EVALUATION

Programme-based Support through Finnish Civil Society Organizations III

Evaluation on Finland's Development Policy and Cooperation

2017/5e

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

Political Parties of Finland for Democracy – Demo Finland

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2017/5e

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

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ISBN 978-952-281-550-7 (pdf)
ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

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ACRONYMS AND ABBREVIATIONS

€	Euro
AIMD	Instituto Moçambicano para Democrácia Multipartidaria
CCO	Cross-cutting Objective
CEMI	Centre of Mediterranean and International Studies
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society of the Ministry for Foreign Affairs of Finland
DAC	Development Assistance Committee
Demo Finland	Political Parties of Finland for Democracy
DIPD	Danish Institute for Parties and Democracy
EDF	European Development Fund
EPD	European Partnership for Democracy
EU	European Union
FLC	Fund for Local Cooperation
GBV	Gender-based Violence
GPMD	Global Partnership for Multiparty Democracy
HRBA	Human Rights Based Approach
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs Finland
MO	Member Organisation
MoU	Memorandum of Understanding
MP	Member of Parliament
MySoP	Myanmar School of Politics
NGO	Non-Governmental Organisation
NGOCC	NGO Coordinating Council
NIMD	Netherlands Institute for Multiparty Democracy
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee

OTI	One-Text Initiative
PBS	Programme-Based Support
PCM	Project Cycle Management
QAB	Quality Assurance Board
RBM	Results Based Management
SIDA	Swedish International Development Agency
ToC	Theory of Change
ToR	Terms of Reference
TSoP	Tunisian School of Politics
TWCP	Tanzanian Women's Cross-Party Platform
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WG	Working Group
WiLDAF	Women in Law and Development in Africa
WIP	Women in Politics
WLSA	Women in Law in Southern Africa
ZNWL	Zambian National Women's Lobby

TIIVISTELMÄ

Suomen ulkoasianministeriö (UM) on jakanut ohjelmatukea kansalaisjärjestöille vuodesta 2003 alkaen. Käsillä oleva evaluointi koskee Puolueiden kansainvälinen demokratiayhteistyö ry:n (Demo) saamaa ohjelmatukea, ja on osa laajempaa ohjelmatuki-instrumentin ja sitä vuosina 2010–2016 saaneiden kansalaisjärjestöjen ohjelmien arviointia.

Demo on perustettu vuonna 2005 kanavoimaan suomalaisten poliittisten puolueiden kokemuksia Suomen kehitysyhteistyöhön. Järjestö edistää moniarvoista demokratiaa hauraissa ja/tai nuorissa demokratioissa. Sillä on oma ainutlaatuinen lokeronsa tukea poliittisia demokratiakouluja ja naisten osallistumista politiikkaan, ja erityisesti puolueiden välistä vuoropuhelua, sukupuolikysymyksiä, naisten ja nuorten asioita. Sen suhteellinen etu on hyvin suuri jopa globaalisti mitattuna.

Demon kumppanien valinta on onnistunutta, ja monimutkaisessa toimintaympäristössään se nauttii luottamusta ja sitä pidetään puolueettomana. Kumppanijärjestöt ja edunsaajat osallistuvat tukitoiminnan suunnitteluun ja toteutukseen, ja se vastaa hyvin niiden tarpeisiin.

Demon tulisi kehittää vahvuuksiaan eikä laajentaa toimintaansa uusille maantieteellisille alueille vaan viedä opittuja kokemuksia ja asioita myös alemmille hallinnontasoille taloudellisten resurssien sen salliessa. Politiikan edistämisessä ja ajamisessa sillä on Euroopassa budjettipuitteitaan suurempi rooli. Eduskuntatyöhön pitäisi panostaa enemmän, ja tulosten mittausta ja arviointia tarvitaan niin ikään.

Henkilötason muutoksia on eittämättä nähtävissä edunsaajien piirissä. Saavutetun luottamuksen muuntaminen paremmaksi politiikaksi ja demokraattisemmiksi käytännöiksi on yhä haaste, mutta toteutuessaan ne vahvistaisivat edelleen tehokkuutta ja vaikuttavuutta. Tunnuslukuja pitäisi edelleen kehittää käyttäytymisessä ja sukupuolten roolia koskevissa asioissa tapahtuneiden muutosten mittaamiseksi.

Kumppaneiden talous ei ole kestävällä pohjalla ellei heidän kapasiteettiaan paranneta. Olisi niin ikään laadittava realistiset ja konkreettiset poistumisstrategiat. Tulosten/vaikutusten mittausta voitaisiin tehdä harvemmin. UM:n tulisi pohtia uudelleen omarahoitusvaatimuksen perusteita ja eritysasiantuntijoiden käyttämistä kansalaisjärjestöyksikön tukena.

Avainsanat: *evaluointi, kehitysyhteistyö, kansalaisjärjestöt, tulosohjaus (tulosperustainen hallinto) (RBM), Demo*

REFERAT

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. Denna utvärdering handlar om Demo Finland och ingår i en mer omfattande utvärdering av PBS-finansieringssystemet och programmen hos CSO som fått PBS åren 2010–2016.

Demo Finland grundades år 2005 för att bidra till finländska utvecklingssamarbetet med erfarenheter hos finländska politiska partier. Den främjar pluralistisk demokrati i bräckliga och nya demokratier. Den innehar en unik nisch då den stöder politiska demokratiskolor och kvinnor i politiken, särskilt partiövergripande dialog, kön, kvinnor och unga. Även globalt har den en mycket stark komparativ fördel.

Partners väljs ut framgångsrikt, vilket garanterar objektivitet och tillit i en komplicerad verksamhetsmiljö. Stöd planeras och ges under medverkan av partnerorganisationer och förmånstagare och motsvarar bra deras behov.

Demo Finland ska vidareutveckla sina styrkor och inte expandera till nya geografiska områden utan i stället utvidga till lägre förvaltningsnivåer med tanke på ekonomiska resurserna. I samband med politisk påverkan i Europa är dess roll större än vad dess budget kunde antyda. Det behövs mer fokus inom riksdagen och på att mäta och utvärdera resultat.

Förmånstagare har onekligen förändrats personligen. Det är fortfarande en utmaning att omvandla skapad tillit till bättre politik och mer demokratiska processer och detta kunde ytterligare öka effektiviteten och inverkan. Indikatorer ska utvecklas ytterligare för att mäta beteende- och genusrelaterade förändringar.

Partners har en svag ekonomisk hållbarhet om inte kapacitet byggs upp. Realistiska och konkreta exitstrategier ska tas fram. Mätningar av utfall/inverkan ska förekomma mer sällan. Utrikesministeriet ska ompröva grunden för kravet på egenfinansiering och tematiska rådgivare involveras för att stöda CSO-enheten.

Nyckelord: *utvärdering, utvecklingssamarbete, organisationer i civilsamhället, resultatbaserad styrning, Demo Finland*

ABSTRACT

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. This evaluation concerns the PBS of Political Parties of Finland for Democracy (Demo Finland), and is part of a wider evaluation on the PBS funding modality and evaluation of the programmes of CSOs receiving PBS funding during 2010–2016.

Demo Finland was formed in 2005 to channel the experience of Finnish political parties into Finland's development cooperation. It promotes pluralistic democracy in fragile and/or emerging democracies. It has a unique niche in supporting political schools of democracy and women in politics, especially cross-party dialogue, gender, women and youth. Its comparative advantage, even globally, is very high.

Selection of partners is successful and ensures impartiality and trust in a complex operating environment. Support is planned and implemented in a participatory manner with the partner organisations and beneficiaries, and corresponds well to their needs.

Demo Finland should build on its strengths, and not expand to new geographical areas, but further scale up to lower governance levels, given its financial resources. In policy advocacy in Europe, it has a bigger role than its budget would imply. More focus within the Finnish Parliament is required, and to measure and evaluate the results.

Personal transformation has undoubtedly taken place amongst the beneficiaries. Translating trust which has been built in better policies and more democratic practices is still a challenge, and could further enhance effectiveness and impact. Indicators should be further developed to measure behavioural and gender transformative changes.

Financial sustainability of partners is weak unless capacity is built. Exit strategies which are realistic and concrete self-financing requirement should be reconsidered by MFA, and thematic Advisors involved to support the CSO Unit.

Key words: *evaluation, development cooperation, CSO, RBM, Demo Finland*

YHTEENVETO

Tausta ja menetelmät

Suomen ulkoministeriö (UM) on jakanut ohjelmatukea kansalaisjärjestöille vuodesta 2003 alkaen. Tällä hetkellä tukea saa 17 järjestöä, kolme säätiötä ja kaksi kattojärjestöä. Kansalaisjärjestöjen arvioinnilla on neljä päätavoitetta: (1) saada näyttöön perustuva yleiskäsitys valittujen järjestöjen ohjelmien toiminnasta ja tuloksista; (2) korostaa ohjelmien arvoa ja ansioita; (3) antaa käytännön ohjeita, joilla ohjelmien strategioita ja hallintoa voidaan vahvistaa; ja (4) tunnistaa ne kokemukset, joita ohjelmista on saatu ja edistää hyviä käytänteitä, joista viiteryhmät voivat oppia. Näitä seikkoja tulisi tarkastella politiikan, ohjelmien ja edunsaajien näkökulmasta.

Käsillä on Puolueiden kansainvälinen demokratiayhteistyö ry:tä (Demo) koskevan ohjelmatuen arviointiosion raportti. Se toteutettiin keräämällä ja analysoimalla kolmea pääasiallista tietotyyppiä: asiakirjoihin perustuva analyysi, Suomessa ja toimintamaissa tehdyt haastattelut ja huhtikuussa 2017 tehdyt kenttävierailut Sambiaan ja Alankomaihin sekä niihin sisältyneet havainnoinnit ja edunsaajien tapaamiset. Työssä käytettiin sekä kvalitatiivisia että kvantitatiivisia välineitä.

Demo perustettiin vuonna 2005 kanavoimaan suomalaisten poliittisten puolueiden asiantuntemusta ja kokemusta Suomen kansainvälisen kehitysyhteistyön avuksi, erityisesti tukemaan poliittisia puolueita hauraissa ja/tai nuorissa demokratioissa. Demo on uskonnollisesti ja poliittisesti riippumaton, Suomen eduskuntapuolueiden muodostama puolueeton järjestö. Sen tehtävänä on edistää moniarvoista demokratiaa saattamalla suomalaiset poliittiset puolueet ja kehitysmaiden puolueet yhteen. Tällä hetkellä Demolla on kehitysohjelmahankkeita Tunisiassa, Myanmarissa, Sambiassa ja Sri Lankassa. Aiempia kohdemaita ovat olleet Nepal ja Tansania.

Tärkeimmät tulokset

Tarkoituksenmukaisuus (Relevance)

Demolla on omansalainen paikka ja tehtävä tukea poliittisia demokratiakouluja ja naisten osallistumista politiikkaan, ja erityisesti puolueiden välistä vuoropuhelua, sukupuolikysymyksiä, naisten ja nuorten asioita. Sen suhteellinen etu on ydintoiminta-alueellaan jopa globaalisti hyvin suuri. Tuki on hyvin tarkoituksenmukaista ja sillä on kysyntää nykyisissä toimintamaissa. Demo on osoittanut tarkkasilmäistä poliittista ymmärrystä ja pystynyt reagoimaan nopeasti määrittäessään ne maat, joissa demokratisoitumisprosessi on avannut toimintamahdollisuuksia. Kumppanien valinta on ollut erittäin onnistunutta ja se on perustunut tilanneanalyysiin ja organisaatiokyselyihin, millä on varmistettu puolueeton asenne ja toisaalta poliittisten puolueiden luottamus vaikeissa toimintaympäristöissä.

Kaikki hankkeet ovat Demon yleistavoitteen mukaisia. Kumppanijärjestöt ja edunsaajat osallistuvat tukitoiminnan suunnitteluun ja toteutukseen, ja se vastaa suhteellisen hyvin niiden tarpeisiin. Tuki on hyvin linjassa Suomen kehityspolitiikan prioriteettien ja teema-alueiden kanssa, etenkin ihmisoikeuksia, demokratiaa ja sukupuolten välisen tasa-arvon edistämistä koskevissa asioissa. Puutteita on siinä, miten ”elinvoimaisen kansalaisyhteiskunnan” vahvistamisvaatimus täyttyy. Rahoitukseen liittyvät rajoitteet, kuten suhteellisen pieni kokonaisbudjetti ja Demon työn erityisluonteesta johtuvat vähäiset varainkeruumahdollisuudet, rajoittavat mahdollisuutta tarjota kumppaneille yleisrahoitusta kapasiteetin kehittämiseen.

Demon ”tavanomainen” kansalaisjärjestörooli on kyseenalainen, koska se on poliittisten puolueiden perustama ja omistama, eikä sen monipuoluedemokratian tukemiseen tähtäävää roolia kehitysyhteistyössä ole täysin tunnustettu.

Johdonmukaisuus, täydentävyys ja koordinaatio (Coherence, complementarity and coordination)

Demo koordinoi toimintaansa aktiivisesti vastaavien kansainvälisellä tasolla olevien toimijoiden kanssa. Se on hyvin läheisessä yhteydessä Alankomaiden ”Institute for Multiparty Democracy” (NIMD) -nimiseen järjestöön, joka on sen kumppanijärjestö useimmilla toiminta-alueilla. Tästä koituu suurta lisäarvoa, joka vahvistaa kumpaakin osapuolta ja täydentää kummankin erityisasiantuntijuutta. Tämä on esimerkkitapaus kansainvälisen kumppanin kanssa toteutetusta koordinaatiosta. Demon osallistuminen kahdenväliseen hankkeeseen, joka on osa Suomen maaohjelmaa Mosambikissa ja jonka Demo ja sen kumppanit toteuttivat, tuottaa lisäarvoa kahdenväliselle rahoitusmallille ja on esimerkki kansalaisjärjestöille siitä, miten toimia kumppanina tällaisessa rahoituskanavassa.

Demo on tehnyt aktiivisesti vaikuttamistyötä Euroopassa, ja sillä on ollut siinä budjettipuitteitaan suurempi rooli. Samaan aikaan on tarvetta panostaa resurssien sallimissa rajoissa entistä enemmän vastaavaan työhön Suomen eduskunnassa ja muiden poliitikkojen piirissä sekä mitata työn tuloksia.

Suurlähetystöjen raportit yhteistyöstä ovat myönteistä; suurlähetystöjen henkilökunta avaa politiikkakoulujen istuntoja ja osallistuu niihin, ja Suomeen tehdyt vierailut ovat vaikuttaneet niin ikään myönteisesti Suomi-kuvaan, paljon yli tähän käytettyjen varojen. Demon ja kansalaisjärjestöyksikön yhteistyö on pääosin hallinnollista ja näin ollen hiukan etäällä hankkeiden toteutuksesta.

Tehokkuus (Efficiency)

Muutosteoriaan (ToC) perustuvan tulosperustaisen hallinnon (RBM) kehittäminen on vielä hyvin tuore asia, mutta se on merkittävä parannus aiempaan loogiseen viitekehykseen perustuvaan järjestelmään verrattuna. Nykyiset raportointi-, seuranta- ja arviointijärjestelmät ja -menetelmät edellyttävät vielä parannuksia. Edistystä on hyvin vaikea mitata lopputulosten ja vaikutusten tasolla, koska ne ovat riippuvaisia ulkoisista tekijöistä, kuten vaaleista ja poliittisen ympäristön muutoksista. Raportointi ja tunnusluvut eivät vielä pysty ottamaan huomioon näitä seikkoja. Muutoskertomuksia ja ”muutosten haravointia” (outcome harvesting) ei vielä käytetä.

Demon kumppani NIMD on tuottanut ja Demo on itsekin ottanut käyttöön seurantavälineitä kuten poliittisen kentän, poliittisten puolueiden kykyjen sekä poliittisten toimijoiden käyttäytymisen arvioinnissa käytettävän ”poliittisen skannerin”. Demo ja NIMD ovat myös yhdenmukaistaneet seuranta- ja arviointijärjestelmiään yhteisten toimeenpano-ohjelmiensa seurauksena. Demolla on oma ohjelmakäsikirjansa, jonka päivitetty laitos annetaan sen kumppanien käyttöön vuonna 2017. Raportointi on informatiivista ja hyvälaatuista. Maatasolla sitä pidetään aikaa vievänä, mutta se tarjoaa mahdollisuuden pohditaan ja sitä on käytetty ja arvostettu siinä tarkoituksessa. Demo seuraa aktiivisesti työtä ja antaa kumppaneilleen palautetta, mikä on nostanut laatua. Sitä pidetään muita rahoittajia parempana tässä mielessä.

Demon henkilöstö on sinänsä hyvin sitoutunutta ja tarmokasta, mutta samalla heillä ei ole riittävästi aikaa vastata kysyntään ja erinäisiin vastaavanlaisen tuen pyyntöihin. Muiden maiden julkisista lähteistä annettavaa tukea ei voida laskea ohjelmatuen omarahoitusosuutena. Erityisesti tämä vaikuttaa Demoon, koska sen varainhankintamahdollisuudet ovat paljon rajallisemmat kuin muilla ohjelmatukea saavilla kansalaisjärjestöillä. Taloudenpito on ollut UM:n ohjeistuksen mukaista, mutta kumppanien maksama osuus hallinnollisista kuluista näyttää liian pieneltä.

Vaikuttavuus (Effectiveness)

Tavoitteet (outputs) on yleensä saavutettu, mutta ulkoiset tekijät ovat vaikuttaneet kielteisesti tiettyjen toimintojen ajoitukseen ja laatuun. Demo on ollut tärkeä tekijä vietäessä monipuolue- tai puolueiden välisen yhteistyön ajatusta toimintamaihin. Henkilötasolla muutoksia on eittämättä nähtävissä edunsaajien piirissä kaikissa toimintamaissa. Menestystekijöitä ovat poliittisten puolueiden osallistujille (naisille/nuorille) tarjotut neutraalit tapaamiseen, strategiatyöhön ja/tai sovintotyöhön tarvittavat tilat, mikä on johtanut puoluerajat ylittävään yhteistyöhön; riittävän ajan varaaminen luottamuksen rakentamiseen (keskeistä tulosten saavuttamiseksi); erittäin osallistava lähestymistapa; konfliktien ratkaisumenetelmät; osaava henkilöstö kaikilla tasoilla; hyvät poliittisen kulttuurin esimerkit Suomesta. Saavutetun luottamuksen muuntaminen paremmaksi politiikaksi ja demokraattisemmiksi käytännöiksi on yhä haaste, ja se toteutuessaan voisi edelleen vahvistaa tehokkuutta ja vaikuttavuutta, mutta budjetti on rajallinen kysyntään ja todellisiin tarpeisiin verrattuna.

Vaikutus (Impact)

Merkittävä vaikutus on ollut poliittisten toimijoiden asenteissa ja käytöksessä vertaisiaan kohtaan. Näitä muutoksia kuvataan hankeraporteissa innokkain lausumin, ja vaikkakin havainnot saattavat olla luonteeltaan anekdootteja, ne silti luultavasti heijastelevat todellista muutosta – ajatellen sitä, miten yhdenmukaisia ne ovat kaikissa toimintamaissa ja miten tämä käsitys on vahvistunut haastatteluissa. Ei ole mitään näyttöä poliittisen järjestelmän tason vaikutuksesta, johon asenteiden muutos olisi myötävaikuttanut.

Eri puolueiden edustajien välisten jännitteiden lientymistä ja lisääntynyttä vuoropuheluhalukkuutta on nähty Tunisiassa ja Sri Lankassa. Yhteisen pohjan löytyminen monissa herkissä aiheissa, kaikenlaiset rajat (uskonto, kasti, enti-

nen tausta, sukupuoli) ylittävä uusi ystävyys, yhteisesti sovitut aielausumat, suuresti muuttuneet käsitykset ja merkittävästi lisääntynyt keskinäisen keskustelun ja kuuntelemisen kyky ovat Sri Lankassa nähdyn kehityksen merkkejä. Sambiassa naiset ovat voineet puhua yhteisistä huolistaan poliittisesta suuntautumisestaan riippumatta, ja heidän kiinnostuksensa politiikkaan on lisääntynyt. Tansaniassa tehdyn lobbaustyön tuloksena on saatu perustuslakiluonnokseen periaate vaaliehdokaslistojen 50-50 -jakaumasta. Tunisian politiikkakoulu myötävaikutti merkittävästi siihen, että neljä tunisialaista kansalaisjärjestöä, joiden joukossa oli monia sen aiempia opiskelijoita, voitti vuoden 2015 Nobelin rauhanpalkinnon palveluksistaan poliittisten puolueiden välisinä sillanrakentajina ja maan uuden yhteisymmärryksessä säädettyyn perustuslakiin johtaneissa neuvotteluissa. Lisäksi viisi politiikkakoulun entistä opiskelijaa ovat Tunisian nykyhallituksen ministereitä.

Kestävyys (Sustainability)

Parhaiten on menestytty hankkeeseen osallistuvien puolueiden sisäisen ja keskinäisen sosiaalis-kulttuurisen kestävyyden alueella; ne ovat oppineet arvostamaan politiikkakouluja ja naisten roolia politiikassa. Taloudellista kestävyyttä on vaikea saavuttaa ilman kapasiteetin kasvattamista, ja ilman kumppanijärjestöjen yleisrahoitusta institutionaalinen kestävyys on heikkoa.

Kumppanien valinta on ollut äärimmäisen tärkeää puolueettomuuden ja luottamuksen ja niistä seuraavan kestävyyspotentiaalin varmistamiseksi. Osallistavuuteen tähtäävä lähestymistapa on johtanut siihen, että kumppanit ovat ottaneet hankkeen omakseen ja merkittävästi osallistuneet tuen suunnitteluun.

Suomalaiset puolueet katsovat Demolla olevan legitimiteettiä ja tuntevat siihen liittyvää omistajuutta. Myös UM:n kehitysyhteistyökontekstissa nähdään sen vahva puolueiden merkityksen ymmärrys ja demokratian tukeminen.

Demon strateginen johtaminen ja ohjelmatavoitteet ovat vaativia ja edellyttävät riittäviä ja pysyviä resursseja ja kapasiteetin kehittämistä kaikilla tasoilla. Demo on tätä tietyssä määrin menettänyt UM:n budjettileikkausten vuoksi. Nykyinen asiantuntijahenkilöstö on äärimmäisen pieni, erittäin sitoutunut ja aikaansaava, mutta samalla heillä on rajalliset mahdollisuudet vastata erilaisiin, jatkuvasti tuleviin tukitarvepyyntöihin.

Suositukset

Strateginen fokus

1. Demon tulisi toimia nykyisistä vahvuuksistaan ja asiantuntemuksestaan lähtien puolueiden välistä ja monipuoluedemokratiaan liittyvää vuoropuhelua ja nais/sukupuoli- ja nuorisokysymystä koskevissa asioissa. Sen ei pitäisi laajentaa toimiaan uusille maantieteellisille alueille vaan pitäytyä nykyisillä painopistealueillaan, sillä tuki edellyttää pitkäaikaista paikallista läsnäoloa. Koska onnistuneille toimille on suuri kysyntä, nykyohjelma pitäisi viedä nykyisissä toimintamaissa myös alemmille hallintotasoille taloudellisten resurssien puitteissa. Tehokkuutta ja vaikuttavuutta pitäisi parantaa siirtämällä painopiste poliittisista toimijoista myös poliittisen järjestelmän tasolle. Demon molempia osapuolia vahvistavaa yhteistyötä NIMD:n kanssa pitäisi jatkaa.

2. Eduskunnassa tehtävässä vaikuttamistyössään Demon pitäisi resurssien puitteissa panostaa enemmän uusille kansanedustajille järjestettäviin johdantotilaisuuksiin sekä pohtia politiikkakoulu-ajatusta myös Suomessa toteutettuna ja olosuhteisiin mukautettuna. Eduskunnassa tehtyä vaikuttamistyötä pitäisi evaluoida joko ohjelmatuen osana tai UM:n muuna arviona.

Omarahoitusosuus ja varojen kerääminen

3. Demon ei pitäisi vaarantaa toimintaansa vaatimalla puolueilta saatavan rahoituksen lisäämistä. Sen ei pitäisi myöskään ryhtyä kilpailemaan varainhankinnassa sellaisten vakiintuneempien kansalaisjärjestöjen kanssa, joilla on varainhankintastrategiansa ja siihen osoitettu henkilökunta. Lisäksi Demon puolueettomuutta ei pitäisi vaarantaa hyväksyttäessä lahjoituksia yksityisiltä/muilta kuin puolueita edustavilta tahoilta.

4. UM:n pitäisi pohtia uudestaan sitä, mikä on omarahoitusosuuden laskentaperuste, ts. mitkä rahoituserät olisivat hyväksyttävissä. Tulisi myös suorittaa muihin maihin kohdistuva vertailu siitä, mitkä ovat niiden poliittisen demokratian tukemisessa toimiville tahoille asetetut omarahoitusvaatimukset. UM:n tulisi tehdä tämä yleisemminkin kaikkien kansalaisjärjestöjen kohdalla, sillä varainhankinta vaatii merkittäviä henkilö- ja taloudellisia resursseja, joita monilla kehitysohjelmien parissa toimivilla kansalaisjärjestöille ei ehkä ole.

5. UM:n pitäisi harkita sitä, että Demon omarahoitus tällä kehitysohjelmakierroksella olisi symbolista 0,5–1 prosentin tasoa ja korkeintaan 2 % seuraavalla kierroksella.

Tulosperustainen toiminta

6. Demon pitäisi kehittää edelleen seuranta- ja arviointijärjestelmiään, etenkin poliittisten toimijoiden käyttäytymiseen ja sukupuolikysymyksiin liittyviä, poliittisen järjestelmän ja poliittisen kulttuurin muutoksia kuvaavia mittareita. Sen pitäisi parantaa tavoitteiden asettamista, jotka voisivat olla yhdistelmä osaksi kuvailevia ja osaksi tarkemmin määriteltyjä (esim. virstanpylväspohjainen) tavoitteita. Tämäntyyppisen tiedon tarkemman keräämisen edellyttämää tulosten kartoitusta (outcome mapping) ja haravointia (outcome harvesting) ja muita vastaavia menettelyjä tulisi käyttää. Lopputulosten ja käyttäytymisen muutoksia kuvaavia mittareita tulee edelleen parantaa, jotta ne olisivat luotettavia ja hyödyllisiä seurannan kannalta. On myös suositeltavaa, että tulos- ja vaikutustason mittaukset tehtäisiin harvemmalla frekvenssillä mutta syvällisemmin.

7. UM:n pitäisi harkita harvemmin suoritettavia pidemmän aikavälin tulos- ja vaikuttavuusmittauksia (outcome/impact) (ts. vain kahdesti ohjelmatukikaudella) ja edellyttää jatkossakin vuosittaisia tulosraportteja lyhyemmän aikavälin tuloksista (output).

Kestävyys ja lopetusstrategiat

8. Demon pitäisi jatkaa tähän asti käyttämiensä hyvin arvostettujen osallistavien menetelmiensä käyttöä konfliktien ratkaisussa ja vuoropuhelussa, kun se jatkaa poliikkakouluja ja naisten politiikkaan osallistumista koskevaa työtään. Kumppaneille annettava resurssien käyttöönottokoulutus

pitäisi aloittaa soveltuvin osin ja kumppanin tarpeista riippuen. Erityyppisiä kestävyyttä kuvaavia tunnuslukuja pitäisi ottaa käyttöön ja niistä tulisi raportoida. Kestävyyden eri tyyppejä pitäisi systemaattisesti arvioida ja sen pitäisi olla osa evaluointeja. Olisi laadittava realistiset ja konkreettiset lopetusstrategiat ja niiden toimeenpanovaiheita tulisi seurata ja mukauttaa käytännössä sekä raportoida niistä.

Demon kapasiteetti, paikalliskumppanit ja elinvoimainen kansalaisyhteiskunta

9. Demon tulisi painottaa ja kehittää tapoja kehittää organisaatioiden kapasiteettia yli sen, mitä on pelkkä hankkeen toteutukseen tähtäävää kehittämistä. Tämän tulisi tapahtua esim. lisäämällä varainhankinta- ja strategisen ohjelmatyön taitoja ja jatkamalla järjestöjen lobbaus- ja vaikuttamistoiminnan edellyttämän kapasiteetin kehittämistä. Kumppanien kapasiteetin kehittämistä tulisi seurata, mitata ja analysoida ja se pitäisi esittää kehitysohjelman puitteissa tapahtuvassa raportoinnissa. Demon pitäisi lisätä osuuttaan kumppaneiden maksamista hallinnollisista kuluista.

10. Demon prioriteettina tulisi olla kokopäiväisen lisätyövoiman palkkaaminen, jotta se voisi olla jatkossakin demokratiaa tukeva järjestö ja keskeinen kumppani UM:n demokratiatukityössä ja jotta se voisi säilyttää nykyisen kohtuullisen korkean tehokkuustasonsa. Vahvistamista vaativat tärkeimmät osaamisalueet ovat ohjelman hallinto sekä sukupuolten suhteita ja globaaliasioita koskeva kansainvälisyyskasvatus.

11. UM:n pitäisi ennakoivasti edellyttää ja selkeästi pyytää organisaatioiden kapasiteetin parantamista koskevia elementtejä ja korvamerkitä paikallisille kansalaisjärjestöille tuleva ydinrahoitus kehitysohjelmapäätöksiinsä. UM:n tulisi myös tunnustaa se, miten kansalaisyhteiskuntaan vaikuttaa se, että paikallisyhteistyön rahastoon ei vuodeksi 2018 ole osoitettu varoja tilanteessa, jossa kansalaisyhteiskunta on yhä ahtaammalla, ja sen pitäisi varmistaa, että paikallisyhteistyön rahasto on jatkossakin tärkeä rahoitusmekanismi kansalaisyhteiskunnan tukemisessa.

Koordinointi kansalaisyhteiskuntayksikön ja UM:n kanssa

12. Demon pitäisi järjestää yhteistapaaminen valituille kansanedustuslaitosten jäsenille, jotka ovat osallistuneet politiikkakoulun ja naiset politiikassa -toimintaan, mahdollisesti myös suurlähetystöille ja kansalaisjärjestöyksikölle Demon työtä koskevien kokemusten jakamiseksi.

13. UM:n tulisi systemaattisesti osoittaa temaattisia eritysasiantuntijoita tukemaan kansalaisjärjestöyksikköä ja osallistumaan vuotuisiin neuvonpitoihin ohjelmatukea saavien kansalaisjärjestöjen kanssa. Kansalaisjärjestöyksikön tulisi suunnitella vuotuiset/kehitysohjelmaan perustuvat kenttävierailut yhteistyössä suurlähetystöjen ja teemakohtaisten eritysasiantuntijoiden kanssa sen varmistamiseksi, että jokainen ohjelma olisi säännöllisen joko ministeriön vastuuvirkamiehen, suurlähetystön tai eritysasiantuntijan vierailun kohteena. Näiden vierailujen systemaattinen raportointi tulisi sisällyttää suunnitelmiin. Demon tapauksessa tämä tulisi koordinoida kansanedustajien tai hanke-evaluaattoreiden vierailujen kanssa. Tätä käytäntöä tulisi soveltaa laajemminkin UM:n kehitysohjelmiin.

SAMMANFATTNING

Bakgrund och metod

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. För tillfället ges PBS åt 17 organisationer, tre stiftelser och två paraplyorganisationer. De fyra huvudmålen för CSO-utvärderingen är att (1) vara en evidensbaserad genomgång av hur de utvalda organisationerna fungerar och vilka resultat de uppnår, (2) beskriva värdet och utbytet av deras program, (3) ge praktisk vägledning för att förbättra strategierna för och ledningen av PBS samt (4) identifiera lärdomar av PBS och främja bästa praxis som intressegrupper kan lära sig av. Dessa aspekter ska beaktas ur följande perspektiv: riktlinjer, program och förmånstagare.

Denna rapport handlar om utvärderingen av Demo Finland. Utvärderingen utfördes genom att samla in och analysera tre huvudkategorier av data: en skrivbordsgranskning, intervjuer i Finland och verksamhetsländer samt fältbesök i Zambia och Nederländerna i april 2017 som bestod av observation och möten med förmånstagare. En kombination av både kvalitativa och kvantitativa metoder och instrument utnyttjades.

Demo Finland grundades år 2005 för att bidra till finländska internationella utvecklingssamarbetet med expertis och erfarenheter hos finländska politiska partier, särskilt för att stöda politiska partier i bräckliga och/eller nya demokratier. Demo Finland är en religiöst och politiskt obunden neutral organisation bildad av politiska partierna i riksdagen. Den arbetar för att främja pluralistisk demokrati genom att involvera finländska politiska partier och partier i utvecklingsländer. För tillfället har Demo Finland PBS-projekt i Tunisien, Myanmar, Zambia och Sri Lanka. Tidigare verkade den också i Nepal och Tanzania.

Huvudsakliga resultat

Relevans

Demo Finland har en väletablerad och unik fokus och nisch då den stöder politiska demokratiskolor och kvinnor i politiken. En specifik nisch är partiövergripande dialog, kön, kvinnor och unga. Även globalt har den en mycket stark komparativ fördel inom sitt centrala verksamhetsområde. Stödet är ytterst relevant och efterfrågat i nuvarande verksamhetsländer. Demo Finland har visat sig ha ett väl utvecklat politiskt sinne och kunna snabbt identifiera länder där en demokratiseringsprocess öppnat dörrar för verksamhet. Valet av partners har varit mycket lyckat och baserats på situationsanalyser och organisationsgenomgångar för att garantera objektiviteten och tilliten hos politiska partier i en komplicerad verksamhetsmiljö.

Alla projekt ligger bra i linje med övergripande målet för Demo Finland. De planeras och genomförs under medverkan i samråd med partnerorganisationer och förmånstagare och motsvarar relativt bra deras behov. Stödet ligger bra i

linje med finländska utvecklingspolitiska prioriteringar och temaområden, särskilt mänskliga rättigheter, demokrati och främjande av jämställdhet. Det finns begränsningar då kravet på att stärka ett livskraftigt civilsamhälle ska uppfyllas. Finansieringsbegränsningar, till exempel en relativt liten totalbudget och få möjligheter att själv samla in medel på grund av den speciella karaktären av Demo Finlands arbete, begränsar kärnfinansieringen av partners utöver projektspecifik kapacitetsuppbyggnad.

Demo Finlands roll som en "normal" CSO kan ifrågasättas eftersom den grundats och ägs av politiska partier och dess roll som en flerpartiaktör som stöder demokrati i utvecklingssamarbete har inte erkänts fullt ut.

Samstämmighet, komplementaritet och samordning

Demo Finland samordnar aktivt med liknande aktörer på internationell nivå. Den har mycket nära kopplingar till nederländska institutet för flerpartidemokrati (NIMD) som är dess partnerorganisationer inom flesta verksamhetsområden. Detta medför mycket mervärde som stärker ömsesidigt parterna vars specifika områden av expertis kompletterar varandra bra. Det handlar om ett exemplariskt fall av internationell samordning med en annan partner. Demo Finlands deltagande i det bilaterala projekt som ingår i finländska landprogrammet för Moçambique och genomförs av Demo Finland och dess partners ger mervärde till bilaterala finansieringssystemet och erbjuder CSO ett exempel på hur man kan vara partner i ett sådant finansieringssammanhang.

Demo Finland har arbetat aktivt med politisk påverkan i Europa och dess roll har varit större än vad dess budget kunde antyda. Samtidigt finns det ett behov av att öka fokusen på påverkansarbete i riksdagen och bland andra politiker med tanke på resurserna och för att mäta resultaten av sådant arbete.

Ambassader berättar om positivt samarbete, ambassadpersonal till exempel öppnar och deltar i politikskolor, och en positiv profilering av Finland efter besök i Finland – klart utöver de medel som används. Samarbetet mellan Demo Finland och CSO-enheten är främst administrativt och därmed något avlägset från projektgenomförande.

Resursanvändning

Ett resultatbaserat styrningssystem baserat på förändringsteori har tagits fram mycket nyligen och är en klar förbättring jämfört med tidigare systemet baserat på logiska ramar. Nuvarande system och metoder för rapportering samt övervakning och utvärdering måste fortfarande förbättras. Framsteg är mycket svåra att mäta på nivåerna för utfall och inverkan eftersom de beror på externa faktorer såsom val och ändringar i politiska klimatet. Rapporteringen och indikatorerna fångar ännu inte upp dessa aspekter. Berättelser om förändring och att fånga resultat utnyttjas ännu inte.

Övervakningsinstrument såsom en verktygslåda för datainsamling – ett politiskt skanningsinstrument för att bedöma politiska arenan, kapaciteten hos politiska partier och beteendet bland politiska aktörer – har tagits fram av Demo Finlands partner NIMD och nyligen tagits i bruk också av Demo Finland. Demo Finland och NIMD har också rättat sina övervaknings- och utvärderingssystem med varandra som ett resultat av gemensamt projektgenomförande.

