

Evaluation

Junior Professional Officer Programme of Finland



Evaluation report 2011:5

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

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Pamela White
Maaria Seppänen
Päivi Ahonen

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PREFACE

Finland's Junior Professional Officer programme (JPO), earlier also called the Associate Expert (AE) programme has been running for more than 45 years. The current evaluation is the first comprehensive study of the programme as a whole. It examines the programme from the perspective of the Ministry for Foreign Affairs and its multilateral and development policies, from the dimension of the young professionals themselves serving in or having served in this programme and from the point of view of the multilateral and international organizations that host the young Finnish professional staff, as well as in regard of the current administrative arrangement of the recruitment through the Centre for International Mobility (CIMO).

The evaluation shows that Finland is an important provider of JPOs, in fact, largest amongst the Nordic countries – in absolute numbers and in proportion to the population of Finland. Even though, Finland manages a large number of young professionals in a relatively effective and efficient way, the evaluation concluded that more attention should be focused on the longer term impact and implementation of the ultimate objectives of this programme. The evaluation revealed that the retention rate of Finnish JPOs in the international organizations was significantly less than that of other nationals. However, the positive finding was that a great majority of those, who have served in the JPO programme have found their way in working with development related jobs.

The evaluation was completed at an opportune point of time, at the juncture of Finland formulating the new 4-year development policy.

Helsinki, 30.12.2011

Aira Päivöke
Director
Development Evaluation

ACRONYMS AND ABBREVIATIONS

%	Per cent
€	Euro, currency of the European Union
AE	Associate Expert
APO	Associate Professional Officer
BBE	Bilateralt Biträdande Expertsprogram (bilateral JPO programme)
Bioversity	Bioversity International
CGIAR	Consultative Group on International Agricultural Research
CIFOR	Center for International Forestry Research
CIMO	Centre for International Mobility
CV	Curriculum vitae
DAC	Development Assistance Committee (of OECD)
DANIDA	Danish International Development Agency
Danish Krona	Currency of Denmark
EC	European Commission
EU	European Union
FAO	Food and Agriculture Organisation
FIOH	Finnish Institute for Occupational Health
FN	Förenta Nationer (Swedish text)
GEF	Global Environment Facility
GLO	Department of Global Affairs of the MFA (prior to 2008)
GLO-52	Department of Global Affairs of the MFA
HAL-10	Administrative Department of the MFA
HEI-ICI	Higher Education Institutions' Institutional Cooperation Instrument (MFA)
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
HQ	Headquarters
ICT	Information and Communication Technology
ICRAF	World Agroforestry Centre
IDEA	Institute for Democracy and Electoral Assistance
IFAD	International Fund for Agricultural Development
ILO	International Labour Organisation
ILRI	International Livestock Research Institute
IMO	International Maritime Organization
IOM	International Organisation for Migration
IUCN	International Union for the Conservation of Nature and Natural Resources
ISDR	International Strategy for Disaster Reduction
ITC	International Trade Centre
JED	Junior Experts in Delegations
JD	Job description of JPO post

JPO	Junior Professional Officer
JPOSC	JPO Service Centre
KAVAKU	Preparatory Course for International Affairs (for future diplomats)
KEVALKU	Preparatory Course for Development Cooperation (earlier KEVALKU)
KEO	Department of Development Policy of the MFA
KEO-32	ex-International Recruitment Unit of the MFA
KEO-40	Unit for UN Development Issues, Department of Development Policy of the MFA
KYO	ex-Department of Development Cooperation of the MFA
MDG	Millennium Development Goals
MFA	Ministry for Foreign Affairs of Finland
MOU	Memorandum of Understanding
N/A	Not applicable
NCRE	National Competitive Recruitment Examination (UN)
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
OECD	Organisation of Economic Development and Cooperation
OHCHR	Office for the High Commissioner for Human Rights
PhD	Doctor of Philosophy
SARC	Special Assistant to the Resident Coordinator
Sida	Swedish International Development Cooperation Agency/Styrelsen för internationellt utvecklingssamarbete
TOR	Terms of Reference
UM	Ulkoasiainministeriö (in Finnish text), Utrikesministeriet (in Swedish text)
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNDESA	United Nations Department for Economical and Social Affairs
UNDOCO	United Nations Development Cooperation Coordination Office
UNDP	United Nations Development Programme
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFF	United Nations Forum on Forests
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UN Habitat	United Nations Habitat
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women (merged now to UN Women)
UNODA	United Nations Office for Disarmament Affairs
UNODC	United Nations Office on Drugs and Crime

UNRWA	United Nations Relief and Works Agency
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and Empowerment of Women
USD	\$, currency of the United States of America
VALKU	Preparatory course for development cooperation (now called KEVALKU)
WB	World Bank
WEI	Wider Europe Initiative
WFP	World Food Programme
WHO	World Health Organisation
WMO	World Meteorological Organisation
YK	Yhdistyneet Kansakunnat (in Finnish text)

Evaluointi Suomen Apulaisasiantuntijaohjelmasta

Pamela White, Maaria Seppänen ja Päivi Ahonen

Ulkoasiainministeriön evaluointiraportti 2011:5

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TIIVISTELMÄ

Evaluoinnin tarkoituksena on tuottaa tietoa päätöksenteon tueksi Suomen apulaisasiantuntijaohjelman edelleen kehittämiseksi. Ohjelmaa tarkasteltiin kehitysyhteistyön instrumenttina. Lisäksi tutkittiin Suomen ulkoasiainministeriön ohjelmalle asettamien tavoitteiden saavuttamista, sekä ohjelman hallintoa ja hallintokäytäntöjä. Evaluoinnin tuli tuottaa suosituksia ohjelman eri komponenttien edelleen kehittämiseksi. Työn aikana haastateltiin ulkoasiainministeriön, vastaanottavien kansainvälisten järjestöjen sekä ulkoistettuja toimintoja hoitavien organisaatioiden edustajia sekä nykyisiä ja entisiä apulais-asiantuntijoita. Viimeksi mainituille lähetettiin kirjallinen kysely. Lisäksi tehtiin asiakirja-aineistoanalyysi.

Suomi on eräs suurimmista apulaisasiantuntijaohjelman rahoittajista ja asiantuntijalukumäärän suhteen suurin Pohjoismaista. Ohjelma toimii tehokkaasti sekä suhteellisen tuloksellisesti, mutta pitkän tähtäimen vaikutus on heikko, koska järjestöissä jatkavien suomalaisten määrä on alhainen. Yksilöinä apulaisasiantuntijat kokevat antavansa tärkeän panoksen järjestöissä ja edistävänsä työllään kehityksen vuosituhattavoitteita sekä Suomen kehityspolitiikan päämääriä. Kehitysyhteistyön asiantuntijoiden kouluttajana ohjelma on erittäin tuloksellinen. 83% kyselyyn vastanneista raportoi olleensa tekemisissä kehityksen ja kansainvälisen kehitysyhteistyön kanssa jossakin vaiheessa tehtäväkautensa jälkeen. Evaluointi antaa useita suosituksia: Kansainvälisten järjestöjen palveluksessa jatkavien suomalaisten määrään voidaan vaikuttaa siten, että asetetaan selkeät tavoitteet ohjelmalle ja tukitoimet tavoitteiden saavuttamiseksi. Myös ulkoministeriön ja apulaisasiantuntijoiden välistä yhteydenpitoa ja tiedonvaihtoa on kehitettävä. Laatuja tulisi painottaa enemmän kuin määrää. Apulaisasiantuntijoiden myöhempää urakehitystä voitaisiin myös tukea sopivin keinoin.

Avainsanat: apulaisasiantuntijaohjelma, evaluointi, monenkeskinen, Suomi, kehitys

Utvärdering av unga Professionella Tjänstemän av Finland

Pamela White, Maaria Seppänen och Päivi Ahonen

Utrikesministeriets utvärderingsrapport 2011:5

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ABSTRAKT

Utvärderingens syfte var att förse beslutsfattare med information för att förbättra programmet för unga professionella experter (JPO) och dess administration. De centrala frågorna var att utvärdera programmet som ett utvecklingsinstrument, dess framgång i att nå de mål som satts upp av Utrikesministeriet (UM), att mäta det administrativa upplägget och ledningen och erbjuda rekommendationer. Utvärderingen drar nytta av intervjuer med UM, de multilaterala mottagarorganisationerna, organisationer som stöttar rekryteringen, och tidigare och aktuella JPOs. Andra metoder var en frågeformulär till JPOs och en dokumentanalys.

Finland är en av de viktiga leverantörerna av JPOs till multilaterala organisationer och den största bland de nordiska bidragsgivarna. Programmet administreras produktivt och relativt effektivt, men den långsiktiga påverkan är mindre, delvis då andelen som stannar kvar inom dessa organisationer (retentionen) är låg. Majoriteten av JPOs upplever att de kan bidra och deras uppgifter är relaterade till millenniemålen och den finska utvecklingspolitiken. Som redskap för att skapa erfarna utvecklingsutövare är programmet väldigt effektivt, då 83 % av de som svarat på frågeformuläret säger att de har fortsatt att arbeta inom utvecklings-/internationella samarbeten efter sitt JPO-uppdrag. Rekommendationerna fokuserar på att förbättra andelen som stannar inom organisationerna genom tydligare politiska beslut och logiska åtgärder utifrån dessa, och genom att förbättra banden och informationsutbytet med JPOs. Andra rekommendationer fokuserar på mer kvalitet än kvantitet, och mer stöd till JPOs under och efter sina uppdrag.

Nyckelord: unga professionella experter, utvärdering, multilateral, Finland, utveckling

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Pamela White, Maaria Seppänen and Päivi Abonen

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ABSTRACT

The purpose of this evaluation was to provide decision-makers with information to improve the Finnish Junior Professional Officer (JPO) programme. The objectives were to assess the programme as a development instrument, to evaluate its success in achieving the goals set by the Ministry for Foreign Affairs Finland and to assess the administrative and management arrangements of the programme and provide recommendations. The evaluation included interviews with the Ministry for Foreign Affairs of Finland, the multilateral recipient organisations, instances of outsourced recruitment and the JPOs. A questionnaire was sent to current and former JPOs, and relevant policy documentation was studied.

Finland is one of the more important providers of JPOs to the multilateral organisations and the largest among the Nordics. The JPO programme is efficiently and relatively effectively run, however, the long term impact is less, partly because the retention rate within the organisation after the assignment is low. As individuals the JPOs are able to make an important contribution. Most think their tasks to be related to the Millennium Development Goals and the Finnish Development Policy. As a tool for producing experienced development practitioners, the programme is very effective. 83% of respondents to the questionnaire reported having continued to work in development/international cooperation after their JPO assignment. Clearer policy and relevant logical actions are required to achieve greater retention. The links, support, and information sharing with JPOs should be improved. Other recommendations focus on more quality than quantity. JPOs should be supported also in their later career.

Keywords: Junior professional officer, evaluation, multilateral, Finland, development

YHTEENVETO

Suomi on osallistunut kansainvälisten järjestöjen apulaisasiantuntijaohjelmaan vuodesta 1965. Nykyään Suomi lähettää nuoria suomalaisia asiantuntijoita (Associate Experts, AE, tai APO, Associate tai Junior Professional Officers, JPO) Yhdistyneisiin kansakuntiin (YK) alajärjestöineen, Maailmanpankkiin (WB) sekä Consultative Group on International Agricultural Research (CGIAR) tutkimuslaitoksiin. Ennen vuotta 2008 toimintalinjaukset, rahoitettavien paikkojen ja nuorten asiantuntijoiden valinta, valmennus ja yhteydenpito kauden aikana olivat ulkoasiainministeriön (UM) vastuulla. Helmikuusta 2008 alkaen lähtevien nuorten valinta (rekrytointi) ulkoistettiin kansainvälisen liikkuvuuden keskukselle (Centre for International Mobility, CIMO).

Evaluoinnin tarkoituksena on tuottaa tietoa päätöksenteon tueksi ohjelman ja sen hallinnon kehittämiseksi sekä arvioida ohjelmaa osana monenkeskistä kehitysyhteistyötä. Evaluointi kattoi vain apulaisasiantuntijat (JPO, APO, AE), ei Euroopan Unionin nuorten asiantuntijoiden ohjelmaa (JED) eikä YK:n vapaaehtois-ohjelmaa (United Nations Volunteers, UNV). Evaluoinnin tavoitteena oli:

- arvioida Suomen apulaisasiantuntijaohjelmaa kehitysyhteistyön instrumenttina ja evaluoida sen onnistumista Suomen ulkoasiainministeriön sille asettamien tavoitteiden suhteen;
- tarkastella ohjelman hallintoa ja hallintokäytäntöjä ja;
- antaa suosituksia ohjelman edelleen kehittämiseksi

Evaluointi tutki UM:n edustajien, vastaanottavien kansainvälisten järjestöjen sekä ulkoistettuja toimintoja hoitavien laitosten näkemyksiä sekä nykyisten ja entisten JPO:iden kokemuksia. Ohjelmaa tarkasteltiin hankesyklinä UM:n ja osallistuvien järjestöjen toimintalinjauksista niiden toimeenpanoon, analysoitiin hallintokäytäntöjä JPO-tehtävien valinnassa, henkilövalinnassa (rekrytoinnissa), soveltuvuuskokeissa ja lähtevien JPO:iden valmennuksessa. Vierailtiin järjestöjen päämajoissa, alueellisissa päämajoissa ja muissa JPO:iden sijoituspaikoissa. Tutkittiin järjestöjen linjauksia ja henkilöstöpolitiikkaa sekä kokemuksia suomalaisista JPO:ista. Järjestöjen edustajien lisäksi haastateltiin suomalaisia nykyisiä ja entisiä JPO:ita, Suomen suurlähetystöjä/py-syviä edustustoja ja muita monenväliseen JPO-ohjelmaan osallistuvia avunantajia pääkaupungeissa ja edustustotasolla.

Tehtävää varten koottiin tietokanta kaikista niistä entisistä ja nykyisistä suomalaisista JPO:ista, joista löytyi tietoja (yhteensä 637 todistetusti JPO:na toiminutta). Sähköpostikyselyyn saatiin 227 vastausta (50% lähetetyistä). Näin ollen kyselyn tulokset ovat tilastollisesti merkittäviä. Tietokanta ja kyselytutkimus paljastivat joitakin selkeitä suuntauksia, esimerkiksi naisten lisääntyvä osuus JPO:ista. Sama suuntaus on havaittu kaikkialla kehitysyhteistyössä, mutta tässä ohjelmassa Suomi on erityisen naisvaltainen. Suurimmalla osalla suomalaisia lähtijöitä on yhteiskuntatieteellinen tutkinto. Keski-ikä lähtiessä on 29 vuotta.

UM:n JPO- ja vapaaehtoistoimintaa koskevista toimintalinjauksista evaluointi löysi kaksi poliittista pää tavoitetta: suomalaisten sijoittaminen kansainvälisiin järjestöihin niin, että heidän jäämisensä järjestöjen palvelukseen tulee mahdolliseksi. Evaluoinnissa kutsutaan tätä ulkopoliittiseksi tavoitteeksi. Toinen selkeä ryhmä on kehityspoliittiset tavoitteet, jotka on määritelty kunakin hetkenä voimassa olevan kehityspoliittisen ohjelman perusteella. Toimintalinjauksista löytyi seuraavia kehityspoliittisia osatavoitteita:

- Suomalaisten sijoittuminen tietyille painopistealoille ja hierarkiatasoille YK:ssa ja muissa kansainvälisissä järjestöissä.
- Päteviä ja kokeneita suomalaisia asiantuntijoita koulutetaan kehitysyhteistyön palvelukseen.
- Kansainvälisten järjestöjen ja niiden tavoitteiden saavuttamisen tukeminen rahoittamalla asiantuntijoita toimimaan järjestöjen sisällä.
- Suomalaisen lisäarvon ja tietotaidon levittäminen kansainvälisesti.
- Suomalaisten kehityksen ammattilaisten tiedon lisääminen monenkeskisen kehitysyhteistyön toimintatavoista.

JPO-ohjelma on UM:lle arvokas instrumentti, joka on johdonmukainen sen tavoitteiden kanssa, mutta niiden saavuttamista ei aina ole riittävästi tuettu. Ohjelman toimintatapojen muuttuessa se kärsii näkyvyyden, strategisen ajattelun ja toiminnallistamisstrategian sekä johtotason vahvan sitoutumisen puutteesta ja jatkuvista organisaatiomuutoksista UM:ssä. Evaluointi suosittelee JPO-ohjelman perusteellista tarkentamista, jossa laajan sisäisen keskustelun tuloksena asetetaan selkeät tavoitteet ja indikaattorit ja laaditaan tavoitteisiin pohjautuva toimintasuunnitelma. Suunnitelma tulisi myös jakaa kansainvälisille järjestöille, JPO:iksi hakeville ja suurelle yleisölle. UM laatii uutta nelivuotista kehityspoliittista ohjelmaa, ja JPO-ohjelma tulisi liittää sen osaksi. Tarvitaan johdon päätös siitä, että edustustot ja virkamiehet käyttävät enemmän aikaa ja energiaa ohjelman seurantaan.

Evaluointi suosittelee, että UM ottaa vakavasti suomalaisten JPO:iden muita huomattavasti alhaisemman jatkamisprosentin kansainvälisellä uralla. Alhainen jatkamisprosentti alentaa merkittävästi ohjelman ulkopoliittista tuloksellisuutta ja tehokkuutta. UM:n tulisi tehdä näkyväksi ohjelman ulkopoliittinen tavoite suurelle yleisölle ja hakeijoille. Nyt ulkopoliittinen tavoite näkyy lähes yksinomaan sisäisissä asiakirjoissa.

Eräs keino lisätä suomalaisten JPO:iden kansainväliselle uralle pääsemistä olisi jakaa rahoitettavat paikat selkeästi uraorientoituneisiin (ulkopoliittinen tavoite) ja kehitysyhteistyön asiantuntijoiden koulutussuuntautuneisiin paikkoihin. Edelliset sijaitsivat järjestöjen päämajoiissa ja niihin valittaisiin politiikka- ja analyysisuuntautuneita nuoria poliittisen päätöksenteon tehtäviin. Kehityksen asiantuntijoiden koulutuspaikat sijaitsivat lähempänä kenttätehtäviä ja ne edellyttäisivät käytännönläheisempää otetta. Jälkimmäisiin annettaisiin rekrytointivaiheessa lisäpisteitä aikaisemmasta kehitysmää- ja kehitysyhteistyökokemuksesta sekä motivaatiosta jatkaa kansainvälisten kehityskysymysten parissa pitkällä tähtäimellä.

Vastaanottavien järjestöjen määrää pitäisi rajoittaa ohjelman hallinnon helpottamiseksi, ja mikäli mahdollista, niiden valinnassa kiinnitettäisiin huomiota Suomen politiikan painopistealueisiin tai muutoin tukemiin toimintoihin. Olisi parempi painottaa laatua kuin määrää, missä tarkoituksessa kaikille tulisi antaa mahdollisuus jatkaa JPO:na kolme vuotta täydellä rahoituksella (kaksi vuotta automaattisesti ja kolmas kaikkien osapuolten suostuessa). Tämä lisäisi pitkän tähtäyksen uramahdollisuuksia sekä vapauttaisi hallinnon resursseja JPO:iden syvällisempään tukemiseen.

Evaluoinnin puitteissa analysoitiin rekrytointia ennen ja jälkeen vuonna 2008 tapahtuneen ulkoistamisen, mikä yleisesti ottaen on tapahtunut onnistuneesti. CIMO hoitaa lähtevien JPO:iden valinnat sekä yhteydenpidon eri tahoihin ammattimaisesti ja täsmällisesti. Rahoitettavien tehtävien valinnan ja toisaalta lähtijöiden valinnan erottaminen toisistaan on luonut joitakin helposti korjattavia ongelmia. Vaikka suurin osa rekrytoinneista on tapahtunut sujuvasti ja lopputuloksena on ollut valtaosin tehtävissään hyvin selviytyviä JPO:ita, evaluoinnin kuluessa on noussut esiin huoli siitä, että erinomaisia hakijoita karsiutuu pois alkuvaiheessa valintaperusteena käytettyjen toimenkuvien takia. Nämä ovat usein huonosti tai ylimalkaisesti laadittuja tai todellista tulevaa toimenkuvaa vastaamattomia. Toinen syy voi olla, että valitsijat eivät ole sisäistäneet niitä ominaisuuksia, joita kansainvälisissä järjestöissä toimimiseen tarvitaan mukaan lukien motivaatio, pätevyysalueet ja pitkän tähtäimen uratavoitteet. Osittain tämä ongelma voitaisiin ratkaista pyytämällä vastaanottavia järjestöjä osallistumaan ehdokaiden valintaan esikarsinnan jälkeen yhdessä CIMO:n kanssa sekä edellyttämällä tulevaa lähiesimiestä osallistumaan puhelimitse tai tietokonepuhelujen välityksellä lopulliseen valintahaastatteluun. Tiedonvaihtoa ja yhteydenpitoa UM:n ja soveltuvuusarviot tekevän Työterveyslaitoksen (FIOH) kanssa voisi edelleen parantaa käyttämällä aktiivisesti JPO:iden loppuraportteja valintaprosessin parantamiseksi ja onnistumisista ja virheistä oppimiseksi. CIMO:lta pitäisi edellyttää teknisiä vuosiraportteja ja säännöllisiä yhteiskokouksia.

Evaluoinnin havaintojen mukaan Suomi on ainoa maa, joka suorittaa näin laajan psykologisen soveltuvuusarvion hakijoista. Vaikuttaa siltä, että ulkoistamisen jälkeen soveltuvuusarvioille annetaan liian suuri paino valintaprosessissa, minkä seurauksena lopulliseen valintahaastatteluun pääsee usein liian vähän ehdokkaita. Ulkoministeriön tulisi harkita yhdessä vastaanottavien järjestöjen kanssa, minkä laajuinen soveltuvuusarviointi on tarpeen sekä miten arvioiden tuloksia hyödynnetään valinnassa niin, että ne toimisivat lisätiedon lähteenä hakijoista sen sijaan, että ne nyt toimivat karsintamekanismina.

Kehitysyhteistyötehtävien valmennuskurssia (KEVALKU) on evaluoinnin havaintojen mukaan pidetty yleensä hyödyllisenä. Kuitenkin, evaluointi suosittaa sen muokkaamista paremmin JPO:iden tarpeita vastaavaksi. Ennen kentälle siirtymistä valittujen hakijoiden tulisi myös saada enemmän kontakteja ja yhteydenpitoa UM:n henkilökunnan kanssa. Entisten JPO:iden mentorointia pitäisi käyttää lähtijöiden tukena.

Suomalaiset JPO:t ovat sijoituspaikoissaan arvostettuja ja työtoverit ja lähiesimiehet pitävät heitä työteliinä, pätevinä ammatti-ihminä. Heidän kokemuksessaan suurimpia hankaluuksia aiheuttavat selviytyminen hierarkisissa ja byrokraattisissa järjestöissä, vaikeat esimiehet ja vähäinen UM:lta ja/tai Suomen edustustolta saatu tuki. **Evaluoinnin kenties oleellisin suositus on, että pitää panna suurempi paino edustustojen ja UM:n ja JPO:iden ammatillisille kontakteille (ei vain seuranpidolle).** Näin heitä voidaan käyttää tiedonlähteinä ja toisaalta tukea heidän urakehitystään. JPO:lla on luonnollisesti myös osavastuu mahdollisuuksistaan jatkaa järjestöjen palveluksessa. Nykyisellään suomalaisten jääminen järjestöjen palvelukseen on prosentuaalisesti huomattavasti alhaisempi kuin muilla avunantajilla. Kaikki eivät myöskään halua jäädä kansainväliselle uralle ja heitä voitaisiin sitouttaa kehitysyhteistyöhön muilla keinoilla.

Naisten suuri osuus JPO:ista selittyi useista syistä, joista jotkut liittyvät mm. naisten suurempaan osuuteen päätöksien tekijöistä, miehiä alempi palkkataso ja hitaampi urakehitys. ”Vetotekijöitä” ovat naisten voimakkaampi kansainvälinen suuntautuneisuus sekä kehitysyhteistyössä puoleensavetävät muut tekijät. Lisäksi, yhä useampi korkeakoulututkinnon suorittaja on nainen ja naisten kielitaito on yleisesti ottaen parempi kuin miesten. Eräät kansainväliset järjestöt suosivat naispuolisia hakijoita. Suuntauksella on sekä hyviä että huonoja puolia. UM:n tulisi päättää, haluaako se vaikuttaa JPO:idensa sukupuolijakaumaan ja myönteisessä tapauksessa, pohtia miten tämä tehtäisiin. Eräs helppo keino olisi mainostaa JPO-ohjelmaa miesvaltaisten alojen opinahjoissa.

Kehityksen ammattilaisten kouluttajana ohjelma on erittäin tuloksellinen. Usea haastateltu mainitsi kohdanneensa hankaluuksia seuraavan työpaikan saamisessa JPO-kauden jälkeen, vaikka lopulta 83% kyselyyn vastanneista oli toiminut kehityskysymysten parissa (tuloksissa lieenee tällä kohdin vinoutuma, sillä alalla toimivat ovat todennäköisesti vastanneet kyselyyn innokkaammin kuin muihin tehtäviin siirtyneet). Moni entinen JPO on (ollut) UM:n palveluksessa ja voi käyttää kokemustaan Suomen ulkopoliittikan ja kehitysohjelmien tukemiseen. Toiset toimivat kahdenvälisissä tehtävissä ja hankkeissa tai kehitystutkimuksessa. Evaluoinnin aikana sen tekijät tapasivat kansainvälisissä järjestöissä monia suomalaisia entisiä JPO:ita. Rahoitetun kauden jatkaminen kolmivuotiseksi, joissakin tapauksissa jopa nelivuotiseksi, lisäisi jatkamahdollisuuksia järjestöissä. Tämän lisäksi evaluointi suosittelee, että Suomi tukisi keskitason paikkoja, jotta JPO:iden siirtyminen eteenpäin helpottuisi. Mahdollisuuksina on mm. Special Assistant to the Resident Coordinator –ohjelmaan (SARC) osallistuminen, P-3 –tason paikkojen tukeminen osana Suomen rahoittamia hankkeita jne. UM voisi myös sallia entisten JPO:iden hakea täysin Suomen rahoittamaa UNV -paikkaa työuransa aikana.

JPO-ohjelman kehitysvaikutusta on mahdotonta arvioida, koska JPO:t työskentelevät niin kaukana kehitys- ja vuosituhattavoitteiden konkretiasta. Ohjelma on kohtalaisen tuloksellinen eräiden tarkempien edellä määriteltyjen tavoitteiden saavuttamisessa, mutta ulkopoliittinen tavoite ja kehityspoliittiset päämäärät saavutettaisiin paremmin tulospohjaisella suunnittelulla ja seurannalla. Alhainen järjestöissä jatkavien suoma-

laisten määrä madaltaa huomattavasti ohjelman tuloksellisuutta ja tehokkuutta. Mo-
niin muihin avunantajiin verrattuna Suomen ohjelma on tehokkaasti hallinnoitu. Ny-
kyisen järjestelyn tehokkuutta verrattuna edelliseen ei voitu arvioida, koska aikaisem-
man järjestelyn kustannuksia ei ollut saatavissa. Jos tavoitteena on edistää kahdenväli-
siä kehitystavoitteita, luultavasti tehokkaampaa olisi palkata Suomen hankkeisiin lisää
nuorempia asiantuntijoita. Ohjelma on yhteensopiva Suomen (kahden- ja monenkes-
kisen) kehityspolitiikan kanssa mutta täydentää sitä ainoastaan rajoitetusti. JPO-ohjel-
man tavoitteet eivät ole kestävä (sustainable), koska se edellyttää jatkuvaa rahoitusta.
Suuri osa JPO:ista kuitenkin jatkaa kehitysyhteistyön parissa ja jotkut heistä katsovat
saaneensa aikaan pysyvää vaikutusta järjestöissään. Yleisesti ottaen ohjelma on erin-
omainen osa UM:n toimintoja, mutta tarkemmin määritellyillä tavoitteilla ja toimenpi-
teillä siitä voi saada vielä parempi.

SAMMANFATTNING

Finland har stöttat placandet av unga professionella experter och tjänstemän (JPOs, även kallade biträdande experter, AE) i internationella organisationer sedan 1965, inklusive i ett antal organisationer i Förenta Nationer (FN), Världsbanken och Consultative Group on International Agricultural Research (CGIAR) forskningsorganisationer. Hela processen av policyformulering, urval, rekrytering och information, såsom stöd under och efter placeringen, genomfördes av Utrikesministeriet under större delen av denna period. Sedan 2008, ansvaret för rekryteringen har lagts över på Centret för Internationell Rörlighet (CIMO).

Syftet med denna utvärdering var att ge beslutsfattare information om hur man kan förbättra programmet och dess administration, och att mäta det finska JPO-programmet som ett instrument för multilateralt utvecklingssamarbete. Utvärderingen täcker enbart Junior Professional Officers och inte de finländare som arbetar för Europeiska Unionen som juniorexperter på delegationen (JEDs) och FN-volontärer (United Nations Volunteers, UNV). Utvärderingens centrala frågorna var:

- Att mäta det finska JPO-programmet som ett utvecklingsinstrument och att utvärdera dess framgång i att nå de mål som satts upp av Finlands Utrikesministeriet (MFA).
- Att mäta det administrativa upplägget och ledningen av programmet och erbjuda rekommendationer för förbättringar.

Utvärderingen studerade syn av representanter av MFA, de multilaterala mottagarorganisationerna, organisationer som stöttar rekryteringen, andra givare och de som i själva verket är JPO. JPO-programmet har studerats som en projektcykel – som börjar med politiken hos MFA och de multilaterala organisationerna, och implementeringen av dessa. Utvärderingsteamet har sedan behandlat den administrativa processen efter urvalet, rekrytering, bedömning av förmåga och information innan avfärd. Besök vid huvudkontoren och regionala huvudkontor, såsom vissa fälttjänster för JPOs, gav en bred förståelse för mottagarorganisationernas principer, genomförande och åsikter, såsom en möjlighet att intervjua JPOs, före detta JPOs, andra finska anställda på multilaterala organisationer, finska ambassader och andra bidragsgivares huvudkontoren och ambassader.

En databas utvecklades utifrån alla tidigare och aktuella JPOs som kunde identifieras, totalt 637 JPOs, och svar på frågeformuläret mottogs av 227 stycken, vilket bidrog till mycket värdefull information rörande deras erfarenheter. Både databasen och frågeformulärssvaren visar på vissa tydliga trender, speciellt den växande andelen kvinnliga JPOs. Detta har noterats av de flesta bidragsgivarna, men det tycks vara extra tydligt i Finland. Den dominerande professionella bakgrunden hos JPOs över åren har varit sociologi, utvecklingsstudier och nationalekonomi, med en majoritet som har en masterexamen, och genomsnittsåldern vid början av placering ligger nära 29 år.

Utvärderingsgruppen fann att det var två huvudsakliga principiella anledningar som uttalas i policy-dokumentet: att placera finska medborgare mer eller mindre permanent inom de internationella organisationerna som personal, vilket kan definieras som utrikespolitiska motiv, och utvecklingspolitiska motiv, vilka för tillfället är de som definieras i respektive utvecklingspolitiska riktlinje eller program.

Dessa kan specifikt brytas ned till:

- Finska kandidater utvalda för politiska poster inom prioriterade sektorer inom FN och andra internationella organisationer.
- Ökade antal finska, kompetenta och erfarna utvecklingsarbetare tillgängliga för att arbeta med framtida utvecklingsrelaterade uppdrag.
- Finsk personal och finska JPOs stödjer arbetet och målen för multilaterala kontor.
- Ökat finskt mervärde och finsk know-how representerade på den internationella arenan.
- Finska experter/yrkesutövare får en ökad förståelse för multilaterala utvecklingssamarbeten.

Resultatet visar att generellt är JPO-programmet en värdefull aktivitet för MFA vilket är sammanlänkat med målen ovan, men det har inte erbjudits tillräckligt stöd för att uppnå dessa mål. Samtidigt som programmet förbättras, lider det av brist på visibilitet, strategisk planering och högre nivå av ledningsdelaktighet inom MFA (och av organisationsförändringar internt). Utvärderingsgruppen rekommenderar att MFA ska granska JPO-programmet och definiera målen och indikatorer tydligt, efter att brett ha diskuterat detta internt, och slutligen förbereda en handlingsplan för hur implementeringen ska gå till och hur man ska uppnå målen. MFA bör sedan publicera detta för mottagarorganisationerna, JPOs, sökande och för allmänheten. MFA börjar processen av förberedelser av det nya utvecklingsdokumentet för de nästkommande fyra åren, och JPO-planen skulle vara en del av detta. Styrande beslut behövs för att instruera ambassader och sektorpersonal att fördela mer tid för att följa upp JPOs. Utvärderingsgruppen rekommenderar MFA att ta de låga siffrorna på retentionen hos finska JPOs på allvar. Den låga andelen som stannar på organisationerna försvagar utrikespolitiskt effektivitet och produktiviteten av JPO-programmet avsevärt. För omvärlden bör MFA tydligare visa upp det utrikespolitiska målet att placera finländare i de internationella organisationerna som ingår i JPO-programmet och framför allt visa detta för framtida JPOs och potentiella sökande. För tillfället är detta politiska mål endast tydligt i interna policy-dokument.

Ett sätt att öka retentionen kan vara att dela JPO-posterna tydligt mellan retentionsorienterade poster (utrikespolitiska mål) å ena sidan, och poster med där man har fokus på att frambringa utvecklingsexpert, å andra sidan. Utrikespolitiskt orienterade poster skulle i huvudsak kunna vara placerade i centrala och regionala huvudkontor, och tillsättas av JPOs som är mer karriärsinriktade och som arbetar på politisk nivå. De poster som hör samman med utvecklingspolitik bör framför allt vara ämnesbaserade, och med en bas av mer hands-on och tekniska kunskaper. För de poster som berör utveckling ska extra poäng ges i rekryteringsprocessen för tidigare erfarenheter av

utvecklingsrelaterade uppgifter och en ambition att under lång tid vilja arbeta inom utvecklingssamarbeten. Antalet stöttade organisationer ska minskas, och där det är möjligt ska posterna kopplas samman med prioriterade sektorer för Finland eller till direkt finansiering av aktiviteter. Med ett fokus på kvalitet snarare än kvantitet, är rekommendationen att erbjuda automatiskt tre års heltidsfinansiering (två år med möjlighet till förlängning). Detta kommer också att ge fördelar med minskad arbetsbörda för administrationen inom MFA, och tillåta mer faktisk tid för stöd till JPOs.

