



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II



Evaluation on Finland's Development Policy and Cooperation

2017/3a



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

Fida International

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2017/3a

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ACRONYMS AND ABBREVIATIONS

AAP	Accountability to Affected Populations
CBO	Community Based Organisation
CCO	Cross-Cutting Objective
CEPAC	Communauté des Églises de Pentecôte en Afrique Centrale
CO	Country Office
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society
CSO2	Evaluation 2 on the Civil Society Organisations Receiving Programme Based Support and Support for Humanitarian Assistance
DAC	Development Aid Committee
DC	Development Cooperation
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
ECHO	European Civil Protection and Humanitarian Aid Operations
EM	Evaluation Matrix
EU	European Union
EU-CORD	European Union Christian Organisations in Relief and Development
EVA-11	Development Evaluation Unit
Fida	Fida International
FS	Food Security
HA	Humanitarian Assistance/Aid
HA Unit	Unit for Humanitarian Assistance and Policy
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunity Deficiency Syndrome
HQ	Headquarter
HRBA	Human rights based approach
IDP	Internally displaced person
INGO	International non-governmental organization
IP	Implementing Partner
KEPA	Umbrella organization for Finnish CSOs
LDC	Least Developed Country
LFA	Logistical Framework Analysis
LRRD	Linking Relief, Rehabilitation and Development

MDG	Millennium Development Goal
MFA	Ministry for Foreign Affairs (Finland)
NFI	Non-food items
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD/DAC	Organisation for Economic Co-operation and Development Development Assistance Committee
PBS	Programme Based Support
PCM	Project Cycle Management
PLWD	People Living With a Disability
PMER	Planning, Monitoring, Evaluation and Reporting
PMU	Pentecostal Mission Unlimited (Sweden)
PQ	Program Quality
PSS	Psycho-Social Support
RBM	Results-Based Management
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
VOICE	Voluntary Organisations in Cooperation in Emergencies

TIIVISTELMÄ

Vuosien 2010 ja 2015 välillä Fida International (Fida) työskenteli yli 40 maassa, hajauttaen hallintoa alueille vuonna 2013. Fidan kehitysyhteistyö ja humanitaarinen apu ovat luontainen osa sen helluntailaista lähetystyötä, jolla se vahvistaa paikallisia kirkollisia kumppaneitaan. Fidan budjetti vuonna 2015 oli 9,1 M€, josta 7,8 M€ ohjelmataukea ja 1,3 M€ humanitaarisen avun rahoitusta. Fidan pääasialliset vahvuudet ovat sen työskentely hyödynsaajien ja sidosryhmien kanssa, suomalainen tunnistettavuus, resurssien vipuvaikutus, ja henkilöstön korkeatasoinen sitoutuneisuus niin Fidalla kuin sen kumppaneillakin. Fidan vaikutus on suurinta sen kansallisissa jäsenkirjoissa. Tarkoitettut vaikutukset ovat tavallisesti positiivisia niin hyödynsaajille kuin oikeudenhaltijoille, mutteivät aina hyvin määriteltyjä, mitattuja tai raportoituja. Kumppanien, hyödynsaajien ja sidosryhmien osallistuminen, omistajuus ja organisatorinen kestävyys ovat yleisesti ottaen hyviä.

Fidalla on kahdenlaisia rajoitteita; 1) rakenteellisia rajoituksia ja 2) organisatorisia puutteita. Rakenteelliset rajoitukset johtuvat vastuista neljälle erilliselle toimijalle (Suomen helluntailainen kirkko, kansalliset kirkkokumppanit, Suomen Ulkoasiainministeriö (UM) ja kenttähenkilöstö) sekä tasapainoilusta lähetystyön ja sosiaalityön toimintojen välillä. Suurimmat organisatoriset puutteet liittyvät epätasaiseen tekniseen tukeen ja selkeään ydinsaamisen puutteeseen; sitoutumiseen kumppaneihin ja niiden kapasiteetin kehittämiseen; ohjelmien epätasaiseen laatuun; sekä riittämättömän huomion keskittämiseen vaikutuksiin (impact) ja kestävyteen (sustainability). Taloudellinen kestävyys kumppani- ja hyödynsaajatasoilla on heikkoa. Fidan humanitaarisen avun ja ohjelmatuen välillä on harvoin yhteyttä., eikä UM:lla ole siihen kannustavaa ohjaavaa mekanismia.

Avainsanat: kansalaisjärjestöt, ohjelmatuki, humanitaarinen apu, Fida International, uskoon perustuvat järjestöt

Fidan pääasialliset vahvuudet ovat sen työskentely hyödynsaajien ja sidosryhmien kanssa, suomalainen tunnistettavuus, resurssien vipuvaikutus, ja henkilöstön korkeatasoinen sitoutuneisuus niin Fidalla kuin sen kumppaneillakin.

Fidas huvudsakliga styrkor är arbete med förmånstagare och intressegrupper, finländsk igenkännlighet, en bra hävstång på resurser och en mycket engagerad personal hos både Fida och IP.

REFERAT

Åren 2010–2015 verkade Fida International (Fida) i över 40 länder. Ledningen decentraliserades till regioner år 2013. Fidas utvecklingssamarbete och humanitära bistånd (HA) utgör en inbyggd del av dess pingstmission för att stärka dess kyrkobaserade genomförandepartners (IP). År 2015 var Fidas budget 9,1 miljoner euro: 7,8 för programbaserat stöd (PBS) och 1,3 för HA. Fidas huvudsakliga styrkor är arbete med förmånstagare och intressegrupper, finländsk igenkännlighet, en bra hävstång på resurser och en mycket engagerad personal hos både Fida och IP. Fida har störst inverkan på sina nationella medlemskyrkor. Avsedda utfallet är vanligtvis positivt för både förmånstagare och rättsinnehavare men inte alltid bra definierat, avvägt eller rapporterat. Generellt positivt är IP:s, förmånstagares och intressegruppers medverkan, ägande och organisatoriska hållbarhet.

Fida har två slags problem: 1) strukturella restriktioner och 2) organisatoriska brister. Strukturella restriktionerna beror på att Fida måste beakta fyra separata grupper (Pingstkyrkan i Finland, nationella kyrkliga partners, finländska utrikesministeriet UM och fältpersonal) och försöker kombinera mission med socialt arbete. Huvudsakliga organisatoriska bristerna handlar om varierande teknisk hjälp och brist på kärnkompetenser, engagemanget gentemot partners och att bygga upp deras kapacitet, varierande programkvalitet samt otillräcklig fokus på inverkan och hållbarhet. Hos IP och förmånstagare är ekonomiska hållbarheten svag. Fida länkar sällan samman HA och PBS och på UM finns inte mekanismer som uppmuntrade till detta.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, Fida International, trosbaserade organisationer*

ABSTRACT

Between 2010 and 2015, Fida International (Fida) worked in more than 40 countries, decentralising management to regions in 2013. Fida's development cooperation and humanitarian assistance (HA) are an intrinsic part of its Pentecostal mission work to strengthen its church based implementing partners (IP). Fida's annual budget in 2015 was € 9.1 million: € 7.8 million for Programme Based Support (PBS) and € 1.3 million for HA. Fida's main strengths are working with beneficiaries and stakeholders; Finnish recognisability; resource leveraging; and high level of staff commitment in both Fida and the IPs. Fida's greatest impact is on its national member churches. Intended impacts are usually positive both for beneficiaries and right holders, but not always well defined, measured, or reported. There is generally good IP, beneficiary and stakeholder participation, ownership and organisational sustainability.

Fida has two types of limitations: 1) structural constraints and 2) organisational deficiencies. The structural constraints are due to responding to four independent constituencies (Finnish Pentecostal church, national church partners, the Ministry for Foreign Affairs of Finland (MFA) and field staff) and trying to combine mission and social work activities. The main organisational deficiencies encompass uneven technical assistance and lack of core competencies; commitment to its partners and to their capacity development; uneven programme quality; and insufficient focus on impact and sustainability. The economic sustainability at IP and beneficiary levels is weak. Fida rarely has linkages between HA and PBS and there is no MFA lead mechanism to encourage it.

Keywords: *Civil Society Organisations, Programme Based Support, Humanitarian Assistance, Fida International, Faith-based Organisations*

Fida's main strengths are working with beneficiaries and stakeholders; Finnish recognisability; resource leveraging; and high level of staff commitment in both Fida and the IPs.

YHTEENVETO

Tausta ja metodologia

Suomen hallitus on myöntänyt ohjelmataukea suomalaisille kansalaisjärjestöille vuodesta 2005 lähtien. Nykyisin tukea kanavoidaan 17 kumppanuusjärjestölle, kolmelle säätiölle ja kahdelle kattojärjestölle.

Kansalaisyhteiskunnan kehitysyhteistyötä ohjaavat sekä Suomen kehityspoliittinen toimenpideohjelma että kehityspoliittinen kansalaisyhteiskuntalinjaus. Lisäksi kansalaisjärjestöjen antamaa humanitaarista tukea ohjaa Suomen humanitaarisen avun linjaus. Tuella pyritään köyhyyden ja epätasa-arvon vähentämiseen. Humanitaarisen avun tarkoitus on ihmishenkien pelastaminen. Kansalaisyhteiskunnan vahvistaminen on näiden tavoitteiden saavuttamisen tärkeä edellytys.

Vuonna 2015 Ulkoasiainministeriö päätti evaluoida monivuotista ohjelmataukea saavien kumppanuusjärjestöjen toiminnan. Evaluointi on toteutettu kolmessa osassa, joista tämä evaluointi on niistä toinen. Evaluointi käynnistyi kesäkuussa 2016 ja siinä arvioitiin kuusi kansalaisjärjestöä, jotka saavat ulkoasiainministeriöltä sekä ohjelmataukea että humanitaarisen avun rahoitusta. Nämä järjestöt ovat: Fida International (Fida), Kirkon Ulkomaanapu, Suomen Punainen Risti, Plan International Suomi, Pelastakaa Lapset ry sekä Suomen World Vision.

Evaluointi kattaa vuodet 2010–2016. Tämän evaluoinnin tavoitteena on arvioida:

- ohjelmatuella ja humanitaarisella avulla rahoitettavien järjestöjen ohjelmien tuloksia;
- ohjelmatuella ja humanitaarisella avulla rahoitettavien järjestöjen ohjelmien merkitystä ja ansioita; ja
- ohjelmatuella ja humanitaarisen avun koordinaatiota ja hallinnointia, erillisinä rahoitusinstrumentteina.

Kuuden järjestökohtaisen arvioinnin lisäksi on laadittu synteesiraportti. Tämä dokumentti on Fidan arviointiraportti.

Fidan omistaa Suomen Helluntaiseurakunnat, joka perusti Fidan 1927 helluntailaisena lähetysjärjestönä ja johtaa sitä edelleen. Fida aloitti kehitysyhteistyön vuonna 1974. Sen tehtävä on kerätä varoja ja hallinnoida projekteja ja ohjelmia lähetystoiminnan, kirkkotuen, kehitysyhteistyön sekä humanitaarisen avun osalta. Fida toimii kansainvälisesti lähinnä paikallisten helluntaiseurakuntien ja kristillisten yhteisöjen kautta. Fidan strategiassa vuosille 2013–2019 kehitysyhteistyö nähdään olennaisena osana sen lähetystyötä kirkkokomppaniensa kapasiteetin vahvistamiseksi niiden työssä yhteiskunnan haavoittuvien ryhmien ja yhteisöjen voimaannuttamiseksi.

Fidan strategiassa vuosille 2013–2019 kehitysyhteistyö nähdään olennaisena osana sen lähetystyötä kirkkokomppaniensa kapasiteetin vahvistamiseksi niiden työssä yhteiskunnan haavoittuvien ryhmien ja yhteisöjen voimaannuttamiseksi.

Vaikka lähetystyö, kirkkotuki, kehitysyhteistyö ja humanitaarinen apu on kaikki yhdistetty hallinnointia varten, niiden rahoitusta ja ohjelmia pidetään erillisinä. Tästä ei kuitenkaan ole linjaavaa asiakirjaa, mikä vaikeuttaa ohjelmien toteutusta.

Fida on läpikäynyt kolme vaihetta vuosien 2010–2016 kuluessa: 1) 2010–2013 Fidan toimintaa johdettiin keskitetysti Helsingistä käsin (kattaen 35 maata ja 68 projektia); 2) 2013–2015 Fida hajautti hallintoa viidelle alueelle (24 maata ja 41 projektia) ja poistui Etelä-Amerikasta; ja 3) 2015–2016 UM:n budjettileikkaukset johtivat henkilöstön, hankkeiden ja kohdemaiden vähentämiseen sekä suurempaan ohjelmakeskeisyyteen.

