for Foreign Affairs uses many forms of support to contribute to CSOs' development cooperation activities: programme-based, project support, development communications and global education support and the national share of EU funding for CSOs.

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

Partnership agreement organisations

According to 2013 instructions concerning the Partnership Agreement Scheme of the MFA, the aim of partnerships between the MFA and CSOs as well as organisations' mutual collaboration is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors. The ongoing dialogue between the MFA and the partnership organisations includes annual partnership consultations, partnership forums and seminars for CSOs as well as close contacts between the CSO and the responsible official in the Unit for Civil Society (KEO-30).

The Finnish CSOs have their own partners in developing countries with whom development cooperation is carried out. The partners have various roles in societal development – they promote social equity, carry out global education and activate people to improve their personal situations.

Finnish CSOs support their partners and strengthen their capacities, contributing to the strengthening of civil societies in developing countries. The partnership organisations are thus important to the MFA as partners of dialogue and advocacy.

The third round of CSO programme-based support evaluations includes five CSOs of which four are partnership organisations: SASK, International Solidarity Foundation, Disability Partnership Finland and FS. Demo Finland receives programme-based support.

Special foundations

Through its special foundations modality, the MFA supports three Finnish foundations which each provides small grants to NGOs in developing countries. Each special foundation focuses on different issues: Abilis on disability, KIOS on human rights issues and Siemenpuu on environmental issues. All three foundations were established in 1998. Whereas Abilis and KIOS have been receiving MFA funding since the beginning, Siemenpuu received its first grant only in 2001. Siemenpuu has received public funding also from the Ministry of Environment.

The foundations were originally established by a group of Finnish NGOs and civil society activists to manage small-scale flexible grants to support the development of civil society in developing countries. More than 90% of the funding to these foundations comes from the MFA, but other sources of funding have emerged, including other official development cooperation donors, multilateral organisations and individual donations. The contributions by the partner organizations funded by the foundations are considered as the required self-financing. Since over 50% of the funding is received from the Government of Finland, the foundations are required to follow the Government regulations on the use of discretionary Government transfers.

The foundations were evaluated in 2008. The evaluation confirmed that the foundations are relevant for providing smallscale NGO support. The foundations assist to implement Finnish development cooperation policy by supporting key cross-cutting objectives and the human-rights based approach to development.

Umbrella organisations

The MFA grants programme-based support also to umbrella organisations Kepa and Kehys. Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global affairs. Kehys, offers services to NGOs on EU development policy issues. Kepa and Kehys have received programme-based support from the beginning since their role as providing support, guidance and training to Finnish CSOs has been seen as instrumental in improving the quality, effectiveness, impact and efficiency of development cooperation by CSOs.

PROGRAMMES OF THE SELECTED CSOs

Political Parties of Finland for Democracy, Demo Finland

http://demofinland.org/?lang=en

Demo Finland functions as a co-operative organisation of all the eight Finnish parliamentary parties. It seeks to enhance democracy by carrying out and facilitating collaborative projects between Finnish political parties and political movements in new & developing democracies.

Demo Finland works to strengthen equality in participation, constructive cross-party cooperation, a pluralistic political discussion and the ability of politicians to peacefully impact socio-political development. With its partners, it organises multi-party training programs and dialogue initiatives, which help to promote understanding between opposing parties and a discrimination-free political culture. Demo Finland bases its operations in the particular needs of its partners and parties. According to its strategy, Demo Finland focuses on ensuring that more equal possibilities exist for women and youth to participate in politics, and to establish co-operation that spans across party lines.

Currently, Demo Finland has long-term activities in three countries: Myanmar, Tunisia and Zambia. Long-term projects in Nepal and Tanzania ended in 2015 as well as a more recent project in Sri Lanka.

The MFA granted Demo Finland's 2013-2015 programme-based support € 900,000 in 2014, € 1 000 000 in 2015 and € 570,000 in 2016, even though first actual programme document is for 2016-2018. Earlier Demo Finland was funded through the political department of MFA, but then MFA decided to shift Demo into the programme-based support scheme.

SASK - The Trade Union Solidarity Centre of Finland

http://www.sask.fi/englanti

SASK is the solidarity and development cooperation organisation of Finnish trade unions. Approximately 1.7 million Finns belong to SASK through their trade unions. SASK was founded by the Central Organisation of Finnish Trade Unions and its affiliated unions in the end of the year 1986. Since then, SASK has become a widely representative solidarity body of the Finnish trade union movement with two central organisations and 35 national federations as affiliated members.

As part of the Finnish and international trade union movement the function of SASK is to strengthen trade unions in every corner of the world, in order for them to raise their members out of poverty and defend their human rights. Strengthened unions also contribute to broader societal changes, such as improving labor legislation and social security. SASK strives to put an end to exploiting cheap labour and child labour abuse. Improving dangerous working conditions is also at the core of SASK's work.

SASK's partners are Global Union Federations, other solidarity support organisations and trade unions in the South. It has more than 40 development cooperation projects in Africa, Asia and Latin America – the main countries being Philippines, Indonesia, India, Nepal, Mozambique and Columbia.

Through a partnership agreement, the MFA supported SASK with € 4,530,000 in 2014. MFA's framework agreement with SASK included a support of € 5,000,000 in 2015 and € 2,930,000 in 2016.

The International Solidarity Foundation (ISF)

http://www.solidaarisuus.fi/in-english/

The ISF is a Finnish non-governmental organisation established in 1970. The ISF mission is to support development that strengthens democracy, equality and human rights internationally and challenge people in Finland to work to build an equitable world. Through long-term development cooperation projects, ISF aims at improving living conditions of the poorest people in Somaliland, Kenya and Nicaragua.

ISF development cooperation programme has two main goals. First, to promote gender equality by prevailing harmful traditions, violence against women and high total fertility rates that restrict women's opportunities to decide upon their lives. Second, to improve men and women's livelihood resilience in economically and ecologically sustainable way.

In all projects, ISF encourages women to participate in the development of their communities. The main objective is to strengthen women's social, economic and political status and to provide the poorest people with opportunities for decent work.

The MFA supported ISF's 2013-2015 programme with € 2,377,700 in 2014, € 2,450,000 in 2015 and € 1,470,000 in 2016.

Disability Partnership Finland

http://www.vammaiskumppanuus.fi/development-cooperation/

Disability Partnership Finland's work is based on the principles of the UN Convention on the Rights of Persons with Disabilities. The Partnership's development cooperation programme is implemented by the Partnership's member organisations (at the moment 7 Finnish Disabled People's Organisations) and coordinated by a Secretariat.

The work aims at a world where the rights of persons with disabilities are fulfilled and persons with disabilities work themselves to develop their own communities at local, national and international levels. With a true human rights based approach to the work, persons with disabilities in developing countries – the Rights Holders – and the Southern organisations that represent them, are the ones that set the objectives for the work. The programme imposes two of the five programme components on all project implementors: Each organisation receiving funds from the Partnership should commit to create and maintain adequate administrative systems and democratic decision making mechanisms in their organization (Outcome 1) and work towards eradicating gender based discrimination in their work (Outcome 5). Other than that, the Southern organisations are free to choose the approach how they address the rights issues of persons with disabilities. Many partners choose to combine advocacy (Outcome 2) with more direct means of improving the educational (Outcome 3), employment (Outcome 4) or social circumstances of persons with disabilities in their respective countries.

Disability Partnership Finland supported almost 30 projects in Africa, Balkans, Central Asia, South America and Middle East in 2015 (21 projects in 2016 and 18 in 2017).

The MFA granted Disability Partnership Finland's programme € 2,600,000 in 2014, € 2,700,000 in 2015 and € 2,630,000 in 2016.