Utvärderingen studerade rekryteringsprocessen, före och efter att CIMO tog över processen 2008. Generellt har denna outsourcing varit lyckad, där CIMO genomför rekryteringen och kommunikationen mellan alla parter på ett väldigt professionellt sätt. Vissa problem finns därför att valet av poster, rekryteringen och genomförandet är separerade från varandra, men dessa är inte oöverstigliga. Medan majoriteten av rekryteringen har fungerat bra och slutresultaten är JPOs av bra kvalitet, har det uttryckts vissa oroligheter rörande att passande kandidater potentiellt har missats på kortlistningsstadiet, detta då betoning lagts på en arbetsbeskrivning som ibland haft dålig kvalitet eller inte motsvarar verklighet, och bristen på förståelse vid rekrytering av kvaliteter som efterfrågas hos kandidaterna för internationella multilaterala poster (vilket inkluderar motivation, kompetens och långsiktiga karriärs mål). Till viss del föreslås det att detta kan lösas genom att fråga den mottagande organisationen att kortlista tillsammans med CIMO utifrån en lista på tio kandidater, och genom att uppmuntra framtida handledares deltagande i intervjuer via Skype och telefon. Att även fortsättningsvis uppmuntra kommunikationen med MFA är också avgörande, såsom att expandera distributionen av slutrapporter på avslutade uppdrag förberedda av JPOs med CIMO och det finska Arbetshälsoinstitutet, kravet på CIMO att förbereda tekniska rapporter, och att hålla regelbundna möten för att diskutera utvecklingen och ge feedback.

Utvärderingen visar att Finland är den enda europeiska givaren som genomför en utförlig psykologisk utredning av kandidaterna (genomförs av Arbetshälsoinstitutet). Dessa resultat verkar värderas för högt i urvalsprocessen, vilket resulterar i att potentiella kandidater inte kallas till intervju hos mottagarorganisationen. Fortsatt övervägande bör ges till de utredningar som faktiskt behövs, och även till hur resultaten i urvalet ska användas i samarbete med mottagarorganisationen, med ett fokus på att erbjuda information snarare än att avgöra beslutet.

Generellt ses genomgången i Finland innan avgång som relevant och användningsbar, men rekommendationer görs för att förbättra kvalitén. Dessutom bör tiden användas mer effektivt för att sammankoppla JPOs med MFA-personalen, och även med före detta JPOs som kan användas som mentorer och redskap innan avfärd för JPOs.

På posten finner utvärderingen att finländska JPOs värderas högt, och anses vara hårt arbetande, talangfulla yrkesmän och -kvinor, av sina kollegor och handledare. De mest konsistenta svårigheterna var att handskas med hierarki och byråkrati, eller svåra handledare, och att motta otillräckligt stöd från MFA och ambassaden. Utvärderings-

gruppen vill belysa att den kanske mest kritiska rekommendationen är att sätta mer fokus på professionella kontakter (inte bara sociala) mellan JPOs och MFA-personalen/ambassaderna. Detta för att kunna använda JPOs mer effektivt som informationskälla, och att kunna bidra med aktivt stöd för deras retention. JPOs har också ansvaret att skapa nätverk internt för att förbättra deras chanser att kunna få anställning på organisationen i framtiden, en siffra som just nu är väldigt mycket lägre än för andra nationaliteter. Det måste erkännas att alla JPOs inte är intresserade av en långsiktig karriär inom multilaterala organisationer, och att de också kan bli stöttade att fortsätta att vara inblandade i utveckling på andra sätt.

Utvärderingsgruppen fann att det finns olika anledningar till den höga andelen kvinnliga JPOs, vilka inkluderar både "push"-faktorn där det finns större svårigheter för nyutexaminerade kvinnor att hitta fast anställning och lägre lönenivå; och "pull"-faktorer av det till synes starkare internationella fokus på kvinnor, och dragningen av vissa aspekter av utvecklingsarbete. Det ökande antalet kvinnliga akademiker och deras starkare språkkunskaper spelar också en roll, såsom preferenser hos vissa internationella organisationer för kvinnor. Den höga andelen kvinnliga JPOs har vissa positiva och negativa sidor. Huruvida Finland önskar att påverka dessa trender bör tas i beaktning, och om så är fallet, bör man även beakta hur detta bör göras. En rekommendation skulle vara att anpassa könsbalansen genom att öka medvetenheten bland potentiella manliga ansökande om JPO-programmet.

Som redskap för att producera erfarna utvecklingsgenomförare, är programmet väldigt effektivt. Många som intervjuats noterade svårigheter att hitta job efter JPO-uppdraget, men 83% av respondenterna hade senare under sin karriär arbetat inom utvecklingsamarbete (trots att det fanns en viss partiskhet inneboende i samplet, eftersom att de vars e-mailadress var lättare att hitta och som var mer benägna att svara mer troligt arbetar med utveckling). Det finns många före detta JPOs som har arbetat för MFA därefter och som kan använda sina erfarenheter för att direkt stötta den finska utrikespolitiken och utvecklingsprogrammen. Andra har fortsatt att arbeta med bilaterala utvecklingsaktiviteter eller forskning relaterad till utvecklingsfrågor. Under utvärderingen kunde utvärderingsgruppen skapa kontakt med många finländare som fortfarande arbetar för multilaterala organisationer, vissa på en hög nivå. Att öka standardlängden för tjänsterna till tre år skulle kunna hjälpa till att förbättra retentionsandelen och anställningsbarheten. Utvärderingsgruppen föreslår dessutom att fler mellannivå-tjänster ska stöttas.

Alternativen inkluderar att gå med Special Assistant to the Resident Coordinator – programmet (SARC), eller finansiera tjänster för finländare på P3-nivå, eller ovanstående i sällskap med projektfinansiering, etc. Hänsyn skulle också kunna ges till att förändra MFA:s regler och tillåta personer som redan har haft ett JPO-uppdrag att ansöka till ett UNV-uppdrag.

JPO:s generella påverkan är vag och svår att mäta, då det är på så hög nivå – bidrag till de generella utvecklingsmålen eller att uppnå millenniemål. Programmet har varit

ganska effektivt i att nå de mer specifika målen som nämnts ovan, men utrikes- och utvecklingspolitiska mål kunde uppnås bättre genom förbättrad fokus och förbättrat stöd. För tillfället har den låga retentionsnivån negativ påverkan på effektiviteten. JPO-programmet administreras effektivt jämförd med många andra givare. Effektiviteten hos den nuvarande modellen av rekrytering som är lagd på andra, i jämförelse med tidigare rekryteringsprocess inom MFA kan inte mätas, på grund av svårigheter i att spåra jämförbar budgetinformation från MFA-perioden. För det bilaterala utvecklingssyftet, skulle fler tjänster på junior-nivå in bilaterala projekt vara mer effektiva än JPO-programmet. Programmet är sammanhängande och kompatibelt med den finska utvecklingspolitiken (bilateralt och multilateralt) men dock inte speciellt kompletterande. Syftet med JPO-programmet är inte att vara hållbart. Det kräver fortsatt årlig finansiering. Samtidigt fortsätter många före detta JPOs inom utvecklingssamarbeten och vissa JPOs menar att de har skapat en varaktig, eller till viss del varaktig, påverkan på deras mottagarorganisationer. Generellt är det ett väldigt bra program, med tydligare uttalade politiska mål och logiska åtgärder utifrån dessa skulle det vara ännu bättre.

SUMMARY

Finland has supported placements of young professional experts or officers (JPOs, also called Associate Experts, AE or Associate Professional Officers, APO) in international organisations since 1965, including a range of United Nations (UN) organisations, the World Bank (WB) and Consultative Group on International Agricultural Research (CGIAR) research organisations. The entire process of policy-setting, post selection, recruitment and briefing, and support during and after placement was carried out by the Ministry for Foreign Affairs of Finland (MFA) during most of this period. Since 2008, the recruitment has been outsourced to the Centre of International Mobility (CIMO).

The purpose of this evaluation was to provide decision-makers with information to improve the programme and its administration, and to assess the Finnish JPO programme as an instrument of multilateral development cooperation. The evaluation covers only Junior Professional Officers, excluding the European Union Junior Experts in Delegation (JEDs) and the United Nations Volunteers (UNVs). The key questions were:

- To assess the Finnish JPO programme as a development instrument and evaluate its success in achieving the goals set by the MFA Finland
- To assess the administrative and management arrangements of the programme and provide recommendations for improvement

The evaluation studied the viewpoints of representatives of the MFA of Finland, the multilateral recipient organisations, outsourced organisations supporting the recruitment, other donors and the JPOs themselves. The JPO programme was looked at as a project cycle – starting with the policies within the MFA and the multilateral organisations, and the implementation linked to these. The Evaluation Team then considered the administrative processes of post selection, recruitment, aptitude assessment and pre-departure briefing. Visits to headquarters (HQ) and regional HQ, as well as some field posts of JPOs, gave a broader understanding of the recipient organisations' policies, practices and opinions, as well as a chance to interview JPOs, ex-JPOs, other Finns working for the multilaterals, Finnish embassies and other donor embassies.

A database was developed of all past and current JPOs who could be identified, totalling 637 confirmed JPOs, and a questionnaire response was received from 227, providing a lot of valuable information regarding their experiences. Both the database and the questionnaire responses demonstrate some clear trends, particularly the growing proportion of female JPOs. This has been noted by most donors, but seems particularly clear in Finland. The dominant professional background of the JPOs over the years has been social sciences, development studies and economics, with the majority having Masters' degrees, and their average age was close to 29 years.

The Evaluation Team found that there were two main policy objectives expressed in policy papers: that of placing Finnish nationals more or less permanently within the international organisations as staff members, which could be defined as a foreign policy objective, and development policy objectives, that is, those defined in the respective Development Policy Guidelines or Programmes of the moment. Specifically these could be broken down as:

- Finnish candidates selected for policy level posts in priority sectors of the UN and other international organisations
- Increased numbers of competent and experienced Finnish development professionals available to work in range of future development-related tasks
- Finnish JPOs & staff support the work & objectives of multilateral agencies
- Finnish value-added and know-how represented on the international stage
- Increased understanding by Finnish experts/professionals of multilateral development cooperation

The findings were that in general the JPO programme is a valuable activity of the MFA which is coherent with these objectives but has not always provided sufficient support to achieve them. While the programme is improving, it suffers from a lack of visibility, strategic planning and high level management involvement in the MFA (and from organisational changes internally). The Evaluation Team recommends that the MFA should revisit the JPO programme and define the objectives and indicators clearly first, following broad discussion internally, then an action plan of how to implement and achieve results should be prepared. The MFA should then publicise the policy to the recipient organisations, JPOs, applicants and the general public. The MFA is beginning the processing to prepare the new Development Policy for the next four years, and the JPO programme should be included in it. Management decisions are needed in order to instruct embassies and sectoral staff to allot more time to follow up of the JPOs.

The Evaluation Team recommends that the MFA take as a serious concern the low retention rate of Finnish JPOs. The low rate of retention weakens significantly the foreign policy effectiveness and efficiency of the JPO programme. The MFA should make the foreign policy goal of feeding Finns into international organisations of the JPO programme visible also to the outside, including the potential future JPOs and applicants. For the moment, this policy objective is clearly visible only in internal policy papers.

One means to increase retention could be to divide the JPO posts into clearly retention-oriented ones (foreign policy objective) on one hand, and into development expert training-oriented posts, on the other. Foreign policy-directed posts might be mainly based in central or regional HQs, and filled by JPOs who are more career-minded and working at policy level. The development policy linked posts would be mainly field-based, and with a more hands-on, technical skill base. For the development posts, extra points should be given in recruitment for previous experience in development-related tasks and motivation to work in the long term in development

cooperation The number of organisations supported should be decreased, and where possible, posts should be tightly linked to sectoral priorities of Finland or to direct funding of activities. With a focus on quality rather than quantity (though the Evaluation does not rule out an increase in overall funding), the recommendation is to offer three years fully-funded (two initial years with the option to extend). This will also have the benefit of decreasing the workload of the administration in the MFA, and allow more time for substantive support to the JPOs.

The evaluation studied the recruitment processes, before and after the outsourcing in 2008. In general it appears that the outsourcing has been successful, with CIMO carrying out the recruitment and communication with all parties in a very professional and timely manner. There are some difficulties imposed by the separation of post selection, recruitment and implementation, but these are not insurmountable. While the majority of the recruitments have been smooth and the end result is a good quality JPO in post, there have been some concerns expressed that excellent candidates are potentially missing out at the shortlisting stage, due to the emphasis placed on what are sometimes poor quality TOR, and the lack of understanding by recruiters of the qualities needed in the candidates for international multilateral posts (including motivation, competencies and long term career aims). To some extent it is proposed that this could be resolved by requesting the recipient organisations to shortlist together with CIMO from a long list of ten candidates, and by encouraging participation of the future supervisor in the interview by Skype or telephone. Continuing to improve the communication with the MFA will also be critical, such as expanding the distribution of the end of assignment reports prepared by the JPOs with CIMO and Finnish Institute of Occupational Health (FIOH), requiring CIMO to prepare technical reports, and holding regular feedback meetings to discuss progress.

The evaluation found that Finland is the only European donor to carry out intensive psychological assessment of candidates. It appears that the results are being given too much weight in the selection process, resulting in potential candidates not being presented for interview by the recipient organisation. Further consideration should be given to the assessment needs, and how to use the results in selection together with the recipient organisation, with a focus more on providing information than on being decisive.

Overall the pre-departure briefing in Finland (Preparatory Course for Development Cooperation, KEVALKU) was found to be relevant and useful, however recommendations were made to improve the quality. In addition, the time should be used more effectively to link JPOs with MFA staff, as well as former JPOs who can mentor and advise the departing JPOs.

In the post, the evaluation found that Finnish JPOs are highly valued and considered hard-working, skilled professionals by their peers and supervisors. The most consistent difficulties were dealing with the hierarchy and bureaucracy, or difficult supervisors, and receiving insufficient support from the MFA and embassy. The Evaluation

Team emphasises that perhaps the most critical recommendation is to place more focus on professional contacts (not only social) between JPOs and MFA staff/embassies, in order to use the JPOs more effectively as information sources, and to provide active support for their retention. JPOs also have the responsibility to network internally for themselves to improve their chances of retention, which at present are much lower than for other nationalities. It must be recognised that not all the JPOs are interested in a long term career in the multilaterals, and could also be supported to continue their involvement in development in other ways.

The Evaluation Team found there are various reasons for the high proportion of female JPOs, including both the 'push' factors of greater difficulty for female graduates to find permanent posts; and the 'pull' factors of the seemingly stronger international focus of women, and the attraction of some aspects of development work. The increasing number of female graduates and their stronger language skills also play a part, as do the preferences of some organisations for females. There are some positives and negatives in this trend. Consideration should be given to whether Finland wishes to influence this trend, and if so, how to do so. One recommendation would be to adjust the gender balance somewhat by raising awareness of the JPO programme among potential male applicants.

As tool for producing experienced development practitioners, the programme is very effective. Many interviewees noted the difficulty of securing the next job in development or international cooperation after the JPO assignment, although eventually 83% of the respondents had found some work (though there was some bias inherent in the sample, as those for whom an email contact was found and were interested to respond were more likely to be working in development). There are many ex-JPOs who have subsequently worked for the MFA and were able to use their experiences to directly support Finnish foreign policy and development programmes. Others have moved on to work in bilateral development activities or research related to development questions. During the evaluation, the Evaluation Team were able to make contact with many Finns still working for the multilateral organisations, some at high levels. Increasing the standard length of post to three years should assist to improve retention rates and employability. In addition, the Evaluation team proposes that more mid-level entry posts should be supported. The options include joining the Special Assistant to the Resident Coordinator (SARC) programme, or funding posts for Finns at the UN professional level P3 or above in association with project funding, etc. Consideration could also be given changing the MFA's rules to allow one person to have one JPO post and one UNV post over the course of her/his life.

The overall impact of the JPO programme is vague and difficult to assess, as it is so high level – contribution to the overall development goals or to achieving the Millennium Development Goals (MDGs). The programme has been quite effective in achieving the more specific objectives noted above, though foreign and development policy goals could be achieved better through improved focus and support. At present the low retention rate has a negative impact on effectiveness and efficiency.

The JPO programme is efficient in comparison with many other donors. The efficiency of the current outsourced recruitment model compared with the earlier recruitments within the MFA could not be assessed, due to the difficulty of sourcing equivalent budget information from the MFA period. For the purpose of bilateral development objectives, supporting more junior level posts in bilateral projects may be more efficient. The programme is coherent and compatible with Finnish Development Policy (bilateral and multilateral) though not very complementary. The purpose of the JPO programme is not to be sustainable. It requires on-going annual funding. However, many former JPOs continue in development cooperation, and some JPOs consider they have made a lasting, or somewhat lasting impact in their recipient organisation. In general it is a very good programme – with more clearly spelled out policy goals and logical actions stemming from them, it would be even better.

Summary of Key Findings, Conclusions and Recommendations

Findings	Conclusions	Recommendations
Policy		
<p>A valuable programme for the MFA, but the lack of strategic vision and of measures to ensure the fulfilment of policy goals in practice limit the efficiency and effectiveness of the programme.</p> <p>Different opinions exist among staff on the organisations, locations and sectors to be supported.</p>	<p>This lack of comprehensive strategic vision has led to a disconnect between policy and reality in implementation, diminishing the value-added of the JPO programme to the MFA and the visibility of the programme within the Ministry. Finland is far from taking the full advantage of the programme.</p>	<p>Make the JPO Programme more visible within the MFA and improve its links to other Policies.</p> <p>A management decision at the MFA is needed regarding policy and action plan. This can be used to direct embassies and unit/sectoral staff to plan for more time with JPOs.</p> <p>Seriously consider giving more resources to JPO management at the MFA; if a minor increase in resources increases significantly retention, the overall effectiveness and efficiency of the JPO programme improve greatly.</p>
<p>Finland is aiming to get more Finns working in the UN/WB system, as well as creating a cadre of experienced young professionals for other development work assignments. However, two years is not enough for this, and there is insufficient follow-up to support retention.</p> <p>The retention rate of Finnish JPOs is considerably lower than all other European donors.</p>	<p>JPOs with only two year postings have difficulty continuing to work for other development opportunities or in the multilaterals.</p> <p>Cultural attributes of Finns that are appreciated in their assignments, do not favour retention.</p> <p>There is a lack of consistency regarding extensions, and a lot of time of the desk officer is</p>	<p>The MFA should pay serious attention to the low retention rate of Finnish JPOs.</p> <p>Focus on quality rather than quantity.</p> <p>More focus of budgets on individuals to ensure that JPOs have the opportunity to work three years. This would also reduce time and costs of administration. Give preference to candidates who are motivated to a long-term commitment</p>

<p>Finland does not continue to provide close professional support to JPOs once they are selected and fielded, particularly if compared to other donors.</p> <p>Some extensions are given with co-funding, others are fully-funded.</p>	<p>spent on negotiating funding for extensions (taking time that could otherwise be used to coordinate more professional support).</p>	<p>(three years as a norm) to work in international development and international relations.</p> <p>More support from Embassies and the MFA is needed to lobby for retention, and seriously consider organising a mentoring / coaching / career development system for the JPOs.</p>
<p>The objectives of foreign policy and development are somewhat contradictory – and require different methods to support them.</p>	<p>This lack of clarity has led to a disconnect between policy and reality in implementation, diminishing the effectiveness of the programme.</p>	<p>Divide the JPO posts into career-oriented HQ (+eventually field) posts and those oriented tightly to development and make this division clear in objectives – that is, make visible the foreign policy goal.</p> <p>Foreign policy directed posts might be mainly based in central or regional HQ, and filled by JPOs who are more career-minded, and working at policy level. More resources should be devoted by embassies to the lobbying needed for their retention.</p> <p>For the development posts, extra points should be given for previous experience in development-related tasks and motivation to work in the long term in development cooperation.</p>
<p>Opportunities are needed to support or create a step up for JPOs to the</p>	<p>Low retention levels of Finns after JPO posts and next step is difficult.</p>	<p>Possible options of joining the SARC programme, or funding posts</p>

next stage – either within the UN or back in Finland.		for Finns at P3 level or above in association with specific thematic or project funding, etc Consider using the fully paid UNV posts for more senior candidates to offer 'bridges' over the gap between P-2 and higher levels. This means that one person should be entitled to have one JPO post and one UNV post over the course of her/his life. Continue to support the UN's Young Professionals Programme.
Some organisations tend to use JPOs to replace permanent staff (against UN policy), or opportunistically 'fish' for JPOs in 'fashionable' topics without real structure to receive the JPO .	Some JPOs have to carry out tasks well above their level and/or lack effective guidance and supervision.	More information about the real need or relevance of a proposed JPO post is required; use the embassies and former JPOs as sources of information. Focus on posts in organisations with good reputations for providing supportive environments for JPOs.
Post selection and recruitment		
The failures in postings or information about impossible supervisors do not trigger attention to orient future post selection.	Closer communication needed between MFA, embassies, JPO supervisors and JPOs.	Use the embassies more systematically to check out departments and supervisors of proposed JPO posts. Take into consideration the experiences of JPOs in their post.
Job descriptions of proposed posts are sometimes vague and out of	The briefing of the JPOs does not sufficiently emphasise the possible gap	Need to emphasise to candidates that they need to be flexible and set

<p>date, and no longer relevant by the time the JPO arrives. The JPOs are usually able to deal with the change and appreciate the chance to adapt their tasks to match their competencies, together with their supervisor. Some JPOs are unable to resolve the mismatch and return home early.</p>	<p>between job descriptions and reality on the ground. Not all recipient organisations have checked the validity of the job descriptions prior to the selection. The job descriptions are not a reliable base for recruitment.</p>	<p>their aims low to start with. They may need to develop their own post, in conjunction with their supervisor. Use the database of ex-JPOs to provide information and contacts to applicants.</p>
<p>Due to the limited development experience of staff, CIMO is carrying out the short listing without sufficient consideration of the organisations' real needs and the development skills/ experience of the candidates; selection of JPOs is done in many cases on the basis of outdated or incomplete job descriptions.</p>	<p>In general there are good JPOs recruited. However, short listing only by comparing job descriptions and curriculum vitae (CV) of applicants, without sufficient understanding of the local issues, may mean that some good candidates are missing out. Insufficient involvement of supervisors in recruitment may lead to mismatches and poor ownership.</p>	<p>Send a long list of ten candidates for each post to all recipient organisations who are interested. Having the opportunity to give an opinion at this stage will ensure more ownership, and improve the matching with the specific needs of the post. Include the supervisors of the JPOs in the interview by tele- or video conferences as often as possible. Implement the JPO Service Centre's Recruitment Guidelines for posts in organisations managed by them, ensuring treatment as an internal candidate.</p>
<p>CIMO is not required at present to provide technical reports to the MFA.</p>	<p>Good non-formal communication between CIMO and MFA Unit in charge of the JPO programme exists. Structured communication via reporting is important for improving continuity, and ensuring the confi-</p>	<p>An annual technical report would improve information sharing. Consideration could also be given to sending the list of selected and unsuccessful candidates to the MFA for each post with justifications</p>

	dence of the MFA in the work of CIMO.	
Some posts have been difficult to recruit for – and if the decision is taken after the psychological assessment to not include candidates in the shortlist, at times the recipient organisation only receives one candidate, rather than three to five.	While the overall comments have been very positive regarding the outsourced recruitment, there have sometimes been insufficient candidates presented to the recipient organisation. This is disappointing for the recipient and means that it might not be the best match. The aptitude assessment may be given too much significance by CIMO.	Some consideration should be given to past results and the possible pool of applicants prior to choosing a post. In the case of more specialised posts, with limited applications, consideration should be given to advertising to relevant organisations and institutes in Finland and non governmental organisations, or to distribute advertisement to key groups such as ex-interns, etc. If only one possible candidate, revisit the applicants' merits together with the recipient organisation, or re-advertise.
Some embassies, recipient organisations and other donors have complained of the 'Y generation effect' (not only Finnish JPOs) – with JPOs not being prepared to stay in their assigned post, but instead 'surfing' from one to another, asking for re-assignment to another post or HQs in early stage.	The selection and briefing of JPOs has become too focused on the professional aspects and individual goals, and not sufficiently on developmental ethos and the objective of supporting the recipient organisation (and Finland).	The selection process should be able to identify candidates who are too ambitious and too conscious about their professionalism and to favour those who have the humbleness to be considered junior and with the concentration capacity to stay in one post for at least two years. Avoid selecting the most experienced and 'professional' on the basis of CV, and put more emphasis on motivation, commitment and future potentialities rather than past career only.

		The selection methods need to give a more important role for the recipient organisation to encourage ownership and longer term assignments.
<p>The psychological assessment received very mixed reviews from candidates and recipient organisation. Finland is the only donor to do it to this extent. Only Sweden does psychological assessment, in a much more limited form. The Finnish UNVs or JEDs are not assessed, and there is no evidence of increased numbers of early returns for UNVs after aptitude assessments ceased to be applied in 2008.</p> <p>Prior to 2008 the aptitude assessment was used more as an indication, and a way to warn of serious problems. Now it is decisive.</p>	<p>The need for such extensive aptitude assessment of JPO applicants is not proven.</p> <p>The psychological assessments currently used are not shared with the recipient organisation, and are given too much weight by CIMO, being used as an elimination mechanism.</p>	<p>Strengthen the link between psychologists and MFA and CIMO – meetings every six months to analyse experiences from the field. Use the end-of-assignment reports of JPOs actively with FIOH and CIMO to increase the awareness of the psychologists of the JPO field/ assignment conditions and to improve aptitude assessment methods.</p> <p>Encourage involvement of the supervisor in the selection interview, as they have best understanding of competencies required.</p> <p>The assessment result should be shared with the selection panel as an aid in selection (and the applicants advised that this will be done).</p> <p>Start internally at the MFA a serious discussion about the need of such extensive aptitude assessments for the JPOs.</p> <p>Do not eliminate candidates on the basis of the aptitude assessment only (unless a serious prob-</p>

		lem). Use the psychological assessment as reference only.
Applicants who receive a score of one or two are not allowed to re-apply for JPO posts for two years, but this is not followed in all cases.	There is an implicit assumption that all posts require identical capacities, and the practice makes the aptitude test a de facto eliminatory mechanism. The two year 'quarantine' is unfair.	Allow a new aptitude assessment in case of re-application for a different post.
Some supervisors have complained that language and writing skills are a limitation.	Inadequate language skills may inhibit the work and retention of Finnish JPOs.	Include language testing at selection stage.
Finnish JPOs have a serious gender imbalance (82% female) and the percentage of selected women is higher than their share of applicants.	The selection process as carried out by CIMO presents a bias in favour of female candidates.	CIMO should try to correct the gender bias in the selection of JPOs. A decision of the MFA is needed on how, and whether, to tackle or not, the strong gender imbalance.
Briefing		
Not perfect targeting of topics for the JPOs – many complained that there was too much on the Finnish development work and policies and very little on the UN. However, Finnish Development Policy basics are important. The participants in KEVALKU are quite diverse and in some courses the number of departing JPOs can be very low.	The rolling application system makes it more difficult to concentrate outgoing JPOs in larger batches in KEVALKU. Finnish JPOs consequently assume their duty stations with fewer peer contacts than if the recruitment was once per year. On the other hand, it does allow more flexibility, and only rarely do JPOs need to start in their post without attending the briefing.	Target the pre-departure briefing to better respond to the needs of JPOs. May be worth considering dividing the UNVs and JPOs from other participants and give them some specific briefing on UN /multilateral topics. Also need specific discussion of organisational issues, how to deal with child care and pregnancy, social security issues, tax, sexual harassment, dealing with hierarchy in the UN, etc.

		<p>Use more ex-JPOs as a resource in briefings, discussing scenarios, typical multilateral organisation issues, etc.</p> <p>Emphasise during the briefing process that those young people receiving the opportunity to work as a JPO also have responsibilities – for instance to provide reports to the MFA, to act as a resource person to future applicants, etc.</p>
Not all MFA staff know who the JPOs are, who are departing, and rotation within the MFA reduces the contacts between desks/advisors even more.	Lack of knowledge, as well as inadequate management guidance, means there is limited contact between MFA staff, embassies and JPOs, leading to lost opportunities.	Circulate a list of all JPOs – new and existing – regularly to the MFA staff and embassies. Encourage them to make contact both in KEVALKU and during the post, and guarantee continuity in cases of turnover.
While most JPOs receive some form of administrative briefing in post, their participation in an induction course at their post or organisational HQ varies according to the organisation.	Those JPOs who receive an organisational induction, preferably around three months' from starting, have a much better understanding of the organisation, the opportunities for future retention, and a peer network of other JPOs. This is particularly important for those in field offices.	Take this into consideration in selection of organisations and posts. Discuss the expectations for orientation and supervision with the recipient organisations.
In the post		
Some Embassies have been very proactive – both in identifying posts and in meeting JPOs	Active contacts result in better two-way information sharing, linkages with the MFA, Finnish	More focus on contacts between JPOs and MFA staff/embassies – use the JPOs more effectively for

<p>during placement, but JPOs in some posts feel isolated.</p> <p>Some donors demand reporting twice a year in JPOs' own language or in English with the purpose of supporting JPO's career development, providing information to the donor, and following up the cost effective use of the JPO funding.</p>	<p>organisations and the multilateral, and more chances of retention for the JPO.</p>	<p>two-way information sharing.</p> <p>Require JPOs to write reports annually or 6 monthly for MFA and embassies, and share them to key persons (with JPO's permission).</p>
<p>A two year placement is usually inadequate to achieve the purpose of UN retention or for future development work. A lot of administrative time at MFA is taken up with discussions of extensions and co-funding.</p>	<p>Finland's model of a two year placement (with possibility of co-funded extension) is not competitive for retention, since most of the donors fully fund three years.</p>	<p>Clear decisions and information sharing is needed early enough on extensions.</p> <p>At least a three year placement is necessary, and it would be more effective and efficient to agree to an automatic fully funded third year extension if all parties are in agreement. A further year could then be negotiated on a cost-sharing basis in unusual cases.</p>
After the assignment		
<p>Retention rates (on long-term contracts with the UN / WB / CGIAR) for Finns are lower than for other nationalities.</p>	<p>If the MFA decides that this is one of the key objectives of the JPO programme, then supportive actions are needed in a variety of areas (post selection, JPO recruitment, support during the assignment and afterwards).</p>	<p>Chose JPO posts in organisations and locations with high retention rates. Focus on recruiting JPOs with multilateral career interest.</p> <p>More lobbying needed by embassies and MFA.</p> <p>More emphasis on encouraging the JPOs to express their interests in their own focus area and in the initiate long term</p>

		career planning from the start and to network internally.
Some JPOs find it difficult to make the transition to the next stage in a development career, due to lack of information or lack of opportunities.	The effectiveness of the programme is hindered by the shortage of development-related posts that are appropriate for ex-JPOs.	Give ex-JPOs at debriefing stage the contacts of Finnish consulting companies and discuss future options for careers. Use the database of the ex-JPOs – circulate possible postings, short term assignments and information to them.
For other nationalities the retention rate for women is slightly higher than for men. For Finns there are more men retained than women. However the responses to the questionnaires revealed that in the long term a higher percentage of women than men continue in development or international cooperation in some form. While many multilateral organisations favour recruitment of more women, others expressed interest in receiving more male JPOs.	When ending their posting, Finnish JPOs are often at the point of wanting families, and the maternity leave and other social security and benefits of life in Finland are more attractive than the conditions and insecurity of UN posts. In the short term this has a detrimental effect on the retention rate of Finns. The feminisation of the JPO programme has some risks.	Advertise more actively for male JPOs. Consideration could be given to positive discrimination for men in the recruitment stage. Consider the motivation and long term career interests of JPOs at the point of recruitment.
The JPO's completion (end-of-assignment) report for the MFA is not always sent or systematically used in the MFA. MFA has improved compliance recently and tries to distribute it.	Opportunities to systematically learn from the activities and successes/failures of the JPOs (as well as their organisation) are lost, as well as opportunities to improve the selection process (CIMO and FIOH).	Require all JPOs to prepare an end of assignment report, with structured guidance provided. The report should be received by the MFA within one month of ending the assignment (whether retained in the organisation or returning to Finland).

		Continue to share the reports with as wide a range of MFA staff as possible, and also CIMO and FIOH. Emphasise their importance to MFA staff.
Other		
In previous years there have been a couple of non-Finnish citizens among the JPOs funded by Finland. There is international pressure towards opening the JPO programmes to non-OECD nationals but the initiatives do not proceed.	There are political problems in funding others than own nationals (or residents) as JPOs.	If MFA decides to fund non-OECD nationals, it is recommended to reserve a quota among fully funded UNVs for nationals of bilateral partner countries having worked with Finnish development cooperation and/or those who have studied in Finland.

1 INTRODUCTION

1.1 The Purpose, Objectives and Scope of the Evaluation

Finland has supported placements of young professional officers (JPOs, also called Associate Experts, AE, or Associate Professional Officers, APO) in international organisations since 1965, but the JPO programme has not been evaluated before. In 2011, the Ministry for Foreign Affairs of Finland (MFA) commissioned an independent evaluation on the JPO programme. The objectives of the evaluation are to provide decision-makers with information so as to improve the programme and its administration, and to assess the Finnish JPO programme as an instrument of multilateral development cooperation, including an assessment of its success in achieving its goals according to the evaluation criteria of the Development Assistance Committee (DAC) of the Organisation of Economic Cooperation and Development (OECD). In addition, as any evaluation, it is hoped to serve as a tool for accountability of public administration. The full Terms of Reference (TOR) of the evaluation are in Annex 1.

The TOR requirements can be summarised into two broad evaluation questions:

- To assess the Finnish JPO programme as a development instrument and evaluate its success in achieving the goals set by the MFA Finland
- To assess the administrative and management arrangements of the programme and provide recommendations for improvement

While the purpose of the evaluation is to assess the Finnish JPO programme, mainly from the MFA Finland's viewpoint, however the evaluation has tried to also take into account the wider context in which the programme is being implemented and the multilateral nature of the instrument. The evaluation covers only Junior Professional Officers (or Associate Professional Officers, Associate Experts) excluding the European Union Junior Experts in Delegation (JEDs) and the United Nations Volunteers (UNVs). The evaluation covers the past decade in more depth (years 2000-2010), but also provides information where possible from the experiences over the full period of the programme.