Fidaa tarkasteltaessa tutkittiin sen toimintaperiaatteita, strategiaa ja UM:n rahoittamaa hankesalkkua (niin ohjelmatuen kuin humanitaarisen avun osalta). Kenttävierailuja tehtiin Kongon demokraattiseen tasavaltaan humanitaarisen avun osalta ja Nepaliin sekä ohjelmatuen että humanitaarisen avun hankkeiden osalta.

Keskeiset havainnot

Tarkoituksenmukaisuus (relevance)

Fidan ohjelmatuki on hyvin linjassa niin sen kokonaisstrategian kanssa (tuki kumppaneille ja lopullisille hyödynsaajille), kuin myös UM:n ja kohdemaiden käytäntöjen kanssa. Ohjelmatuki pohjautuu Fidan vahvuuksiin (helluntalaisverkosto ja suomalaisuus). Toiminnot vastaavat laajalti hyödynsaajien tarpeita. Hyödynsaajat myös osallistuvat hankkeisiin hyvin.

Tuloksellisuus (effectiveness)

Hyödynsaajien valinta on erinomaista ja kunnioittaa humanitaarisen avun periaatteita. Yleisellä tasolla Fidan työn kattavuus on pientä ja hajanaista, mutta paikallistasolla kattavaa ja osallistavaa. Vaikka toiminnot on useimmiten hyvin linjattu hyödynsaajien tarpeiden mukaisesti, teknisessä tuessa on puutteita parhaiden käytäntöjen ja sektorien välisen integraation hyödyntämisessä.

Tehokkuus (efficiency)

Fida tarjoaa rahalle hyvin vastinetta pitämällä kulut alhaisina, rahoittamalla kumppaneita suoraan Suomesta, resurssien vipuvaikutuksen avulla, sitoutumalla kumppaneihin pitkäkestoisesti ja erittäin motivoituneen henkilöstön kautta niin Fidassa kuin toteuttajakumppaneillakin. Kuitenkin tehokkuutta vähentää maantieteellinen ja sektorikohtainen hajonta (maiden välillä ja sisällä), kumppanien suuri määrä sekä pienten ja nuorten kumppanien vaatima korkea tuen määrä.

Vaikutus (impact)

Fidan suurin vaikutus kohdistuu sen kansallisiin jäsenkirkkoihin. Halutut vaikutukset ovat yleensä positiivisia sekä hyödynsaajille että oikeudenhaltijoille, mutta eivät aina hyvin määriteltyjä, mitattuja tai raportoituja. Yksi haluttu, mutta raportoimaton tulos on hankkeiden hyödynsaajien liittyminen helluntalaiskirkkoihin; joissain tapauksissa kirkon jäsenet hyötyvät hankkeista ensimmäisinä, toisinaan kumppanien henkilöstön avustuksella. Fidan koko-

Fida tarjoaa rahalle hyvin vastinetta pitämällä kulut alhaisina, rahoittamalla kumppaneita suoraan Suomesta, resurssien vipuvaikutuksen avulla, sitoutumalla kumppaneihin pitkäkestoisesti ja erittäin motivoituneen henkilöstön kautta niin Fidassa kuin toteuttajakumppaneillakin.

Fidan suurimmat vahvuudet ovat sen sitoutumisessa kumppaneihinsa ja niiden kapasiteetin vahvistamiseen; Fidan tuen tarkoituksenmukaisuudessa, tuloksellisuudessa ja tehokkuudessa lopullisten hyödynsaajien ja sidosryhmien tasolla; Fidan suomalaisessa tunnistettavuudessa; sen merkittävässä voimavarojen vipuvaikutuksessa; sekä Fidan että kumppaneiden henkilöstön vahvassa sitoutuneisuudessa.

naisvaikutusta heikentää en maantieteellinen ja sektorijakauma sekä heikot ja epätasaiset vaikuttamisyritykset. Seurantatyökalut ja raportointi eivät tuo kunnolla esille pidempiaikaisia tuloksia ja vaikutuksia, myöskään kansainvälisellä tasolla.

Kestävyys (sustainability)

Kumppaneiden, hyödynsaajien ja sidosryhmien osallistuminen, omistajuus ja organisatorinen kestävyys ovat yleisesti ottaen hyviä. Suurin heikkous on taloudellisessa kestävyudessa kumppaneiden ja hyödynsaajien tasoilla. Fidan humanitaarisen avun ja kehitysyhteistyön välillä on harvoin yhteyttä eikä UM:lla ole mekanismeja tähän kannustamiseksi.

Keskeiset päätelmät ja suositukset

Fidan suurimmat vahvuudet ovat sen sitoutumisessa kumppaneihinsa ja niiden kapasiteetin vahvistamiseen; Fidan tuen tarkoituksenmukaisuudessa, tuloksellisuudessa ja tehokkuudessa lopullisten hyödynsaajien ja sidosryhmien tasolla; Fidan suomalaisessa tunnistettavuudessa; sen merkittävässä voimavarojen vipuvaikutuksessa; sekä Fidan että kumppaneiden henkilöstön vahvassa sitoutuneisuudessa.

Fidalla on kahdenlaisia rajoitteita; rakenteellisia sekä organisatorisia puutteita. Rakenteelliset rajoitteet johtuvat pääosin vastuistaneljälle toimijallen (Suomen helluntailainen kirkko, kansalliset kirkkokumppanit, UM ja kenttähenkilöstö) sekä yrityksistä yhdistää lähetystyön ja sosiaalityön toimintoja. Merkittävimmät organisatoriset puutteet ovat epätasainen tekninen tuki ja ohjelmien laatu, puutteet ydinosaamisessa ja vähäinen huomio vaikutuksiin ja kestävyteen.

Keskeiset suositukset ovat seuraavat:

1. Fidan tulisi luoda neljä erillistä, pitkäkestoista ja yksityiskohtaista strategiaa, joista kullekin tulisi kehittää selkeät suorituskykyindikaattorit, rahoitus ja selkeät kuvaukset sidoksista niiden välillä: yksi Fidalle maailmanlaajuisesti, toinen lähetysaarnaus- ja lähetystyölle, kolmas humanitaariselle avulle ja neljäs kehitysyhteistyölle. Humanitaarisen avun ja kehitysyhteistyön strategioiden tulee huomioida FIDAn tuen kaksi hyödynsaajaryhmää: sen kirkolliset kumppanit sekä lopulliset hyödynsaajat;
2. Fidan tulisi selvästi määritellä uskonnollisen toiminnan / lähetystyön ja sosiaalisen työn (sekä kehitysyhteistyö että humanitaarinen apu) rajat epäselvyyksien välttämiseksi, sekä tarjota selkeitä tapoja toteuttaa seuranta ja raportointia, myös kumppaneiden kautta;
3. Toiminnan strategisten tavoitteiden on temaattisesti ja maantieteellisesti perustuttava Fidan prioriteeteille ja sisällettävä kriteerit tarkoituksenmukaisuuden ja vaikutuksen parantamiseksi edelleen;
4. Fidan tulisi työssään lähes ainoastaan helluntailaisten sidosryhmien sisällä laajentaa toimintansa rajoja edistämällä sukupuolten välistä tasa-arvoa enemmän ja hankkimalla ei-helluntailaista tukea ohjelmatoiminnan vahvistamiseen, kuten työskentelemällä konsortioissa;

5. Teknisen avun ja ohjelmien laadunhallintaa tulisi kohentaa toimimalla järjestelmällisemmin, sekä asettamalla lopullinen tuensaaja toiminnan keskiöön. Fida tarvitsee parempia indikaattoreita tuloksille, vaikutuksille ja korkeamman tason tuloksille. Fidan tulisi harkita joidenkin sellaisten vahvuusalueiden kehittämistä, joiden avulla saadaan merkittävämpiä tuloksia korkeammalla tasolla;
6. Fidan tulee edelleen vähentää toimintojen maantieteellistä hajontaa ja muodostaa selkeät kriteerit ja ohjeistus toteutuskumppaneille ja projektien valintaan;
7. Fidan halutessa kasvattaa humanitaarisen avun hankesalkkuaan, sen tarvitsee kehittää sisäistä kapasiteettiään ja selkeästi kartoittaa toteutuskumppanit niiden toimintavalmiuksien osalta. Fidan ei tulisi yrittää laajentaa muille humanitaarisen avun sektoreille, vaan sen tulisi harkita pyrkimistä johtavaan asemaan psykososiaalisessa tuessa;
8. Nykyisissä humanitaarisen avun aktiviteeteissä Kongon demokraattisessa tasavallassa toimintaa voidaan parantaa esimerkiksi teknisen tuen, seurannan ja raportoinnin, tarkoituksenmukaisuuden, tuloksellisuuden ja tehokkuuden näkökulmista;
9. UM:n tulisi harkita konsortiossa toimivien kansalaisjärjestöjen tukemista mahdollistaakseen etukäteissuunnittelun, voimavarojen yhteisen kerryttämisen, synergioiden luomisen ja strategisemmän toiminnan vastattaessa humanitaarisiin kriiseihin;
10. UM:n tulisi harkita humanitaarisen avun rahoitusyöyklin muuttamista, jotta se täsmäisi ohjelmatuen/kalenterivuoden sykliin, mikä loisi yhteyden kahden eri tukimuodon välille ja myös tuen monivuotisiin pitkittyneisiin kriiseihin;
11. Sekä UM:n että Fidan tulisi sopia, kuinka Fidan helluntalaisverkostoa parhaiten hyödynnetään korkeamman tason vaikutusten tavoittamiseksi ja helluntalaiskumppaneiden ja -kirkkojen toimimiseksi vahvemmin osana elinvoimaista kansalaisyhteiskuntaa.

SAMMANFATTNING

Bakgrund och metod

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2005. För tillfället ges PBS åt 17 organisationer, tre stiftelser och två paraplyorganisationer.

Utvecklingssamarbetet med civilsamhället styrs av finländska utvecklingspolitiska programmet och utvecklingspolitiska riktlinjer för civilsamhället. Ytterligare styr finländska politiken för humanitärt bistånd humanitära biståndet (HA) till CSO. Stöd till CSO förväntas slutligen minska fattigdom och ojämlikhet och i samband med HA rädda liv. En viktig förutsättning är att civilsamhället stärks.

År 2015 beslöt finländska utrikesministeriet (UM) att låta utvärdera CSO som får flerårigt PBS i tre omgångar fram till mitten av 2017. Denna andra utvärdering (CSO 2) inleddes i juni 2016 och omfattar sex CSO som får både PBS och HA: Fida International (Fida), Kyrkans Utlandshjälp, Finlands Röda Kors, Plan International Finland, Rädda Barnen Finland och World Vision Finland.

Målet är att utvärdera

- resultaten av CSO-program som fått PBS och HA,
- värdet av och starka sidor hos CSO-program som fått PBS och HA samt
- samordningen och förvaltningen av PBS och HA som separata finansieringsinstrument.

I CSO 2 utvärderas åren 2010–2016. Utvärderingen består av CSO-specifika delstudier och en sammanfattande rapport. Denna rapport gäller delstudien av Fida.

Fida grundades som en organisation för pingstmission år 1927. Den inledde utvecklingssamarbete år 1974. Fida grundades, ägs och styrs av Pingstkyrkan i Finland. Dess allmänna roll är att samla in medel och leda projekt och program kring missionsarbete, kyrkligt stöd, utvecklingssamarbete och HA. Internationellt verkar Fida främst via lokala pingstkyrkor och kristna samfund. Enligt dess strategi för 2013–2019 utgör utvecklingssamarbete en inbyggd del av Fidas missionsarbete för att stärka kapaciteten hos dess kyrkliga partners så att de kan stöda sårbara grupper och samhällen i sina länder.

Fastän förvaltningen av missionsarbete, kyrkligt stöd, utvecklingssamarbete och HA slagits samman hålls finansieringen och programmen åtskilda. Detta har dock inte nedtecknats i något dokument, vilket skapar oklarhet i samband med genomförande.

Åren 2010–2016 har Fida genomgått tre distinkta faser: 1) åren 2010–2013 leddes Fidas insatser centralt från Helsingfors (totalt 35 länder och 68 projekt), 2) åren 2013–2015 decentraliserade Fida ledningen till fem regioner (24 länder och 41 projekt) och lämnade Sydamerika och 3) åren 2015–2016 ledde UM:s

Enligt dess strategi för 2013–2019 utgör utvecklingssamarbete en inbyggd del av Fidas missionsarbete för att stärka kapaciteten hos dess kyrkliga partners så att de kan stöda sårbara grupper och samhällen i sina länder.

budgetnedskärningar till färre anställda, projekt och länder och en större programfokus.