The FS

http://www.frikyrkligsamverkan.fi/wp1303/in-english

The Free Church Federation in Finland (FS), which was founded in 1936, is an umbrella organization for six Swedish speaking evangelical free church denominations in Finland. FS represents about 4500 members in the Swedish speaking parts of Finland. Swedish is used as the main work language. The cooperation through FS has developed over the years and today the main function of the organization is to coordinate the member organizations development aid projects. The coordination of the member organizations development aid projects is called FS Global. The mission of FS Global is to help the poorest and most vulnerable people in the world. This is realized thru the development program which is concentrated on two components, education and health. The projects takes place in societies where member organizations work in collaboration with local partners and local authorities.

FS Global targets countries are in Asia, Africa and South America. The organizations work is based on broad and long missionary work and on long experience and personal relationships contacts in the work field. The development aid work is well rooted in the civil society since long time, most of the member organizations are more than 100 years old. This provides a broad and strong support in the civil society through the member organizations local churches and their broad networks. FS Global is currently

working in Benin, Burundi, Ethiopia, Kenya, South Sudan, Tanzania, Zambia, Zimbabwe, Afghanistan, Cambodia, India, Laos, Philippines, Thailand, The Palestinian territories and Guyana.

The MFA's framework agreement with FS included a support of € 1,814,000 in 2014, € 1,962,000 in 2015 and € 1,160,000 in 2016.

PROGRAMMES OF THE SUPPORTED FOUNDATIONS

Abilis Foundation

http://www.abilis.fi/index.php?lang=en

Abilis Foundation, found in 1998, supports project activities that contribute toward equal opportunities for persons with disabilities in society in the Global South through human rights, independent living, and economic self-sufficiency. Special priority is given to projects on advocating for human rights of persons with disabilities, to projects at the grassroots, and to activities developed and implemented by women with disabilities.

Abilis Foundation gives small grants to projects planned and implemented by persons with disabilities in the Global South. Abilis supports organisations that are run by persons who have a disability, be it related to mobility, vision, hearing or any other type of disability. Organisations that are run by parents of children with disabilities can also be supported by Abilis. Abilis' objective is to support projects that promote equal opportunities, independent living, human rights and independent livelihood. Abilis supports projects in countries which the United Nations and the OECD have defined as qualifying for Official Development Assistance (ODA). The focus countries in 2014-2015 were: Bangladesh, Ethiopia, Kyrgyzstan, Mozambique, Myanmar, Nepal, Tajikistan, Tanzania, Thailand, Uganda, Vietnam, and Zambia.

The MFA granted Abilis Foundation € 2,800,000 in 2014, € 2,900,000 in 2015 and € 2,750,000 in 2016.

Kios Foundation

http://www.kios.fi/en/

KIOS Foundation strengthens the realization of human rights by supporting the human rights work of civil society in developing countries. In the supported projects, human rights are strengthened by human rights education, awareness raising, campaigning, monitoring and documentation of the human rights situation, advocacy work and legal aid, among other activities. In addition to project funding, KIOS supports the organisations by strengthening their capacity, networks and security. KIOS was founded by 11 Finnish human rights and development NGOs.

Support is mainly channeled to 6 focus countries in East Africa and South Asia. Work is supported in East Africa in Kenya, Rwanda and Uganda. In South Asia support is channeled to Nepal, Sri Lanka and to Tibetan civil society organisations in exile. Some long-term partner organisations of KIOS are also supported in Bangladesh, Burundi, Ethiopia and Pakistan. In Finland, KIOS raises awareness on the significance of human rights and the work of human rights defenders in developing countries. In addition, KIOS advocates for the development of good practices to Finnish foreign and development policy to support human rights defenders.

The MFA granted KIOS € 1,800,000 in 2014, € 1,900,000 in 2015 and € 1,120,000 in 2016.

The Siemenpuu Foundation

http://www.siemenpuu.org/en

The Siemenpuu Foundation supports environmental work and global cooperation of civil society organisations (CSOs) in developing countries. In addition to environmental issues, focus is also on human rights, social justice and cultural diversity. Siemenpuu's support is channeled to projects planned and implemented locally by CSOs. The projects aim to strengthen the rights of local communities, improve the state of the environment, advocate comprehensive ecological democratisation of society, and enhance the transition to a sustainable economy. Sharing and learning from the experiences in the Global South is an integral part of Siemenpuu's work; for instance through the production of publications and events.

The Siemenpuu Foundation was founded in 1998 by fifteen Finnish environmental and development policy CSOs. Since 2002 it has funded more than 600 environmental projects in over 50 developing countries. Siemenpuu has regional and thematic programmes, through which most of the financial support is directed. Currently, Siemenpuu has programmes in India, Indonesia, Nepal, Mali, the Mekong Region as well as in Latin America. It also grants project support to some Eastern and Southern African CSOs.

The MFA granted Siemenpuu Foundation € 2,000,000 in 2014, € 2,100,000 in 2015 and € 1,250,000 in 2016.

PROGRAMMES OF THE UMBRELLA ORGANISATIONS

Kepa

http://www.kepa.fi/international/english

Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global development. At the moment Kepa has more than 300 members, ranging from small voluntary-based organisations to major national organisations in Finland.

Kepa was founded in 1985 to coordinate the Finnish Volunteer Service, through which professional volunteers were sent to work in developing countries. The service was scaled down after 1995, and today Kepa's work mainly involves strengthening civil society both in Finland and in developing countries, with the ultimate goal of eradicating poverty and inequality. Kepa together with the member organisations aims at influencing political decision making and creating public awareness in Finland, and strengthening the capacities of CSOs.

The key themes of Kepa's work are development cooperation, global economic policies, climate justice and strong civil society. Kepa's main activities include advocacy, awareness raising and global education, capacity development services and national and global networking. Currently Kepa has field operations in Mozambique and Tanzania where it has partnerships with local CSOs.

The MFA's cooperation agreement with KEPA included a support of € 5,900,000 in 2014 and € 6,000,000 in 2015, and € 3,680,000 in 2016.

Kehys

http://www.kehys.fi/en

The Finnish NGDO Platform to the European Union, Kehys, is an advocacy network of Finnish NGOs. Kehys works for Policy Coherence for Sustainable Development; better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Kehys also works for active citizenship and a stronger civil society. Kehys functions include advocacy on EU development policy, global citizenship education and networking, and advice and training on EU funding.

Kehys has approximately 40 member associations which are Finnish NGOs working on development issues.

Kehys is the Finnish national platform within the European NGO confederation for relief and development CONCORD. CONCORD has 28 national associations, 20 international networks and 3 associate members that represent over 2,600 NGOs, supported by millions of citizens across Europe. Through Kehys the Finnish NGOs are represented in the CONCORD hubs and can affect actively on European development cooperation debate.

The MFA granted Kehys € 360,000 in 2014, € 500,000 in 2015 and € 300,000 in 2016.

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose

This evaluation serves the dual purpose of accountability and learning. It will provide evidence-based information on the CSOs', foundations' and umbrella organisations' performance and results achieved through programme-based support. The evaluation will also give guidance on how to enhance the strategic planning and management of the programme-based support funding modality in the MFA.

As such, the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices and needs for improvement in terms of future policy, strategy, programme and funding allocation of the CSOs, foundations and umbrella organisations as well as the MFA. The results of this evaluation will be used in the reform of programme-based support, in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, foundations' and umbrella organisations' next programmes.