Demo Finland har en programmanual vars uppdaterade version ska sändas partners år 2017. Rapporteringen är informativ och av bra kvalitet. På landsnivå anses den kräva mycket tid men den erbjuder en möjlighet till reflexion och har därför utnyttjats och uppskattats. Demo Finland följer aktivt upp arbetet och ger partners respons, vilket förbättrat kvaliteten och den anses vara bättre än andra donatorer i detta hänseende.

Personalen på Demo Finland är mycket engagerad och energisk men samtidigt har den endast begränsad förmåga att möta efterfrågan och besvara begäran om likadant stöd. Finansiering från offentliga källor i andra länder anses inte vara egenfinansiering i PBS, vilket gäller generellt alla CSO men särskilt påverkar Demo Finland eftersom dess möjligheter till insamling av medel är mycket mer begränsade än för andra CSO i PBS. Ekonomiska förvaltningen har följt UM:s anvisningar men de administrativa utgifter som täcks för partners verkar för låga.

Effektivitet

Målsättningar (utfall) har generellt uppnåtts men externa faktorer har påverkat negativt tajmingen av och kvaliteten på vissa aktiviteter. Demo Finland har bidragit stort till att lansera idén om flerparti- eller partiövergripande samarbete i sina verksamhetsländer. Förmånstagare har onekligen förändrats personligen i alla verksamhetsländer. Framgångsfaktorer inbegriper skapande av ett neutralt ställe där deltagare (kvinnor/unga) från politiska partier kan mötas, ta fram strategier och/eller förlikas, vilket lett till partiövergripande samarbete, tillräckligt med tid för att skapa tillit (centralt för långvariga resultat), ett tillvägagångssätt med mycket medverkan, en metod för konfliktlösning, kunnig personal på alla nivåer och bra exempel på politisk kultur från Finland. Det är fortfarande en utmaning att omvandla skapad tillit till bättre politik och mer demokratiska processer och detta kunde ytterligare öka effektiviteten och inverkan, men budgeten är begränsad jämfört med efterfrågan och existerande behov.

Inverkan

Man har klart lyckats ändra politiska aktörers attityder och beteende mot likar. I projektrapporter beskrivs dessa förändringar i entusiastiska ordalag och fastän beläggen kanske är av anekdotisk karaktär återspeglar de troligen ändå verklig förändring då de är likadana överallt i alla verksamhetsländer och har bekräftats i intervjuer. Det finns inte belägg för att attitydförändringarna skulle ha bidragit till mer omfattande inverkan på nivån för politiska systemet.

I Tunisien och Sri Lanka har det observerats att spänningarna minskat mellan representanter för skilda partier och att de är mer beredda att föra en dialog. I Sri Lanka har det observerats att man funnit gemensamma utgångspunkter för otaliga känsliga frågor, vänskapsförhållanden knutits över alla skiljelinjer (religion, kast, etnicitet, kön), man kommit överens om gemensamma avsiktsförklaringar, uppfattningar ändrats radikalt och förmågan att prata med och lyssna på andra stärkts klart. I Zambia kan kvinnor ge uttryck för gemensamma bekymmer trots politiskt medlemskap och deras intresse för politik har ökat. I Tanzania har lobbning resulterat i att en 50-50-regel för kandidater på kandidatlistor inkluderats i grundlagsutkastet. Politikskolan i Tunisien bidrog

klart att fyra tunisiska CSO vid vilka fanns många alumni vann Nobels fredspris år 2015 för sitt arbete för att bygga broar mellan politiska partier och förhandla fram en ny grundlag för landet i samförstånd. Ytterligare är fem tidigare deltagare i politikskolan för tillfället ministrar i tunisiska regeringen.

Hållbarhet

Största framgången handlar om sociokulturell hållbarhet mellan och bland deltagande politiska partier som lärt sig att uppskatta politikskolorna och kvinnor i politiken. Det är svårt att uppnå ekonomisk hållbarhet om inte kapacitet byggs upp och då det inte finns kärnfinansiering är institutionella hållbarheten svag.

Valet av partners har varit ytterst viktigt för att säkerställa objektivitet och tillit och därmed skapa en möjlighet till hållbarhet. Tillvägagångssättet med stor medverkan har lett till starkt ägarskap hos partners som aktivt deltagit i utformningen av stödet.

Demo Finland har viss legitimitet och ägarskap bland finländska politiska partier och en stor förståelse av betydelsen av politiska partier och stöd till demokrati för utvecklingssamarbetet inom UM.

Demo Finlands strategiska inriktning och programbaserade målsättningar är fordrande och kräver tillräckliga och beständiga resurser samt kapacitetsuppbyggnad på alla nivåer, vilket gick i viss mån förlorat hos Demo Finland på grund av budgetnedskärningarna på UM. Nyvarande personal år ytterst få men sakkunnig, engagerad och energisk. Samtidigt har de dock endast begränsade möjligheter att reagera på olika slags begäran om stöd som kommer in regelbundet.

Rekommendationer

Strategisk fokus

1. Demo Finland ska vidareutveckla sin nuvarande styrka och sakkunskap inom områdena partiövergripande dialog, kvinnor/kön och unga i flerpartidemokrati. Den ska inte expandera till nya geografiska områden utan bibehålla sin nuvarande fokus eftersom stöd förutsätter långvarig närvaro i ett land. Eftersom framgångsrika insatser är mycket efterfrågade ska pågående programmet ytterligare utvidgas till lägre förvaltningsnivåer i nuvarande verksamhetsländer med tanke på ekonomiska resurserna. Effektiviteten och inverkan ska förbättras genom att flytta fokusen från politiska aktörer också till politiska systemet. Demo Finland ska fortsätta sitt ömsesidigt stärkande samarbete med NIMD.
2. I sitt påverkansarbete i riksdagen ska Demo Finland allt mer fokusera på introduktionen för nya riksdagsledamöter med tanke på resurserna och överväga att anpassat tillämpa konceptet med politikskolan i Finland. Påverkansarbetet i riksdagen ska utvärderas antingen som en del av PBS-finansieringen eller av UM.

Kravet på egenfinansiering och insamling av medel

3. Demo Finland ska inte riskera sin verksamhet genom att öka kravet på finansiella bidrag från politiska partier. Den ska inte heller börja konkur-

rera om insamling av medel med mer etablerade CSO som har professionella strategier för insamling och insamlare. Dessutom kunde Demo Finlands objektivitet riskeras om finansiering eller donationer från privata/opartiska källor togs emot.

4. UM ska ompröva grunden för att beräkna andelen egenfinansiering, det vill säga vilka slags bidrag som accepteras. Det ska utföras en jämförande bedömning av praxisen i andra länder kring kraven på egenfinansiering för politiska aktörer som stöder demokrati. UM kunde också studera detta mer allmänt så att det gällde alla CSO eftersom insamling av medel kräver stora personal- och ekonomiska resurser som många CSO i PBS kanske inte har.
5. UM ska överväga att Demo Finlands egenfinansiering är en symbolisk 0,5–1 procent denna PBS-runda och maximala 2 procent nästa PBS-runda.

Resultatbaserad styrning

6. Demo Finland ska ytterligare utveckla övervaknings- och utvärderingssystem och särskilt indikatorer för att mäta beteende- och genusrelaterade förändringar på nivåerna för politiska aktörer, politiska systemet och politiska kulturen. Den ska bättre ställa upp mål, vilket kunde vara en kombination av beskrivande och striktare definierade mål, till exempel av typen milstolpar. Att kartlägga och fånga resultat och andra liknande metoder för att noggrannare fånga upp detta slags information kunde utnyttjas. Indikatorer för resultat och beteendeförändring måste ytterligare förbättras så att de är tillförlitliga och nyttiga för övervakningen. Det rekommenderas också att mätningar av resultat och inverkan utförs mer sällan men mer ingående.
7. UM ska överväga mer sällan förekommande mätningar av resultat/inverkan (t.ex. endast två under ramperioden) som en del av PBS och endast förutsätta årliga rapporter om utfallet.

Hållbarhet och exitstrategier

8. Demo Finland ska fortsätta att använda de mycket uppskattade metoder för medverkan som hittills utnyttjats i samband med konfliktlösning och dialog när den fortsätter sitt arbete med politikskolor och kvinnor i politiken. Utbildning i att mobilisera resurser för partners ska inkorporeras i tillämpliga fall och på basis av behovet hos partnern. Indikatorer för olika slags hållbarhet ska inkorporeras och rapporteras och en systematisk bedömning av olika slags hållbarhet ska inkluderas i utvärderingar. Realistiska och konkreta exitstrategier ska tas fram och steg under genomförandet gås igenom, användas i praktiken och rapporteras.

Kapaciteten hos Demo Finland, dess lokala partners och ett livskraftigt civilsamhälle

9. Demo Finland ska mer betona och ta fram sätt för utveckling av organisatorisk kapacitet utöver kapacitetsuppbyggnad enbart fokuserad på projektgenomförande. Detta kunde göras till exempel genom att öka färdigheterna att insamla medel och ta fram strategiska program samt genom att förbättra kapaciteten att lobba och påverka. Kapacitetsuppbyggnaden hos partners ska övervakas, mätas, analyseras och erkännas inom PBS-rapportering. Demo Finland ska täcka mer av administrativa utgifterna hos partners.

10. Demo Finland ska prioritera rekryteringen av mer heltidspersonal för att förbli en trovärdig organisation som stöder demokrati och UM:s centrala partner inom demokratistöd samt kunna hänga med den nuvarande relativt höga effektivitetsnivån. Expertisen ska särskilt stärkas inom områdena för programledning, kön och global utbildning.

11. UM ska proaktivt förutsätta och uttryckligen kräva element med samband till organisatorisk kapacitetsuppbyggnad och öronmärka kärnfinansiering av lokala CSO i sina PBS-finansieringsbeslut. UM ska också inse vilken följd det hade för civilsamhället att fonden för lokalt samarbete FLC inte anslogs medel år 2018 i en situation där utrymmet för civilsamhället blir mindre och ministeriet ska se till att FLC förblir en viktig finansieringsmekanism som stöder civilsamhället.

Samordning med CSO-enheten och UM

12. Demo Finland ska arrangera ett gemensamt möte för utvalda parlamentariker som deltagit i politikskolan och kvinnor i politisk verksamhet samt eventuellt ambassader och CSO-enheten för att dela med sig av erfarenheter av Demo Finlands arbete.

13. UM ska systematiskt involvera tematiska rådgivare för att stöda CSO-enheten i samband med tematiska frågor och årliga samråden med CSO som får PBS-finansiering. Planer för årliga fältbesök (eller per PBS-fas) ska tas fram av CSO-enheten i samarbete med ambassader och tematiska rådgivare för att säkerställa att varje program besöks regelbundet antingen av handläggaren, ambassader eller tematiska rådgivare. Planen ska omfatta en systematisk process för att rapportera om dessa besök. I samband med Demo Finland kunde detta samordnas med besök av parlamentariker eller utvärderingar (som observatörer). UM ska tillämpa denna praxis allmänt i samband med PBS-program.

SUMMARY

Background and methodology

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. Currently PBS is channelled to 17 organisations, three foundations and two umbrella organisations. The four principal aims of the CSO evaluation are to (1) provide an evidence-based overview of the performance and results of the selected organisations, (2) highlight the value and merit of their programs, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

This is the sub-evaluation report on Political Parties of Finland for Democracy (Demo Finland). It was realised by gathering and analysing three main categories of data: desk review, interviews in Finland and countries of operation, and field visit in Zambia and the Netherlands in April 2017 which included observation and meetings with the beneficiaries. Combination of tools and instruments, both qualitative and quantitative, were used.

Demo Finland was formed in 2005 to channel the expertise and experience of Finnish political parties into Finland's international development cooperation, particularly in supporting political parties in fragile and/or emerging democracies. Demo Finland is a religiously and politically non-partisan, neutral organisation formed by the parliamentary political parties of Finland. It works to promote pluralistic democracy by involving Finnish political parties and parties in developing countries. Currently Demo Finland has PBS projects in Tunisia, Myanmar, Zambia and Sri Lanka. Previously it worked also in Nepal and Tanzania.

Main findings

Relevance

Demo Finland has a well-established and unique focus and niche in supporting political schools of democracy and women in politics, and a specific niche in cross-party dialogue, gender, women and youth. It has a very high comparative advantage, even globally, in its core area of activity. Support is highly relevant and in demand in current countries of operation. Demo Finland has shown acute sense of political understanding and swift reactions in identifying countries where a democratisation process has opened opportunities for working. Selection of partners has been very successful, and based on situation analysis and organizational surveys to ensure impartiality of and trust by political parties in a complex operating environment.

All projects align themselves well within Demo Finland's overall objective. They are planned and implemented in a participatory manner in consultations with the partner organisations and beneficiaries, and correspond relatively well to

their needs. Support aligns well with Finland's development policy priorities and thematic areas, especially human rights, democracy and promotion of gender equality. There are limitations in fulfilling the requirement of strengthening a "vibrant civil society". Funding limitations, such as a relatively small overall budget and limited own fund-raising possibilities due to the specific nature of Demo Finland's work, restrict core funding of partners beyond project-specific capacity development.

Demo Finland's role as a "normal" CSO is questionable as it is established and owned by political parties, and its role as a multi-party democracy support actor in development cooperation is not fully acknowledged.

Coherence, complementarity and coordination

Demo Finland actively coordinates with similar actors at the international level. It is very tightly aligned with the Netherlands Institute of Multiparty Democracy as its partner organization in most fields of its operations. This brings great added value, which is mutually reinforcing and enhances complementarity as regards to their specific expertise areas. It is an exemplary case of coordination with another partner internationally. Demo Finland's participation in the bi-lateral project, which is part of Finland's Country Programme in Mozambique, and implemented by Demo Finland and its partners adds value to the bi-lateral funding modality and provides an example for CSOs on how to be a partner in such a funding channel.

Demo Finland has been active in policy advocacy in Europe, and has had a bigger role than its budget would imply. At the same time, there is a need to increasingly focus on advocacy within the Finnish Parliament and other politicians, given the resources, and to measure the results of such work.

Embassies report positive cooperation, e.g. embassy staff opens and participates in political school sessions, and positive Finland branding as a result of visits to Finland, well beyond the money spent. Cooperation between Demo Finland and the Unit for Civil Society of the Ministry for Foreign Affairs of Finland (CSO Unit) is mainly administrative and therefore is somewhat distant from project implementation.

Efficiency

Development of a Results Based Management (RBM) system based on Theory of Change is very recent, and is a significant improvement compared to the previous Logical Framework Approach – based system. Current reporting and monitoring and evaluation (M&E) systems and methods still need improvement. Progress is very difficult to measure at outcome and impact levels, as they depend on external factors, such as elections and changes in political environment. Reporting and indicators do not yet capture these aspects. Stories of change and outcome harvesting are not yet utilized.

Monitoring tools such as a data collection toolkit, a political scan tool to assess the political arena, the capabilities of political parties and the behavior of political actors have been produced by Demo Finland's partner Netherlands Institute for Multiparty Democracy (NIMD) and adopted recently also by Demo Finland. Demo Finland and NIMD have also aligned their M&E systems

as a result of joint implementation of programmes. Demo Finland has its own Programme Manual, the updated version of which is to be shared with partners in 2017. Reporting is informative and of good quality. At the country level, it is considered time-consuming but provides a possibility for reflection and has been used and appreciated as such. Demo Finland actively follows up the work and gives feedback to the partners which has enhanced quality, and is considered better than other donors in this respect.

The staff of Demo Finland is very committed and energetic, but at the same time limited in their ability to respond to the demand, and various requests for similar support. Funding from public sources from other countries is not eligible as self-financing within PBS, which applies more generally to all CSOs, particularly affects Demo Finland as its fund-raising opportunities are much more limited than for other PBS CSOs. Financial management has been in line with the MFA instructions, but administrative costs covered for partners seem too low.

Effectiveness

Targets (outputs) have been generally met but external factors have affected negatively the timing and quality of some activities. Demo Finland has been instrumental in bringing in the idea of multi-party or cross-party cooperation concept in countries of operation. Personal transformation has undoubtedly taken place amongst the beneficiaries in all countries of operation. Success factors include provision of a neutral space for participants (women/youth) of the political parties to meet, strategize and/or reconcile which has led to collaboration across party lines; allowing sufficient time for trust building (key in sustaining outcomes); highly participatory approach; methodology for conflict resolution; skilled staff at all levels; and good political culture examples from Finland. Translating trust which has been built in better policies and more democratic practices is still a challenge, and could further enhance effectiveness and impact, but budget is limited compared to demand and actual needs.

Impact

There has been significant impact in changing the attitudes and behavior of political actors towards peers. These changes are described in project reports in enthusiastic terms, and while the findings may be anecdotal in nature, they still - due to their uniformity across the field in all countries of operation and confirmed by interviews - probably reflect a real change. There is no evidence-base of wider impact at the level of political system to which transformation of attitudes has contributed to.

Easing of tensions between representatives of different parties and their increasing inclination towards dialogue has been evidenced in Tunisia and Sri Lanka. Finding a common ground on numerous touchy topics; friendships built across all (religion, caste, ethnicity, gender) lines; joint statements of intent agreed on; perceptions radically adjusted; and significantly strengthened ability to talk and to hear one another has been evidenced in Sri Lanka. In Zambia, women are able to express common concerns despite political membership, and their interest in politics has increased, and the adoption of the 50-50 rule of candidates in electoral lists introduced to the draft constitution as a result of

lobbying in Tanzania. The political school in Tunisia contributed significantly to four Tunisian CSOs, among which there were many alumni, which won the 2015 Nobel Peace Prize for their services in building bridges between political parties and negotiating a new consensual constitution for the country. In addition, five political school alumni are ministers in the current Tunisian government.

Sustainability

Best success is in socio-cultural sustainability within and among the participating political parties which have learned to appreciate the schools of politics or women in politics. Financial sustainability is difficult to achieve unless capacity is built, and in the absence of core funding, the institutional sustainability is weak.

Partner selection has been of utmost importance for ensuring impartiality and trust, and thereby creating potential for sustainability. Highly participatory approach has led to high ownership by partners, who have significantly participated in the design of support.

Demo Finland has certain legitimacy and ownership among the Finnish political parties, and enhanced understanding of importance of political parties and democracy support in development cooperation within MFA.

Strategic direction and programmatic objectives of Demo Finland are demanding and require sufficient and constant resources and capacity development at all levels, which was to a certain extent lost in Demo Finland due to the MFA budget cuts. The current expert staffing is extremely limited, very committed and energetic, but at the same time limited in their ability to respond to various requests for support needs which come regularly.

Recommendations

Strategic focus

1. Demo Finland should build on its current strengths and expertise in areas of cross-party dialogue, women/gender and youth of multiparty democracy. It should not expand to new geographical areas, but maintain the current focus as support requires long-term presence in a country. The on-going programme, as successful interventions are in high demand, should be further scaled up within the current countries of operation to lower governance levels, given the financial resources. Effectiveness and impact should be improved by shifting the focus from political actor also to political system level. Its mutually reinforcing cooperation with NIMD should be continued.
2. In its advocacy work with the Finnish Parliament, Demo Finland should increasingly focus on introductory sessions of new parliamentarians, given the resources, and consider applying the concept of political school in Finland, adjusted to the context. Advocacy work carried out with the Finnish Parliament should be evaluated either as part of PBS funding or by MFA.

Self-financing requirement and fund raising

3. Demo Finland should not put its operations at risk by increasing the requirements for financial contributions by political parties. It also should not start competing in fund-raising with more established CSOs with professional fund-raising strategies and fund raisers. Additionally, the impartiality of Demo Finland could be put at risk, if funding or donations from private/ non-partial sources are accepted.

4. MFA should re-consider what is the basis for calculating the percentage of self-financing i.e. what kind of contributions would be eligible. A comparative assessment of practices regarding the self-financing requirement for political democracy support actors in other countries should be carried out. MFA could look at this also more generally regarding all CSOs, as fund raising requires significant human and financial resources, which many PBS CSOs might not have.

5. MFA should consider self-financing of Demo Finland as a symbolic 0.5-1% for this PBS round, and the maximum 2% in the next PBS round.

Result-based management

6. Demo Finland should further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes at the political actor, political system and political culture levels. It should improve target setting, which could be a combination of descriptive and more strictly defined, e.g. milestone type of targeting. Outcome mapping and harvesting and other similar methods to capture this type of information more accurately could be used. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. It is also recommended that measurements at outcome and impact level are carried out less frequently and more in-depth.

7. The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.

Sustainability and exit strategies

8. Demo Finland should continue using the highly appreciated participatory methods applied until now in conflict resolution and dialogue, when continuing its work with political schools and women in politics. Training in resource mobilization for partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated, reported on, and assessing different types of sustainability systematically should be incorporated in evaluations. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.

Capacity of Demo Finland, its local partners and vibrant civil society

9. Demo Finland should put more emphasis on, and develop ways for organisational capacity development, beyond merely project-implementation focused capacity development. This could be done for example by increasing fundraising and strategic programming skills and by continuing to improve their lobbying and advocacy capacities. Capacity development of partners should be monitored, measured and analysed and recognised in PBS-framework reporting. Demo Finland should increase coverage of administrative costs of partners.

10. Demo Finland's priority should be to recruit additional full-time staff members, to remain credible as a democracy support organisation, as the key partner of MFA in democracy support, and to be able to keep up with the current relatively high effectiveness level. Key expertise areas, which require strengthening are programme management, gender and global education.

11. MFA should proactively require and explicitly demand organisational capacity development elements and earmark core funding of local CSOs in its PBS funding decisions. MFA should also acknowledge the effect of not allocating funding for Fund for Local Cooperation (FLC) in 2018 for civil society in a situation where the space for civil society becomes more limited, and it should ensure that FLC remains as an important funding mechanism to support civil society.

Coordination with CSO Unit and MFA

12. Demo Finland should organize a joint session for selected parliamentarians who have participated in the political school and women in politics activities, possibly embassies and the CSO Unit to share experiences of the Demo Finland's work.

13. MFA should systematically include thematic Advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Annual/PBS phase field visit plans should be prepared in the CSO Unit, in collaboration with embassies and thematic advisors, to ensure that each program would be visited regularly by either the Desk officer, the embassies or the thematic advisers. Systematic reporting procedure of these visits should be included in the plan. In case of Demo Finland, this could be coordinated with the visits of parliamentarians or evaluations (as observers). This practise should be applied more generally in PBS programmes by MFA.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic Focus		
Demo Finland focuses on supporting political schools of democracy and women in politics, with its specific focus on cross-party dialogue, gender, women and youth. Support is in demand in current countries of operation. Collaboration and alignment with NIMD is an exemplary case of coordination and alignment, and has made both partners' work more effective and efficient. Strategic focus on trust building between political actors and getting women elected in numbers has worked, but is not sufficient vs. policy advocacy for changing the policy frameworks, and the regulatory framework of candidate adoption. Advocacy within the Finnish Parliament and political parties has been relatively successful but time-consuming, and puts the very limited human resources under stress. Demo Finland is very active at the European democracy support arena, well beyond its size and resources.	Demo Finland has clearly found its own niche as a multi-party democracy actor, within its alliance with NIMD, and in relation to country level stakeholders and beneficiaries. The next step would be a more strategic and focused programming to translating what has been achieved in better policies and more democratic practises, i.e. expanding the focus more from political actor to political system level. There is high demand, and this could further enhance effectiveness and impact. Demo Finland has a very high comparative advantage, even globally, in its core area of activity. Demo Finland has been active in policy advocacy in Europe. At the same time, there is a need to increasingly focus on advocacy within the Finnish Parliament and other politicians, and to measure the results of such work.	**1.** Demo Finland should build on its current strengths and expertise in areas of cross-party dialogue, women/gender and youth of multiparty democracy. It should not expand to new geographical areas, but maintain the current focus as support requires long-term presence in a country. The on-going programme, as successful interventions and in high demand, should be further scaled up within the current countries of operation to lower governance levels, to the extent of financial resources. Effectiveness and impact should be improved by shifting the focus from political actor also to the political system level. Its mutually reinforcing cooperation with NIMD should be continued. **2.** In its advocacy work with the Finnish Parliament, given the resources, Demo Finland should increasingly focus on introductory sessions of new parliamentarians, and consider applying the concept of political school in Finland, adjusted to the context. Advocacy work carried out with the Finnish Parliament should be evaluated either as part of PBS funding or by MFA.

Findings	Conclusions	Recommendations
Self-financing requirement and fund raising		
The membership fees of political parties were raised by 30% because of the funding cuts. This funding is required as a 'buffer' by Demo Finland, as funding from MFA comes very late in the year, and neither Demo Finland nor its partners have sufficient allocation e.g. for salaries prior to receipt of the funding. In addition, in EU –funded projects there are inevitably some non-reimbursable costs, where the 'buffer' is also used. If membership fees are used 100% as self-financing for MFA, that would put on hold applying funding from EU and other funders. Even if self-financing is currently discussed 2% for Demo Finland, it is difficult to see how it can grow, even when there is high demand. Demo Finland increasingly has external funding available, but according to the current PBS rules, this cannot be calculated as Demo Finland's self-financing share, contrary to practises e.g. in Sweden and Norway, their MFAs fund parties' own projects. In Denmark, a similar organization is established by law, and parties do not pay membership fees. In the Netherlands, funding proportions of other external donors fulfil the criteria and are calculated as self-financing.	PBS as an instrument has improved the quality of work of Demo Finland, and provided the long-term funding, which is the key requirement for such support, but has also brought challenges in terms of self-financing requirements. Funding from other public sources from other countries is not eligible as self-financing which applies more generally to all CSOs, but particularly affects Demo Finland as its fund-raising opportunities as currently required, are much more limited than the other PBS recipients. Demo Finland is in a disadvantaged situation compared to practises applied in other countries with similar actors.	**3.** Demo Finland should not put its operations at risk by increasing the requirements for financial contributions by political parties. It also should not start competing in fund-raising with more established CSOs with professional fund-raising strategies and fundraisers. Additionally, the impartiality of Demo Finland can be put into risk, if funding or donations from private/ non-partial sources are accepted. **4.** MFA should re-consider what is the basis for calculating the percentage of self-financing i.e. what kind of contributions would be eligible. A comparative assessment of practices regarding the own funding requirement for political democracy support actors in other countries should be carried out. MFA could look at this also more generally regarding all CSOs, as fund raising requires significant human and financial resources, which many PBS CSOs might not have. **5.** MFA should consider self-financing of Demo Finland as a symbolic 0.5–1% for this PBS round, and the maximum 2% in the next PBS round.

Findings	Conclusions	Recommendations
Result-based management		
Good programmatic RBM and quality control mechanism system based on Theory of Change including risk management and overall objectives at three levels (political system, political actor, and political culture), has been developed. Progress at the level of outcomes and impact is very difficult to measure because of the nature of democracy support, where results evidently and largely depend on external factors. There is very limited knowledge of what the transformation at the political actor level contributed to. Currently, reporting or indicators do not yet capture these qualitative changes. Stories of change and outcome harvesting are not yet largely utilized or capacity of partners towards this direction developed.	Significant steps have already been taken in adhering to up-to-date and high standard RBM principles, but the shift is very recent. Current reporting and M&E systems and methods still need improvement. Reporting on outcomes and impact is not yet evidence-based, but it should not end up being very resource intensive (human and financial) and still not providing a sufficiently reliable evidence base. It should be recognized, also by MFA, that the more is required in terms of evidence-based results, the more it costs, including also training the partners in countries of operation to use e.g. outcome harvesting and stories of change.	**6.** Demo Finland should further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes at the political actor, political system and political culture levels. It should improve target setting, which could be a combination of descriptive and more strictly defined, e.g. milestone type of targeting. Outcome mapping and harvesting and other similar methods to capture this type of information more accurately. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. It is also recommended that measurements at outcome and impact level are carried out less frequently and more in-depth. **7.** The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.
Sustainability and exit strategies		
Sustainability of outcomes of Demo Finland's PBS work can be assessed only through anecdotal evidence at the project level, gained through evaluations and reported by Demo Finland. Project plans do not have indicators to measure any type of sustainability. Annual reporting includes some reporting on sustainability at different levels but the exact definition of what sustainability is, is missing. There are no exit strategies for the ongoing programme countries, where projects will continue. Partner selection has been of utmost importance for ensuring impartiality and trust, and thereby creating potential for sustainability. Highly participatory approach has led to high ownership by partners, who have significantly participated in the design of support.	Best success is in achieving socio-cultural sustainability, but financial sustainability of partners is difficult and different types of sustainability are not measured.	**8.** Demo Finland should continue using the highly appreciated participatory methods applied until now in conflict resolution and dialogue, when continuing its work with political schools and women in politics. Training in resource mobilization for partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated, reported on, and assessing different types of sustainability systematically should be incorporated in evaluations. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.

Findings	Conclusions	Recommendations
Capacity of Demo Finland, its local partners and vibrant civil society		
The limited project budget restricts the capacity development aspect as a whole, and organizational capacity development (especially core funding) is beyond Demo's financial scope. It is Demo Finland's strategic choice to allocate funding mainly for operational activities rather than core funding or specific capacity development for its partners. Capacity development of partners is carried out in project-specific thematic aspects, though. There is no funding allocated by MFA for the FLC in 2018, which is contradictory to the Finnish policy requirement of strengthening "vibrant civil society".	Demo Finland, because of its specific characteristics, has limitations in fulfilling the requirement of strengthening a "vibrant civil society" of the CSO guidelines. It is possible only to the extent that political parties are considered parts of civil society or indirectly through the democratization of political parties. The limited budget of Demo Finland restricts core funding or organisational capacity strengthening of partners beyond project-specific capacity development. In the current situation where the space for civil society, particularly local CSOs/partners is diminishing, more emphasis on organisational capacity development at the individual and collective level is needed. Strategic direction and programmatic objectives of Demo Finland are demanding and require sufficient and constant resources and capacity development at all levels, which was to a certain extent lost in Demo Finland due to the MFA budget cuts. The current expert staffing is extremely limited, very committed and energetic, but at the same time limited in their ability to respond to various requests for support needs which come regularly.	**9.** Demo Finland should put more emphasis on, and develop ways for organisational capacity development, beyond merely project-implementation focused capacity development. This could be done for example by increasing fundraising capacities and strategic programming skills of the partner and by continuing to improve their lobbying and advocacy capacities. Capacity development of partners should be monitored, measured and analysed and recognised in PBS-framework reporting. Demo Finland should increase coverage of administrative costs of partners' voluntaries. **10.** Demo Finland's priority should be to recruit additional full-time staff members to remain credible as a democracy support organisation, as the key partner of MFA in democracy support, and to be able to keep up with the current relatively high effectiveness level. Key expertise areas which require strengthening are programme management, gender and global education. **11.** MFA should proactively require and explicitly demand organisational capacity development elements and earmark core funding of local CSOs in its PBS funding decisions. MFA should also acknowledge the effect of not allocating funding for FLC in 2018 for the civil society in a situation where the space for civil society becomes more limited, and it should ensure that FLC remains as an important funding mechanism to support civil society.

Findings	Conclusions	Recommendations
Coordination with CSO Unit and MFA		
CSO Unit does not have knowledge of the details of the projects beyond project and PBS reporting. Desk officers handle both PBS and project based support as well as thematic and geographical areas of responsibilities which limits the time that can be allocated to each organization. Annual consultations with the MFA are considered useful, but their usefulness is person-based, and the feedback remains mainly administrative. Guidance by the MFA has not been result- and/or need-based. Objectives of the PBS have been only vaguely formulated and that there has not been clarity on what the expected outcomes should be. Information about the funding decision comes very late from the MFA, which might result in unrealistic planning which decreases efficiency.	Cooperation between Demo Finland and the CSO Unit regarding PBS is mainly administrative, and the specific nature of Demo Finland is not necessarily fully understood within MFA beyond those directly involved in Demo Finland's work.	**12.** Demo Finland should organize a joint session for selected parliamentarians who have participated in the political school and women in politics activities, possibly embassies and the CSO Unit to share experiences of Demo Finland's work. **13.** MFA should systematically include thematic advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Annual or PBS phase field visit plans should be prepared in the CSO Unit, in collaboration with embassies and thematic advisors, to ensure that each program would be visited regularly by either the Desk officer, the embassies or the thematic advisers. Systematic reporting procedure of these visits should be included in the plan. In case of Demo Finland, this could be coordinated with the visits of parliamentarians or evaluations (as observers).

1 INTRODUCTION

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. Currently PBS is channelled to 17 organisations, three foundations and two umbrella organisations.

The aim of this evaluation is to provide evidence of the performance of the PBS programmes of 10 CSOs supported by the Ministry for Foreign Affairs of Finland (MFA). According to the Terms of Reference (ToR) in Annex 1, the evaluation will explore results achieved over the period 2010-2016 and also give guidance on how to enhance the strategic planning and management of the PBS funding modality.

This evaluation is the third in a series of evaluations of the development cooperation programmes of Finnish CSOs receiving multiannual PBS. It completes the individual assessments of the development cooperation programmes of Finnish CSOs receiving multiannual PBS support. It will use comparable evaluation criteria to those in CSO1 (Stage et al., 2016) and CSO2 (Brusset, 2017) in order to build a consistent overall assessment of performance.

The evaluation will promote both accountability and joint learning 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. This process has already started, and it planned that there will be a PBS application in 2021 that will be open to all CSOs (not just the 22 CSOs currently receiving such funding).

CSOs are a highly visible and active part of Finland's international development cooperation, alongside country-based cooperation and financial support to multilateral agencies. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 110 million, accounting for 12% of the development cooperation ODA budget which stood then at € 991 million (MFA 2016, Development cooperation appropriations). There were significant budget cuts in ODA in 2015-2016 that have also impacted on CSO plans going forward. The total support for CSOs in the 2016 budget was reduced by over 40% from 2015 figures of € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

CSOs are a highly visible and active part of Finland's international development cooperation.

This report presents a description of the programmes and structures of the Political Parties of Finland for Democracy (Demo Finland), based on desk study, interviews with a range of informants in Finland, international stakeholders, and in the following country of operation: Zambia.

The four principle aims are to (1) provide an evidence-based overview of the performance and results of the selected organisations, (2) highlight the value and

merit of their programs, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

This report presents a description and analysis of the PBS programmes and organisational structure and performance of Demo Finland, based on preliminary desk study, consultations a range of informants in Finland and in Zambia. In addition, some selected key stakeholders have been interviewed in Tunisia, Sri Lanka and Mozambique. The report has seven chapters. The next chapter, 2, presents a summary of the methodology used in this evaluation. Chapter 3 describes the context of the PBS programmes of Demo Finland and its organisation. In Chapter 4, the main findings are presented, following the Organisation for Economic Co-operation and Development/Development Assistance Committee (OECD-DAC) evaluation criteria. Chapter 5 presents the conclusions, and in Chapter 6 findings that are more widely applicable are introduced. The final chapter, 7, contains the recommendations for Demo Finland and MFA, based on the findings and conclusions presented in the previous chapters.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

The evaluation approach will be based on the tenets of Finnish development cooperation policy as it relates to civil society engagement – key policy documents including Development Policy Programmes of Finland (MFA, 2007; MFA, 2012a; MFA, 2016a), Guidelines for Civil Society in Development Policy (MFA, 2010) and Instructions Concerning the Partnership Agreement Scheme (MFA, 2013a).The evaluation is also guided by the norms and standards expressed in the MFA Evaluation Manual (MFA, 2013b). The evaluation questions to be addressed are drawn from recognised international evaluation standards as established by OECD/DAC (OECD/DAC, 2010) These relate to:

- Relevance: have the CSO programmes responded to the needs of the beneficiaries, partner country contexts and the Finnish priorities?
- Coordination, Coherence and Complementarity: has the work of the CSOs been complementary, coordinated and coherent with other interventions?
- Effectiveness: What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?
- Impact: is there evidence of impact (either positive or negative, intended or unintended) of the CSO programmes in partner countries or Finland?
- Efficiency: have the available resources – financial, human and material – been used optimally for achieving results?
- Sustainability: will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?

The distinctive values and objectives of each CSO derive from their origins and their evolution within Finnish society, as well as the international networks and principles that they align to. At the same time, the use of standardised evaluation approach and an overarching Theory of Change (ToC) allow for comparisons to be made and learning to be shared.

This report forms one of seven individual evaluation reports. The overall suite of reports covers five CSOs, two 'umbrella' organisations and three special 'foundations'. The most important findings from these separate reports will be synthesised as aggregate results in a synthesis report. In a final stage, the

A key objective is to assess the strengths and weaknesses of the Programme Based approach through the experiences of different CSOs

meta-analysis will draw together results using the OECD/DAC evaluation criteria from all 22 CSOs covered over the three rounds.

A key objective is to assess the strengths and weaknesses of the PBS approach through the experiences of these different CSOs. The three syntheses of the CSOs aggregate the most important findings of the individual CSO programme evaluations. The meta-analysis then again synthesizes the results of all three rounds of CSO evaluations (CSO1, CSO2 and CSO3), including the strengths and weaknesses of the PBS funding modality. The meta-analysis should especially focus be on instrumental (PBS) level and provide recommendations for the MFA to make strategic changes in this area.