1.2 The Object of the Evaluation: the Finnish JPO Programme

The Junior Professional Officer (JPO) programme is a system whereby governments (donors) fund young persons, with only some exceptions their nationals, holding a higher university degree to work in international organisations in lower professional categories (P-1, or mainly P-2). JPOs may also have the title of Associate Professional Officer or Associate Expert, depending on the organisation. In this report, the young professionals are called JPOs, the most common name, as in practical terms there are no major differences between the tasks performed by persons under the dif-

ferent names. The donors participating in the JPO programme currently are 18 (most European countries plus Republic of Korea, Japan and the United States of America). Austria recently ended its participation. Australia has not been active recently but is considering re-starting, and new potential donors include South Africa, Saudi Arabia and Bahrain. The programme started in the early years of 1960s at the initiative of some Nordic countries, and Finland joined in with signing an agreement on the subject with the United Nations (UN) Food and Agricultural Organisation (FAO) in 1965. Over 600 Finnish JPOs have worked in this category in the various international organisations since then, and the number of Finnish JPOs between January 2000 and December 2010 is 273.

The Finnish JPO programme is administratively and financially part of multilateral development cooperation. There is, however, no mention of the JPO programme or its objectives under the Finnish Multilateral Development Policy Paper (MFA 2008). The candidates must have at the minimum a Master's degree with at least two years of work experience after graduation, and a maximum of 32 years of age at the end of the application process. The posts are advertised in major national newspapers and, lately, in the internet, in batches of several posts at a time, five to six times a year. Finland fully funds about 30 JPOs a year. The contract is between the organisation and the individual JPO; the MFA is not involved in contractual issues beyond the role of funding. The contracts are signed for one year at a time and continued in theory up to two years, but a third or even fourth year is possible with different kinds of arrangements of cost-sharing between the MFA and the organisation. Finland sends JPOs to the UN agencies, the World Bank (WB) and the institutions affiliated to the Consultative Group of International Agricultural Research (CGIAR).

During the period under study in this evaluation, the selection of posts to be funded and the selection of JPOs have undergone significant changes. Before the organisational reform of the MFA in 2003, both were taken care of in a special recruitment unit (Unit of International Recruitment) in what was the Department of International Development Cooperation (KYO in Finnish), renamed Department of Development Policy (KEO in Finnish) in 2003. Subsequently the JPO programme was transferred to the Department of Global Affairs (GLO) and a division of labour was decided. The selection of JPOs was transferred to the Administrative Department (HAL in Finnish), also responsible for the recruitment of future diplomats, while the selection of posts stayed in GLO. In 2008, however, GLO was fused with the Department of Development Policy (KEO) that now is in charge of the selection of posts to be funded in consultation with regional departments and embassies, and the selection of JPO candidates was outsourced to the Centre of International Mobility (CIMO), under the Ministry of Education.

1.3 Methods Used and Activities Undertaken

Because the scope of the evaluation was rather wide, covering both criteria for assessing the JPO programme as development instrument and its administrative and practical arrangements, the Evaluation Team has resorted to several methods and approaches. A policy analysis was undertaken on the basis of internal and external documents of the MFA concerning the JPO programme and interviews with current and retired MFA staff members, both ex-JPOs and persons having been involved with the JPO programme. A questionnaire was prepared and circulated to current JPOs and all the former ones of whom an e-mail address could be found. The recruitment process was analysed and assessed on the basis of interviews and documents and other information provided by CIMO and the Finnish Institute of Occupational Health (FIOH) in charge of the psychological assessment of candidates (aptitude assessments).

Policy analysis: The purpose of the policy analysis is to offer elements to assess the success of the JPO programme in achieving its goals according to the evaluation criteria of OECD/DAC. According to the TOR of the evaluation, the purpose is to assess the programme as a development instrument and evaluate its success in achieving the goals set by the MFA Finland. The policy analysis was made based on documents, including Development Policies during 2000-2010, decisions to support the JPO programme and information about the placements in organisations of Finnish JPOs, and a significant number of interviews with MFA staff. The analysis included a 'discourse analysis' of the policy documents over the years and decisions on the tentative distribution of posts according to organisation. Additionally, the list of JPO posts, starting from 2000, was statistically analysed according to different sorting criteria in order to be able to see possible correspondence of JPOs posts with the policies and guidelines of each moment, including a geographical, 'organisational' and sectoral analysis of JPO placements. A thorough analysis of the JPO posts was not possible because a complete set of job descriptions of the JPO placements would have been available only for the years 2008-2010; for the years 2000-2007, the evaluation disposed of job descriptions only for a sample of the JPO posts (from 2007 – 9 job descriptions were available, 2006 – 10, 2005 – 7, 2004 – 8, 2003 – 5). Up to the extent possible, JPO policies of the different organisations visited have been taken into account, but it has to be underlined that information is referential only, as the Evaluation Team did not interview all the organisations hosting or having hosted Finnish JPOs.

JPO focus: The Evaluation Team was given a list of former JPOs based on work carried out under a separate assignment in the MFA archives. The list, with about 600 names (including the name of the organisation, years of service, title of post occupied, etc.), proved to be incomplete, partially due to the fact that some archival material was destroyed when the Unit for International Recruitment was closed. There are JPO files available in the archives only from the mid 1980s until 2008, although not even all files are present from this period. Files on the applicants are kept by CIMO, and some data on the active and returned JPOs is kept in the MFA.

The Evaluation Team made considerable efforts to gather email contacts for current and returned JPOs by placing advertisements on relevant websites, Facebook, mailing lists and by word of mouth. All the JPO coordinators of the recipient organisations were contacted and asked to circulate the message to any returned JPOs they may have contacts for. Interviews were used to gather information about possible former JPOs. The idea was to build up the most complete list of current and returned JPOs possible. A list was developed with 691 names, of which, however, not all were confirmed to have been JPOs (uncertain ones or double entries) and four persons were positively known to be deceased, totalling 637 probable JPOs, and a possible 633 who might be able to be contacted. Finally, the Evaluation Team succeeded in putting together a list of 452 e-mail addresses of former and current JPOs, and the questionnaire (in Annex 6) was sent to them (to 71% of the probable, living JPOs). The reply rate has been unexpectedly high, 50% of those who were sent the questionnaire, as a total of 227 questionnaires were returned, representing a 36% reply rate of the total number of all confirmed Finnish JPOs since 1965. The gender balance of responses was 77 replies from men and 150 from women (roughly one third male and two thirds female replies).

The answers to the questionnaire have been assessed and coded. Statistical data has been handled using two programmes – Excel (mainly for quantitative and also qualitative data) and nVivo (for qualitative data). Follow-up individual interviews have been carried out for JPOs in the field and some returned JPOs. A focus group in Helsinki with returned JPOs supplemented the findings of the survey. However, it has to be pointed out that the sample, while exceptionally representative for an e-mail based survey in statistical terms, is somewhat biased, as it is probable that the most eager ones to reply are those who have continued being involved with international issues and/or development cooperation in one way or another. The sample therefore most probably exaggerates the percentage of positive replies to the question about how relevant the JPO experience has been for the person's future career development.

Administrative/management analysis: The Evaluation Team has interviewed staff of CIMO and the FIOH (responsible for psychological assessment), and staff of the MFA in charge of UN policies (including some retired staff members who worked earlier in recruitment). The questions asked during the meetings are listed in Annex 5. The recruitment procedures of both sides have been studied, and data from the JPO viewpoint (collected above) have been incorporated from the questionnaires and interviews. Quantitative and qualitative issues studied have included: questions regarding the JPO job descriptions and communication with host organisations; information provided to candidates; assessment of the fairness and independence of the process; interactions between CIMO and the MFA; effectiveness and cost efficiency of outsourcing; usefulness of the psychological assessment services in view of the job descriptions and the JPOs required; adequacy of briefings.

Reality check in the field: The Evaluation Team contacted a sample of international recipient organisations, Embassies or Permanent Delegations/Missions of Finland and current JPOs and arranged for interviews. The visited field posts (Nairobi, Dar-es-Salaam, Kathmandu, and Bangkok) were selected on the basis of the number of current JPOs. Of these, only Bangkok is not the capital of a priority development co-operation partner country but the nearest Embassy where regional projects (e.g. Mekong) are monitored. As for international organisations, the visited cities were (in order of visits) Rome, Geneva, Paris, Washington, New York, and Copenhagen, and all recipient organisations hosting current Finnish JPOs in these cities were interviewed, mainly the JPO coordinators (or human resources departments) and current and former JPOs and, in some cases, other Finns members of staff and when possible, some Nordic embassies. Other European donors were contacted and the respective ministries for foreign affairs were visited (or called) in Copenhagen, Paris, Luxembourg, The Hague, Brussels and Stockholm. The UNV Coordinator in Bonn was also contacted. In relevant places, the Finnish Embassy or Delegation was interviewed.

The list of the interviewed and consulted persons is in Annex 2, as well as the respective lists of interview questions. In total there were 196 persons formally interviewed (some more than once). Table 1 demonstrates the breakdown of types of interviewee.

All the information gathered has been used for making an assessment of the relevance, effectiveness, efficiency, impact, compatibility, coherence and sustainability of the Finnish JPO programme. No argument or opinion reported in this evaluation is mentioned unless at least two interviewed persons expressed it.

Table 1 Information regarding persons interviewed.

Category	Interviewed at HQ (or capital)	In country offices/ embassies/ delegations	Total	Additional information
MFA Finland	24	23	47	Of which ex-JPOs: 15
Finnish JPOs (current)	31	13	44	Of which interviewed in Helsinki: 2
International organisations	60	13	73	Of which Finnish ex-JPOs/UNVs: 18
Other bilateral donors	8	5	13	Of which current JPOs: 2
CIMO and FIOH	6		6	
Other	13		13	
Total interviewed			196	

2 DESCRIPTION OF FINNISH JPOS

As noted above, with the information we have from the archives, from the MFA unit in charge of the JPO programme (Unit for UN Development Issues, KEO-40) and from the questionnaires, we know of 637 confirmed JPOs since 1965, of whom 227 responded to the questionnaire.

At the point of departure, the JPOs surveyed reported the following qualifications – four Bachelor's degrees (departed in 1971, 1982, 1984, 1998), nine PhDs, and the rest (214 respondents or 94%) with one or more Masters' degrees. Respondents were asked to identify their general area of studies, choosing between eight categories. From the 227 respondents, there were 298 fields of study identified – 58 respondents identified more than one degree/area of study. Figure 1 shows the percentage of the total responses identifying a specific area. Clearly social sciences/development studies/geography was the most common area, with 43% of respondents having studied in this sector.

The most common age of respondents (mode) when beginning the JPO assignment was 29 years old (average age overall was 29,4). There is no significant variation in age between the overall group of respondents, and those departing since 2000.

The MFA and CIMO do not record whether JPOs are single or married when departing to their posting. Consequently we are not able to report on this issue. However, by working through the cost estimates, KEO-40 was able to inform that in 2010, 30 of the 76 JPOs in post were married and 14 of 76 had children.

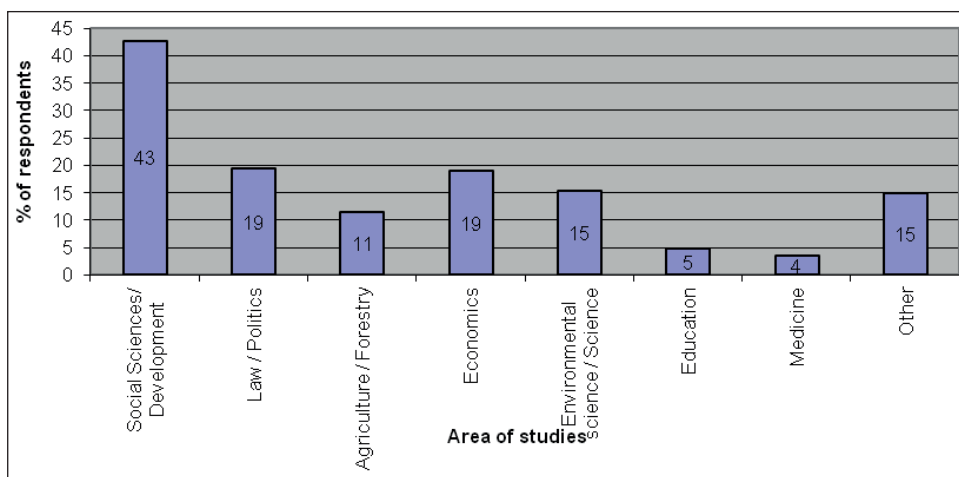


Figure 1 Percentage of respondents from different areas of study.

The rate of early returns is also somewhat difficult to clarify, as the older files do not always record this (in fact, the paper files often only record the starting date and no end date). KEO-40 now keeps an electronic record of contact information, starting and finishing dates and the reasons for early returns. As JPOs have not always been required to provide an end of assignment report (it was only requested), it is not always clear when and why they have ended their assignment. End of assignment reports (when provided) are now kept by KEO-40. According to feedback from KEO-40, from the files in the archives and from JPOs themselves, the most common reasons are dissatisfaction with the post (job description not matching reality), inadequate job challenges, medical reasons, or recruitment to another post (within the international organisations or elsewhere). Dissatisfaction of the partner or concerns about children may also be a contributing factor. As an example, in 2010 there were four early returns (less than 24 months served) - one for reasons of health and family, two due to poor supervision and lack of challenging tasks, and one for other reasons.

The make-up of the respondents to the questionnaire demonstrated the large increase in numbers of female JPOs in recent years (Figure 2). The reasons for this and possible repercussions will be discussed in later chapters.

73 of the respondents had no prior developing country experience (other than travelling). Respondents with experience ranged from those who had lived as a child in one or more developing countries, carried out research or done short or longer term work. As could be expected, there are many more opportunities to get developing country experience now compared with the early days of the JPO programme.

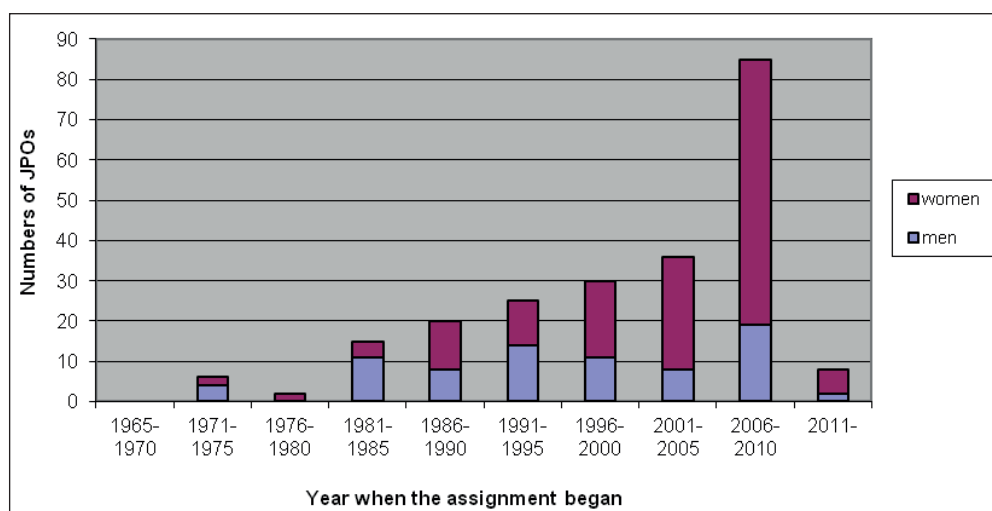


Figure 2 Numbers of respondents beginning their assignment by five year period, disaggregated by gender.

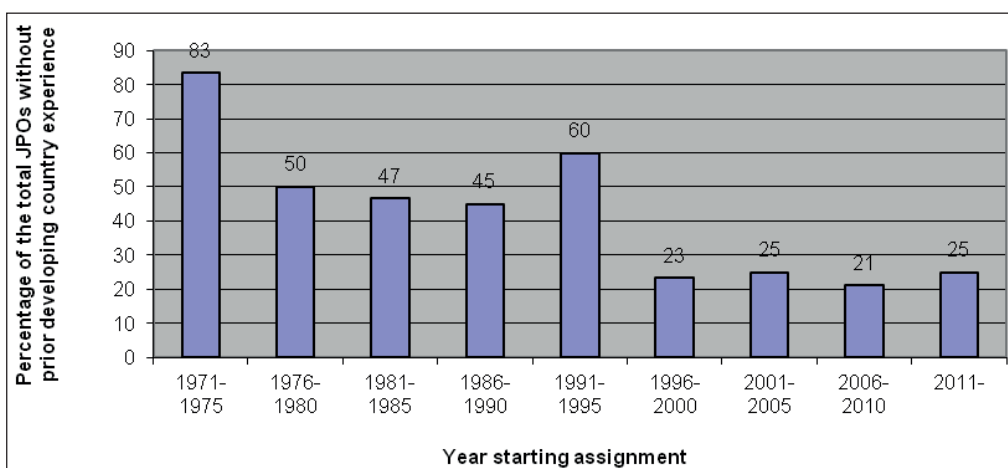


Figure 3 JPOs with no prior developing country experience.

However, still approximately 25% of the JPOs have no prior developing country experience other than travelling (Figure 3). Presumably the blip in the period 1991-95 is due to the recession in Finland, when opportunities for volunteer work or research grants decreased for a period.

3 POLICY ANALYSIS 2000-2010

3.1 Policy Analysis Approach

The guidelines and policies produced by the MFA Finland on the goals of funding JPOs in international organisations contain several policy objectives, not only development goals. One clearly evident objective is foreign policy, and yet two other ones were found in some documents. The definition of these policies is the following. The Evaluation Team has defined as foreign policy objectives all references to the goal of feeding young persons of Finnish nationality into international organisations as parts of permanent staff, either in operative or expert positions. Development policy objectives are those that refer to Finnish development policies and their goals, and the Millennium Development Goals (MDG) or other objectives guiding international development cooperation principles. The third objective expressed in some policy documents concerning the JPO programme, particularly in the mid-2000s, not further analysed here, derived from the general strategy, vision and mission of the MFA, was one related to strengthening the image of the MFA as an open institution at the service of the Finnish public (“avoin ja palveleva ulkoministeriö”, through a transparent and open selection process of JPOs). Finally, the objective of training future experts in development cooperation was clearly expressed, particularly in the very latest JPO

strategy papers. In the interviews with MFA staff, the great majority of staff members with only a few divergent opinions considered foreign policy objectives as the main goal of the Finnish JPO programme. Indeed, this aspect, often not openly stated in documents, is very important because if development of poor countries was the only objective, there would not be a specific need to promote Finnish JPOs.

These sets of objectives are not necessarily in contradiction with each other but can be seen as intertwined and overlapping, but in some cases they can be visibly mutually excluding, or at the least, mutually supportive only with difficulty. The differentiation between foreign policy objectives and development policy objectives is therefore essential to take into account if the evaluation is going to assess the relevance, effectiveness, efficiency and complementarity of the JPO programme with the explicit context of the programme, that of being an instrument of multilateral development cooperation.

3.2 Foreign Policy Objective

The concern about the number and percentage of Finns within international organisations' staff, particularly within the United Nations and its agencies, has been a constant preoccupation of Finns, as already in late 1980s and early 1990s it was noticed that the percentage of Finns was well below the financial contribution of Finland to the UN system. Documents related to this concern were found in the documentation from mid-1990s. Over the last decade, all the complete policy documents for the JPO and UNV programmes state as explicit objective the international recruitment of Finns in the UN and international financial institution and regional banks. Particularly in mid-2000s the JPO programme is situated within the general strategy, mission and vision of the MFA. Under the heading 'Influential Finland within the international community' it is stated that the JPO programme has two central goals (among other objectives): to allocate young Finns in the international organisations in a way that their recruitment as permanent staff or in international careers becomes possible, and to increase Finnish influence in the activities of international organisations. This is a normal part of any country's foreign policy and all donors interviewed for this evaluation place great value to this aspect of their respective JPO programmes, perhaps even increasingly compared to earlier decades suggesting growing nationalism and what is called realism in international relations. The JPO/UNV policy for 2008-2009 is practically identical with the previous ones in its foreign policy objectives; and for development policy guidance, both follow the MDG and the 2004 Development Policy Programme's objectives. The JPO/UNV policy for 2008-2009 (from November 2007) also makes an attempt to integrate the goals of the Development Policy Programme of 2007, but organised under the strategic goals of the MFA.

The latest policy (for the period 2010-2011) from 2009, and a follow-up memorandum from 2010, bring forth yet another foreign policy objective that reflects the Development Policy Programme of 2007: to promote the extension of Finnish know-

how and Finnish value-added in the world. These later JPO policy guidelines do not any more connect the JPO programme and its objectives with the general strategy of the MFA. Some later documents introduce an interesting conceptual bridging between foreign policy objective (inserting Finns in international organisations) and development policy objectives by suggesting that young Finnish nationals working in international organisations should be ‘advocates’ of Finnish development policy objectives. The idea has particularly been expressed by the Deputy Director General of the Development Policy Department of the MFA at a seminar for Finnish JPOs in August 2010 (and published on-line on the Global Finland web page) and was quoted in the Finnish presentation at the Madrid meeting of UNDESA in April 2011. While it certainly is true that Finland promotes its development policy objectives through the sectoral choice of placements that Finland funds, there is a conceptual and practical jump to expecting the individual JPOs serve as advocates of Finnish policy objectives within their organisations. According to the interviews with Finnish JPOs and MFA staff, this idea does not materialise, one could say fortunately, as all persons interviewed have a clear idea about the role of international civil servants as representatives of the organisation and not of their country of origin, particularly in the UN system.

Statistically, however, the number and percentage of Finnish JPOs retained within the organisations is much lower than that of other donors participating in JPO funding, up to the point that the JPO Service Centre (JPOSC) carried out analysis of retention rates (JPOSC 2009). According to the JPOSC, 49% of JPOs were retained within the UN system in general during 2001-2008 with higher rates of retention for female JPOs, whereas the corresponding figure for Finnish JPOs is 24% (30% for male and 22% for female JPOs). In 2010 the retention rate was similar: out of the 31 JPOs who completed or finished their assignment, eight were retained (25.8%). Some of the possible reasons for this lower-than-average retention rate of Finns are discussed later in the report.

3.3 Development Policy Objectives

The development policy objectives of each moment are carefully taken into account in all the biannual or yearly plans for the JPO programme. Particularly during the mid-2000s the guidelines for JPO funding have been connected to the general strategy of the MFA. As a general conclusion from the interviews with MFA staff, while the majority considers foreign policy objectives as the main goal of the JPO programme, involved staff members take great care in following the development objectives of each moment’s policy in the selection of JPO posts to be funded by Finland.

The main emphases of Development Policy Programmes in vigour during the period under study are listed in Table 2.

Table 2 Analysis of Development Policy Programmes since 1998.

Development policy (programme)	Objectives/goals	Cross-cutting issues	Foreign policy/development policy	Comments
Finland's Policy on Relations with Developing Countries 1998	<ul style="list-style-type: none"> -Increasing global security -Reduction of widespread poverty -Promotion of respect for human rights and democracy -Prevention of global environmental problems -Increasing economic interaction 	N/A	Exclusively development policy oriented goals with common Nordic+ and/or like-minded approach	Based on 1996 Government Decision-in-Principle (periaatepäätös). Overall objectives: the reduction of poverty, sustainable development, human rights and democratic governance with special emphasis on vulnerable groups and environmental concerns.
Operationalisation of Development Policy Objectives 2001	<ul style="list-style-type: none"> Idem., all five ratified -Division into long-term partner countries and 'other' ratified -Concentration in eight partner countries, all LDC or low-income plus regional cooperation 	N/A	Exclusively development policy oriented thinking	Millennium Development Goals (MDGs) not yet integrated in the policy. Stress on conditionalities: good governance and commitment to develop (kehitystahito) on partner side.
Development Policy-Government Resolution 2004	<ul style="list-style-type: none"> -Supreme goal: eradication of extreme poverty -Prevention of environmental threats -Promotion of equality, human rights, democracy and good governance 	<ul style="list-style-type: none"> -Promotion of the rights of women and girls, and of gender and social equality -Promotion of rights of vulnerable groups -Environment -Commitment to rights- 	Exclusively development policy oriented thinking: the involvement of Finnish companies in developing countries is presented as a tool for the development of the lat-	<p>New issues: private enterprise and ICT, aid for trade. Follows strictly the ideology of MDG. Ideas of Rome High Level Forum 2003 integrated, even before Paris declaration; stress on coherence (among issues dealt</p>

	<p>-Promotion of worldwide security</p> <p>-Promotion of economic interaction</p> <p>-Additionally: to encourage Finnish companies' involvement in developing countries to promote the attainment of MDG, public-private partnerships, and promotion of Information and Communication Technology (ICT)</p>	<p>based approach and sustainable development</p>	<p>ter but the Nordic+ consensus not there anymore as visible as before: business makes its entrance (after a change of government party and in the ministerial portfolio: minister of development cooperation and external trade).</p>	<p>with: migration and migrants to Finland).</p>
<p>Development Policy Programme 2007</p>	<p>Main goal: to eradicate poverty and to promote ecologically, economically and socially sustainable development in accordance the MDG, placing particular emphasis on climate and environment</p>	<ul style="list-style-type: none"> -Promotion of the rights and the status of women and girls, and promotion of gender and social equality -Promotion of the rights of groups that are easily excluded, particularly children, people with disabilities, indigenous people and ethnic minorities, and the promotion of equal opportunities for participation -Combating of HIV/AIDS as a health and social problem. 	<p>Greater relative weight to Finnish value-added and Finnish involvement in 'policy guidance' of multilateral partner organisations (increasing the space Finns occupy in international organisations); Finnish JPOs expected to be advocates of Finnish development policy objectives within their organisations of placement.</p>	<p>In practice, development cooperation has been strongly concentrated on foreign policy objectives (including 'Finnish value-added' as instrumental issue). JPOs not mentioned in the Finnish strategy for international organisations from 2008.</p>

There is a certain continuity of policy objectives and the only significant change is the status of ‘environmental concerns’ that pass from cross-cutting issue into the category of overall objectives in the Development Policy Programme of 2007. This may be the reason why the overall sectoral distribution of JPO posts have not changed in a significant way during 2000-2010, as can be seen in the table on JPOs by sector and year (Table 5). It is also likely that the gap between policy and implementation has been quite wide at times, particularly in the last days of the recruitment by the MFA. The sectors that have received the largest numbers of JPOs are conflict prevention (including humanitarian and emergency aid) with 43 JPOs (16%), environment (including forestry and water and sanitation) receiving 42 (15%), and health (including population and nutrition) with 39 funded JPO posts (14%). When contrasted to the number of JPOs for each year, there really is little variation, except a higher number of JPOs in climate (five JPOs in 2008-2010). Between 2008 and 2010, the percentage of JPO posts in the field of environment is 11%, a figure which is slightly lower than the percentage of JPO posts in environment in the total JPO population 2000-2010. But when the JPO posts in climate between 2008 and 2010 are added to those of environment, the percentage rises to 17%, the same percentage of the two sectors combined over the whole period 2000-2010. Here again, the sectoral distribution of JPO posts corresponds to the Development Policy Programme of the moment for the priority sectors. However, the change is small, and in a statistical view insignificant between the sectors over the years. The added JPO posts in climate related fields have come at the expense of posts in environment. (Data is taken from the JPO database, constructed from the archive data, as well as information from KEO-40 and the questionnaires.)

Another variation could be seen in the relative weight of the category ‘Rule of law’ when split into topics. Here the increasing number of JPOs funded in crime prevention has made the category grow disproportionally; the same consideration applies to the category of conflict prevention and humanitarian aid which has seen a rising number of funded posts. The sector analysis of JPO posts present some surprises, though. The first is the small number of JPOs in education (only 12 in 11 years) when considered in the context of the international fame of a country at the top of most OECD Programme for International Student Assessment (PISA) surveys on educational performance. Indeed, here again the sectoral distribution of JPO posts corresponds to Development Policy Guidelines or Programmes 1998-2010: education does not stand among the priority sectors in any of them. The second is the low number of JPO posts in sectors directly related to economic development (agriculture and rural development; economic development including information and communications technology, ICT), only 30 in total in 2000-2010 (out of 273), and 13 in 2008-2010 (out of 94). It can be concluded that the particular strengths of which Finland is known in the world are not reflected in the selection of JPO posts.

The relatively small variation over the years in the sectoral distribution of funded JPO posts may be due to the strong continuity in development policy objectives until the 2007 programme and its emphasis on climate (visible in JPO posts only as of 2008),

and to the generally broad definition of the objectives themselves in the way that probably very few JPO post descriptions submitted for funding by international organisations to Finland would not fit into the policy programmes' objectives and the cross-cutting issues.

With regard to the geographical distribution of JPO posts, all policy documents of the JPO programme stress the placement of young professionals in the bilateral long-term partner countries but the reality is different from official policy. Table 3 lists the numbers and percentage of JPOs in long-term partner countries. The highest percentage (45%) dates from 2006 with a sharp decline in the following years, and the high percentage is due to several posts in Nairobi which is at the same time the capital of a long-term partner country and the location of the headquarters (HQs) of many organisations or their regional offices. The percentages would be slightly higher if regional cooperation is taken into account. We have taken into account the figures from 2001 onwards only in order to track the relationship with the Operationalisation of Development Policy Objectives of 2001, as the earlier policy guidelines did not define specific partner countries. The figures in Table 3 refer to the numbers assuming their duty posts each year (not the ones selected each year). Overall the geographical distribution of JPOs does not reflect well the stated principle of placing JPOs in priority partner countries. The Evaluation Team has found some explanations to this fact. In some cases, there simply have not been many JPO posts advertised (for instance, Nicaragua in recent years). As reported in the interviews, Finnish embassies often prefer a JPO post in neighbouring countries covered by the Embassy ('jalkamaat') as a source of information and as a contact point there, and as a way of maximising Finnish expertise on countries where no embassy is placed. Many MFA staff members do not find any particular reason for posting JPOs mainly in long-term partner countries, and this attitude is reflected in the low percentage of JPOs in these. Particularly in the case of Latin America, the regional unit consciously promotes the placement of JPOs in capitals of countries partners of regional projects as a source of information and as contact point, and as support to the sectors of these regional development projects.

Table 3 JPOs recruited for posts in Finland's long-term bilateral partner countries 2001-2010.

Year	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
JPOs total	25	23	18	17	28	20	30	30	38	26
In partner countries	6	3	1	4	11	9	5	9	9	4
Percentage of total	24	13	6	23	39	45	17	30	23	15

Source: Data taken from JPO files in the archive and questionnaire respondents, and cross-matched against data from MFA, CIMO and the recipient organisations – the figures refer to the numbers assuming their duty posts each year (not the year of selection).

This may be a reason for the number of JPO posts in Managua, Nicaragua: only one during 2000-2010 (compared with nine in Kathmandu, eight in Hanoi and three in both Addis Ababa and Maputo, and 18 in Nairobi). KEO-40 tries not to place more than one JPO at the same time to the same agency in the same duty station in field posts. Some new issues have been raised and initiatives launched, which have had an impact on post selection. The Wider Europe Initiative (WEI) (MFA 2008) is an example of this. KEO-40 has supported WEI by funding JPOs to Azerbaijan, Kazakhstan and Kyrgyzstan.

Finland is a special case in this respect. All other interviewed donors give almost exclusive preference to their partner countries or to a special list of eligible countries for development projects, in order to support their bilateral cooperation with the JPO programme. We here face two different ways to maximise the benefit taken from the JPO programme. One way - that of the other donors - aims to increase complementarity between bilateral and multilateral cooperation. The other - the Finnish way - strives to increase the foreign policy effectiveness and capacity building of Finnish nationals on other countries than the partner countries about which a certain degree of expertise is already found. This approach can be seen as natural for a small country with a relatively thin network of embassies around the world combined with strong internal social cohesion, and indeed, sometimes JPOs in post or resident Finns in countries with no Finnish embassy are considered almost unofficial Finnish consulates. Naturally this strategy is only effective if the MFA and embassies maintain contact with the JPOs during and after their assignment, however the results of the interviews and questionnaires indicate that this is usually not done effectively (Chapter 4.3).

When analysed according to organisations (Table 4) supported with Finnish JPOs (Annex 7) the highest number of posts have been funded at United Nations' Development Programme UNDP (36). The next largest receiving organisations have been United Nations Children's Fund (UNICEF) with 25 Finnish JPOs, and United Nations High Commissioner for Refugees (UNHCR) with 22 posts and World Food Programme (WFP) with 21. United Nations Population Fund (UNFPA) and United Nations Educational, Scientific and Cultural Organisation (UNESCO) have also had a relatively large number of Finnish JPOs, 15 in both, and FAO 14. Many organisations have had only one or two JPO posts funded, such as Institute for Democracy and Electoral Assistance (IDEA), World Meteorological Organisation (WMO) and International Organisation for Migration (IOM), or two, such as United Nations Development Fund for Women (UNIFEM, now merged to UN Women) or United Nations Relief and Works Agency (UNRWA). The number of organisations have reached the total of 21 in 2009 (up from nine in 2004); this, too, corresponds to the latest Development Policy Programme of 2007 that has enlarged the scope and number of sectors and projects supported by Finland, de facto reversing the policy of 2001 that promoted concentration in fewer countries and fewer sectors. Particularly during 2008-2010 many 'new' organisations have been supported through the JPO programme by placing individuals in a variety of organisations. In fact, there is a larg-

Table 4 JPOs by location, organisation and year of assuming their post.

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total
Total JPOs per year	18	25	23	18	17	28	20	30	30	38	26	273
Percentage of posts in HQ or regional HQ	38	44	34	39	23	43	30	40	43	36	46	
Number of organisations receiving Finnish JPOs	13	14	14	11	9	14	12	14	17	21	15	
Number of organisations of those selected in 2010 but not yet in post											21	

Source: Data taken from JPO files in the archive and questionnaire respondents, and cross-matched against data from MFA, CIMO and the recipient organisations – the figures refer to the numbers assuming their duty posts each year (not the year of recruitment).

er change (increase) in the number of organisations supported by the JPO programme than in the change of relative weight between different sectors over the years. This can be seen as reflecting the goal of Finnish value-added and the extension of Finnish know-how in the world, inclining the 2007 Development Policy Programme more towards foreign policy objectives than development objectives. In total, Finland has agreements or Memoranda of Understanding (MOUs) concerning JPOs with 32 organisations.