Objectives

The objectives of this evaluation are to provide independent and objective assessment

1) on the performance and results achieved by the programmes of the five CSOs, three foundations and two umbrella organisations;
2) on their value and merit from the perspective of the policy, programme and beneficiary level; as well as
3) on the management of CSO programmes from the point of view of MFA, CSOs, foundations, umbrella organisations and partners.
4) In addition based on all three CSO evaluations the meta-analysis will synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality.

4. SCOPE OF THE EVALUATION

The evaluation consists of the programmes of the five selected CSOs, three foundations and two umbrella organisations and their main objectives (described earlier). It covers both financial and nonfinancial operations and objectives in their programmes.

All findings, conclusions and recommendations will be published in an individual report for each CSO, one report for the special foundations and one for umbrella organisations. The most important findings from the seven separate reports will be presented as aggregated results in a synthesis report. In addition, there will be a meta-analysis to synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality. This meta-analysis covers all three CSO evaluations.

The evaluation covers the following policies and guidelines: Development Policy Programmes of Finland (2007 and 2012), Guidelines for Civil Society in Development Policy (2010) and Instructions Concerning the Partnership Agreement Scheme (2013). In addition 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 MFA's Democracy Support Policy are important documents in this particular case (links to these and other policies can be found in the annex 1). Democracy Support Policy is particularly important with the assessment of Demo Finland. The special characteristics of democracy support, which are partly different to the basis of development cooperation, have to be taken into account in the assessment of especially relevance and effectiveness of Demo Finland.

The evaluation covers the period of 2010–2016.

5. EVALUATION ISSUES IN ACCORDANCE WITH THE OECD-DAC 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 the compilation of the synthesis report.

Evaluation issues on CSOs and foundations

Relevance

- Assess the extent to which the programme has responded to the needs, rights and priorities of the partner countries and stakeholders and beneficiaries/rights-holders, including men and women, boys and girls and especially the easily marginalised groups.
- Assess the extent to which the programme has been in line with the Finnish Development Policy (2007, 2012) and the Guidelines for Civil Society in Development Cooperation.
- Assess the selection of themes and partner countries of the programmes.

Impact

- Assess the value and merit and validate any evidence or "proxies" of impact, positive or negative, intended or unintended, that the programme has contributed for the beneficiaries/rights-holders including the empowerment of civil societies.

Effectiveness

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

Efficiency

- Assess the costs and utilization of financial and human resources against the achieved outputs.
- Assess the risk management including the efficiency of monitoring practices.
- Assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- In the case of foundations, assess the value-added of the funding model.

Sustainability

- Assess the ownership and participation process within the programme.
- Assess the organisational, social and cultural, ecological and financial sustainability of the programme and its results.

Coordination, Coherence, Complementarity

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

Evaluation issues for umbrella organisations

Relevance

- Assess the extent to which the programmes have been in line with the CSOs' overall strategy and comparative advantage.
- Assess the selection of themes, partner countries and different activities of KEPA's programme.

Impact

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

Effectiveness

- Synthesize and validate the outcomes (intended and unintended) and assess their value and merit.
- Assess the factors influencing the successes and challenges.
- Assess the outcomes in relation to different roles of Kepa/Kehys.

Efficiency

- Assess the costs and utilisation of financial and human resources between different activities against the achieved outputs.
- assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- Assess the monitoring (how it supports reporting and internal learning).

Coordination, coherence and complementarity

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

Additional issues for the meta-analysis

- Aggregate the results of all three CSO evaluations using the OECD DAC criteria.
- Assess the strengths and weaknesses of the programme-based support to various types of CSOs, foundations and umbrella organisations.

6. METHODOLOGY

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

This evaluation of the selected CSOs, foundations and umbrella organisations consist of document analysis, interviews of the key informants in Helsinki, field visits to a representative sample of projects and operations by each CSO and foundation.

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 policies and strategies, guidance documents, previously conducted CSO or 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 the MFA and the CSOs is only available in Finnish.

The results, incl. the results-based management systems of the five CSOs, three foundations and two umbrella organisations from the first round of CSO evaluations are available for this evaluation. The preliminary results from the second round of CSO evaluations will be available for this evaluation as soon as they are ready. The draft reports will tentatively be ready by February 2017 and the final reports by the end March 2017.

The field visit countries will tentatively include at least Kenya, Mozambique, Zambia, Uganda and India. The field visit countries should include projects and operations of more than one CSO/foundation. 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. During the inception phase the evaluation team will propose the final list of field visit countries on the base of the desk study and consultations.

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 if the schedule changes.

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

EVA-11 will be responsible for the overall management of the evaluation process. EVA-11 will work closely with other units/departments of the MFA 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 on the deliverables of the consultant.

The members of the reference group will include:

- representatives from the KEO-30 and possibly some other members from the MFA or embassies.
- one representative (with a substitute) from each of the ten CSOs, foundations and umbrella organisations.

The tasks of the reference group are to:

- participate in the planning of the evaluation;
- participate in the relevant meetings (e.g. start-up meeting, meeting to discuss the evaluation plan, validation/debriefing 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 November 2016 and end in August 2017. The evaluation consists of the following phases and will produce the respective deliverables. It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by the 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 reviewer will be given to the Consultant.

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

A. Start-up

The administrative meeting regarding the administration, methodology and content of the evaluation will be held with the contracted team in November 2016. The purpose of the meeting is to go through the evaluation process, related practicalities and to build common understanding on the ToR.

Participants in the administrative meeting in Helsinki: EVA-11 and the Team Leader, the CSO- evaluation coordinators and the Home-Office coordinator of the Consultant in person. Other team members may participate.

The meeting with the reference group will be held right after the administrative meeting and its purpose is to establish a community to enable dialogue and learning together as well as to get to know the evaluation team and the CSOs/foundations/umbrella organisations. The Team Leader/evaluation team will present its understanding of the evaluation, the initial approach of the evaluation and the evaluation questions.

Participants in the meeting with the reference group in the MFA in Helsinki: 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.

Deliverable: Presentation of the approach and questions by the Consultant, Agreed minutes of the meetings by the Consultant.

B. Inception phase

The Inception phase includes **a desk analysis and preparation of the detailed evaluation plan**. It is between November 2016 and January 2017 during which the evaluation team will produce a **final inception report with a desk study** (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis, an analysis on programmes of the selected five CSOs, three foundations and two umbrella organisations. It shall also include mapping of the different parts of each programme and their different sources of funding.

The inception report consists of the evaluation desk study and evaluation plan which include the following:

- context, initial findings and conclusions of the desk study
- tentative theory of change
- elaboration of the methodology (data collection and data analysis), summarized in an evaluation matrix (incl. evaluation questions, indicators, judgement criteria, methods for data collection and analysis)
- work plan, division of work between team members
- tentative table of contents of final reports
- data gaps
- detailed implementation plan for field visits with clear division of work (participation, interview questions, lists of meetings and stakeholders etc.)

The inception report will be presented, discussed and the needed changes agreed in the inception meeting in January 2017. The inception report must be submitted to EVA-11 two weeks prior to the inception meeting.

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 three weeks before going to the field.

Participants to the inception meeting in the MFA: 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.

Deliverable: Inception report including the evaluation plan, desk study, and the minutes of the inception meeting by the Consultant

C. Implementation phase

The Implementation phase will take place in February - April 2017. 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 also be paid to the adequate length of the field visits to enable the real participation as well as sufficient collection of information also from other sources outside the immediate stakeholders (e.g. statistics and comparison material). The team is encouraged to use statistical evidence whenever possible.

Therefore, the field work 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 of both components 1 and 2 will be arranged in Helsinki in in April 2017. 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 workshops in Helsinki on initial findings.

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, 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 May - August 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 them 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 to correct any misunderstandings or factual errors. The time needed for commenting is 2-3 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 **August 15, 2017**.