Delstudien av Fida fokuserar på riktlinjer, strategier och de projektportföljer som UM finansierade (såväl PBS som HA). Fältarbete gjordes i Demokratiska republiken Kongo kring HA- och Nepal kring både PBS- och HA-portföljen.

Huvudsakliga resultat

Relevans

Fidas PBS ligger bra i linje med dess allmänna strategi (stöd till partners och slutliga förmånstagare) samt UM:s och länders riktlinjer och utnyttjar dess komparativa fördelar (pingstnätverk och finskhet). I verksamheten beaktas i hög grad behoven hos förmånstagare som deltar aktivt i insatser.

Effektivitet

Valet av förmånstagare är mycket bra och respekterar humanitära principerna för HA. Generellt har Fida en liten och spridd täckning som dock är komplett och inkluderande på lokalnivå. Fastän verksamheten huvudsakligen ligger bra i linje med behoven hos förmånstagare finns det dock luckor i tekniska hjälpen då det handlar om att utnyttja bästa praxis och tvärsektoriell integrering.

Resursanvändning

Fida ger bra valuta för pengarna genom att hålla kostnaderna låga, finansiera partners direkt från Finland, få en bra hävstång på resurser, ett långvarigt engagemang för partners och en mycket engagerad personal hos både sig själv och sina genomförandepartners (IP). Detta försämras dock av geografiska och sektoriella spridningen (mellan och inom länder), ett stort antal IP och det omfattande stöd som små och nya partners behöver.

Inverkan

Fida har störst inverkan på sina nationella medlemskyrkor. Avsedda utfallet är vanligtvis positivt för både förmånstagare och rättsinnehavare men inte alltid bra definierat, avvägt eller rapporterat. Ett avsett men orapporterat utfall är att projektförmånstagare går med i pingstkyrkor och i vissa fall är det kyrkomedlemmar som först drar nytta av projekt, ibland hjälpta av personalen hos IP. Fidas samlade inverkan minskar av dess geografiska och sektoriella spridning och svaga och ojämna påverkansarbete. Övervakningsinstrumenten och rapporteringen beskriver inte bra utfallet och inverkan och fungerar inte bra ovanför landsnivån.

Hållbarhet

Generellt positivt är IP:s, förmånstagares och intressegruppers medverkan, ägande och organisatoriska hållbarhet. Den största svagheten är ekonomiska hållbarheten hos IP och förmånstagare. Fida har sällan kopplingar till långsiktig utvecklingsverksamhet och på UM finns inte mekanismer som uppmuntrade till detta.

Fida ger bra valuta för pengarna genom att hålla kostnaderna låga, finansiera partners direkt från Finland, få en bra hävstång på resurser, ett långvarigt engagemang för partners och en mycket engagerad personal hos både sig själv och sina genomförandepartners (IP).

Fidas huvudsakliga styrkor är dess engagemang för sina partners och deras kapacitetsuppbyggnad, dess relevans, effektivitet och resursanvändning hos slutliga förmånstagare och intressegrupper, dess finländska igenkännlighet, en mycket bra hävstång på resurser och en ytterst engagerad personal hos Fida och IP.

Huvudsakliga slutsatser och rekommendationer

Fidas huvudsakliga styrkor är dess engagemang för sina partners och deras kapacitetsuppbyggnad, dess relevans, effektivitet och resursanvändning hos slutliga förmånstagare och intressegrupper, dess finländska igenkännlighet, en mycket bra hävstång på resurser och en ytterst engagerad personal hos Fida och IP.

Fida har två slags problem: strukturella restriktioner och organisatoriska brister. Strukturella restriktionerna beror huvudsakligen på att Fida måste beakta fyra separata grupper (Pingstkyrkan i Finland, nationella kyrkliga partners, UM och fältpersonal) och försöker kombinera mission med socialt arbete. Huvudsakliga organisatoriska bristerna handlar om ojämn teknisk hjälp och programkvalitet, brist på kärnkompetenser och en svag fokus på inverkan och hållbarhet.

Huvudsakliga rekommendationerna är som följer:

1. Fida ska etablera fyra separata långsiktiga och detaljerade strategier med resultatindikatorer, finansieringskällor och en klar beskrivning av kopplingarna mellan dem: en global för Fida, en för dess missionsarbete, en för HA och en för utvecklingssamarbete. I strategierna för HA och utvecklingssamarbete måste Fidas två förmånstagarströmmar tas upp: dess kyrkliga partners och slutliga förmånstagare.
2. Fida ska klart slå fast gränserna mellan religiöst/missionsarbete och socialt arbete (både utvecklingssamarbete och HA) så att det inte förekommer någon som helst oklarhet och sörja för klara sätt att övervaka och rapportera, inklusive via IP.
3. Strategiska inriktningen av insatser måste basera sig tematiskt och geografiskt på prioriteringarna hos Fida och inkludera kriterier som ytterligare stärker relevansen och inverkan.
4. Fida ska råda bot på de begränsningar som beror på dess närupå totalt pingstkyrkliga verksamhetsmiljö genom att främja jämställdhet och få hjälp från aktörer utanför pingstkyrkan för att förbättra sina programresultat, inklusive bilda konsortier.
5. Ledningen av teknisk hjälp och programkvalitet ska förbättras så att den är mer systematisk, baserar sig på slutliga förmånstagare och omfattar hela organisationen. Fida behöver bättre indikatorer för utfall, inverkan och resultat på hög nivå. Fida ska överväga att utveckla vissa kärnkompetenser för att ha en större inverkan på högre nivåer.
6. Fida måste ytterligare minska geografiska spridningen av sin verksamhet och ta fram klara kriterier och riktlinjer för val av IP och projekt.
7. Då Fida vill utöka sin HA-portfölj måste den öka sin interna kapacitet och grundligt kartlägga beredskapen hos IP. Fida ska inte utvidga sin verksamhet till andra HA-sektorer utan överväga att bli ledare inom psykosocialt stöd.
8. I samband med nuvarande HA-insatser i Demokratiska republiken Kongo finns det potential till många förbättringar kring teknisk hjälp, övervakning och rapportering, relevans, effektivitet och resursanvändning.

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9. UM ska överväga att stöda CSO som verkar i konsortier för att planera för framtiden, slå samman resurser, skapa synergifördelar och kunna mer strategiskt reagera på humanitära kriser.
 10. UM ska överväga att ändra perioden för HA så att den motsvarar kalenderårsperioden för PBS för att skapa ett samband mellan de två och ta i bruk en funktion som lämpar sig för fleråriga utdragna kriser.
 11. UM och Fida ska komma överens om hur Fidas pingstkyrkliga nätverk kunde utnyttjas effektivast för att påverka högre nivåer och stimulera pingstkyrkliga IP och kyrkor att utgöra en starkare del av ett livskraftigt civilsamhälle.

In Fida's Strategy 2013–2019 development cooperation is seen as an intrinsic part of its missionary work to strengthen its church partners in their capacity to empower vulnerable groups and communities in their society.

SUMMARY

Background and methodology

The Finnish Government has provided Programme Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2005. Currently, PBS is channelled to 17 organisations, three foundations and two umbrella organisations.

Civil society development cooperation is guided by the Development Policy Programme of Finland and the Guidelines for Civil Society in Development Policy. Additionally, Finland's Humanitarian Policy guides humanitarian assistance (HA) of CSOs. Support to CSOs is believed to ultimately lead to the reduction of poverty and inequality, and in relation to HA, to saving lives. Civil Society strengthening is an important condition for this.

In 2015, the Ministry for Foreign Affairs of Finland (MFA) decided to carry out three rounds of evaluations until mid-2017, on CSOs receiving multiannual PBS. This second (CSO 2) evaluation was kicked-off in June 2016 covering the six CSOs receiving both PBS and HA funding: Fida International (Fida), Finn Church Aid, Finnish Red Cross, Plan Finland, Save the Children Finland and World Vision Finland.

This evaluation aims to assess:

- Results achieved by the PBS and HA funded programmes of CSOs;
- Value and merit of PBS and HA funded CSO-programmes; and
- Coordination and management of PBS and HA as separate funding instruments.

The CSO 2 evaluation covers the period 2010–2016 and it consists of CSO-specific sub-studies and an overall synthesis report. This report concerns the sub-study on Fida.

Fida was established in 1927 as a Pentecostal missionary organisation and started development cooperation in 1974. It was founded, and is owned and directed by the Finnish Pentecostal Church. Fida's overall role is to raise funds and manage missionary, church support, development cooperation and HA projects and programmes. Fida operates internationally mainly through local Pentecostal churches and Christian communities. In Fida's Strategy 2013–2019 development cooperation is seen as an intrinsic part of its missionary work to strengthen its church partners in their capacity to empower vulnerable groups and communities in their society.

Although missionary, church support, development cooperation and HA are all combined for management purposes, funding and programs are kept separate. However, there is no policy document on this, which leads to ambiguities in implementation.

Fida has gone through three distinct phases during the 2010–2016 evaluation period: 1) in 2010–2013 Fida's operations were run centrally from Helsinki (cov-

ering 35 countries and 68 projects); 2) in 2013–2015 Fida decentralised management to five regions (24 countries and 41 projects) and exited from South America; and 3) in 2015–2016 MFA’s budget cuts lead to a reduction of staff, projects and countries, and to increased programme focus.

In the sub-study on Fida, research was done on the policy, strategy and project portfolio funded by the MFA (both PBS and HA). Fieldwork was carried out in the Democratic Republic of Congo (DRC) for HA and in Nepal for assessing both the PBS and HA portfolio.

Main findings

Relevance

Fida’s PBS is well aligned to its overall strategy (partner and final beneficiary support), the MFA’s and countries’ policies, and harnesses its comparative advantages (Pentecostal network and Finnishness). Activities largely respond to beneficiary needs and there is good beneficiary participation in interventions.

Effectiveness

Beneficiary selection is very good and respects the humanitarian principles for HA. Generally, Fida’s coverage is small and scattered, but complete and inclusive at the local level. However, while activities are mostly well aligned with beneficiary needs, there are gaps in technical assistance (TA) in relation to the use of best practices and inter-sectoral integration.

Efficiency

Fida offers good value for money through keeping costs low; funding partners directly from Finland; resource leveraging; long-term commitment to partners; and very motivated staff both in Fida and in its implementing partners (IP). However, efficiency is reduced by: geographical and sectoral scattering (across and within countries); the high number of IPs; and by the high level of support required for small and young partners.

Impact

Fida’s greatest impact is on its national member churches. Intended impacts are usually positive both for beneficiaries and right holders, but not always well defined, measured, or reported. One intended, but unreported result is project beneficiaries joining Pentecostal churches and in some cases church members being the first to benefit from the projects, occasionally with the help of IP staff. Fida’s overall impact is muted by its geographical and sectoral spread, and weak and uneven advocacy efforts. Monitoring tools and reporting do not capture results well at the outcome, impact, and above country levels.

Sustainability

There is generally good IP, beneficiary and stakeholder participation, ownership and organisational sustainability. The greatest weakness is in the economic sustainability at IP and beneficiary levels. Fida rarely has linkages to longer-term development activities and there is no MFA mechanism to encourage this.

Fida offers good value for money through keeping costs low; funding partners directly from Finland; resource leveraging; long-term commitment to partners; and very motivated staff both in Fida and in its implementing partners (IP).

Fida's main strengths are its commitment to its partners and their capacity development; its relevance, effectiveness and efficiency at final beneficiary and stakeholder levels; its Finnish recognisability; its significant resource leveraging; and high level of commitment of Fida and IP staff.

Main conclusions and recommendations

Fida's main strengths are its commitment to its partners and their capacity development; its relevance, effectiveness and efficiency at final beneficiary and stakeholder levels; its Finnish recognisability; its significant resource leveraging; and high level of commitment of Fida and IP staff.

Fida has two types of limitations: structural constraints and organisational deficiencies. The structural constraints are mainly due to being responsive to four constituencies (Finnish Pentecostal church, national church partners, the MFA and field staff) and trying to combine mission(ary) and social work activities. The main organisational deficiencies encompass uneven technical assistance and programme quality, lack of core competencies and weak focus on impact and sustainability.