PBS is interpreted by MFA as described in Box 1.

Box 1. MFA interpretation of the PBS

- 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.
- In order to ensure the quality and effectiveness of development cooperation programmes, partnership organisations have to employ a sufficient number of personnel and have systems to manage the programmes and their subcomponents, evaluate the results, assess the impacts and prepare the reports. The systems and their development will be reviewed in partnership consultations between the organisation and the Ministry. The objective is to bring about high-quality and effective development cooperation which leads to sustainable results and impacts. Attaining these objectives is supported by systematic planning, management, follow-up and reporting.

Source: MFA 2013a.

2.2 Methodology

An overall Theory of Change in reference to Finland's policy goals has been assessed against the ToCs CSOs have been applying to their own interventions

The methodology of the evaluation on Demo Finland follows the overall methodology for the CSO 3 evaluation described in the synthesis report. The Theory of Change provides a framework and reference for the evaluation, and the evaluation matrix (Annex 6) for both data collection and analysis. It was realised by gathering and analysing three main categories of data, and using combination of tools and instruments, both qualitative and quantitative:

Desk review

The documents reviewed can be categorised as follows:

- MFA: general policy documents, downstream guidance documents, minutes of the Quality Assurance Board (QAB) and minutes of the annual meetings with Demo Finland;
- MFA: documents specific to the PBS provided to Demo Finland;

- Demo Finland: Strategy and PBS documents, project specific documentation, evaluations and methodological guidance documents;
- Implementing partner(s): Strategy and PBS specific documentation;
- Background and contextual information on the country visited: Policy documents, information on similar projects and actors.

Interviews and Focus Group Discussions

Interviews were conducted with key informants in Finland and in countries of operations. In Finland interviews included Demo Finland staff and Demo Finland Board members (current and previous chairs, members). Involvement of the parliamentarians and other politicians in the PBS work of Demo Finland was an essential part. Thereby, interviews included International Office of the Parliament, relevant parliamentarians and politicians who have, or have not, participated in Demo Finland's activities (Erasmus+, Democracy school, Demo Finland – United Nations Development Programme (UNDP) cooperation, projects, women's and youth organizations of political parties). In addition, staff from the different MFA Departments/Units, including the Embassy of Finland in Zambia, were interviewed to examine key areas of this evaluation.

Regarding external stakeholders, The Netherlands Institute for Multiparty Democracy (NIMD) is the most important international partner of Demo Finland. A visit to The Hague to discuss more in-depth with NIMD, was carried out. Other international stakeholder interviewed is European Partnership for Democracy (EPD).

In addition, interviews were conducted with Finnish embassies and implementing partners in the countries of operation beyond Zambia by conference call.

During the country visit, interviews and focus group meetings were organised with key respondents, representing target groups i.e. elected, previous and aspiring female candidates and politicians/councillors, CSOs (implementing partner and other CSOs), Finnish embassy, multi- and bilateral donors and government officials at the district and national level. Donors interviewed included e.g. United States Agency for International Development (USAID) (Democracy and Governance Programme), British Council (Zambia Accountability Programme) and Norwegian Church Aid, and CSOs, e.g. Non-Governmental Organisation Coordinating Council (NGOCC) which is in affiliation with Zambian National Women's Lobby (ZNWL), Women for Change, Women in Law and Development in Africa (WiLDAF) and Women in Law in Southern Africa (WLSA) were interviewed.

Management and implementing staff, and the Board members of Demo Finland's partner, ZWNL were interviewed in several occasions, independently and as a focus group. Debriefing meeting was organised with the ZNWL's staff in Zambia to discuss preliminary findings and obtain additional information at the end of the mission, and with Demo Finland in Finland.

The list of key informants interviewed during the evaluation process is provided in Annex 2, People Interviewed.

Data gathering comprised of desk review, interviews, focus group discussions and a country visit to Zambia, including project site visits and discussions with beneficiaries and stakeholders. A combination of tools and instruments, both qualitative and quantitative was used

Project site visits: observation and meetings with beneficiaries and stakeholders

The third main source of data is observations by the evaluators themselves, obtained during specific site visits in project areas. Site visits were made in two locations in Zambia, Kapiri Mposhi and Kabwe. In both locations, as well as in Lusaka, interviews and focus group meetings conducted with target groups focused on elected, previous and aspiring female candidates and politicians/ councillors and local authorities.

Debriefing meetings to discuss preliminary findings were held in Zambia and in Helsinki with Demo Finland staff and MFA

Debriefing and Validation Meetings

An important element of the evaluation process was conducting debriefing meetings to discuss preliminary findings. After the debriefing meeting in Zambia, also a debriefing meeting was conducted in Helsinki with Demo Finland staff, with representatives of the Unit for Civil Society Unit (CSO Unit) and the Evaluation Unit of the MFA (EVA-11).

The debriefing meeting in Lusaka resulted in a provision of additional documents and further explanations from ZNWL staff members. There were no significant differences in opinions between the evaluators and Demo Finland or ZNWL. This additional information (interviews and desk-study) and its analysis are integrated in the text of this evaluation report.

Sampling of projects and countries

Zambia was selected as a country to be visited. Although Zambia has only one on-going project, its financial volume is one of the largest. The visited project represents a typical Demo Finland project and has been carried out for a longer period of time. Zambia is also Finland's long-term partner country, which enables evaluating coherence with Finland's other funding modalities, bi-lateral assistance and Local Cooperation Fund. As only one country was visited, the information gathered has been systematically complemented with Skype interviews with other countries of operation of Demo Finland. Country selection was carried out in collaboration with Demo Finland and approved by the MFA.

Field visit in Zambia was conducted 22-31 March 2017. The project visited was Women in Politics: Strengthening Women in Local Government for Increased Participation in Politics, implemented by ZNWL.

Secondary data was triangulated with primary information gathered in in-depth interviews and first-hand experience during country visit

Analysis of findings

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

- Portfolio analysis: analysis of basic financial and narrative information on the entire Demo Finland project portfolio during the evaluation period; and

- Strategy and ToC analysis: the very recent ToC of Demo Finland was analysed against the ToC developed by the CSO 3 evaluation. This analysis led to a reconstruction of a ToC that the evaluators consider representative for the "de facto" ToC of Demo Finland (see 4.1.5. Alignment with the Theory of Change).

The report was developed in a team of two consultants. In-country interviews took into account the country context. In this respect, a professional Zambian consultant, Mpala Nkonkomalimba, was recruited to deepen the understanding of the operating environment, culture and practices and to contribute to the country-specific analysis. Teamwork and peer review within the team enabled a balanced analysis and final assessment that is presented in this evaluation report.

2.3 Limitations

Limited number of CSO-specific country visit only to Zambia and general absence of impact level evidence as challenges

The planning and implementation of fieldwork in the Demo Finland evaluation generally proceeded smoothly, and limitations encountered were minor. The fieldwork was carried out within the planned period. A few specific limitations mentioned below were encountered during the evaluation. Demo Finland's work with the Parliament in Finland is substantial, but it was not possible to conduct a full-fledged assessment on the effectiveness of this work given the resources and timeframes in the CSO3 evaluation process. This work was evaluated based on the information presented in the documentation, and triangulated only through some interviews with parliamentarians and other politicians.

The number of previous evaluations conducted on Demo Finland is limited and vary in quality. There are only three evaluations and one mid-term review done in 2014 and 2015. Therefore, evaluated information is very limited especially if it is not even reliable (i.e. vary in quality). They do not necessarily follow the OECD criteria, which made it difficult to make a comprehensive assessment based on them. Findings of the evaluation reports were thereby complemented also with conference calls in countries of operation beyond Zambia, where field visit was conducted. Interviews in the countries of operation outside Zambia and excluding Finland, were limited to the Embassy staff and only one person from the partner organisation per country (Tunisia and Sri Lanka). In Zambia, the list of people interviewed is extensive.

3 CONTEXT ANALYSIS

3.1 Finnish policy context and programme-based approach for CSO support

Programme based aid provides the bulk of MFA funding to the civil society sector

PBS has emerged as the main channel for funding to the CSOs, foundations and umbrella organisations selected for CSO3 evaluation since 2010. Programme-based aid now provides the bulk of MFA funding to the civil society sector and is intended to provide more predictable and flexible financing to those more established CSOs that meet the requirements set by the MFA for PBS. On the policy level, all are guided by the same policy guidelines as the rest of Finland's support to CSOs. Annex 4 provides further details of the principles related to PBS and to RBM. Although the CSOs subject to the evaluation have activities that are broader than the PBS funding provided by MFA, the analysis focuses on PBS funded activities only. The programmatic approaches at the CSO organisation-wide level were also analysed as being contextual to the PBS supported activities.

The amount of MFA support to CSOs increased during the evaluation period up until 2015, however staying in around 12% of total cooperation in 2008-2015.

Significant changes were made to support for development cooperation by CSOs during 2015 and 2016, with the new government and the ODA cuts. This included cancellation of the application round during 2015 - for work to begin in 2016 - for small and medium-sized organisations and for international Non-Governmental Organisations (NGOs). In addition, there was no application round for communications and global education project support in the autumn of 2015. The application rounds for project and global education projects will be organized every two years.

Overall, there was a cut of approximately € 300 million to the development cooperation budget in 2016. The total support for CSOs in the 2016 budget was reduced by some 40% from € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also around € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

The need for the CSOs to contribute to Finland's development policy objectives is at the core of the MFA policy

The need for the CSOs to contribute to Finland's development policy objectives is at the core of the MFA policy.

3.2 Origins and mandate of Demo Finland's Development Cooperation

Demo Finland was founded in 2005 on a political resolution to channel the expertise and experience of Finnish political parties into Finland's international development cooperation, particularly in supporting political parties in young, fragile and/or emerging democracies. Its foundation by political parties was based on a statement of the Advisory Board for Relations with Developing

Countries from 2002, the predecessor of the Development Policy Committee, and it was a joint venture of the Parliament of Finland and the MFA.

Demo Finland is a religiously and politically non-partisan, neutral organisation formed by the registered parliamentary political parties of Finland. It works to promote pluralistic democracy by implementing co-operation projects involving Finnish parties and political movements and parties in developing countries. Based on all the strategy papers and self-presentations of Demo Finland, its programmatic approach can be summarised in the following line of logic: Pluralistic democracy requires functioning and democratically representative political parties; pluralistic democracy for its part is indispensable for good governance, the realisation of human rights and ultimately for development to happen, therefore political parties are a key element to peace, non-violence and strengthened civil and political rights.

The basis of Demo Finland's work is in the cooperation in common projects of Finnish political parties and Members of Parliament (MP) or former MPs and those of emerging democracies. MPs have been focused on more lately, because of the active role of the Finnish Parliament towards Demo Finland. Since the beginning, the political youth and student organizations as well as political women's organizations of the parties have been in the focus of Demo Finland´s work.

According to the expression Demo Finland itself uses, it is an organisation "from political parties to political parties" (Demo Finland, 2016a). The purpose is to take advantage of the experience of Finnish politicians and political parties in the field, without distinction of political denominations, in order to further women's, minorities', and other disadvantaged groups' (including youth) positions and rights in the political parties in developing countries or other emerging democracies. Because of its structure, Demo Finland has a strong mandate from the political system of Finland specially to strengthen the political support towards democracy assistance and the role of political parties in development, and the objectives of Demo Finland are targeted both in favour of emerging democracies as well as domestically to strengthen political support towards development cooperation.

Demo Finland was shifted to the PBS scheme in the middle of its ongoing strategy (2013-2015) by a unilateral initiative of MFA. The evaluation was not able to precisely identify the motivation behind this move. Therefore, no PBS programme document prior to 2016-2018 exists, and the same project documentation as before PBS was used as basis of funding. Funding prior to joining the PBS came from different sources within the MFA. It was project-based without higher level strategic objectives as a programme. Project proposals were based on Demo Finland's mandate and its own strategic objectives, but there were no programmatic objectives or targets set. In the current programme (2016-2018), the strategy of Demo Finland is clearly stated and shows the direction where Demo Finland aims at (Demo Finland, 2016a). Even though only the year 2016 falls within the evaluation period, development of the strategic objectives has been carried out earlier. In the absence of a previous PBS programme, it gives an indicative framework for assessing performance. The strategic objectives are presented in Box 2.

Demo Finland was founded in 2005 on a political resolution to channel the expertise and experience of Finnish political parties into Finland's international development cooperation

Demo Finland supports political parties in young, fragile and/or emerging democracies

Demo Finland was shifted to the PBS scheme from other MFA funding sources by a unilateral initiative of MFA.

Demo Finland promotes multi-party democracy by supporting cooperation between the Finnish political parties and their counterparts in developing countries

Box 2. Strategic objectives of Demo Finland

OBJECTIVES IN THE PARTNER COUNTRIES:

1. Political parties have improved their ability to work in an equal and representative way.

- Women, youth and minorities have equal opportunities in parties, and all actors in parties are supportive to this.
- Actors in different levels of the party organization have active interaction, and views of the local level are channelled to decision-making.
- Political parties work according to common, democratic rules and respect transparency and accountability.

2. Political parties have the ability and will to cooperate across party lines

- As part of multi-party system, parties take responsibility and work for mutual interests.
- Parties accept election results and understand the role and importance of the opposition.
- Parties seek solutions and act in a peaceful way, respecting the principles of democracy.

OBJECTIVES IN FINLAND:

1. Parties' membership in Demo Finland is active and versatile.

- Political party actors actively use the opportunity to participate in democracy support via Demo Finland and hence contribute to Finland's development policy goals.
- Political party actors support Demo Finland's advocacy work and hence, strengthen the foundations of its work.
- Parties demonstrate strong commitment to Demo Finland's work and communicate about it within their networks.

2. Strong, well established cooperation with the Parliament.

- Combining the prestige of the Parliament and the independence of Demo Finland brings added value to Finland's democracy support.
- Demo Finland Finland's expertise and experience is taken into account in the international activities of the Parliament, and this leads to concrete cooperation initiatives.
- Members of the Parliament know Demo Finland, support it and take part in its work.
- Demo Finland the leading expert of democracy support in Finland.
- Demo Finland advocates for development policy that acknowledges the important role of democracy support. Demo Finland is heard on development policy issues, and the nature of democracy support is understood.

Source: Demo Finland, 2016b

In addition to the above, Demo Finland has established goals related to institutional strengthening of its organisation domestically. There have been few changes since the older non-programmatic strategies during the evaluation period. The same mission of Demo Finland has existed over the years from 2010 i.e. "to promote multi-party democracy by supporting cooperation between the Finnish political parties and their counterparts in developing countries" (Demo Finland, s.d.a) and "Demo Finland is an ideologically, religiously and politically non-partisan organisation" (Demo Finland, s.d.b). The changes over the years correspond more to form than to contents. However, it has to be recognised that the entry into the PBS instrument has brought along more elaborate formulations on the vision and mission of Demo Finland.

3.3 Operational principles related to Development Co-operation

Development cooperation activities are generally implemented through local partners

Demo Finland generally implements its development cooperation activities through local partners. In countries where a reliable counterpart (partner) can be found, the PBS projects funded by Demo Finland are channelled through them while where no counterpart is available (Myanmar), Demo Finland has its own office and personnel. The local partner can be an NGO, a multi-party forum, a non-partisan external facilitator between political parties or similar. In practice, often the local partner is/has been a coalition or lobby of women politicians (parliamentarians and/or female local council representatives).

The local partner can be an NGO, a multi-party forum, a non-partisan external facilitator between political parties or similar

In Tanzania and Zambia, the partners have been a female multi-party platform and a local nonpartisan women's NGO, but in Tunisia a political think-tank/research institute and in Sri Lanka a local NGO. In Zambia, a multi-party platform has been established as a result of a programme, though, and acts as an advisory group to it. In Zambia, the focus of Demo Finland's work is on aspiring and sitting female local councillors and cross-party cooperation and advocacy on political parties' structures on gender equality, while in Tanzania the already ended project focused on female MPs, aspiring and sitting. In Tanzania, trainings were also held at local level capacitating and establishing e.g. women's wings of political parties. In the three other countries (Tunisia, Myanmar and Sri Lanka) the projects support youth politicians through so-called schools of politics. In Myanmar, not only youth politicians participate in the School of Politics, but also senior level politicians from the states and regions. A combination of young and more senior level participants is promoted as participants. On the other hand, the "School of Politics" - concepts in Myanmar and Tunisia entail also the multiparty platforms including also e.g. dialogue promotion and trust building. In Tunisia and Myanmar initiatives are implemented as joint projects with the NIMD which together with Demo Finland is internationally the only organisation dedicated to cross and multiparty democracy support.

At the international fora and generally in democracy support, there is also cooperation between sister (or brother) parties, that is, between ideologically aligned parties. The cooperation of Demo Finland (and NIMD) in young and/or emerging democracies is of a different nature: it is exclusively multiparty support, which does not support only parties representing a certain ideology.

3.4 Funding profile

Funding profile differs from the other PBS CSOs

The funding profile of Demo Finland is significantly different from the other PBS CSOs for at least two reasons. First, strictly speaking, Demo Finland is not a CSO, or only to the extent that political parties can be considered belonging to civil society. In that case, they are a very specific kind of civil society, one whose purpose and goal is to occupy and exercise formal political power within the political system. Second, Demo Finland entered the PBS scheme agreement only during (and in the middle of) the period 2013-2015. This implies that the accountancy structure was not aligned with the PBS format until the year 2016, making the comparison with other CSOs within the PBS scheme difficult. For instance, there is a separate budget line for evaluations and programme plan-

ning available only for 2016 (€ 60,050) (see Table 2). Before 2016, these expenses were, and still are in Table 2 below, included in the country budgets and project costs.

Members comprise of the Finnish political parties represented at the Parliament, which pay membership fees

Demo Finland's members are the Finnish political parties represented at the Parliament, eight in total. They pay a membership fee of € 50 per MP in each legislative period, making the basic funding of Demo Finland € 10,000 (for 200 MPs in total). The parties, i.e., the members of Demo Finland, and their respective numbers of MPs have varied over the years but the same parties have been represented at the Parliament since Demo Finland was founded in 2005. The membership fees were € 35/MP during 2013-2015. The fee was increased in 2016 to € 50/MP, due to the massive budget cuts in the MFA funding, and it is reported in interviews in Finland with the parliamentarians, Demo Finland Board members and Demo Finland staff that the fee per MP cannot be increased in the foreseeable future because the fee is already a significant financial burden to the parties. In addition, covering the costs from the governmental support to political parties would only be circulating funding from one public source to another, which is not allowed according to the PBS regulations. Until the PBS application round of 2017, Demo Finland has been exempted from the self-financing requirement, probably partially because before being integrated in the PBS scheme, the project funding allocated by MFA did not require any percentage, and partially because so far no agreement had been reached on the percentage (in 2017, it was set to 2%).

Until the PBS application round of 2017, Demo Finland has been exempted from the self-financing requirement

The evolution of MFA funding for Demo Finland within the PBS scheme is shown below in Table 1.

Table 1: PBS funding from MFA to Demo Finland 2013–2017 (€)

2013	2014	2015	2016	2017
800,000	800,000	1,000,000	570,000	570,000

Source: Provided by MFA to evaluation team

Before entering the PBS scheme, Demo Finland's project-based funding from MFA amounted to € 777,900 (total for 2010-2012).

The PBS funding was heavily cut at the end of 2015, as of beginning of 2016. This caused most CSOs within the PBS to save all the money they could in 2015 in order to soften the hard landing into radically reduced funding in 2016. This move from funds from 2015 to 2016 can be seen in Table 2. In the case of Demo Finland, the closure of the office in Nepal helped to save money in 2015, as well as the reduction of staff from eight to four.

Table 2: Development expenditure of Demo Finland 2013–2015 (€)

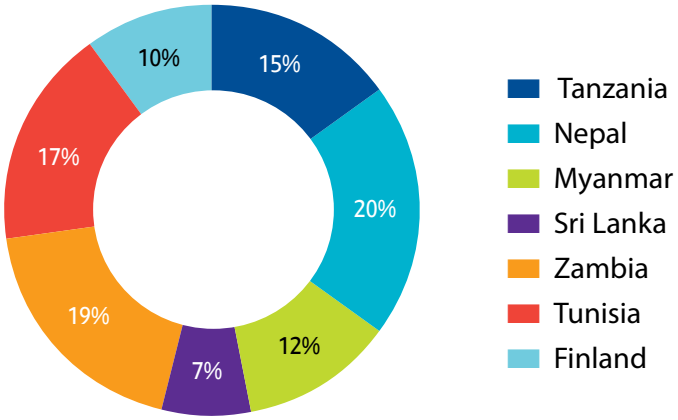
	2013		2014		2015		2016
	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)
Project Costs	747,350	651,343	880,828	799,278	1,141,669	985,278	476,150
Project Planning and Evaluation, Resource Development							60,050
Information and Publicity Activities							127,800
Administration	52,650	45,535	62,850	56,983	52,000	53,283	70,554
TOTAL	800,000	**696,878**	943,678	**856,260**	1,193,669	**1,038,562**	734,554

Source: Provided by Demo Finland to evaluation team

Geographically the development expenditure of Demo Finland has been spent during the PBS period 2013-2015 in Africa and Asia. The largest expenditure was in Nepal (20%, over € 320,000). The expenditure by country is shown in the following graph (Figure 1). Ten percent (€ 159,331) has been spent in Finland in global education for democracy support. Until 2015, all salaries have been counted as personnel costs under "project costs". Only from 2016 the personnel costs have also been divided into programme planning, information/advocacy and administration.

In addition to membership fees from the member parties, and the funding from the MFA, Demo Finland reports having received the additional total sum of € 548,000 from different EU instruments (European Instrument for Democracy and Human Rights, Erasmus+ etc.) (Demo Finland, s.d.e) before the year 2016. The external (European Union) funding is not included in the statistics of PBS funding, and, as European Union (EU) funding is always earmarked to a specific project, these external funds have not been used for the PBS/MFA funded projects that have been evaluated in this evaluation.

Figure 1: Development expenditure of Demo Finland 2013–2015 by country



Source: Provided by Demo Finland to evaluation team

3.5 Development cooperation programme of Demo Finland

Demo Finland became part of the PBS scheme only in 2013

Demo Finland became part of the PBS scheme only in 2013. Prior to that, in 2006, funding came from the Department for Africa and Middle East, which was the first year of Demo Finland's operations. In 2007-2012, the funding came from the Unit for General Development Policy at the Department for Development Policy, and in 2013 the funding was shifted to the CSO Unit under the same department.

Current programme countries include Zambia, Tunisia and Myanmar, and to a limited extent in Sri Lanka

Currently Demo Finland has programme activities in four countries as defined in the programme 2016-2018: Zambia, Tunisia and Myanmar, and to a limited extent in Sri Lanka. Previously Demo Finland has worked also in Tanzania and Nepal, and carried out a pilot project in Sri Lanka. Due to the budget cuts to Finnish CSOs by MFA in 2015 (43% of funding, down from € 1 million to € 570,000), Demo Finland decided to end its cooperation in two long-time development partner countries, Tanzania and Nepal. The ending of Demo Finland's operations in Nepal was not solely due to the budget cuts but also the political context and other operational reasons. These two countries are included in this sub-chapter for the period between 2013 and 2015 when Demo Finland already was part of the PBS agreement scheme, but some history in the form of background cannot be avoided. Demo Finland's support is basically divided into two types, supporting political schools and enhancing women's participation in politics. Demo Finland currently supports political schools in Tunisia and Myanmar, and women's political participation in Zambia. The "School of Politics" concepts in Myanmar and Tunisia entail multiparty platforms, which include capacity building of the political parties in strategic planning and programmatic work and in addition e.g. dialogue promotion and trust building.

Focus is on supporting political schools and enhancing women's participation in politics

There is one project per country funded by the PBS funds, and as the funding is concentrated in only a few countries, Demo Finland's development programme is not fragmented geographically or as regards the number of projects. There is consistency in the choice of countries, and Demo Finland operates on a long-term commitment in each country. The exception could turn out to be Sri Lanka where Demo Finland launched a project *in solo* (without NIMD) only shortly before the budget cuts of 2015, and it remains to be seen whether future funding permits continuing activities there.

It is very difficult to calculate the average size of project expenditure (which includes the salaries of Demo Finland staff) because of the multiplicity of modalities ranging from Demo Finland's pilot project in Sri Lanka where the annual budget is between c. € 40,000 (2015) and € 20,000 (2016), and the shared, common projects, implemented together with NIMD in Myanmar and Tunisia, where the annual budget can be up to € 400,000 and where the exact share of Demo Finland is not always clearly indicated. The largest budgets have been spent in the two countries phased out in 2015 (Tanzania € 138,350 in 2010, down to € 65,700 in 2015; and Nepal € 134,000 in 2010, down to € 112,000 in 2015). Overall, the median budget of annual project funding from the PBS instrument is about € 100,000. As an example, the share of Demo Finland for the Tunisia project Tunisian School of Politics (TSoP) is € 220,000 for

2014-2015 but the largest part of it has been used in 2014 and only a minor amount in 2015, the rest being covered by NIMD. Zambia is representative of Demo Finland's budget pattern with its annual budgets around € 100,000.

For this project portfolio, Demo Finland is entirely dependent on MFA funding.

A detailed description of Demo Finland's development cooperation during the evaluation period is presented in the Annex 7.

4 FINDINGS

4.1 Relevance of Demo Finland's development co-operation

4.1.1 Comparative advantage and strategic alignment

In this section, we assess:

- Has the Demo Finland's development co-operation strategy been in line with its comparative advantage?
- Has the Demo Finland's Partnership programme been aligned with its strategy?
- Have the activities chosen by the Demo Finland's been the most relevant for achieving the programme goals?

For this evaluation, we define comparative advantage as the relative strength of a CSO against other potential actors – a CSO has a comparative advantage, if it possesses unique or superior expertise, operational model, networks and/or influence in comparison to other actors in a given context. By strategic alignment we refer to consistency of the CSO development co-operation program goals (Table 3), related planning and activities with the mission, strategic goals and comparative advantage of the CSO.

Table 3: Perceived role of the CSOs in the development policy framework 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 ODA. Finnish civil society is encouraged to work in the poorest countries.

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

The strategic goals of Demo Finland, as listed in the most recent strategy of 2016-2021 (Demo Finland, 2016a) and called Vision and Mission of Demo Finland, are based on the principle that political parties are duty bearers of development, and that support to them contributes to the Finnish development cooperation priorities of the MFA, and enhances pluralistic democracy by supporting cross-party cooperation and the work of political parties in partner countries. In addition to alignment with Finland's development policies, Demo Finland's work is very well aligned also with the Democracy Support Policy of Finland which aims at "promotion of democracy in international dialogue, in bilateral political dialogue, as part of the EU, in Nordic cooperation, in cooperation with civil society and parliamentarians, in various donor entities, and by giving financial assistance to democracy initiatives both multilaterally and bilaterally" (MFA, 2014). The basic objectives have basically remained the same since the founding of Demo Finland (2003-2005), with only slight changes more related to form than contents. It should be noted that up to 2012 Demo Finland received only project funding from the MFA, Department for Africa and the Middle East and Department for Development Policy. Therefore, no PBS programme documents exist for the first years of the evaluation period, but individual programme/project documents do. However, the main goal of Demo Finland is the support of pluralistic democracy in partner countries and the programme/project goals, and the activities carried out within them are well aligned with these strategic goals.

Strong alignment with Finland's development cooperation policy priorities and the Democracy Support Policy of Finland

Demo Finland has a very high comparative advantage in its core area of activity, which is support to multiparty democracy in young or emerging democracies. Demo Finland, with its partner organisation NIMD, are unique also globally. They are the only two organisations offering exclusively multi-party support to new, emerging and/or fragile democracies, and carrying out programmes that enhance pluralistic multiparty democracy by creating spaces for cross-party dialogue. It is one of Demo Finland's comparative advantages that it has easy access to high level decision-makers, either at the Parliament or the MFA. All other organisations supporting political parties in developing countries are owned by political parties and cooperate with their sister parties aligned with them ideologically. The best known of these are the German foundations Friedrich Ebert Stiftung and Konrad Adenauer Stiftung, and the US institutes of the Republican Party and the Democratic Party.

A very high comparative advantage in its core area of activity i.e. support to multiparty democracy in young or emerging democracies

Demo Finland has, therefore, a niche of its own (together with NIMD) that no other CSO in Finland, or even internationally, occupies. Thereby, it does not compete with other CSOs in Finland in the same thematic areas. All projects within the Demo Finland overall programme (extrapolated from country programmes in the absence of earlier programme documents, and the PBS programme 2016-2018) align themselves well within Demo Finland's overall objective of strengthening cross-party communication and creating spaces of dialogue across party lines to enhance inclusive democracy, and democratic change.

Demo Finland has a niche of its own (together with NIMD) that no other CSO in Finland, or even internationally, occupies

Demo Finland has also, together with NIMD, shown a good sense of political opportunity by starting to work at the right moment in countries where a democratisation process has begun. This applies for Tunisia, Myanmar and Sri

Lanka; the African countries with Demo Finland activities (Tanzania and Zambia) respond to a different logic, that of complementing other Finnish development initiatives in these two long-term partner countries of Finland with the scope of enhancing gender equality and inclusiveness. In the case of Nepal, the political context turned inopportune in 2013 after six years of successful cooperation.

4.1.2 Alignment with beneficiary and stakeholder needs

In this section, we assess:

- Has Demo Finland's work been aligned with the beneficiary needs?
- Has Demo Finland's work been aligned with the stakeholder needs?

Good assessment for detecting appropriate moments to engage in a certain country, and based on requests by or acceptance by the country

In this evaluation, we consider two types of beneficiaries - direct and indirect beneficiaries. The direct beneficiaries are those individuals and/or organizations that are directly targeted by the CSO activities, while the indirect beneficiaries are those who are expected to ultimately benefit from the CSO work. Stakeholders refer to those who are not direct or indirect beneficiaries of the CSO work, but are involved in or relevant for that work.

Interviews with Finnish embassies, partners and other stakeholder indicate that there is high relevance and need of support in countries of fragile democracies in general, and in all current countries of operation. Demo Finland (and NIMD) cannot initiate projects in countries where the political parties do not agree. The agreement is certified by an invitation to start project/s handed out by the local/national political parties. Country choices show a good assessment for detecting appropriate moments to engage in a certain country and are based on requests by the country or at minimum, acceptance, which indicates alignment with needs of the beneficiaries.

Tools to assess political situation and potential partners in place

Demo Finland has used the Political Context Scan Tool and the Organisation Scan Tool formed by NIMD to assess the political situation and potential partners. It was first used in the context of Tunisia after the Arab spring in 2011, and subsequently also in the countries where Demo Finland works without the cooperation with NIMD, namely Zambia and Sri Lanka. In both of these countries, Demo Finland's project was initiated based on situation analysis and organisational surveys of possible future partners, the choice falling in Zambia on the ZNWL, a nonpartisan women's NGO and in Sri Lanka, the One Text Initiative (OTI), already existing national organisation founded by political parties. In the analysis for Myanmar, no such organisation was found, and a small joint project office (Demo Finland/NIMD) was established. Interviews with the key stakeholders in countries of operation imply that selection of partners has generally been very successful, and that partners are and have remained impartial and trusted by political parties in a complex operating environment. These analysis of organisational assessment (or scoping) and of the political situation are the defining criteria *(sine qua non)* to start a project in a certain country which has increased relevance of the support. Partners, in all countries where Demo Finland has a local partner, are all well-established actors and have a niche based on supporting multiparty democracy or women in politics in their own countries.

Selection of partners has been very successful, and partners are and have remained impartial and trusted by political parties in a complex operating environment

The direct beneficiaries of Demo Finland's projects are aspiring candidates, mainly female and youth politicians, of political parties that constitute the indirect beneficiaries. The stakeholders are constituted by the political system as a whole, like in concentric circles starting from the level of an individual candidate or politician going to the party and the political system. The projects are planned in a participatory manner in consultations with the partner organisation/s and future beneficiaries, and correspond relatively well to the needs (felt/subjective and objective) of the beneficiaries with some minor gaps related to available funding and funding regulations. This was confirmed during the fieldwork in Zambia and in interviews with partner organisations in countries of operation (e.g. Centre of Mediterranean and International Studies (CEMI) in Tunisia, OTI in Sri Lanka).

The projects are planned in a participatory manner in consultations with the partner organisation/s and future beneficiaries, and correspond relatively well to the needs

One of the beneficiaries of Demo Finland's projects (and of the programme) are the partner organisations locally. Due to scarcity of funding resources, Demo Finland does not have a specific organizational capacity building component in its projects. Even in these cases, the partners consider that the cooperation with Demo Finland brings new skills and capacities in reporting, both financial and activity reporting and in the organisational administration of partners (e.g. human resources manual, procurement manual etc. designed), as confirmed during the field work and in partner interviews. The indirect beneficiaries are the political parties whose members are trained by the activities of Demo Finland but the evaluation is not able to assess the degree to which they have benefitted from the projects.

4.1.3 Alignment with the partner country policies and strategies

In this section, we assess:

- Has Demo Finland's development co-operation work been aligned with the partner country priorities?

Here we refer to the partner country priorities as indicted in polices and strategies. For some CSOs alignment is a complex issue e.g. in the case of human rights work, where alignment with host government policies may not always be appropriate.

Because of its mission of supporting pluralistic democracy in young or emerging democracies, Demo Finland's choice of partner countries is largely although not exclusively dictated by the political situation in the prospective partner country.

Acute sense of political understanding and swift reactions in identifying countries where a democratisation process has opened opportunities for working

During the evaluation period, Demo Finland together with NIMD have shown acute sense of political understanding and swift reactions in identifying countries where a democratisation process has opened opportunities for working. Again, an exception is Zambia where the cooperation started after a visit by Zambian female politicians to Tanzania where Demo Finland was operating and the expressed wish of Zambians to enter into cooperation with Demo Finland. Initially, cooperation started as an initiative of Finland's Embassy in Zambia, which suggested the politicians to turn into Demo Finland for support. In this case, the main criterion to start working in Zambia was the very low percentage female MPs and local councillors instead of an opening up of authori-

tarian regimes as in Tunisia, Sri Lanka and Myanmar. A further guarantee of relevance to the country context is the fact that the concerned political parties as beneficiaries and stakeholders of Demo Finland's programme must hand out invitations as prerequisite to start operating in a country.

Support explicitly aligned with national policies and strategies

Demo Finland's cooperation is explicitly aligned with national policies and strategies. In Zambia where Demo Finland builds capacities and skills of female politicians, the project is complementary with the National Gender Policy (from 2000) and the new Gender Equality and Equity Act (2015), with the international human rights (United Nations, 1948, 1966a, 1966b) and women's rights commitments (United Nations, 1979) taken both at the global level and regional African human and peoples' (Organisation of African unity, 1981) and women's rights charters (African Union, 2003). Additionally, during the last years, the Zambian government has increasingly paid attention to gender awareness of its policies, first by appointing a woman as vice-president and several female ministers in key ministries (as an example one can mention the strategic and probably structural measure of offering sanitary pads in secondary schools to prevent school dropout in teenaged girls). The programme in Zambia is further aligned with the international human rights and women's rights commitments taken both at the global level (human rights covenants) and regional African human and women's rights charters ratified by the Zambian government.

In Tunisia, there is no specific policy on youth in politics; on the other hand, the electoral law imposes to political parties that they put a young person under 35 years of age among the top four candidates in electoral party lists, rendering Demo Finland-NIMD assistance greater relevance. In Sri Lanka, the Demo Finland project is aligned with the National Youth Policy and with the Colombo Declaration from 2014 (the UN Conference on Youth held in Colombo). In Myanmar, a country coming out from a long military dictatorship with little or no traditions in democratic rule, the situation is slightly different because Myanmar is not a party to the (treaty-based) international human rights Covenants, although it has signed the Convention on the elimination of All Forms of Discrimination Against Women (United Nations, 1979) and the Convention on the Rights of the Child (United Nations, 1989). As a member of the United Nations, Myanmar is party to the (UN Charter-based) Universal Declaration of Human Rights (United Nations, 1948). Myanmar, therefore, is a good example of cases where democracy and human rights support is much needed and relevant. In Myanmar, Demo Finland and NIMD have good cooperation, approval and support of the Union Election Commission, guaranteed by a Memorandum of Understanding (MoU).

In Nepal, conflicting views about the relevance of democracy support to youth politicians after a change in the political climate in 2013, which resulted in Demo Finland exiting from the country in 2015, as this also collided with the budget cuts by the MFA

In Nepal, there were conflicting views about the relevance of democracy support to youth politicians after a change in the political climate in 2013, which resulted in DF exiting from the country in 2015, as this also collided with the budget cuts by the MFA. In Tanzania, Demo Finland's support was fully in line with the government policies, and in fact instrumental in imposing a new fundamental law on 50-50 representation of women and men in the Parliament. Cooperation in Tanzania ended as a result of the budget cuts by MFA.