The final reports will be delivered in Word-format (.docx) 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), methodological note and EU Quality Assessment Grid.

A management meeting on the final results will be organised tentatively in June 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 public presentation on the results will be organised in June 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 computer with microphone and sufficient Internet connection is required.

Optional learning and training sessions with the CSOs (Sessions paid separately. They require 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 other reports in accordance with the process of decentralised evaluations (responsibility of the Unit for Civil Society) as described in the evaluation norm of the MFA. The management response will be drawn up on the basis of discussions with the CSOs concerned. The follow up and implementation of the response will be integrated in the planning process of the next phase of the programme-based support.

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 group of the evaluation Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results.

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

There will be seven CSO-Evaluation teams (one for each CSO, one for the umbrella organisations and one for foundations). One senior expert of each of the CSO-Evaluation team will be identified as a CSO-Evaluation Coordinator. One expert can be a CSO-Evaluation coordinator in different CSO- Evaluation teams. The CSO-Evaluation coordinator will be contributing the overall planning and implementation of the whole evaluation from a specific CSO's/foundation's/umbrella organisations' perspective and also responsible for coordinating, managing and authoring the specific CSO- evaluation work and reports.

The consultant will propose evaluator from the selected field visit countries to include them into the evaluation team. The role of the local experts will be explained by the Consultant.

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 € 650,000 (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 authorised 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, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

Government Report on Development Policy: One World, Common Future – Toward Sustainable Development (2016)
http://formin.finland.fi/Public/default.aspx?contentid=341918&nodeid=49540&contentlan=2&cultu re=en-US

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&cultu re=en-US

Ministry for Foreign Affairs´ Democracy Support Policy (2014)
http://formin.finland.fi/public/default.aspx?contentId=311379&nodeId=15145&contentlan=2&cultu re=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&cultu re=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-9B7E-96C4810A00C2}

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

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

Evaluation guidelines and manuals

Norm for the Evaluation of Development Cooperation in the Ministry for Foreign Affairs (2015)
http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08- B410EFC5B309}

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-9CB7-A54706CBF1CF}

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

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

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

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&cultur e=en-US

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

Evaluation: FIDIDA: An example of Outsourced Service 2004-2008
http://formin.finland.fi/public/default.aspx?contentid=153768&nodeid=49728&contentlan=2&cultu re=en-US

Evaluation: Finnish NGO Foundations (2008)
http://formin.finland.fi/public/default.aspx?contentId=161405&nodeId=49326&contentlan=2&cultu re=en-US

Evaluation: Finnish Partnership Agreement Scheme (2008)
http://formin.finland.fi/public/default.aspx?contentId=133140&nodeId=49326&contentlan=2&cultu re=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&cultur e=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: SUPPLEMENTARY TABLES

Table 4: ODA Disbursements (€ millions)

	2010	2011	2012	2013	2014	2015	2016	2010-2016	reduction (€ m) 2015-2016	% reduction 2015-2016
Multilateral development cooperation	199.1	239.3	258.6	278.4	351.7	343.9	141.7	1,813	-202.2	-59
Country-specific and regional development cooperation	250.3	241.5	240.6	247.3	290	254.6	202.6	1,727	-52.0	-20
LCF	**11.7**	**10.7**	**10.6**	**10.1**	**10.2**	**9.7**	**10.4**	**73**	**0.8**	**8**
European Development Fund	55.4	48.6	42.4	47.1	47.8	50	52.8	344	2.8	6
Non-country specific development cooperation	54.1	46.7	49.7	60.7	61.2	48.8	38.4	360	-10.4	-21
Humanitarian assistance	81	91.4	84.4	96.4	105.7	97.8	84	641	-13.8	-14
CSOs	**19.8**	**22.9**	**20.2**	**23.7**	**25.5**	**25.6**	**19.9**	**157**	**-5.7**	**-22**
Multilateral organisations	61.3	68.5	64.2	72.6	80.1	72.2	64.1	483	-8.1	-11
Other	0.0	0.0	0.0	0.1	0.0	0.0	0.05	0	0.0	67
Planning, support functions and communication	6.9	8.4	8.7	10.6	8	7.9	5.7	56	-2.2	-28
Evaluation and internal audit	2	2.7	2.1	2.2	1.9	2.7	3	17	0.3	11
Support conducted by civil society organisations	**89.7**	**92.4**	**95.0**	**105.2**	**109.9**	**113.3**	**69.6**	**675.0**	**-43.7**	**-39**
of which PBS Funding	59.2	62.7	63.2	70.0	78.8	85.9	52.0	471.7	-33.9	-39
of which Project funding	23.6	24.0	25.2	25.0	20.0	17.0	10.0	144.8	-7.0	-41
Communication and development awareness	1.9	1.9	2.1	2.4	2.2	1.4	0.7	12.4	-0.8	-54
Others (INGO, EU national share, conference visits, project planning, core support to UN related associations)	5.0	3.9	4,.5	7.8	8.9	9.0	7.0	46.0	-2.0	-22
Concessional credits	4.7	6	7.4	14.2	15.1	7.6	7.4	62	-0.2	-3
Total ODA disbursements	**743**	**777**	**789**	**862**	**991**	**927**	**605**	**5,694**	**-321**	**-35**

Source: Data provided by MFA to Evaluation Team

Table 5: Detailed characteristics of the 22 CSOs

CSO	Found-ing Year	Number of Full-time Staff 2016 (in Finland/ abroad)	Membership in Finland		Funding			Development co-operation			
			What is the main type of your member organisations?	How many Finnish members do you have?	When did you start receiving PBS funding?	Total PBS funding 2010-2016	Humanitarian Assistance Funding from MFA (Y/N) & Amount of funding 2010-2016	No of MFA partner countries with activities	No of countries with activities	What type of organisations are your Implement-ing Partners?	Funding Channels: who is the direct target of your funding? (Own country offices/projects International Affiliates Local organisations)
Abilis	1998	12	Disability focused CSOs, associations and umbrella organisations	none	1998 (program-matic funding)	16,450,000	N	11 (Afghanistan, Ethiopia, Kenya, Mozambique, Myanmar, Nepal, Nicaragua?, Somalia, Tanzania, Vietnam, Zambia)	10 focus countries	Organisations of persons with disabilities	Local organisations
CMI	2000	70 (42 Finland / 28 abroad)	N/A CMI has no member organisations	108	2014	11,550,000	N	1	13	international organisation, NGOs, think tanks, peace net-works, govern-ment bodies and political parties	Own country offices/projects
Demo	2005	4	Registered political parties	8	2013	3,270,000	N	2 (Zambia, Myanmar)	4	Political parties	Partner country-based, Country Offices
DPF	1989	4	Organisations of disabled persons	9 MOs	It has been a partnership organisation of the MFA since 2010, implementation started 2011.	12,966,001	N	4 (Ethiopia, Kenya, Tanzania, Zambia)	15	Organisations of disabled persons	Partner country-based
FCA	1947	Varies. On average in 2016 total 100 in Finland 200 overseas	no members	none	1990s	52,660,000	Y 31,190,000	Somalia, Kenya, Nepal, Myanmar (4)	13	Local NGOs	Local organizations