Main recommendations are the following:

1. Fida should establish four separate, long term and detailed strategies, each with performance indicators, funding streams and clearly explained linkages between each one: one globally for Fida, one for its missionary and mission work, one for HA and one for development cooperation. The HA and development cooperation strategies will have to address Fida's dual beneficiary streams: its church partners and the final beneficiaries;
2. Fida should clearly define the boundaries of religious/mission and social work (both development cooperation and HA) modalities so that there are no ambiguities, and provide clear ways of monitoring and reporting, including through the IPs;
3. The strategic targeting of activities needs to be thematically and geographically based on Fida's priorities with criteria to further improve relevance and impact;
4. Fida should address the limitations of its nearly exclusive Pentecostal environment by promoting more gender equality and enlisting non-Pentecostal assistance in improving its programme performance, including working in consortia;
5. TA and programme quality management should be improved to be more systematic, more final-beneficiary based and agency-wide. Fida needs better indicators for outcomes, impacts and higher-level results. Fida should consider developing some core competencies with which to have greater impact at higher levels;
6. Fida needs to further reduce the geographical scattering of activities, and formulate clear criteria and guidelines for IP and project selection;
7. As Fida wants to increase its HA portfolio it needs to increase its internal capacity and clearly map IPs for their response capacity. Fida should not seek to expand to other HA sectors but should consider becoming a leader in psycho-social support;
8. In the current HA activities in the DRC, several aspects can be improved with regards to TA, monitoring and reporting, relevance, effectiveness and efficiency;

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9. MFA should consider supporting CSOs operating in a consortium so as to plan ahead, pool resources, create synergies and be more strategic for responding to humanitarian crises;
 10. MFA should consider to alter the cycle of HA funding to match the PBS/ calendar year cycle; to create a connection between the two modalities; and to introduce a modality for multi-year protracted crises; and
 11. Both MFA and Fida should agree on how to make best use of Fida's Pentecostal networks to reach higher-level impacts and stimulate the Pentecostal IPs and churches to be stronger part of a vibrant civil society.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic Focus		
<p>Fida has an identity as a missionary organisation wherein the roles of development cooperation (DC) and humanitarian assistance (HA) are at the same time complementary and ambiguous. The overall organisational strategy is to increase church membership and to support church partners. Work to clarify the strategies is ongoing.</p>	<p>Fida has a dual mandate with somewhat contradictory goals for its mission and social work (social work includes all DC and HA activities of Fida) that need better definition in order to decrease ambiguity between the two.</p> <p>The lack of clarity on strategies and organisational roles of DC and HA sustains an ambiguous relationship between Fida's mission and social work activities.</p> <p>Fida pays very close attention to the needs of the MFA and country governments while responding to its church partners priorities and needs.</p>	<p>1. Fida should establish four separate, long term and detailed strategies, each with its performance indicators, for 1) global, 2) missionary and mission work, 3) HA and 4) development cooperation.</p> <p>There should also be a country strategy guided process for partner selection, and project identification and planning to further improve the relevance of activities.</p>
Clear separation of mission and social work activities		
<p>Many activities are implemented close to the church areas of the Implementing Partners (IP), which may be beneficial for logistical and mission reasons but may not address the neediest beneficiaries in a wider zone.</p> <p>One unintended and unreported impact of Fida's social work is that project beneficiaries join Pentecostal churches or are the first ones to benefit from project activities. There have been reports of evangelisation activities combined with social work activities but no proselytization.</p>	<p>The dual mandate of Fida has both positive aspects such as the mobilisation of IPs rooted in civil society and the more ambiguous one of the relationship between churches and beneficiaries.</p> <p>Due to the IPs' community rootedness, Fida's community-based processes and alignment to government policies translates into relevant and appropriate programming for final beneficiaries.</p> <p>Despite the ambiguity between the mission and social work aspirations of Fida and its partners, there does not seem to be any discrimination at the final beneficiary level for neither selection nor service delivery. However, there are occasional doubts (by stakeholders and the evaluation team) on the link between intervention zones and the proximity to Pentecostal churches.</p>	<p>2. Fida should make a greater effort to separate missionary and mission-support activities from their social work activities at all levels (HQ, Country, IP and beneficiaries) and to extent their operational area in the field (both Programme Based Support (PBS) and HA).</p> <p>Fida needs to make evident and report on the relationship between its mission and social work activities, with regular monitoring of IPs and projects. The changes in beneficiary church affiliation need to be reported and explained for transparency.</p>

Findings	Conclusions	Recommendations
Further reduction of portfolio fragmentation		
<p>Thematic and geographical targeting is based on the partners' identification of projects.</p> <p>Fida's projects are relevant and appropriate at the local level, and target the needs and priorities of the beneficiaries. Targeting of activities is driven by IP priorities.</p> <p>Beneficiaries are appropriately selected by the largely locally based IPs.</p>	<p>Fida prioritises working with church partners, who identify activities and target groups, often leading to a geographically and sectorally fragmented portfolio with small and scattered coverage and lacking higher levels of impact.</p> <p>Fida has already reduced the sectors of involvement to three major sectors and is reducing the number of countries it works in to 17 in 2017.</p>	<p>3. The strategic targeting of activities needs to be thematically and geographically based on Fida's priorities with criteria to further improve relevance and impact.</p>
Organisational Capacity		
<p>Fida is dependent solely on Pentecostal networks and lacks proactive engagement with other professional networks outside the regular CSO coordination bodies and humanitarian coordination mechanisms.</p> <p>Fida rarely works with other international CSOs, Finnish CSOs and donors but there is good coordination at country level with national and local authorities, the UN system for HA, Finnish Embassies and national CSO coordinating bodies, when they exist.</p>	<p>Fida is an appreciated partner by all stakeholders and is recognised as being small, faith-based, Finnish and respectful of its partners, however with limited capacities for scalability and international professional connectedness.</p> <p>There is a significant gender imbalance in Fida and its IPs.</p> <p>The nearly 100% Pentecostal environment of Fida and its IPs has both negative and positive implications. The key is to clearly capitalise on the benefits and to work on reducing the disadvantages.</p>	<p>4. Fida should address the limitations of its nearly exclusive Pentecostal focus by promoting more gender equality (internally and partners) and by enlisting non-Pentecostal assistance when it will improve programme performance.</p> <p>By working in consortia, Fida would benefit from cross fertilisation of ideas, easier access to best and common practices and to external expertise.</p>
Capacity and quality of Fida's technical assistance		
<p>Fida and its partners nearly always leverage additional resources from communities, local churches, private donors and sometimes local authorities. Fida's core competencies are IP support and capacity building and grassroots reactivity.</p> <p>Fida has Technical Advisors regionally based but they do not cover the whole organisation nor all the sectors.</p> <p>There is currently no agency-wide programme quality management system; no systematic adoption of best or common practices; no accountability framework; and insufficient attention to sustainability and results as well as IPs' performance.</p>	<p>Between Fida's nearly exclusive Pentecostal focus and current internal organisation, there is significant project quality variability due to incomplete technical assistance and programme quality management.</p> <p>This is exacerbated by the geographical and sectoral spread but compensated by the resource leveraging, the quality of personal contacts and working through church partners with grassroots connections.</p> <p>Between the 2015 budget and the present MFA's CSO 2 evaluation, Fida is already undergoing serious reforms with greater focus and performance improvements. Fida is now poised to renew itself as a much more effective and relevant organisation.</p>	<p>5. Fida's technical assistance and programme quality management should be improved to be more systematic, more final beneficiary based and agency-wide. Fida needs better indicators for outcomes, impacts and higher-level results.</p> <p>The resource leveraging should be encouraged and Fida and its partners should perform detailed accounting and reporting on the amount and impact of leveraged resources.</p> <p>Fida should consider developing some core competencies and expertise complementary to those of other Finnish CSOs with which to have greater impact at higher levels.</p>

Findings	Conclusions	Recommendations
Development Cooperation Performance		
<p>As of 2015, Fida works in 24 countries, with 44 projects, across at least 13 sectors and with 23 church partners. Some IPs are small and young and only supported by Fida. Generally, coverage is small and scattered but complete and inclusive at local level. Fida's strategy for coverage is based primarily on personal contacts and responding to church partners' requests.</p> <p>Fida is efficient in that there are no intermediate levels between it and its IPs, it is very budget conscious with minimum staff and capital expenses, and the administration costs are low.</p>	<p>Fida is financially efficient but less so programmatically due to project and IP scattering and incomplete technical assistance and programme quality management.</p> <p>Since 2013 with the decentralisation of management closer to the regions and countries and the 2015 budget cuts, Fida has become more focused and professional: fewer countries, sectors and projects, more attention to programme quality and results, and more input from the field.</p> <p>Efficiency is reduced through the multiplicity of sectors, project areas, the number and low maturity of some IPs.</p>	<p>6. Fida should further reduce the geographical scattering of activities and formulate clear criteria and guidelines for IP and project selection.</p> <p>Fida needs more and better cross-sectoral integration (such as livelihoods, Disaster Risk Reduction, advocacy, etc.) and integration of cross-cutting objectives into its programmes and projects.</p>
Humanitarian Assistance Performance		
<p>Fida has successfully managed HA activities primarily in East and Central Africa and primarily in Non-food items (NFI) distribution, shelter, food security and more recently Psycho-Social Support (PSS). It is often working within church catchment areas where the need may not be the greatest.</p>	<p>While Fida has low internal capacity for HA, it has a definite and recognised role in HA due to its capable IPs and their inherent but unexploited potential for Linking Relief, Rehabilitation and Development (LRRD).</p> <p>Although Fida has very limited capacity as a first responder, some of its IPs have good capacity and experience.</p>	<p>7. As Fida wants to increase its HA portfolio, it should increase its internal capacity and ensure working wider where there is greatest need while avoiding being too spread-out.</p> <p>Fida should not seek to expand to other HA sectors, but should consider becoming a leader in PSS where there are not many recognised actors.</p>
Humanitarian Assistance performance in the DRC		
<p>Fida has worked in the Democratic Republic of Congo (DRC) for many years. NFI distributions have a good impact, but reduced by the response delay. The sustainability and appropriateness of the food security interventions fall short and sometimes raise risks for women. PSS interventions are not sufficiently pro-girl and community based.</p> <p>Cross cutting issues are addressed when relevant.</p>	<p>Fida is a trusted and appreciated partner in the DRC where international resources are dwindling. Fida finds itself focusing more on a longer term resilience and recovery project, however, using short term humanitarian modalities.</p>	<p>8. In the DRC, Fida should improve its current HA operations by providing more technical assistance and moving from food security to livelihoods, placing more emphasis on gender issues, providing better technical support and a quicker response to those in greatest needs, and improving monitoring and the quality of management.</p>

Findings	Conclusions	Recommendations
Better and easier Finnish HA response		
<p>The MFA is questioning its funding of HA activities through CSOs both in terms of results (real and reported) and the high level of effort required for the MFA to satisfactorily manage the project portfolio.</p> <p>Fida and its IPs were well positioned for relevant post-earthquake response in Nepal but received little HA funding.</p>	<p>Rapid onset humanitarian crises are irregular and sometimes unpredictable but nearly always followed by fairly standard responses. Dealing with them on a case-by-case basis is at least both time consuming and inefficient and possibly also less effective.</p>	<p>9. To increase synergies and ease the management of HA for rapid onset crises, MFA should consider supporting CSOs' response consortiums. This could be modelled on the UK Disaster Emergency Committee with multi-year funding so as to be better prepared, pool resources, create synergies, be more strategic and accountable, and reduce the workload for the MFA.</p>
Harmonisation of MFA funding modalities		
<p>Fida reports three difficulties with the annual March-February MFA's HA project cycle: 1) the need for two financial audits; 2) work slow-downs while awaiting the next funding decision; and 3) a lack of efficient linkages either to PBS programming or for addressing protracted crises.</p>	<p>Although there is a great deal of flexibility in the MFA funding for both HA and PBS, there are also inefficiencies and a lack of obvious means of integration to promote LRRD.</p> <p>Effectiveness is curtailed by a lack of complementarity and strategic thinking jointly from CSOs and the MFA.</p>	<p>10. MFA should consider three changes: 1) to alter the cycle of HA funding to match the PBS's calendar year cycle; 2) to create a user friendly connection between the two modalities; and 3) to introduce a protocol and modality for multi-year protracted crises.</p>
Strategic Focus on Fida's Strengths		
<p>As noted through the previous findings, Fida's unique relationship with its partner churches and IPs is both a source of strengths and of weaknesses. There have been instances of Pentecostal churches playing a significant role in promoting human rights both internally and a national level.</p>	<p>Fida is working on reducing the weaknesses and improving on the strengths but it may need additional support to achieve its potential as a faith-based CSO working in DC and HA.</p>	<p>11. MFA and Fida should agree on how to make best use of Fida's Pentecostal networks to reach higher level impacts and stimulate the Pentecostal IPs and churches to be much more part of a vibrant civil society.</p>

1 INTRODUCTION AND BACKGROUND TO THIS EVALUATION

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

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

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

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

These organisations are:

- Fida International (Fida)
- Finn Church Aid
- Finnish Red Cross

- Plan International Finland
- Save the Children Finland
- World Vision Finland

A number of these CSOs, not including Fida also receive funding from other Divisions within the MFA, although this tends to be largely through smaller grants provided for specific projects. All the CSOs evaluated in this round are also active in fundraising among the general public in Finland, and there are increasing efforts to raise funds from and cooperate with private sector companies and investors. This combination of public, civil and private funding sources creates an important mutual leverage, which brings predictability.