4.1.4 Alignment with development policy priorities of Finland

In this section, we assess if Demo Finland's development co-operation work has:

- been aligned with the thematic development policy priorities of Finland?
- been aligned with the development policy cross-cutting objectives (CCOs) of Finland?
- been aligned with the Human Rights Based Approaches (HRBA) adhered to by Finland?
- been aligned with the geographic development policy priorities of Finland?

The 2010-2016 evaluation period has covered three Finnish development policies, with somewhat varying thematic and geographic priorities as can be seen from Table 4 below. The common themes throughout the evaluation period have been reduction of poverty and inequality, promotion of human rights as well as sustainable development. Gender equality and the reduction of inequality have been common CCOs. By the most vulnerable we refer here, for example, to the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, the persons with disabilities or sexual minorities.

HRBA aims to integrate the norms, principles, standards and goals of the international human rights system into the plans and processes of development (MFA, 2015b). Toward this end, it identifies required key legal basis for the CSO work as well as the rights-holders and duty bearers. Although many can hold dual roles depending on a point of view, rights-holders are usually the individuals and community organizations and duty-bearers refer to government bodies, who are responsible for realization, facilitation or protection of the rights of the citizens.

Table 4: 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.
Themes – 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 – Fragile states.
Partner countries – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal –Somalia – Tanzania – Zambia.

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

Alignment with the thematic development policy priorities of Finland

Demo Finland's programme is at the core, fully compatible and supportive also of the Finnish foreign policy, development and security policies included

Demo Finland's programme and projects have aimed at enhancing the realisation of human rights, especially civil and political rights of women and youth who often are underrepresented in political systems, objectives that are common to all three development policies. The focus has not changed since 2010. By supporting the political participation and skills/capacities of women and young politicians Demo Finland aims at improving the quality of public policies and thus reducing inequalities, by making political decision-making more inclusive. In addition, the creation and support to cross-party dialogue reduces the probability of conflicts and increases security in the partner countries.

Contrary to other Finnish CSOs in this evaluation, Demo Finland's activities have a strong component of foreign and security policy goals besides development policy principles, and Finland's foreign and security policy promotes peace and development. In this case, through the support to pluralistic political systems by taking advantage of the experience of the whole Finnish political system and the political parties. Therefore, it can be claimed that Demo Finland's programme is at the core, fully compatible and supportive of the Finnish foreign policy, development and security policies included (democratic core values, fostering rights of women increases security).

Demo Finland's programme is fully compatible and aligned with the Finnish policy for Democracy support (MFA, 2014), which calls for "a democratic and accountable society that promotes human rights", "support for social development, conflict prevention and post-conflict reconstruction work". This is confirmed, for example, in the expert opinions by advisors to the QAB, in which Demo Finland's work is referred to as complementary and coherent with Finnish human rights policies, democracy support and the CCOs of development policy (MFA, 2015c).

An additional added value of Demo Finland, as an organisation founded by political parties and for political parties, together with its close ally NIMD, is the fact that both Finland and the Netherlands have proportional electoral systems resulting historically in the imperative of coalition governments, with the necessity and ability to negotiate across party lines. This is not the case in many other European countries with uninominal electoral systems and/or majority governments.

Demo Finland has limitations in fulfilling the requirement of strengthening a "vibrant civil society" of the CSO support guidelines (MFA, 2010). This is possible only to the extent that political parties are considered parts of civil society or indirectly through the democratisation of political parties. Civil society, being the constituencies of the political parties in the programme countries, will be strengthened through enhancing both the capacity as well as interest of political actors to listen and contact their constituencies and to include the interests of them into their policies. This is included in the Demo Finland 2016-2018 programme outcomes (Demo Finland, 2016a). Demo Finland´s approach in putting emphasis on the political dialogue provides more comprehensive links to the different population groups. The result of supporting political parties is expected always to be better politics and better policies for people; this is the underlying assumption. The evaluation found some evidence in Zambia that the inclusion of women in roles of decision-makers effectively brings about more inclusive public policies.

Strengthening of a "vibrant civil society" of the CSO support guidelines is possible only to the extent that political parties are considered parts of civil society or indirectly through the democratisation of political parties

Evidence in Zambia indicates that the inclusion of women in roles of decision-makers effectively brings about more inclusive public policies

Alignment with the development policy CCOs of Finland

The cross-cutting objectives involved in Demo Finland's work are gender equality, the reduction of inequalities and improvement of equal opportunities. Vulnerable groups are understood in Demo Finland's programme as underrepresented political groups in decision-making, women and youth. Underlying assumption of Demo Finland's work is that inclusive democracy will bring accountability of government and public authorities towards civil society. The disability issues and HIV-AIDS have not been targeted so far by Demo Finland. Climate sustainability is not the focus area of Demo Finland's PBS, and no targets have been set. By integrating women and youth in political parties and in politics, gender equality is enhanced, and inequalities more likely to be reduced than in the counterfactual case (politics being the domain of elderly men only).

Alignment with the Human Rights Based Approaches (HRBA) adhered to by Finland

A Human Rights Based Approach is at the core of Demo Finland's programmes. Demo Finland operates in the field of civil and political rights, with specific concern for women and youth as politically marginalised and underrepre-

Support stresses both sides of the "human rights equation"

sented groups in politics. The HRBA of Demo Finland stresses both sides of the "human rights equation": making rights holders aware of their rights and empowered to defend them; on the other hand, raising consciousness among duty bearers about their human rights obligations, in the first place the indirect beneficiaries, the political parties. The approach is pluralistic, targeted to multi-party cooperation across ideological and other dividing lines between parties to increase accountability of decision-making. Human rights are also taken into account in the selection of primary beneficiaries or rights holders, in practice mainly women and youth, so generally excluded or marginalised within political parties in new or emerging democracies, thus increasing their participation in politics.

The countries where Demo Finland works are parties to the majority of relevant UN declarations and covenants (except Myanmar), and the work of Demo Finland is directly supporting achievement of these rights and the Rule of Law. Democracy is one of the universal core values and principles of the United Nations, embedded e.g. the Universal Declaration of Human Rights (United Nations, 1948) and further developed in the International Covenant on Civil and Political Rights (United Nations, 1966a) and the International Covenant on Economic, Social and Cultural Rights (United Nations, 1966b; United Nations, 1966a) and these are the international drivers for Demo Finland's work. The emphasis in Myanmar, Tunisia and Sri Lanka is within the priorities of Finnish policies as an underrepresented and often marginalised group of citizens, women and youth, in political parties.

Role of men has been limited, and support does not sufficiently include awareness raising of men about the importance gender equality in politics

While in Tanzania and Zambia Demo Finland has worked for the promotion of women in politics by training aspiring and elected female politicians, and in the schools of politics in Myanmar and Tunisia great care has been taken that both sexes, female and male, are included in the courses at least in the proportion of 40% of each, Demo Finland's work has not been characterised by awareness raising of men about the importance gender equality in politics. As the exact contents of the training events and materials is not known to the evaluators, the exact degree to which this aspect is considered in the projects cannot be assessed.

Alignment with the geographic development policy priorities of Finland

Demo Finland's support is well aligned with geographic priorities of Finland. Before the budget cuts of 2015, Demo Finland has been working in four long-term partner countries of Finland: Nepal, Tanzania and Zambia, and Myanmar as the fourth partner country was added to the list of partners of Finnish development policy in 2016. Only Tunisia and Sri Lanka are not Finland's long-term partner countries. On the other hand, according to the Finland's Development Policy (MFA, 2016a), CSOs can operate in countries which cannot be reached with the Finnish official inter-governmental ODA. None of the partner countries of Demo Finland are fragile states.

4.1.5 Alignment with the Theory of Change

Overall Theory of Change

In this section, we assess:

- Has the Demo Finland ToC (if available) been aligned with the generic ToC for the Finnish support to CSOs?

Here we reflect on the explicit or implicit ToC of Demo Finland with the generic ToC constructed for the Finnish support to CSOs.

As part of the inception stage of this evaluation, a generic ToC was developed for Finland's civil society engagement in development co-operation. The ToC is illustrated in Annex 5, and captures the logic for how the MFA expects CSOs to achieve their expected outputs, outcomes and impacts.

The aim for this generic framework is to provide a basis against which each of the CSOs can be compared. The ToC uses language expressed in MFA's Guidelines for Civil Society (MFA, 2010) and is based on the policies and guidelines of MFA – such as the Development Policy (MFA, 2016a) and the Guidance Note for Finland's Human Rights-Based Approach in Development Cooperation (MFA, 2015b).

The generic ToC presumes that civil society is a key driver of social change in all societies, and that civil society in developing countries requires strengthening with external support. The relationships and pathways have been simplified to achieve clarity. In line with HRBA, civil society's contribution to democratic governance and reduction of suffering and saving of lives is expected to:

- Mobilise citizens, including vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes.
- Monitor governments and hold them to account.

These elements are captured in the three key outcomes – (i) a vibrant pluralistic civil society fulfilling its roles, (ii) strengthened, more resilient communities, and (iii) accountable state institutions that expect their duty bearers to protect vulnerable groups and to respect human rights. In turn, these then contribute towards the higher order changes of safety, peace, and inclusive societies, in line with the 17 Sustainable Development Goals.

At the input and output level, the ToC shows how Finland's support to Finnish CSOs – provided by the general public, by the private sector and by the MFA – enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries. While projects may include issue-based advocacy in Finland as well as in a development context, they all contribute to capacity development of partner organisations, civil society more generally, as well as to direct beneficiaries.

The ToC includes seven main assumptions that would need to occur if the changes foreseen in their intervention logic were to happen as presented in Table 5.

Table 5: Key Assumptions in the Overarching Theory of Change.

Short term to long term outcomes
A.1 Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.
A.2 A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.
Outputs to Short term Outcomes
A.3 Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.
A.4 A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values.
A.5 CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.
Inputs to Outputs
A.6 Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence MFA gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort and requires continuing space and support for CSOs).
A.7 Finnish CSOs develop their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way, complement Finland's bilateral, multilateral and private sector work. This may depend largely on the CSOs partners understanding of the wider, specific institutional and political context within which they work.

Source: Prepared by the Evaluation Team

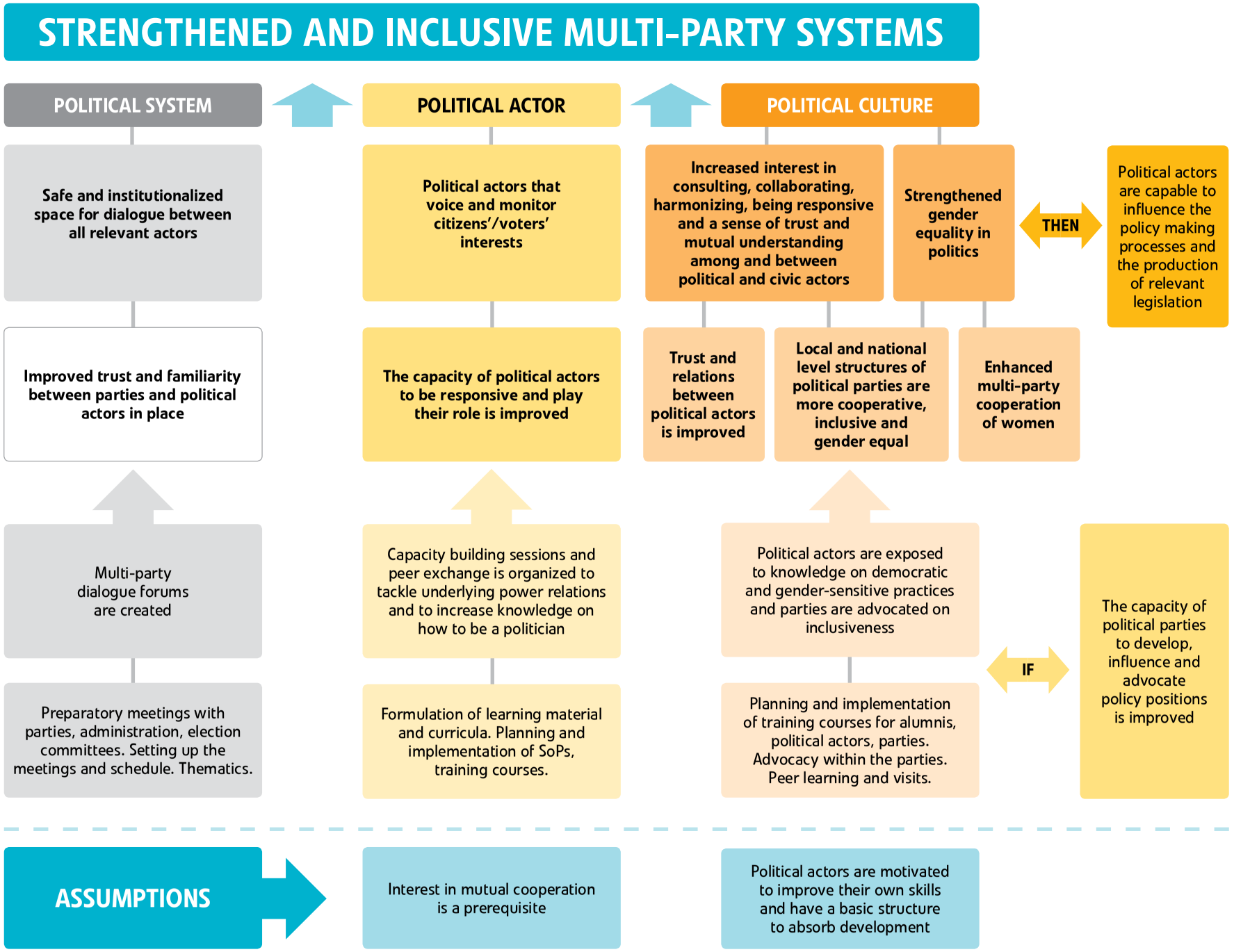
Theory of Change of Demo Finland

Demo Finland has been using the Project Cycle Management method (PCM) with the Logical Framework Approach (LFA), and started to shift into the ToC method in 2016

Until very lately, Demo Finland has been using the Project Cycle Management method (PCM) with the Logical Framework Approach (LFA) but has started to shift into the ToC method in 2016. According to the old Project Manual (Demo Finland, 2014a), the PCM terminology used by Demo Finland is identification, design, implementation, monitoring and evaluation. And the LFA terminology used is overall objective, specific objective, results and activities. These all have objectively verifiable indicators and sources of verification and assumptions (not at the level of overall objective).

Currently Demo Finland has a tentative ToC presented in its revised draft Programme Manual (Demo Finland, 2016c), and it is illustrated below (Figure 2).

Figure 2: Theory of Change of Demo Finland (work in progress since the 2018- 2021 Programme planning is on-going).



Source: Demo Finland, 2016c

Demo Finland is currently in a process of finalizing its ToC, aligned with its international partner, NIMD. In line with NIMD's ToC, Demo Finland has aligned its programming into the three core elements of political society, in order to be able to support an enabling environment for effective policy influencing. First, the laws, rules and regulations governing policy processes need to be favourable to CSOs' lobby and advocacy by CSOs, parties, parliamentarians and other stakeholders - creating the political system. At the same time, parties, politicians and parliaments need to have the capacities to analyse and formulate policies and to be responsive to their constituencies-being the political actor level. Lastly, there must be a culture of accommodation between political and civic actors, the political culture. Each of these three have their own ToC. Country-specific ToCs in Myanmar and Tunisia have been already applied since 2016, and the tentative programme-level ToC exists.

Transformative changes at the political system, actor and culture level are expected to lead to strong and inclusive multi-party democracy

Basic assumptions in Demo Finland's ToC are two: that there is interest for mutual cooperation between parties (a prerequisite) and that political actors are motivated to improve their own skills and have a basic structure to absorb development. It is expected that through capacity development in all these three spheres, the position of political parties to influence and advocate policy positions will be improved. This will lead to improved quality of policies and legislation. Strengthened and inclusive multi-party system is expected as a long-term impact. In addition to Demo Finland's ToC, each programme country is supposed to have its own context-specific ToC.

The pathway regarding political system starts from participatory meetings and establishment of multiparty dialogue forums which is to lead to improved trust between political parties. As a result, safe and institutionalized spaces for dialogue between actors will be established which will lead to transformative changes in the political system.

At the level of a political actor, developing learning materials and training together with capacity development and peer exchange to tackle underlying power relations and understanding how to be a politician lead to increased capacity of political actors to be responsive and voice and monitor citizen's interests.

Pathway towards changes in political culture start from training, advocacy within the parties, peer learning and visits in which political actors are exposed to knowledge on democratic and gender-sensitive practices and inclusiveness. This is expected to lead to trust in between political actors, more cooperative and inclusive local and national level political structures and enhanced multiparty cooperation of women, and finally to enhanced collaboration and understanding between political and civic actors and gender quality in politics.

ToC has been finalized in 2017, including improvements e.g. regarding assumptions

Transformative changes at the political system, actor and culture level are expected to lead to strong and inclusive multi-party democracy. All three pathways are clear, but they are transformative and qualitative in nature beyond outputs.

Demo Finland's ToC has been finalized in 2017, including improvements e.g. regarding assumptions. This analysis does not reflect the changes made, as timing is beyond ending of the evaluation period in 2016. However, the finalized ToC is attached as an Annex 10 in this report.

Theory of Change of Demo Finland seen from the perspective of the PBS Theory of Change

Compared to the ToC of this evaluation, it is evident that Demo Finland falls under the long-term democratic and accountable society and responsive government (impact) which designs appropriate and inclusive policies (long-term outcome). As already earlier mentioned, Demo Finland's beneficiaries or actors are predominantly duty-bearers and not rights-holders directly. The HRBA of Demo Finland stresses both sides of the "human rights equation": making rights holders aware of their rights and empowered to defend them; on the other hand, raising consciousness among duty bearers about their human rights obligations, in the first place the indirect beneficiaries, the political parties.

Demo Finland's work is not directed towards strengthening the vibrant civil society directly but indirectly through responsive policy formulation. This is a major difference between these two ToCs at the long-term outcome level. Demo Finland also plays an active and direct role in promoting development cooperation amongst Finnish politicians, which is part of keeping citizens informed and supporting development cooperation (short-term outcome). At the output level similarities are in policy advocacy and good governance both in Finland and in countries of operation.

A major difference is that Demo Finland's work is not directed towards strengthening the vibrant civil society directly but indirectly through responsive policy formulation

4.2 Complementarity, Co-ordination and Coherence

In this section, we assess:

- Has the Demo Finland development co-operation work been co-ordinated with the work of other CSOs and development partners?
- Has the Demo Finland development co-operation been complementary to the Finnish development co-operation?
- Have the MFA policies and interventions with regard to Demo Finland development co-operation been coherent?

In this evaluation, **Co-ordination** refers, for example, to joint activities and regular information exchanges with other CSOs, bilateral and multilateral interventions as well as with private sector initiatives. Here the other CSOs refer to those CSOs that are not direct beneficiaries or stakeholders of the CSO work – for example, sister organizations in Finland or other developed countries could fall into this category. **Complementarity** is seen in terms of division of labour between different development actors and MFA interventions – according to the MFA, complementarity refers to benefiting from the strengths of different actors, modalities and financing instruments in order to reach the objectives of MFA development policy in a changing environment. **Coherence** focuses on assessing whether MFA support to the CSO is in line or in contradiction with other MFA policies and interventions – and vice versa.

Coordination, complementarity and coherence is assessed at different levels and from different perspectives: within the MOs themselves, within Demo Finland and PBS, with other CSOs, other MFA supported interventions and other development partners and disability networks.

Active coordinates its activities with similar actors at the international level

Very tightly coordinated and aligned particularly with NIMD as its partner organization. This has made work more effective and efficient than if they had operated individually

Coordination

Coordination with international development partners

Demo Finland has an extensive international network, particularly in Europe with similar actors. Interviews with some of its international development partners confirm that Demo Finland actively coordinates its activities with similar actors at the international level. Demo Finland is a founding member as well as a board member of EPD and of Global Partnership for Multiparty Democracy (GPMD). It is a member in the learning network of political parties called Political Party Peer Network and in Nordic Academy, which is the Nordic network of political party assistance organisations.

Demo Finland is very tightly coordinated and aligned particularly with NIMD as its partner organization in most fields of its operations, financial management, monitoring and evaluation manuals and systems, and daily cooperation. According to interviews with NIMD and Demo Finland, the cooperation brings great added value which seems mutually reinforcing and enhances complementary of these two organizations as regards their specific expertise areas. While NIMD has expertise in conflict areas and democracy schools (schools of politics), Demo Finland has brought expertise in gender mainstreaming, how to focus on working with women and youth and inclusive development in general, as confirmed in the interviews. Demo Finland's experience in preparing a PBS programme also proved useful for NIMD when designing its own multi-annual support application. The close cooperation and collaboration between Demo Finland and NIMD could be presented as an exemplary case of coordination with another CSO partner internationally.

According to interviews with NIMD, coordination and cooperation with Demo Finland has made both NIMD's and Demo Finland's work more effective and efficient than if they had operated individually. This applies both to development cooperation and towards their own back donor. NIMD can present Demo Finland's MFA funding as NIMD's self-financing for its donor, although this is not the case with Demo Finland towards the MFA of Finland. Cooperation also adds value at the country level, where invitation from two embassies, instead of one, increases visibility of the interventions towards other stakeholders. This has been confirmed also in discussions with some of the Finnish embassies in countries of operation where NIMD and Demo Finland operate jointly, e.g. Myanmar. Cooperation with Demo Finland is expected to continue in the future as it is considered mutually reinforcing by both organizations, expertise complementary and utilized as such, and it also enables mutual learning from each other. In that sense, there is a multiplier effect in-built in the cooperation.

During the evaluation period (2014-2016) Demo Finland was in the Board of the EPD and continues in 2017/2018, which enabled e.g. active participation and influencing on the update of the EU's Democracy and Human Rights Strategy. Demo Finland also participates in the programme and advocacy working group meetings of the EPD. EPD is also part of the Human Rights and Democracy Network and Demo Finland participates in the meetings as resources, both human and financial, permit. Due to the budget cuts, and reduction of staff as a result, this has become challenging.

Interview with EPD suggests that participation of Demo Finland, and its role as one of the smallest organization within EPD goes beyond its size in EPD's work, and indirectly also on EU policies through EPD. According to EPD, it would focus less on women and youth without Demo Finland. Demo Finland is good at information sharing, as confirmed in the interviews with its international development partners.

Demo Finland's role as one of the smallest organization within EPD goes beyond its size, and indirectly also on EU policies through EPD

Coordination with CSOs in Finland

There are no other CSOs focusing on democracy support in Finland, and thereby coordination with CSOs is limited in Finland. Demo Finland has been a member of the board of Kehys, and aims to bring democracy support in the discussion regarding European development cooperation. This does not mean, however, that there could not be coordination in relation to topics such as global education or the participation of women and youth in development.

Coordination in programme countries

Evaluations do not generally address coordination, coherence and collaboration issues. This has made it difficult for evaluators to assess coordination beyond Zambia, or project reporting. Interviews with the external stakeholders in Europe indicate that both Demo Finland and NIMD coordinate with other bigger actors engaged in support to political parties "in the negative", by avoiding working in the same areas as, for instance, the German party foundations or the US-based national party institutes. This is justified by the quest to avoid duplication and increase impact.

Demo Finland and NIMD coordinate with other bigger actors engaged in support to political parties "in the negative", by avoiding working in the same areas

Zambia

In Zambia, Demo Finland and its partner ZNWL are one of the few organisations working with issues related to women in politics, particularly at the local government level. Project documentation indicates that there is communication to coordinate work with organisations working with similar thematic issues, such as UNDP the Danish Institute for Parties and Democracy, Zambian Centre for Interparty Dialogue, WiLDAF and with Gender Link, a South African NGO. Coordination between these actors exists, but mainly to avoid duplication either geographically or thematically which was confirmed during the field mission in Zambia.

There were some challenges in geographical targeting as well. In Kabwe, evaluators found out that NGOCC targeted the same women initially targeted by ZNWL, and the difference between the activities was not clear for the beneficiaries, and they could not make a distinction between what NGOCC had done and what ZNWL did.

Coordination mechanisms exist, but they are not sufficient nor work very effectively. Some of such mechanisms are (or were) chaired by ZNWL, e.g. Steering Group of the Women in Politics (WIP) project implemented by NGOCC, which is reflected in a good division labour in different geographical areas between the CSOs. There is still competition between the CSOs on financial resources, which hinders maximizing the potential which could be achieved through e.g. joint programming, which was confirmed in the stakeholder interviews.

Donor coordination requires strengthening at the country level

Some of the interviewed donors in Zambia stated that they, as cooperating partners, have also contributed to increasing competition amongst CSOs , e.g. by not allowing institutional core funding as part of the support. The need for some level of discussion and collaboration between the donors prior to their decisions to fund any CSO interventions is acknowledged. Donors should agree what coordinating mechanism should exist and how it should be supported. Another challenge for coordination is that funding for supporting women in politics comes mainly in the same year as the elections, this does not apply to Demo Finland's support though. It becomes very difficult to try and coordinate the players as everyone gets too busy with the approaching elections.

As an example of competition in Zambia, NGOCC was funded by Swedish International Development Agency (SIDA) to coordinate the work around the promotion of women in politics. Instead they started to implement a project similar to what ZNWL was doing, and at the same 'lost' their mandate as a coordinator. ZNWL is considered by stakeholders as the leader in promoting women's political participation, and through them strengthening cooperation and coordination between similar CSOs would be accepted and possible. Interviews indicated that there is willingness for joint programming/activities and a need for training in how to work together. Given that the ZNWL is the only CSO with a mandate to promote women's political participation, it could be more proactive and engage donors on discussions concerning its own strategies, so that it builds an understanding among them on where the needs are and how best they can support the promotion of women in politics. This will mean having the ZNWL disseminate its strategic plan widely after it is developed.

Establishing and/or strengthening a non-project based network that can act as a coordinating body was proposed in the interviews with CSOs and ZNWL, based on the successful examples of networks to end child marriage (there is a law criminalising child marriage in Zambia), on election monitoring and on gender based violence (GBV). Another successful, jointly funded activity by donors, including Demo Finland, is the end of the year annual meeting with all female councillors. ZNWL could be proactive in documenting and publish an analytical paper on strategies that work as well as lessons learnt over the last three elections. This could then be shared among all stakeholders working on promoting women in politics.

Programmatic cooperation between CSOs supported from different funding channels of MFA is weak and would benefit of strengthening

Programmatic cooperation with ZNWL, WiLDAF and WLSA exists but it could be strengthened as all of them have specialized areas aiming at the same goal. WiLDAF and WLSA focus more on the legislative and policy frameworks which is complementary to ZNWL's work, and important for realizing its outcome level goals. Consideration should be made for funding proposals between two or more CSOs with distinct roles, one being influencing policies and legislation.

ZNWL is also implementing a project which deals with prevention of GBV that addresses masculinity and is based on establishing men's network against GBV, funded by Norwegian Church Aid (Gender Justice "Free of GBV"). ZNWL is a secretariat for Men Engaged Zambia, financed by SIDA) which works with men. Demo Finland's support has until now focused strongly only on women, and there would be potential to include women's political participation aspects in the work with men through these other projects implemented by ZNWL.

Sri Lanka and Tunisia

In the annual documentation of the pilot project in Sri Lanka, no specific mention is made to coordination with other NGOs or donors. In Tunisia, the project itself is carried out by a coalition of organisations, Demo Finland, NIMD, CEMI and the Bulgarian School of Politics. There are several other organisations or foundations working with political parties and democracy after the Jasmin Revolution. No formal structure for coordination is given in the documentation. Tunisia School of Politics is a joint programme of NIMD and Demo Finland with which synergies and coordination are sought. CEMI, the partner, receives also funding from Konrad-Adenauer-Stiftung to complement the activities within the School of Politics. Additionally, CEMI has a separate programme with the European Council.

Myanmar

In Myanmar, there is a large number of international NGOs, foundations or donors working in institution-building, conflict resolution and/or policy frameworks. The most similar in contents to the project of Demo Finland and NIMD is the American International Republican Institute but the trainings it offers are short, one or two days, with very basic information given. The EU too funds political parties in Myanmar through the STEP programme, and Demo Finland and NIMD will join that consortium later in 2017. There is no other international NGO that is working on building capacities of state/regional politicians in multiple sessions and longer courses that focuses on political parties as well as on enhancing a culture of multiparty dialogue. No formal structure for coordination appears in the earlier documentation but in the current, ongoing multi-year plan regular meetings with other democracy support actors are foreseen, in order to support institutionalising the harmonisation and sharing best practices. The programme of Myanmar School of Politics provides a positive example and is based on coordination and cooperation with the Union Election Commission.

MFA coordination

Cooperation between Demo Finland and the CSO Unit regarding PBS is mainly administrative support for project management and therefore is somewhat distant from concrete project implementation. This has caused that the CSO Unit does not have knowledge of the details of the projects beyond project and PBS reporting, and the thematic and regional/geographical expertise is sought from the Embassies and sectoral advisors. The expertise of thematic advisors seems underutilized not systematically provided. The current desk officer has not visited any of the PBS projects, but in previous years MFA staff has visited Demo Finland's projects, and visitors from Demo Finland's projects to Finland always meet with MFA officers related to Demo's work. All CSO Unit officers manage several CSO, both PBS CSOs and organisation receiving project-based funding which limits the time s/he has for each CSO. There is also some concern with staff turnover, which affects continuity; this is a larger problem known at MFA.

Annual consultations with the MFA are considered useful by Demo Finland, but more informal communication in between the consultations would be even more useful. Usefulness of annual consultations is also person - based. Inter-

The expertise of MFA's thematic advisors underutilized and not systematically provided by the CSO Unit

views with Demo Finland and review of minutes of annual consultations indicate that there are no specific friction points between Demo Finland and MFA, and the coordination is satisfactory, although mainly merely administrative with the CSO Unit.

Information about the funding decision comes very late from the MFA. In this case planning precedes budget information which might result in unrealistic planning which decreases efficiency and ability to plan. The PBS funding decision by the MFA includes a statement that MFA keeps a right to adjust the funding allocation even for 2017. The Regional Departments and Units, embassies and thematic/sectoral advisors are also requested to comment on the PBS applications by CSO Unit, but as in the case of Unit for Southern and Western Africa, requests come during the summer holidays which affects possibilities to comment applications in-depth, although the timeframe for comments is at least five weeks, usually closer to two months.

Apart from in issues directly related to PBS, Demo Finland is proactive and meets and collaborates with the MFA

Apart from in issues directly related to PBS, Demo Finland is proactive and meets with the MFA, including the Minister of Foreign Trade and Development Cooperation, other Ministries and regularly with the senior management of the Department of Development Policy. Demo Finland communicates regularly with the desk officers and organizes various occasions with the Regional Departments, such as Women, Elections and Campaigns on the International Women's Day in 2017 with the Unit for Southern and Western Africa. Demo Finland is also invited, even to host, some visits of the Regional Department, such as European Endowment of Democracy in February 2017.

In addition, Demo Finland and the Communication Department of the MFA have published two publications together, Women's Role in Finnish Democracy, in English and Arabic (MFA, 2006) and Political Youth Organizations: Strengthening the Voice of Youth in Politics, in English and Nepalese (MFA, 2012b), and provides information on results for different communication and information purposes for the MFA.

Embassy support to coordination

Embassies are generally supportive and engaged in Demo Finland's activities

Coordination with the Embassy varies in different countries of operation. Usually Embassies are visited during visits to countries of operation.

No specific structure for coordination is detailed in the documentation nor on the possible role of the Embassy of Finland in Lusaka in supporting coordination (e.g. with the Fund for Local Cooperation managed by the Embassy). Interviews at the Embassy confirmed that coordination with the Finnish Embassy is limited, primarily because ZNWL is not a recipient of FLC support. Embassy, however, invites ZNWL in relevant meetings and when delegations visit. Regarding ZNWL visit to Finland, there will be a presentation organized by the Embassy to the stakeholders on lessons learned. Embassy has been also involved in Demo Finland/ZNWL project activities e.g. in terms of the National Councillors' Conference, during which the Embassy hosted a reception for councillors. During the IPU conference in Lusaka in 2016, the Embassy invited ZNWL to present Demo Finland´s programme to the Finnish MPs visiting the country. According to the Finnish Embassy in Myanmar, cooperation is fruitful and discussions have been held several times. Various Finnish and Dutch

Embassy staff have also participated in school of politics sessions, and opened the occasion at least three times. Regular meetings are also held with Finland's Ambassadors e.g. to Myanmar and Sri Lanka. None of the interviewed partners of Demo Finland raised the issue of Embassies' role in coordinating initiatives supported by Finnish CSOs, which might be because of a very special nature of democracy support. In Tunisia, the Finnish Embassy has been a strong supporter to the School of Politics. The Ambassador has trained the delegations of Tunisian politicians coming to peer exchange visits to Finland and hosted other sessions.

Parliament

There is regular coordination with the International Department of the Parliament and e.g. an International Democracy Day has been organized in collaboration with the Parliament annually since 2015. Demo Finland has been part of the briefings given for new Parliamentarians since 2015. They have also participated in the joint seminar between the Parliament and the World Bank for the parliamentarians of developing countries, and had their own session on equality. When Demo Finland's partner country parliamentarians or politicians are visiting Finland, the Parliament's International Department organises regularly visits with Finnish MPs. The Human Rights group of Finnish MPs is strongly supporting Demo Finland's work, and in general it enjoys close ties with the Parliament and is supported by the MPs which consider Demo Finland as a channel of their communication, according to interviews at the Parliament.

Complementarity and coherence of Demo Finland with the Finnish development co-operation

Linkages with other Finland's funding modalities

At a general level, Demo Finland's choice of partner countries can be considered complementary with Finnish development policies by concentrating (up to 2015) in traditional long-term partner countries (Tanzania, Nepal and Zambia). This suggests that Demo Finland's support to political parties in issues relating to women's political participation and that of the youth supports the other Finnish interventions by strengthening democratic systems.

There is a tendency to increasingly choose countries with whom Finland does not have a history of development cooperation. This is the case with Sri Lanka and Tunisia, although the latter was one of the very first partner countries of Finnish development cooperation for a short period in the 1960s. This should not necessarily be considered as lack of complementarity. Discussions with MFA and also as stated in the 2016 Development Policy Programme, Finland willingly sees CSOs engage in countries where there is no embassy with the implicit purpose of information gathering, and with the purpose of putting Finland "on the map" also in countries without official diplomatic representation. In this sense, the integration of Tunisia and Sri Lanka into the programme of Demo Finland can be considered complementary with Finnish international relations, with foreign policy.

Demo Finland's support is complementary mainly with some Fund for Local Cooperation (FLC) funding for example in Zambia (WiLDAF) and Tunisia, where organizations with similar focus areas have been funded through FLC.

Demo Finland's support is complementary mainly with some FLC funding for example in Zambia (WiLDAF) and Tunisia, where organizations with similar focus areas have been funded through FLC

NIMD as leading partner in consortium with Demo Finland implement a bi-lateral project on natural resource governance in Mozambique within the framework of Finland's country programme cooperation. It would not have been possible for Finland to get involved in such an initiative without the CSO funding channel and Demo Finland's specific expertise

No information is given in documentation of specific coordination or complementarity with other Finnish interventions, the only exception being Tanzania where Demo Finland started working after a visit to Finland by Tanzanian MPs originally at the initiative of the Embassy of Finland in Dar-es-Salaam.

Out of Demo Finland's countries of operation, bilateral country cooperation strategies 2016-2019 have been prepared only for Zambia and Myanmar. Of these, only the country strategy of Zambia mentions support for Finnish civil society organizations as one of the activities of the MFA, Demo Finland included among those operating in Zambia.

Added value to other development cooperation interventions of the Finnish Government

As of beginning of 2017, NIMD as leading partner in consortium with Demo Finland are implementing a bi-lateral project on natural resource governance in Mozambique within the framework of Finland's country programme cooperation. Demo Finland's participation in this bi-lateral project adds value to the bi-lateral funding modality and provides an example for CSOs on how to be a partner in such a funding channel.

According to the Finnish embassy in Mozambique, it would not have been possible for Finland to get involved in such an initiative without the CSO funding channel. Initiative includes capacity development of the National Parliament (Assembleia da República), selected (six) Provincial level Parliaments, as well as selected (3) municipal councils in monitoring of natural resources and developing legal frameworks, particularly related to extractive industries, including mining, gas and oil, which as a thematic area is a key for economy of the country and highly sensitive. Demo Finland/NIMD and the local partner Instituto Moçambicano para Democracia Multipartidaria (AIMD) have added value by bringing the appropriate expertise, approaches and methods. Initiative has created a lot of visibility, Finnish value added and Finland is in the frontline of developing this sector of high importance.

According to the interviews, MFA was looking for the best suitable implementer amongst the CSOs, as the situation in Mozambique is challenging, combined with various interest groups regarding sensitive natural resources. A CSO which had an opportunity and experience to operate in a difficult political context was needed and trust building was the key element. Demo Finland, together with NIMD and the local partner fulfilled the requirements in their tender proposal.