As for the relative weight between field and HQ posts (including regional HQs), the percentage in HQ posts have in practice been higher than the stated policy of placing about two thirds in field positions. At the end of 2010 the percentage in HQ posts was 46 (up from 23% in 2004). However, there is no clear tendency to be seen in the statistics of the last decade, as the percentage in HQ posts was 44% already in 2001. The percentages are calculated on the basis of the two first duty stations, that is, including a transfer when applicable, not only the first duty station. In the responses to the questionnaires it seems that overall 33% of respondents were based in HQ, 56% had field based posts and 12% changed during their assignment and had a combination of the two. The returned questionnaires demonstrate an overall trend towards HQ posts. In the 1980s, 17% of respondents were based at HQ; in the 1990s 20% were in HQ; and since 2000, 41% were based in HQ throughout their posting.

All in all, the JPO programme does not fully reflect the stated JPO policy: priority is not specifically given to bilateral partner countries, in many cases quite to the contrary, and some important cross-cutting issues such as gender equality and anti-discrimination (including the protection of vulnerable groups) are relatively poorly represented in the concrete placements of Finnish JPOs. In Table 5, the sectoral spread of postings is considered. Organisation-wise there have been only two JPO posts in UNIFEM and when analysed by sector, only 17 (out of 273) Finnish JPOs have worked in the category 'Equality, gender, vulnerable groups and the disabled, labour rights and anti-trafficking'. The same applies to rural development, relatively little supported by Finnish JPO posts (17 of 273); rural livelihoods are a serious problem in developing countries and neglecting them is contradictory with the MDG and the general reduction of extreme poverty. Even when we add the category 'Economic development and poverty' (13 posts during 2000-2010), economic development does not represent more than a little over 10% of all JPO posts. On the other hand, the sector of health (including population, reproductive and sexual rights, nutrition) is well represented by 39 JPOs, better than the category of rule of law (good governance, democracy and crime prevention) with 26 JPOs (slightly less than 10% of all posts). This is in contradiction with the emphasis Finland normally places on the topic of good governance in its bilateral development cooperation. Yet again, environment (including forests and water) has always been an important sector (almost 25% of posts in 2000, about the same percentage as in 2010). And of course, many of these sectors are not mutually exclusive: for instance, reproductive rights in healthcare have a strong aspect of gender equality.

Table 5 JPOs by sector and year 2000-2010.

Sector	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total
Rural development and agriculture	1	3	1	0	4	2	0	0	2	2	2	17
Environment, forests and water	4	4	3	2	2	4	7	5	2	2	7	42
Climate	1	0	1	0	0	0	0	0	3	1	1	7
Equality and anti-discrimination	2	2	2	1	1	2	1	3	3	0	0	17
Health, population and nutrition	2	1	5	2	1	3	5	3	6	7	4	39
Rule of law, good governance, crime	1	2	1	2	1	2	0	5	3	5	4	26
humanitarian, emergencies	2	5	2	3	5	2	3	4	7	7	4	44
Economic development, poverty reduction	1	1	0	1	0	2	0	3	0	3	2	13
Operational	3	3	5	1	0	4	3	3	1	4	1	28
Education	0	0	1	1	2	1	0	3	2	1	1	12
Other, not clear	1	4	2	5	1	6	1	1	1	6	0	28
Total	18	25	23	18	17	28	20	30	30	38	26	273

The posts of the JPOs were divided into the above sectors according to the following criteria:

Box 1 The definition of sectors in Table 5.

Sector	Fields of activity and subsectors included in the category
Rural development and agriculture	Research on livestock, genetic resources of farmed plants and livestock, rural economic activity related to agriculture, farming and irrigation
Environment	Forests, water and sanitation, habitat, pollution, nature conservation, natural heritage
Climate	Climate change and related, meteorology
Equality	Gender equality, vulnerable groups, labour rights, disabled, indigenous peoples, anti-trafficking
Health	HIV/AIDS, other health, reproductive rights, nutrition, population
Rule of law	Good governance, elections, democracy, prevention of crime and drugs
Humanitarian	Human rights as such (conventions, Human Rights Council), refugees, humanitarian aid, conflict prevention and peace promotion
Economic development	Related issues other than in previous categories, ICT, poverty reduction
Operational	Policy coordination, fund raising, donor relations, communications, portfolio management, monitoring and evaluation
Education	All subsectors related to education
Other/not known	No information concerning the contents/sector/subsector of the post

3.4 JPO Perception of Policy Coherence

The Finnish JPOs themselves consider that their tasks very much support the achievement of both the MDG (Figure 4) and the Finnish Development Policy objectives (Figure 5). In the questionnaire, only those JPOs who had assumed duty post after 2000 were asked about the degree they consider their work promotes the MDG and up to which degree their tasks were related to the Finnish Development Policy (t=133). In both cases, almost 80% of respondents consider their tasks ‘very much’

or ‘somewhat’ supporting the MDG and aligned with the national Development Policy Programme (78%) and only a small minority (respectively 5% and 3%) did not see their JPO post related to either of the higher development goals.

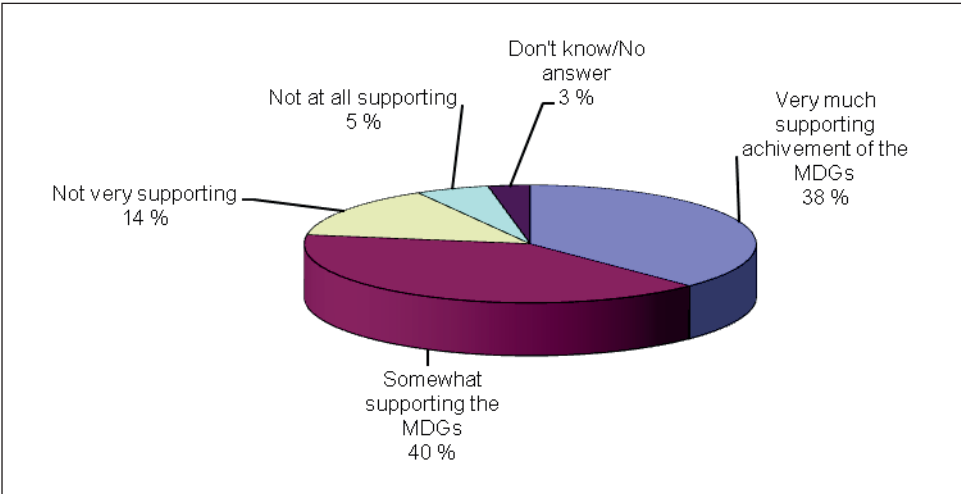


Figure 4 Percentage of respondents who believe their tasks supported achievement of the MDGs.

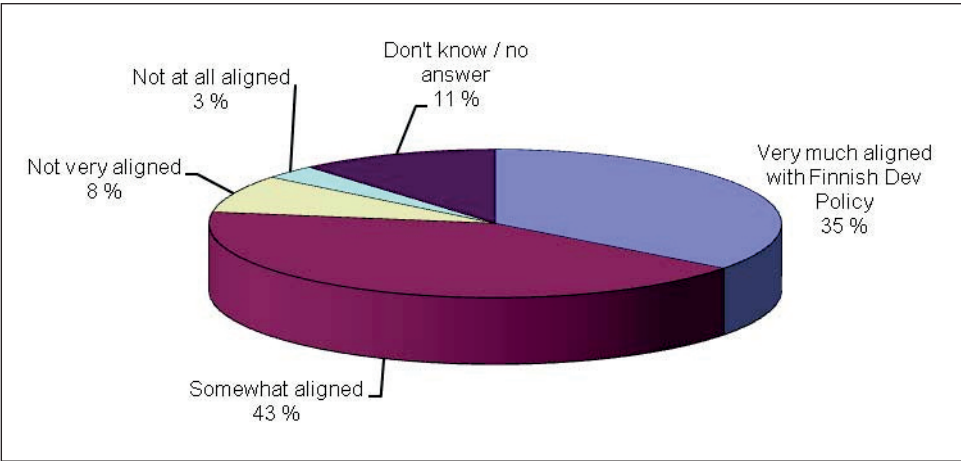


Figure 5 Percentage of respondents who believe their tasks were related to the Finnish Development Policy.

4 ADMINISTRATION OF THE PROGRAMME

4.1 Recruitment

4.1.1 Post Selection

The MFA has agreements on file with 32 organisations within KEO-40. However, of those 32, there are agreements with UNV, European Commission (EC) and the Asian Development Bank (ADB), and six of the agreements are with separate CGIAR organisations. Some organisations that have received JPOs in the past, such as IDEA, do not have an agreement on file. Many of the agreements are quite old (that of FAO dates from 1965) and are updated with a plethora of emails and other correspondence. Updating of the agreements might be useful, including some of the expectations regarding treatment of JPOs, however it is not the highest priority for the time of KEO-40.

Under the present arrangements, posts with the recipient organisations are identified and agreed between the MFA and the organisations. The MFA works from two year plans – the current one covers 1.2010-12.2011 – and this gives the guidance for the following two years regarding objectives and organisations to support. It specifies the numbers of JPOs to be recruited per organisation, as well as giving general guidance on country, sector and topic. During the development of the plan there is wide consultation of all units of the MFA & embassies, with discussion of priorities and organisations.

Currently approximately thirty organisations and thirty JPOs per year are recruited (so approximately sixty to eighty are in the field at any time). The MFA tries to select posts in long term partner countries of MFA, ex-conflict countries, etc. although as noted in Chapter 3, this is not always possible.

JPO posts are selected by the MFA JPO Programme Officer in KEO-40, in consultation with MFA staff and embassies. The recipient organisations define their needs internally and their respective JPO coordinators send out post descriptions to the donors (usually to all donors, but occasionally a post is designed for a specific donor). Some recipient organisations (and the JPOSC) use a restricted website to list available posts for donors; others send a list by email. KEO-40 staff consider the potential posts, in accordance with the two year plan (described above). KEO-40 prepares a shortlist of posts and circulates them internally to relevant staff and embassies, for discussion and final decision making. Once the posts are decided, they are informed to CIMO, and the recruitment process begins. Very occasionally posts come via other methods – such as from discussions in the field between the organisation and a sectoral advisor or the embassy, but requests must be officially channelled through the relevant JPO coordinator.

KEO-40 stays in close communication with the JPO coordinators of the receiving organisations at all stages of the JPO programme cycle. All communication regarding the post design and selection, as well as administration issues in the field should go through the Programme Officer in KEO-40. This has ensured good control of decision-making and information. KEO-40 staff also attend the bi-annual donor meetings (in Madrid in 2011 and Brussels in 2009), which gives the opportunity to share experiences with other donors and some conformity of conditions.

As discussed above, there appears to be a disconnection between policy and implementation, as well as some variation of views within the MFA regarding the objectives and means. For instance, there are different opinions as to whether JPO posts should be in HQ or in the field, in long-term bilateral partner countries or not, which sectors and organisations should receive JPOs, whether JPOs should serve as information and contact points of the MFA or not, what is the role of the embassy, etc. According to the MFA staff interviews the policy and strategy changes are influencing the post selection slowly, perhaps due partly to the continuous change of administration structure in the MFA, which has been ongoing during the JPO programme implementation over the years. The changes have influenced the management of the programme and slowed down the development and improvements of the JPO programme. The change and rotation of the staff and directors, which is typical for the MFA and other donor organisations, has also had consequences. It seems that the post selection has happened in a somewhat ad hoc manner with few links in practice to policy.

The JPO programme was used to some extent as a training tool for new staff by the MFA until 1991 (when the recession cut development funding). Now some MFA staff consider it to be the least prioritised activity of the MFA, with only one dedicated staff member and limited management level involvement.

The Evaluation Team found occasional cases where retention of an existing JPO was stymied due to the MFA agreeing to fund a new JPO to the same post. Others mentioned cases where JPOs have had problematic experiences yet the post has been re-filled. Some considered that having too many JPOs (either Finnish or from any donor) is problematic as the organisation becomes accustomed to free resources. Even the case of having too many staff (JPOs or regular staff) from one nationality can become a problem, as a perception may develop that the organisation is losing its neutrality.

Currently the two year plan allots a set number of JPOs per organisation. Once that quota is filled, there can be no more for that period, although any savings in the budget can be used for ad hoc postings. One suggestion discussed during the field visits was to allot postings on the plan by sector instead of by organisation. This would give more flexibility and bargaining power with the recipients, and ensure that thematic priorities are followed, but it would be harder to plan and administer. As part of the Multilateral Development Policy, Finland is supporting the effectiveness reviews of

UN agencies, and the JPO posts could be made to those organisations with good results. Other criteria for consideration must be the track record with earlier JPOs, including supervision, quality of experience and retention rates.

The post descriptions vary in quality – sometimes they are prepared a long time before the JPO is recruited so conditions may have changed and the job descriptions may not be accurate any more by the time of recruitment. This is fairly typical and the poor preparation of the job descriptions has created a lot of frustration among the JPOs. On the other hand, the questionnaires and interviews noted that usually JPOs manage to influence the development of their own post, and in the long run, many appreciate having flexibility. Some donors involve their embassies locally to follow up with the unit finalising and updating the job description, ensuring its relevance. The Swedish International Development Cooperation Agency (Sida) even includes job description preparation processes in the contract between the Sida and the organisation, however the Evaluation Team are unable to report whether there is a significant difference in quality of job descriptions or long term outcomes.

4.1.2 Recruitment since 2008

The recruitment of the JPOs is carried out by Centre for International Mobility, CIMO. Recruitment follows the contract between MFA and CIMO (1.2.2008) and the work plan included in CIMO's tender (28.9.2007). Cooperation between CIMO and MFA has started well and it seems that both parties are generally satisfied with the arrangement. The budget has been adequate, according to the CIMO staff. There are currently no reporting requirements in the contact between CIMO and MFA, other than reporting on expenditure each year. A technical annual report for the MFA would be important, noting trends in applications and backgrounds of applicants, specific difficulties in filling any posts, any special efforts made to market the programme or carry out targeted recruitment, etc. This would provide useful feedback for post selection, and increase the communication between the CIMO and staff of the MFA beyond KEO-40.

CIMO is in charge of the recruitment process from the time KEO-40 delivers to CIMO the request from the host organisation with the job description of the post. Communication between the KEO-40 JPO Programme Officer and the CIMO staff functions well and they are working together to constantly improve recruitment processes. The MFA Programme Officer attended the information session organised by CIMO, and they have travelled together to attend the donor coordination meetings in Madrid in 2011 and in Brussels in 2009, World Bank meetings in Paris in 2008 and 2010, a visit to JPOSC in 2009, and a field trip to New York in 2010.

JPO Selection process

There are approximately five recruitment periods during the year. In practice the timing depends on when the batch of jobs is ready to be announced. CIMO and KEO-40 agree on the recruitment periods for the coming year annually, in order to make

operative planning easier for both parties. In 2010 CIMO trialled advertising ten posts at once, but found it was too complicated to handle so many applicants at once and led to unnecessary delays, and considers it is better to restrict to fewer posts at a time. Some JPO applicants and some posts take longer than others, but the average time from advertising to selection is four-six months. Many of the large donors have only one recruitment cycle per year. The multiple intakes of the Finnish system make it more flexible and able to respond to new opportunities.

The recruitment cycle is initiated when CIMO receives the JDs from the JPO Unit of the MFA. Having analysed the job description CIMO contacts the JPO Coordinator of the respective UN organisation if further information is needed. Two weeks are allowed for applications in most of the cases. Posts are advertised in the largest national newspapers, and on the MFA/CIMO websites. The applicants have access to the electronic application form on the website, which is an improvement from the earlier MFA recruitment process. The electronic application has been effective and functioned well. Interested applicants can apply for more than one post but in this case they should prioritise one post.

The application includes basic information and a personal history. The candidate fills the CIMO application form and sends an open application letter /letter of motivation in English, which is the language of the whole website. The information filled in the CIMO website is uploaded to the UN Personal History form (P11) and goes to the CIMO database (a pdf copy is sent to the applicant's email address). Overall during the period 2008-10 there were an average of 34 applicants per post filled (Table 6). For any one post, the minimum number of applicants was 11 and the maximum was 79 over this period. Table 6 presents some statistics of JPO recruitment by CIMO.

A team of four staff is responsible for JPO recruitments in CIMO however, two staff members are involved in the actual pre-selection and interviews. They screen the applications – each for their ‘own’ batch of jobs – and select the three-five best candidates to be interviewed by CIMO. A scoring grid is used to preselect the candidates, starting with the minimum criteria, the required qualifications and preferred experience referred to in the job descriptions. The form is filled for each applicant transparently and it can be used to give feedback to non-selected candidates. The non-selected candidates receive a standard email – but they can ask for information as to why they

Table 6 Statistics of JPO recruitment by CIMO 2008-2010.

	Candidates applied	Candidates pre-selected for interview with CIMO	Selected as JPO
2008	704	141	31
2009	931	134	31
2010	797	119	27

have not been shortlisted, and CIMO will give feedback on the weakness of their application. It was not possible for the Evaluation Team to make an objective assessment of the selection process as we were not able to compare the curriculum vitas (CV) of the selected and non-selected candidates, nor interview those who were not selected in a systematic way, as these files or names could not be provided for reasons of confidentiality (Henkilötietolaki 3§, Laki viranomaisen toiminnan julkisuudesta 24§ 29 mom). Therefore we could only base our findings on interviews with MFA or recipient organisation staff and with JPOs or UNVs who had earlier not been selected. At present a criticism from several staff of the MFA has been that they have known of particularly good candidates who were not even shortlisted. KEO-40 receives the shortlist from CIMO at the same time as the UN agency. However as there is no reporting back to KEO-40 on those who are not shortlisted, this allegation remains unproven.

The main criteria in pre-selection of the candidates are the job descriptions (in some organisations also called the Terms of Reference), which may not actually be an accurate reflection of the post. While some recipient organisations try to update the job descriptions immediately prior to the selection process, there have been situations where the job description is out of date or very general, or the unit has changed. UNFPA, for instance, notes in the information they provide to supervisors that job descriptions should be updated. However they recognise that job descriptions may be quite generic, and that in the dynamic environment of the UN priorities might change. Therefore the onus is on the JPO to be flexible and accept modifications to the job description once in post.

The pre-selection appears to be a somewhat mechanical procedure. The Evaluation Unit has no doubt that the majority of candidates selected are of very good quality, however it is possible that many qualified and motivated candidates do not get shortlisted, because CIMO's view of the requirements reflects only the job description, and this may differ from the supervisor's preferences. Applicants are treated equally. No extra points are given in the selection process for the applicant's prior work experience at the MFA, as a JPO in a bilateral project or as a UNV (in fact, prior experience as a UNV eliminates the applicant from JPO posts, under the current MFA policy). Previous experience of development cooperation is taken into account if the job description states it as a requirement, but according to CIMO, subject matter experience is more important. This means that someone with more years of experience in Finland unrelated to development might have better scoring than someone with a couple of years in a project in the field. Recipient organisation staff interviewed during the evaluation were not always aware of the importance of explicit wording of the job descriptions. Once the applicant reaches the stage of interview by the recipient organisation, their prior development experience may become important. Practically all interviewed recipient organisations value experience in development cooperation as important merit (except for some HQ based very technical posts) but do not necessarily include it as requirement in the job descriptions.

On occasions, CIMO does not find a suitable candidate, usually due to the specialist requirements of the post (such as language, location or professional expertise). In these cases the post is re-advertised.

The interview by CIMO is carried out in Finnish language, with one staff member interviewing one candidate. At present there is little checking of the language skills of the applicants, who are expected to speak English and another UN language. The UN languages are English, French, Spanish, Russian, Chinese and Arabic. Official language testing does not take place in the Finnish recruitment – the main opportunity for the language skills to be assessed is during the final selection interview with the recipient organisation. The interview takes approximately one hour, with a list of questions, including some personal ones. CIMO does not check in depth the personal motivations of the applicants (beyond the initial request for a motivation letter), but focuses more on the work history. The interviewees progress to psychological assessment of their motivation and adaptability at the Finnish Institute of Occupational Health (FIOH). Psychological assessment at FIOH is based on JPO core competencies redefined by JPOSC. The applicant does not proceed to assessment if there are major issues regarding their qualifications or experience.

The tendency among many donors, according to the JPO Service Centre, is to discuss already at the stage of initial interview the interest of the candidate in a life-long career within the UN. Some recipient organisations feel more stress should be given in the selection process to the future potentialities of the candidates rather than their past work experience. If CIMO staff could attend more meetings in MFA discussing policy issues, it might enable them to broaden the pre-selection to take into consideration policy and cross-cutting issues. CIMO staff have already attended the pre-departure briefing of the JPOs in order to get a clearer overview of the issues and topics.

Psychological aptitude assessments are organised by FIOH. After the assessment results are available, CIMO sends the shortlist of successful candidates for recruiting organisation based on discussions with FIOH after the assessments. The final interview is arranged in collaboration with the recipient organisations and CIMO. Some of the representatives of the recipient organisations come to Helsinki, but more and more telephone interviews, Skype calls or videoconference interviews are arranged. In the case of the WB, the interview is behind closed doors, but most of the UN organisations permit CIMO to participate as an observer. Increasingly, the supervisor of the JPO post participates in the interview from the field office. This appears to be the ideal, as the relevant competencies of the JPO can be assessed by the person they will work with (and to some extent decreases the importance of the aptitude assessment).

CIMO prepares the shortlist of three-five and sends it to the recipient organisation (and KEO-40), along with the P11 application form and motivation letter. CIMO does not rank the shortlisted candidates. The psychological report and score is not

shown to the recipient organisation unless they visit Helsinki to conduct the interview (e.g. UNDP and occasionally others). This information is not sent by email for reasons of confidentiality. The basic procedure for the WB posts is the same. The UN agency arranges the interview date by phone or video conference or in person in Helsinki (the latter is usual for UNDP, WFP often, UNESCO and FAO occasionally). The questions vary between the agencies and the post. The questions are often competency based. Substance matter questions or individual competencies can also be asked (standard UN competency description). The Joint United Nations Programme on HIV/AIDS (UNAIDS), United Nations Office for Disarmament Affairs (UNODA) and the International Labour Organisation (ILO) are beginning to introduce written tests as part of the interview because drafting skills in English have often proved to be deficient.

Final selection of the JPO is based on recommendations from the recruiting organisations. The decision from the multilateral organisation may take a few days or sometimes takes longer (up to a month). After the decision is made, the multilateral organisation sometimes sends a report showing why they chose one candidate over another (eg. the International Fund for Agricultural Development, IFAD). Some organisations allow applicants to ask for reasons. If not selected, CIMO does not pro-actively suggest other posts, nor does CIMO use their database as a roster for future posts. The psychological assessment can be re-used if the candidate re-applies. The assessment results are valid for two years and they are not considered specific to one post, even if the job description the next time is different. CIMO discusses with the psychologist to check that the assessment is still suitable. Sometimes if the applicants have gained a lot of new useful experience, it is better that a new assessment is arranged.

Confirmation is then given to the JPO candidate, and the MFA training unit and KEO-40 and the recipient organisation will continue with briefing and pre-departure medical and administrative steps. The handover of the administration of the JPOs from CIMO back to the MFA can be sometimes confusing to the JPO, although it is explained during the pre-departure briefing. During the recruitment process JPO candidates have become familiar with CIMO staff, and they do not meet the MFA's JPO Desk Officer until the briefing. CIMO and the MFA, however, are aware of the situation and as a rule the JPOs are welcome to contact the CIMO staff even when they have been fielded. CIMO then either respond directly or forward the issue to the MFA Programme Officer.

Exceptions to this standard procedure exist. Since 2009, in response to a discussion between the JPOSC and the MFA, CIMO sends a long list of ten candidates to the JPOSC for recruitment to UNDP. According to the JPOSC sometimes the three presented candidates in the shortlist were not always a good match to the criteria and they wondered if there might be better candidates among the other applicants. JPOSC therefore initiated the discussion for long lists. Strategy and criteria for selecting candidates for the long lists (around ten candidates) was being discussed with CIMO.

Supervisors of the JPOs in UNDP country offices are also often involved in selections of candidates from long list to short list. JPOSC prepares a scoring table/matrix based on criteria included in the job description and all the three reviewers (CIMO, JPOSC and UNDP country office) score the long listed candidates to agree on the final short list to be sent to psychological assessment and the final interview. To date, this system has functioned well.

During the field visits some supervisors and coordinators expressed concerns at the sometimes limited number of candidates they have been offered for interview (sometimes only one or two candidates are left following the psychological assessment). The Evaluation Team discussed the idea of the long list with several organisations (other than UNDP), and most were enthusiastic to trial it as they felt that it might give them shortlisted candidates that are the best match for their needs. Others commented that using a long list might be better than totally outsourced recruitment (as with the Netherlands), as it would ensure ownership of both sides. However, some felt the extra workload required would be too much.

Several organisations/supervisors mentioned that the educational or experience background of shortlisted candidates did not correspond to what had been required in the job description or that the shortlist was too short (one or two candidates only). In the case of the CGIAR organisations it appears that a more research focussed JPO is needed than for the normal JPO programme (ideally with a PhD already), to enable them to work without too much supervision in a small, research focussed organisation.

The Recruitment Guidelines have been reviewed and updated in cooperation with the JPO Service Centre, UN organisations and other donors. CIMO has participated in the process of developing the Recruitment Guidelines, and the recruitment according to the new guideline (dated December 2010) has started in January 2011. The guidelines are applied to recruitment for UNDP and its affiliated entities (United Nations Capital Development Fund (UNCDF), UNV and United Nations Development Operations Coordination Office (UNDOCO). Existing procedures will continue to apply to recruitment for other organisations. According to the clarifications of the JPOSC, it will be important to follow carefully the JPOSC Recruitment Guidelines, because it would increase the opportunities for the JPOs to be recruited as permanent staff to these UN organisations mentioned above following their assignments. The JPOs recruited as per guidelines will get a chance to be included into the category of 'internal candidates' in case of possible retention or recruitment to another internal post.

Informing and advertising about the JPO programme and vacancies in different forums

Post advertisements are published in Helsingin Sanomat, Huvudstadsbladet, in the Global Finland [www. -page](http://www.globalfinland.fi) and the MFA website www.formin.fi, and in <http://www.cimo.fi/jpo> on CIMO's own webpage. CIMO has at times also used its own networks

and mailing lists as well as specialized web-based Academic Career Services Aarresaari (since 2010). Posts requiring specialised technical expertise are also advertised directly to the relevant organisations, including universities, research institutions, NGOs, professional networks etc. Posts are sometimes also published on the relevant Finnish Embassy website or in specific magazines, such as 'Lääkärilehti'. The post information covers the advertisement in the newspaper and website and link to JPOSC. Information included varies according to the job, but usually the job description, salary and sometimes an organigramme are mentioned.

In August 2010 for the first time CIMO held an information session for students or recent graduates, inviting students and graduates from all the universities and recruitment services. Presentations were given by CIMO and MFA. There are plans to organise more sessions like this the future. This will be an important tool for increasing information to students. Recent research by the Ministry of Agriculture and Forestry (Heino 2011) indicates that 15% of forestry students were not aware of opportunities to work internationally. They noted that in particular, most male students were focused on a career in Finland.

4.1.3 Recruitment Differences prior to and after 2008

Over the period under study (2000-2010), the recruitment of JPOs have undergone significant changes which concern both organisational reforms at the Ministry, with the creation of new departments and fusion of old ones with newly created ones, and the particular arrangements of recruitment within those departments. Until April 2003, the JPO programme was managed in the Unit of International Recruitment at the Department of International Development Cooperation (KYO in Finnish), renamed Department of Development Policy (KEO in Finnish) in the organisational reform of May 2003. Later the recruitment of JPOs was given to the Department of Administration (HAL in Finnish), in charge also of other recruitment processes (administrative and diplomatic staff of the MFA), while the selection of JPO posts was transferred to the Department of Global Affairs (GLO). Finally, as of February 2008, the JPO selection was outsourced to CIMO while the definition of JPO posts to be funded by Finland was handed over back to the Department of Development Policy (Unit KEO-40) as the Department of Global Affairs GLO was fused with KEO.

The decision to outsource the recruitment was taken in 2007. The interviewed current or retired MFA staff members presented several reasons for the outsourcing. The bottom line was the political commitment to downsize governmental administration and the consequent will within the MFA to concentrate on core competencies. The selection of JPOs for international organisations was not considered among those competencies. In 2006 and 2007 JPO recruitment had been carried out by the department in charge of internal recruitments and there were doubts if the methods used for selecting future diplomats were totally applicable for the selection of JPOs. In addition, the separation of post selection from the selection of candidates had already created a distance between policy (and the international organisations) and the selec-

tion of individuals. Some interviewees also expressed concern about the transparency of the selection process, as some staff members had felt themselves under pressure to favour certain candidates at the expense of others.

The comparative cost efficiency of the outsourcing of recruitment to CIMO has been difficult to evaluate, as the costs of the earlier recruitment under the MFA are unknown. The MFA's Recruitment Unit dealt with a broad range of activities – not only JPO recruitment. Budget figures for the actual work on JPOs were not possible to obtain. The most commonly expressed advantage of having the selection of posts and the selection of JPOs in the same unit, the direct feedback between policy, practice and field experience, had already ceased to exist at the moment when the selection of JPOs had been transferred to the Administrative Department and the old recruitment unit abolished.

In general it appears that the outsourcing has been quite successful, and it is not anticipated that the outsourcing would be reversed, in the current political climate, although there are examples of 'insourcing' of administrative functions for economic reason in some parts of the world. Most people interviewed to date have had positive comments regarding the recruitments, and the process itself seems efficient. In particular, the prompt communication with CIMO was praised by most of the recipient organisation coordinators. Certainly the majority of JPOs are successful and appreciated by their organisations. However, the staff of the units which were abolished during the change processes felt that their experience from many years in the recruitment was not valued, and they were not asked to share any of their views during the process of reorganising the recruitment activities. There is a shortage of development experience in the CIMO recruitment team. The interviews in CIMO and FIOH indicate that there may be need to strengthen their respective staff's capacity and knowledge about the living and working conditions of developing countries. A comparison of the two administrative modalities is presented in Table 7.

Overall satisfaction of JPOs with the recruitment process

Overall, most respondents to the questionnaire were happy with the recruitment process (Table 8), although during interviews there was some criticism. It should be noted that recruitment was assumed to include both the selection process carried out by Finland, as well as the recruitment process of the recipient organisation (the interview).

When the responses were sorted by the year of starting their assignment – with those starting in 2008 included in the CIMO numbers, although some may have been recruited by the MFA – there is a small difference in satisfaction, but not a very significant one – especially considering that those recruited many years ago are less likely to have an opinion. When analysing only the 18 respondents from 2008, with the mixed recruitment system, 67% reported they were satisfied, 17% were very satisfied and 17% not very satisfied (Table 9).

Table 7 Strengths and weaknesses of recruitment before and after 2008.

Activities	1965 - 2007	2008 - 2011	Recommendations for improvement
JPO post selection	<p>Prior to 2005: Feedback from JPOs in the field available to recruitment staff, who also did post selection.</p> <p>2006-7: Weak link between policy & recruitment as tasks were separated.</p>	<p>TOR prepared by the recipient organisation. MFA prepares a two-year plan, and conducts post selection internally, then TOR passed to CIMO.</p> <p>Recruitment outsourced; very little connections between policy and recruitment.</p>	<p>Continue to improve the discussion within the MFA and embassies regarding new posts and re-assignments.</p> <p>Ensure feedback on earlier posts is considered.</p> <p>MFA to pass on any critical information to CIMO.</p>
Marketing of the JPO programme	<p>Visits to the universities in different parts of the country, MFA web site.</p> <p>Less effective links to the high school/ university students networks.</p>	<p>Occasional stories by JPOs on MFA web site.</p> <p>Effective internet marketing. CIMO is well known among high school students www.malle.net/ pages are popular such as http://www.malle.net/</p>	<p>Encourage more JPOs to write stories for MFA website, magazine, etc.</p> <p>Direct marketing to male applicants and hard-to-recruit professions.</p> <p>Sharing of information about the JPOs during their time away and on their return would give the staff more chance to learn about conditions in the assignments to be used in the marketing the posts.</p>
Announcement of the posts	Open vacancy publications in newspapers. MFA web page announcements in later years	Well functioning, electronic advertisement and application system on CIMO web page. Also advertisements in main newspapers and on MFA web pages.	Systematic use of the professional publications/ magazines in different sectors. Targeted recruiting if needed.
Linking policies to post selection and recruitment	Policy, strategy level, post identification and recruitment could be connected in practice Young staff in charge of selection (many former JPOs themselves)	Policy setting and post selection happens in MFA at distance to CIMO. CIMO can discuss post requirements with the UN organisations as needed. CIMO gets limited feedback of successful/non-successful recruitments from	CIMO staff needs to continue to be kept well informed of the MFA's and recipient organisations' policies, and results in the field in order to select appropriate candidates.

	implied also short age and status distance with the departing JPOs Low status of responsible staff members within MFA	MFA, but recently this has been improving (end of assignment reports and communication from KEO-40).	
Contact to the JPOs during and after their post	Directly with the MFA	Contacts with JPOs, in post and after, managed by MFA. Should be no direct contact by CIMO to the JPOs during their assignments. The transfer of responsibility of JPOs from CIMO to MFA sometimes confusing for the JPOs.	Continue the structured communication between MFA JPO Programme Officer and CIMO for systematic feedback from JPOs on important issues from the field might improve the recruitment.
Cooperation with FIOH	MFA and FIOH had regular meetings so the feedback from the field was channelled to FIOH. Psychological assessment was used as an indication of suitability only.	CIMO and FIOH work in close cooperation in the recruitment process. No direct contact between FIOH and MFA. Psychological assessment is given too much weight in selection, and occasionally prevents candidates from re-applying.	More information sharing between MFA and FIOH on the success stories and problems the JPOs are facing during the assignments. More emphasis on commitment and future potentialities rather than past career. Send all assessed candidates on to the interview with recipient organisation unless serious problem.
Awareness and knowledge of the conditions in developing countries	The MFA recruitment staff was connected to both HQ and developing country reality in their everyday work. Many staff of MFA had been JPOs themselves.	CIMO has attended the training course of the JPOs, and one of the staff members has worked as JPO. They have also attended meetings with the recipient organisations. JPOs selected somewhat mechanically according to TORs (which may not be up to date or sufficiently detailed) with insufficient consideration of personal competencies required.	Experience/knowledge/ understanding of the CIMO recruitment personnel about the working and living conditions to be continuously strengthened

Table 8 Satisfaction of respondents with recruitment process.

Rating	Numbers	Percentage
Don't know / No comment = 0	3	1
Very satisfied = 1	69	30
Satisfied = 2	134	59
Not very satisfied = 3	20	9
Not at all satisfied = 4	1	0

Table 9 Satisfaction of respondents, divided by recruitment organisation.