This evaluation process ran from June 2016 until March 2017. All the major aspects of CSO performance have been reviewed, based on programme documentation produced, in-depth interviews with key stakeholders in Finland and abroad, and visits to nine countries in which HA and development interventions are implemented.

This report is one of the six CSO specific reports and covers the PSB and HA of Fida. Within the context of working with an openly evangelical missionary organisation like Fida, there is a need to define a few key terms. *Missionary* activities are intended for recruiting more members through evangelisation and proselytism. *Church mission* activities aim to build the capacity of the churches to operate. *Evangelisation* is an active process only to convince people to become Christians, usually in connection with a specific denomination, while *proselytism* is the process of convincing people to join a church through the provision of products or services. Thus, one approach specific to the evaluation of Fida has been to discern if and how these types of activities have been implemented in connection to social work and whether some form of discrimination has taken place. In this context, **social work** means all non-church mission activities in development cooperation and HA. PBS is understood as the MFA funded programme (including the CSO's self-financing contributions) as part of all the development cooperation activities that a CSO might undertake.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

The objective of evaluation is to analyse the results achieved by the CSOs, based on six sets of evaluation criteria. These criteria are specified in the Terms of Reference (ToR) of this evaluation (Annex 1), and reflect the language and concepts of the evaluation community as defined by the Organisation for Economic Cooperation and Development Development Assistance Committee (OECD/DAC).

The evaluation team has considered:

- Relevance, appropriateness and coverage, in relation to Finnish policy, the CSO's policy, national policies in beneficiary countries, and the needs of the population;
- Complementarity, coordination and coherence in relation to other CSOs, networks and donors, and national policies in partner countries; and in terms of complement to other Finnish development funding modalities;
- Effectiveness in terms of the delivery of results;
- Efficiency in terms of the management of resources;
- Sustainability in combination with connectedness as the continuation of benefits after interventions end, and the degree to which these benefits can be applied to the objectives of development, or peace building;
- Impact, in terms of the wider effects of interventions; and
- Finland's cross-cutting objectives (CCOs) that should be taken into account in all Finnish funded programmes: gender equality, reduction of inequality and climate sustainability.

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

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

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

2.2 Methodology

2.2.1 Analytical Process

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

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

1. A Theory of Change (ToC), which describes the intervention logic of the six CSOs, within the broad policy frameworks established by the MFA;
2. The Evaluation Matrix (EM), which tests specific aspects within the ToC, more particularly the assumptions, drawn from the evaluation questions spelled out in the ToR;
3. A background description, comparing positioning of the CSOs within Finnish cooperation, amongst themselves, and within networks and alliances, which they have formed internationally;
4. Document analysis, interviews and field based observation of projects. As stated in ToR (MFA 2016b, p.14), the purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. The interviews encompass all stakeholders, and are generally in-depth; and
5. The analysis of findings based on the primary and secondary data to CSO-specific conclusions and recommendations, and to the overall synthesis and implications for the MFA. This process included validation meetings to discuss the findings and preliminary conclusions at the country level with the CSOs (and Embassies) as well as with the CSOs and the MFA, and with a broader Reference Group in Helsinki.

The first two, ToC and EM are described in detail in 2.2.2 and 2.2.3, and the other three pillars are discussed in Chapter 2.3.

2.2.2 Theory of Change

ToCs are used to ensure a common understanding about the potential attribution between overall goals, intermediary effects, and specific activities, and to map the ways in which such activities assume certain things to be able to con-

tribute to the achievement of the goals. This tool was used by the evaluation as a way of creating a basis for dialogue with the CSOs. It should be noted that there is no requirement to use ToCs in the MFA's policy: the 2010 CSO Guidelines only go so far as to mention the logical framework as an aid for planning and monitoring (MFA, 2010).

It is important to note that this evaluation covers the PBS funding modality as well as the HA operations of the CSOs funded by the MFA. The ToC analysis does not as such capture the interventions of the CSOs as a whole, but principally the interventions that are MFA-funded. The share of MFA funding varies widely across the CSOs, as well as the influence of the international umbrella groups, or networks. This makes the ToC analysis quite CSO-specific.

An overall ToC has been elaborated during the Inception Phase, and includes the interventions of all six CSOs taken as a whole, in reference to Finland's policy goals. The evaluation has then assessed this ToC against the ToCs (implicit or explicit) CSOs have been applying to their own interventions, and has concluded that, even though they may be presented in different forms visually, the content remains the same overall.

Central to all the CSOs are advocacy; the reliance on networks of partners operating from other countries for an extensive part of the operational platform; capacity development; the provision of social services; global citizenship education and awareness raising efforts in Finland; and for the more HA focused ones the provision of goods. As this then translates in various degrees of emphasis into the outcome and impact levels, similar challenges are met by all the Finnish CSOs. These challenges have been represented by assumptions that underlie the ToC, weakening or strengthening causal links between different levels.

Assumptions, which are introduced as part of the ToC have sought to capture this increasing pressure on civil society and the related restrictions imposed on HA. The assumptions also highlight that, within the programmes of Finnish actors, there is a significant crosscutting influence exercised by the alliances and networks of the CSOs outside Finland. There is also a significant influence exercised by funding modalities and funding flows, which is captured in a sixth assumption (see below).

This model has been shown to encompass all the CSOs included in this study, and is based on the notion that civil society is a vector of social change in societies, while HA pursues an integrated but parallel track. The diagram presents pathways of change, suggesting the main causal linkages. At its heart are the policy priorities of relieving suffering, promoting human rights, being a conduit for Finnish solidarity, and creating a vibrant civil society. We have observed that the ToC for each individual CSO will fit at least to some extent within this broad ToC.

Assumptions

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

- **A.1** - Development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, to achieve more positive impact than would have been possible without this cooperation;
- **A.2** - A strong, pluralistic civil society - which demonstrates an active respect for human rights and inclusive values - is a key contributor to community resilience, leading to a functional state and sustainable services;
- **A.3** - Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support;
- **A.4** - A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values;
- **A.5** - Finnish CSOs work in collaboration with their Finnish constituency, networks of international partners, and complement Finland's bilateral, multilateral and private sector work; and
- **A.6** - Long-term partnerships with Finnish CSOs, based on mutually agreed objectives, provide support to CSOs in developing countries and reach the grassroots, including vulnerable and socially excluded groups.

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

2.2.3 Evaluation Matrix

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

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

The left-hand column of the matrix is developed based on the evaluation questions listed in the ToR. Some of the questions have been regrouped. The evaluation questions follow the OECD/DAC criteria for evaluation of development cooperation and HA: relevance, effectiveness, efficiency, impact, sustainability, complementarity, coordination and coherence. The evaluation also covers the criteria of appropriateness, coverage and connectedness, which are specific to

humanitarian action, and the criterion of attention to the CCOs of the MFA. The complete EM including evaluation sub-questions, indicators, data collection methods and sources of evidence was finalized in the Inception Phase.

2.3 Collection and Analysis of Evidence

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

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

Sampling and country visits in general

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

- As a first step the evaluation Sub-Teams created a shortlist based on selection criteria agreed with the MFA, including the volume and availability of information. Due consideration was also given to parallel evaluations, which have been conducted by the CSOs in order to not burden particular country offices or create overlap. Logistics and security considerations played a role, as well as a preference for countries where more than one CSO is present, to maximise data collection. For HA the criteria applied were: focus on core humanitarian operations (L3, L2-level crises); and crisis caused by conflicts and natural disasters, combination of slow and sudden onset crises. The criteria applied for development projects were a balance of sectors and/or themes (variety), and the presence of representative projects for the CSO; and
- In a second step the sampling for each CSO was checked for global balance, and some country visits were pooled. There was also a checking of the overall sample to ensure that there was no geographic imbalance. This process was finalised in consultation with all stakeholders at the end of Inception Phase.

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

Fida specific sampling of projects and countries

Preliminary analysis during the Inception Phase indicated that Nepal had the best mix of development and HA. Fida has been active in Nepal for the last ten years and there are five ongoing projects with four partners. Furthermore, Fida has four staff members in Nepal: a Country Representative, a Programme Assistant, a Regional Advisor for South Asia and a Programme Coordinator. The evaluation team visited three out of the five projects in four separate locations and three out of the four partners. The Democratic Republic of Congo (DRC) was selected as it is the only country in which Fida has been continuously active in HA since 2010 and where it is currently implementing HA. Several HA specific site visits were made around Goma. Although the HA activities are managed from Fida's Uganda office, Fida's HA coordinator was able to meet with the evaluator in Goma.

Additionally, one team member visited a Fida project in Kenya during a country visit for World Vision Finland. A list of all projects visited can be found in Annex 5.

Evaluation methods and tools

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

1. Document review

During the inception and implementation phase the Sub-Teams analysed available documents, including MFA's general policy documents and documents specific to the PBS framework agreements and to HA support; MFA's agreements, meeting minutes and correspondence relevant to Fida; Fida's policies, strategies, programme specific documentation, and methodological guidance notes and manuals; Fida's project specific documents as well as background and contextual information on countries visited (e.g. policy documents, information on similar projects and actors, background information and evaluations). Data on projects was collected from programme and project documents as well as evaluation reports, including the three recent meta-evaluations covering all of Fida's development cooperation activities 2011–2015 (Seppo, 2015); Fida's Regional Development Programme of South America 2011–2014 (Peterson & Leppänen, 2015); and a Meta-Analysis of Development Evaluations (Strohbehn, 2013).

The documents and websites reviewed are presented in the Reference list and Annex 3.

Fida has been active in Nepal for the last ten years and there are five ongoing projects with four partners.

The Democratic Republic of Congo (DRC) was selected as it is the only country in which Fida has been continuously active in HA since 2010 and where it is currently implementing HA.

2. Interviews and Focus Group Discussions (FGD)

Semi-structured informant interviews based on the questions set in the EM were used as a source of primary data. In addition to some key overall themes, Fida Sub-Team prepared a set of interview questions based on the matrix. Interviews were conducted in Finland with Finnish Government representatives and with staff of Fida. Prior to the field mission there were consultations concerning the selection of countries and the projects or programmes to be visited. The list of people to be met and interviewed during the country visits was agreed by the Sub-Team and Fida. This was presented in a Briefing Note shared with the MFA and Fida prior the field mission.

During the country visits in DRC, Nepal and Kenya, interviews and focus group meetings were organised with a large number of key-respondents, representing beneficiary groups and local leaders, Community Based Organisations (CBO), Implementing Partners (IP) and other CSO's as well as government officials at the local, regional and national level. Management and implementing staff of Fida and its partners were interviewed. Debriefing and validation meetings were organised with the Fida and IP's Country Office (CO) staff to discuss preliminary finding and obtain additional information. A limited number of additional interviews with key informants, who were not available in the COs or Regional Office at the time of the field visits, were conducted by Skype. The list of key informants interviewed in the evaluation process is provided in Annex 2.

3. Debriefing and Validation Meetings

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

4. Analysis of findings

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

- Portfolio analysis: analysis of basic financial and narrative information on the entire Fida's project portfolio in the evaluation period. This analysis also looked at the insertion of the Fida's portfolio and support in the possible international network;
- ToC analysis: based on the CSO2 initial global ToC developed during the inception stage of this evaluation, the ToC of Fida was analysed;

- Descriptive analysis of the CSO's positioning: a tool was developed to be able to arrive at a quick descriptive assessment of Fida in the CSO2 evaluation. Organisations were described through six dimensions: 1) advocacy work; 2) attention to Fida's capacity development in organisation; 3) intensity of engagement in international networks; 4) engagement with Finnish civil society; 5) geographic and thematic focus; and 6) linkages between humanitarian assistance and development cooperation. Both Fida's staff and the evaluators conducted this descriptive analysis. The possible differences in descriptions were subject to further discussion with Fida during the debriefing and validation meeting, and to further analysis of some aspects based on additionally provided documents; and
- Adequate amounts of time were allocated (November to January) to triangulate and validate the results and assessments of the document analysis, the country visits, and to consult key stakeholders about the findings, moving from the specific (in-country debriefings) to the general (CSO-level debriefings and feedback on reports). The draft and final reports were developed in Sub-Teams of three consultants. Teamwork and peer review within the team enabled a balanced analysis and final assessment that is presented in this evaluation report. The Fida-specific studies however found the quantity of information and diversity of situations a severe challenge to overcome, for the evaluative analysis.