Contradictions in terms of policy objectives

Demo Finland's development co-operation interventions are fully in line with other MFA support or interventions such as bilateral and multilateral policies, and particularly with the democracy support policy, and there are no cases of contradiction in terms of policy objectives, as discussed in Chapter 4.1.4 on relevance.

There is a contradiction between the guidelines for civil society concerning the goal of "promoting vibrant civil society" which Demo Finland strives towards only indirectly, and up to the extent that political parties are considered parts of civil - and not political - society.

4.3 Efficiency

4.3.1 Results-based management practices

In this section, we assess:

- Has Demo Finland focused its planning on programmatic results?
- Has Demo Finland Partnership Finland adequate human resources?
- Has Demo Finland adequate financial management?
- Has Demo Finland applied results-based monitoring, evaluation and reporting?
- Has Demo Finland adequate risk management practices at place?

The MFA 2015 guidelines on RBM define the Results Chain Model – referring to inputs, activities, outputs, outcomes and impacts – as the key methodology for RBM (MFA, 2015d), emphasizing also a six-step risk management approach. The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. Although no specific methodology for results-based management (RBM) is imposed by the MFA, the CSOs are expected to have RBM systems with adequate planning, management and monitoring and evaluation (M&E). The CSOs have been able to select the RBM method most suitable for their organizational cultures, as long as they fulfil the following the key requirements:

Planning – The CSOs have to produce clear programme-level plans, based on their own strategies and taking into account Finland's development policy and related guidelines. Clear programmatic objectives with indicators are expected to be defined. The Programme Plan is considered as a strategy-level plan that covers the whole period of the programme concerned, while the Annual Plans form the operational level of planning in the process, where funding is provided annually.

Management – The CSOs are expected ensure adequate programme, staff and financial management. The programme management refers to clear management systems based on strategies, planning processes and systems, M&E and reporting systems, and systems for using M&E data in management for learning. Staff management includes elements such as staffing plans, clear job descriptions and organograms, frequent development discussions and continuous staff training. Financial management comprises systems for budgeting, financial management and reporting and auditing.

Monitoring and evaluation – The CSOs need to prepare Annual Reports for the MFA summarizing the lessons learnt from the monitoring and evaluation processes. The reports are expected to highlight results of the work by the CSOs, including their sustainability.

Box 3. MFA Risk Management Approach

The risk management approach defined in the RBM guidelines includes the following steps:

- Determine the contextual risks such as global, region / country-level or global / thematic political risks.
- Identify potential programmatic and institutional risks. This includes, for example, programme failure or programme creating adverse impacts in the external environment. Institutional risks are for example related to internal risks of the partner or donor, or operational security and reputational risk issues.
- Estimate the level of likelihood and impact for risks with low/medium/high categories.
- Identify main risks according to their likelihood and impact with focus on risks with high likelihood and high impact.
- Identify risk response measures such as mitigation measures and/or avoidance of risk through reformulation of the programme/project.
- Active risk mitigation strategy during the implementation of interventions, including monitoring of risks and implementation of risk mitigation when necessary.

Source: MFA, 2015d.

Planning

The draft Programme Manual guides the PBS development process

Demo Finland was shifted to the PBS scheme in the middle of its ongoing strategy (2013-2015) by a unilateral initiative of MFA. Therefore, no PBS programme plan prior to 2016-2018 exists, and the same project documentation as before PBS was used as basis of funding. The PBS framework programme for 2016-2018 has been developed in line with Demo Finland's overall strategy and objectives, and covers the whole programme period. The draft Programme Manual (Demo Finland, 2016c) has guided the PBS development process.

Until very lately, Demo Finland has been using the Project Cycle Management method (PCM) with the Logical Framework Approach (LFA) but has started to shift into the Theory of Change method in 2016. According to the old Project Manual (Demo Finland, 2014a), the PCM terminology used by Demo Finland is identification, design, implementation, monitoring and evaluation.

Demo Finland selects its operating countries according to the political opportunity when a country presents a political opening and the beginning of a democratisation process. This applies to all except the African countries where the cooperation initiated in direct relation to the Finnish development cooperation and MFA. The basic idea, which normally is followed, is upon invitation or expression of need by a partner or by political actors.

Demo Finland's selection of partners has been very successful. Partner selection is based on the principles of Demo Finland's democracy support: the projects are to have high local ownership by the implementing partner, partners must have a multiparty basis and be inclusive and impartial in relation to political parties. The initiatives for cooperation in different countries have been diverse (see Annex 8 on partner selection). However different the country cases might be, their common denominator is that the partner selection has been based on thorough situation analysis, fact finding missions and organisational

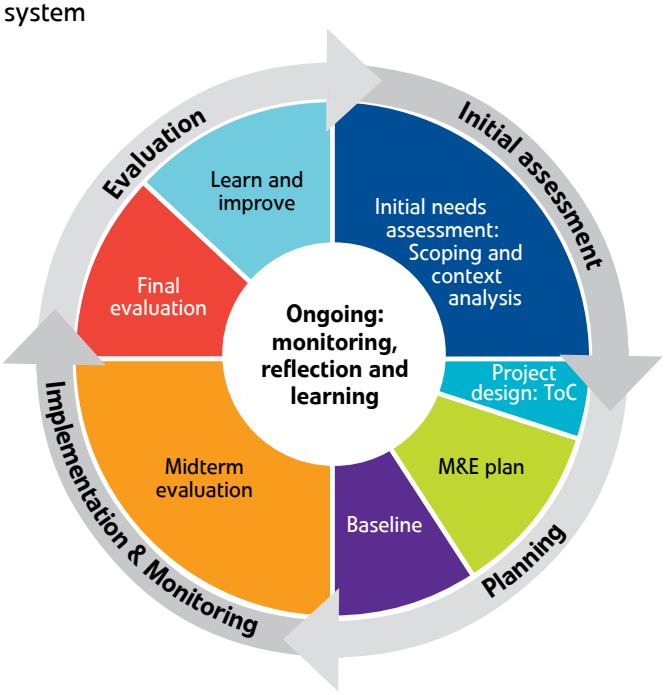
surveys to ensure impartiality of and trust in a partner by all the local political parties, and guarantee a certain organisational capacity to implement the project/s. Lately, Demo Finland, together with NIMD, uses an organisational scan instrument and a political scan toolkit for assessing the prospective partner's suitability.

The local partner can be an NGO, a multi-party forum, a non-partisan external facilitator between political parties or similar. In practice, the local partner is/has been a coalition or lobby of women politicians (duty bearers, Tanzania), in Zambia a women's NGO, in Tunisia a research centre (CEMI) and in Sri Lanka an NGO (OTI). In all cases except in Tanzania (and Myanmar where there is no local partner), the local partner existed before Demo Finland's activities in the respective country. All partners are well-established actors in their own countries. The oldest partner of the ongoing programme countries, CEMI, has already become practically an independent democracy actor in Tunisia, and the same applies to the Tanzanian Women's Cross-Party Platform (TWCP), created by Demo Finland's project between 2006 and 2015.

Monitoring

As of 2016, Demo Finland has aligned its terminology with the Theory of Change model (ToC), but this system is not yet been properly in use. According to the new ToC model, the monitoring and evaluation system will consist of an initial needs assessment and context analysis to design the project based on ToC. Objectives are divided into different levels by political system, political actor and political culture, and each level has its outcomes, results and their respective indicators. The new programme management and evaluation system is presented in the Figure 3.

Figure 3: Demo Finland's new Theory of Change based programme management system



Source: NIMD, 2016a

M&E system will consist of an initial needs assessment and context analysis to design the project based on ToC, when ToC model fully in use

A fusion of the programme M&E and project/programme management system with NIMD, and a system is in place

During the year 2016, Demo Finland has practically made a fusion of its programme monitoring and evaluation and project/programme management system with its consortium partner, NIMD. The two organisations have together defined the overall objective at three levels (political system, political actor, political culture), each with its ToC, which will make it easier to measure progress. There are specific menus of indicators, country-specific monitoring and evaluation matrixes and indicator reference sheets. The outcome level measuring of indicators is done in three phases: baseline, mid-term and final evaluation. The indicators are three types: outcome indicators for long-term programme achievements, intermediate indicators and output or short term (activity) indicators. Demo Finland's partner NIMD has prepared a data collection toolkit, a political scan tool to assess the political arena, the capabilities of political parties and the behaviour of political actors. Use of the tool depends in the country context. It has mainly used by external researchers and experts in a country to analyse the political situation in a country, e.g. in Myanmar as part of the project identification. In Zambia, it was also used with the government participants together with external actors. Demo Finland has also adopted the organisational scan tool of NIMD to assess the strengths and weaknesses of partners in the field. Demo Finland has also its own Programme Manual for partners.

In democracy support, progress is very difficult to measure, not only because data on political parties' strengthening is difficult to access but because elections present surprises

The monitoring and evaluation system consists of frequent monitoring visits made my Demo Finland with a checklist including administrative and financial issues (Demo Finland, 2014b). Additionally, the partners are supposed to make a detailed monitoring plan at the start of a project and regularly collect data according to the indicators. Each project has its objectives which together are expected to contribute to the programme level objective/s. At this level, Demo Finland's objective is strengthening a pluralistic and inclusive multi-party system (in three aspects: political system level, political actor level and political culture level), but there is no overall objective which could be monitored as such, but country level indicators contribute to specific objectives defined at the programme level. In general, it should be underlined that in democracy support, progress is very difficult to measure, much more than in most other types of development work, not only because data on political parties' strengthening is difficult to access but because elections present surprises.

Reporting does not capture the qualitative change, outcome and impact aspects, yet

Developments towards more results- and impact-based thinking are very recent. Demo Finland's focus is on attitudinal changes, which are very difficult to measure and depend largely on external factors. The impact of Demo Finland's projects (alone or in consortium with NIMD) is not always reported upon in annual reports although some elements of impact, without mentioning the evaluation concept, can be inferred from them. The four available evaluations give a very similar description about impact even when not explicitly mentioning the concept, and expressions are only qualitative. Reporting up to now was LFA-based and has not provided information on impact. Reporting does not capture the qualitative change, outcome and impact aspects, yet. Stories of change and outcome harvesting are not yet utilized as information gathering tools, or score cards to follow whether the underlying assumption holds.

NIMD guidance for narrative annual plan 2017 preparation includes a more analytical, and ToC -based reporting requirement also for partners. It includes

problem analysis and ToC update, programme outlook based on the three defined pathways, gender and a detailed fund-raising plan. This more analytical reporting will serve the purposes of more programmatic reporting.

In the older documentation, there are few or no indicators but in the newer programme documents, indicators to measure outcomes and results are used. For instance, in the case of Tunisia (CEMI-NIMD-Demo Finland, n.d.), the indicator for the outcome "Interest in consulting, collaborating, harmonizing, being responsive and a sense of trust and mutual understanding among and between political and civic actors" is the percentage of political actors who indicate they interact with civic actors at least one every month. Another example, for the outcome "Political actors voice and monitor citizen interests" the indicator is the number of published political documents by political parties that indicate being based on inputs from their defined support base (potential voters). The same indicators are used for the project in Myanmar (NIMD-Demo, 2016).

Reporting, both financial and narrative is done quarterly and annually. Annual reporting started when joining the PBS. According to the documentation, communication, monitoring and reporting to Demo Finland by partners are efficient. Reporting is informative and of good quality. At the country level, as indicated in the interviews in Zambia, it is considered time-consuming. On the other hand, it provides a possibility for reflection and has been used and appreciated as such. Formats used are Demo Finland's formats and in general, all reporting by different donors is done based on their specific reporting formats and systems which decreases efficiency. Currently, there is no database/system for knowledge management.

Financial reports are very detailed and reporting is done receipt by receipt, as confirmed during the country visit in Zambia. Both narrative and financial reporting is in compliance with MFA requirements. Reporting of Demo Finland (and NIMD) includes also the situation of civil and political rights, and the CCOs of gender equality and inclusiveness. The baseline for Myanmar (NIMD-AWEPA, 2016a) includes the CCOs of gender equality and inclusiveness. In general, country contexts are described in terms of the extent of civil and political rights and the promotion of two marginalised groups, women and youth politicians, in politics. For Tunisia, the baseline was carried out only in 2016 and it uses the same concepts as the one for Myanmar, gender and inclusiveness (NIMD, 2016b). Template for partner reporting (NIMD, 2017) mentions gender and inclusion as points to report upon.

Compared to other donors, interviews with partners indicate that Demo Finland actively follows up the work, and in this respect, is better than other partners. The relationship with Demo Finland is considered as a working relationship, where feedback is received which enhances the efficiency quality. The alignment with a consortium partner, in this case NIMD, can be seen as an exemplary case of institutional cooperation between organizations from two different countries.

The relationship with Demo Finland is considered by partners as such a working relationship, where work is actively followed up and feedback received, which enhances the efficiency quality

Regularity of evaluations and incorporation of recommendations

A comprehensive evaluation of Demo Finland's projects was carried out in 2009 (MFA, 2009), which confusingly calls Demo Finland's activities a "programme"

in the meaning of the totality of projects. The evaluation, which was carried out four years before the PBS period started for Demo Finland, concluded that the "programme" was weak in evaluability due to changing logical framework definitions, few measurable indicators and general assessments with unclear basis. On the other hand, the finding is a logical conclusion in all democracy support due to a large number of intervening factors such as changing political configurations and unexpected election results. Many, if not all, of the findings of the report are now out of date as significant progress has been made in the monitoring and evaluation system, the increasing use of RBM tools and the change towards a Theory of Change approach, in 2016.

After the 2009 evaluation, only project evaluations have been carried out on the work of Demo Finland, and two (out of four) of these are final evaluations. The programme in Zambia has been evaluated in 2015 (Demo Finland, 2015b), an end of project evaluation of the Tanzanian project was carried out in May 2015 (Demo Finland, 2015a) (about four months before the budget cuts from Finland were decided by the MFA) and a Mid-term Review and Final Evaluation of the project in Nepal in 2014 (Demo Finland, 2014c) and 2015 (Demo Finland, 2015c) respectively.

All evaluations have been quite recent, and incorporation of recommendations of the evaluation in Zambia is still on-going. It is noted, though, that the major part of evaluations (Nepal and Tanzania) are mainly final evaluations just before the projects in these countries were closed, making impossible to integrate the recommendations into practice. The report of Tanzanian project is very critical, but mostly tells about the failures and weaknesses of the Tanzanian Women's Cross-Party Platform and not about Demo Finland support as such, up to the level where it is difficult, if not impossible, to say to what extent the observed failures and weaknesses of the Platform are at all due to failures in Demo Finland's support to its "creation", the TWCP. In the management response to the evaluation, Demo Finland agrees with most recommendations and partially in two specific recommendations dealing with the organizational structure of the Women's Platform. To the evaluation team it seems evident that Demo Finland should pay attention to the frequency, proper timing in the project cycle and the overall quality of the evaluation function of its projects.

Risk management

Recent, well-developed RBM and quality control mechanisms include tools for risk management

Demo Finland's thematic focus on multi-party democracy backed up by a strong partner enhances capacity and knowledge, and has provided examples of and on-going alignment with well-developed RBM and quality control mechanisms including risk management. Data collection toolkit, a political scan tool has been prepared by NIMD to assess the political arena, the capabilities of political parties and the behaviour of political actors. The project plans of Demo Finland include a risk analysis as part of the format of funding applications. It has also adopted the organisational scan tool of NIMD to assess the strengths and weaknesses of partners in the countries of operation, especially when screening new partners.

For Demo Finland, the negative surprise and risk of elections was materialised in Nepal in 2013 that deleted much of what had been achieved during the project due to revived animosities between political parties, and rising political

tension which made the cross-party dialogue more difficult than in the previous years. The mid-term evaluation (Demo Finland, 2014c) and final evaluation (Demo Finland, 2015c) of the project show that after the elections the new government prioritized economic development and wanted to gear the project towards that direction. Even though there was "consensus" that the project was relevant for the youth, this 'dilution' of objectives away from Demo Finland's core competence made it easier for Demo Finland to withdraw its support, also in view of the forthcoming budget cuts. This example shows that Demo Finland is able to act in problematic situations when facing hard decisions of exiting.

Management

Management structure and division of responsibilities

Demo Finland's decision-making structure, management structure and division of responsibilities are clear, with well-defined accountability structure, as confirmed in the interviews. It is presented in detail in the Annex 9. Organisational structure is formed by an Assembly (Association's meeting) which is the highest body of Demo Finland. Most importantly, the Assembly elects the Board (of Directors) in which Finnish parliamentary parties are represented according to their seats in the Parliament (one representative per each party lot of 25 MPs holding seats - there are 200 MPs in total in the Finnish Parliament). The Board meets on the average every two months, and it is in charge of the strategic policies of Demo Finland. The Executive Director works under the guidance and supervision of the Board and leads the activities of Demo Finland so that it can fulfil the strategic goals set for the organisation.

Decision-making structure, management structure and division of responsibilities are clear, with well-defined accountability structure

The Director of Programmes is in charge of the development of the programme and its management. At the country level, the local partners organise the activities, carry out monitoring and financial management, and report back to Demo Finland. There are (or were) two exceptions, Nepal and Myanmar where the implementation was/is done directly by Demo Finland (in Myanmar together with NIMD) due to lack of suitable local partners.

Human resources

As a result of the budget cuts by the Government of Finland, the number of staff was reduced to half. Due to the small number of staff, the formulation of new project proposals for other funding sources, such as EU, is challenging. In the office (headquarters) in Helsinki, there are four staff members, down from eight before the cuts of 2015. The Director of Programmes is in charge of the development of the programme and its management. Before the cuts there was the specific function of a Programme Manager since 2008. When the budget cuts came into effect, end of 2015, the tasks formerly carried out by this position have been assumed by all the programme management, who implement and report on projects according to focus area and country. There is a financial and administrative coordinator and a person in charge of external communications and advocacy activities and of the design of communications policies internally in Finland. In the field, Demo Finland together with NIMD holds an office in Myanmar with one international (Dutch) and four local staff members. Additional staff in the Helsinki office, though not related to the PBS funding, include a new (January 2017) full-time person engaged in a Finnish bilateral

As a result of the budget cuts, the number of staff was reduced to half and is very limited

project in Mozambique, the implementation of which Demo Finland with NIMD and the local partner AIMD won in a tender process at the MFA. All staff of Demo Finland are professionals with background in development cooperation.

All staff are primarily PBS funded, apart from some very marginal contribution from the membership fees. As the number of staff is limited, inclusion of CCOs in programming is the responsibility of all staff members. It is particularly important to strengthen the programme management to be able to provide project-specific and highly appreciated technical support to the projects. As Demo Finland's focus and niche is on providing gender expertise e.g. in collaboration with NIMD, gender expertise should be strengthened. In addition, human resources regarding global education and other work with Parliamentarians and other politicians in Finland require strengthening.

Adequacy of resources to achieve outputs

The budget cuts by MFA had a significant impact on effectiveness of Demo Finland's work. The PBS programme had to be fully modified to adapt to the cuts. Regarding the programme, two large programmes in Nepal and Tanzania had to be ended, although in the case of Nepal the decision was also prompted by the difficulties encountered by the project in this country. It has also affected the level of advocacy work and preparation of information materials.

Demo Finland, as an organization, is fully dependent of PBS funding at the moment. As an organization set up by political parties, its individual fund-raising options are very limited, which makes it different from other CSOs

The cuts put in jeopardy Demo Finland's capacity to generate new additional funding for its operations. Demo Finland, as an organization, is fully dependent of PBS funding at the moment. As it is an organization set up by political parties, its individual fund-raising options are very limited, which makes it different from other CSOs. External EU funding is used to complement the PBS funding. The bi-lateral project implemented by NIMD, Demo Finland and AIMD (local partner) in Mozambique (as of January 2017) has allowed to hire one person to manage the project but does not significantly ease the financial situation.

Demo Finland receives PBS funding from the same scheme as CSOs while not really being a civil society organization in a strict sense, but an organization founded by and for political parties.

Contrary to the Regional and Development Policy Departments that earlier gave project funding to Demo Finland, the CSO Unit now expects self-financing, in line with the PBS rules. Until now, Demo Finland has been exempted from the self-financing requirement, and agreeing on the self-financing level has taken significant time to agree on, thereby affecting also efficiency of the Demo Finland and its Board members. A 2% self-financing requirement has been recently proposed by the MFA, which Demo Finland probably would be able to fulfil. Earlier it was discussed to situate the requirement at 5% which would have put its operations at stake, because its fund-raising possibilities outside of its member parties are more limited than other CSOs and impartiality is at risk if funds are received from private sources. In 2016-2017 that would have meant approx. € 30,000 to be covered by Demo Finland, compared to the € 10,000 raised as membership fees. This had made Demo Finland tighten relations with NIMD up to the point where Demo Finland's existence also partly depends on NIMD.

Therefore, PBS has rather made financing more challenging for Demo Finland than the earlier arrangement of project funding.

When compared with other Nordic countries, MFA practices put Demo Finland in a disadvantaged position as MFA does not accept external funding (e.g. EU) as own fund-raising. In Sweden and Norway, their MFAs fund parties' own projects. In Denmark, a similar organization as Demo Finland called Danish Institute for Parties and Democracy (DIPD) is established by law, and parties do not even pay membership fees. In the Netherlands for NIMD, funding proportions of other external donors fulfil the criteria and are calculated as self-financing.

Time allocated by parliamentarians and politicians for the activities of Demo Finland e.g. political schools as speakers is a strong indication of ownership and commitment, but not calculated as contribution of political parties adding to membership fees already paid. Since 2013, 50 parliamentarians (15 men) have participated in Demo Finland's activities in countries of operation, which adds up to a significant amount of time allocated. This in addition to the time allocated by the members of the Board.

Financial management

According to the PBS -related audit reports (CEMI, 2014; Khin Su Thay & Associates, 2016) and other financial reporting by partners, there are only slight variations between planned/budgeted amounts and expenses. The budget of Demo Finland, especially after the cuts of 2015, is so small that there is practically no margin to variate from the budgeted expenses. As an example, one can mention a new issue arising in 2017, when the annual partner meeting of NIMD has been moved to South Africa by NIMD instead of The Hague, resulting in that Demo Finland staff will not be able to finance the travel there without renouncing to their salaries.

Evaluation reports and annual reports only give an assessment of efficiency in the sense if the planned activities were carried out within the given budget. Value for money has not been measured for the projects of Demo Finland, nor have any unit cost been assessed or evaluated. Measuring unit costs and cost-efficiency is not thereby possible for this evaluation. Review of the audit reports implies that the financial management has been in compliance with the MFA instructions, and relatively efficient.

As proxy indicator of efficiency, one can use the percentage used for programme administration. For Demo Finland, the central administration in Helsinki has used 5-7% of total annual expenditure in 2013-2015. This does not include the partner organisations' administrative costs which are included in project costs (as probably are the new lines for publicity, planning and evaluation costs introduced in the 2016 budget). The budget cuts of 2015 have squeezed the administrative costs down from 7% in 2013 to 5% in 2015. It should be noted that staff salaries are not included in the expenditure but in project costs.

Coverage of administration costs of partners is very limited and includes only salaries. Contributions beyond those funded (partly or full-time) by Demo Finland, are also needed e.g. in Zambia and used to ensure efficient implementation (e.g. capacity development). Even if not directly funded by Demo Finland,

When compared with other Nordic countries, MFA practices put Demo Finland in a disadvantaged position as MFA does not accept external funding (e.g. EU) as own fund-raising

Time allocated by parliamentarians and politicians for the activities is a strong indication of ownership and commitment, but not calculated as contribution of political parties adding to membership fees already paid

According to audit reports and with some reservations by auditors in Nepal, the financial management of partners has been correct, and the accounts match with cash receipts and disbursements

this implies that ZNWL as an organisation is willing to utilize all available resources to ensure efficient implementation.

According to audit reports (2010-2015), not available for Tanzania (because audited in Finland as part of Demo Finland's organisational audits) and with some reservations by auditors in Nepal, the financial management of partners has been correct, and the accounts match with cash receipts and disbursements.

4.3.2 Management of programme-based support by the MFA

Cooperation between Demo Finland and the CSO Unit is mainly administrative

In this section, we assess:

- Has the MFA adequate framework and resources for overseeing Demo Finland's work?
- Has the MFA incentivized and supported results-based management by the Demo Finland?

Here we discuss the role of the MFA in efficient management of PBS.

Cooperation between Demo Finland and the CSO Unit is mainly administrative and therefore is somewhat distant from project implementation. This has caused that the CSO Unit does not have knowledge of the details of the projects beyond project and PBS reporting. The current desk officer has not visited any of the PBS projects, but in previous years MFA staff has visited Demo Finland's projects, and visitors from Demo Finland's projects to Finland always meet with MFA officers related to Demo's work. All CSO Unit officers manage several CSOs, both PBS CSOs and organisations receiving project-based funding which limits the time s/he has for each CSO. There is also some concern with staff turnover which affects continuity; this is a larger problem known at MFA.

Annual consultations with the MFA are considered useful by Demo Finland, but more informal communication in between negotiations is even more useful, but its usefulness is person-based. Annual consultations provide an opportunity for concrete feedback to the CSO by MFA. Insufficient knowledge within the CSO Unit, partly due to their mandate to focus on administration and management of the PBS and limited use of other available resources within the MFA e.g. thematic and sectoral advisors to respond to various thematic focus areas of different CSOs, such as democracy support in case of Demo Finland, makes the feedback remain at the level of administration.

Guidance by the MFA has not been result- and/or need-based. Interviews with the MFA imply that as objectives of the PBS have been only vaguely formulated and that there has not been clarity on what the expected outcomes should be. CSOs applying for PBS funding also come from different situations and some were not previously PBS recipients, e.g. Demo Finland. It has not been clearly communicated to CSOs what reports should actually include. It has also been unclear whether core funding to partner organisations could/should be provided, which has given the CSOs a possibility to either include it or not.

The funding decision from the MFA comes very late in the year preceding the next PBS cycle. In this case, planning precedes the information about the allocated PBS funding, which may result in unrealistic planning which decreases efficiency. It results in waste of resources in planning; and this problem applies to all CSOs in the PBS funding scheme.

4.4 Effectiveness

4.4.1 Achievement of outputs

In this section, we assess:

- Have the Demo Finland's PBS outputs matched the intended targets?
- Have the Demo Finland's PBS outputs been of good quality?

In this evaluation, outputs refer to CSO activities such as capacity building, service and goods provision, networking and exchanges as well as advocacy in partner countries and Finland.

Reporting of Demo Finland's PBS does not explicitly reflect on the extent to which the targets have been achieved in terms of absolute or relative terms; that is, reporting is done by contrasting planned and implemented activities and therefore the available information on outputs is only quantitative. Review of project reports (e.g. NIMD-Demo-MySoP, 2015; Demo Finland, 2013) and Demo Finland's annual reports to MFA (Demo Finland, s.d. Annual Reports 2013, 2014, 2015) indicates that projects have largely, and in general, been carried out according to plans, and the outputs have been produced timely, or ahead of plans. The quality of the outputs can only be inferred based on the outcomes of the outputs, in the line of logic that if a school of politics training has been of high quality, more candidates who have participated in the school of politics get elected in elections.

Projects have largely, and in general, been carried out according to plans, and the outputs have been produced timely, or ahead of plans. The quality of the outputs can only be inferred based on the outcomes of the outputs, in the line of logic that if a school of politics training has been of high quality, more candidates who have participated in the school of politics get elected in elections

In Zambia, the planned outputs have been generally met but external factors e.g. related to last elections (the last-minute requirement imposed by the new Constitution that candidates had to have at least the 12th grade completed) affected negatively the timing and quality of some activities - they were efficiently carried out but too late to have maximum impact, as also evidenced during the field mission. It is reported that more than 7,000 women and men have participated in the training and other sessions with Demo Finland's support to the 'Women in Politics - Strengthening Women in Local Governance for Increased Participation in Politics' project in Zambia. In five local governance levels, women's platforms are operational. In Tunisia, the School of Politics quickly consolidated itself as the most favoured school of politics by the political parties. More than 100 young generation politicians have been trained annually in multiparty democracy. Out of the alumni, 14 were elected in 2014 elections for the parliament and three as ministers. In the elections 25% of the 200 alumni were as candidates. It is notable that 32 young representatives of the Constituting Assembly (2014) had participated in the TSoP's first course after the revolution.

In Zambia, the planned outputs have been generally met but external factors affected negatively the timing and quality of some activities

In Myanmar, the School of Politics has been working as planned. During the pilot phase, Myanmar School of Politics (MySoP) organized six well-received 4-week training courses for 15-20 politicians per course, in three states. Seventeen alumni of the pilot phase were candidates in 2015 elections and five became elected to federal or national parliaments. In 2015, a training was organized in Thailand for the elected representatives of different federal parliaments of Myanmar. Collaboration agreement with the Union Election Com-

In Myanmar, the School of Politics has been working as planned

mission guarantees official support for implementation. With the MFA funding, additional five basic political school courses have been organized in the same geographical area focusing on cross-party dialogue, programmatic work of the parties and (gender) equality. Tailor-made workshops for alumni have also been organized with already trained politicians.

The Sri Lankan Youth for Democracy project has been working as planned and even exceeded expectations

The Sri Lankan Youth for Democracy project has been working as planned and even exceeded expectations: in 2015 during the pilot phase, five workshops were organised instead of the planned four, with minister and high diplomat-level visitors; nearly 100 young people from 13 political parties participated in them.

The programme budget heavily restricts the capacity development aspect as a whole, and organisational capacity development has been offered to partners in relation to project implementation only

The programme budget of Demo Finland heavily restricts the capacity development aspect as a whole, and organisational capacity development has been offered to partners in relation to project implementation only. Capacity development beyond project implementation, for instance in the form of core funding and organisation of training of partners, is far beyond the financial scope of Demo Finland. Although Demo Finland, together with NIMD, has a plan for institutional learning, this is not well reflected in the reporting by the partner/beneficiary organisations whose reporting continues mainly being based on contrasting planned and implemented activities.

Advocacy within the Finnish Parliament and political parties has been relatively successful based on interviews, but there is lack of evidence-based information

Advocacy within the Finnish Parliament and political parties has been relatively successful, assessing it based on interviews with parliamentarians and other politicians. There is no evidence-based information available, though, as results are not reported on and the work has not been evaluated.

The basis of Demo Finland's work is in the cooperation in common projects of Finnish political parties and MPs or former MPs and those of emerging democracies. Demo Finland enjoys a certain ownership and legitimacy among the Finnish MPs and the Finnish Parliament. This is evidenced, for example, in a resolution of the Foreign Affairs Committee from 2014 stressing the role of democracy support of the Finnish Parliament in Finnish development cooperation (Eduskunta, 2014), and in the memorandum in 2016 of the Foreign Affairs Committee on Demo Finland's role in the bridging of Finnish parliamentarians with their counterparts in partner countries (Eduskunta, 2016). In 2014 already, the Committee acknowledged Demo Finland as a key actor in democracy support and recommended that is should be funded accordingly. Since the beginning, the political youth and student organizations as well as political parties' women's wings have been in the focus of Demo Finland´s work.

In 2016, a group of young Finnish parliamentarians and/or parliamentary assistants at the Finnish Parliament participated in a workshop in Sri Lanka, in the context of Demo Finland's project. Two of them are members of the Board of Demo Finland and were interviewed in the context of this evaluation. According to the interviews, the visit had made a lasting positive impression and reinforced their commitment towards international democracy support.

4.4.2 Achievement of outcomes

In this section, we assess:

- Has the Demo Finland's development co-operation work yielded intended outcomes?
- Have the Demo Finland's outcomes been significant and have there been unintended outcomes?

In this evaluation, outcomes refer to CSO achievements such as strengthened capacity for example in terms of skills, financing and organizational strength, access to quality services, increased awareness or improved legislation.

Regarding outcomes, promotion of multi-party democracy is a sensitive issue and the actual transformation of thinking within the political parties takes time. Demo Finland/NIMD has been instrumental in bringing in the idea of multi-party or cross-party cooperation concept, as stated in majority of interviews. Translating trust, which has been built, in better policies and more democratic practises is still a challenge. For example, in Zambia, strategic focus mostly on getting women elected in numbers has worked but is not sufficient to make a significant transformative change. Policy advocacy for changing the policy frameworks, regulatory framework of candidate adoption e.g. quotas for women in the candidate list, promotion of gender equity and equality act and policy implementation etc. is required for that to happen. In general, budget is limited compared to demand and actual needs.

Translating trust, which has been built, in better policies and more democratic practises is still a challenge

All in all, the success factors have been the provision of a neutral space for participants (women/youth) of the political parties to meet, strategize and/or reconcile which has led to collaboration across party lines; allowing sufficient time for trust building (key in sustaining outcomes); highly participatory approach; methodology for conflict resolution; skilled staff at all levels; and good examples from Finland in both Finnish parliamentarians and politicians visiting and participating in the activities of Demo Finland and target groups visiting Finland. These visits have created positive Finland branding as a democratic, stable country as a result of cooperation and visits to Finland well beyond the money spent, as stated by some of the interviewed embassy staff.

Key success factor has been provision of a neutral space for participants (women/youth) of the political parties to meet, strategize and/or reconcile and trust building which has led to collaboration across party lines

Zambia

In Zambia, there have been outcomes (political parties nominating female candidates after serious lobbying by the ZNWL, and some parties have incorporated gender clauses in their constitutions), although all the reports do not make the distinction between outputs and outcomes. Based on the reporting (Demo Finland, 2015a, Demo Finland, 2015b) and as evidenced during the field mission, there have been significant outcomes such as women politicians feeling empowered, traditional community leaders sensitised to encourage women's participation in politics or local women politicians' forums being integrated organically to party structures on the national level. Some unintended positive results were reported on, too. Women councillors of a project district have visited a non-project district by own initiative to share experiences and sensitise their colleagues on the importance of cross-party cooperation between women,

and in one project district, female politicians had started lobbying at own initiative for the rights of women to own land.

In Zambia, Demo Finland was instrumental in bringing the idea of multi-party or cross-party cooperation concept which was further operationalized by ZNWL. Demo Finland's added value is that before their support started, it was not possible to bring different parties together in one meeting. It was possible to work with each party separately, but not in a same meeting. The idea of cross-party cooperation came from Demo Finland. According to the interviewed councillors, in the beginning it was not easy to cooperate, but having the neutral space to discuss made women from different parties to realize that "after all we are all the same and have similar concerns". Prior to Demo Finland's support even the Minister of Gender tried to work with women from political parties but this was not successful.

Interviewed multi-party councillors confirmed that without having a neutral facilitator and a neutral space, they could not continue joint discussions. They also confirmed that ZNWL is the most appropriate CSO to lead such action, as this is their core function. This naturally means that the democracy support provided has not yet led to sustainability of activities. It needs to be recognized though, that promotion of multi-party democracy is a sensitive issue and the actual transformation of thinking within the political parties takes time. The way the project is structured i.e. having a multi-party advisory group has added value and is a functioning mechanism.

In Zambia, support has been able to bring together women from different political parties to share a common platform and discuss issues affecting women in politics; increase the knowledge levels and assertiveness of aspiring candidates; and communities to appreciate the value of having women in the local government as councillors

The project developed a very good relationship with the councils. This was evident in the discussions with the council secretaries/town clerks. It also contributed to improved knowledge levels and assertiveness of both the aspiring and sitting councillors. It was observed that the aspiring and sitting councillors were more comfortable with themselves and in their interactions with other party members, and as indicated in the recent evaluation (Demo Finland, 2015b) within their parties and with the communities.

The radio programmes provided an opportunity to reach a lot of people but, as implied in the interviews with councillors, community discussion forums and drama performances were the most instrumental in informing and contributing to societal change in the meetings with electorates, and in the way the communities perceive women in politics. The WIP Forums and the activities supporting party women's wings have been effective in creating an atmosphere where women from different political parties can share ideas on how to improve their support to women who want to participate in politics, as evidenced during the field mission and in the evaluation of the project in Zambia (Demo Finland, 2015b). It was recognised from the people interviewed that these activities have been able to improve the knowledge levels and assertiveness of women in political parties. Despite, these positive changes, it is difficult for these structures to take up their resolutions especially those concerned with supporting a candidate from another political party into their party because each political party would like to win.

The project has been able to bring together women from different political parties to share a common platform and discuss issues affecting women in politics. The project has been able to increase the knowledge levels and assertive-

ness of aspiring candidates through the workshops, the community discussion forums and the drama performances. It has also been able to reach to the communities and they have been made to appreciate the value of having women in the local government as councillors. However, there is need to improve on the level of outreach to include the rural areas and the use of existing women organisations and improving on the frequency (number of activities) with the communities. The project design needs to be clear on the in-built sets of indicators and yardsticks for the specific objectives and activities to be able to determine the project effectiveness.

Funding limitations restrict core funding of partners beyond project-specific capacity development. Interviews with ZNWL staff indicate that Demo Finland's support has improved their quality of work through reporting and constructive feedback. A challenge is that currently there is no M&E person in the ZNWL team, but Demo Finland supported participation of the ZNWL staff in M&E training (outcome based reporting) provided by the University of Zambia which according to ZNWL, enhanced the skills of each staff member. Reporting reflects only the capacity built of the political parties, not the partners.