Rating given by respondents	Recruitment carried out by MFA		Recruitment carried out by CIMO	
	Numbers	Percentage	Numbers	Percentage
Don't know / No comment	3	2	0	0
Very satisfied	51	33	18	24
Satisfied	87	57	47	64
Not very satisfied	12	8	8	11
Not at all satisfied	0	0	1	1
Total	171		56	

Gender in recruitment

As noted in Chapter 2, there are many more women than men applying, and being selected, to JPO posts (82% females in last 11 yrs). This phenomenon has been emerging in most of the donor countries, but is particularly evident in Finland. MFA and CIMO do not take any systematic steps to influence the gender balance during the recruitment or retention process.

The Evaluation Team has speculated on the range of reasons for the imbalance throughout the JPO cycle, including the overall apparently greater interest of women than men in JPO postings during the last decade; selection of posts in sectors or locations that are of more interest to female candidates; greater numbers of female graduates in the relevant fields; potentially better performance by women in the selec-

tion process; and positive discrimination by the recipient organisation during the interview process to favour women.

The UN often gives extra points to female candidates, which tends to make the gender balance worse, but the gender imbalance is already seen in the applications. The main reason according to interviews with staff of CIMO, FIOH and the MFA, as well as with the JPOs themselves, seems to be that there are more female graduates and also more women tend to be interested in development cooperation as an extension of the 'ethic of care' and moral responsibility for the dispossessed, translated in the perceived 'caring' nature of JPO posts. Women are also felt to have stronger language skills, in general. The Evaluation Team considers that these explanations are important factors, but there are other 'push' factors also.

In Finland, women with academic education have in average a 10% lower salary than their male peers, and women with an academic generalist education (who form the majority of the JPOs) have a 5% higher probability of working in 'atypical' labour situations, meaning in short labour contracts and part time jobs (Sainio 2008). The percentage of academic women in these 'atypical' labour situations also has increased at the same time as the percentage of women of all university graduates has grown (Fast 2006). A large majority (75%) of Finnish academic women consider that women have more difficulties in career development than men, and 63% of them consider that a contributing factor to this is the fragmented job life with the absence of permanent labour contracts (Knuutila 2006). Already during studies Finnish men are under-represented (compared to their presence in universities) in international exchanges such as Erasmus (Garam 2011).

Although this issue was not inquired in the questionnaires of this evaluation, interviews did indeed bring in evidence suggesting that some encouragement for Finnish young academically educated women towards international tasks may exist. Several male JPOs explained the large gender imbalance in the JPO population by the stable jobs and good career opportunities of Finnish young men and the consequent high threshold to work abroad. Some men commented that they had already 'lost' some time due to military conscription and were less experienced than women at this age. Anecdotaly, it seems that young Finnish men are more interested in careers in Finland, while young Finnish women are more open to international experiences and the 'caring' nature of development work. A recent survey of students in the forestry sector found women had more international experience before and during their studies, and were more interested than men in working abroad in the future (Varis & Sutinen 2011). Some countries in the past (France and Austria), have allowed conscripts to work in development cooperation, providing they had completed their university studies. For the last ten years, conscientious objectors can work their civil service in Finland in some NGOs and government bodies; however, it is not currently possible to work internationally. This might be one way to encourage young men into development work, and increase their relevant experience for JPO applications. Advertising the career opportunity in technical universities and faculties is another option.

There are generally very few male applicants (or participants in information sessions) but this even decreases during recruitment. The selection process favours girls statistically, perhaps due to their stronger language skills and CVs at this age. The stereotypical quiet Finnish male is also less likely to perform well in interviews and group assessment situations – yet this may not be an indication of their work performance, particularly in more technical posts.

When considering the number of applicants by sex for those years for which we possess complete statistical coverage, the percentage of male applicants was 20 in 2008, 24 in 2009 and 25 in 2010 (according to data from CIMO). According to the samples of job descriptions of JPO posts and lists of applicants in 2005 that the Evaluation Team had at its disposal, many posts at that time had up to 37 or 39% of male applicants, but the selected candidates were mainly women. In data provided by CIMO the percentage of men selected each year 2008-2010 is consistently lower than the percentage of male applicants. For instance, in 2010 there were 25% male applicants and 75% female. Of these, 21% males and 79% females were pre-selected by CIMO. By the short listing stage after psychological assessment this had progressed to 16% males and 84% females. Finally 19% males and 81% females were selected after the interview with the recipient organisation. Therefore it can be firmly concluded that the selection process (both under CIMO and the MFA) increases the percentage of females at the expense of male candidates, and that the reason for the small number of male JPOs is not only due to the lack of male applicants.

According to FIOH, in charge of the psychological assessments of shortlisted JPO applicants, the assessments themselves are gender neutral (although no specific gender bias analysis was mentioned in the interview with FIOH) but women in general fare better in exams and assessments, including those that require verbal dexterity – that is also the experience of the whole educational system in Finland. On the other hand, the only disaggregated statistics provided on aptitude test results, from 2008, showed that male applicants fared better in the aptitude tests than female.

As a point of comparison the Evaluation Team considered the statistics of the recruitment for the MFA's diplomatic corps, the Preparatory Course of International Affairs, KAVAKU (Ulkoasiainministeriö 2009). There are also a much greater number of female applicants, though not as extreme as among the JPO applicants; however the selection process seems to favour males. The figures available for recruitments between 1990 and 2008 show 35% male and 65% female applicants, and 45% male and 55% females selected. If only the period 2000-2008 is considered the number of male applicants was 31% and 69% females; there were 36% male and 64% female candidates selected. The reasons for the differences between the KAVAKU and JPO selection processes are unclear. However, it is possibly linked to the equal opportunities law in Finland which requires that a minimum of 40% of each sex is represented in the public sector.

Table 10 Gender balance among JPOs fielded.

	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Total 2000-10
Number of men	3	7	2	4	0	4	4	6	5	9	5	49
Percentage of men	17 %	28 %	8 %	22 %	0 %	14 %	20 %	20 %	17 %	24 %	19 %	18 %
Percentage of men in 1990s												43 %

Source: Data taken from JPO files in the archive and questionnaire respondents – the figures refer to the numbers assuming their duty posts each year, therefore there is sometimes a small difference with the figures from CIMO, which are based on the dates of the recruitment process

The JPO gender balance varies with location, organisation and post. For instance, posts in New York or in areas such as peace keeping, have more male JPOs (Table 10). However, predominantly the posts have been filled by social sector graduates, particularly in recent years, most of whom are women.

Interviews with CIMO and the MFA JPO representative, as well as the evidence of selected posts, indicated that there has been a recent change towards posts that promote economically and environmentally sustainable development, away from social posts. It is likely that this move towards ‘hard sciences’ may be responsible for the slight increase in male applicants and selected JPOs. In the 38% of the total JPO posts in 2010 that represent natural sciences (agriculture, environment, climate – 10 posts), there are five women and five men.

Many of the recipient organisations are satisfied with the increasing number of female JPOs worldwide as they hope it might lead to improved gender balance at senior levels and because the countries they work are often very male dominated. However some organisation supervisors and coordinators expressed concern that the balance was tipping too far. Clearly there are benefits in having representation of both men and women, but currently there is a tendency for a self-perpetuating cycle – the JPO programme coming to be seen as a programme for women. As discussed in later chapters, female Finnish JPOs have a lower retention rate than their male counterparts overall. However, according to the responses to the questionnaire, more women remain working in international cooperation in the long run.

4.1.4 Aptitude Assessment

Cooperation with the Finnish Institute of Occupational Health (FIOH)

FIOH has been contracted to carry out the psychological assessments in the JPO recruitment from the beginning of the JPO programme. When the recruitment was outsourced to CIMO the same practice continued. FIOH invoices CIMO after the tests are carried out, and CIMO invoices the MFA at the end of each year, according to the agreement between CIMO and MFA of the assessment of maximum five can-

didates per post. There has been a process to develop the assessment package and the report format between CIMO, JPOSC and FIOH, and the new format has been in use since January 2010. The psychological assessment is based on the JPO core competencies defined by JPOSC.

Methodology

Depending on the number of applicants, three to five of the candidates per post are requested by CIMO to go for one day psychological assessment organized by FIOH. The job description and the name of the applicant are given to FIOH, but not the application documents. The full day of intensive assessment covers two separate individual interviews, aptitude assessments, cognitive measures, work simulations (individual and group), inventories and personality assessments, problem solving tasks and analysis of motivations and working styles. FIOH recommends that applicants take the tests in their mother tongue, although for the group work this may not be possible. The assessment package can vary to some extent depending on the job description and the duty station. FIOH does not check personal referees (nor does CIMO).

The assessments aim to measure the core competencies needed by JPOs and attempt to predict success, performance, well-being in the post applied for and adaptability to the duty station and a multicultural working environment. According to FIOH the Core Competencies are divided into:

- Ethics and values (integrity, valuing diversity and multi-cultural working environment, commitment to the UN mandate);
- Working in teams (ability to work in teams, social skills);
- Communication, information and ideas (communicational skills, knowledge sharing);
- Self-Management, emotional intelligence (stress and conflict management, flexibility, tolerance for ambiguity);
- Appropriate and transparent decision-making (organisational skills, results orientation);
- Motivation (realistic motivation, understanding terms of reference and living conditions); and
- Cognitive abilities (cognitive assessment results).

The psychological assessment report summary is sent to CIMO – approximately one page on each applicant. On the basis of the assessment CIMO may decide not to send the candidate to the interview with the recipient organisation if a specific problem rings alarm bells (such as motivation or unrealistic expectations), or for having weaker social competencies. CIMO has had discussions with the FIOH in these cases. In the psychological assessments applicants get a score from one to five. If the score is less than three then the candidate is usually not selected. The score is commonly three or four, and only very rarely five. In recent years it has been a perfect bell curve, with three as the average score (Table 11).

Table 11 Psychological assessment for selection of JPO candidates.

	Score given to candidate					
	1-2	3	4-5	Total JPOs assessed by FIOH	JPOs went to post	Approx. numbers assessed per post filled*
2008	26	44	13	83	30	2,7
2009	16	35	14	65	38	1,7
2010	16	45	16	77	27	2,8

*earlier assessments were used for some candidates

Source: Data on scores provided by FIOH, data on JPO numbers from CIMO.

Applicants can contact the FIOH psychologist directly to receive feedback, and talk in person or on the phone, though CIMO recommends that they only do it after the final interview with the recipient organisation. It appears that the psychological assessment results have more weight with CIMO than earlier, when recruitment was carried out by the MFA, and the recruitment staff were involved in post selection. Rather than providing extra guidance on the suitability of the candidate, the assessment seems to now be decisive, with CIMO usually not recommending that candidates proceed to the interview with the recipient organisation. In addition, the system has been applied by CIMO (though not consistently) that if a candidate receives a score of one or two in the assessment, they would not be eligible to re-apply for two years. For older applicants this can mean they can never re-apply.

Legislation and the psychologists' code of conduct provide the ethical framework for FIOH's work. This means that FIOH cannot raise or report on some issues. In the assessment report summary, details of the discussion referring to sensitive personal issues (e.g. lack of understanding of the restrictions on individual behaviours in the duty station, lack of understanding of the potential risks or difficulties for candidates in certain posts due to their sexual orientation) cannot be written. Instead in such cases the reference is usually made to candidate's motivation or unrealistic expectations. While the code of conduct is naturally an important protection for recruitment to a job in Finland, the Evaluation Team considers that the special conditions of a JPO posting (in another country with potentially very different social codes) make it important that at some stage in the recruitment process, someone should be ensuring that the applicant has considered the potential risks and challenges linked to their family situation and personal behaviours.

The major issue identified during the discussions between the FIOH and the evaluators was the lack of any kind of communication between FIOH and MFA since the outsourcing to CIMO began. In practice this means that FIOH does not get any feedback from the service period of the JPO in the actual assignment, since the psycholo-

gists communicate with CIMO only. Before the out-sourcing of the recruitment, there was a period when meetings were organised between the psychologists and the MFA staff with the purpose of sharing the experiences during the assignment. Without this feedback it is difficult for FIOH to alter their practices from experience. This issue has been noted and discussion begun on how to improve the situation.

Most of the recipient organisations were happy with the assessment, and some commented that they felt it gave some form of guarantee of the stability of the JPO, however others commented that it was excessive. Finland is the only donor carrying out assessment to this extent that we are aware of, but questions have been raised as to the value and the cost, and whether it was wise to eliminate candidates on the basis of the assessment. The some interviewees reported that they do not use psychological assessment since they consider they cannot afford it. Sida is the only other European donor using psychological assessment, to our knowledge. The practice in Sida is to tender the company every third year. This year the company organising the assessments does an online assessment first before the interview and as part of the overall selection day they hold an interview of one hour. The on-line assessment normally takes 1,5 hours, so all in all the psychological assessment may take two-three hours. Sida also gives the relevant sector desk officer a chance to interview the candidates.

Some MFA staff considered that the assessment was an important responsibility, and the MFA would be remiss if it did not assess the JPOs. MFA staff recruited for career posts are sent for assessment, as are embassy staff. However, it should be noted that UNVs have not been assessed since their recruitment was outsourced to Bonn, nor are JEDs assessed. While it is impossible to make a direct comparison to the JPOs, according to UNV's statistics, the length of assignment of UNVs has not shown any difference from before and after 2008, when psychological assessment ended (which would tend to indicate that it has not dramatically changed the UNVs selected). UN-DESA recommended that all the donors, including Finland, should emphasise in the recruitment process the motivation of the JPOs. JPOs should be prepared to be flexible, and to move post or stay according to the needs of the employer. Consideration should also be given to the interests of JPO families to stay in a developing country. At present, the code of ethics of psychological assessment prevents the psychologists from asking questions related to family, unless the candidate herself/himself raises the topic.

Figure 6 lists the rating given to the psychological aptitude assessment by the respondents to the questionnaire. Most of the respondents (73% of those that were assessed) noted in the written questionnaire that they were 'satisfied' or 'very satisfied' with the psychological assessment (although when this was followed up in interviews many JPOs gave more negative verbal feedback). From those surveyed who responded that they were 'not very satisfied' or 'not at all satisfied', almost all had negative written comments – 92% of 'not very satisfied' and 58% of the 'not at all satisfied' group. Even some of those who were satisfied reported some concerns – 36% of them made written comments, of which most were negative or questioning the value of the

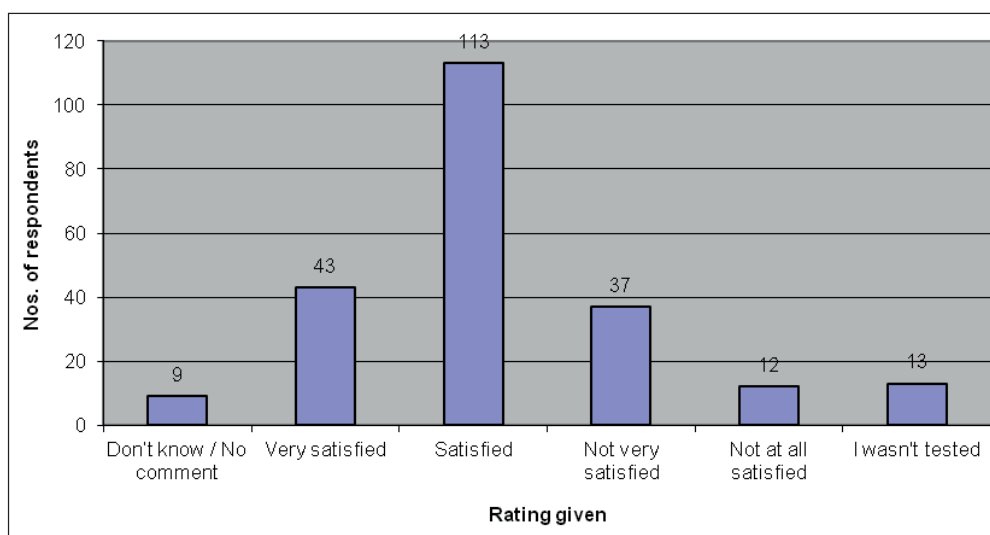


Figure 6 Rating of the psychological assessment by participants.

assessment. Considering that the respondents had all passed the psychological assessment at some point (some had sat it more than once), and did not include unsuccessful applicants who did not reapply (and who would presumably be much more negative), this is a significant result. 56% of respondents said that the assessment was accurate, 32% did not know and 12% said it was not accurate. Overall, 9% of the comments made by respondents were that the assessment had provided them with valuable insights to themselves, or that it was an enjoyable day. However, many questioned whether this was a worthwhile part of the selection process. The concerns expressed by respondents included:

- The quarantine of those who scored one or two in the assessment for two years – whether this rule is consistently applied or not, many applicants are told that it will be and therefore do not bother to re-apply. This is critical if the applicant is 31 or 32 years old at application, as it means they have lost the chance to ever re-apply.
- Some concerns regarding language of the assessment. Some applicants whose first language is not Finnish felt at a disadvantage – even though the option exists to take the assessment in Swedish or English instead. Many queried why the assessment is in Finnish or Swedish at all, as neither are UN languages.
- The value of the assessment in assessing the candidate (especially considering the cost to the MFA – and to the applicant if they are living overseas and need to fly in at their own cost from another country).
- Lack of clarity as to the objective of the assessment among applicants - is the candidate assessed for that specific post and country, or for more general suitability?
- Queries regarding the methods used – in particular, the ink blot (Rorschach) test was commented on by many applicants.

- Lack of understanding among the assessors of the needs for the post.
- Harsh feedback which undermined the confidence of the applicant, or the feedback only repeating the very words the applicant had used for describing her/himself in the assessment interview.
- The ability to practice/learn for the assessment and give a false impression – several JPOs, when interviewed, said that they had provided answers and ‘performed’ in a way that they calculated would allow them to score well.

4.1.5 Recruitment Budget during the CIMO Contract and Synergies with other Activities

It is difficult to compare the costs of the current system of recruitment with the earlier MFA recruitment, as the MFA has not kept specific records on budgets of the JPO activities over the years. The MFA staff members working with JPOs were also dealing with other recruitment tasks as part of their assignments. Therefore it is difficult to attribute their time only to the JPO budget.

CIMO invoices the MFA once a year. The budget has been sufficient, according to the CIMO staff. According to the contract (covering JPO and JED recruitment) between CIMO and the MFA the total amount of the costs for the contract period 1.2.2008-31.12.2011 is 849 782 Euros, including the marketing costs (if the number of JPOs and JEDs recruited is 35), and 1 152 231 Euros if the number of recruitments is over 35 but under 65. A clause in the contract notes that if the number of recruitments is between 35 but is up to 65, CIMO can charge 2539 Euros/year in 2008, 2590 Euros/year in 2009, 2642 Euros/year in 2010 and 2695 Euros/year in 2011 per person. However, recruitments have not reached this level. According to the statistics in 2009 and 2010 the number of recruitments has not increased beyond 35. Consequently the amount CIMO has been able to invoice the MFA has been 217 127 Euro (2008), 206 436 Euro (2009) and 210 849 Euro (2010). Value added tax is invoiced by CIMO separately.

For the psychological aptitude assessments the costs are invoiced separately, however there are a maximum of five persons assessed per JPO post, according to CIMO's contract. FIOH invoices the assessment costs monthly to CIMO, who passes the invoice to the MFA annually. During 2010, 85 candidates were assessed and the total invoicing was 69 000 Euro (or approximately 812 Euro per assessment).

The total budget of CIMO for 2010 was € 40.4 million, out of which 28% came from the state-funded core budget and 72% was project-based funding from external sources. The most important financiers of CIMO from outside Finland are the European Union (EU) and Nordic Ministers' Council. Of this overall budget, clearly the approximately 212 000 Euro annual budget for the JPO programme is a minor part.

CIMO also recruits Finnish experts and interns to other programmes. These include internships to the UN and EU, civil servant exchanges, and recruitment for the EU

JED programme. The JPO programme has given CIMO staff familiarity with many UN organisations and their staff, where potential internships can be found. The electronic application is used in all the recruitment processes. The development of one programme also supports and influences the other programmes. The website advertisement and the links to the different student and university mailing lists are useful for all the programmes therefore the synergy with other activities administrated by CIMO is clear. However, the CIMO staff considers that probably there are more benefits for their other programmes than for the JPO programme. CIMO supports also the Higher Education Institutions' Institutional Cooperation Instrument (HEI-ICI) programme and North-South-South networks, but there are no apparent cross-benefits with the JPO programme.

4.1.6 Non-Finnish Candidates

Some donors have funded non-OECD candidates as JPOs with the aim of redressing the opportunities for them to work with multilateral organisations (notably the Netherlands, with some also from Italy, Belgium and Spain). Some also allow other EU citizens or permanent residents to apply, but usually require fluency in the donor's language. Finland has funded a handful (at least three) of non-Finnish JPOs earlier, but it was very difficult to find evidence of why the decision was taken to do so, what were the outcomes, and why it has not continued.

The topic has been discussed in the donor meetings, and UNDESA has raised the idea of a Trust Fund for non-OECD nationals, however this has not been popular with donors. Finland considered trial participation in 2009 but did not proceed. One pragmatic problem is that the Trust Fund would give no visibility to the donor. Funding of non-Finnish JPOs would also not support development policy aims – particularly the development of Finnish expertise or getting Finnish nationals into multilateral organisations. Some donors have commented in interview that they are already providing core funding to the organisations that could be used for non-OECD JPOs, therefore do not see the value of separate JPO funding of other nationals directly. Recruitment of non-OECD JPOs would be more complicated and heavy to administer from Finland (the Dutch outsource their recruitment to the recipient organisations, therefore it has no cost implications). If Finland does consider that funding young experts from developing countries is a priority, one option might be to fund UNV posts for non-OECD nationals, who are citizens of Finland's priority partner countries, particularly those who have been involved in bilateral projects or studied in Finland in fields supported by Finnish bilateral development cooperation. Luxembourg, Ireland and Austria finance other nationalities with UNV. This would not have administration cost implications as the UNVs are already recruited directly by UNV Bonn.

4.2 Briefing

Briefing by the MFA (VALKU / KEVALKU)

The MFA organises a pre-departure briefing (earlier called Preparatory Course, VALKU, but now called Preparatory Course for Development Cooperation, KEVALKU) in Helsinki, and all JPOs are expected to attend unless they have participated earlier. The cost is approximately 1700 Euro/person. 92% of questionnaire respondents reported attending a pre-departure briefing by the MFA. Of those who answered that they had attended the briefing, 79% felt that the briefing was useful and 14% felt it was not useful. The greatest strength appears to be the opportunity to meet other JPOs and UNVs at the point of departure, who can then form a network in the field. JPOs (and their Finnish partners) get an understanding of Finnish Development Policy and meet relevant persons at the MFA, as well as information on taxation, insurance and other administrative issues. The desk officers of the MFA dealing with the UN and international organizations which recruit JPOs have the opportunity to meet with the JPO before the assignment begins and provide some background information. However, the turnover of staff at the MFA, as well as the lack of priority given to the JPO programme, means that the connection with the MFA desk officers and advisors does not always continue.

Many JPOs reported that the Project Cycle Management skills learned on the course were useful in their posts. A disadvantage is that the benefits can be diluted by the heterogeneity of the participants other than JPOs, leading to imperfect targeting of training. The benefits to JPOs are generally maximised when there is a critical mass of JPOs or UNVs rather than one or two. Some JPOs had earlier work experience from the MFA and did not feel that Finnish Development Policy was relevant, while others valued it highly. However, the Evaluation Unit does consider that the basics of Finnish Development Policy and instruments are important subjects. The lecture and PowerPoint format, and fixed programme, is not conducive to active learning. In addition, many JPOs commented on the lack of information of working with multilateral organisations, and only limited real-life experiences (such as one or even no ex-JPO giving a lecture). Asking several ex-JPOs to participate in group work could more effectively support learning about working with the problems of hierarchy and bureaucracy that so often seem problematic for Finnish JPOs. It is recognised that it has sometimes proved difficult to find ex-JPOs who are willing to participate. The Evaluation Team proposes that an important element of the recruitment and briefing of JPOs would be to emphasise the responsibilities that accompany the opportunity. JPOs should be advised that in return for the opportunity to work as a JPO, Finland expects that they will prepare the required reports for the MFA, and be prepared to serve as a resource person in KEVALKU should they be living in Helsinki. In addition, the MFA could promote the KEVALKU as an opportunity to network with MFA staff and be updated on current activities.

Briefing by the recipient organisation or others

A briefing by the recipient organisation in administrative and substantive issues is important for a smooth start to the assignment. 65% of respondents said that they had received some form of briefing by the recipient organisation. In some cases this was simply a few hours at the JPOSC en route to their assignment. Others spent three or four days in the headquarters prior to starting. In some organisations, including UNHCR, UNICEF, UNFPA, UNAIDS, WFP and recently IFAD, an induction course has been arranged in headquarters some months after starting (during the first year). The United Nations Environment Programme (UNEP) stood out in respondents' comments as providing no briefing at all.

4.3 In the Post

The Evaluation Team met with JPO Coordinators and supervisors and co-workers of Finnish JPOs in the field. The overwhelming feedback was that they are very happy with Finnish JPOs and the programme as a whole. Many JPO Coordinators commented on the efficiency of the recruitment and administration process in recent years (decisions come in a couple of hours, which is not the case with all donors) and fluent communication (particularly with KEO-40).

In general, Finnish JPOs appear to perform well and are appreciated by their supervisors and peers. While 76% of respondents reported that they had a clear job description for their post, this often did not reflect reality (32% considered they were badly or very badly matched to their actual tasks), particularly if there was a long selection period. However most JPOs seemed to cope with this and in fact, many felt it was beneficial that they could adapt the job description according to their skills and experience. The disadvantage of this is that the selection and aptitude testing in Finland is being done with the specific job description in mind, therefore may not be accurate if it does not reflect reality. Usual practice is that the JPO should sit with their supervisor at the start of the assignment and prepare a work plan for the first year. This is the opportunity to discuss the real tasks and the relevant competencies of the JPO. Most persons interviewed felt that this was more important than the job description. This plan is then used as a basis for semi- or annual performance assessments. In many of the organisations these are on-line, and some share the assessments with the donors.

The majority of posts appear to require generalist skills rather than very technical skills; although the policy of the UN on the use of Gratis Personnel states that JPOs should be engaged to perform specialist functions (this is noted, for instance, in the Policy and Procedures of UNEP). Those JPOs with earlier developing country experience are preferred for most posts (as they can settle in more easily and have an understanding of field problems), though for some HQ posts it is not needed. Prior relevant work experience is useful at the end of the assignment as in order to apply for P3 level posts, at least 5 years of work experience is needed.

JPOs are treated in accordance with their status (usually level P2 in the UN system). Most JPO coordinators provide advice in verbal and written form to the JPO supervisors on their roles and responsibilities. Occasionally there is a difference in their conditions from other staff (usually for the better) – for instance, the World Health Organisation (WHO) JPOs are administered by JPOSC, and therefore some UNDP rules and some WHO rules are applied. The main difference between organisations is whether JPOs are considered ‘internal’ or ‘external’ candidates when applying for internal posts. In most organisations they are considered ‘external’, but some treat the JPOs favourably despite this. For instance, UNICEF reported that JPOs are officially ‘external’, but as they advertise all posts they treat internal and external candidates equally. The Human Resources Department gives a lot of support to the JPOs to prepare for interviews and therefore they are not at a disadvantage. In comparison, UNDP and the UN Secretariat are required to consider internal candidates first, and therefore it is more difficult for JPOs to continue unless they have sufficient relevant work experience and can compete for P3 posts. In the case of the International Trade Centre (ITC) JPOs are permitted to apply for internal posts while they are still serving as a JPO, but once they have left the post, there is a six month quarantine period where they can not apply for an internal post, but only for externally competed posts. UNHCR considers JPOs to be external candidates during the first two years, but beyond that they are considered internal. Consequently there is a clear advantage if JPOs have a three year posting rather than two.

A concern regarding JPOs in general (not specifically Finnish) has been discussed by recipient organisations, Finnish embassy staff and donors – that of the ‘Generation Y’ syndrome: a very qualified and professional but competitive generation, who are quick to become dissatisfied and request a change of post, challenge superiors, are not prepared to behave as junior staff, and cause problems within the hierarchy. Naturally this label should not be applied to all JPOs. However, there does appear to be a need to emphasise realistic expectations, social skills and flexibility, rather than only professional abilities, when recruiting and briefing JPOs.

Training

The training funds provided by Finland are greatly appreciated. According to the questionnaires some 76% of respondents received relevant training in their post (though it was not always clear who funded it). 27% of respondents felt they had problems that could have been resolved with training. There has been some inconsistency in the amount of funds that caused friction (a different level for HQ and field posts), but the level has now been standardized for all. Some JPOs (28% of questionnaire respondents) had difficulties in finding time to get training, or debated with their supervisors on how to use them (e.g. whether funds could be used for missions, etc.), but most were able to find a solution themselves. In most cases, supervisors and JPOs sat together to discuss the work and training plan, and possible training courses. JPOs are using their funds in innovative and beneficial ways, either to improve their performance in their posting or develop their skills for their continuing career. Some supervisors recommended field based JPOs use funds for a stint in HQ, or vica versa,

to improve their networking and strengthen their experience base. Many, but not all, recipient organisations also offer some opportunities for training, either via on-line courses, language training, participation in on-the-job learning on field missions etc., however this naturally depends on the availability of funds. There are many more opportunities for those in HQ posts. In one recent change the WB has decided that JPOs cannot use separate donor training funds, but can use the Bank's own training programmes (or internal funds if needed). This will mean that Finnish JPOs in the WB will be at a disadvantage compared with JPOs elsewhere.

One issue raised by JPOs and supervisors alike was the importance of writing skills in many JPO posts. Currently there is no language testing of Finnish JPOs (though some organisations are introducing it as part of the interview) therefore some are recruited with weaker than expected skills. Training funds have been used for writing courses in some cases.

Mentoring and relationships with other staff

More than half of the questionnaire respondents said that they received no mentoring (53%), though some of the comments revealed that the definition of mentoring varied between respondents. In some cases it did appear (from interviews and questionnaires) that JPOs were provided with inadequate support, which may have led to a waste of resources. The expectations of supervisors should be spelt out clearly by Finland, perhaps added to the MOU or contract, but ideally spelt out in a booklet that could be sent to the coordinators and supervisors. This could include information on the Finnish JPO programme, the training fund and the expectations. In some cases the supervisor participates in the interview of the prospective JPOs, however in other organisations it is handled by the JPO Coordinator, and they don't meet until the JPO arrives in post. The personality (and how it meshes with that of the JPO) and rank of the supervisor seems to be critical for a successful placement. Using the experiences of earlier JPOs and fact-finding by the local Embassy information could be gathered by KEO-40 prior to post selection that might avoid making some mistakes. Most JPOs felt they had a good relationship with other office staff. Dealing with hierarchy and bureaucracy was a common difficulty for Finns, coming from a fairly flat hierarchy and efficient bureaucracy in Finland. Only very rarely was discrimination or harassment discussed in interviews or in questionnaires. The JPOSC annual survey of all their JPOs finds a higher incidence – for instance the 2010 survey found 12% of JPOs have experienced workplace harassment.

Some 'best practices' regarding human resources support were noted during the field trips. For instance, UNICEF has begun an excellent support programme to JPOs in the field at the 15 month stage of their assignment, providing advice in CV development and conducting mock interviews by telephone with an interview panel. Feedback is given throughout the interview and it is also taped, to allow the JPO to learn from the experience. UNICEF also have an established JPO alumni and peer mentoring programme, including providing training, guidelines, facilitation and reporting. Bioversity International has a good JPO to JPO mentoring scheme, via email and Sky-

pe contacts. This allows JPOs in their second or third year to provide advice to new JPOs. Similarly, UNEP is beginning a 'buddy' system among JPOs. A coaching workshop is offered by some UN organisations in Geneva. JPOs in their second or third year can participate in a one day workshop with JPO Coordinators of WHO, WMO and ITC, and are given coaching on CV development, interview techniques, etc.

Contacts with the MFA and the Embassy during the assignment

The MFA organises an annual seminar during the summer for Finnish JPOs, where themes such as current affairs in development policy, experiences of the JPOs and development of the cooperation between the UN organisations/receiving duty stations are discussed (although only those JPOs who happen to be in Helsinki can attend). The current KEO-40 JPO Programme Officer devotes a considerable amount of time to on-going support, answering queries and dealing with any problems. There is a large variation between embassies regarding the amount of contacts they have with JPOs. Most embassies (although not all) invite JPOs to attend social events such as Independence Day celebrations. MFA officials also sometimes organise JPO meetings during duty trips. However, more regular, professional meetings were rare.

There was a strong response to the query regarding MFA/Embassy contact in the questionnaire and in interviews. 76% of respondents considered that the MFA and/or Embassy should do more to gather information from or collaborate with JPOs during or immediately after their posting.

Of those who responded yes (or in one case yes/no) (173 in total), 159 commented further – i.e. almost all respondents had something to say. 12 of the comments related to wanting more support for JPOs. 84 comments referred to the role JPOs could play in informing the MFA. 62 talked of mutual benefit for the JPO, Finland and/or the recipient organisations. Of those who said yes, 22 also mentioned a caution regarding the position of JPOs as UN employees/world citizens (though they then went on to say that careful sharing of information, without breaking confidentiality rules, would not be a problem). The majority of the MFA ex-JPOs considered that there should be more contact with the MFA/Embassy. Of those who said no - 41 respondents - there were only six comments, four of these referring to the difficult accountability issue for JPOs.

Some good exceptions to this trend were noted. For instance, the Embassy in Nepal has been more active in working with JPOs in recent years. Two current JPO posts (in forestry in Tanzania and water and sanitation in Nepal) were also noted to have been good examples, combining Finnish funding to a specific activity linked to a JPO, active inputs from embassy and sectoral staff, and links to Finnish organisations. It seems that some JPOs working in organisations whose counterpart in Finland is other than the MFA (Finnish Meteorological Institute, Ministry of Education or the Environment Institute were mentioned in interviews with JPOs) have active contacts with the Finnish counterpart, sometimes to the extent that the JPO has to struggle to maintain the neutrality expected from UN staff members.

Of those who said the MFA and/or Embassy should do more to gather information from or collaborate with JPOs during or immediately after their posting, the common response was surprise that the MFA was not taking more advantage of this rather expensive posting of a JPO and not using the JPOs as information sources. This feeling is exacerbated by the intensity of contacts and lobbying observed in the cases of fellow JPOs whose countries more actively follow up their JPOs career development. The Finnish JPO respondents to the questionnaire provided many good suggestions for improving communication, such as JPOs could: provide country, organisation or sectoral information – particularly in those sectors or countries where Finland is not represented; provide inputs to planning of future JPO posts; could be involved in planning or monitoring of future Finnish bilateral or local cooperation fund activities or link up Finnish business, institutions, NGOs, etc with local ones (or with the UN); could write articles for the GlobalFinland website or Kehitysllehti; and JPOs could facilitate improved relationships between the recipient organisation and the MFA, and a better understanding of how the multilateral organisation really works, supporting joint planning, potential future projects, etc.