2.4 Limitations

2.4.1 Evaluation

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

- Difficulty in accessing some of the countries, due to security constraints or difficulties in obtaining visas;
- The lack of reliable and comparable financial information on the budgets and expenditures of the CSOs inhibited concluding on quantitative efficiency analysis. In qualitative terms such analyses were done by identifying synergies or cases where the same effects could be achieved with fewer resources. However, because the available data on different CSOs (in Finland, within the network, at country or regional levels) cannot be compared, the analysis remains based on case-specific evidence; and
- There was generally an absence of impact level evidence within the programmes, which weakened the analysis.

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

One of the key limitations for the evaluation of Fida is that Fida works through many and very varied partners (23 in 2016) so it is difficult to generalise findings regarding modalities of work, relevance, effectiveness, efficiency or sustainability.

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

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

2.4.2 Fida specific limitations

The main limitations specific to the Fida evaluation process included:

- One of the key limitations for the evaluation of Fida is that Fida works through many and very varied partners (23 in 2016) so it is difficult to generalise findings regarding modalities of work, relevance, effectiveness, efficiency or sustainability;
- The team was only able to carry out a thorough PBS country visit to one out of the 24 countries in which Fida is present and to visit one Fida regional programme out of five. It would have been preferable to visit one country per Fida region. Fida has been run on a regional basis since 2013 and there are significant differences in performance between the Fida regional programmes;
- Another limitation is that Fida has been in a state of deep transition since 2013. Additionally, the budget cuts of PBS funding in 2015 and the preparation for the 2018 cycle means that much of the information for 2010-2015 no longer applies and the perspectives are very much focused on the future;
- There were no field visits to non-church partner interventions such as in North Korea, Bhutan or Laos, or interventions with a specific health or disability component; and
- There are no former evaluations of Fida's HA activities and a very limited access to experienced staff with HA experience from before 2015.

3 CONTEXT ANALYSIS

3.1 Finland's Policy for Support to Civil Society Organisations

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

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

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

The roots of CSOs development cooperation in Finland are found in the missionary work of the late 19th century. CSOs actively participated in the policy and committee work of development cooperation from the 1960s onwards, while MFA support to CSOs was systematically organised in 1974. In 2003 the MFA established a multi-year programme support modality, initially with five partner organisations. The aim was to increase the predictability of funding: to reduce the administrative burden for the MFA and to improve the overall quality of projects by ensuring financing for the most professional CSOs. It created a framework within which each CSO was able to make decisions in a relatively decentralised way according to its own specific identity. It is based on discretionary spending administered by the CSO Unit and the HA Unit.

The volume of Finnish ODA to support development cooperation conducted by CSOs has grown steadily over recent years, from € 65.5 million in 2007 to € 110 million in 2014 (MFA, 2016b). In 2014, the budget of the CSO Unit to support

CSOs was € 116 million, and commitments and disbursements amounted € 110 million and € 100 million respectively. In the same year, programme support commitments and disbursements were € 83 million, and € 76 million respectively. A variety of CSOs have been supported, and figures from 2015 indicate that in that year 166 Finnish CSOs received support from the CSO Unit.

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

- Increasingly promote the creation of partnerships between civil society, public administration and the private sector. This ‘specific Finnish value addition’ could promote the sharing of good practices and innovative solutions generated through democratic civil dialogue;
- The intensification of mutual cooperation among Finnish civil society actors and the pooling of expertise; and
- Increasing emphasis on strengthening civil society in developing countries. While the provision of local basic services (education, health, social welfare, and rural development) should continue, there should be more strengthening of the cooperation partner’s social awareness, activism and skills.

At the same time Finnish policies have been giving a growing importance to quality, which has come to include emphasising impact, human rights, and the effect on state fragility and conflict. From 2016 an emphasis has been placed on Results Based Management (RBM) as encapsulated in “Results Based Management in Finland’s Development Cooperation: Concepts and Guiding Principles”. This is defined as shifting the management approach away from activities, inputs and processes, to focusing more on the desired results. RBM planning is integrated with the Human Rights Based Approach (HRBA) by ensuring that there be an explicit application of human rights principles and commitments (MFA, 2016c). This is drawn from the assumption that the principal constraint on the achievement of development is the non-adherence to human rights. A 2014 policy on Fragile States also recommended conflict sensitivity (minimising negative effects, maximising positive ones), and better management of risks (MFA 2014b).

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

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

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

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

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

3.2 Description of Fida

3.2.1 General

Fida was established in 1927 as a Pentecostal missionary organisation. In 1974, it started development cooperation with support from the MFA. As it is founded, owned and directed by the Finnish Pentecostal Church, it is part of the international Pentecostal movement, which consists of approximately 250 million members worldwide, including 47 000 in Finland in 240 churches. Approximately two-thirds of these churches support Fida. Internationally, Fida operates mainly through local Pentecostal churches and local Christian communities. However, Fida's partners may also be local CSOs, government entities or communities in countries where Pentecostal churches do not exist or they are not eligible as partners for legal or other reasons.

Fida has three main objectives in its current strategy (Fida, 2013):

1. To found one thousand new congregations within one hundred unreached populations;
2. To strengthen the missionary work and the social work (including both development cooperation and HA work) of the main partner congregations; and

Fida operates mainly through local Pentecostal churches and local Christian communities. However, Fida's partners may also be local CSOs, government entities or communities in countries.

Fida's social work (development cooperation and HA) is an intrinsic part of its missionary work to strengthen its church partners.

Unlike the five other Finnish CSOs receiving MFA's HA funding, Fida does not belong to an agency-wide international network in relation to its development cooperation or HA.

3. For Finnish Pentecostal congregations and Fida to implement well planned regional programmes together.

About 10% of Fida's total budget is spent on missionary and church support activities. Fida's international activities cover missionary and church support work, child sponsorship and social work (development cooperation and HA). Development cooperation is primarily funded through the MFA's PSB framework, but also by the European Union and Fida's own resources. Fida is currently implementing a EuropeAid funded project in North Korea and has previously implemented one in Tanzania. In addition to MFA's HA funding, Fida has received funding from European Civil Protection and Humanitarian Aid Operations (ECHO), e.g. in Disaster Risk Reduction (DRR) training.

Fida's social work (development cooperation and HA) is an intrinsic part of its missionary work to strengthen its church partners, who are Fida's direct beneficiaries, in their capacity to empower the vulnerable groups and communities in their society, with a specific emphasis on youth and children. A summary of all Fida's projects in 2015 are listed in Annex 6.

The channels for development communication include Fida's own magazine (six issues/year), the Food for Life-Bread for Life (Eväät elämään) campaign, Red nose day, web pages, funded radio programmes aired through Radio Dei, child sponsorship communication, Fida second hand shop network (27 outlets), school programmes, events and funded media advertising campaigns. Development communication is technically a separate project, for which a separate annual plan and report are prepared. Fida communicates about its development cooperation and results not only through its own channels, but also through media releases. On its website, Fida publishes descriptions of PBS projects/programmes as well as programme annual reports. According to a recent study on charity, Fida's overall recognisability has increased from 33% of Finns knowing Fida at least by name in 2014 to 46% in 2016.

Development communication is also implemented through the School Ministry Programme of partnering Pentecostal churches. The school ministry programme has been operating in Finland since 1976. School ministry workers carry out school visits, organise events and displays as well as deliver resource materials to schools. It functions at the national level in collaboration with the Ministry of Education and locally in many counties together with the education authorities. Fida trains school ministry workers one to two times a year and delivers resource material packs for school global education visits. Additionally, Fida trains child and youth workers as well as volunteers from Pentecostal churches, who can carry out school visits in their localities.

Development communication aims are strengthened through participants taking part in international training, annual child sponsorship visits and wide-ranging volunteer activities in Finland (Fida second hand shops, churches). Annually, 40-60 volunteers also undertake short-term working visits through Fida.

Unlike the five other Finnish CSOs receiving MFA's HA funding, Fida does not belong to an agency-wide international network in relation to its development cooperation or HA. Fida sometimes works together with the development cooperation organisations of the Pentecostal churches of Sweden, through its Pente-

costal Mission Unlimited (PMU) and of Norway, through its Pentecostal Foreign Mission. It belongs to the inter-agency networks European Union Christian Organisations in Relief and Development (EU-CORD) and Voluntary Organisations in Cooperation in Emergencies (VOICE) to access EU funding.

Although missionary, church support and social work (development cooperation and HA) are combined together at all levels of the organisation for management purposes, funding and programmes, and related responsibilities are kept separate. For example, the department of Domestic Activities includes subsections for Aid Activities, Church Relations and Fundraising. The Aid Activities sub-section includes two development cooperation and HA specialists, a Community Ministry Specialist, a Bible and Missions Training Specialist and a Development Cooperation Communications Officer. There is no policy document to support the separation of mission and social work (development cooperation & HA) within Fida and its church partners. Fida's organogram is presented in Figure 1.

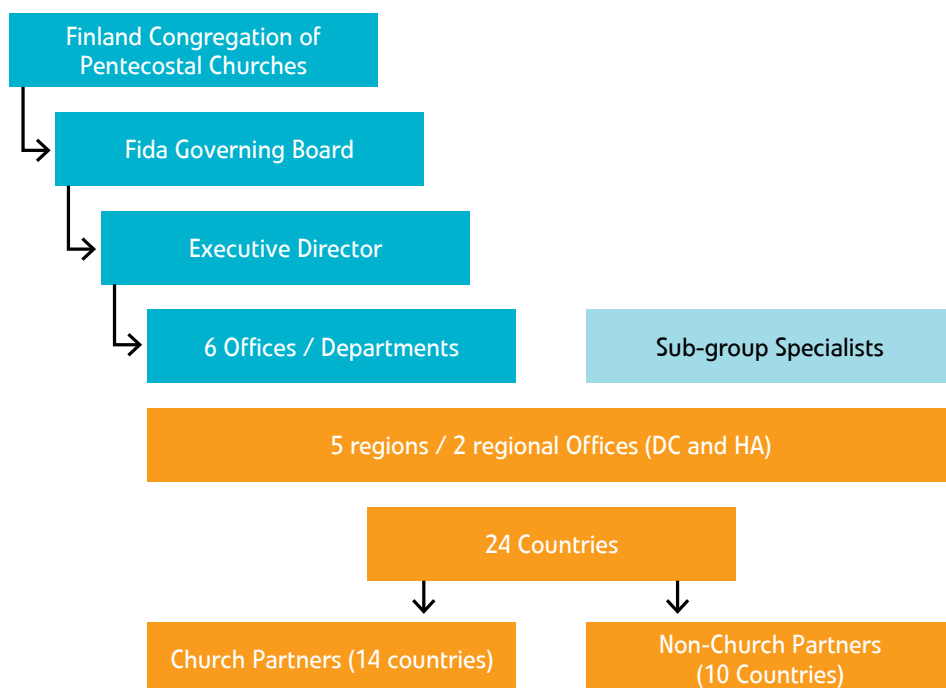
Fida has gone through three distinct phases during the evaluation period 2010-2016:

2010-2013: Fida was run centrally from Helsinki and was active in 35 countries and 68 projects;

2013-2015: Fida has largely decentralised management to five regions, covering 24 countries and 41 projects. Fida exited from South America; and

2015-2016: MFA budget cuts lead to a reduction of staff, projects, countries and a stronger programme focus.

Figure 1: Fida's organogram in 2015



Sources: Fida financial report, 2015 and Fida Organigram.

Implementing church partners range from separately registered, national church affiliated CSOs with decades of experience, to very small and recently established ones that are the social work arm of their mother churches and often supported by Fida only.

In 2015, there were 33 staff members at the headquarters (HQ) in Helsinki and 30 international staff members divided between 13 countries and two decentralised regional offices (regional directors in Kenya and Thailand). At the HQ, there are six full time equivalent staff members dedicated to development cooperation work and HA. About half of Fida field staff are engaged in partner capacity development.