CSO	Found-ing Year	Number of Full-time Staff 2016 (in Finland/ abroad)	Membership in Finland		Funding			Development co-operation			
			What is the main type of your member organisations?	How many Finnish members do you have?	When did you start receiving PBS funding?	Total PBS funding 2010-2016	Humanitarian Assistance Funding from MFA (Y/N) & Amount of funding 2010-2016	No of MFA partner countries with activities	No of countries with activities	What type of organisations are your Implement-ing Partners?	Funding Channels: who is the direct target of your funding? (Own country offices/projects International Affiliates Local organisations)
Felm	1859	121/87	Parishes	400 con-gregations	1990s	51,630,946	N	5 (Ethiopia, Nepal, Tanzania, Viet-nam, Palestinian Territories)	16	NGOs, Southern churches and their develop-ment coopera-tion depart-ments, networks.	Local organizations (almost all). 1 own country office (Nepal).
Fida	1927	33 / 38	Pentecostal Churches	~160	1990s	47,677,124	Y 8030000	7	24	Pentecostal churches and church NGOs. In some cases local government.	Own country offices Local organisations
FRC	1965	39 in Fin-land / 83 abroad	Youth/ student organisations of political par-ties, women's organisations	333 individual members and 20 member organisa-tions	2014	3,336,075	N	1	4	NGOs and CBOs	FRCs own country programs imple-mented by FRC staff and Local Organisa-tions through FRC country offices
FS	1936	No full time staff in Finland; no information available about staff employed by project	Swedish-speaking evan-gelical church denominations	6	2003	12,027,000	N	5 Palestine, Tanzania, Ethiopia, Kenya, Afghanistan	14	Churches or their congregations	Partner country-based
FT	1998	10	Development NGOs, con-sumer NGOs, environmental NGOs, trade unions, student and youth organizations	33	2014	1,480,000	N	0	7	Fairtrade certi-fied cooperatives and regional organizations representing Fairtrade farmers and workers.	Local organizations

CSO	Found-ing Year	Number of Full-time Staff 2016 (in Finland/ abroad)	Membership in Finland		Funding			Development co-operation			
			What is the main type of your member organisations?	How many Finnish members do you have?	When did you start receiving PBS funding?	Total PBS funding 2010-2016	Humanitarian Assistance Funding from MFA (Y/N) & Amount of funding 2010-2016	No of MFA partner countries with activities	No of countries with activities	What type of organisations are your Implement-ing Partners?	Funding Channels: who is the direct target of your funding? (Own country offices/projects International Affiliates Local organisations)
ISF	1970	17	None, but 8200 registered active donors and supporters	None	2003	14,311,100	N	2	3	NGOs and co-operatives	NGOs and co-operatives
Kehys	1995	4	NGOs	37	2010	2,370,000	N	0	0	N/A	N/A
KEPA	1985	48	CSOs	300	2001	37,508,000	N	2	2 (two countries with Kepa office, some coop-eration in Nicara-gua and Mekong region)	Advocacy Organisations	N/A, country offices
Kios	1998	7	Human rights CSOs, associations, and umbrella organisations	11	1998 (program-matic funding)	11,020,000	N	5 (Afghanistan, Ethiopia, Kenya, Nepal, Tanzania)	17 (6 focus countries)	CSOs	Local organisations
Plan	1998	51	Plan Interna-tional Finland does not have members	N/A	2005	39,440,000	Yes 590000	11	52 pro-gramme countries	Local CSOs, Local Plan offices	Plan International Country Offices and Local Organisa-tions through Plan Country Offices

CSO	Found-ing Year	Number of Full-time Staff 2016 (in Finland/ abroad)	Membership in Finland		Funding			Development co-operation			
			What is the main type of your member organisations?	How many Finnish members do you have?	When did you start receiving PBS funding?	Total PBS funding 2010-2016	Humanitarian Assistance Funding from MFA (Y/N) & Amount of funding 2010-2016	No of MFA partner countries with activities	No of countries with activities	What type of organisations are your Implement-ing Partners?	Funding Channels: who is the direct target of your funding? (Own country offices/projects International Affiliates Local organisations)
SASK	1986	14 full-time (2 part-time). 5 regional coordina-tors.	Trade unions, trade union central federations	37 Confed-erations, Fed-erations, National Unions (represent-ing pprox. 2 Million individual members)	1990s	30,530,000	N	4 (Nepal, Myan-mar, Ethiopia, Mozambique	6	Bilateral Level: Trade Unions, Federations and Confederations (Centrals); Multilateral level: Global Union Federations (Sectoral confederations)	International par-thers (Global Union Federations) , National part-ners (centrals, federations and sometimes unions, sometimes national councils/offices of Global Union Federations)) country-based
SCF	1922	210 (most of them in interna-tional pro-grammes) (in 2015)	SFI has no member organisations (but many supporters and people provid-ing donations)	0	2003	28,855,220	Y 3 790 783	4 (Nepal, Ken-ya, Ethiopia, Somaliland/Somalia)	10 Coun-tries and 3 regional pro-grammes But more countries with own funding	National and International CSO's (imple-menting partners) and Save the Children International Country Offices	Save the Children International Coun-try Offices, who transfer funds to partners
Sie-men-puu	1998	7	Environmental CSOs, associations, and umbrella organisations	15	2003	12,006,000	N	5 (Kenya, Mozam-bique, Nepal, Tanza-nia, Nicaragua?)	37 (regional pro-grammes in Mekong, South Asia and Latin America)	NGOs, CBOs and grassroots groups	Local organisations
SPR	1877	858 / 120 (includes short term and long-term missions)	Personal membership in Finnish Red Cross local branch	82 000	1990s	45,100,000	Y 100 044 780	6 (Ethiopia, Somalia, Kenya, Tanzania, Zambia, Mozam-bique, Afghanistan, Nepal; Myanmar/ Burma)	18	National Red Cross and Red Crescent Societies	Local organiza-tions (see previous column) and their direct beneficiaries

CSO	Found-ing Year	Number of Full-time Staff 2016 (in Finland/ abroad)	Membership in Finland		Funding			Development co-operation			
			What is the main type of your member organisations?	How many Finnish members do you have?	When did you start receiving PBS funding?	Total PBS funding 2010-2016	Humanitarian Assistance Funding from MFA (Y/N) & Amount of funding 2010-2016	No of MFA partner countries with activities	No of countries with activities	What type of organisations are your Implement-ing Partners?	Funding Channels: who is the direct target of your funding? (Own country offices/projects International Affiliates Local organisations)
Taks-värkki	1967	5	Youth and student organizations	12	2014	1,794,124	N	3	7	Non-govern-mental youth organizations	Local organizations
WVF	1983	26	None but around 14,000 active child sponsors	None but around 14 000 active child sponsors	2003	30,698,000	Y 2 778 673	1	6	World Vision Country Offices	World Vision Country Offices
WWF	1972	44 (FY16)	No member organisations	Supporters, 173.513 (FY16)	Partnership organization since 2014, First MFA funds received in 1980's	4,794,637	N	3	6	WWF network offices and their local partners	WWF network offices

Source: Synthesis Reports of CSO 1,2 and 3; Virtanen et. al, 2008; Funding figures from MFA Statistics.