Some JPOs proposed that they should submit reports to the MFA during their assignment, as way of sharing information and maintaining a link. Other donors are requesting reports of this kind. The Danish International Development Agency (DANIDA) has a structure of regular reporting in Danish language and Sida asks the JPOs to write annual reports in Swedish or English. Others mentioned that they would have appreciated contact with the embassy in times of security problems or when facing problems in their posting. Most commented that the MFA/Embassy should lobby for retention of JPOs within the organisation, as other donors are much more active in this area. They also proposed that the MFA and the embassy could update JPOs on Finnish Development Policy and sectoral plans; and that the MFA could circulate regularly the UN lists of open posts to JPOs, as the Germans do.

During the field visits many JPO coordinators commented on the rules regarding confidentiality and the independence of JPOs from their national government. However, almost all supervisors of JPOs and ex-JPOs interviewed felt that contact between JPOs and their donors and embassies was positive for all.

Clearly this issue depends very much on the interests of the individual staff (and JPOs). Some MFA and embassy staff considered that they had no time to devote to JPOs even if they wanted to, while others did not consider that JPOs had relevant information to share. The Evaluation Team considers that JPOs are an important investment of the Finnish Government, and deserve more attention, even if only as a means of triangulation for information gathering. Other donors are doing this. Sida considers that after investing the JPO programme and recruiting well educated, highly skilled young professionals, they also want to follow up the career development of the JPOs while in their postings and with this principle they justify the continuous communication, reporting and feedback. It is likely that clear policy discussion and a management decision in the MFA would be needed in order to improve this situation.

Embassies and sectoral advisors could then include more time for JPO-related activities in their work plans.

Ability of the JPO to disseminate any specific Finnish expertise, ways of working or values during their assignment

The Finnish Development Policy considers 'Finnish added-value' as a cross-cutting theme, although it is not very clearly defined. Issues might include gender equity, human rights, democracy and environmental values, or specific sectoral issues where Finland has traditionally had expertise, or this could be considered very broadly, such as transparency, democracy, trustworthiness, work ethics, etc. For this reason it was considered relevant to ask JPOs whether they felt that they had made a contribution under this category.

Most respondents (72%) felt that they were able to disseminate specific Finnish expertise, ways of working or values during their assignment. Naturally there was some discussion in the comments section about what could be considered 'Finnish', however, very frequently reference was made to perceived values of transparency, integrity, gender equality and good work ethics. Some of the respondents who felt they had not contributed still mentioned that their work mates or supervisors had commented on many of these same issues.

Of the 162 respondents who felt they had contributed to Finnish value added, 149 made relevant comments. Of these, 46 mentioned their contribution in a specific technical expertise area of Finland, such as forestry or education. 58 considered they had contributed in the areas of gender equality, human rights and environmental values. 60 felt that they were able to contribute via their work in issues of transparency, trustworthiness and independence (both in the work with beneficiaries, and in the internal processes of the organisation). And 71 considered that they had demonstrated a 'Finnish' work ethic, being hard-working but also demonstrating good work practices (time keeping, straightforwardness, etc).

Perfect length and location of the JPO posting

56% of respondents felt that three years was the ideal length for a JPO posting. Some commented that after two years they did not feel they would learn any more in the one post, though others felt that they were only really useful in the third year. Several commented on the option to have two years in one post and the third or even fourth year in another (particularly if one post was in the field and one in HQ). Some JPOs felt that it should be an automatic agreement to fund three years in order to be 'competitive' with other donors, and most who commented felt that at least three years was needed to stand a chance of retention in the organisation.

There was a clear preference from the interviews and questionnaires (78% of respondents) for a combination posting – with part of the time spent in the field and part in HQ. The usual preference was two years initially in the field and the final year (or two) in HQ, in order to understand the overall organisation structure and function

better and have more opportunity to network and secure retention. However, some respondents noted that the cost and inconvenience of a combination post would be particularly problematic for families.

Most respondents (14%) considered that a period in the field was most valuable, particularly for young people like JPOs, as it is easy to get an unrealistic impression of development from the 'ivory tower' of HQ. For some organisations (for instance those involved in implementation, such as WFP, UNICEF and UNHCR) it was noted in interviews with supervisors and JPO coordinators that field experience is vital for retention or promotion within the organisation. Others commented that field experience is important for any future endeavours. However, some organisations have a centralised structure – for instance, IMO, ITC, IFAD and the UN Secretariat, have few if any staff in field offices, therefore having a combination of field and HQ posting within these organisations would be difficult.

4.4 Cost of the JPO Programme

This evaluation is focussing on the JPOs with the UN organisations, World Bank or CGIAR research institutions. However there are other options for young Finns when looking for international posts, including JPO posts within Finland's bilateral projects, Junior Experts Posts in EU Delegations (JEDs), or UN Volunteer postings (as well as internships, etc).

The cost in the field of a Finnish JPOs to the UN, WB or CGIAR is on average 100 000 Euro per year. The MFA only receives a cost estimate (for the first year) once the JPO has been selected. Prior to that, budgeting is based on the average costs. There have not been any big variations recently, but the cost varies depending on whether there is a family, or a medical evacuation. In the figures examined from 2009 and 2010, there is not a clear variation seen according to organisation. However, naturally there is also a difference in living costs depending on the location, with HQ postings such as New York and Geneva being expensive. During 2010 the costs varied between 179 286 Euro (a fully funded second year, presumably with dependents) to 46 266 Euro (a 50:50 cost shared third year). The first year of a JPO assignment is usually the most expensive as it includes fielding costs, medical, briefing, etc.

An important budgeting question is the funding of a possible third or fourth year extension. The rule recently has been 50:50 cost sharing, but the rule is often not applied (perhaps only in 50% of cases). Most donors have moved to fully funding the third year as they consider it necessary to improve chances of retention. Only Japan, Greece, Portugal and France fund mainly two year postings (plus a possible third year cost-shared), while other countries plan for three years from the start. The JPOSC supports the principle of co-funding but recognises that recipient organisations often struggle to find the funds. Recently IFAD has decided to not co-fund JPO extensions, but rather to devote their own funds to non-OECD JPOs. In order to increase the

chance of retention there are also opinions within the MFA that 100 % support for the third (or even fourth) year should be considered. However, there should be some level of commitment and ownership by the recipient organisation and this brings the dilemma between the retention needs and the MFA 100 % support. Some embassies have the opinion that there should be a strict policy towards recipient organisations commitment (Permanent Mission of Finland to the UN in New York) and demand that the recipient should always have to pay. On the other hand, the discussion regarding funding for extensions takes considerable time for the desk officer dealing with JPOs. An argument can be made that it would be fairer and more efficient to permit a fully funded third year if all parties are agreed.

Finland has a contract with UNV to supply 15-20 UNV posts per year (approximately 1.5-1.7 mEuro per year). Finland covers the full cost of approximately 35 000 Euro/year (the UNV Annual Report for 2010 quoted an average cost of 54 000 USD/year; UNV 2010). They usually automatically get a third year extension as the cost is much less than for a JPO. Finnish UNVs have usually only one-two years' experience and the average age is 30 (though there are also some much older UNVs, and the educational requirements are not as high as for the JPOs, as some UNV posts are technical in nature). The Finnish UNV programme functions well – there have been no complaints from UNV or the organisations where they are posted. Most of them had previously applied for JPO posts but had not been accepted, as it is very competitive. At present the policy is that Finland will not pay for the same person to be both a UNV and a JPO, in order to permit more people to have the experience. UNV Bonn runs the recruitment process – they check their roster for Finns. UNVs are treated as external to the official staff, making retention more difficult than for JPOs, but not impossible. It is possible to have UNVs working in the same office as JPOs, doing similar tasks. Consequently there are some implications regarding efficiency and effectiveness to consider – is the investment in the higher cost JPOs worth the money? We cannot do a statistical comparison as we have not surveyed returned UNVs (although some Finnish UNVs were interviewed as part of the evaluation), but it is an important point for discussion with the MFA, recipient organisations and other donors. In the questionnaires the JPOs were asked if there were UNVs working in their office and if so, whether their tasks differed much. 66 respondents (30% of the total answering this question) said there were UNVs in the same office, and of those, 24 respondents (34%) said that their tasks did not differ greatly from their own. Of the 53% who felt the tasks did differ, some commented that the UNVs had less responsibility and status and were more field or project-based (as well as having worse conditions). In other cases they said UNVs had more responsibility and greater technical skills, and some were given higher status than the JPOs.

EU JPOs (JEDs) are also recruited by CIMO on behalf of the MFA. There is no job description or location available at the time of recruitment – CIMO needs to identify appropriate candidates for selection by the EC. Following recruitment of the pool, the EC decides where to send them. Recruitment takes place every second year and in the last round there were 120 applicants for eight posts (six funded by Finland and

two by the EC). The MFA indicates their preferences for posts to the EC, however this is not usually considered by the EC (current JEDs are in Thailand, Gabon, Ecuador, Burundi, Bolivia and Madagascar – none of them long term Finnish partner countries) – consequently it could be said that the JED postings do not reflect the Finnish Development Policy, although they may still be a useful investment in having Finns learn the procedures of EU Delegations. JEDs have the opportunity to learn about EU development cooperation and foreign policy. The approximate cost per year of a JED in 2011 is 93 000 Euro.

A Finnish JPO in a bilateral project costs approximately 58 000 Euro per year (calculation based on consulting company records) – more than the cost of the UNV but almost half the cost of a multilateral JPO. The bilateral JPOs have usually quite similar backgrounds to the multilateral JPOs. They are usually under 32 years old, with similar education (Master's level) and approximately two years of work experience. They are recruited directly by the consulting companies, and do not go through such a competitive process of selection. This also means that there is virtually no recruitment cost for the MFA. Their placements closely follow the Finnish Development Policy, as they are working within Finnish projects or programmes.

Sida (Lewin, 2009) quotes a slightly higher cost than Finland for JPOs to the UN or WB – some 1.1-1.4 m SEK per year (approximately 123 000 – 157 000 Euro), with the higher cost being for the WB JPOs. DANIDA informed the Evaluation team that the cost per JPO sent to the UN is approximately 1 million Danish Kroner (approximately 134 000 Euro).

4.5 After the Assignment

Debriefing

Debriefing by the MFA at the end of the JPO assignment is an important step that has often been missed. This may be because the JPO does not return home, or due to lack of follow-up on both sides. JPOs are asked to write a completion report, but this is also often forgotten. During the last few years the process seems to be better systematised, but still needs strengthening. Debriefing and reporting provides JPOs with a chance to tell their story – sharing experiences, good and bad, providing information on the organisation and supervisor, local socio-economic and political conditions, etc., and recognises their contribution (especially if several MFA staff participate). With the JPO's permission reports can also be circulated to a wider audience within the MFA (to those units in charge of the UN agency, thematic area and country) and embassies, and to CIMO (if not received directly from the JPO) and FIOH. This allows many stakeholders to learn from the JPO's experience, and strengthen future post selection and recruitment. It is recognised that not all JPOs are objective and they do not necessarily have the full picture, but the low level of contact with the embassies and MFA during and after postings is a consistent complaint by respondents to the questionnaire, and it certainly appears to be a wasted opportunity for the MFA.

For those ex-JPOs who are not retained by the multilateral organisations, career ideas could be provided during the debriefing. For instance, they could be provided with contacts to Finnish consulting companies and NGOs, given information on the UN National Competitive Exam, etc. If the policy is changed, they could also be informed of the opportunity to apply as a UNV.

Now that the Evaluation Team has developed a contact list of current and ex-JPOs, it is recommended that this is continually updated, and used as the basis of a JPO Contact List. All ex-JPOs could be contacted and asked if they wish to stay in contact, and participate in the JPO contact list. These persons could be emailed by applicants looking for information, used as resources in KEVALKU, and kept informed of MFA happenings, policy discussions and job opportunities.

Work after the JPO assignment

Given the stated objectives of the Finnish JPO programme are to have more Finns working for the multilateral organisations, as well as to create a cadre of trained and experienced development professionals, the employability of the ex-JPOs is important. The initial step is for the JPO to decide whether they want to continue in their recipient organisation (discussed below under ‘retention’), move elsewhere or return to Finland.

It was noted in interviews with some organisations and also with current and former Finnish JPOs that there appears to be a strong cultural and socio-economic pull for JPOs to return to Finland after their post. In several cases JPOs were offered retention but turned it down. Given the particularly high proportion of Finnish JPOs who are on average 31 or older when finishing their assignments, it can be expected that many are ready to start a family. Naturally this has an impact on male JPOs, however it is likely to be a more significant issue for female JPOs. The social safety net of the Nordic countries encourages female Nordic JPOs to return home rather than struggle with the short maternity leave of the UN organisations, or continue on temporary contracts without health or maternity benefits at all. In addition, some JPOs with young children in HQs discussed the difficulty of accessing affordable pre-school childcare. Another reason quoted for returning was that the spouses needed to return to their job.

Work in Finland

Feedback from former JPOs and other sources suggests that international development experience is not highly valued by Finnish employers. Making the step to consultancies is also difficult as open tendering process makes favour experts with many years of experience. There has been recent discussion within the MFA and in the Finnish Water Forum of the possibility to create mid-level ‘protected’ entry points within bilateral projects (similar to the bilateral junior posts but for slightly older experts). However this would require further discussion to ensure it complied with procurement laws.

The question is how to make the experience of former JPOs an attractive option for Finnish employers? Sida has a novel way of dealing with this problem, by providing up to five months' salary for former JPOs who find a relevant post in Sweden and who otherwise would be unemployed. They consider this a good way to link the JPOs back to society.

Within the multilateral field, Finland does support some mid-career posts within the WB and elsewhere, however these are very few. As discussed elsewhere in this report, the Special Assistant to the Resident Coordinator (SARC) programme might be worth supporting. Alternatively, specific level P-3 or higher posts could be supported within the UN system, perhaps linked to programme funding. And another way to support JPOs to continue their career in the UN and/or gain more development experience would be to allow former JPOs to apply to be UNVs.

Retention of JPOs within their recipient organisation

Retention within the recipient international organisation is one of the objectives of the Finnish JPO programme. Retention is normally defined as a contract of at least six months following the JPO posting. From the MFA records it is not possible to say precisely how many Finnish JPOs are retained in the UN, WB or CGIAR organisations, as it is not systematically recorded. The JPO questionnaire was able to come up with further information on this question, from the sample who answered the survey, as well as some data from the archived files. Some data is available from the organisations themselves, and was sent to the Evaluation Team via KEO-40. Retention may mean a permanent post, but most commonly refers to a short term contract (or sometimes several contracts). To be counted as retention it must be at least six months.

According to a UNDP study of the 34 Finnish JPOs who served at UNDP between 2001 and 2008, a total of eight JPOs (24%) were retained within the UN system for at least six months (30% of males and 22% of females). For other Nordic countries the retention rate for the same period was 36% and globally 49%. The majority of the retained Finnish JPOs were men (JPOSC 2009). In figures sent to the MFA by the UNDP in 2011 that appear to cover the entire period of Finnish funding, they found that they had received a total of 86 JPOs, including those currently in post (27 males). Of the 77 who have completed their assignments, 22 (28%) have been retained (nine males and 13 females). The following data sent by the organisations may not be accurate because they exclude possible transfers of retained staff between organisations.

Data sent from WFP indicates that nine out of fifteen former JPOs were retained – or 60%. All of the original list of JPOs were women. The Fact Sheet of the WFP notes that WFP recruits JPOs with the view to develop and then retain them as regular staff. However, due to recent funding difficulties, this very high retention rate can't be guaranteed.

UNESCO reports that ten (19%) of the 56 Finnish Associate Experts financed since 1972 were retained within the organisation, either on regular posts or on temporary contracts. This figure does not include those who were given a consultant contract. Of these ten, eight were women and two men.

UNFPA reports that of fifteen former JPOs (14 women, one man), one woman (7%) has been retained (one other was offered a post and turned it down).

Biodiversity reports that of five JPOs (four male and one female), one has been retained (male). Of two JPOs with Center for International Forestry Research (CIFOR), one was retained (female).

UNEP reports that of nine JPOs who have completed their assignments, five (56%) have been retained (three males and two females).

ITC reported they had hosted three JPOs. Of the two who have finished their assignments, neither was retained. Likewise WMO reported the same statistics.

IFAD reported on JPOs from 1981 onwards. They had hosted fifteen JPOs (including current ones). Of these two were reported to have been retained. Another four were stated to be retained, however in fact they appear to be extensions of their current JPO contracts.

UNHCR reported 42 current and ex-JPOs. Of the 38 JPOs who have finished their assignment (eight men and 31 women), 16 (42%) were retained (four men, twelve women).

UNICEF has 43 current and ex-JPOs (38 women, five men). As of May 2011, they reported a 34% retention rate of Finnish JPOs (13 in total, ten women and three men), compared with a retention rate of 45% among all nationalities.

Information reported back from FAO and UN Secretariat was a little difficult to decipher, as it did not specify which had been retained.

The World Bank reported that there have been eight JPOs who have completed their assignments (five women, three men). Of these three (38%) have been retained (two women and one man), either as consultants or permanent staff.

It appears that Finnish JPOs have the best chances of retention at the WFP and UNEP in general, although this varies from year to year. Those ex-JPOs prepared to work in the field in hardship postings or non-family stations have higher retention (this particularly applies to WFP, UNHCR and UNICEF). Some organisation staff (particularly FAO and WMO) commented that it was better for JPOs not to be retained, as they would have insufficiently broad experience and could be stuck on low level posts. Rather, they considered it would be better for JPOs to work elsewhere for some years and perhaps return later to the organisations (at a higher level).

Certainly there are many Finns who have had short term contracts, others with permanent contracts, and some posts at very high levels, but anecdotally it appears that retention immediately after JPO postings is lower than for other nationalities. In the interviews with supervisors and JPOs it appeared that the characteristics of Finns that make them appreciated as JPOs (concentrating on their tasks, not involved in office politics and networking, concerns with transparency and straight-talking, etc) are precisely the ones that do not support retention within the multilateral organisations. A common Finnish belief is in a meritocracy – that if you do well in your job it will be recognised and rewarded. However, consistently in interviews we were told that this is not the case.

At the UNDESA donor meeting held in April in Madrid, representatives of UNDP, WHO and ILO presented findings on retention rates of JPOs within their organisations. A review of UNDP 2001-2009 found that there was a lower retention rate for female JPOs (37% of female JPOs retained versus 55% of male), and a much higher retention rate for JPOs from developing countries (64% versus 49% for other nationals). Factors increasing the likelihood of retention were length of assignment (a three year assignment had 60% retention against 38% for a two year assignment); and HQ assignments were more likely to result in retention than those in the field (66% versus 50%). In WHO the overall retention rate was 54% and more females than males were retained (however it is unclear what the gender distribution was of JPOs to start with). In ILO 31% were retained, with a higher rate for those ending their assignments in the field, and the retention rate for female JPOs was 35% versus 27% for males. It would be important for Finland to consider these findings, if it is desired to increase retention.

Areas where the respondents have worked after their JPO assignment

Only those who had completed their assignment were asked to respond to this question. There were 165 responses, of whom 138 said they had worked in development/international cooperation after their JPO assignment and 27 said they had not. Respondents were then asked to list their subsequent employers, or the reason why they had not. This very high rate of continuing involvement in development cooperation can be partly explained by the fact that this is a somewhat skewed segment of the ex-JPO pool. The Evaluation Team was more easily able to identify email contacts for those still working in development, and those still involved were probably more motivated to return their questionnaires.

88% of women and 77% of men reported that they had found work in international cooperation since their JPO assignment. Of those, 25 of the 44 respondents who reported working for UN / WB / CGIAR in the field were women; as were 27 respondents of the 45 who had worked for UN / WB / CGIAR subsequently in HQ; and 22 of 33 who reported working for the MFA (in HQ or in an embassy). This is quite a surprising finding, as the JPOSC or recipient organisation figures indicate that in most cases, more Finnish male JPOs are retained than females, immediately after their JPO assignment. However it appears that in the long run, more female ex-JPOs remain working in the sector.

Of those who reported that they had found work in development/international co-operation after the JPO assignment, the following types of employer were listed (Table 12). Many respondents listed more than one employer.

Of those who had not continued in development/international cooperation work, the following reasons were given (26 of the 27 specified why, some giving more than one reason):

- I applied for but did not get a post in the same UN organisation/WB/CGIAR where I worked as a JPO – three responses
- I applied for but did not get a post in a different multilateral organisation from where I worked as a JPO – four responses
- I was offered but did not accept a post within the UN system/WB/CGIAR, as I was not interested to continue working for the UN / WB / CGIAR - two responses
- I did not find any suitable post to apply for in an international development organisation (MFA, NGO, other), even though I would like to – five responses
- I am not interested in working in international development cooperation any more – four responses
- I was unable to continue to work abroad for personal reasons (family, illness) - seven responses
- I accepted an attractive offer in another field - eight responses

Table 12 Types of employer following JPO assignment.

Type of employer	Percentage listed
UN/WB/CGIAR post in the field	32
UN/WB/CGIAR post in HQ	32
Work with the MFA Finland (in Finland or internationally in an Embassy)	24
Work with an global international development NGO	9
Work with a Finnish-based NGO working in international development	17
Further academic studies in a related field to international development	16
Work with a consultancy firm – short term assignment	19
Work with a consultancy firm – long term contract in the field	11
Work with a consultancy firm – permanent contract in Finland	10
Other	19

To what extent did the JPO placement live up to respondents' expectations?

Regarding the question of how much the JPO placement will be/ has been relevant to their future working and personal life, 73% found the experience very relevant and 22% found it relevant. 44% considered that the experience had been a very close match to their expectations, and another 44% felt it was a reasonable match.

A survey of Finnish JPOs from years 1988 to 1999 was conducted in 2003 (Mether 2003). A questionnaire was sent to 107 former JPOs, a total of 54 JPOs replied (51%). The questionnaire inquired about career developments after a JPO-posting, motivation for international career and whether Finnish development cooperation principles were visible during their work. A total of 80% of the respondents felt that their JPO-posting was useful to them. However, 10% (2% fully agreed and 8% somewhat agreed) were disappointed and felt that the time they spent as a JPO was not useful. Regarding career developments after the assignment, 35% of the respondents had had all their post-JPO assignments in Finland, 37% had had both international and home country assignments after their JPO-posting, and 13% had had only international postings. The survey did not specify how many of the respondents were retained within the UN system.

Restrictions to continuing in development cooperation

28% of respondents considered that they would face difficulties to continue in development cooperation, while 65% did not. There was no significant gender difference. Of those who commented further (mainly those who said 'yes') the most common difficulties mentioned (although some mentioned more than one issue) were:

- Difficulty to be retained within the multilateral organisations (39%) due to funding restrictions, their status as an 'external candidate, excessive competition, and lack of lobbying by Finland.
- Family reasons (32%) – either they now have children and feel they should stay in Finland, their spouse needs to return for work, or they hope to have a family in the future. Several mentioned the difficulty of non-family posts.
- Limited opportunities if based in Finland or only wanting short term assignments (15%).
- Personal reasons (13%) – some mentioned their age, others said they wanted a break for now from working in development cooperation but might be interested in the future, others wanted to study first.

5 FINDINGS FROM OTHER DONORS

5.1 Country Interviews

The Evaluation Team visited several other donors in order to collect experiences and possible good practices. Additionally, as several countries have evaluated their JPO programmes, the evaluation disposed of evaluation reports carried out by other European donors participating in the JPO programme. Some of the latest evaluations include Sweden (Lewin 2009), The Netherlands (MDF Training and Consultancy 2006), Switzerland (North, von Stokar, Stern & Berner 2009) and Italy (Casini and de Andreis 2004). Earlier evaluations were also carried out by the Swiss in 1999 (Tal, Oetli and Zollinger 1999) and Norway in 1994 (Royal Ministry of Foreign Affairs of Norway 1994), but these are not reviewed here due to their age and the evolving nature of the JPO programme at the international level. Denmark is in the process of carrying out a tracer study of career development of Danish former JPOs at the moment. However, the evaluations often do not reflect current reality because their inputs seem to have been taken into account in the administration of donors' JPO programmes. This chapter starts with the interviews carried out in the context of the visits to the field and European capitals and finishes with an overview of earlier evaluations. The retention rates are taken from the study of Rosanne Mulder's comparative study on European donors' JPO programmes (Mulder 2011).

As in the case of Finland, all other interviewed donors also consider the JPO programme in terms of foreign policy objectives (visibility and influence in the international community and organisations), training of future experts and development policy. All other interviewed donors except Finland fund JPO posts only in their priority partner countries or other countries judged eligible by some criteria stemming from foreign policy and development policy (though in some cases this can still mean a very large number of countries). France has even officially divided the funded posts between those chosen and funded by political affairs of the ministry and those JPO posts funded by development cooperation funds. With only a few exceptions, the age limit is 32 years at the time of either application or the contract (in the case of Italy, 34 years for medical doctors due to the longer training of doctors). A general tendency could be observed, towards a growing emphasis on what is called foreign policy objectives and the use of the JPO programmes more for placing nationals in permanent posts in the international organisations, rather than purely on 'idealistic' development goals. This is the result of shrinking budgets and competition for resources. An example of this attitude might be the case of a country that decided not to send JPOs any more to an organisation that stopped considering JPOs as internal candidates.

According to the interviewed sample of donors, most other donors interviewed, except Finland, announce JPO vacancies only once a year (Denmark once or twice a year). There are advantages and disadvantages in both systems. It is cheaper and easier to manage a programme with only one annual selection process, and a specific JPO

training course is easier to organise or fund (such as the case of the UN Staff College course in Turin) when all are in one batch only. On the other hand, in theory at least, the period between the launch of a JPO vacancy in an organisation and the concrete placement of a JPO in that vacancy is shorter in a system with rolling applications, and this is a considerable advantage as a major reason for discontent of JPOs is that the job description of their post has changed dramatically by the time they arrive in post.

Belgium selected 25 JPOs in 2011 but none in 2010. The purpose is to have 50 JPOs on post at any given time, and as the JPO assignment is normally three years (fully funded), on the average the annual intake is 17 JPOs. There was good gender balance in 2011, with 18 men out of 37 active JPOs. Belgium does not limit the nationality of applicants to Belgians only but to all EU nationalities (plus Switzerland and Norway). Currently Belgium has one French citizen on a JPO post. In the current batch it was decided to earmark five JPO posts to non-OECD country citizens; this decision depends on each Minister and the previous one did not earmark posts for developing country nationals. Belgium can send out JPOs to 21 international organisations, based on a Royal Decision, but currently only ten organisations are supported by the Belgian JPO programme. The quota partition per organisation is determined according to the financial contributions they receive from Belgium. The country is at the moment in the process of outsourcing the selection of JPOs to the international organisations and the corresponding drafting of MOUs, with an additional 2% of the overhead paid. Despite the lack of limitation of JPO posts for Belgians only, in practice the possible candidates have to be fluent in either French or Dutch and live in Belgium, due to an interesting application criterion. Before being able to apply for a JPO post, a candidate has to participate and approve an introductory course on development cooperation (*Cycle d'Information Générale*) organised by the Belgian Development Agency (four weekends) in French and Dutch only. These courses are very popular and normally fully booked almost a year in advance. Therefore, all potential Belgian JPOs are very motivated and committed to development cooperation as they have had to plan a career in development well before applying for a JPO post. As a consequence, they prefer field posts to HQ, and there practically are no early returns: all complete their three years of assignment. There are currently 8 JPOs in HQ out of the total of 37, of which 3 are in UNDP and UNEP in Brussels. Belgium expects an end-of-assignment report from the JPOs but there is no regular, institutionalised contact with the JPOs on post. The retention rate for Belgium is 50%.

Denmark sends out 12-30 JPOs per year to 25 partner countries only, mostly in Africa. There is neither age limit nor limit on previous work experience but normally the selected candidates are 31-32 years old, sometimes candidates of 34 years of age have been presented for the recipient organisations. On average the candidates have between six months and two years experience. The recruitment is open to EU member state nationals but candidates have to be fluent in Danish (they report back to Copenhagen in Danish). During post selection, headquarters sets the priorities and embassies contribute to decision-making (for instance, supporting posts in sectors associ-

ated with those receiving bilateral funding, or with organisations that Denmark works closely with in local policy dialogue or provides funding for). Denmark does not currently fund non-OECD country JPOs (though they could consider it). For retention purposes, since 2009 the rule has been to fully fund three years of JPO assignment. JPOs attend a pre-departure training course in Denmark for four days, which includes practical matters and policy issues. JPOs are also offered language training as needed. The JPOs on post report regularly to Copenhagen (at least once a year) and the JPOs are invited every August to a meeting of Danish UN staff at DANIDA. The final report of the JPO is used as an input to decide future support to the organisation. The retention rate of Danish JPOs is 67%. The Danish MFA also tends to use the JPO programme as an informal recruitment tool.

France sends out 20 JPOs annually, a part of which is earmarked for foreign policy oriented posts and another part for purely development cooperation posts, each part of funding coming from the respective departments of the ministry. Most JPO posts are in HQ (18 out of 20 in 2011). France fully funds two years of JPO assignment and a third year is cost-shared 50-50. France has not outsourced the pre-selection of JPOs, and the corresponding unit at the ministry, *Mission des Fonctionnaires Internationaux* is well resourced with 15 staff member, but they also manage the UNV programme and electoral observation missions. France has a minimum age limit of 25 years of age and a maximum of 31 years at the time of application. France only funds JPO posts for French nationals; funding JPO posts for non-OECD nationals has been tried in the context of the *Organisation Internationale de la Francophonie* but this was given up. The French JPO population is mainly female (77% of female JPOs selected in 2010) and the average age at assuming duty station is somewhat lower than the average in international comparison, 28.5 years, despite the fact that internships are excluded from the two-three years prior work experience and one or two Master's level degrees are required for candidates. Developing country experience is demanded for all except some operational JPO posts such as in procurement. France organises a one-day introduction course at the ministry for out-going JPOs and funds the two-week UN Staff College course on the ILO campus in Turin. The French JPOs are required to send annual reports to the Ministry, and the practical follow-up of JPOs' career development is mainly carried out by the network of French embassies, the second largest in the world. The French retention rate is 74%.

Luxembourg selected six JPOs in 2011 for which 70 applications arrived. Only persons with the Luxembourg nationality and permanent residents can apply. Luxembourg does not have own pre-selection criteria and relies on the original job description sent by the international organisation. Although a Master's degree or developing country experience is not officially required, in practice only those with higher qualifications in these terms get selected. The country funds JPO posts in the UN system only and replaces old JPOs as the posts get vacant, meaning that no new posts are announced each year. Luxembourg sends JPOs to development cooperation partner countries and project countries only and to priority sectors of the Luxembourg development cooperation. Luxembourg was the only interviewed donor where the main

purpose of the JPO programme is to train experts for the use of development cooperation (the agency Lux-Development and NGOs) and the diplomatic career. For retention purposes Luxembourg funds, as a rule, a third year, and almost always a fourth year, too, and the preference is given to first serving two years in a field post and then one or two years at HQ. Luxembourg did not report a gender imbalance in favour of women; the current selected ones were three women and three men. Luxembourg pays for the UN Staff College course in Turin for its out-going JPOs. The retention rate for Luxembourg is 100% according to the comparative study by Mulder (2011), however the overall numbers are quite small.

The Netherlands selects annually 40 JPOs for maximum of three years of assignment (fully funded) and the intention is to keep the number of JPOs on post at 120 at any given time. Earlier it was possible to fund a fourth year but now the rule is three years. The Netherlands does not require prior work experience, meaning that many Dutch JPOs come directly from university, and there is no upper age limit for applications due to a national law against age discrimination. Yet, in practice the JPOs are rather young because there is an upper limit of three-four years of work experience at maximum. The Netherlands earmarks 50% of the JPOs posts for non-OECD country nationals (citizens of partner countries), but the other half is reserved for Dutch nationals only for lack of reciprocity in the EU and because in the present political climate it would be difficult to justify using Dutch tax-payers money to fund citizens of economically weak European countries. The Dutch JPO programme has lately suffered from severe budget cuts in the development cooperation budget, and the annual number of selected JPOs has been reduced from 40 to 30. Foreign policy objectives have become more visible in the JPO programme. The Netherlands has outsourced the selection of JPOs to the international organisations and the practical management of the JPO programme to a foundation and only the decision on which posts are funded are taken at the ministry (with 0.5 persons in charge). Dutch JPOs are required to prepare reports annually for their Ministry while they are in the field. The retention rate of Dutch JPOs is 44%, probably partially due to shorter professional careers than in the case of JPOs of countries requiring a minimum of three-four years of prior work experience, and due to the stated preference for field posts rather than HQ, but this preference might be changing.

Sweden selects about ten JPOs annually (in 2009, 29 JPOs were sent out). Until 2009 a third year was fully funded, but since then a 50-50 cost sharing is demanded. Sweden is the only other donor besides Finland to organise a psychological assessment for the JPO candidates; however in Sweden they are arranged during the selection day and take perhaps maximum two-three hours instead of a whole day, and the company carrying out the assessments is tendered every three years. In addition to the aptitude assessment, language tests are organised and pre-selected applicants are interviewed also by the sector desk relevant to the job description of the JPO post. Sweden selects only Swedish citizens and permanent residents fluent in Swedish. Sweden organises a one week introductory course for the outgoing JPOs. Language training is also offered – either a seven-eight week course in Stockholm or the funds can be used by the

JPO to get language training in-country during the first year. Sweden demands the JPOs to write an annual report with a set of 30 standard questions. Sida is in direct contact with the supervisors of JPOs in order to check that the job description of the assignment are followed; this is considered necessary because the organisations themselves normally do not control the fulfilment of job descriptions. Sweden is the only donor of those interviewed that includes an active support to job life insertion to JPOs after the assignments, and pays for up to five months a monthly salary in some development related job for those who do not find employment immediately after the completion of the JPO assignment. Sweden actively promotes retention and follow-up of the JPOs, particularly during the third year, contractually based on the MOU between Sida and the international organisation, which states that the donor is responsible for the career development of the JPO to justify the regular contacts between Sida and the JPOs. (It may be worth mentioning here that Finnish MFA documents on international careers say clearly that the individual Finn is responsible for her/his career). The retention rate of Swedish JPOs is 58%.