Beside Fida's staff, 164 workers were sent by churches to volunteer overseas with partner churches through Fida (Fida, 2015a). In 2015, its PBS projects were implemented through 23 church partners in 14 countries, government agencies in five countries, and non-faith based CSOs in five countries.

Implementing church partners range from separately registered, national church affiliated CSOs with decades of experience, national programmes, hundreds of staff and many donors and sectors of activity to very small and recently established ones that are the social work arm of their mother churches and often supported by Fida only.

In Finland, Fida participates in several coordination meetings such as the Quality Assurance Working Group with other Finnish CSOs and the MFA's Partnership Forum meeting four times per year, and is part of the MFA's group working on criteria for new proposals.

Since the 1960's, Fida has been operating child sponsorship schemes. In 2016, they operated 25 schemes in fourteen countries and covered about 10 000 children, which is 40% more than in 2010. It is estimated that some 90% of them are supported by church members, though this is not monitored.

Fida's PBS activities take into account the development cooperation principles of the MFA and the EU, the United Nations Millennium Development Goals (MDGs) and the poverty reduction strategy plans of collaboration countries. Furthermore, Fida also abides by the Paris Declaration 2005, the Accra Agenda for Action 2008 targets for non-governmental organisations (NGOs) and the Istanbul Principles. Programmes are implemented according to the MFA guidelines for programme support for partner organisations.

Reporting takes place triannually (every four months) in a cumulative manner, so that each report covers all activities from the beginning of the year. At the end of the activity year, projects produce an annual report, which aims at broader analysis and assessment of progress of the project, effectiveness of activities, impact and sustainability. A programme-wide annual report based on regional project/programme reports, is collated and delivered to the MFA by the end of August each year. Most development cooperation projects have been evaluated at some point, but activities in North Korea are the only HA that have been evaluated.

3.2.2 Programme Based Support

The development cooperation programme of Fida International is based on the Fida Strategy and Development Cooperation Principles.

The Programme goal 2011-2013 was improved well-being of underprivileged citizens in a strengthened civil society. The Programme purpose, in turn, was "empowered communities through active facilitation of strengthened - just,

caring and responsible - partners". The Programme was originally planned for 2011-2014 but due to the new policy of the MFA, the Programme implementation years were changed to 2011-2013 and the planning process for 2014-2016 Programme was therefore shorter than expected.

The overall goal of the Development Cooperation Programme 2014-2016. is "Partners' increased participation in the sustainable development of societies and support to holistic wellbeing of children and youth". The purpose of the programme focused on the capacities of the partners: "Activities of partners that are strengthened, just, caring and responsible, resulting in empowered communities". This is expected to lead to reduction of poverty and strengthening of equality, civil society and human rights. Furthermore, the emphasis is on the well-being of children and youth, improved pre-, primary and vocational schooling, together with enhancements in preventive health care, livelihood, food security and peacebuilding. The programme has the following three results:

- Increased well-being of beneficiaries, especially of children and youth,
- Strengthened governance and functional capacity of collaborating partners, and
- Increased knowledge of Finnish stakeholder groups about Fida development cooperation and its results, as well as the development challenges of partner countries.

The programme is composed of seven regional programmes, which implement development cooperation projects and/or programmes together with local partners. These regional programmes have formulated their specific goals in accordance with overall goal and purposes which are monitored with indicators specific to each region.

According to Fida's own assessment of its development cooperation activities, 60% of activities relate to advocacy and strengthening partner capacity, while the remaining concentrate on service provision. However, Fida aims to shift more toward capacity development and advocacy by 2018.

Thematically, following the DAC classification, in 2014 out of the 68 projects implemented a total number of 18 projects (26%) focused on community development; 13 projects (19%) focused on children and youth; ten projects (15%) were health and education projects; seven projects (10%) focused on environment, climate change and food security, four projects (6%) focused on women and girls and two projects (3%) focused on persons with disabilities. Fourteen (21%) projects were targeted to regional coordination, advocacy and capacity building. (Seppo 2015).

Geographical Coverage

In 2015, Fida was globally active in 56 countries, in 40 of which it carried out development cooperation and/or HA activities. MFA funded activities were carried out in 24 countries.

According to Fida's own assessment of its development cooperation activities, 60% of activities relate to advocacy and strengthening partner capacity, while the remaining concentrate on service provision.

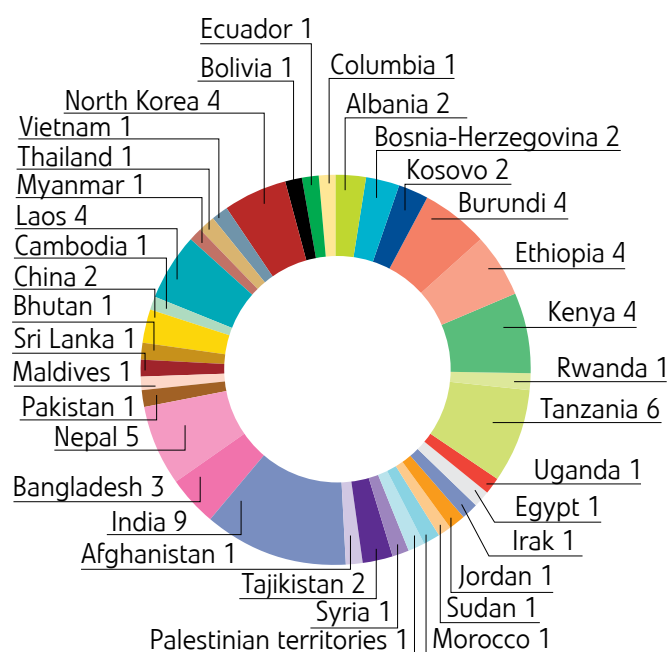
Table 1: Countries for cooperation

Region	Country 2011 – 2013	2014 – 2016 programme
Western Balkan	Albania, Kosovo, Bosnia-Herzegovina	Albania, Kosovo, Bosnia-Herzegovina (ended in 2015)
South America	Bolivia (ended 2014), Ecuador, Colombia, Paraguay, Peru	Bolivia (ended 2014), Regional Capacity Building programme (till 2015)
Eastern Africa	Ethiopia, Tanzania, Kenya	Ethiopia, Tanzania, Kenya, Burundi
Middle East and North Africa	Morocco, Sudan, Egypt, Jordan, Palestinian Territory, Iraq (Kurdistan)	Morocco (ended), Sudan, Egypt (ended), Jordan, Palestinian Territory, Iraq (Kurdistan), Tajikistan, Afghanistan
South East Asia	Thailand, Myanmar, Laos, Vietnam, Cambodia, China	Myanmar, Laos, Vietnam, Cambodia, China
South Asia: Northern	Nepal, Pakistan, Bangladesh	Nepal, Pakistan, Bangladesh, India, Maldives, Sri Lanka, Bhutan
South Asia: Southern	India, Maldives, Sri Lanka, Bhutan	
Central and East Asia	Tajikistan, North Korea	North Korea

Source FIDA 2015 Terms of Reference for the Evaluation of the Development Cooperation Programme of Fida International 2011-2015.

About one third of Fida’s 44 projects are not MFA funded. Of the MFA funded projects, 62% are implemented in only one country, 21% are single projects implemented in several countries (regional projects) and 17% consist of several projects implemented in a single country. 77% of the projects are implemented by church partners and the remaining 23% by other partners. Around 43% are more than ten years old and 26% started since 2014. Approximately a third of these projects will not continue in 2017. This project fragmentation is very visible in Figure 2, which shows the geographical distribution of Fida’s development cooperation projects in PBS framework and their number in each country.

Figure 2: Geographical distribution of Fida’s development cooperation (PBS) projects in 2010-2016, including number of implemented projects per country



Source: Information provided by Fida to the evaluation team.

Fida operates on MFA cycles and the current 2014-2016/7 “Transformed People - Transformed Communities” programme has an emphasis on children and youth. At least 13 sectors of activity are defined in Fida documentation: partner capacity building; health; education; community development; advocacy/rights; psycho-social support (PSS); water supply, sanitation and hygiene (WASH); food security (FS); environmental protection; climate change; livelihoods; children/youth; and family development. Both development cooperation programmes of Fida (2011-2013 and 2014-2017) include the organisation’s CCO’s of gender equality, reduction of inequality, people with disabilities, HIV/AIDS, culture, environment protection, climate change and peace building.

In the collaborative work with partners, the emphasis is on well-being of children and youth, as well as on improved pre-, primary- and vocational schooling, together with enhancements in preventive health care, livelihoods, FS and peace building.

According to the titles in the list of 42 projects and programmes for 2016, 21% involve community development, 17% health, 14% children/youth, 10% family development or coordination, 7% integrated development or FS, 5% PSS or livelihoods and 2% each for climate change, environment, WASH, advocacy, gender and capacity building.

Projects are largely defined by the implementing partners or Fida contacts (government and church members). Some projects run for many years (up to 15) and tend to be focused on awareness raising, training and social/soft skills development, and place less of an emphasis on infrastructure (some construction of a few schools and water and sanitation systems) and direct transfers (mostly seed, livestock, teachers’ pay, school supplies, etc.).

Table 1 shows Fida’s PBS funding for development cooperation and its distribution in programme and project implementation in partner countries, quality assurance, communication and global education in Finland, and administration costs at headquarters in 2010-2016. Following the 2015 budget cuts, Fida exited from many projects and country operations. It continued operating 42 development cooperation projects in 25 countries until 2017. There is a plan to further reduce the number of countries to 17 in 2017. The active regions for development cooperation are East Africa, East, South and South East Asia. Fida ended its development cooperation in Latin America in 2015. Fida also implements some non-MFA funded development cooperation projects such as school reconstruction in Nepal, potato agriculture in North Korea, several Child Sponsorship community projects, slum improvement projects in India and a Youth Training Centre in Bangladesh. As shown in Figure 3, Fida’s self-financing has been fairly stable and clearly exceeding the obligatory 15% of the total PBS costs.

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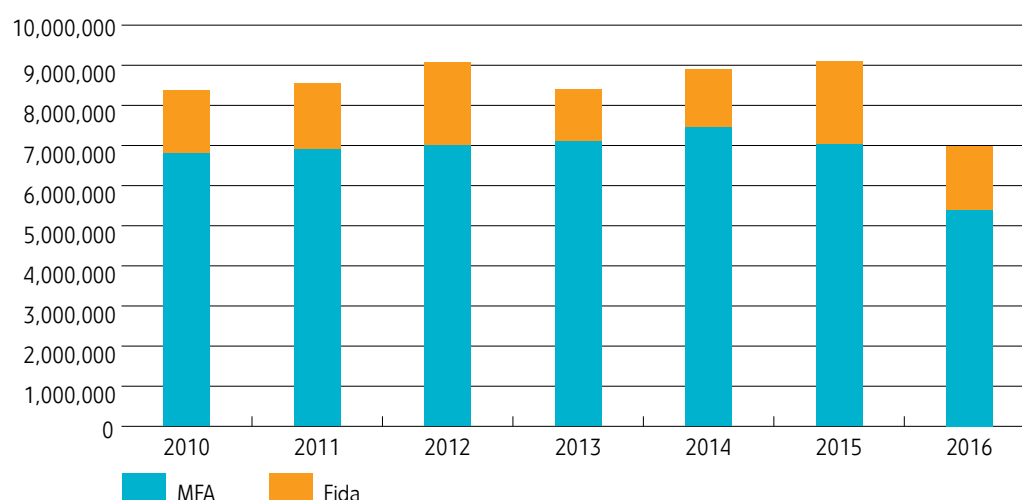
Table 2: Fida's funding (expenditure, €) for development cooperation (PBS) in 2010-2016

	2010		2011		2012		2013	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	7 147 999	80,99%	7 294 469	80,63%	7 758 532	77,08%	7 538 748	84,55%
Quality Assurance	354 084	80,99%	237 613	80,63%	215 001	77,07%	117 247	84,55%
Communication in Finland	53 983	81,00%	66 024	80,63%	70 326	77,08%	54 587	84,55%
Global Education			103 941	80,6 %	129 962	77,08%	98 989	84,55%
Administration	839 560	80,99%	855 783	80,63%	908 202	77,08%	587 817	84,55%
TOTAL	8 395 626	80,99%	8 557 830	80,63%	9 082 023	77,08%	8 397 388	84,55%

	2014		2015		2016	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	8 116 820	83,66%	8 266 527	77,16%	6 238 820	77,19%
Quality Assurance	24 023	83,66%	73 432	77,16%	95 000	77,19%
Communication in Finland	60 068	83,66%	65 850	77,16%	89 000	77,19%
Global Education	80 718	83,66%	63 407	77,16%	72 000	77,19%
Administration	623 348	83,66%	637 468	77,16%	500 826	77,19%
TOTAL	8 904 977	83,66%	9 106 684	77,16%	6 995 646	77,19%

Source: Fida's annual financial reports.