Table 6: PBS Commitments to the 22 CSOs in 2010–2016

	2010	2011	2012	2013	2014	2015	2016	Total 2010-2016
Finn Church Aid	7,100,000	7,400,000	7,700,000	7,900,000	8,100,000	9,200,000	5,260,000	**52,660,000**
Felm	7,160,946	7,500,000	7,600,000	7,700,000	8,200,000	8,400,000	5,070,000	**51,630,946**
Fida International	6,800,000	6,900,000	7,000,000	7,100,000	7,600,000	7,577,124	4,700,000	**47,677,124**
Finnish Red Cross	6,200,000	6,500,000	6,700,000	6,900,000	7,100,000	7,300,000	4,400,000	**45,100,000**
Plan Finland	5,900,000	6,000,000	4,400,000	7,200,000	6,100,000	6,100,000	3,740,000	**39,440,000**
Kepa	5,300,000	5,428,000	5,500,000	5,700,000	5,900,000	6,000,000	3,680,000	**37,508,000**
World Vision Finland	4,000,000	4,200,000	4,468,000	4,600,000	4,820,000	5,500,000	3,110,000	**30,698,000**
SASK	4,480,000	4,530,000	4,530,000	4,530,000	4,530,000	5,000,000	2,930,000	**30,530,000**
Save the Children Finland	4,000,000	4,080,000	4,161,000	4,244,220	4,700,000	4,800,000	2,870,000	**28,855,220**
Abilis	1,600,000	1,800,000	1,900,000	2,700,000	2,800,000	2,900,000	2,750,000	**16,450,000**
ISF	1,800,000	1,918,800	2,072,300	2,222,300	2,377,700	2,450,000	1,470,000	**14,311,100**
Disability Partership	229,519	1,045,000	1,730,000	2,500,000	2,600,000	3,700,000	1,161,482	**12,966,001**
FS	1,649,000	1,814,000	1,814,000	1,814,000	1,814,000	1,962,000	1,160,000	**12,027,000**
Siemenpuu	1,456,000	1,600,000	1,700,000	1,900,000	2,000,000	2,100,000	1,250,000	**12,006,000**
Crisis Management Initiative					4,400,000	4,400,000	2,750,000	**11,550,000**
KIOS	1,400,000	1,500,000	1,600,000	1,700,000	1,800,000	1,900,000	1,120,000	**11,020,000**
WWF Finland					1,555,597	2,199,040	1,440,000	**5,194,637**
Finnish Refugee Council					601,625	1,424,450	1,310,000	**3,336,075**
Demo Finland				800,000	800,000	1,100,000	570,000	**3,270,000**
Kehys	260,000	275,000	285,000	390,000	360,000	500,000	300,000	**2,370,000**
Taksvärkki					483,476	740,648	570,000	**1,794,124**
Fair Trade Finland					500,000	600,000	380,000	**1,480,000**
Total	**59,335,465**	**62,490,800**	**63,160,300**	**69,900,520**	**79,142,398**	**85,853,262**	**51,991,482**	**471,874,227**

Source: Data provided by MFA to Evaluation Team.

Table 7: CSO Budget and Expenditure data 2010–2015

Overall 2014-2015 Fair Trade (2010-2013 reporting not in line with the division above)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	1,048,485	859,005	82	70
Project Planning and Evaluation, Resource Development	71,933	63,456	88	5
Information and Publicity Activities	198,000	189,796	96	15
Administration	131,594	118,491	90	10
TOTAL	**1,450,012**	**1,230,749**	**85**	**100**

Overall 2014-2015 FRC (2010-2013 reporting not in line with the division above)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	4,434,699	3,387,177	76	82
Project Planning and Evaluation, Resource Development	436,884	350,637	80	8
Information and Publicity Activities	167,172	117,086	70	3
Administration	559,521	292,182	52	7
TOTAL	**5,598,276**	**4,147,082**	**74**	**100**

Overall 2014-2015 CMI (2010-2013 reporting not in line with the division above)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	8,671,284	8,392,843	97	73
Project Planning and Evaluation, Resource Development	1,578,717	1,622,816	103	14
Information and Publicity Activities	360,000	385,685	107	3
Administration	1,178,889	1,112,285	94	10
TOTAL	**11,788,889**	**11,513,629**	**98**	**100**

Overall 2010-2015 Felm				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	43,519,646	40,375,411	93	74
Project Costs (v)	6,647,642	5,815,114	87	11
Project Planning and Evaluation, Resource Development	1,818,447	1,136,036	62	2
Information and Publicity Activities	1,674,900	1,583,372	95	3
Administration	5,792,516	5,718,920	99	10
TOTAL	**59,453,151**	**54,628,852**	**92**	**100**

Overall 2014-2015 Taksvärkki (2010-2013 reporting not in line with the division above)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	1,644,219	1,557,623	95	66
Project Planning and Evaluation, Resource Development	170,000	139,734	82	6
Information and Publicity Activities	325,900	394,788	121	17
Administration	214,212	283,307	132	12
TOTAL	**2,354,331**	**2,375,452**	**101**	**100**

Overall 2014-2015 WWF (2010-2013 reporting not in line with the division above)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	3,415,485	2,623,144	77	83
Project Planning and Evaluation, Resource Development	136,562	98,616	72	3
Information and Publicity Activities	120,946	96,130	79	3
Administration	373,278	335,119	90	11
TOTAL	**4,046,271**	**3,153,009**	**78**	**100**

Overall 2010-2014 FCA (2015 were numbers not available)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project funding	42,158,524	40,674,282	96	85
Project Cycle Management (including Resource Development)	669,310	448,767	67	1
Information and Publicity Activities	2,198,200	2,118,892	96	4
Administration	4,870,577	4,461,285	92	9
TOTAL	**49,896,611**	**47,703,226**	**96**	**100**

Overall 2010-2015 Fida				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
International Programmes	46,492,280	46,123,095	99	88
Quality Assurance	1,170,000	1,021,400	87	2
Communication in Finland	515,000	370,838	72	1
Global Education	495,000	477,017	96	1
Administration	5,136,061	4,452,178	87	8
TOTAL	**53,808,341**	**52,444,528**	**97**	**100**

Overall 2010-2015 Plan Finland				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
International Programmes	37,662,293	33,421,513	89	79
Quality Assurance	1,913,845	1,765,004	92	4
Communication in Finland	542,666	458,069	84	1
Global Education	3,193,307	2,881,616	90	7
Administration	4,353,995	3,944,300	91	9
TOTAL	**47,666,106**	**42,470,502**	**89**	**100**

Overall 2010-2015 Save the Children Finland				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
International Programmes	22,855,571	21,974,942	96	69
Quality Assurance	4,014,650	3,683,494	92	12
Communication in Finland	2,090,994	1,938,172	93	6
Global Education	1,175,000	1,123,606	96	4
Administration	3,348,392	3,127,943	93	10
TOTAL	**33,484,607**	**31,848,156**	**95**	**100**

Overall 2010-2015 World Vision Finland				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
International Programmes	35,197,690	34,187,564	97	79
Quality Assurance	3,423,600	3,176,335	93	7
Communication in Finland	2,826,500	2,703,240	96	6
Administration	3,520,100	3,462,730	98	8
TOTAL	**44,967,890**	**43,529,869**	**97**	**100**

Overall 2010-2014 Finnish Red Cross (2015 numbers not available)				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Programme costs	30,794,221	30,649,015	100	76
Programme support	706,898	715,395	101	2
Delegates	4,358,824	4,572,253	105	11
Communication	1,038,101	989,320	95	2
Administration	3,289,324	3,226,143	98	8
TOTAL	**40,187,368**	**40,152,127**	**100**	**100**

Overall 2010-2015 Siemenpuu				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project funding	7,834,878	7,275,576	93	68
Project Cycle Management (including Resource Development)	2,670,225	2,317,952	87	22
Communications Projects	251,000	250,531	100	2
Administration	896,717	778,464	87	7
TOTAL	**11,652,820**	**10,622,524**	**91**	**100**

Overall 2010-2015 KIOS				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	6,252,500	7,202,915	115	71
Project Planning and Evaluation, Resource Development	2,513,650	2,096,148	83	21
Information and Publicity Activities	215,000	189,952	88	2
Administration	968,850	694,920	72	7
TOTAL	**9,950,000**	**10,183,935**	**102**	**100**