South Korea's programme began in 1997 (the Evaluation Team interviewed a former JPO who continues to function as a JPO contact point and could provide information). Approximately 15 JPOs are selected annually to a pool and then placed, and there is a very high retention rate – partly as a result of lobbying but also due to the low representation of Korea in the UN. Many JPOs are straight from university. The South Korean MFA has opened a JPO Unit in their HQ and invite current and ex-JPOs to drop in and to act as contact points. The MFA reports to their Parliament on the expenditure, retention rates and the future careers of JPOs, and there is strong interest politically.

Although the sample is small, it is possible that retention rates in general are higher for countries that actively follow-up their JPOs career. Feedback from the questionnaires and the interviews suggests that other donors are much more active than Finland in following up on the career of their JPOs during the posting. In addition some countries have funded JPOs' participation in the JPO course at the UN Staff College in Turin. The JPOs come out of the course with a world-wide network of JPOs and a global identity of a JPO, and they are well informed about the UN system and can navigate with ease within its bureaucracies, something that is one of the weak points of Finns, according to the interviews with former and current JPOs. The disadvantage is the cost and timing. The Finnish introduction course KEVALKU is not particularly strong in preparing the outgoing JPOs for coping with hierarchical structures, accustomed as they are to very flat organisational structures with little formality and small hierarchical difference between posts. Only one 45 minute lecture is given on the UN at the KEVALKU course.

Sweden, Denmark and Spain also participate in the SARC programme (Special Assistant to the Resident Coordinator). These are older and more experienced than the JPOs (up to 38 years of age) with longer prior professional careers (often they have earlier served as JPOs). The purpose is to promote retention by bridging the gap that

separates the P-2 level JPO posts and the higher P-3 or P-4 posts. The Netherlands is at a preliminary stage of considering the use of UNVs for the same purpose by allowing JPOs to apply for fully funded UNV posts. Although UNVs are not considered staff members, their work is often as demanding as that of JPOs despite the lower status, and the experience is still counted as relevant UN work experience in a CV (though at a much lesser salary). Were Finland to join the SARC programme, the problem would be to decide to what countries the SARCs would be sent. The currently participating donors have divided the countries so that Sweden sends a SARC to 12 countries, Spain to 16 and Denmark to four-five countries, and it would not be convenient to start competing between donors. A new MOU would also be needed to cover the programme.

Other mid- or senior-level entry points are available. Finland and others fund mid-career posts in the World Bank. Many donors also provide Senior Professional Officers (P3-5 level) linked to projects, within the UN organisations. Finland has done this also on rare occasions, as well as secondments from government organisations. However, in general Finland only lobbies officially for D1 posts and higher.

5.2 Earlier Evaluations of other Donors

This section is dedicated to summarising earlier evaluations carried out by other donors or the recipient organisations. The most relevant points only are taken into account, those which could feed into the Finnish evaluation as good practices or significant findings.

The Swedish evaluation (Lewin 2009) included three other programmes (JED, SARC and the bilateral associate experts programme BBE) in addition to multilateral JPO programme. All these programmes aim to advance the careers of young professionals in development work or in the European Union delegations. The evaluation concluded that these programmes have been crucial in strengthening the competence of Sida, the Ministry for Foreign Affairs, consultancy firms, NGOs and other Swedish development actors. Most returnees of these programmes continue to work in development-related fields. The returnees consider the programmes an unequalled learning opportunity which benefited them both professionally and personally. As critical points, for many it had been a challenge to work in an environment characterized by hierarchy, bureaucracy and formality. Many had had a heavy workload and lacked mentoring. Finnish JPOs have had similar experiences during their assignments.

The Dutch evaluation (MDF 2006) concluded that the Associate Expert programme (AE, used synonymously to JPO programme) has been reasonably effective in enabling Dutch and developing country citizens to gain important work experience in international development. However, the evaluation found that the very competitive recruitment and the desire of receiving organizations to acquire the best possible

candidates “has benefited those young professionals who were likely to have made a career in international development cooperation anyway, even without entering the AE Programme”(Dutch evaluation, p. xi). It is therefore questionable according to this evaluation if the programme has really assisted young professionals in need of help to enter the field of international development, and the Evaluation Team has found evidence that this kind of negative side of the outsourced selection of JPOs might be happening in Finland, too. Approximately 80% of all former AEs continued careers in development cooperation many years after their assignments. Participants to the programme rated the quality of supervision lower than other aspects of the programme, and in recent evaluations this rating has become lower than before. There is a lack of systematic mechanism to identify what kind of development experts are needed in the future.

The Italian evaluation (Casini & de Andreis 2004) found that the programme has reached its goals of assisting international organizations and building the professional experience of young Italians many of whom continued working for international organizations after their assignments. During the first year after exiting the programme, 64% of former Italian AE/JPOs found their job in international organizations (including the UN, the EU and other organizations).

During the April 2011 UNDESA meeting in Madrid, initial comparative findings of the study carried out by the Ministry for Foreign Affairs of the Netherlands were presented. Basic data from different European donor countries was compared. The standard length of assignment was two years (seven countries), two to three years (one country), three years (seven countries) and four years (one country). Recruitment of developing country nationals was supported by four countries (Netherlands, Spain, Belgium and Italy), and two more if the person was already a resident of that country (Luxembourg and Liechtenstein). There was a big variation between the competitiveness in recruitment (with up to 225 applicants for the one post in the Netherlands, and an average of 182 applicants per post in Italy). Some countries (Portugal) supported only posts in the field, while France and Germany had the majority of their JPO posts in headquarters. Most countries applied the age limit of 32 years, while France, Liechtenstein, Italy and Portugal had a limit of 30 years of age. The work experience prior to deployment was two to three years in most countries. In the case of Italy, Germany and the Netherlands, almost all of the programme’s management was outsourced. In the case of Denmark, Finland and Switzerland, only the recruitment and pre-selection was outsourced.

Two other more general evaluations were also studied. Vilby (2004) carried out an evaluation of the JPO programmes of UNDP and UNFPA for Denmark. The second was carried out by the UN’s Joint Inspection Unit (Posta & Terzi 2008).

The **Vilby evaluation** in 2004 noted the variation between donors regarding post-placement expectations. He found that some donor governments state very clearly that JPO programmes are considered to be tools to increase the number of their own

national professionals employed by the UN, while others have less specific objectives and may also have objectives of producing experienced young professionals for their own government development agencies or national or international NGOs involved in development cooperation.

The evaluation of JPO programme by the Joint Inspection Unit of the UN in 2008 concluded that all parties are generally extremely content with the way the programme functions providing resources for the UN as well as enhancing sources for potential future experts for the UN and other development actors. Both the quantity and quality of JPOs have increased during past years. However, there is room for improvement. Like most evaluations, this evaluation concludes that lack of mentoring and poor supervision is a major source of frustration for JPOs. The programme is donor-driven with little input from the organizations. In spite of the significant volume and scope of JPO input, the ownership of the programme is weak. The organizations employing JPOs do not have strategies and plans for improving the system. Especially higher level management in the UN organizations lack information and interest in the JPO programme, which has not been evaluated or discussed in most organizations beyond the level of recruitment officers. In many cases, this lack of vision results in situations where it seems that receiving funding for an additional post is almost an overriding consideration and recruiters receive little guidance for the formulation of their requests. It is noted that UNDP and UNICEF perform better as far as a vision for the JPO programme is concerned: these organizations have developed policies to handle the JPOs as a recruitment source. The interviews and questionnaires of the present evaluation seem to support this kind of conclusions.

Despite discussion between representatives of international organisations and donors on employing citizens of developing countries, most JPOs continue to be citizens of donor countries. Everyone seems to agree that the number of JPOs from developing countries should be increased, but there is little action. Additionally, beneficiary countries know very little about the JPO programme and its impact on them.

The evaluation of JPO programme by the Joint Inspection Unit of the UN in 2008 further concludes that generally organizations have a supportive attitude to retaining the best performing JPOs. However, the different and controversial practices in different UN organizations place the candidates in unequal positions regarding future careers within the UN system. For example, in some organizations, JPOs are considered external candidates while in others they are internal candidates. Some organizations require JPOs to be outside the organization for six months before they are eligible for the next level posts. There are no unified practices on this, making continued career easier for some JPOs than others. Better career counselling systems, more mentoring and improved policies for retaining former JPOs are called for.

6 ASSESSMENT ACCORDING TO THE EVALUATION CRITERIA

The Evaluation Team constructed a logical framework as a tool for considering the JPO programme (Annex 4). This assisted in the visualisation of the overall programme, and the assessment of the impact and effectiveness.

Concerning coherence with Finnish policies, the Evaluation Team has analysed separately the two explicit policy objectives expressed in policy papers: that of placing Finnish nationals more or less permanently within the international organisations as staff members, called here foreign policy objective, and development policy objectives, that is, those defined in the respective Development Policy Guidelines or Programmes of the moment. For the second, the JPO programme corresponds by and large to the Development Policies, yet there are important deviations from them. The JPO programmes valid before end of 2007 have given more emphasis to environment (with forestry and water) than what was its relative weight as a cross-cutting issue, and after 2007, the proportion of JPOs working in fields related to ‘socially sustainable development’ is, according to the plan for 2010-2011, 37/60; i.e. 45% meaning that the variation between sectors has been almost insignificant statistically over 2000-2010 (except for climate in 2008-2009). On the other hand, during 2000-2010 some cross-cutting issues such as equality (gender, vulnerable groups, disabled etc) have had much fewer JPO placements than would have been expected. Health, not an explicit priority in any of the policies, has for its side, always been important in JPO placements. However, as a caveat it should be noted that the Development Policies have explicitly supported the Millennium Development Goals, within which health is a priority. Geographically, the JPO posts funded by Finland have not been primarily placed in countries and regions of bilateral cooperation, contrary to what is stated in the documentation. As for coherence with foreign policy, although the percentage of JPO placements in Headquarters is over ten percentage points higher than stated in the policy paper, the way the JPO programme been managed in practice has not been totally coherent with the aim of retaining Finnish professionals more or less permanently in international organisations. Recently (2009/10) there have been measures planned to tackle this issue, such as the extension of the maximum JPO period to four years. The plan (HEL7260-40/2.6.2009) was to extend contracts to the maximum period of three years and only exceptionally to four years, although this appears to still be varying from case to case. However, on the basis of the returned JPO questionnaires so far, a key issue is lacking, that of energetic career development follow-up from the side of the MFA.

The Evaluation Team can only analyse the JPO programme’s complementarity with bilateral development cooperation of Finland on the basis of factors mentioned above: a rough but incomplete sectoral correspondence with Development Policy priorities and little priority given to geographical placement of JPOs in bilateral long-term partner countries. Here an issue is emerging, that of complementarity of the JPO programme with foreign policy objective. This is the placement of Finnish JPOs

in neighbouring countries of those where the nearest Finnish Embassy is located as a source of information and contact, as a way of maximising Finnish presence in the world and be complementary to the network of Embassies. It appears from the interviews and questionnaires that Finnish JPOs in international organisations do not in the main defend and represent positions of Finnish foreign policy or Finnish development policy. However, Finnish JPOs with only a few exceptions feel that they introduce ways of working and certain Finnish and/or Nordic values in their organisations. The low retention rate strongly reduces the overall complementarity of the JPO programme with foreign policy objective.

The evaluation did not find any cases where the JPO programme would not be compatible with the recipient organisations' own priorities, particularly when considering the fields of action and TOR of JPO posts. Yet, in recent years JPOSC was not been fully happy with the shortlisted candidates presented to them for UNDP posts, and have started to demand a longer list of ten names and participate in the final selection of shortlisted applicants.

The JPO programme seems to be clearly relevant both for development policy and the individual JPOs, because according to interviews and returned questionnaires, a very high percentage of ex-JPOs continue to work in development cooperation after their JPO assignment. The programme would therefore fulfil up to a high degree the goal of training future experts for international and Finnish development cooperation. However, no expertise formation can be promoted for future sectors of development cooperation and thematic because the JPO post selection is always based on the current Development Policy, not the future one; the Development Policy is always the current Government's decision. If we ask instead whether the JPO programme is the most appropriate means to support the Finnish Development Policy programme, the answer evidently is no: policy priorities are relatively loosely reflected in the JPO programme. This conclusion seems to support the view of most interviewed MFA staff members: the JPO programme is a foreign policy tool in the first place because if development of poor countries was the only objective, there would not be a specific need to promote Finnish JPOs

On the other hand, while relevant for foreign policy – the JPO posts are one of the few ways for countries to promote their nationals' involvement as staff members in international organisations – the JPO programme does not seem to score well in foreign policy relevance due to the very low retention rates for Finnish JPOs when compared to the average for all participating donors. This report has tried to propose possible explanations for this 'anomaly', ranging from the age of graduation and gender imbalance, to the geographical placement of JPO posts. However, it was also observed from interviews and the returned questionnaires that Finland does not as aggressively promote and support Finnish candidates within the recipient organisations as do some other donor governments, and many JPOs complain about this attitude.

As for the complementarity and coherence between foreign policy objectives and development policy objectives within the JPO programme, there is a certain contradiction. All evidence from earlier evaluations and surveys by the UN system tell that placement of JPOs in headquarters increases their chances of being retained within the organisation. Another factor that increases the probability of being retained is the number of years within the organisation. On the other hand, for development objectives, including the MDG, it is probably more effective to place JPOs as near the final beneficiaries of development cooperation as possible, i.e. in field offices (or even projects). For the moment the MFA allocates over one third of JPOs to HQ posts and less than 2/3 to field offices according to the policy documents, although in practice the percentage is higher for HQ positions due to transfers, and limits the JPO contract period to two, or maximum three years, with only one period per person. The plan as of 2010 was to increase the maximum number of years to four precisely in order to make the retention rate higher but due to budget cuts this plan had to be put aside. If more placements are funded at HQ posts and with longer contracts, the more effective the JPO programme is as a foreign policy instrument. Vice versa, the more placements are funded in field positions and for shorter contracts, the more the JPO programme is effective as development policy instrument by more directly promoting development goals and by forming a larger number of development experts – but with fewer opportunities for permanent staff positions in international organisations.

Concerning sustainability it has to be mentioned that the purpose of the JPO programme is not to be sustainable, as it requires on-going annual funding. On the other hand, the constant flow of JPOs keeps Finland visible in the world, in the organisations and among fellow donors. When analysed from another angle, that of the sustainability of the impact of Finnish JPOs in the recipient organisations or partner countries, many former or current JPOs feel that they have made a lasting or somewhat lasting impact through their job. A direct impact of any individual JPO or the programme as a whole on development goals (Finnish and/or MDG) is impossible to measure, and it is probable that the JPO programme is not very good an instrument for producing development outcomes. However, the JPOs themselves feel that their work supports the higher development goals very much or somewhat much. And it is beyond doubt that the JPO experience has a great impact on the individual JPO's life and a large percentage go on working in development and/or international affairs after their JPO assignment.

The policy to date in the MFA has been that JPOs/JEDs/UNVs can only be financed once – they do not get the opportunity to apply for another posting. The reasoning has been that by restricting postings, the opportunity is available for more young people to have the experience. The disadvantage of this policy is that young people only have the opportunity for two-three years (or on rare occasions, four years) of experience, which is not usually sufficient to move on to an 'expert' level posting in technical assistance. Another approach might be to allow ex-JPOs/UNVs/JEDs to re-apply for a second posting. In this way the person would have perhaps six years of experi-

ence in two countries and organisations - a much better basis on which to continue in development cooperation. The disadvantage would be that there would be fewer ex-JPOs as the budget would be spread over a smaller group. Hence it is a question of 'quality' versus 'quantity', and has implications for efficiency and effectiveness.

The evaluation has found that the JPO programme is a very effective tool for training and formation of future experts in development related questions and international relations. If points are given, it is in this criterion that the JPO programme gets its highest score. A very large majority of the respondents to the evaluation questionnaire continue working in development, and the majority is significant even when taking into consideration the possible bias among the respondents (precisely the development persons more eager to reply). As for the foreign policy goal of promoting the recruitment of Finns into international organisations, the JPO programme is very little effective, as only about 25% of them get retained, one half of the figures of other donors. The reasons are the low importance given to the JPO programme inside the MFA in terms of staffing, low staff rank and low policy priority (JPOs not mentioned in the Finnish strategy for international organisations) and the lack of follow-up, mentoring and lobbying offered to the JPOs. Clearer policy and strategic vision and energetic action stemming from them would greatly increase the programme's effectiveness.

Finland is a major provider of JPOs – both in proportion to the population and in total numbers. The cost to the programme per JPO is less than for Sweden or Denmark. The comparative cost efficiency of the outsourcing of recruitment to CIMO has been difficult to evaluate, as the costs of the earlier recruitment under the MFA are unknown. The cost efficiency of Finnish JPOs compared with other types of placement has been discussed in Chapter 4.4 above. It should be noted that the cost of recruiting and fielding JPOs with multilateral organisations is relatively high (in comparison with other options), hence it is important that the placements are effective. It should also be remembered that the cost efficiency will usually improve the longer the JPO is in their placement. Avoiding early returns (by good post selection and recruitment) and extending suitable JPOs into a third and fourth year are important means to keep the costs down, as well as improving effectiveness. Effectiveness could be improved by using the JPOs more strategically. The assessment is summarised in Table 13.

Table 13 Summary of the assessment according to the evaluation criteria.

Criteria	Indicator	Sources of verification	Assessment
Coherence with Finnish Development Policy	<ul style="list-style-type: none"> Variation of sectoral/organisation and geographical distribution of JPO posts funded by Finland according to Development Policy Programmes Percentage of JPOs in bilateral partner countries Percentage of JPOs in organisations prioritised in development policy as sectors 	<ul style="list-style-type: none"> MFA documentation concerning decisions of which JPO posts will be funded 2000-2010 and interviews 	The respective Development Policies are carefully taken into account in the selection of JPO posts. Therefore the JPO programme is not incoherent with the very wide development policy objectives but does not fully reflect them either. Environment, health and humanitarian affairs are the three largest receiving sectors while only as of 2007 has environment been one of the main policy goals. The posts are not centred in bilateral partner countries, but rather to the contrary.
Coherence with foreign policy objectives	<ul style="list-style-type: none"> Percentage of JPOs at HQs or organisations Actions and efforts to promote Finnish JPOs' recruitment in the organisations 	<ul style="list-style-type: none"> Idem. Contacts of MFA and/or local representation with the organisations, and interviews (subjective experience of ex-JPOs) 	The JPO programme is fully coherent with foreign policy objectives but it is not taken advantage of in practice: the dominant thinking at the MFA is that if Finnish JPOs are good professionals, they will be recruited but this seems not to be true. Multilaterals are not necessarily meritocracies, but require lobbying and personal contacts.
Complementarity with bilateral development cooperation	<ul style="list-style-type: none"> Variation of sectoral/organisation and geographical distribution of JPO posts funded by Finland according to Development Policy Programmes 	<ul style="list-style-type: none"> MFA documentation concerning decisions of which JPO posts will be funded 2000-2010 and interviews Interviews with MFA staff & JPOs 	Rather little complementarity: the geographical location of posts does not reflect development policy principles nor does the selection of posts follow the priorities of bilateral cooperation (unlike most other donors). The dominant idea of complementarity seems to be that sectors and countries NOT 'sup-

	<ul style="list-style-type: none"> • Percentage of JPOs in bilateral partner countries • Percentage of JPOs in organisations prioritised in development policy as sectors • Amount of contact between MFA & Embassy staff & serving JPOs 		ported in bilateral cooperation are privileged in JPO posts because Finland wants to expand expertise and knowledge base. However, for this to function, the JPOs would need to be used much more as information sources and contacts than presently.
Complementarity with foreign policy	<ul style="list-style-type: none"> • The degree up to which Finns in international organisations defend and represent positions of Finnish foreign policy 	<ul style="list-style-type: none"> • Interviews with JPOs 	Complementary up to a certain point: Finnish JPOs introduce ways of working and certain values in their organisations, but the low retention rate reduces the complementarity of the JPO programme with foreign policy goals. All persons are aware that international staff primarily represent their recipient organisations, not their countries of origin. Finland also has inadequate contact with the JPOs to expect them to represent Finnish policy.
Compatibility with international recipient organisations' own priorities	<ul style="list-style-type: none"> • Variation in policy priorities of international organisations in applying for JPOs from Finland 	<ul style="list-style-type: none"> • Idem. • Interviews with MFA organisations (HQs and field) 	Fully compatible, as the organisations themselves decide which JPO posts to announce.
Coordination - interaction with relevant groups and other donors in a partner country	<ul style="list-style-type: none"> • Participation of JPOs in donor coordination roundtables; frequency/intensity 	Interviews in field offices and JPOs (also in questionnaires)	Most JPOs perform well and are given responsibilities (often well beyond their post level).

	<ul style="list-style-type: none">N.B. indicator valid only for field positions/posts and for recently returned and present JPOs			
Connectedness - vulnerability or resilience to external factors	<p>Occurrence of unforeseen policy changes or conflicts locally, or personal reasons.</p> <p>This is really not appropriate to consider in relation to a large multilateral programme, as it is not very vulnerable to external factors.</p>	Only those JPOs who have interrupted their assignment: interview views	Fortunately this concerns rare cases only. Some early returns for health reasons or incompatibility with supervisors/TOR. JPOs are vulnerable to bad working conditions (impossible supervisors), but the large majority fares well.	
Relevance for individual JPOs	<ul style="list-style-type: none">Percentage of ex JPOs involved in international questions (development, trade, etc) later in their professional livesPerceived relevance of the experience by JPOs	<ul style="list-style-type: none">Questionnaireinterviewsend of assignment reports	Very high relevance for the individual JPOs. A large proportion of ex-JPOs continue to work in development or international cooperation issues.	
Relevance as foreign policy instrument	<ul style="list-style-type: none">Number of Finnish JPOs recruited as permanent staff of international organisations	<ul style="list-style-type: none">statistics of JPOsquestionnaires	Low retention rate strongly reduces the relevance of the JPO programme as foreign policy instrument.	
Relevance as development policy instrument (Is recruitment of young Finnish experts an appropriate	<ul style="list-style-type: none">Percentage of ex JPOs involved in international questions (development, trade, etc) later in their professional lives	<ul style="list-style-type: none">JPO questionnaire and interview	Very relevant as development policy instrument: a large part of former JPOs continue working in development related tasks. The relevance of the JPO programme as training of	

means to support achievement of Finnish Development Policy?)			experts in <u>future</u> priority sectors is limited because development policies change when ministers change.
Sustainability	<ul style="list-style-type: none"> How many ex-JPOs continue to work in development cooperation? If they do not continue, why not? Are there any lasting impacts of Finnish JPOs within the recipient organisations or partner countries – eg. systems or programmes designed? 	<ul style="list-style-type: none"> Returned JPO questionnaires Staff records of UN, MFA, Finnish NGOs, universities & consulting companies 	<p>The purpose of the JPO programme is not to be sustainable. It requires on-going annual funding. Many former JPOs continue in development cooperation (though sometimes find the next career step difficult), and some JPOs find they have made a lasting, or somewhat lasting impact in their organisation.</p>
Impact	<ul style="list-style-type: none"> What has been the impact of the JPO experience on the lives of JPOs? How many ex-JPOs continue to work in development cooperation (& what have been the barriers)? Development impact: alignment of funded JPO posts with the MDGs 	<ul style="list-style-type: none"> JPO statistics Returned JPO questionnaires Lists of JPO posts funded by Finland End of assignment reports 	<p>A large proportion of ex-JPOs continue to work in development or international cooperation issues. Barriers include the difficulty in making transition to the next level, and the cultural /socio-economic pull of coming back to Finland.</p> <p>Direct impact of the JPO programme on promoting or reaching MDGs is impossible to assess, but a large majority of the JPOs consider that their work very much or somewhat support the MDGs.</p>

Effectiveness	<ul style="list-style-type: none"> • % of returned JPOs still working in a development-related field • Numbers of Finnish staff working for multilateral organisations (disaggregated by gender, organisation, sector) • Variation of sectoral/organisation and geographical distribution of JPO posts funded by Finland according to Development Policy Programmes over the years • Effectiveness of the Finnish JPOs in their placements at achieving their TOR • Would there be a more effective method to increase the numbers of Finns working in development cooperation? 	<ul style="list-style-type: none"> • MFA policies regarding JPO programme • Interviews with MFA staff regarding implicit & explicit aims of the JPO programme • Multilateral organisation staff data • Multilateral organisation policies • Interviews and staff data of Finnish NGOs, universities, MFA, consulting companies • MFA documentation concerning decision which JPO posts will be funded 2000-2010 and interviews • Interviews with recipient organisations & assessment reports 	<p>Finnish JPOs are treated similarly to regular UN staff, and are valued members of the teams, successfully fulfilling their TOR.</p> <p>In general the posts fulfil the aims of the JPO programme, although the foreign policy outcomes are less effective due to the low retention rate.</p> <p>The JPO programme is very effective in forming future experts in development related issues and international affairs. Many MFA staff have earlier been JPOs.</p> <p>Further contact and support from the MFA to JPOs in their posts and afterwards could increase the effectiveness.</p> <p>Effectiveness is where the programme seems to attain the highest scores of all evaluation criteria.</p>
Efficiency (administrative)	<ul style="list-style-type: none"> • Have the JPOs been recruited, fielded & supported in a timely and cost-efficient manner? 	<ul style="list-style-type: none"> • Costs of the CIMO recruitment process • Comparison with other donors costs • MFA data & interviews 	<p>Efficiency is satisfactory. Finland sends a large number of JPOs with comparatively low costs and administrative inputs compared to other donors. A third year of assignment automatically awarded would further increase administrative efficiency by reducing the proportion of fixed expenses in rela-</p>

			tion to total cost of a JPO and by diminishing time MFA staff uses for negotiating cost-sharing arrangements. However, more staff time dedicated to supporting the JPOs would bring results in retention and information.
Efficiency as foreign policy instrument	<ul style="list-style-type: none"> • Would there be more efficient methods to achieve the objectives? In foreign policy (more investment in fewer JPOs as against less in larger numbers?) • Is the length of the posting appropriate? • Is sufficient follow-up & support provided to JPOs in order to promote their recruitment in organisations? 	<ul style="list-style-type: none"> • MFA data & interviews • end of assignment reports 	<p>The JPO programme is currently not at all efficient in maximising retention rate of Finnish JPOs. A lot of money is spent and few JPOs retained. Increasing the number of years fully paid and better mentoring, career development guidance and lobbying are needed to improve efficiency.</p> <p>Increasing the number of Finns in the UN via the NCE is also a valuable method. The staff are permanent and considered internal in recruitment processes (unlike the JPOs). However there are few opportunities, and they in a narrow field.</p>
Efficiency as development policy instrument	<ul style="list-style-type: none"> • Percentage of ex JPOs involved in international questions (development, trade, etc) later in their professional lives 	<ul style="list-style-type: none"> • Comparison with UNV & JED costs 	<p>JPOs are somewhat more costly than JEDs, but much more so than UNVs.</p> <p>Capacity building aims are successful – training allowance greatly appreciated and most JPOs learn a lot on-the-job as well as via structured training opportunities.</p>

	<ul style="list-style-type: none"> • Has there been timely & cost effective achievement of objectives of: <ul style="list-style-type: none"> • capacity building of JPOs • successful performance outcomes for recipient organisations • successful outcomes for local development 		Difficult to assess the outcomes for local development as many posts are administrative or generalist and removed from grassroots activities.
Finnish value-added	<p>Are there good or bad working traits that Finnish JPOs bring to their assignments?</p> <p>Are Finns expected to bring contacts with Finnish companies or institutions?</p> <p>Should Finland consider recruitment of non-Finns to JPO posts?</p>	<p>Interviews with recipient organisations</p> <p>Interviews with other donors about their practices of using serving JPOs</p> <p>Interviews with MFA staff</p>	<p>Most JPOs identify with certain Finnish and/or Nordic values (such as transparency, timeliness, work ethics, reliability, equality). They do not in general see as their role to create contacts with Finnish companies but can envisage liaising with universities or NGOs. Most consider they could play a much more important role as information sources and facilitating contacts for the MFA. Individual JPOs normally bring visibility and good reputation for Finland.</p> <p>Recruitment of non-Finnish JPOs would not be recommended, partly for reasons of effectiveness and efficiency, as well as lack of contribution to Finnish value-added. However non-OECD UNV posts could be considered.</p>

7 CONCLUSIONS AND LESSONS LEARNED

In general, this is a valuable programme of the MFA which is meeting its specific objectives. However, there appears to be a lack of coordination between the policy instruments, and the JPO programme has low visibility within the MFA. For instance, the JPOs are not mentioned within the Multilateral Development Policy and the foreign policy function of the JPO programme is not taken advantage of. In practice, the programme is handled as if only (multilateral) development policy although in internal documents and among staff, the foreign policy objectives are clearly present. As tool of foreign policy, the low retention rate has limited the long term effectiveness, but the constant flow of JPOs keeps Finland visible. Finland 'hits above its weight' in the provision of JPOs to multilaterals – both in absolute numbers and in proportion to the population there are a lot of Finnish JPOs. Amongst the Nordic donors it is the largest provider. It does so efficiently and relatively effectively, however the long term impact is less. The challenge is to improve the quality of the programme, achieving greater retention but more importantly, improving the links and information sharing of JPOs with Finland.

Prior to the 1980s the JPO programme was one of the few ways for young people to gain long term professional experience internationally, particularly in developing countries. Some returned JPOs spoke of giving slide shows and carrying out development education at home. Consequently it served as an important tool in opening up Finland to the world. It is now less important as Finland is more internationalised.

What is the value of having Finns in multilateral organisations? The Evaluation Team concludes that as a small country, Finland can benefit from having presence in the multilateral system, including current and former JPOs who know how the system works and are able to network. This can bring both tangible benefits (for instance, via links with research organisations or the private sector, and improved political influence and development cooperation) and non-tangible (such as sharing the generally-accepted values of Finns, like transparency, good governance, human rights, equality, etc).

Finland is under-represented in the UN. The National Competitive Recruitment Exam (NCRE) has been a good method to get permanent administrative-type posts in the UN Secretariat, in peacekeeping operations or some other UN organisations (eg. UNEP). The NCRE was held in Finland in 2010 for the first time in a decade. The exams are in the following fields: administration, humanitarian affairs, publicity (public information) and statistics. The posts are in P-1 and P-2 positions and are considered as internal permanent posts therefore the successful candidates are better placed than JPOs to continue in the UN. However, while the JPO programme gives more flexibility, working with a range of organisations in more technical roles, these two are managed totally separately from each other in different departments of the MFA. There has been a new programme launched – the Young Professionals Programme – in which Finland will participate in 2011, instead of the NCRE.

CIMO has introduced a very professional approach to the recruitment, with an excellent web site and record keeping, and good communication with all parties. One conclusion of the discussions with CIMO's JPO recruitment staff is that while they have strong experience in recruitment in Finland they have insufficient development country experience. As a result they focus more on professional and substantial issues related to the job descriptions than to the personal capacity of the candidates to work in very different cultural context. Insufficient consideration is also given to the family conditions of the applicant, such as asking for instance about the interest and expectations of the spouse and children to join the applicant in a developing country. In practice it has appeared as if the applicants were applying the post in Finland, with insufficient probing of motivation and personal issues. In addition, too much emphasis has been given to the results of the psychological assessment (without giving the recipient organisation the opportunity to make a judgement about the findings).

The separation of the recruitment function from the MFA has had the unfortunate side-effect of decreasing the visibility of the JPO programme within the MFA. There is some overlapping of duties between KEO-40 and CIMO as not all recipient organisations or JPOs understand the division clearly, however this is probably not a significant problem as the communication between staff is good.

The MFA currently lacks a common shared view and a clear linking of JPO policy to plans, implementation and follow up. Without a management decision, it has been left very much up to individual staff how much time they devote to contacting JPOs, including in Embassies in countries where Finnish JPOs are stationed. Views of embassy staff have varied on the value of contacting JPOs, however the Evaluation Team considers that they are an important source of information, and could facilitate improved coordination between the recipient organisation and the MFA/embassy. Having made a relatively large investment in these individuals the MFA should ensure it is well used.

Not all JPOs will stay in the multilateral organisations, but the experience is nevertheless valuable in their future work. It also brings back an appreciation of the work of multilaterals to Finland. It is perhaps not a cost effective way to produce development professionals for bilateral cooperation – that might be better done by focusing on bilateral junior postings. A JPO stint is also a valuable experience for future Finnish diplomats or permanent MFA staff.

In general it can be concluded that as a tool for achieving development outcomes, it is probably not very effective, given that JPOs are too far from grassroots, yet too low level and in too few overall numbers to achieve significant changes in the large multilateral bureaucracies. However, as individuals they are able to make a very good contribution and most feel their tasks are related to the MDGs and the Finnish Development Policy. As tool for producing experienced development practitioners, the programme is very effective, with 83% of respondents to the questionnaire reporting that they have continued to work in development/international cooperation at some

point after their JPO assignment. There are many ex-JPOs who have subsequently worked for the MFA and were able to use their experiences to directly support Finnish foreign policy and development programmes. Others have moved on to work in bilateral development activities or research related to development questions. During the evaluation, the Evaluation Team were able to make contact with many Finns still working for the multilateral organisations, some at high levels. As a personal career move, most JPOs are very appreciative of the experience, but just wish for more support with next step. In general it is a very good programme – with more clearly spelled out policy goals and logical actions stemming from them, it would be even better.

8 RECOMMENDATIONS

(This section has been reorganized and mini-edited, if needed, and sub-headings added by EVA-11 for greater clarity and legibility. The original recommendations are in Annex 8.)

Policy level

- 1 The MFA should make the JPO programme more visible within the ministry and improve its link with other policies and departments.**

The programme is currently suffering from low visibility and status.

- 2 Make the foreign policy goal of feeding Finns into international organisations of the JPO programme visible also to the outside, including the potential future JPOs and applicants.**

For the moment, this policy objective is clearly visible only in internal policy papers, which contributes to a disconnect between policy and reality in implementation.

- 3 A policy decision is needed on how, and whether, to tackle, or not, the strong gender imbalance of the JPO programme. CIMO should also consider means to try to correct the gender bias in favour of women in the selection of JPOs.**

Increasing the percentage of male JPOs would most likely lead to increase the retention rate of Finns, as Finnish men have had a higher retention rate than women, contrary to other nationalities. International organisations could be asked to add to JPO post announcement for Finland ‘male candidates are encouraged to apply’, and targeted recruitment processes could be used.