Tunisia

In Tunisia, a country with high educational level of youth in general, the TSoP has since the very beginning been effective in progressing towards one specific objective, that of increasing politically active youth's capacities and contributing to young politicians becoming more proactive in shaping the political agenda. By the end of 2014, 18 of the 40 graduates of the TSoP had been appointed at the top of parties' electoral lists, and 14 were elected MPs (Demo Finland, s.d. Annual report 2014). Also, the School itself became in a short time the institutionalised reference point of political training endorsed by the main political parties. According to reports, the project "surpassed expectations" and the quality of deliverables has been "of particularly high level". A number of alumni of the School are considered as real future leaders in decision-making, and the impact of the TSoP, if not decisive, is at least significant in the formation of a new generation of politicians who appear in the media or are located in executive offices of political parties, very close to the centres of decision-making. These are clearly outcomes (and approaching impact), not only outputs. One indicator of high degree of effectiveness (or impact) is the reported detail that political parties prefer to send their best future hopes/promises to the courses of TSoP, unlike to other political courses. There is, however, ***no direct*** indication concerning the role of TSoP in the formulation of the new Constitution (2014) which has been internationally praised (guarantees of freedom of religion, respect of human rights and prohibition of inciting violence) although it is known that 32 TSoP alumni were involved in the Constituent Assembly that drafted the new Constitution. Additionally, TSoP alumni participated in the National Dialogue Process which won the Nobel Peace Prize in 2015 for their contribution to national reconciliation.

Thirty-two members of the Constituent Assembly in 2013 were also participants of the first and second group of TSoP classes. These persons are now alumni of TSoP, among which five ministers in the current government. Most of these 32 persons, who were simultaneously members of the Constituent Assembly and

In Tunisia, the TSoP itself became in a short time the institutionalised reference point of political training endorsed by the main political parties

TSoP alumni participated in the National Dialogue Process which won the Nobel Peace Prize in 2015 for their contribution to national reconciliation

Thirty-two members of the Constituent Assembly in 2013 were also participants of the first and second group of TSoP classes. These persons are now alumni of TSoP, among which five ministers in the current government

TSoP classes, participated also in the National Dialogue process, which was facilitated by the Quartet and received the Nobel Prize in 2015. All of these persons received training on dialogue during the TSoP course, and we consider that the theoretical knowledge related to dialogue as a methodology, helped them in their participation in the National Dialogue process. In addition, the Nobel Prize winning trade union Union Générale Tunisienne du Travail members assisted some of the civil society- linked activities organized by CEMI (the latter with the funding of Konrad-Adenauer-Stiftung, not Demo Finland/NIMD funding).

Myanmar and Sri Lanka

Based on the reporting on the Myanmar project, very little about effectiveness can be said. The project was running for 13 months only at the time of 2015 reporting, as a result of the nature of the project which aims at transformational change and requires a lot of preparing on the ground, including trust building etc. Many results cannot be expected in such a short timeframe.

The project started in 2014 and was on hold for several months due to the forthcoming elections of 2015 and there had been a delay in the funding decision by MFA in 2014. The activities were carried out as planned and the outputs by and large correspond to the targets set by indicators, but the analysis is unable to point out outcomes. More or less the same could be said about the second recent pilot project, the one in Sri Lanka, where, based on reports, important outcomes have been produced by the project: common ground was found between young representatives of several political parties, joint statements of intent were agreed upon, and the ability to speak and listen one another was reported significantly strengthened.

4.4.3 Contribution to outcomes

In this section, we assess:

- How well can Demo Finland's outputs be linked to outcomes?
- How well the outcomes can be attributed to Demo Finland and the PBS?

Here we seek to assess the links between inputs, activities, outputs and outcomes.

Attribution/contribution of projects

The outcomes presented in Chapter 4.4.2 can be attributed to Demo Finland, but could not have been achieved without collaboration with NIMD. Only in Zambia and Sri Lanka Demo Finland is responsible for a PBS project without NIMD.

Demo Finland has tightened the relations with NIMD for programmatic reasons which has resulted in synergies. Interviews with Demo Finland's staff indicate that the effectiveness and impact of Myanmar School of Politics as well as Tunisia School of Politics was expected to be far better when there is a bigger consortium with more resources but also different focuses included into it. Demo Finland's added value to the consortium has been for example the focus on gender mainstreaming, youth focus, the links to peer exchange with Finnish politicians and the expertise in programmatic RBM and reporting.

Demo Finland's added value to the consortium with NIMD has been focus on gender mainstreaming and youth , the links to peer exchange with Finnish politicians and the expertise in programmatic RBM and reporting

PBS vs. project-based support

Demo Finland entered the PBS scheme only in 2013 and has since produced only one PBS document for 2016–2018, which makes comparison between PBS and project - based support challenging and to a certain extent premature. Accordingly, the PBS support has been largely a combination of a set of individual projects, and packaging the projects in larger portfolios as PBS with a long-term duration has not yet resulted in significant increases in effectiveness. The potential benefits will only be seen during the next PBS funding phase. The outcomes can be attributed to Demo Finland, but not yet fully to the PBS, as only now Demo Finland is having a 'real' PBS with a strategic programme, and not just a project-specific document.

It is evident that longer term funding has provided possibilities for more strategic level planning which has materialized in Demo Finland's 2016 - 2018 PBS document. As a result of the PBS requirements, monitoring and other RBM tools based on a Theory of Change -thinking have been step-by-step developed to the current level (and aligned with NIMD), and this has been filtered down to the partner organisations as well.

Financial management has also improved as a result of the PBS. According to interviews in Finland and in Zambia, the PBS instrument is highly appreciated because of its flexibility and long-term financial engagement of the back donor, saving the CSO the effort to prepare funding applications annually, thus increasing efficiency and possibly also effectiveness.

Longer term funding has provided possibilities for more strategic level planning

Influence of specific country contexts in outcomes

Influence of specific country contexts varies, but in cases of fragile democracy countries, the situation can abruptly change e.g. in Nepal which led to exiting from the country. This was also affected by budget cuts. Country choices of Demo Finland show good assessment for detecting appropriate moments to engage in a certain country and are based on requests by the country or at minimum, acceptance.

In Zambia, for example, the major positive factors which contributed to the effectiveness of the project was that the political environment was relatively stable during elections, even though some violence existed, and there were possibilities of conducting the activities without fear of intimidation towards the ZNWL staff. Female electoral candidates faced intimidation, though.

In Tunisia, the fact that there is a law imposing young people on electoral lists, contributes to the positive outcomes of the Demo Finland-NIMD project. In Sri Lanka, the new political situation bringing a full-fledged democratisation gave a better momentum for the Demo Finland project than would have been the case in less optimistic conditions.

Even before the formal decision to exit Nepal in 2015, Demo Finland had experienced challenges to operate in the country. Demo Finland faced some serious issues in the office, with the partners and with the host government (Demo Finland, 2015d). Some resulted from weak management of the country office and others were the results of external operational environment. Concerning the external implementation environment, the political landscape and issues dramatically changed in 2013 after the second round of Constituent Assembly

Influence of specific country contexts varies, but in cases of fragile democracy countries, the situation can abruptly change

Elections. The elections of 2013 marked the comeback of traditional, elite-captured and capital-centric political parties and in practice, the elections put to a halt the earlier progressive governmental agenda and seriously limited the space for CSOs. These changes in the political spectrum resulted in a deep divide between the progressive and regressive/fundamentalist groups, also between the member organisations of the Joint Youth and Students Platform. The government started tightening the grip over organisations working for peace and democracy, and Demo Finland's framework agreement with its national governmental counterpart, the Social Welfare Council, was not renewed. These difficulties combined with the budget cuts, left Demo Finland with no other choice than to close down the country office and exit Nepal.

4.5 Impact

In this section, we assess:

- How well can the Demo Finland's development co-operation outcomes be linked to a wider impact?

In this evaluation, impact refers to CSO contribution or hindrance to wider development, for example, in terms of reduced poverty and better living conditions, sustainable development, human development in terms of improved health or skills, vibrant civil society, changed attitudes, enhanced democracy as well as improved human rights and security situation.

The impact of Demo Finland's projects (alone or in consortium with NIMD) is not always reported upon in annual reports although some elements of impact, without mentioning the evaluation concept, can be inferred from them. The two evaluations (Demo Finland, 2015a, Demo Finland, 2015c) do mention impact in their respective analysis. All these reports give a very similar description about impact even when not explicitly mentioning the concept. The expressions are only qualitative, and they include, for instance, the formulations shown in Box 4 below.

Box 4. Qualititative descriptions of Demo Finland's impact

- Easing of tensions between representatives of different parties and their increasing inclination towards dialogue. Attenuation of virulence of responses during debates (at the school of politics) and students across party lines spending evenings together and with Facebook groups (CEMI, 2015);
- Women were able to express common concern despite political membership, and the adoption of the 50–50 rule of candidates in electoral lists introduced to the constitution thanks to the lobbying by the partner (Demo Finland, 2015a);
- Increase in female candidates on electoral lists, women's increased assertiveness in participating in internal party decisions and debates, coexistence without enmity as women from different political parties, women able to encourage and support other women to enter politics without regard to political inclination, and that jealousy among sitting and aspiring female politicians has been reduced (Demo Finland, 2015b);
- Common ground found on numerous touchy topics; friendships built across all (religion, caste, ethnicity, gender) lines; joint statements of intent agreed on; perceptions radically adjusted; and ability to talk and to hear one another significantly strengthened (Jenkins, 2015).

Source: CEMI, 2015; Demo Finland, 2015a; Demo Finland, 2015b; Jenkins, 2015.

Reporting indicates that in terms of the three aspects of the overall goal/objective of Demo Finland (political system level, political culture level, political actor level), there has been a radical impact in the last aspect, that of political actors with changed attitudes and behaviour towards peers.

Conclusions about impact are maybe based on "feelings" and observed or reported changes, yet they - due to their uniformity across the field in all countries - probably reflect a real change. Some of these descriptions let understand, or at least leave open the possibility to interpret that some change has happened also in political culture: expressions like "inclination towards dialogue", "joint statements", "increase in female candidates on electoral lists" and "community support to women in politics" etc. can easily be considered as evidence of changing political cultures. The only indication of a change of - thus of impact on - the political system is the 50-50 percent rule of candidacies introduced to the Tanzanian constitution by the lobbying efforts of Ulingo, the Tanzanian Women's Cross-party Platform. On the negative side, in Nepal the disappointing elections results in 2013, (re)polarised the atmosphere and took down the achievements of the previous years.

In Zambia, ZNWL (or government) had in the past never managed to bring political parties together prior to Demo Finland's involvement. Neutral space created for cross-party dialogue and creation of the Project Advisory Group made up of different political parties created a sense of oneness and less suspicion amongst them as a result of interaction. This, and Demo Finland's support in general, contributed to increased number of female councillors elected compared to previous elections 2011 (less in some districts). Still the wider impact is miniscule compared to the actual need, given the limited financial resources provided by the ZNWL to the female candidates whose largest bottleneck for candidacy is the lack of funding necessary to campaign. There is currently no evidence-base of the transformation to which increased number of women has contributed. Actual performance of the MPs, councillors etc. is not being monitored and it is their performance that in part determines their re-election.

According to interviews with Demo Finland staff, partners and stakeholders in operating countries and as evidenced during the field mission in Zambia, the political system level outcomes and impact are clearly linked to the increase in multi-party dialogue and safe spaces related to those in emerging democracies. Direct political system changes such as constitutional changes are not the only evidence of change that an actor like Demo Finland can promote, since in many contexts such actors are not in a position, and it is not their mandate, to promote local political system changes directly but more so put emphasis on multiparty dialogue that leads to sustainable changes in the context.

Radical impact at political actor level with changed attitudes and behaviour towards peers, and indications of plausible impact on political culture

4.6 Sustainability

In this section, we assess:

- How sustainable Demo Finland's outcomes have been or are likely to be?
- Has Demo Finland ensured partner ownership of its work?
- Have Demo Finland's practices fostered financial sustainability?

In this evaluation, we consider economic, socio-cultural, environmental, institutional and financial, aspects of sustainability.

Sustainability of outcomes

Project plans lack indicators to measure any type of sustainability and exit strategies. Evaluations do not sufficiently address types of sustainability

The sustainability of outcomes of Demo Finland's PBS work can be assessed only through anecdotal evidence at the project level, gained through evaluations and reported by Demo Finland. Project plans do not have indicators to measure any type of sustainability. Annual reporting includes some reporting on sustainability at different levels but the exact definition of what sustainability is, is missing. For instance, in Myanmar (Demo Finland, 2015e) the prospects of sustainability are considered good because the democratization process continues and training can continue to be given. Also, the Zambia Annual Report (Demo Finland, 2015f) reflects on sustainability in terms of the political opportunity (moment) of increasing women's participation in politics. The available evaluations (Demo Finland, 2014c; Demo Finland, 2015c; Demo Finland, 2015a) find meagre possibilities of sustainability, except the Nepal final evaluation which considers the creation of the political youth network as a probable guarantee of sustainability. In general, the reports and evaluations do not consider financial sustainability, despite the fact that the format for annual reporting of projects includes a section to reflect on sustainability and exit strategy. No concrete plans which could be considered as exit strategies exist. Review of available evaluations shows that majority of them do not address sustainability issues.

The duration of a series of sequential projects is generally long which is an important factor in rooting sustainable development solutions as transformative changes need considerable time

The core of Demo Finland's strategy is to achieve transformational change which are by definition long-term goals. This is evidenced by the duration of its presence in countries and continuing projects over funding frameworks. Long-term presence, either through supporting a local organization or by its own office in collaboration with NIMD, are expected to enable the slow development processes required for transformational change in the attitudes towards multi-party and cross-party collaboration. The duration of a series of sequential projects is generally from 8 (Nepal) to 10 (Tanzania) years (the other programme countries have made a more recent entrance into cooperation with Demo Finland). This is an important factor in rooting sustainable development solutions as transformative changes need considerable time.

As Demo Finland joined the PBS only recently, it is possible only to assess potential for sustainability of outcomes. Together with NIMD, Demo Finland has recently established three areas of outcomes and impact for its programme, with corresponding indicators: change in political system (through multi-party dialogue and cooperation); change in political actors (through capacity building of both politicians as well as parties) and change in political culture (through

fostering cross-party collaboration and inclusiveness) as results/outcomes of the schools of politics and other political training for youth and women candidates/representatives mostly at local/state/region level and/or sitting MPs.

Perhaps the best success is in the domain of socio-cultural sustainability within and among the participating political parties which, according to documentation, have learned to appreciate the schools of politics or the women's lobby in the case of Zambia as confirmed during the field mission.

Interviews with some partners in countries of operation imply that one important factor which potentially contributes significantly to social sustainability is Demo Finland's and NIMD's approach for implementation, when bringing different political parties together in a difficult political environment. It was stated that focus on youth and sufficient time allocated for trust building between participants in the schools of politics and political parties formed the basis for sustaining outcomes. Participants become close to each other and built trust amongst each other. This was also confirmed in discussions with the Finnish Embassies. It was mentioned, that for example in Sri Lanka, participants from 14 political parties, in a complex political situation, and from different religious and ethnic backgrounds have established e.g. a joint social media account where political issues are discussed and negotiated, and kept also in touch with the partner organization OTI, even though activities are on hold at the moment, due to funding cuts by the MFA. Messages are also transmitted in all languages, which OTI considers as a sign of "softening" of the reconciliation. This was also confirmed regarding Tunisia in discussions with CEMI, where the first phase alumni are entering a higher, and more in-depth sessions to deepen their understanding. Partners in both cases reported clear qualitative changes of attitudes which pave the way for sustaining the outcomes. In the TSoP, the "first level" courses are held annually, but the annual number of new participants has been reduced from 90 to 45 (around), since 2016. This has allowed to offer the former participants from earlier years advanced, "2nd level" trainings to enhance continuity, deepen the knowledge and thereby sustainability of outcomes.

These qualitative changes in the thinking of the beneficiaries at different governance levels were observed also during the field mission in Zambia. There was clear and strong indication that a significant number of women have been empowered to speak up and claim rights, which enhances social sustainability. The project evaluation report (Demo Finland, 2015b) confirms that even though the project implementation was only two years at the time of the evaluation, there were indications of sustainability, but mainly related to social sustainability. Training and capacity building of political parties and female and aspiring councillors were considered as a means of sustainability by stakeholders, such as the Council staff, as the knowledge and levels of assertiveness among the female politicians will remain after the project. Collaboration and workshops have resulted in inter-party democracy amongst female politicians (elected, aspiring, dripped out) as observed during the field mission. ZNWL also conducted most of the activities and meeting top-level staff of political parties such as the Secretary-General and addressing the relevant structures such as the Women's Wings of parties.

Participating political parties have learned to appreciate the schools of politics and the women's lobby, which indicates success in achieving socio-cultural sustainability

Qualitative changes in the thinking of the beneficiaries at different governance levels were observed in Zambia. There was clear and strong indication that a significant number of women have been empowered to speak up and claim rights, which enhances social sustainability

The project has been able to contribute to the knowledge levels and the assertiveness of the aspiring and sitting councillors and the party women's wing will be sustained even after the project activities. Another area where there is potential for sustainability, are the improved structures and practices of the WIP Forums. WIP Forums developed a management structure which consisted of the chairperson, secretary and other functions of the executive committee. Within the project areas, the WIP Forums and the women's wings of the parties noted that Demo Finland's project was the only project focusing on developing the capacity of councillors.

Evaluators found out, though, that there are low perspectives of sustaining outputs/outcomes at the level of women's wings, or the possibilities of women getting elected without external support, and that parties and male politicians should be more involved in getting women elected. More focus is also needed on getting women's wings to take a strong supporting role within their parties, also financially to support their female candidates.

One positive aspect that may have significance for sustainability is the fact that Demo Finland has managed to carve out a certain legitimacy and ownership among Finnish political parties, mainly amongst female MPs, as interviews with Demo Finland's Board and other Parliamentarians indicate. Demo has roots also among the ordinary members of political parties, especially women and youth organizations in Finland.

Environmental sustainability is of marginal, if any, importance in these projects.

It is highly likely that qualitative changes in the attitudes of the participants in Demo Finland's support will remain. It is also highly likely that new and highly appreciated methodologies for conflict resolution introduced by Demo Finland together with NIMD will remain as part of the implementation practices of the partners, and have a multiplier effect later on. It was specifically mentioned by partners in Tunisia and Sri Lanka that gender mainstreaming and focus on women, which is specifically the expertise area of Demo Finland, has already had a multiplier effect in their other activities and strategic thinking.

This assessment by evaluators is based only on assumptions as in democracy support in countries of fragile democracy, outcomes largely depend on external factors, changes in political scene and/or on (unpredictable) elections.

Ownership and participation by Demo Finland's partners

Ownership by partners is high

Interviews with Demo Finland's partner in Zambia, and discussions with partners in other countries of operation confirmed, that in all cases they are the ones preparing the proposals to Demo Finland which then gives feedback for finalization of the proposal. Sustainability is shown particularly in Demo Finland's partner -centred approach, in which partners lead the process. This is considered vital for rooting transformational changes in the political system.

Partner selection has been carefully carried out based on thorough mapping of potential partners and discussions with other stakeholders in the countries, which was confirmed during the field mission in Zambia in interviews with the stakeholders and in interviews with other partners in countries of operation.

Partner selection has been of utmost importance for ensuring impartiality and trust, and thereby creating potential for sustainability. The current partners have only been approached after the assessment, after which design of the project, development of curriculum and selection criteria for participants, has started together, but respecting the country context analysis by the selected partners. All interviewed partners confirm that contrary to some other donor practices, Demo Finland's and NIMD's approach is very participatory which has led to increased ownership by partners. Both bring their technical expertise in the design, NIMD more the multi-party dialogue methodologies and Demo Finland gender mainstreaming and focus on youth, but the lead is in the hands of the partners. Demo Finland is considered as a very reliable partner, which consults with and supports all partners.

The projects also have been able to create a certain level of ownership among the participants, as evidenced above, and in annual project reports and earlier evaluations. The political parties support and participate in activities in their respective countries, as reported in project reports and Demo Finland's annual reports, interviews with the partners and during the field mission in Zambia. Support or rather acceptance by political parties has been a precondition for a project (need based) but has increased their outcomes.

In the case of Zambia, a relatively high degree of ownership has been observed at the local governance and community level and among traditional community leaders, confirmed both during the field mission and the recent evaluation (Demo Finland, 2015b). An indication of ownership by the beneficiaries is seen in how the sitting and aspiring candidates continued to carry out certain activities with little assistance from ZNWL such as having discussion forums within their communities. This is a technique, one of the sitting councilors said they learnt from the project. Similarly, the WIP Forum in Kapiri Mposhi decided to start their own saving scheme (not part of the project activities) to support female politicians in their area.

Demo Finland has been able to develop a degree of ownership of the organization among the member parties in Finland, as evidenced in the interviews with the Demo Finland's Board and some parliamentarians. Enhancing the ownership amongst the Finnish parliamentarians and politicians is time taking and requires proactive and constant dialogue with the parties and participating in their events. The staff of Demo Finland is very committed and energetic, but at the same time limited in their ability to respond to various requests.

Organizational/financial sustainability

Availability of core funding

According to Demo Finland, the project budget restricts the capacity development aspect as a whole, and organizational capacity development, especially core funding, is beyond their financial scope. It is Demo Finland's strategic choice to allocate funding mainly for operational activities rather than core funding for its partners. The amount of funding for each country programme is so small, that there is hardly space for core funding for the partners to build their organizational capacity, if Demo Finland wants to show some results and impact of its work with the politicians. Capacity development of partners is

Capacity development of partners is carried out in project-specific thematic aspects only, not in terms of core funding

carried out in project-specific thematic aspects, though. Discussions with partners reveal that some part of the funding goes for salaries and even office rent, but it is insignificant for building the organization as such. Most interviewed partners have other sources of funding as well, except OTI, and have means for continuing activities. Evaluators consider that if the overall PBS funding of Demo Finland is not increased, the current level of administration costs should suffice, as the option for significant organisational capacity development of a partner in terms of core funding is practically non-existent.

Exit strategies at PBS, programme and project level and guidance on handover after exiting

There are no exit strategies for the ongoing programme countries, where projects will continue. For the two earlier programme countries, Tanzania and Nepal, there was no time to design an exit strategy due to the sudden and abrupt cut in funding, imposed by the Government of Finland to all development cooperation in September 2015, in effect as of January 2016. There are no instructions on exit strategies in the Programme manuals (Demo Finland, 2016c; new one in the process of formulation 2016).

Operational and financial practises of partners to attract other external support

In the reports, there is very limited, if any, information about operational and financial practices of the partners, except for the Tanzanian partner, Ulingo. It was found seriously lacking sound practices in the 2015 evaluation but it still received support from UNWomen after the funding of Demo Finland ended, due to the cuts. The local implementing partner in Sri Lanka, One Text Initiative, as an "autochthonous" cross-party platform founded in 2003 by Sri Lankan parties and with a methodology for dialogue, probably has a certain organizational sustainability and the capacities to attract funding sources other than Demo Finland. However, interview with OTI implies that as the political situation has improved, the support for local CSO has significantly decreased, as donors increasingly support CSOs from their own countries who also implement projects independently and emphasize support through bi-lateral channels and directly with the government. In Tunisia, interview reveals that CEMI has various funding sources, which applies also to ZWNL in Zambia.

Level of own fund raising

Partners are donor dependent in terms of funding

It is highly likely that none of the partners of Demo Finland would be financially sustainable without external funding. There is no information about institutional sustainability in project reporting, although in the cases of Tunisia and Zambia one probably will find indications of possible institutional sustainability mainly as a result of external funding. The Tanzania final evaluation (Demo Finland, 2015a) presents serious doubts about the organizational sustainability of Ulingo, the women's platform, mainly due to the dependence on one person coordinating everything in the organization.

There is either no information or serious doubts about financial sustainability at the project level. Field mission in Zambia reveals that ZNWL solely depends on donor funding, but is well-established with donor funding, and in the absence of core funding the institutional sustainability is relatively weak. Financial sustainability is difficult unless capacity is built in resource mobili-

zation which moves beyond focusing on just finances from donors, as evidenced during the field mission. Examples of such funding exist e.g. by People's Process on Housing and Poverty in Zambia, which is now running a social enterprise of the Zambian Governance Foundation which has embarked on undertaking different interventions to raise funds outside of the traditional donors. Among the donors there was an agreement between the interviewed donors, that there is a need to think differently about resource mobilization. In the case of democracy support actors, both national and international, the question of impartiality also needs to be taken into consideration when e.g. planning the outside funding from private sources.

There is a role to be played by private sector at the level of supporting ZNWL in the governance work, and needs to be further explored. For example, making private sector understand that better decisions by the Councils will impact on their businesses positively. There is also a role to be played by ZNWL which can start from linking the elected women to private sector, from where they could get resources outside of Government. For example, a Kapiri Mposhi female councillor got funds from a hydro power station for construction of a maternity wing for the local hospital. Training for ZNWL in resource mobilization and inclusion of resource mobilization training for the aspirants should be done as early as possible and possibly in the first year after elections thus allowing time for them to do any resource mobilization.

Interviews with the ZNWL also indicate, that more focus by ZNWL should also be on mapping out the potential donors and having more face-to-face discussions with them. This is also something Demo Finland could contribute during their country visits. It was evident in the discussions with potential donors to ZNWL that opportunities exist e.g. for funding on capacity development which could complement the Demo Finland support. It became evident, that there is a need to carry out training for ZNWL in resource mobilization, including strategizing and capacity to "sell" (e.g. full-fledged strategy; straight forward organisational development plan). The EU is particularly building capacities of CSOs receiving support under the 10th European Development Fund's (EDF) in resource mobilization with the view of encouraging the CSOs to be creative in their efforts to be sustainable.

More resources are needed, and ZNWL could spearhead a network and e.g. organize fundraising as a consortium. Fund raising strategy and mapping of potential donors is required.

5 CONCLUSIONS

5.1 Validity of the Theory of Change Assumptions

5.1.1 From inputs to outputs

In this section, we assess the validity of the following key assumptions of the generic ToC related to how resources for CSO development co-operation link to outputs:

- MFA's long-term programme partnership with Demo Finland, based on mutually agreed objectives, is able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence the MFA gives to its PBS over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort and requires continuing space and support for CSOs).
- Demo Finland develops their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms and in this way, complement Finland's bilateral, multilateral and private sector work.

Demo Finland joined PBS in 2013. PBS and project-based support provided by MFA to Demo Finland throughout the period under evaluation has enabled Demo Finland to build longer-term relations with its partners in its programme countries, and to work on longer-term capacity development processes, strengthening capacities of political parties in often difficult political environments of fragile democracies.

By definition, Demo Finland's support is targeting women and youth, who are often excluded from politics in countries of fragile democracies and developing countries. As the target groups are political actors, they might not be the most vulnerable in their societies, but excluded from politics. Through multi-party dialogue forums, capacity development sessions and knowledge of democratic and gender-sensitive practises, it is evidenced that the capacity of political actors and potential to influence and advocate policy positions has been created, also in local governance levels directly affecting communities. Number of elected women at various governance levels has increased, but reaching the rural areas is still a challenge.

The PBS three-year programmatic framework has also enabled Demo Finland to translate the longer-term PBS frameworks and its own programme strategy into a programmatic approach at the country level with the thematic focus mentioned above. At the operational level, the approach is effectuated through a series of specific usually short-term (3-year) contracts with several partners, of which a considerable number is continued with follow-up contracts with the same

Through multi-party dialogue forums, capacity development sessions and knowledge of democratic and gender-sensitive practises, the capacity of political actors and potential to influence and advocate policy positions has been created, also in local governance levels directly affecting communities. Number of elected women at various governance levels has increased, but reaching the rural areas is still a challenge

partners. The preferred modality of Demo Finland to work with local partners has enabled this organisation to also reach the local governance levels. Due to the small size of the organisation and its budget, further scaling up is still a challenge.

Demo Finland develops its projects together with local implementing partners and its project interventions are based on context- and needs analyses and also on (prospective) partner assessments. Demo Finland's overall programme strategy is well aligned with Finland's development policy, particularly the development policy priority area 1 (women's and girl's rights), and III (societies have become more democratic and better-functioning) of the current development policy (MFA, 2016a). This alignment is further strengthened by a clear focus on CCOs (particularly gender and inclusion) and its adherence to HRBA.

Overall strategy is well aligned with Finland's development policy, particularly the development policy priority area I (women's and girl's rights), and III (societies have become more democratic and better-functioning)

5.1.2 From outputs to short-term outcomes

In this section, we assess the validity of the following key assumptions of the generic TOC related to how the outputs of CSO development co-operation link to short-term outcomes:

- Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.
- A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSOs' identification and ownership of the same values.
- CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.

The contexts, in which Demo Finland implements its projects, are quite diverse, but fragile democracies where freedom of organisation and expression of civil society, or multi-party democracy, is or has become more restricted.

Demo Finland is thorough in its partner selection, and invests considerable energy and means in maintaining a close partnership relation and to invest in capacity development of its partners. This close relation and exchange with partners are a good guarantee to ensure that sharing of values and principles is done. This sharing is further facilitated by the generally long-term partner relations with specific partners. The work of Demo Finland and partners with politicians at different governance levels, political parties, electorates, community leaders and local, regional and national government institutions is long-term and built on trust, to gradually achieve behavioural changes among these stakeholders.

The active involvement of the Demo Finland's partners in the project implementation and monitoring of projects and sharing results in reports provide a powerful mechanism to ensure that the Finnish public in general can be reached with awareness raising and education activities. Demo Finland in its direct linkages with Finnish politicians, provides a possibility to also use that fora to inform them, with direct access to experiences and knowledge of local partners in Demo Finland's programme countries. Local partners and stake-

holders are often directly involved in such exchange activities, as they either visit Finland or parliamentarians visit countries of operation.

5.1.3 From short-term to long-term outcomes

In this section, we assess the validity of the following key assumptions of the generic TOC:

- Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.
- A strong, pluralistic civil society, which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.

When compared to the ToC of this evaluation, it is evident that Demo Finland falls under the long-term democratic and accountable society and responsive government (impact) which designs appropriate and inclusive policies (long-term outcome). As already earlier mentioned, Demo Finland's beneficiaries or actors are predominantly duty-bearers and not rights-holders directly. Demo Finland's work is not directed towards strengthening the vibrant civil society directly but indirectly through responsive policy formulation. This is a major difference between these two ToCs at the long-term outcome level. Demo Finland also plays an active and direct role in promoting development cooperation amongst Finnish politicians, which is part of keeping citizens informed and supporting development cooperation (short-term outcome). At the output level similarities are in policy advocacy and good governance both in Finland and in countries of operation.

5.2 Main Conclusions

5.2.1 Strategic direction and focus

Own niche as a multi-party democracy actor, with its specific focus on cross-party dialogue, women and youth. Translating trust, which has been built, in better policies and more democratic practises is the next step

Conclusion 1: Demo Finland has clearly found its own niche as a multi-party democracy actor, with its specific focus on cross-party dialogue, women and youth within its alliance with NIMD, and in relation to country level stakeholders and beneficiaries. More strategic and focused programming in translating trust, which has been built, in better policies and more democratic practises i.e. expanding the focus more from political actor to political system level is the next important step, is in high demand, and could further enhance effectiveness and impact.

Demo Finland has a well-established focus in supporting political schools and women in politics, and a specific niche (cross-party dialogue, gender, women and youth). Collaboration and alignment with NIMD has added tremendous value to Demo Finland's work and is an exemplary case of coordination and alignment. It has made both partners' work more effective and efficient, and enhanced complementarity through combining conflict resolution, political

school and focus on women and youth both at the policy advocacy level and in implementation.

Translating trust, which has been built, in better policies and more democratic practises is required. Strategic focus mostly on trust building between political actors and getting women elected in numbers has worked, but is not sufficient vs. policy advocacy for changing the policy frameworks, regulatory framework of candidate adoption e.g. quotas for women in the candidate list, promotion of gender equity and equality act and policy implementation etc.

Within democracy support, cross-party political schools, multi-party dialogue and focus on youth and women's political participation (inclusive democracy) are right focus areas and well-suited for a Finnish actor and regarding Finland's development policies. Demo Finland adds value to Finland's development cooperation as the key partner for MFA as regards democracy support.

Conclusion 2: Demo Finland has been active in policy advocacy in Europe, and has had a bigger role than its budget would imply. Continuing its active policy advocacy role with similar multi-party actors, and through Kehys in Finland would further influence European development cooperation policies and quality of democracy support. At the same time, there is a need to increasingly focus on advocacy within the Finnish Parliament and other politicians, given the resources, and to measure the results of such work.

Active in policy advocacy in Europe. A need to increasingly focus on advocacy within the Finnish Parliament and to measure the results of such work

Advocacy within the Finnish Parliament and political parties has been relatively successful but time-consuming, and puts the very limited human resources under stress. However, increased focus and time to the work with parliamentarians, e.g. introductory sessions with incoming MPs at the beginning of each parliamentary term, would enhance potential for ownership by parliamentarians, also of male MPs. Broadening the advocacy work to include sessions based on the political school - concept could be tested also in Finland to move to the next level from advocacy.

5.2.2 Self-financing requirement and fund raising

Conclusion 3: Funding from other public sources from other countries is not eligible as self-financing which applies more generally to all CSOs, but particularly affects Demo Finland as its fund-raising opportunities as currently required, are much more limited than the other PBS recipients.

Own fund-raising opportunities are limited due to specific characteristics

Demo Finland has specific characteristics as it is owned by political parties, and thereby not directly comparable to other CSOs within PBS. PBS as an instrument has improved the quality of work of Demo Finland, and provided the long-term funding which is the key requirement for such support, but has also brought challenges in terms of self-financing requirements. In the absence of other more relevant instruments, PBS is the most feasible instrument for funding Demo Finland, if other criteria and conditions are fulfilled.

Demo Finland increasingly has external funding available (e.g. EU, Mozambique mixed instrument bi-lateral project), but according to the current PBS rules, this cannot be calculated as Demo Finland's self-financing share. Demo Finland is in a disadvantaged situation compared to practises applied in other countries with similar actors. For example, in case of Demo Finland's partner

NIMD, the Demo Finland contribution is eligible as self-financing of NIMD in the Netherland, but not vice versa.

Discussions on Demo Finland's self-financing percentage has taken an unnecessarily long time, which has been time and energy out of other tasks, both of the staff and the Board members. When making the decision about the percentage of the self-financing requirement of Demo, it should be noted that the membership fees of political parties were raised by 30% because of the funding cuts, and the current membership fee is considered by the political parties to be at a critical level. This funding is required as a 'buffer' by Demo Finland, as funding from MFA comes very late, and neither Demo Finland nor its partners have sufficient allocation e.g. for salaries prior to receipt of the funding. In addition, in EU -funded projects there are inevitably some non-reimbursable costs, where the 'buffer' is also used. If membership fees are used 100% as self-financing for MFA, that would put on hold applying funding from EU and other funders. Even if the percentage of self-financing, as currently discussed, will be 2% for Demo Finland, it is difficult to see how Demo Finland could increase its share from this percentage. There is necessarily no legal basis for not allowing 100% subsidy in the State Funding Act (§ 6), and the current practice of the MFA is based on an interpretation of the Act, and is, ultimately, a political decision.

It is quite challenging, if not impossible, for Demo Finland to set up its own fund-raising mechanism with the current human and financial resources, and which would be able to compete with bigger CSOs with well-establish fund-raising mechanisms. Membership fees of political parties are not sufficient to cover the self-financing requirement, and covering the costs from the governmental support to political parties would only be circulating funding from one public source to another, which is not allowed by the PBS regulations. Additionally, the impartiality of Demo Finland can be put into risk, if funding or donations from private/ non-partial sources is accepted.

Already the current staff of Demo Finland is too over-burdened to include fund raising aiming at 2% in their tasks. 0.5-1% would mean that membership fees can be generated to self-financing, and include requirement for self-financing part from politicians for their Demo Finland-specific trips. This would largely fulfil this lower self-financing requirement. In this case, sources of funding would also remain transparent in politically sensitive contexts.

5.2.3 Result-based management

Significant steps taken in adhering to up-to-date and high standard RBM principles, but reporting and M&E systems and methods still need improvement

Conclusion 4: Significant steps have already been taken in adhering to up-to-date and high standard RBM principles, but the shift is very recent. Current reporting and M&E systems and methods still need improvement. Reporting on outcomes and impact is not yet evidence-based, and if not carefully thought of, it might end up being resource intensive (human and financial) and still not providing a sufficiently reliable evidence base for behavioural change measurement, changes at the political actor, system and culture level, and capacity development of local implementing partners as local civil society actors.