Overall 2010-2015 Abilis				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	9,422,715	9,370,467	99	68
Project Planning and Evaluation, Resource Development	3,353,000	3,039,943	91	22
Information and Publicity Activities	245,000	253,945	104	2
Administration	1,338,500	1,167,708	87	8
TOTAL	**14,359,215**	**13,832,063**	**96**	**100**

Overall 2010-2015 Disability Partnership Finland				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	10,349,788	9,642,033	93	85
Project Planning and Evaluation, Resource Development	1,034,562	836,296	81	7
Information and Publicity Activities	581,022	471,913	81	4
Administration	571,911	393,537	69	3
TOTAL	**12,537,283**	**11,343,780**	**90**	**100**

Overall 2010-2015 SASK				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	23,567,580	20,499,210	87	64
Project Planning and Evaluation, Resource Development	5,755,556	5,461,260	95	17
Information and Publicity Activities	2,907,302	2,884,712	99	9
Administration	3,434,348	3,204,459	93	10
TOTAL	**35,664,786**	**32,049,641**	**90**	**100**

Overall 2010-2015 Demo Finland				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	4,249,347	3,831,953	90	93
Administration	284,450	274,030	96	7
TOTAL	**4,533,797**	**4,105,983**	**91**	**100**

Demo has only received PBS since 2015 and its first programme document has been prepared for 2016-2017. Thus the earlier financial reporting is not in line with the division above. Doing this retroactively is not seen as relevant. Administrative costs have been separated and all other costs are included in the "project costs" line.

Overall 2010-2015 International Solidarity Foundation				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	12,214,979	11,315,620	93	74
Project Planning and Evaluation, Resource Development	1,189,849	1,094,991	92	7
Information and Publicity Activities	1,424,294	1,391,953	98	9
Administration	1,372,926	1,504,215	110	10
TOTAL	**16,202,048**	**15,306,779**	**94**	**100**

Overall 2010-2015 FS				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	11,042,357	10,645,426	96	85
Project Planning and Evaluation, Resource Development	522,000	510,418	98	4
Information and Publicity Activities	255,500	236,756	93	2
Administration	610,317	1,099,049	180	9
TOTAL	**12,430,174**	**12,491,649**	**100**	**100**

Overall 2010-2015 Kehys				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	2,633,347	2,526,400	96	55
Project Planning and Evaluation, Resource Development	871,261	919,533	106	20
Information and Publicity Activities	244,660	209,605	86	5
Administration	1,242,111	958,188	77	21
TOTAL	**4,991,379**	**4,613,726**	**92**	**100**

Overall 2010-2015 Kepa				
	Budget (€)	**Expenditure**	**% disbursed**	**% of total expenditure**
Project Costs	24,065,171	23,537,947	98	63
Project Planning and Evaluation, Resource Development	345,035	343,553	100	1
Information and Publicity Activities	6,752,044	6,570,635	97	18
Administration	6,838,670	6,780,686	99	18
TOTAL	**38,000,920**	**37,232,821**	**98**	**100**

Source: Data provided by CSOs to Evaluation Team.

Table 8: RBM-methods of the CSOs

CSO	RBM methods	Comments
Abilis Foundation	Elements of LFA (Logical Framework Approach)	Abilis supports mainly small groups of disabled persons – often even illiterate – whereby strict RBM has not been relevant. Instead, Abilis has a strong HRBA focus.
Crisis Management Initiative	LFA, Results Framework, ToC (Theory of Change)	CMI is now developing a Theory of Change to strengthen its RBM and replacing the programme level LogframeLogframeLogframe with a rather similar Results Framework
Demo Finland	LFA and ToC	Demo Finland is now in the process of developing a programme level ToC
Disability Partnership Finland	LFA and Outcome Mapping (OM)	DPF has started to apply OM method to strengthen the HRBA approach of its operations
Fair Trade Finland	LFA	LFA is applied at programme and project levels
Fida International	LFA	LFA is applied at programme and project levels
Finn Church Aid	LFA and FCA's own Framework for Change for programme level	The Framework for Change is an adaptation of the ToC methodology.
Finnish Evangelic Lutheran Mission	LFA, Results Chain	Results Chain is applied at programme level, LFA in projects
Finnish Red Cross	LFA and Results Chain	Results Chain is applied at programme level, LFA in projects
Finnish Refugee Council	LFA and ToC	Programme-level ToC is now under preparation
Frikyrklig Samverkan	LFA	LFA is applied at programme and project levels
Kehys	LFA	Elements of LFA are applied at programme and project levels.
KEPA	Outcome Mapping	KEPA applies several elements of OM in its RBM
KIOS Foundation	LFA	KIOS applies the principles and key elements of LFA, not the full package
Plan International Finland	Specific Results Matrix and Child Centered Community Development approach	The CCCD approach is fundamental to Plan's approach while LFA-type of Results Matrix forms the practical RBM framework
SASK (Trade Union Solidarity Centre)	Combination of several methods: LFA, ToC, and Results Chain	LFA has been the key method of SASK, but SASK is now developing its ToC for programme level RBM. For global education, Results Chain method is used.
Save the Children Finland	ToC, LFA and Child Rights Programming (CRP) approach	Like with Plan, the CRP provides the base for SCF's approach while ToC-based LFA forms the RBM mechanism
Siemenpuu Foundation	Elements of LFA, Results Chain and Outcome Mapping	The combination of methods is due to Siemenpuu's role as a foundation
International Solidarity Foundation	Elements of LFA, Results Chain and Outcome Mapping	The combination of methods is due to ISF's role as a foundation

CSO	RBM methods	Comments
Taksvärkki	Outcome Mapping and LFA	Taksvärkki applied formerly LFA both at programme and project levels. Now programmatic RBM is based on OM whereas most projects still apply LFA.
World Vision Finland	LFA	LFA is a tool within World Vision's global LEAP -concept (Learning through Evaluation with Accountability and Planning). It is a framework and toolset for all of WV's operations and management.
WWF Finland	LFA	LFA is applied both at programme and project levels

Source: Silfverberg 2016.

Table 9: Analysis of CSO Synthesls Recommendations

Theme No of recom-mendations	CSO1	CSO2	CSO3
Role / Strategy of CSOs **2**	MFA should ensure that an updated strategy for Fin-land's support to civil society provides clear and unambigu-ous guidance on how service delivery and capacity building of CSOs are to contribute to the overall goal for support to civil society	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 rela-tion to local stakeholder groups in humanitarian assistance	
Programmatic approach **3**	MFA and the Finnish Govern-ment should increase the budget for programme-based support to Finnish CSOs. The CSOs should ensure that the objectives of Finland's support to civil society are reflected in their programme objectives.		MFA should continue and, if possible, expand the PBS modality in the future and maintain the new PBS timeframe of four years and in future even extend it. This will create the opportunity for CSOs to develop longer-term timeframes for their interventions and this will improve predictability and sustainability The CSOs should strengthen their programmatic approaches. This means adopting RBM tools more fully and, in particular, MFA should require specific ToCs from each CSO that capture their particular intervention pathways and rationale for expected impact. These ToCs should form part of the funding agreements with MFA.