- 4 A management decision is needed regarding policy and action plan to direct embassies and unit/sectoral staff to plan more time with JPOs.**

Sector advisors, country and thematic desks and all other staff should be more involved in briefing the out-going JPOs and keeping in touch with them. Particular-

ly staff members with experience from the country/region and/or organisation where the JPO is sent should give guidance to the JPOs. As the staff turnover is high, the transfer of coaching functions to another person should be guaranteed. Ex-JPOs could be used as coaches, too; the question is how to organise this system and keep it going.

Retention of Finnish JPOs in the multilateral organizations

5 The MFA should take as a serious concern on the low retention rate of Finnish JPOs in the international organizations.

The low rate of retention weakens significantly the foreign policy effectiveness and efficiency of the JPO programme.

6 More resources should be used for the JPO programme.

With the cost of one JPO (i.e. sending out one JPO less annually) the unit responsible for JPO -programme at MFA could better manage the new coaching and follow-up system. If more extensive and intensive coaching and monitoring of JPOs increases the retention rate, say, by 10 more JPOs retained per year, the extra spending would significantly increase the effectiveness and efficiency of the JPO programme's foreign policy goals and reduce the development policy objective effectiveness only very marginally, resulting in a total increase of effectiveness.

7 In order to improve the retention rate of Finns, at least a three year placement is necessary. In order to increase chances of retention and to reduce workload at the MFA, the standard JPO assignment should be two years, with a third fully-funded year automatic when all parties agree. MFA should prioritise quality over quantity.

An automatic extension, when all parties agree, would greatly reduce the administrative work load of the responsible unit (KEO-40). In exceptional cases and when there is a promise of retention, a fourth year could be cost-shared. In the best case the JPO assignment should combine both field and HQ. If this requires sending out fewer JPOs, this is not a big problem.

8 In the selection process of JPOs, pay attention to motivation and long-term commitment to work in international affairs, development cooperation and in international organisations as a career and preferably select candidates who are committed to a full three year assignment.

9 Divide the funded JPO posts into clearly retention-oriented ones (foreign policy objective) on one hand, and into development expert training-oriented posts, on the other.

Foreign policy-directed posts might be mainly based in central or regional HQs, and filled by JPOs who are more career-minded and working at policy level. The development policy-linked posts would be mainly field-based, and with a more hands-on, technical skill base. For the development posts, extra points should be

given in recruitment for previous experience in development-related tasks and motivation to work in the long term in development cooperation.

- 10 As the retention rate of Finnish male JPOs is higher than that of females, advertise the JPO programme actively among potential male candidates, and consider positive discrimination at the recruitment stage.**

JPO-post Selection and Recruitment

- 11 Avoid dispersing efforts with a host of organisations and concentrate on fewer ones to create critical mass. Support organisations with good supervision and high retention rates. Quality of posts and supervision should be taken into account in the selection of future posts. A new post in the same unit as an earlier JPO is serving, should not be agreed upon unless it is certain that the JPO will not try for retention.**

- 12 The embassies should be used systematically to check out the departments and supervisors of proposed JPO posts. The quality of briefing or induction courses offered by the international organisations should be taken as a criterium for post selection.**

In this, the JPOs on post are a valuable source of information. At present, some JPOs do not get any induction/briefing at all when assuming a field post.

- 13 Recognition is needed that the job descriptions of JPO posts are imperfect as a recruitment tool. It should be emphasised to the candidates that they need to be flexible, set their aims low to start with, and that they possibly will need to create their own job description with the supervisors.**

- 14 A long list of ten candidates could be sent to more UN organisations, in addition to JPOSC, for discussion. It is important to obtain the opinions of the supervisors and recipient organisations early during the recruitment.**

CIMO could then select the final batch of applicants to be tested together with the organisation. A long list may be a good solution for some organisations to improve quality and ownership, and improve the matching with the specific needs of the post.

- 15 A greater number of shortlisted candidates should be sent to recipient organisations for interview avoiding the situation of one or two candidates only. The JPOSC Recruitment Guidelines should be used for all organisations managed by them to ensure treatment of the JPOs as internal candidates.**

Inclusion in the interview of the recipient organisation supervisor of the JPO should be strongly encouraged, in order to ensure that they have defined the appropriate personal characteristics and have ownership of the result.

16 More linkages are needed between CIMO, FIOH and the relevant MFA staff, to improve information sharing, including six-monthly tripartite meetings to analyse experiences from the field. CIMO or whichever organisation is responsible for recruitment, should prepare annual technical and financial reports for the MFA. Consideration could also be given to sending the list of selected and unsuccessful candidates to the MFA with justifications.

17 Further discussion internally in the MFA is needed regarding the need for such intensive psychological assessment. Do not eliminate candidates on the basis of aptitude assessments only unless a serious problem, and use the test results as reference only.

Alternatives might include shortening the assessment or removing it altogether, or at least changing the format. Tendering the contract could be considered. If the psychological assessment is continued, all assessed candidates should still proceed to the final interview. The results should be provided to the interviewing panel from the recipient organisation, verbally, unless they are attending the interview in person, to allow them to consider the information when selecting the JPO from the shortlisted candidates.

18 A new aptitude assessment should be allowed when applying for a different post even before two years have passed.

It is inappropriate and unfair that those candidates who have scored only one or two in the assessment when applying for a JPO post are unable to re-apply for a different post for two years. Due to the age at graduation of most Finns, the two year 'quarantine' is a definitive ban from being a JPO for many candidates.

19 The JPOs should be strictly required to deliver an end-of-assignment report, including in cases of early return and retention. End of assignment reports shared with CIMO and FIOH should actively be used to improve learning regarding outcomes.

The report should be circulated to all relevant instances at the MFA involved with the selection of JPO posts, and conclusions about the Utilise embassies and the JPO and ex-JPO database as a two-way resource and information channel concerning posts and organisations.

It could be used to identify successful profiles, retention chances, to understand whether the selection process was appropriate and useful in matching the JPO assignment needs in the post; whether a different type of psychological testing would be beneficial; what the reasons have been for early returns; etc..

20 The selection process should be able to eliminate the 'Generation Y' effect. Put more weight on motivation, long-term commitment and future potentialities than on past experience only.

Candidates too ambitious and too conscious about their professionalism do not make good JPOs in the long term nor do those who do not have the patience to stay on the same post for at least two years.

21 Targeted recruitment may be needed for difficult posts for reasons of language or professional skills needed. Consideration should be given to the possible pool of candidates prior to choosing a JPO post for funding. CIMO could more actively approach key Finnish institutions or NGOs, or ask the recipient organisation for recommendations of previous interns and, in order to reduce gender imbalance, make contacts with technical universities/faculties for certain posts.

22 Language testing during recruitment should be considered.

At least in English but possibly also in other relevant languages.

Briefing

23 The briefing system, preparatory course KEVALKU, should be better designed to support Finnish JPOs to work in international organisations. The time in the programme dedicated to international/multilateral organisations should be increased, former and current JPOs used as resource persons and/or separate sessions could be offered to departing JPOs and UNVs.

24 As the hierarchy and bureaucracy of international organisations is a particularly difficult problem for Finns, these issues should be given extra emphasis in the briefing course for JPOs/UNVs.

In the questionnaires, JPOs stressed the value of specific discussions of organisational issues, how to deal with child care and pregnancy, social security benefits, taxation, sexual harassment, etc,

25 KEVALKU can be used to emphasise the responsibilities of the JPOs, when taking up their assignment.

This includes responsibility to stay in touch with the MFA, to provide reports as required, and to assist with advice during the recruitment and briefing of future JPOs.

26 Use actively the database of ex-JPOs, prepared for this evaluation, as an information source for selected JPOs prior to fielding and in KEVALKU. Circulate a list of all JPOs, new and existing, to the MFA staff and embassies and encourage them to make contact with them both in KEVALKU and during the post.

Applicants could be required to make contact with at least two ex-JPOs to get a reality check of conditions - for instance, ex-JPOs from the same sector, country of placement or organisation.

26 Other course options could be considered.

For instance, the UN staff college course offered in Turin. This is expensive but thorough and provides a good network and deep understanding about how to cope with the UN system.

In the post

27 Place more focus on professional contacts between JPOs and MFA staff/embassies. Use the JPOs more effectively as information sources.

28 JPOs should be required to write reports annually or six monthly for MFA and embassies and require the JPO to visit the local embassy on arrival.

After the assignment

29 The ex-JPOs should be given the contacts of Finnish consulting companies at debriefing stage and discuss future options for careers.

30 Organise a coaching and follow-up system for monitoring and supporting the career development of JPOs.

This requires a high level commitment to instruct staff at HQ and in embassies/delegations to spend more time finding information about suitable future posts, the follow-up of present posts and their working environment and the quality of supervision in the organisations. As most international organisations do not like heavy lobbying and the MFA staff is visibly reluctant to engage in deeper lobbying, a coaching and monitoring system may be better suited for the 'Finnish way' of preparing the Finnish JPOs better for a future career in international organisations. Alternatively, a management decision is needed to support lobbying for retention of JPOs (and Finns in general) within the multilaterals.

31 Use the database of the ex-JPOs to circulate possible postings, short term assignments, emergency rosters and information to them.

It cannot be expected that Finns will make links with and consider Finland and Finnish interests in the multilateral organisations, if they are not kept informed of policy developments, potential linkages, etc. The MFA has a valuable resource of ex-JPOs but currently they are not used, unlike other donors

Other

32 Further discussion is needed whether Finland wishes to support non-OECD young experts. Consideration could be given to funding a quota of non-OECD nationals as UNVs.

Particularly citizens of Finland's priority partner countries who have previously been involved in bilateral projects or studied in Finland could be consid

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ANNEX 1 TERMS OF REFERENCE

Development Evaluation (EVA-11)
Office of the Under-Secretary of State
Ministry for Foreign Affairs of Finland

1.12.2010

Evaluation of the Junior Professional Officer (JPO) Programme

Terms of Reference

1. Junior Professional Officer (JPO) Programme

The Junior Professional Officer (JPO) programme or Associate Expert (AE) Programme is a multilateral technical cooperation initiative intended for young people, interested in acquiring experience in the development field, sponsored by their respective governments. At the same time, the programme assists the international organizations in their technical cooperation activities by providing JPO services in development initiatives. Currently there are 19 donors altogether funding the JPO programme (see list of all donors in Annex 4).

JPO Programme has been one instrument in Finland's multilateral development cooperation since the 1960's. The purpose of participating in the programme is to promote access of young Finnish experts to international organizations, add to their understanding of the multilateral development policy, increase the number of Finnish development experts, and promote the Finnish know-how in the world. Another purpose is to follow and support the Development Policy of Finland as well as the Millennium Development Goals (MDGs).

The JPO Programme is financed from the Finnish Official Development Assistance (ODA) funds and administrated by the Ministry for Foreign Affairs of Finland (MFA). The JPO Programme is based on contracts between the MFA and some 30 UN-affiliated organizations, the World Bank (WB), and the Consultative Group of International Agricultural Research (CGIAR) (see list of JPO host organizations in Annex 2). The earliest contract with FAO was entered into 8.9.1965.

MFA selects which JPO posts it wants to be assigned to Finnish JPOs and fully covers the costs of JPOs to the respective organizations. The employment is between the JPO and the organization in question. Term of office of a JPO is usually two years. In 2010 there are 90 Finnish JPOs working in different organizations in 38 countries (see list of countries in Annex 3).

While the administration of the JPO programme substance has always been the responsibility of the MFA, the administration of recruiting JPOs has varied over time. Initially there was a recruitment unit in MFA which recruited multilateral experts and JPOs. When the recruitment unit was closed down the recruitment of JPOs was reassigned to the Department for Administration (currently administrative services) of MFA. Psychological tests of the short-listed JPO candidates are carried out by Finnish Institute for Occupational Health which has executed psychological testing from the beginning of the programme in the 1960s.

In connection with the most recent organizational change in MFA in 2008, the administration of recruiting JPOs was outsourced to the Centre for International Mobility (CIMO) for the period of 2008-2011.

1.2 Background to the Evaluation

The Finnish JPO programme has not been evaluated before even though it has been one of Finland's development instrument since the 1960's. However, a few studies and reviews have been carried out. A separate meta-analysis of existing material relevant to the JPO programme will be carried out before the actual evaluation begins. The meta-analysis will collect and summarize the JPO documentation and thus facilitate the start-up of the evaluation.

2. Rationale, Purpose and Objective of the evaluation

Rationale

The rationale of this evaluation rises from the fact that the Finnish JPO programme has been implemented since the 1960's, and yet has not been evaluated before. In addition, an analysis of the current administration system is needed before the contract between MFA and CIMO expires.

Purpose

Purpose of this evaluation is to have an independent assessment of the Finnish JPO programme as a development instrument and provide information on the success of the programme in terms of achieving its goals. Secondly, the purpose is to have an assessment of the administration arrangements of the programme and recommendations on how to develop it.

Objective

The objective of this evaluation is to provide information on the Finnish JPO programme in such a way that it can be used as a tool in future planning and development of the programme.

Users

The information provided by this evaluation will be used by the decision makers as well as the desk officers who work with JPO programme on a daily basis. Information will be used to develop the programme and its administration. In addition, this evaluation will serve as a tool for accountability and will be available to everybody interested in the subject.

3. Scope of the evaluation

This evaluation will cover the administrative aspect of the Finnish JPO programme in 2000 – 2010 including a comparison between different recruitment administrations. The evaluation is also expected to provide information on the individual JPOs, to the extent possible, from the beginning of the programme to the present.

The JPO programme can be divided in four levels: the policy, the administration, the individual JPO and the other donors levels. The evaluation will analyse the JPO programme on all the above mentioned levels taken into account all the actors in the programme which are: MFA, CIMO, Finnish Institute for Occupational Health, JPO host organizations, and JPOs.

United Nations Volunteers (UNV) and Junior Experts in European Union Delegations (JED) programme will be left outside of this evaluation.

The evaluation requires an extensive document collection and analysis, visits to different organizations on both headquarter and field level, and extensive interviews of different parties.

4. Evaluation criteria

The evaluation team is expected to provide a comprehensive analysis of the Finnish JPO programme. The evaluation will utilize the five OECD/DAC development evaluation criteria and the additional criteria of coherence, compatibility, complementarity, coordination, connectedness, and the Finnish value added, as appropriate (see definitions for the criteria in Annex 5). The evaluation team is expected to present a clear attribution of the development evaluation criteria they are planning to use in assessing each evaluation issue as well as their indicators in the inception report. The attribution shall be in a table format (an evaluation matrix).

5. Evaluation issues

The JPO programme should be evaluated at policy, administration, individual JPO and other donors levels taking into account at each level the relevant actors which are MFA, CIMO, Finnish Institute of Occupational Health, JPO host organizations, and individual JPOs.

An adequate consideration of the Finnish development policy priorities including its cross-cutting issues must be shown throughout the evaluation and be taken into account in each issue. The evaluators are expected to identify the Finnish cross-cutting issues respective to each Finnish development policy period. The cross-cutting issues in the current development policy of 2007 are the following:

- ❖ promotion of the rights and the status of women and girls, and promotion of gender and social equality
- ❖ promotion of the rights of groups that are easily excluded, particularly children, people with disabilities, indigenous people and ethnic minorities, and the promotion of equal opportunities for participation
- ❖ combating HIV/AIDS; HIV/AIDS as a health problem and as a social problem

The evaluation must analyse the following issues in accordance with section 3 to the extent possible:

5.1 Policy level:

MFA

- Overall analysis of consecutive Finnish development policies, including cross-cutting issues, and JPO programme as an instrument of implementation of the policies
 - Has JPO programme been influenced over time by consecutive Finnish development policies
 - Possible variation in JPO host organizations and sectors as reflected in the selected posts
- Different MFA guidelines relevant to the JPO programme, namely: UN guidelines, Multilateral guidelines, and JPO guidelines
- JPO programme as a development instrument
 - In achieving its goals
 - In relation to other Finnish development instruments
 - Strengths and weaknesses of the programme

Host Organizations

- Policies and strategies concerning JPOs and/or other personnel as well as JPO programmes

CIMO

- JPO programme as a part of CIMO's activities as a whole and in relation to them (including possible policy regarding mobility and/or JPOs)

- Possible synergy advantages with other activities administrated by CIMO
 - ✓ HEI-ICI
 - ✓ North-South-South network

5.2 Administration

- Division of labour between MFA, CIMO, Finnish Institute for Occupational Health, and JPO host organizations

MFA

- Comparison of JPO administration arrangements in MFA over the years 2000-2010
 - Strengths and weaknesses of different administration models
- Planning and budgeting practices
- Selection of JPO host organizations
 - Does the selection of JPO host organizations reflect Finnish development goals?
 - Does the selection of JPO host organizations reflect MDGs?
 - Mechanisms for exchanging information among donors?
- Selection of individual JPO posts
- MFA's selection process and criteria

JPO Host Organizations

- Regulations/guidelines regarding JPOs
- Evaluation or other similar practices, including possible systematic/structured feed-back from JPOs and using it to further develop JPO programme/assignments
- Planning and design of JPO assignments
 - Field assignments vs. head quarter assignments
 - Do the actual assignments correspond with their job descriptions and are they conducive to career advancement?
 - ✓ Guidance and briefing extended to JPOs
 - ✓ Education and training possibilities
 - ✓ Are the duties and responsibilities meaningful?
- Comparison of experience in different organizations
 - Continuation of JPO's permanent/fixed-term employment in the host organization/at home/elsewhere

- Do the organizations carry out performance assessments regarding individual JPOs?
 - ✓ How do the Finnish JPOs perform in general?
- Contribution to the funding by host organizations

Current recruitment model / CIMO

- Contractual issues
 - Following the contract between MFA and CIMO (1.2.2008)
 - Following the workplan included in CIMO's tender (28.9.2007)
- Administration
 - Comparison with previous administration models (in MFA) during 2000-2010
 - ✓ Strengths and weaknesses of each arrangement
 - Is the personnel capacity and expertise in line with the requirements of the process
 - Possible recommendations on improvement
- The JPO application process
 - How the process has been developed and improved
 - Informing about the JPO programme and vacancies
 - ✓ How and in what forums?
 - ✓ Has the programme become more widely recognized?
 - Preparing the application process
 - ✓ Adverts and their publication
 - ✓ Functioning of the electronic application form
 - ✓ The amount and type of personal guidance required, e.g. what kind of questions are asked?
 - ✓ Does CIMO possess the information and expertise required to give this guidance?
 - Managing applications and preselection
 - ✓ Receiving applications and preselection of applications; what kind of criteria is used in selection?
 - ✓ Preliminary interviews (5 best applicants); sending the short list to host organizations
 - Communication with host organizations including organizing final interviews
 - ✓ Informing selected candidates including accuracy of time schedule
 - ✓ Guidance to selected candidates about employment issues; is it needed? (Should be provided by the employing organization)
 - ✓ Informing rejected candidates
 - ✓ Quality of the recruitment base
 - Can the process be sped up; what would it require?
 - What could be improved or developed?

- Budgeting
 - Has the budgets appropriated to CIMO been sufficient?
 - Has there been any changes in costs?
 - JPO budget allocation in relation to the total CIMO budget
- What kind of statistics have been compiled about applications and recruitings?
Is there a systematic electronic database?
- Cooperation with the Finnish Institute for Occupational Health
 - process of organizing psychological tests
 - How is the cooperation between CIMO and Finnish Institute for Occupational Health implemented?
- Cooperation and authority in respect of other stakeholders (MFA, JPO host organizations, JPOs etc.)
 - Announcement to The Social Insurance Institution of Finland (KELA) about selected JPOs (for moving abroad not to affect their social security in Finland)
 - Areas of responsibility and authority of each of the stakeholder organization, and their functionality

Finnish Institute for Occupational Health

- Psychological testing
 - Methodology
 - Selection criteria
 - Description of the psychological testing
 - Feedback to the JPO candidates
 - Handling of the psychological test files; who is responsible for archiving and are copies of them distributed to some organizations, where?
 - Has there been changes in testing over time?
 - Statistics on JPO candidate gradings (for example, how many have received excellent grading?)
- What kind of characteristics are preferred in JPOs?

5.3 Individual JPO level:

- Overall statistics on JPOs
 - Rate of JPOs per year
 - ✓ gender distribution
 - ✓ distribution between single JPOs, JPOs with spouse and JPOs with families
 - Rate of drop outs
 - Rate of former JPOs who still work with multilateral organizations and/or development cooperation

- Experiences of individual JPOs including
 - Guidance and education and training possibilities
 - Possible discrimination and/or harassment
- JPOs as an information channel between Finland and JPO host organizations
- Finnish staff members in different positions in JPO host organizations
 - Their background (JPO or some other)
 - Their current status in organization or development cooperation
- The extent to which the division of labour between MFA, CIMO and JPO host organizations is perceived by individual JPOs. Are JPOs aware of the responsibilities and division of labour between different organizations involved in the recruitment process?
- Motivation of JPOs to apply for open vacancies in development cooperation, are they interested in working with development cooperation?
- Assessment of the influence of JPO programme on the assignments and careers of the participants after their JPO period

5.4 Other donors

- Finland's cooperation with other donors and stakeholders regarding the JPO programme
- A short and concise comparison and analysis of JPO programmes of a few other countries which have a JPO programme similar to Finland
 - Best practises

6. Methodology and work plan

The evaluation must be reliable, credible and evidence-based. The evaluators must carefully define and explain the methodologies and indicators as well as sources of information to be used. The evaluators are expected to utilize multiple evaluation and analysis tools in the evaluation.

7. Expertise required

The expertise required is specified in the Instructions to Tenderers (ITT) which constitutes Annex A of the Tender dossier.

8. Reporting

The evaluation team must submit the following deliverables:

- **Inception report**
The Inception report must include a specified and detailed explanation of the methodologies and indicators to be used, a tentative work plan, a division of labour between evaluators, and a time schedule. The inception report must present a clear description of the development evaluation criteria planned to be used in assessing each evaluation issue as well as their indicators. The description may be in table format (evaluation matrix). Preliminary interviews can be carried out during the desk phase, however, the preliminary interviews must be described in the Inception report, including interviewees and interview questions.
- **Desk study report**
The Desk study report is a concise analysis of the policies, guidelines, and other documents studied for the evaluation. The Desk study report must also contain a plan for the field study, i.e. what kind of questions need to be clarified by interviews, who will be interviewed in the Ministry, what organizations will be visited and who will be interviewed there, outline of the questions to be asked in the interviews etc. It should be noted that assembling relevant documents may be time consuming and that it is the sole responsibility of the Consultant. Preliminary interviews can be carried out during the desk phase, however, the preliminary interviews must be described in the Inception report, including interviewees and interview questions.
- **Presentation on the field findings**
Presentation on the field findings must be given in the field and in Helsinki.
- **Draft final report**
Draft final report amalgamates the Desk study report and the field findings. The MFA and the relevant stakeholders will submit comments on the Draft final report to the consultant within three weeks after receiving the Draft final report. The Draft final report is commented only once by the Ministry. The commentary round is only to correct misunderstandings and possible mistakes, not to rewrite or edit the report.
- **Final report**
The Final report must be submitted after two weeks after receiving the comments. The Final report must follow the Instructions to Evaluation Authors.
- **Presentation on the evaluation findings**
The evaluation team is expected to give a PowerPoint supported presentation on the evaluation findings in a publishing seminar of the evaluation organized by EVA-11.

Each deliverable is subjected to EVA-11's approval. The evaluation team is able to move to the next phase only after receiving a written statement of acceptance by EVA-11.

9. Time schedule

The evaluation will start on 21.2.2011 and the Inception report must be submitted on 21.3.2011 (after four weeks). The Desk study report must be submitted no later than 9.5.2011. The field phase must be completed by 11.7.2011. The Draft final report will be submitted no later than 8.8.2011 and the Final report no later than 9.9.2011.

10. Budget

The overall budget for this evaluation is 190 000 euro, VAT excluded, which sum cannot be exceeded.

11. Mandate

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on the behalf of the Government of Finland.

12. Authorisation

Helsinki 1.12.2010

Aira Päivöke

Director

Development Evaluation (EVA-11)

Annexes:

- Annex 1 Preliminary evaluation time table
- Annex 2 List of organizations hosting Finnish JPOs (not exhaustive)
- Annex 3 List of current countries with Finnish JPOs
- Annex 4 List of JPO donors
- Annex 5 Definitions for evaluation criteria
- Annex 6 Description of the evaluation process

PRELIMINARY EVALUATION TIME TABLE**ANNEX 1 to the ToR**

ACTIVITY	DATE
Dead-line for Tenders	17.1.2011
Stand-still period completed	18.2.2011
Beginning of the evaluation	21.2.2011
Submission of the Inception report	21.3.2011
Submission of the Desk report	9.5.2011
Beginning of the Field phase	16.5.2011
Completion of the Field phase	11.7.2011
Submission of the Draft final report	8.8.2011
Stakeholder comments	24.8.2011
Submission of the Final report	9.9.2011

**LIST OF ORGANIZATIONS HOSTING
FINNISH JPOS
(NOT EXHAUSTIVE)**

ANNEX 2 to the ToR

CGIAR	Consultative Group on International Agricultural Research
- CIFOR	Center for International Forestry Research
- ICRAF	World Agroforestry Centre
- BIOVERSITY	Bioversity International
- ILRI	International Livestock Research Institute
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
IOM	International Organization for Migration
ITC	International Trade Centre
OCHA	Office for the Coordination of Humanitarian Affairs

OHCHR	Office of the High Commissioner for Human Rights
UNAIDS	The Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNDPA	United Nations Department of Political Affairs
UNECE	United Nations Economic Commission for Europe
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFF	United Nations Forum of Forests
UNFCCC	United Nations Framework Convention on Climate Change
UNFPA	United Nations Population Fund
UNHABITAT	United Nations Human Settlements Programme
UNHCR	United Nations Refugee Agency
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNISDR	United Nations International Strategy for Disaster Reduction
UNODC	United Nations Office on Drugs and Crime
UNRWA	United Nations Relief and Works Agency
UN SECRETARIAT	United Nations Secretariat
WB	World Bank
WFP	United Nations World Food Programme
WHO	World Health Organization
WMO	World Meteorological Organization

**LIST OF CURRENT COUNTRIES
WITH FINNISH JPOS**

ANNEX 3 to the ToR

Austria	Laos
Azerbaijan	Lesotho
Botswana	Libanon
China	Malesia
Costa Rica	Mozambique
Dominican Republic	Nepal
El Salvador	Rwanda
Ethiopia	Sambia
Fiji	Senegal
France	Suriname
Germany	Switzerland
India	Tanzania
Indonesia	Thailand
Israel	the Ivory Coast
Italy	Turkey
Jordania	Uganda
Kambodza	USA
Kazakhstan	Vietnam
Kenya	
Kosovo	

1. Australia
2. Austria
3. Belgium
4. Denmark
5. Finland
6. France
7. Germany
8. Italy
9. Japan
10. Liechtenstein
11. Luxembourg
12. Netherlands
13. Norway
14. Poland
15. Republic of Korea
16. South Africa
17. Spain
18. Sweden
19. Switzerland

DEFINITIONS FOR EVALUATION CRITERIA ANNEX 5 to the ToR

The five OECD/DAC criteria are defined in “Evaluating development cooperation. Summary of key norms and standards, 2nd edition” as following:

1 Relevance

The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In evaluating the relevance of a programme or a project, it is useful to consider the following questions:

- To what extent are the objectives of the programme still valid?
- Are the activities and outputs of the programme consistent with the overall goal and the attainment of its objectives?
- Are the activities and outputs of the programme consistent with the intended impacts and effects?

2 Effectiveness

A measure of the extent to which an aid activity attains its objective. In evaluating the effectiveness of a programme or a project, it is useful to consider the following questions:

- To what extent were the objectives achieved/are likely to be achieved?
- What were the major factors influencing the achievement or non-achievement of the objectives?

3 Efficiency

Efficiency measures the outputs – qualitative and quantitative – in relation to the inputs. It is an economic term which is used to assess the extent to which aid uses the least costly resources possible in order to achieve the desired results. This generally requires comparing alternative approaches to achieving the same outputs, to see whether the most efficient process has been adopted. When evaluating the efficiency of a programme or a project, it is useful to consider the following questions:

- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the programme or project implemented in the most efficient way compared to alternatives?

4 Impact

The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions. When evaluating the impact of a programme or a project, it is useful to consider the following questions:

- What has happened as a result of the programme or project and why?
- What real difference has the activity made to the beneficiaries?

5 Sustainability

Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable. When evaluating the sustainability of a programme or a project, it is useful to consider the following questions:

- To what extent did the benefits of a programme or project continue after donor funding ceased?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?

The additional criteria can be defined as following (Caldecott, Halonen, Sørensen, Dugersuren, Tommila & Pathan 2010: Evaluation of the Sustainability Dimension of Addressing Poverty Reduction: Synthesis of Evaluations):

6 Coherence

Coherence describes whether activities are in line with internal policies and strategies, and in harmony with those of other ministries involved in development cooperation.

7 Compatibility

Compatibility (or alignment) relates to how well the goals of Finland's development policy or partner country's development policy are taken into account in planning and implementing activities.

8 Complementarity

Complementarity relates to how well concurrent activities support one another, and the specific skills and benefits that various partners in an activity or a region can bring to achieving desired outcomes.

9 Coordination

Coordination (or harmonisation) describes the interaction with relevant groups and other donors in a partner country, ideally so that synergies occur and conflicts or overlaps do not.

10 Connectedness

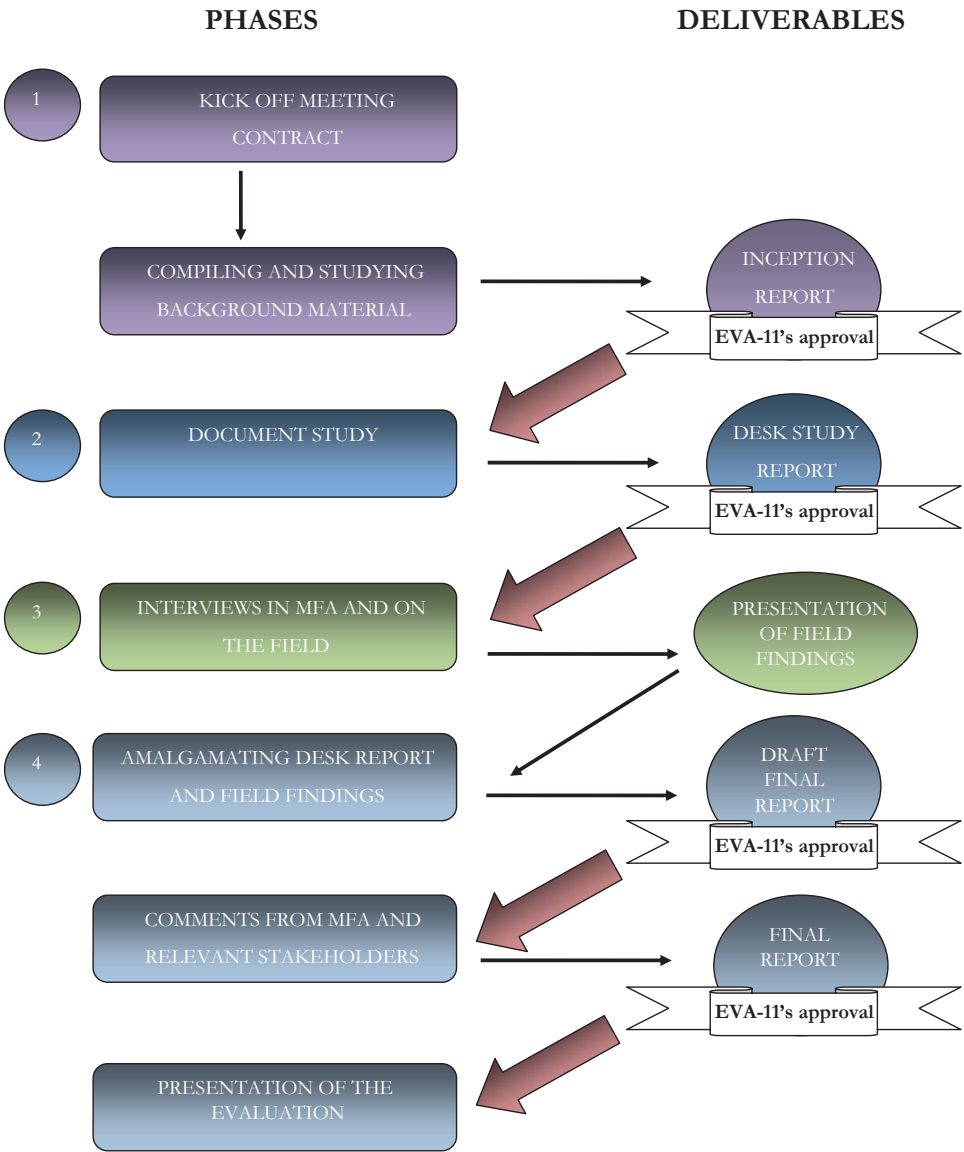
Connectedness relates to the linkages between systems that are being targeted by an activity and other systems that may affect outcomes (i.e. vulnerability or resilience to external factors).

11 Finnish value added

Finnish value added describes the contribution to an activity of knowledge, skills, approaches, priorities and processes that are specifically Finnish in nature.

DESCRIPTION OF
THE EVALUATION PROCESS

ANNEX 6 to ToR



1 INCEPTION PHASE

- 1. Signing of the Contract.
- 2. Meeting between EVA-11 and the evaluation team.
- 3. The team will familiar itself with the background material provided by EVA-11 and supplement it if necessary.

4. The team will submit an Inception report which clarifies the methodology, division of work and timetable of the evaluation.
5. After EVA-11 has given a written statement of accepting the Inception report the team is able to progress to the next phase.

2 DESK STUDY PHASE

1. The team carries out the document study.
2. The team will submit a Desk Study report.
3. The Desk Study report clearly states the issues that need to be further clarified through interviews. The Desk Study report contains a list of intended interviewees as well as the interview questions.
4. After EVA-11 has given a written statement of accepting the Desk Study report the team is able to progress to the next phase.

3 FIELD PHASE

1. The team organizes and carries out the interviews after EVA-11/Embassy has made the first contact with intended interviewees both in the Ministry and in the field.
2. The team carries out a field study.
3. The team gives a presentation on the field findings in the field and in Helsinki.

4 REPORTING PHASE

1. The team amalgamates the Desk Study report and the field findings into a Draft Final report
2. After EVA-11 has given a written statement of accepting the Draft Final report it is sent to a round of comments. Comments are asked from MFA staff and other relevant stakeholders. The Draft Final report shall be commented only once.
3. After receiving the comments the team finalizes the report into a Final report.
4. After EVA-11 has accepted the Final report the team gives a presentation on the evaluation results in a public seminar organized by EVA-11.

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