Good programmatic RBM and quality control mechanism system based on Theory of Change including risk management and overall objectives at three levels (political system, political actor, and political culture), has been developed in

collaboration and aligned with NIMD. Progress at the level of outcomes and impact is very difficult to measure because of the nature of democracy support, where results evidently and largely depend on external factors. Despite of these challenges, and in view of the recommended shift of focus more to the political system level, there is a need to take also monitoring to the next level to capture the social transformation caused by political schools and women in politics.

So far there is very limited knowledge of what the transformation at the political actor level contributed to. Currently, reporting or indicators do not yet capture these qualitative changes. Stories of change and outcome harvesting are not yet utilized or capacity of partners towards this direction developed. It needs to be also recognized that results of such programme might only come later, and are rarely, if at all, linear as in a more service delivery-oriented project. However, there is still a need to improve target setting, which could be a combination of descriptive and more strictly defined, e.g. milestone type of targeting, and how political parties work and include aspects of collaboration (cross-party democracy) or ensuring participation of women in their strategic planning.

It should also be recognized by MFA that the more is required in terms of evidence-based results, the more it costs, including also training the partners in countries of operation. Already the audit costs are high and take a significant part of the budget, thereby decreasing the amount for actual programming.

Evaluations (external), as part of RBM, also need a proper frequency and more focus, ensuring better quality, systematic use of OECD evaluation criteria and systematic inclusion of Terms of Reference in the reports.

5.2.4 Sustainability and exit strategies

Conclusion 5: Best success is in achieving socio-cultural sustainability, but financial sustainability of partners is difficult and different types of sustainability are not measured.

Financial sustainability of partners is difficult

Participating political parties and politicians have learned to appreciate the schools of politics and women in politics which paves the way for social and cultural sustainability. Support of Demo Finland may be small in size but e.g. in Tanzania the women's platform (Ulingo) established with their support has been sustained, and is now utilized e.g. by UN Women. The participatory methods used during the design of interventions, in conflict resolution and dialogue has paved the way for positive results achieved so far in terms of ownership and socio-cultural sustainability.

Financial sustainability of partners is difficult, though, unless their capacity is built. Partners solely depend on donor funding, and in the absence of core funding, financial sustainability needs attention, even though most of the partners are well-established. More focus should be on fund raising which requires mapping out the potential donors, strategizing and capacity to "sell" expertise.

Project plans do not have indicators to measure types of sustainability. Reporting is focusing more on general aspects of how sustainability could be reached at different levels than actual achievements based on set targets which can be

attributed to not having exact indicators or concrete exit plans. Most evaluations do not address sustainability issues.

The MFA should ensure that realistic exit strategies are well considered upfront in PBS framework applications of CSOs. Exit strategy implementation should enable step-by-step exit and crossovers between different PBS framework periods.

5.2.5 Capacity of Demo Finland, local partners and vibrant civil society

More emphasis on organisational capacity development at the individual and collective level

Conclusion 6: Demo Finland, because of its specific characteristics, has limitations in fulfilling the requirement of strengthening a "vibrant civil society" of the CSO guidelines. It is possible only to the extent that political parties are considered parts of civil society or indirectly through the democratization of political parties. Funding limitations restrict core funding or other capacity development of partners beyond project-specific training. In the current situation where the space for civil society, particularly local CSOs/partners is diminishing, more emphasis on organisational capacity development at the individual and collective level is needed.

Demo Finland recognizes the need for strengthening its partners, but with a limited budget, priority is given to the implementation of actual activities. Administrative costs can be considered relatively sufficient for the partners' staff, but insufficient when considering the necessary contribution of non-staff voluntaries, whose use of phone and vehicle is not reimbursed, to ensure efficient implementation of project activities. On the other hand, this is a significant sign of ownership, and indicates willingness to utilize all available resources to ensure efficient implementation. At the same time, it decreases the efficiency of the partner as the time non-paid staff uses for Demo Finland's activities is away from their regular duties.

In countries of operation where embassies have FLC funding, it has been used to support some actors active in democracy and good governance. There is a contradiction between promoting vibrant civil society (MFA, 2010) and funding decision by MFA not to allocate funding for the FLC for 2018. This affects coherence and coordination between Finnish development efforts (CSOs and Embassy) in the field.

The current expert staffing is extremely limited

Conclusion 7: Strategic direction and programmatic objectives of Demo Finland are demanding and require sufficient and constant resources and capacity development at all levels, which was to a certain extent lost in Demo Finland due to the MFA budget cuts. The current expert staffing is extremely limited, very committed and energetic, but at the same time limited in their ability to respond to various requests for support needs which come regularly.

Demo Finland has been generally effective in project implementation, but the budget reduction by the MFA resulted in a decrease of staff. It has become more difficult to respond to the demand and keep the balance between policy advocacy in Europe and Finland, and implementation. Collaboration with NIMD has reduced the implementation burden, but number of staff is still too limited to be able to respond to the demanding tasks, also in view of the recommended strategic focus.

5.2.6 Coordination with CSO Unit and MFA

Conclusion 8: Cooperation between Demo Finland and the CSO Unit regarding PBS is mainly administrative, and the specific nature of Demo Finland as a non-civil society actor owned by political parties is not necessarily fully understood within MFA beyond those directly involved in Demo Finland's work.

According to some interviews carried out in Finland, the specific nature of Demo Finland,seems not to be fully understood within MFA beyond those directly involved in Demo Finland's work, even though the results in most cases are appreciated. At the embassy and partner level Demo Finland's work and results seem to be better understood and highly appreciated. The CSO Unit offers mainly general support in matters related to development cooperation and project management. The role of, and expertise provided by thematic/sectoral advisors beyond commenting on applications for Quality Assurance, seems insufficient and underutilized in assisting the CSO Unit in various thematic issues incorporated in the PBS. Desk officers have various other responsibilities and limited time allocation for one single CSO and the high staff turnover is a challenge. Annual negotiations are considered useful, but take place very rarely.

Cooperation between Demo Finland and the CSO Unit regarding PBS is mainly administrative

6 LESSONS LEARNED

6.1 Strategic programme-based choices

In this section, we consider what wider lessons MFA, Demo Finland and other CSOs may draw from the experience arising from Demo Finland's adoption of PBS in terms of strategic alignment.

Specific expertise and well-defined niche

Specific expertise brings added value and comparative advantage which can be utilised in other funding channels of development cooperation

The experience of Demo Finland in the implementation of different projects in the PBS framework has shown that a strong thematic focus on multi-party democracy as part of democracy support, and even certain aspects of it, cross-party dialogue, gender and youth, has enabled Demo Finland to develop a clear niche and a specific complementary role in development projects.

Specialisation and development of specific expertise is on the one hand important to increase relevance and quality of project interventions and on the other hand it also provides a starting point to explore possibilities for coordination and cooperation with other CSOs and Government institutions, in this case political parties. Having this specific expertise brings added value and comparative advantage which can be utilised in other funding channels of development cooperation, as is the case with Demo Finland in Mozambique.

Strategic collaboration and alignment with similar actors

Collaboration and alignment with NIMD has added tremendous value to Demo Finland's work and is an exemplary case of mutually reinforcing coordination and alignment

Collaboration and alignment with NIMD has added tremendous value to Demo Finland's work and is an exemplary case of mutually reinforcing coordination and alignment. It has made both partners' work more effective and efficient, and enhanced complementarity through combining conflict resolution, political school and focus on women and youth both at the policy advocacy level and in implementation. By combining the specific expertise areas, both Demo Finland and NIMD have improved the quality of their work, their geographical area of operation and have been able to have a stronger voice than individually. This has improved their possibilities for external funding. Strengths of cooperation and joint programming, including towards EU and other funding channels, is clearly visible, and could be increasingly used by other CSOs and encouraged by the MFA.

Participation in implementation of Finland's bi-lateral programming

Rare example of how a CSO can add value to the bi-lateral funding modality, and how to be a partner in such a funding channel

Demo Finland's participation in this bi-lateral project is an example of how a CSO can add value to the bi-lateral funding modality, and provides a rare example for CSOs on how to be a partner in such a funding channel. Demo Finland, together with NIMD and AIMD, has added value by bringing the appropriate expertise, approaches and methods so that it has been possible for Finland to operate in such a thematic area which is a key for economy of the country and highly sensitive (extractive industries). Initiative has created a lot of visibility,

Finnish value added and Finland is in the frontline of developing this sector of high importance.

The MFA, based on the interpretation of the Act on Discretionary Government Transfers, has also an self-financing requirement for CSOs to participate in implementation of bi-lateral programmes, which limits the possibilities of CSOs to participate in tenders. In case of Mozambique, the self-financing requirement was low (approx. 2%), and paid by Demo Finland's partner NIMD. Had NIMD not paid the required self-financing, it would not have been possible for Demo Finland to participate in the consortium. This indicates that if CSOs are expected to proactively search for alternative fund-raising opportunities to cover the self-financing requirement of PBS, the opportunities provided by other funding modalities of Finnish development cooperation and related legal frameworks should be interpreted/modified to enhance these opportunities.

In case of Mozambique, MFA was pro-actively looking for the best suitable implementer amongst the CSOs, as the situation in Mozambique is challenging, combined with various interest groups regarding sensitive natural resources. A CSO which had opportunity and experience to operate in a difficult political context was needed and trust building was the key element. Demo Finland, together with NIMD and the local partner fulfilled the requirements in their tender proposal and won the tender.

6.2 Programme implementation and results performance

In this section, we consider what wider lessons MFA and other CSOs may draw from Demo Finland's experience of managing and delivering using a PBS:

Transformative change

The experience of Demo Finland in its work on transformative change of political actors, systems and culture, or any transformative change, shows that results can be obtained once a longer-term approach is selected and applied. Changing of these practices requires transformative behavioural change of people and this usually requires a longer-term approach and continuous interventions. This lesson is relevant for all CSOs that work on transformative change processes.

Demo Finland experience also shows that in addition to long-term perspective, methods which are participatory and based on trust building pave the way for more profound and sustainable changes.

Results can be obtained once a longer-term, participatory and trust building approach is selected and applied

Measuring transformative change

Behavioural and transformative change processes take a long time and are not easy to measure. This requires specific techniques and methods of outcome measurement, such as outcome mapping or outcome harvesting. These approaches are fundamentally qualitative. It is not possible and also not relevant to try to capture behavioural change processes merely with quantitative indicators. Demo Finland is in a stage where it has a well-developed RBM system. Demo Finland has good instruments for M&E and provide good reporting

Not possible and also not relevant to try to capture behavioural change processes merely with quantitative indicators

on activities, but as these instruments have only recently been integrated in the work of Demo Finland, together with its sister organisation NIMD, they are not yet fully reflected in reporting and/or evaluations. Measuring and analysing outcomes, particularly of behavioural changes, institution building and policy development need consolidating in the practice of monitoring and evaluation. There is a tendency of "over-measuring", "over-quantifying" and "over-reporting" on these aspects, which to a certain extent creates a "parallel reality" of changes, because measuring is not based on reliable and realistic indicators. There is concern that measurement of changes might be carried out in time-intervals that are too short to be able to indicate substantial and significant changes. There is a need for changes in when and how outcomes and impact are measured in PBS funding frameworks.

6.3 Cross-cutting objectives and HRBA

In this section, we focus on drawing wider lessons related to CCOs and HRBA:

Focus also on men when promoting gender equality

Increased participation of women alone does not necessarily lead to fundamental changes, work with men is equally important

Experience from Women in Politics project in Zambia shows that increased participation of women alone does not necessarily lead to fundamental changes. Strategizing on how to reach higher level outcomes is required, targets set and monitored. The same experience also shows that only by focusing on women, when aiming even at increased participation of women, is not sufficient. For transformational change to take place, work with men is equally important, and identifying and using male 'champions' would be an appropriate entry point for engaging them.

7 RECOMMENDATIONS

7.1 Strategic focus

1. Demo Finland should build on its current strengths and expertise in areas of cross-party dialogue, women/gender and youth of multiparty democracy. In the current situation of budget limitations Demo Finland should not expand to new geographical areas, but maintain the current focus as support requires long-term presence in a country. The on-going programme (political schools and women in politics), as successful interventions and in high demand, should be further scaled up within the current countries of operation to lower governance levels, given the financial resources. Demo Finland should improve effectiveness and impact by shifting the focus from political actor also to political system level as the next step. Demo Finland should continue its mutually reinforcing cooperation with NIMD.

Keep the current geographical focus and scale up to lower governance levels in the countries of opeation. Shift from political actor to political system level

2. In its advocacy work with the Finnish Parliament, Demo Finland should increasingly focus on introductory sessions of new parliamentarians, given the resources, and consider applying the concept of political school in Finland, adjusted to the context, to enhance interest and potential for sustainability. Advocacy work carried out with the Finnish Parliament should be evaluated either as part of PBS funding or by MFA, if a more general evaluation will be carried out regarding global education and development communication of CSOs receiving PBS funding.

Focus on work with the Finnish Parliament. Monitor, report on, and evaluate the work

7.2 Self-funding requirement and fund raising

3. Demo Finland should not put its operations at risk by increasing the requirements for financial contributions by political parties. It also should not start competing in fund-raising with more established CSOs with professional fund-raising strategies and fund raisers. Additionally, the impartiality of Demo Finland can be put into risk, if funding or donations from private/ non-partial sources is accepted.

4. MFA should re-consider what is the basis for calculating the percentage of self-financing i.e. what kind of contributions would be eligible. A comparative assessment of practices regarding the democracy actors in other countries such as other Nordic countries, which do not require self-financing at all from democracy actors and are not compared to development cooperation organizations; The Netherlands, where contributions from other countries are eligible as self-financing should be looked at. MFA could look at this also more generally regarding all CSOs, as fund raising requires significant human and financial resources, which some PBS CSOs might not have.

Self-financing principles to be assessed, and lower self-financing requirements applied to Demo Finland because of its specific characteristics

5. MFA should consider, during the forthcoming PBS period, the self-financing level of Demo Finland at the symbolic level of 0.1-0.5%, taking into consideration its unique characteristics. This can be gradually increased to 2% in the consecutive PBS rounds, if there is no change in the overall basis for self-financing share calculation. Contributions of parliamentarians and politicians in the activities of Demo Finland should also be considered as part of self-financing. 0.5-1% would mean that membership fees can be generated to self-financing, and include requirement for self-financing part for politicians for their Demo Finland-specific trips. This would largely fulfil this lower self-financing requirement. In this case, sources of funding would remain transparent in politically sensitive contexts.

7.3 Result-based management

Further development of M&E systems to capture the transformative change

6. Demo Finland should further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes at the political actor, political system and political culture levels. It should improve target setting, which could be a combination of descriptive and more strictly defined, e.g. milestone type of targeting. Demo Finland is recommended to look at outcome mapping and harvesting and other similar methods to capture this type of information more accurately. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. It is also recommended that measurements at outcome and impact level are carried out less frequently and more in-depth.

Less frequent outcome/impact measurement requirements by MFA

7. The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.

7.4 Sustainability and exit strategies

Strengthen sustainability of partners, monitor and report on different types of sustainability

8. Demo Finland should continue using the highly appreciated participatory methods applied until now in conflict resolution and dialogue, when continuing its work with political schools and women in politics. Training in resource mobilization for Demo Finland's partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated, reported on, and assessing different types of sustainability systematically should be incorporated in evaluations. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.

7.5 Capacity of Demo Finland, its local partners and vibrant civil society

9. If successful in applying increased funding, Demo Finland should put more emphasis on, and develop ways for organisational capacity development of its implementing partners, beyond merely project-implementation focused capacity development. This could be done for example by increasing fundraising and strategic programming skills and by continuing to improve their lobbying and advocacy capacities through visits in Finland, promoting South-South exchange, networking at national and international level. Capacity development of partners should be monitored, measured and analysed and recognised in PBS-framework reporting, because a vibrant civil society is an important goal of this framework. Demo Finland should be able to contribute at least minimally to the voluntary non-staff persons of partners whose work is indispensable for the implementation of the projects.

More emphasis on, and ways for organisational capacity development of implementing partners

10. Demo Finland's priority, as soon as funding allows, should be to recruit additional full-time staff members to remain credible as a democracy support organisation, as the key partner of MFA in democracy support, and to be able to keep up with the current relatively high effectiveness level. Key expertise areas, which require strengthening, are programme management, gender and global education.

Recruit additional full-time staff members

11. MFA should proactively require and explicitly demand organisational capacity development elements and earmark core funding of local CSOs in its PBS funding decisions, in line with policy statements regarding strengthening vibrant local civil society in developing countries. MFA should also acknowledge the detrimental effect of not allocating funding for local civil society organisations (or community-based organisations) within the framework of FLC in 2018 by the Embassies in a situation where the space for civil society becomes more limited, and should ensure that FLC remains as an important funding mechanism to support civil society in the future.

MFA to explicitly demand organisational capacity development elements and earmark core funding of local CSOs in its PBS funding decisions

7.6 Coordination with CSO Unit and MFA

12. Demo Finland should organize a joint session for selected parliamentarians who have participated in the political school and women in politics activities, possibly embassies and the CSO Unit to share experiences of the Demo Finland's work.

13. MFA should systematically include thematic Advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Annual/PBS phase field visit plans should be prepared in the CSO Unit, in collaboration with embassies and thematic advisors, to ensure that each program would be visited regularly by either the Desk officer, the embassies or the thematic advisers. Systematic reporting procedure of these visits should be included in the plan. In case of Demo Finland, this could be coordinated with the visits of parliamentarians or evaluations (as observers).

Enhance substance-based dialogue between MFA and CSOs

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*If the document is not explicitly dated in the document itself, sine datum (s.d.) is used instead of a year.

THE EVALUATION TEAM

Pirkko Poutiainen, the sub-team leader of this evaluation, is a Social Scientist and has over 25 years of experience in international development co-operation. Most of her experience is linked to the Ministry for Foreign Affairs of Finland and multi-lateral development agencies, from concrete implementation to aid agency level with policy and management issues and cross-cutting objectives (gender, human rights). This includes work at the World Bank HQ, in two UNDP country offices, 10 years of permanently living in Sub-Saharan Africa, 1.5 years in a post-conflict country and numerous consultancies in Sub-Saharan Africa, South East Asia, East Asia, Caribbean and East and Central Europe. It also includes implementation of a Finland-supported rural water supply and environment project in Ethiopia (CTA, 4.5 years). She has comprehensive experience in result-based project cycle management from design, planning, appraisal and implementation to project, policy, multi-country and -sector evaluations. In this evaluation, she focused on all aspects of the Demo Finland –specific evaluation. Pirkko Poutiainen has led two sub-teams in the CSO 2 evaluation (Demo Finland and Disability Partnership Finland) and conducted fieldwork in Zambia and Ethiopia.

Maaria Seppänen, PhD (Development Geography) and European MA (E.MA in Human Rights and Democratisation), Core Team Member in this CSO3 evaluation, has a long history of work on the three sides of development cooperation: academic research, official governmental development cooperation and consultancies in evaluation. She has worked long-term in Latin America in research and in international organisations (UNESCO, Peru) and held an embassy position as Counsellor of Development Cooperation in Nicaragua. As a consultant, she has done evaluations mainly of Finnish development cooperation and practice oriented and theoretical studies (MFA and CSOs: Kepa, ISF, SASK, Plan Finland). For the EU, she has been engaged in research and studies concerning the Cotonou Partnership Agreement. She regularly teachers courses on development cooperation at the University of Helsinki as Adjunct Professor. In this CSO3 evaluation, Maaria Seppänen has been involved in the evaluation of two CSOs, namely ISF and Demo Finland.

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 million 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 € 4.53 million in 2014. MFA's framework agreement with SASK included a support of € 5 million in 2015 and € 2.93 million 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 4,500 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 compre-

hensive 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 August15, 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 Euros (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: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs of Finland

Unit for Civil Society

Elina Iso-Markku, Senior Officer

Unit of Sectoral Policies

Leena Akatama, Gender Advisor

Unit for Southern and Western Africa

Harri Sallinen, Team leader (Zambia, Zimbabwe and Malawi)

Marja Ahonen, Zambia Team Member, Unit for Southern Africa

Political Department, Unit for Human Rights Policy

Rauno Merisaari, Ambassador for Human Rights and Democracy

Demo Finland

Anu Juvonen, Executive Director

Jonna Haapanen, Director of Programmes

Teemu Halme, Financial and Administrative Coordinator

Lassi Härmälä, Policy and Communications Officer

Demo Finland Board Members

Eva Biaudet, Chair, Swedish People's Party

Hildur Boldt, Socialdemokrater, Swedish-speaking section of the Finnish Social Democratic Party

Elisa Gebhard, The Finnish Social Democratic Party

Suvi Karhu, The Finns' Party

Laura Nordström, The Greens of Finland

Niina Nurkkala, Center Party of Finland

Hanna-Kaisa Simojoki, Christian Democrats

Saara-Sofia Sirén, National Coalition Party

Minja Timperi, National Coalition Party

Parliament of Finland

Katriina Kuusinen, Head of International Department

BELGIUM

European Partnership for Democracy

Ken Godfrey, Executive Director

SRI LANKA

One-Text Initiative (OTI)

Thusitha Tennakoon, Executive Director

THE NETHERLANDS

Netherlands Institute for Multiparty Democracy NIMD

Hans Bruning, Executive Director

Maaike van der Werf, Programme Manager

TUNISIA

Embassy of Finland in Tunisia

Tanja Jääskeläinen, Ambassador

Centre Études Méditerranéennes Internationales (CEMI)

Ahmed Driss, Executive Director

MOZAMBIQUE

Embassy of Finland in Mozambique

Jaakko Jakkila, Counsellor, Governance and Rural Development at Embassy of Finland (previous Democracy Advisor at the MFA)

MYANMAR

Diplomatic Mission of Finland in Myanmar

Jarmo Kuuttila, Chargé d'Affaires

ZAMBIA

Embassy of Finland in Lusaka

Anu Hassinen, Head of Development Cooperation

Iida Kalmanlehto, Coordinator, Fund for Local Cooperation

Zambia National Women's Lobby, Lusaka

Juliet Kaita, Executive Director

Olipah Nyirenda, Head of Finance and Administration

Lombe Nambaya Yombwe, Project Coordinator

Victoria Phiri, Information and Publicity officer

Evans Kunda, Capacity Building Officer

Golden Nachibinga, Head of Programmes

Beauty Katebe - ZNWL Board Chairperson

Kabwe and Kapiri-Mposhi

Prince Chileshe, Mayor, Kabwe Municipal Council

Ronald M. Daka,Town Clerk & Chief Executive Officer, Kabwe Municipal Council

Millie Muliti, Council Secretary, Kapiri-Mposhi District Council

Joshua Kamanga, Assistance Secretary, Provincial Administration Central Province

Felix Mang'wato, Deputy Permanent Secretary, Provincial Administration Central Province

Nkonde Shebeene, Nkonde Phiri, Director, Housing and Social Services, Kabwe Municipal Council

Veronica K. Chileshe, District Administrative Officer, Kapiri-Mposhi District Council

Beneficiaries

Sixteen beneficiaries in Lusaka, 13 in Kabwe and 15 in Kapiri Mposhi (names to be provided upon request)

British Council

Abdon Yezi, Senior Programme Manager

Non-Governmental Organisations' Coordinating Council NGOCC

Evarine Katema Mooya, Coordinator, Women in Politics Project

Engwase Mwale, Executive Director

Norwegian Church Aid ACTAlliance

Jacqueline M. Kabalo, Programme Officer -Gender Justice

Harald Nyeggen Sommer, Country Representative

USAID-Zambia

Charlene Bangwe, Women at Work Coordinator

Jenny Neville, Democracy and Governance Officer,

Women for Change

Lumba Siyanga, Executive Director

Women in Law and Development in Africa (WiLDAF)

Muzi Kamanga, Country Coordinator

Women and Law in Southern Africa (WLSA)

Matrine Hazyondo, Assistant Programme Officer

Johnson Kalebaila, Field Coordinator Kafue

Russell Phiri, Finance and Administative Officer

Maureen Samulela Tresha, National Director

ANNEX 3: DOCUMENTS CONSULTED

CEMI. (s.d.). Rapport narratif annuel 2014 pour le projet Tunisian School of Politics. Tunis: Centre des Études Méditerranéennes et Internationales.

Demo Finland. (2014). Concept note of Demo Finland's programme proposal in Sri Lanka. Helsinki: Demo Finland.

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Demo Finland. (2015). Concept note of "Sri Lankan Youth for Democracy" 3-12/2015. Helsinki: Demo Finland.

Demo Finland. (s.d.) Budjetti vuosille 2010-2012. (n.p.). Demo Finland.

Demo Finland. (s.d.) Puolueiden kansainvälinen demokratiayhteistyö. Demo ry (PPTs). (n.p.): Demo Finland.

Demo Finland. (s.d.). Annual report 2015 (draft). Youth in Cooperation for Peace and Democracy in Nepal. (n.p.): Demo Finland.

Demo Finland. (s.d.). Annual report 2015. Women in Politics: Strengthening Women in Local Government for Increased Participation in Politics in Zambia. (n.p.): Demo Finland.

Demo Finland. (s.d.). Concept note for Demo Finland's Project in Tanzania (period 2013-2015). (n.p.): Demo Finland

Demo Finland. (s.d.). Concept note for the Demo Finland programme in Tunisia: Strengthening youth voices in politics in Tunisia. Helsinki: Demo Finland.

Demo Finland. (s.d.). Demo Finland Project Plan Document. Tunisian School of Politics 2016-2018. Helsinki: Demo Finland.

Demo Finland. (s.d.). Demo Finland Project Plan Document. Women in Politics: Strengthening Women in Local Government for Increased Participation in Politics - Phase II. Zambia. Helsinki: Demo Finland.

Demo Finland. (s.d.). Demo Finland Project Plan for Myanmar School of Politics (for 2014-2015). Helsinki: Demo Finland.

Demo Finland. (s.d.). Hankesuunnitelma vuosille 2010-2012. (n.p.). Demo Finland.

Demo Finland. (s.d.). Kansalaisjärjestön kehitysyhteistyöhankkeen vuosiraportti 2010. (n.p.). Demo Finland.

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Demo Finland. (s.d.). Kansalaisjärjestön kehitysyhteistyöhankkeen vuosiraportti 2012. (n.p.). Demo Finland.

Demo Finland. (s.d.). Kehitysyhteistyöohjelma 2016-2018: tavoitekehikko (excel). (n.p.): Demo Finland.

Demo Finland. (s.d.). Learning and capacity building in Demo Finland Programming - example from NIMD/Demo Finland joint programme Myanmar School of Politics. (n.p.). Demo Finland.

Demo Finland. (s.d.). Myanmar School of Politics. Project Plan Document 2016-2018. (n.p.): Demo Finland.

Demo Finland. (s.d.). Project document for Demo Finland's Programme in Nepal 2013-2015. Youth in Cooperation for Peace and Democracy. (n.p.): Demo Finland.

Demo Finland. (s.d.). Project Document for the Tunisian School of Politics. Programme period 1.1.2013.-31.12.2015. Helsinki: Demo Finland.

Demo Finland. (s.d.). Project Plan Document for Demo Finland's Programme in Zambia. Women in Politics: Strengthening Women in Local Government for Increased Participation in Politics - Phase II, 2016-2018. Helsinki: Demo Finland.

Demo Finland. (s.d.). Puolueiden kansainvälinen demokratiayhteistyö (DEMO) ry:n kolmivuotis-strategia vuosille 2012-2014. (n.p.): Demo Finland.

Demo Finland. (s.d.). Puolueiden kansainvälinen demokratiayhteistyö (Demo) ry:n toimintakertomus 2014. (n.p.): Demo Finland.

Demo Finland. (s.d.). Toimintakertomus 2013. Helsinki: Demo Finland.

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École tunisienne de politique (s.d.). Rapport narratif relatif à la formation des promotions des 3 à 4 des cadres des parties politiques (1 janvier-31 mars 2013). Tunis: TSoP.

Jyväskylän yliopisto. (2017). Kansalaisyhteiskuntaselvitys. Kansalaisyhteiskunnan toimijoiden rooli kehitysyhteistyössä. Raportti ulkoasiainministeriön kehityspoliittisen osaston kansalais-yhteiskuntayksikölle.

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NIMD. (s.d.).Template Annual Plan 2017 for NIMD partners. (n.p.) Netherlands Institute for Multiparty Democracy.

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Tilintarkastusrengas Oy. (2015). Tilintarkastuskertomus Puolueiden kansainvälinen demokratia-yhteystyö (Demo) ry:n jäsenille vuodelta 2014. Helsinki.

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Virtanen, P., Mikkola, K. & Siltanen, M. (2008). Evaluation: Finnish Partnership Agreement Scheme, Evaluation report 2008:1, Ministry for Foreign Affairs of Finland, Department for Development Policy. Helsinki.

Women in Law and Development in Africa. (2015). Assessment on Women's Participation in Electoral and Democratic Processes in Zambia. Summary Report.

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ZNWL. (2010). Governance manual. (n.p.): Zambian National Women's Lobby.

ZNWL. (2011). Human Resource Policy and Procedures Manual. (n.p.): Zambian National Women's Lobby.

ZNWL. (2015). Financial management manual. (n.p.): Zambian National Women's Lobby.

ZNWL. (2015). Procurement policy and procedures manual. (n.p.): Zambian National Women's Lobby.

ZNWL. (2016). Anti-corruption and bribery policy. (n.p.): Zambian National Women's Lobby.

ZNWL. (2016). Disability policy. (n.p.): Zambian National Women's Lobby.

*If the document is not explicitly dated in the document itself, sine datum (s.d.) is used instead of a year.

ANNEX 4: MFA'S PROGRAMME-BASED APPROACH

The current MFA instructions concerning the Partnership Agreement Scheme (MFA, 2013a) outline the following key goals for PBS:

- Poverty reduction
- Changing unsustainable patterns of production and consumption
- Protecting and managing the natural resources base vital for economic and social development

In addition, Human Rights Based Approach (HRBA) and Paris Declaration principles are highlighted, as well as MDGs as strategic backbones. Climate sustainability has also been a key cross-cutting objective since 2012.

Operationally, the PBS focuses on results and RBM with funding provided annually. The principles of the 2015 RBM guidelines (MFA, 2015d) are expected to be applied also in MFA's programmatic support for CSOs (Box 5). This refers both to the MFA itself - management of the entire programme in the CSO Unit - and to the CSOs and their individual programmes. Although the MFA CSO Unit's own reporting has so far focused on disbursements, a process has been initiated to develop a relevant way for inclusion of the PBS results into the 2018 results reporting concept. The MFA is currently developing a concept for reporting on the results of Finland's development cooperation on the basis of the new 2016 development policy and a report on the achievement of the policy is expected in 2018, following a pilot in 2017. Towards this end, the MFA is now also investigating methods on how the results of CSOs' development cooperation could be presented in the report. While the solutions are yet to be defined, there is a strong push for stronger RBM also from this process.

Box 5. Framework of Results-Based Management at the MFA

The MFA has been applying RBM-related methods in its bilateral projects already since early 1990's. The Guidelines for Project Preparation and Design from 1991 applied the results-chain method, and after Finland joined EU, the LFA approach with EU terminology was adapted in the Guidelines for Programme Design, Monitoring and Evaluation of 1996 (updated in 2000). The Manual for Bilateral Programmes from 2012 was also based on the LFA methodology, while the most recent manual (MFA 2012, updated 10/2016) gives improved guidance on RBM and uses the latest results chain terminology (Impact, Outcome, Outputs), in accordance with the 2015 RBM Guidelines.

After various evaluations had indicated weaknesses in the application of RBM, MFA put more emphasis on strengthening of RBM at all levels of Finnish development cooperation, from individual projects and programmes to country programmes and MFA's aid instruments – CSO Partnership Programme included. The generic MFA guidelines for RBM were published in 2015 and they defined the RBM key principles along the following lines:

- Ownership – This includes basing targets on national priorities and ownership with partner country's development policies and beneficiary needs as the basis for Finland's support. Mutual ownership is emphasized.
- Results-focus – This refers to setting clear results targets at all levels. Specific results targets with indicators should be set at all levels of cooperation – organizational priorities, country strategies, interventions.
- Evidence – This means collecting credible results information. Systematic M&E with functioning data management systems should be applied for gathering credible information on results.
- Learning – This refer to using findings of M&E systematically for learning and improving performance as well as for accountability.

- Results-culture – This implies promoting and supporting a mature results-oriented culture with effective leadership and capacity to learn as essential for RBM.
- Balanced results – This means 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.

Source: MFA, 2015d, 2015e and 2016b.

As well as the RBM, risk management and financial management systems, the CSOs are expected to have sufficient financial capacity and human resources to manage and operate their programmes. In terms of financial capacity, minimum of 15% of self-financing is required from the CSOs in general - and 7.5% in the particular case of disability organizations. Although sufficient staff resources are required to monitor and assess operations, evaluate results and impacts and ensure reliable financial management, the MFA has not defined the minimum requirements in this regard.

Along these lines, the key MFA eligibility criteria for the CSOs (Box 6) stress the consistency and complementarity with the Finnish development policy and co-operation, development education and communication activities, capacity and networks of the CSOs as well as good governance.

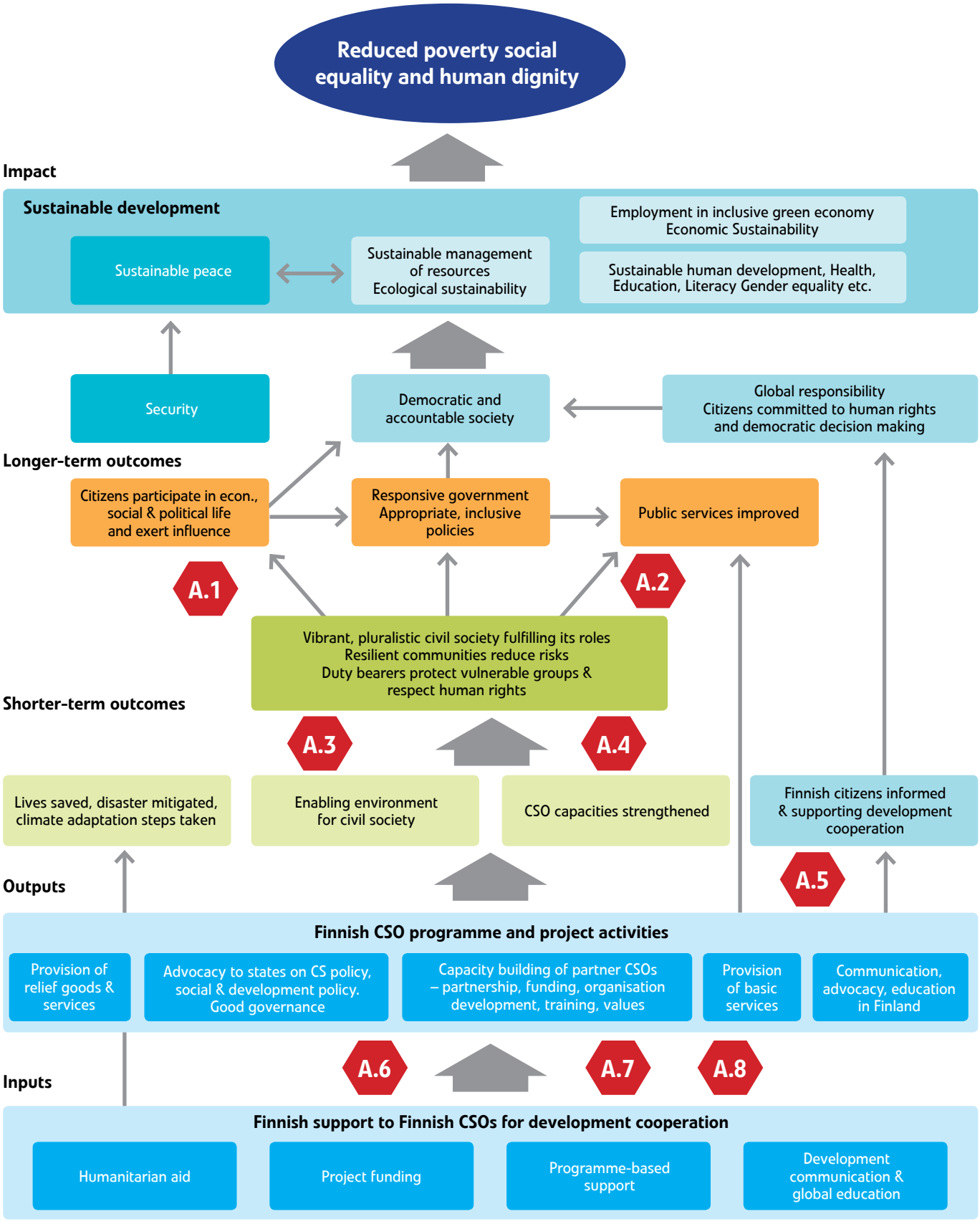
Box 6. MFA Eligibility criteria for CSOs under the Programme-Based Approach

Key MFA eligibility criteria for CSOs include the following:

- Consistency with Finland's development policy.
- Complementarity to Finland's official development cooperation.
- The CSO must have required qualifications, competence and experience, including capacity to monitor and evaluate its activities as well as results and impacts of its programme.
- The CSO must have systematic development communications and development education
- Good governance, including professional financial management.
- Extensive networks both in Finland and internationally, including reliable and competent partners.