Theme No of recom-mendations	CSO1	CSO2	CSO3
Reporting / Evaluation quality **7**	The CSOs should continue their work on strengthening M&E systems and should aim at managing for results. As part of this, the CSOs should develop a standard Terms of Reference for evaluations following the OECD/DAC criteria. The CSOs should develop modalities within their M&E systems to improve the identification and reporting of the impact of their programmes	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. The MFA should use information technology more systematically to make reporting more clear and accessible	There is a need to increase the quality of outcome reporting and to enable more analytical information in those reports to complement the often anecdotal but good information on specific outcomes. There is also a need to improve the quality of evaluations. MFA and the CSOs should form a working group to develop appropriate approaches to improve reporting. Identification of some indicators, especially at sector or thematic level would improve the reporting on results, and provide tools for policy discussions and for communication, both for the CSO community and for MFA. Outcome reporting would also be improved by decreasing its frequency. Reporting could be done at the start (baseline), Mid-Term (for short term outcomes) and End-Term (for long-term outcomes), while output reporting could be done on a yearly basis.
Capacity Development **2**	The Finnish CSOs should provide more core or basket funding to their CSO partners to enable them to develop increased independence in relation to their own priorities.		The importance of capacity development should be recognised more explicitly in the PBS framework and CSOs should be stimulated to invest more in capacity development of civil society organisations in developing countries.
Exit strategies **2**		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.	MFA should provide incentives to encourage CSOs to invest more in developing exit strategies at the start of their development interventions and tie them to specific outcome milestones. They should also monitor changes in the external context to ensure that exit strategies remain realistic and feasible and are not applied in a mechanical way.

Theme No of recommendations	CSO1	CSO2	CSO3
Embassy role / cooperation **4**	MFA and the Finnish embassies in countries where Finnish development interventions are concentrated should set up mechanisms to improve complementarity, coordination and coherence with the Finnish CSOs.	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 Recommendation Finnish Embassies should promote exchanges through Quality Circles among Finnish CSOs, and light real-time evaluations.	MFA should incentivise CSOs to more actively look for cooperation in Finland and partner countries, both with the other CSOs as well as with other stakeholders such as academia and the private sector. Strengthened cooperation, including alliances or consortia, should aim at sharing of experiences and best practices as well as pooling resources into more effective packages. This will enable CSOs to develop larger and longer-term programmes and benefit smaller CSOs.
Dialogue/ consultations **4**	MFA's relevant sectoral advisers should participate in substantive discussions with the CSOs. At the next annual consultation each CSO should, furthermore, define the kind of feedback they need from MFA. Based on this and the MFA's capacity for response, guidelines for dialogue and response should be prepared. MFA should ensure that major Finnish actors, like bilateral sector programme support, contribute to creating an enabling environment for civil society; by establishing mechanisms and space for dialogue among stakeholders (committees for consultation on major investments, committees for monitoring how public budgets are spent) where CSOs are invited and recognised as legitimate actors	The MFA should prioritise the use of thematic expertise in Helsinki in relation to 'quality circles', and use local staff at Embassies for advisery 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	MFA should revise the schedule and approach for the annual consultations in order to better facilitate discussions on content issues and ensure that the consultations may be taken into account in planning, especially for preparation of the next annual plan

Theme No of recom-mendations	CSO1	CSO2	CSO3
PBS management **3**		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. The MFA should require improved cost analysis about management and administration overheads, and apply the International Aid Transparency Initiative Standard.	The MFA should ensure sufficient human resources for management of the PBS instrument. Given the staff constraints, it should consider contracting out the management of the PBS instrument to a third party, with the final and financial decision-making remaining with the MFA.
Global education **1**			MFA should further encourage CSOs to extend their global education work in Finland to ensure greater public awareness of development issues and build the Finnish support base for development cooperation.
Needs analysis/ HRBA			The MFA should incentivise the CSOs to invest more on the use of robust situational and needs analysis at the planning phase of the development interventions. The analysis and the subsequent planning should include a clear roadmap for the application of HRBA.
Humanitarian assistance		The MFA should increase the humanitarian assistance funding cycles to four years, depending on the merits of the case	

Source: Evaluation Team.

ANNEX 3: DOCUMENTS CONSULTED

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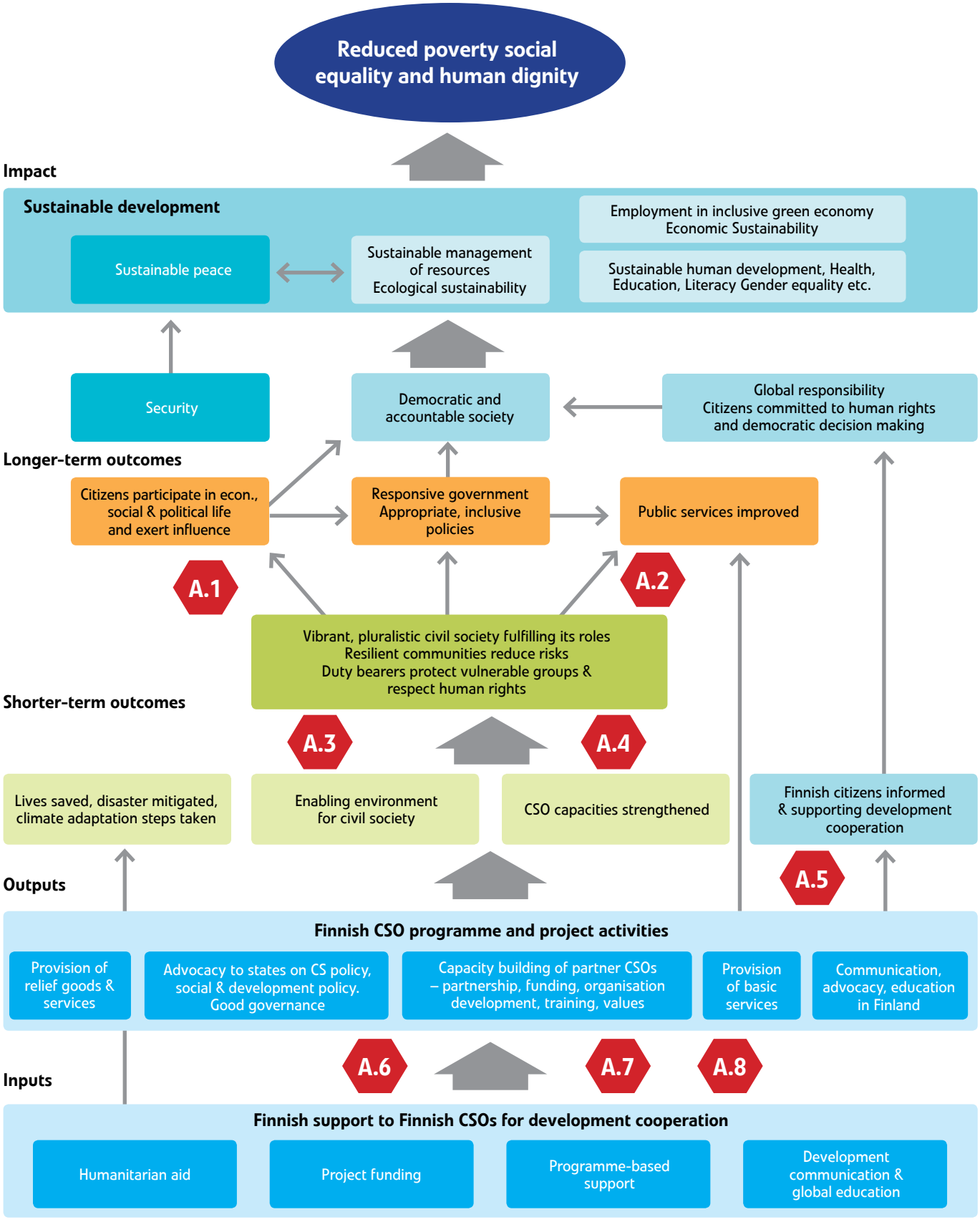
SASK: www.sask.fi/

ANNEX 4: GENERIC THEORY OF CHANGE FOR CSOS UNDER PBS



EVALUATION

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS III:

META-ANALYSIS
2017

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