Source: MFA, 2013a.

ANNEX 5: CSO GENERIC THEORY OF CHANGE



ANNEX 6: EVALUATION MATRIX

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ1 Relevance – Has the work of the organisations been relevant to the beneficiary rights and needs, partner country contexts and the Finnish priorities?			
1.1 Has the CSO programme been in line with its own overall strategy and comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme (2010-16)	Document review Interviews with CSO management Interviews with CSO and various stakeholders including women and marginalised Interviews with MFA Civil Society Unit Spider web analysis	CSO strategy documents and plans Previous evaluations, reviews National policy documents in partner countries Finnish government development policy documents Gender/climate/ rights assessments
1.2 Is its programme aligned with the rights and needs of stakeholders and beneficiaries, particularly women and girls and the marginalised?	Qualitative assessment of the extent to which the situation and needs analysis, objectives and implementation processes address relevant rights and priorities		
1.3 Is its programme aligned with national policies and strategies in partner countries?	Qualitative assessment of the level of association with partner countries' national policies and strategies Assessment of role of MFA in supporting alignment		
1.4 Is its programme aligned with Finnish development priorities including HRBA and the CCOs?	Correspondence with Finnish development policy priorities. The extent that a range of CSOs are supported in terms of geography, theme, target group, approach (pluralism) The extent that the support promotes active citizenship, debate and local ownership (vibrancy) The extent of alignment between the ToC of the CSO's programme and the overarching ToC		

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ2: Complementarity, coordination and coherence: Has the work of the CSOs been complementary, coordinated and coherent with other interventions?			
2.1 How well has the programme been coordinated with other CSOs, donors and development partners?	Qualitative assessment of the level of exchange between CSO and partners No. of cases / examples of coordination No. of periodic coordination meetings attended Existence & performance of coordination structures Role of MFA in supporting coordination	Interviews Document review Interviews Document review	Local partner organisation, organisations they collaborate with, Finnish Embassy and relevant donor programmes Progress Reports and Minutes of meetings, Media reports / bulletins
2.2 To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multilateral) or for other CSOs?	No. of examples where there are synergies with other Finnish interventions No. of references to other actors' policies No. of examples of co-funding or budget alignment **Assumption A8 tested**	Spider web analysis	Donor reports, other CSOs Finnish embassy and MFA Previous evaluations
2.3 To which extent are CSO development co-operation interventions coherent with other MFA support or interventions such as bilateral, multilateral or budget support or trade and humanitarian policy?	Examples where coherence is strong or weak		
2.4 How well has programme-based support aligned with the strategy, work and comparative advantage of the CSO?	Qualitative comparison between programme-based support and non-programme based activities Level of adherence to MFA's PBS principles	Review of strategy and reporting documents Interviews with CSO, MFA	PBS manual/ guidance Reporting before and after introduction of PBS RBM processes and reports MFA partnership policies & guidelines Partnership meeting minutes

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ3. Efficiency: Have the available resources – financial, human and material – been used optimally for achieving results?			
3.1 How efficiently does the CSO coordinate PBS to influence effectiveness? (in terms of problem-solving, guidance, coordination, communication, monitoring and reporting to MFA)	Adherence to PBS rules (self-contribution, reporting, other agreed MFA criteria) Comparison of outputs using PBS funding with other funding channels Efficiency of how well funding is channelled to partner CSO (% of total funds reaching local CSO) **Assumption A6 tested**	Document review Interviews with CSO management and MFA Spider web analysis	MFA partnership documents PBS rules/procedures Budget and expenditure reports
3.2 Can the costs of the programme be justified by the achieved or likely to be achieved outputs and outcomes? Is the share of overhead costs justified in relation to the implementation costs and against accepted norms?	The CSO's instruments represent the most cost effective choice given objectives and resources Cases where similar results could have been achieved with fewer costs Comparison of overhead costs with other channels of delivery for same objective Capacity of CSO to track its own efficiency Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms	Budget/output analysis Interviews with CSO and partner CSOs Email survey	Budget and results reporting in Finland and in-country In country and international unit costs and overhead norms by type of activity RBM analysis
3.3 How well are M&E systems designed and used to track results	Availability of baseline information, quality of indicators, quality reports; compliance with MFA requirements	Interviews with CSO management and MFA Document review	
3.4 To what extent have risks been identified and managed by the CSO?	Availability of risk assessment tools; Identification of major risks and possible measures taken for handling them.	Document review Interviews with CSO and partner CSOs	Audit reports, Progress Reports Past evaluations Risk management strategies
3.5 Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?	Presence of CCOs and HR aspects in budget and expenditure statements, staffing or activities	Interview Document review	Planning and reporting documents

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
3.6 How efficiently has the MFA managed the PBS?	Staffing levels over time Allocations v Expenditure Effectiveness of supervision procedures	Interview with MFA, especially CS Unit Document review	Previous evaluations Partnership meeting minutes
EQ4. Effectiveness: What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?			
4.1 Have actual outputs and outcomes matched intended targets? Are there unintended results? If targets are not yet reached, are they likely to reach them? How well can the CSO's outputs be linked to the outcomes?	Comparison b/n planned interventions and targets, % achievement of targets Details of unintended results Assessment of linkage / attribution	Past Evaluations, Progress Reports Direct observation (using purposive or random sampling) Interviews with beneficiaries	Annual/ quarterly results reports, synthesis reports, evaluations RBM analysis
4.2 To what extent has the CSO built the capacity of partner CSOs (overseas or in Finland) for delivering services or for advocacy?	Quantity and quality of delivered services by each partner across the evaluation period Quality of advocacy by partner CSOs % of funding devoted to capacity building activities **Assumption A5 tested**	Document review Direct observation of partner CSO Interviews with beneficiaries, opinion makers, duty bearers Press and media Email survey Spider web analysis	Capacity assessments Progress reports and evaluations Fieldwork with partner CSOs Media coverage
4.3 How well has the CSO succeeded in making a contribution towards Finnish development policy objectives, including the HRBA?	Comparison between Finnish policy priorities including HRBA and CSO reported outcomes	Document review Interviews with CSO and MFA	Policy reviews and evaluations Link between reports and CSO's theory of change
4.4 To what extent can the outputs and outcomes be attributed to PBS?	Comparison between programme and non-PBS results (before and after, with and without)	Document review CSO and partner CSO interviews Email survey	PBS agreements and minutes Progress reports Evaluations RBM analysis
4.5 Has the programme contributed to the achievement of CCOs (including gender equality, reduction of inequalities and promotion of climate sustainability)?	Evidence of improvement in the benefits accruing to women and girls, and to people with disabilities. Evidence of their increased empowerment as a result of the activities. Evidence of changing attitudes to marginal groups, climate change and inequality amongst decision makers or duty bearers **Assumption A7 tested**	Document review Direct observation of partner CSO Interviews with marginalised / vulnerable groups	Gender reports Climate reports Human rights reports

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ5. Impact. Is there evidence of impact of the CSO programmes in partner countries or Finland?			
5.1 To what extent have the outputs and outcomes impacted communities and civil societies, rights holders and beneficiaries of the partner countries or – in the case of UOs in particular – in Finland?	Evidence of wider impact based on direct or proxy indicators, contribution analysis Evidence of wider impact on CCOs Level of CSO's contribution to impact observed **Assumption A1 tested**	Document review Field interviews with ultimate stakeholder groups Media analysis	Evaluation reports Statistical data Other government or donor reports, media
EQ6. Sustainability: Will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?			
6.1 Will any identified achievements of the CSO (Including for CCOs) be sustainable in terms of economic, financial, institutional, socio-cultural and environmental aspects?	Extent to which results achieved persist after funding ends Extent (%) of complementary funding from other sources supporting results or objectives of the CSO Extent to which CSO guidance and implementation prioritise sustainability and handover Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored **Assumption A2 tested**	Document review Interviews with CSO and CSO partners, and other donors	Existing evaluations (and other relevant), reviews and reports on CSO related activities
6.2 Is there adequate ownership by partner organisations and at community level of the programme (in Finland and abroad)?	The extent that partner organisations lead or at least participate in decision processes The extent that beneficiary groups have participated in decisions during implementation The extent that partners take own initiatives to address problems; the extent that the Finnish CSO funding to partner organisations constitutes core support The extent that partners describe programme as theirs **Assumption A4 tested**	Document review Interviews with partner CSOs and beneficiaries	CSO plans and strategies Meeting minutes Budget/funding reports

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
6.3 Has an exit strategy been developed and if so, how well is it being implemented?	Documentation of the implementation of an exit/sustainability strategy. Level of own fund raising	Document review Interviews with partner CSOs	CSO plans and strategies Budget/funding reports
6.4 Have partners established sound operational and financial practices likely to be able to attract other external support?	Level of adherence to norms for CSO operational / financial sustainability (permanent staffing, financial reserves, legal status, long term plans etc.) **Assumption A3 tested**	Document review Interviews with partner CSOs	CSO plans and strategies Budget/funding reports Audit reports

ANNEX 7: DEMO FINLAND'S DEVELOPMENT COOPERATION DURING THE EVALUATION PERIOD

Tunisia

Since 2012, Demo Finland, together with NIMD, has carried out two programmes in Tunisia, one ranging from 2012 to 2015, and a current one (2016-2018). The common denominator and the main vehicle of democracy support is the Tunisian School of Politics (ToSP). Of the ongoing programme countries Tunisia is the oldest, as support started in 2012, the following year after the "Arab spring" uprising.

The overall objective of the first TSoP programme in Tunisia was to strengthen inclusive and youth participation. The specific programme objective was to increase the capacities and skills of politically active youth. The programme set four results: a cross-party training network of leading youth politicians is established; and that youth politicians have increased knowledge of multiparty politics and democratic practices, have effective tools of influencing political decision, and gain practical experience in policy development and political advocacy work. Activities included formation of a training network, thematic seminars on topics relating to politics and democratic practices, workshops on development and advocacy work to provide youth politicians with basic tools to formulate policies and advance them within political parties, and jointly planned advocacy and media campaigns on youth related topics.

The next programme cycle for the years 2013-2015, with PBS funding, adopts the same overall objective as the previous year but with a slightly different specific objective: "Enhanced political youth's capacity and constructive, policy oriented engagement in politics." The results of the programme were more precise, integrating also an aspect of sustainability into the results chain i.e. "Organizational capacity of the Tunisian School of Politics is strengthened". Activities included e.g. publicity for the TSoP and organisation of thematic debates at TSoP, development of an alumni association and organisation of workshops and training of trainers for the school of politics. One set of activities planned has been the exchange and mutual learning between Tunisian and European youth politicians.

The on-going Tunisian programme of Demo Finland -NIMD covers the years 2016-2018. As a result of relatively good progress in engaging youth in politics and the high percentage of women represented in the Parliament (34%, well over many European counterparts), a new negotiated constitution and successful elections, the programme has been adjusted and the objectives set higher. The new overall objective is: "Tunisia has [a] strengthened pluralistic and inclusive multiparty system", and the specific objective reads: "responsive, capacitated and policy based political parties are co-operating well over party boundaries" (Project Plan Document 2016-2018). In addition, the expected results concern the whole political system, not any more youth in exclusivity. The foreseen results are: inclusive multiparty spaces of dialogue are functional; politicians effectively represent parties and constituencies in programmatic ways, and inclusive political parties are more programmatic and democratic, and work towards common goals.

There are changes in how beneficiaries and stakeholders are defined. At the start, the direct beneficiaries were youth politicians, indirect beneficiaries were the political parties, and stakeholders included civil society, university people, the media and other politicians than the youth. In 2013, the TSoP was "upgraded" from stakeholder to direct beneficiary in view of sustainability of its functioning. In the current ongoing programme, the beneficiaries are practically all the political parties and the political system in general. This implies higher ambitions in what regards results and impact of the programme. The programme has been implemented by the local partner organisation, Centre d'Études Méditerranéennes et Internationales (CEMI).

Myanmar

In 2014, Demo Finland, in collaboration with NIMD, started a pilot project in Myanmar (ex-Burma), by founding the Myanmar School of Politics (MySoP) in one region (Tanintharyi) and one state (Mon). The initiative of a project in Myanmar came up after the 2011 decision of the military to partially retreat from government, although the Armed Forces still have a constitutional quota of 25% of the seats in the Parliament.

The overall objective in the pilot phase was: "Myanmar is developing towards a peaceful, pluralistic, inclusive multi-party democracy where the political rights of all citizens are realised." The specific objectives concern three levels: systemic on the political system, cultural favouring democratic values and behaviour of political actors, and the level of political actors in enhancing skills and capacities of political parties to be responsive and accountable towards citizens. The activities started with forming the school of politics and training and following-up of senior and junior party activists in four MySoP courses.

The second phase of the project started in 2016, foreseen to run through 2018. The geographical focus has been enlarged from the pilot phase to carry out MySoP courses in several states and regions, and the overall objective is widened to strengthening a pluralistic and inclusive multiparty system in Myanmar. For the second phase, the curriculum of the courses has been modified according to the comments of participants during the pilot phase. The project has also taken advantage of earlier experiences in other countries in organising schools of politics (Tunisia, for example, with exchange of personnel).

The pilot project started before the latest elections (in 2015) which saw a landslide victory of the National League for Democracy. This enabled its long-standing icon of civil resistance, Aung San Su-Kyi, to consolidate a strong position as minister and presidential advisor, although she herself was prevented from running as presidential candidate.

The direct beneficiaries of the project are the political parties sending participants to the courses of MySoP. Stakeholders include other civil society actors, CSOs, the media, the private sector, and – there is no way around it – the military, at least indirectly. The Demo Finland /NIMD programme (MySoP) does not collaborate at the Union level or with the parliaments as such, but parties. There are no military representatives in the capacity building sessions, since the focus is on the parties. The military does have a quota at the parliaments, though.

Formerly, NIMD had worked in Myanmar since 2012 with the Danish Institute for Parties and Democracy at the national level, but then decided to focus on regional and state levels and contacted Demo Finland and asked for cooperation in a new project (Project Plan Document 2014-2015). The pilot project was designed in late 2014 and early 2015. The Myanmar project is directly implemented by the two organisations (Demo Finland and NIMD) in absence of a suitable local partner. In 2014, NIMD carried out an analysis of Burmese political parties which has been used in the project.

Zambia

Demo Finland initiated its project in Zambia in 2013. The project title illustrates the contents and the focus of Demo Finland's activities: "Women in Politics: Strengthening Women in Local Government for Increased Participation in Politics". The background of the project was in the national elections of 2011, the 5th tripartite general elections after the establishment of multiparty democracy in 1991, which brought a significant change as the incumbent candidate lost. The representation of women in politics was alarmingly low: only 14% of the candidates for Parliament were women, and only 11% of elected MPs were female. In local governments, the percentage of women was even lower; only 83 out of 1382 local council members were women (6.1%). Problem analysis revealed that in addition to stereotypical reasons for explaining the low participation of women in politics in Zambia ("women are not interested, do not have time, politics is an issue for men"), or the lack of support from party structures to women's participation, one interesting fact was identified: women did not act in solidarity with each other, but rather competed against other women and eventually aligned with the official party line - party discipline is very strict in Zambia.

The overall objective of the 2013-2015 programme was to "support pluralistic and representative democracy by strengthening gender equality in politics at the local level in Zambia" and the specific objective was to "strengthen women's capacities for increased participation and representation in governance at local government level through cross-party collaboration, lobbying, advocacy and capacity development" (Demo Finland, s.d.f). The expected results included, in addition to training sitting women council members and aspiring female councillors and increase their cross-party cooperation, an outreach programme to sensitise communities and political parties about the importance of women's participation in politics at the local, national and international levels. In this sense, the project is strengthening the awareness of rights-holders.

The second phase of the programme started in mid-2016, under the first full-fledged PBS programme came into power, and is expected to continue through 2018. The overall objective and the specific objectives are the same as in the first phase, except the number and names of the districts where the project operates. The project is implemented by ZNWL.

The direct beneficiaries of the Zambia project are women local council members or aspiring councillors and women members of political parties, who are provided with training as duty bearers. The stakeholders include community and traditional leaders and political parties (including their female sections), male and female politicians and local community members.

Sri Lanka

In 2014-2015, Demo Finland also initiated a project in Sri Lanka, under the coordination of Demo Finland's office in Nepal. The political background of the project was the end of the civil war between the government and the army, dominated by the Sinhalese majority, and the Tamil minority represented in the guerrilla of "Tamil tigers" (officially Liberation Tigers of Tamil Eelam).

The intervention logic in Sri Lanka follows the same line of objectives as in Myanmar and Tunisia. The overall objective of the project is: "Sri Lanka develops towards a pluralistic and inclusive multiparty democracy where the civil and political rights are realized". The specific objective chose to concentrate on youth ("Youth representatives of Political parties are engaged into dialogue and co-operation"), and the results set for the project followed the usual format (inclusive party-political dialogue between parties, achievement of common positions across party lines, increase in numbers of female politicians and the design of future cooperation of Demo Finland in Sri Lanka).

For 2016, a new project was proposed by Demo Finland, but due to funding cuts activities are largely on-hold. Prior to that a special dialogue platform for youth politicians, 'Sri Lankan Youth for Democracy',

was founded for the first time in the country, together with 13 Sri Lankan political parties with seats in the Parliament. A multi-party delegation of Finnish youth politicians was invited to visit the country to share experiences, and two seminars for Sri Lankan youth politicians were held prior to the visit from Finland. The objective of the activities was that Sri Lankan youth politicians would have finalized proposals for the constitutional reform underway in the Sri Lankan parliament, turned into a constitutive assembly in 2016 with the task to prepare a new constitution. The project funding was also used for connecting Erasmus+ (EU) activities in the recently started cooperation with Sri Lanka. Project is implemented by a local partner organization was (is) One Text Initiative.

One-Text is unique to Sri Lanka as it was developed collectively by the stakeholders themselves based on best practises internationally and in the context of local needs and cultural/political dynamics. The One-Text Initiative was co-founded by the country's main political parties to facilitate dialogue, strengthen relationships and enable a structured exchange of ideas/options between the nation's political stakeholder groups at National, Provincial & District level. Since 2003, this inclusive forum utilizes the "One-Text" procedure and technology – a multi-stakeholder negotiations and communication tool – to ensure equal and constructive participation of all the parties.

Tanzania

In Tanzania, Demo Finland had been cooperating with women politicians since 2006. The work originated in a pilot project with Tanzanian political parties, run by the regional Department for Africa and the Middle East of the MFA of Finland. During that project, Tanzanian female parliamentarians had requested support from Finland for the promotion of women's political participation, and Demo Finland became involved. After initial stages of working directly with political parties, Demo Finland facilitated the establishment of the Tanzanian Women's Cross-Party Platform (TWCP), Ulingo, in 2008. All the six political parties with seat in the Parliament and the Parliament's internal women's network came together in Ulingo. The goal of the platform is to promote women in politics, and thus achieve enhanced democracy. Close cooperation with Ulingo continued up to 2015 when the decision was made to phase out from Tanzania.

Although the decision to cancel the work in Tanzania without a phasing-out period must have been difficult, it needs to be noted that already in 2009, an evaluation by the MFA recommended designing exit strategies from Tanzania (MFA, 2009).

Nepal

Demo Finland started work in Nepal in 2007, after the Nepalese "revolution" had chased the royal family out of power and the country became officially a republic. In 2008, soon after the declaration of Nepal as a republic, a peace agreement was reached with the Maoist guerrilla forces that had plagued the country with violence and political unrest for a decade. The focal point in activities has been the Joint Youth and Students Platform which brought together 18 political youth and student organisations in the promotion of constructive cross-party cooperation, non-violent joint action and cross-party dialogue across ideological differences.

ANNEX 8: PARTNER SELECTION OF DEMO FINLAND

While the selection of countries where Demo implements projects has been based on political events (opening of a democratisation process: Nepal, Tunisia, Sri Lanka and Myanmar) or through activities related to other Finnish support by the local Embassies: Tanzania and Zambia), the selection of partners has been the result of fact-finding missions and organisational analysis.

In Tanzania, the cooperation originated in a pilot project with Tanzanian political parties, run by the regional Department for Africa and the Middle East of the MFA of Finland. During that project, Tanzanian female parliamentarians had requested support from Finland for the promotion of women's political participation after a visit to Finland, and Demo Finland became involved. In 2007, Demo Finland organised in collaboration with the Tanzania Centre for Democracy (TCD) a female-focused seminar called Women's Participation in Politics, with over 100 participants from most Tanzanian parties, representatives from all the Finnish parties' women's wings as well as from the Women's Parliamentary Network of Finland. The Tanzanian female party representatives expressed a clear need for support for multiparty collaboration and capacity building through Demo Finland. After initial stages of working directly with political parties, Demo Finland facilitated the establishment of the Tanzanian Women's Cross- Party Platform (TWCP), Ulingo, in 2008. The direct beneficiaries of the programme were the women's wings and female party members across party lines.

In Nepal, the country was included in the operations of Demo Finland after an official invitation letter to support political parties had arrived from Nepal, inspired by a visit of Nepalese politicians to Finland, originally invited to Finland by an NGO, Conflict Management Initiative (CMI) of the ex-President and Nobel Peace Prize winner Martti Ahtisaari and MFA in 2006. Demo Finland organised a fact-finding mission to Nepal in 2006 and a seminar called 'Strengthening the Voice of Youth in Politics in March 2007' in Kathmandu, with representatives of Nepalese youth and student organizations and representatives of the Finnish equivalent organizations. Participating Nepalese organizations expressed their wish for Demo Finland to create a safe and neutral space for the different political youth organisations to collaborate in. It was essential that the coordinating entity was impartial to attract all the parties, so Demo Finland decided to start implementing the programme itself, through a small country office, Demo Nepal. The direct beneficiaries of the programme were political youth organizations.

The initiative for Demo Finland's support to Zambian women's organization came through the Finnish Embassy in 2012. Zambian Women's organizations had applied for support from the MFA of Finland together with the Coalition of Finnish Women´'s Associations (NYTKIS). The project did not get funding. The Embassy was trying to channel the needs of the Zambian political women, since many of the parties and organizations had approached it as well. In addition, after the 2011 elections, the winning party Patriotic Front had approached the Finnish Social Democratic Party (SDP) with the intention to look for support, which SDP was not able to respond at that time. Demo Finland was encouraged by the Embassy to start supporting the capacity of Zambian women politicians and helped out in identifying ZNWL as a partner. The programme started in 2012 with a planning phase. The direct beneficiaries of the programme are the female councillors and political party members as well as political parties.

In Tunisia, after the Jasmin Revolution (the "Arab Spring"), Demo Finland, NIMD and the European Partnership for Democracy (EPD) started to map possibilities or needs for Demo Finland's democracy support in Tunisia in 2011 via two fact finding missions - including meetings with the political parties,

youth organisations and international donors. EPD was involved as a result of an EU proposal which eventually failed to get funding, but the programme planning was continued by Demo Finland and NIMD. The conclusions of the various fact-finding missions was that a suitable and neutral local partner for the Tunisian School of Politics was a local think thank Centre for Mediterranean and International Studies (CEMI, for the title in French).

In Myanmar, the principal driving force for the programme was the emerging democratisation process which had expanded the number of political parties and political participation in the country, although without traditions and structures in place for multi-party cooperation and effective policy-making. Since NIMD and Demo Finland had common background in a similar School of Politics programme in Tunisia, and since NIMD was already looking for opportunities in the country, assessments of the political environment and numerous fact finding missions were made in Myanmar. There was an identified need to support the capacity of the many new ethnic-based state/regional level political parties, since international support seemed to be increasing at the Union (national) level but did not trickle down within parties to their regional/state level branches neither to diverse (mostly ethnic) parties working only at the state/regional level. Impartial local implementing organization in the emerging democracy of Myanmar was not easy to find as all national organisations were seen to be linked to specific political spectrums. A lot of analysis was done and talks with potential partners held, but it became clear that all the parties would not accept the potential local implementers. So, after careful consideration, it was decided that NIMD and Demo Finland would implement the School of Politics directly. The direct beneficiaries of the Programme are the members of political parties at region/ state level as well as political parties.

Prior to starting the programme planning in Sri Lanka, there had been exchange programmes between Nepalese and Sri Lankan youth politicians organised by Demo Finland. For example, at the occasion of the UN Youth Conference linked to the post-MDG process in Colombo in May 2014, Demo Finland organised a side event between Nepalese and Sri Lankan youth politicians to share experiences. At the beginning, during the regime of President Rajapaksa up to early 2015, discussions were held with the National Youth Council to become a partner for the then existing multiparty youth dialogue. However, with the regime change it became possible to work directly with a local cross-party entity, One Text Initiative (OTI). In February 2015, a visit to Sri Lanka was made by Demo Finland, hosted by OTI, and the majority of parliamentary parties' senior leaders were met and the future program was discussed with them. The result of the preparations was a programme for cross-ethnic and cross-party dialogue with OTI as the implementing local partner.

ANNEX 9: ORGANISATIONAL AND MANAGEMENT STRUCTURE

Organisational structure

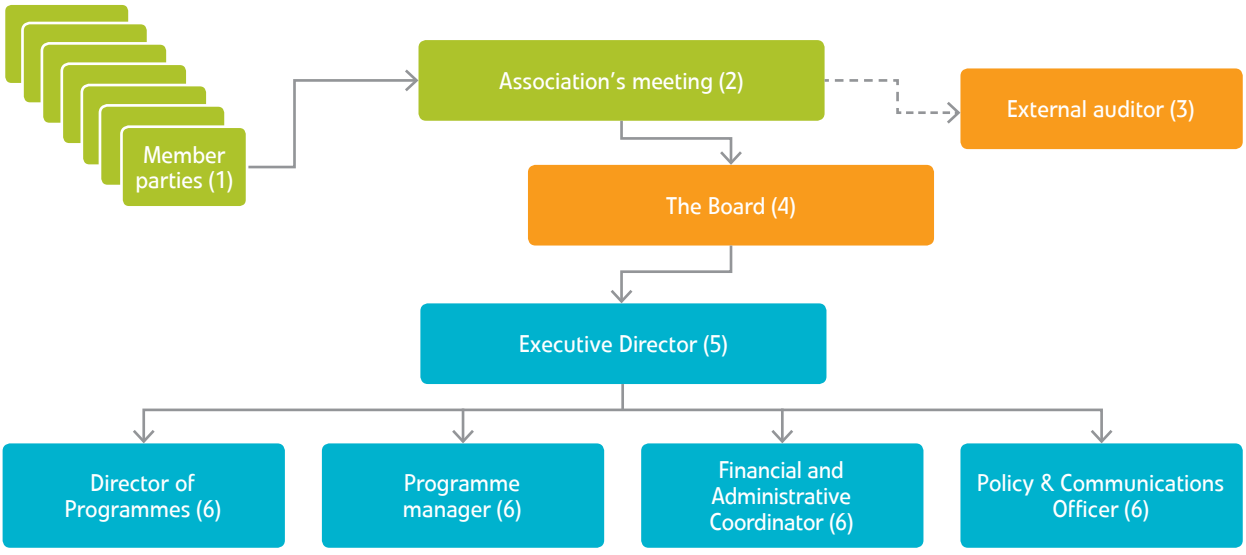
Demo Finland's organisational structure is formed by an Assembly (Association's meeting) which is the highest body of Demo Finland. The member parties can appoint a representative per each starting ten elected MPs but the parties can also authorise a representative to use several votes according to its parliamentary share of seats. The Assembly meets twice a year, in the spring and in the autumn, approving the previous year's activity report and bookkeeping, and the next year's plan of activities and budget, respectively. Most important, the Assembly elects the Board (of Directors) in which Finnish parliamentary parties are represented according to their seats in the Parliament (one representative per each party lot of 25 MPs holding seats - there are 200 MPs in total in the Finnish Parliament).

The current Board (parliamentary term 2015-2019) therefore has representatives according to the following quotas: Centre Party of Finland 2, The Finns' Party 2 (better known internationally as True Finns), National Coalition Party 2, Social Democratic Party 2, The Greens of Finland 1, Left Alliance 1, Swedish People's Party 1, and Christian Democrats 1 representative. The Board elects the Chair in biannual rotation between all member parties. The Chair is currently held by the representative of the Swedish People's Party; the deputy chairs are held by representatives of True Finns and Social Democrats. The Chairperson of the Board is at the same time the Chair of the Association Demo Finland.

The Board meets on the average every two months, and it is in charge of the strategic policies of Demo Finland. Among its functions the Board decides the number and job descriptions of (hired) staff of the Secretariat and about acquisitions of over € 2,000 which are not included in the original, approved budget and annual plan, plus about property (shares, funds etc. when applicable).

The organisational structure is presented in Figure 4 below.

Figure 4: Organisational structure of Demo Finland



Source: Provided by Demo Finland to evaluation team.

The **Executive Director** works under the guidance and supervision of the Board and leads the activities of Demo Finland so that it can fulfil the strategic goals set for the organisation. The Executive Director conducts the planning and implementation of annual working plans as well as of monitoring and reporting to the Board about activities and attainment of goals, and supervises the Association's financial management and accountability. The Executive Director is also the director of the Secretariat's staff members, and is in charge of Demo Finland's networking and relations in the larger society.

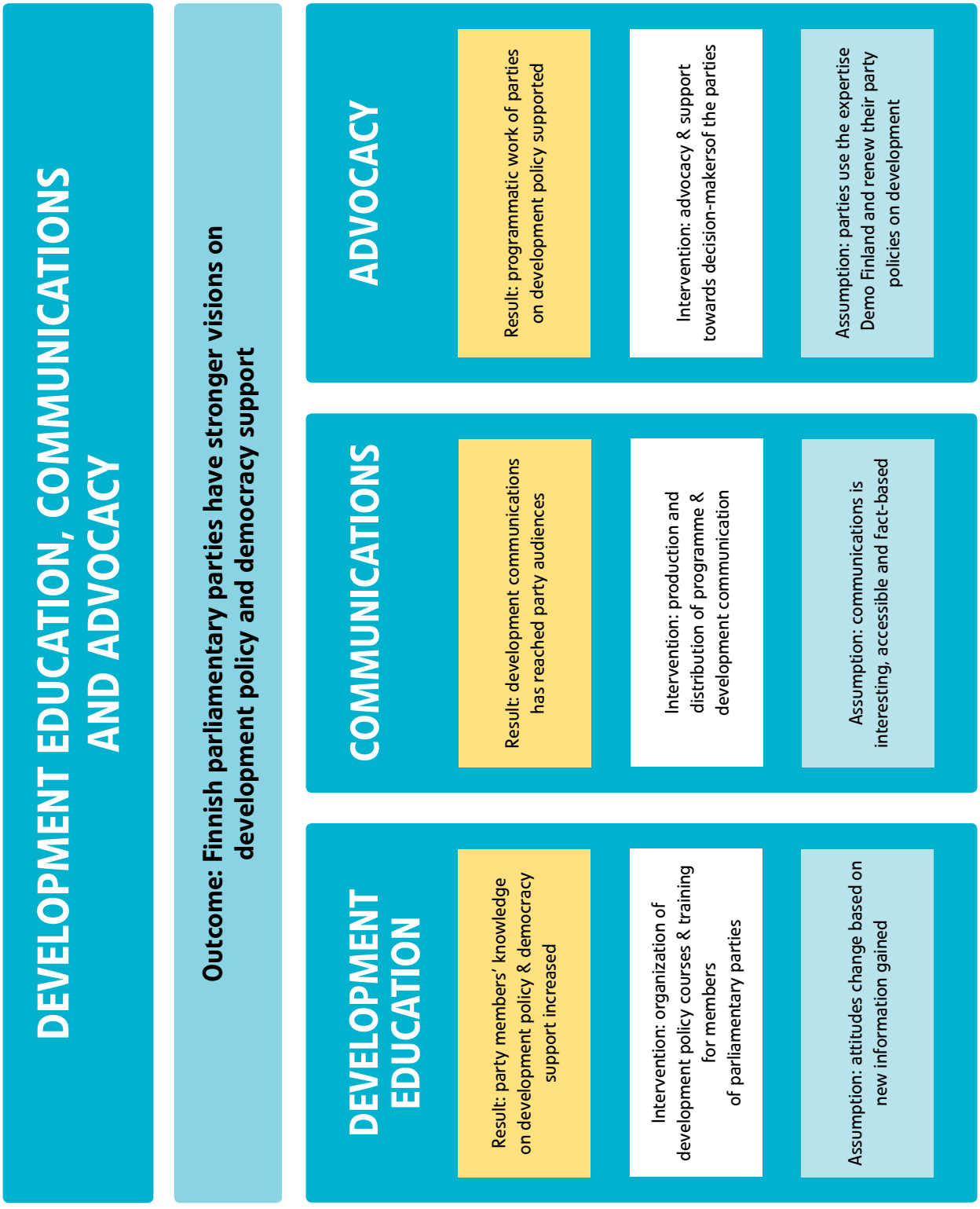
In addition to the instances indicated in the Organisational chart above (Figure 4.), Demo Finland uses ad hoc working groups (WG) for specific purposes. The practically permanent ones are the Gender Group and the Working Group for Joint Youth Policy dedicated to strategic thematic objectives. Before the budget cuts imposed in 2015, there also was a working group for Demo Finland's participation in the annual "third world" festival World Village (***Maailma kylässä***) held every year in May. The Working Groups may include members from specialised associations within political parties; for instance, the parties' women's associations are asked to send representatives to the Gender WG.

Management of programmes

In the office (headquarters) in Helsinki, there are four staff members, down from eight before the cuts of 2015. The **Director of Programmes** is in charge of the development of the programme and its management. Before the cuts there has been a specific function of a Programme Manager since 2008. When the budget cuts came into effect, end of 2015, the position of programme manager was transformed into the position of Director of Programmes who oversees all programme management and implements and reports on projects according to focus area and country. There is a financial and administrative coordinator and a person in charge of external communications and advocacy activities and of the design of communications policies internally in Finland. In the field, Demo Finland together with NIMD holds an office in Myanmar with one international (Dutch) and four local staff members. Additional staff in the Helsinki office, though not related to the PBS funding, include a new (January 2017) full-time person engaged in a Finnish bilateral project in Mozambique the implementation of which Demo Finland with NIMD won in a tender process at the MFA.

At the country level, the local partners organise the activities, carry out monitoring and financial management, and report back to Demo Finland. There are (or were) two exceptions, Nepal and Myanmar where the implementation was/is done directly by Demo Finland (in Myanmar together with NIMD) due to lack of suitable local partners. The local partner can be an NGO, a multi-party forum, a non-partisan external facilitator between political parties or similar. In practice, the local partner is/has been a coalition or lobby of women politicians (duty bearers, Tanzania and Zambia), in Tunisia a research centre (CEMI) and in Sri Lanka a multi-party platform (again - duty bearers, OTI). In all cases except in Tanzania (and Myanmar where there is no local partner), the local partner existed before Demo Finland's activities in the respective country.

ANNEX 10: DEMO FINLAND'S THEORY OF CHANGE 2017



STRENGTHENED AND INCLUSIVE MULTIPARTY SYSTEMS

Demo Finland objective 1: Political parties in partner countries have the ability to cooperate across party

Demo Finland objective 2: Political parties in partner countries have improved their ability to work in an equal and representative way

POLITICAL SYSTEM:

Enabling environment for political parties

Safe and institutionalized space for dialogue between all relevant actors exists

A2: Improvement of rules and regulations create an enlargement of the formal democratic space

Improved trust and familiarity between parties and political actors in place

Intervention: multiparty dialogue forums are created (eg. joint reform agendas for improvement of the democratic framework are set and agreed)

A1: When political parties have better relations and mutual trust, they can jointly analyse and develop better political systems for multiparty democracy

POLITICAL ACTOR:

Responsive and policy based political parties

Political actors voice and monitor voters' interests into party policies

A4: Improved policy development facilitates ability to negotiate for national/state level policies

A5: Clear party identity contributes to issue-based politics

Capacity of political actors to be responsive and play their role in domestic accountability is improved

Intervention: capacity of political parties to develop, influence and advocate policy positions and skills of politicians are improved, with special emphasis on women

A3: When politicians and parties have more capacity, they can formulate responsive policies

POLITICAL CULTURE:

Democratic and inclusive values of political actors

Political actors and parties collaborate with each other in responsive manner

Women & youth participate actively in political parties and political processes

A7: Exposing democratic actors to different norms and contexts can change individual behaviour and create more space for inclusive democracy within and between parties

Trust and relations between political actors is improved

Political parties have gender responsive strategies

Under-represented groups are included more in parties

Intervention: political actors are exposed to knowledge on democratic and gender-sensitive practices. Parties are advocated on inclusiveness. Capacity of women and youth strengthened.

A6: When political actors and parties are exposed to democratic values, norms and the importance of inclusiveness and political rights of all, their capacity to interact is built

Source: Provided by Demo Finland to evaluation team

EVALUATION

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS III:

DEMO FINLAND
2017

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