Figure 3: Fida's funding for development cooperation (PBS) in 2010-2016 showing MFA's share and Fida's self-financing (€)



Source: Fida's annual financial reports.

3.2.3 Humanitarian Assistance

Fida started working in the humanitarian sector in 1982 during the Ethiopian famine. Fida has recently had MFA funded HA programmes in Nepal, but in 2016 MFA funded HA was only carried out in Uganda and the DRC. Fida is currently self-financing some HA in Iraqi Kurdistan. Since 2014, Uganda has been the regional base for long-term HA, centred on the distribution of non-food items (NFI), FS and PSS to refugees and Internally Displaced People (IDP). Fida has one full time expatriate based in Uganda. Fida did not have a Humanitarian Strategy Document until 2012 (Fida, 2012). Except for North Korea, Fida's HA is in response to its church partners' requests and is entirely channelled through them with minimal supervision and technical assistance.

Fida has been an ECHO partner since 2007 and its status was suspended in 2015 due to a temporary financial criteria eligibility issue but it is in the process of being re-instated. Fida's HA funding is shown in Table 2.

Table 3: Fida's funding (expenditures, €) for humanitarian assistance in 2011-2016

Country	2011	2012	2013	2014	2015	2016	Total
East Africa		116 651	80 333				196 984
Burundi	212 958	176 883					389 841
DRC	305 540	433 251	561 148	941 921	668 219	700 000	3 610 079
Nepal					182 996		182 996
North Korea	203 775	38 079					241 854
Rwanda	150 681	2 601	91 931				245 213
Sri Lanka	391 820	144 000					535 820
Uganda	326 610	292 312	296 028	369 210	406 721		1 549 381
TOTAL	1 591 384	1 203 777	1 029 440	1 311 131	1 257 936	700 000	7 093 668

Source: Fida's annual financial reports

3.2.4 Operational positioning of Fida

One of the steps in the analysis of the different CSOs in the current evaluation round is a descriptive analysis of the CSO's positioning. This draws on the analysis of the evaluation team and CSO respondents. This was done along six dimensions that are specific to this CSO 2 evaluation round, which includes CSOs that carry out both development cooperation and HA activities. Following concludes the analysis:

There is good general agreement between the evaluation team and the CSO's own assessment except for item three (intensity of engagement) and five (geographic and thematic spread), as follows:

1. Fida is not strong on advocacy work and when it occurs, it is due to a particular strength of a partner or a member of Fida's staff. Fida plans to make advocacy a major theme in its next strategy;
2. Fida's core strength is partner capacity development. This is due to its primary church mission objective to support partner churches. Fida's plans to further improve partner capacity development in its next strategy with more complete tools and analysis;

Except for North Korea, Fida's HA is in response to its church partners' requests and is entirely channelled through them with minimal supervision and technical assistance.

Fida's core strength is partner capacity development.

Fida's primary beneficiaries are its church partners, while communities are the final beneficiaries.

Responding to church partner requests as a strategy contributes to the geographic and sectoral spread.

3. The difference of opinion for the intensity of engagement in international networks resides in that Fida is strongly engaged in the international Pentecostal network whereas the evaluation team does not see Fida engaged in international professional HA and development cooperation networks, as are most of the other Finnish CSOs in this round;
4. Fida has a strong engagement with Finnish society although this is mostly with Pentecostal churches. 33% of Finns knew Fida by name in 2014, and in 2016 the number was 46%;
5. The difference of opinion for geographic and sectoral spread is due to the fact that Fida's in-country staff do not know the extent of Fida's activities in other countries well and there have been large reductions of both since 2015. In contrast, the evaluation team has taken a wider and longer perspective; and
6. The linkage between HA and development cooperation is medium. Currently there are Linking Relief, Rehabilitation and Development activities only in Nepal (non-MFA funded).

Fida is faith-based and strongly denominational (Pentecostal), it has only one main donor for its development cooperation and HA (the MFA) and it tries to combine two different components simultaneously: Pentecostal mission activities and social work (both in HA and development cooperation). This leads to a particular positioning on the part of Fida:

1. Fida's primary beneficiaries are its church partners, while communities are the final beneficiaries. This has led Fida to have very long-term commitments with its IPs and while this is good for continuity and trust, it also leads to dependency and lack of creativity/innovation. Responding to church partner requests as a strategy contributes to the geographic and sectoral spread (See Figure 1);
2. There is an intrinsic contradiction of outcomes as the best outcome for a church mission is to support as many church partners as possible, while the best outcome for social work interventions would require a stronger focus with respect to the final beneficiaries;
3. While it is understood within Fida that church mission and social work are separate, there are no policy documents to explain and manage the separation. Furthermore, this is much less clear at the church partner level particularly in countries where governments do not rigorously supervise this separation, such as in Nepal. Fida's Ethical Guidelines for Development Cooperation (Fida, 2010a) do not mention the need to separate mission and social work activities. For Fida, being a professional organisation means the ability to separate the church mission and the social work interventions. There is anecdotal (evaluation team members) and current evaluation evidence that Fida and its partners do engage in evangelisation activities as part of their social work activities but there is no proselytising. Fida is also a member of the Global Community Health Evangelism Network, which "seamlessly integrates evangelism and discipleship with community health and development" (www.chenetwork.org). Another ambiguous term used by Fida and its partners

practice is “holistic development”, as it is meant to include spiritual aspects, but this can be interpreted differently based on context (Seppo, 2015);

4. Fida’s is owned and supervised by its Finnish Pentecostal churches and their members. Most of Fida’s senior staff and key influencers are Pentecostal church members and long-time Fida employees and supporters. This leads to some generational-conceptual disconnects within its support base and itself. Generally, this is reflected by the older members being more church-mission oriented while the younger are more social work oriented. This is exemplified by the two categories of child sponsorship arrangements (individual or community based);
5. While Fida operates primarily within Pentecostal networks, it does not work within professional networks. This limits its exposure to professional standards and Fida does not always utilise the best available technical assistance, internal nor external. This is reflected in several cases of not using commonly known good practices and not working enough on impact and sustainability. However, Fida and its IPs occasionally excel at local and national level impact when its technical capacity is well used. Most technical advisors are generalists who assist mostly with the administrative, reporting and partner capacity development tasks. There are a few sector specialists, but they do not cover the whole agency, and not all key sectors are covered by a specific expert;
6. Human resources: Until the recent past, staff were recruited primarily for their Pentecostal commitment and secondarily for their development cooperation or HA experience and very few have had experience with external agencies in the sector. Fida loses more trained staff than it gains as its salaries are low and professional outlooks are limited. As noted in the earlier programme evaluation (Seppo, 2015), Fida’s recruitment and staffing policy followed a value based missionary recruitment. The international staff was sent out as missionaries with mixed professional backgrounds and experiences, and both spouses were recruited when a married couple is in question. Consequently, efforts to find work for both spouses were made. Fida shows great flexibility in accommodating the work and family life of its international staff. For example by the fact that some staff members are working part-time, yet all with the same family-based remuneration. For the organization, this was not the most efficient way of human resources placement as the demand in terms of expertise and experience and supply do not always meet. It leads to a lack of necessary competence, rapid position changes in expert positions and to irregular workload among staff. However, this policy is now changing and both spouses are no longer automatically hired;
7. When Fida operates through its church IPs, they range from experienced semi-autonomous organisations such as the Communauté des Églises de Pentecôte en Afrique Centrale (CEPAC) in the DRC with its own university, hospitals, school network, etc. to newly formed small groups, which are strongly integrated into their mother church. This leads to inefficiencies as the small partners have insufficient capacity to be sustainable

When Fida operates through its church IPs, they range from experienced semi-autonomous organisations to newly formed small groups, which are strongly integrated into their mother church.

The overall CSO 2 ToC also applies to Fida with minor alterations. The main adaptation is that for Fida, civil society and national partner CSOs are primarily represented by Pentecostal churches and their social work arms and agencies.

and need constant support. Partner “capacity development” is an ambiguous term covering activities from true technical and organisational growth support to the continuous training and coaching of individuals. Fida has an IP capacity assessment tool, but it is not fully utilised;

8. As Fida is very dependent on the MFA for its total funding (about 70%), its HA and development cooperation strategies are based only on the MFA. In this respect, Fida is more reactive than proactive;
9. Since the 2013 management decentralisation to regions, the 2015 budget cuts and the comprehensive 2015 development cooperation programme evaluation (Seppo, 2015), Fida has been in constant change leading to improvements in project management, and increased geographical and sectoral focus. For example in the document “Planning of Fida Development Cooperation, Programme 2017–2019 guidelines”, there is an emphasis RBM, HRBA and mainstreaming cross-cutting themes (Fida, 2016a); and
10. For Global Education in Finland, Fida’s communication is quite focused on the Pentecostal churches. Broader communication is mainly related to fundraising and some development education performed in public schools. There has been a level of global education for rights-based issues for women and children within some Pentecostal churches in South America (Peterson & Leppänen, 2015).

3.2.5 Theory of Change

Fida does not have a ToC but instead uses a theory of partnership and empowerment. “A fundamental premise of Fida strategy is action arising out of partnership. Fida endeavours to build partnerships that are empowering by nature” (Fida, 2013). In turn, empowered partners are expected, on their part, to support surrounding communities to solve development related problems and to take responsibility for their improvement. The empowerment framework of Fida is based on a doctoral thesis, which defines and describes understanding in Fida on empowerment and empowered partners. An empowered partner is seen as “being 1) autonomous, 2) relevant, 3) reciprocal, 4) capable, 5) reflective, and 6) a significant actor” (Järvinen, 2007). Where Fida does not work through church partners, the ToC is primarily aiming to provide services and develop the local capacities of implementing and government partners.

The overall CSO 2 ToC also applies to Fida with minor alterations. The main adaptation is that for Fida, civil society and national partner CSOs are primarily represented by Pentecostal churches and their social work arms and agencies. The assumptions in the overall ToC remain valid with a particular emphasis on the assumption A4, A5 and A6 where Fida has strong and lasting relationships with its partner churches, going beyond the practicalities of PBS and HA activities. The descriptions of all the processes, outputs and shorter term outcomes categories apply well to Fida though in varying extents. Fida has generally been weak in advocacy and lobbying, though it is currently working to improve this. Its international alliance with the Pentecostal movement is not professionally based and its influence on civil society is small and largely through the Pentecostal churches (internally) and its implementing partners (at national and sub-national levels).

4 FINDINGS ON CSO PERFORMANCE

4.1 Relevance, Appropriateness and Coverage

Comparative Advantage

Fida's activities are very well aligned with its general strategies to "Empower communities through active facilitation of empowered partners" (Fida, 2010b) and to "Catalyse and equip churches to act as strong societal advocates so that the rights of vulnerable children and youth will be fulfilled" (Fida, 2016c). 77% of its activities are conducted through a variety of church partners and are geographically and sectorally very widespread, though with an emphasis on children, youth and the marginalised.

Fida's comparative advantage lies in its long-term relationships with partner churches and IPs. In East Africa and South America, it has access from the national to grassroots level CSOs of the Pentecostal Churches. Fida is recognisably Finnish with Finnish staff deployment abroad.

Fida has many years of experience in IP capacity development and community development generally, and is very well appreciated by its partners for being flexible, understanding, consistent and reliable.

Fida's engagement in HA and development cooperation activities have generally been based on personal contacts and church mission affinities rather than on rigorous targeting strategies based on core competencies and universal development need criteria. This has led Fida to be very spread out geographically and sectorally with many small projects. This is exemplified by its interventions in North Korea, China and India.

Humanitarian Assistance

Fida's comparative advantage is having access to IPs with good HA experience. There is much less capacity development taking place in HA as the partners are experienced, the scope of activities more limited, and there is only one full-time Finnish staff in the field. Fida is one of the few agencies engaged in PSS but has not made it a core competency.

Alignment to Needs

The findings of the evaluation team are in line with external evaluations in that Fida's interventions align well to the needs of both IPs and final beneficiaries. However, there are a few exceptions, especially with regards to livelihoods (e.g. Hatava, 2011; Koivula, 2012a; Arsalo & Kuosmanen, 2013, Seppo, 2015). Based on observations during the Nepal visit, it was found that Fida was not only able to provide education to poor and socio-ethnically marginalised children with

Fida's comparative advantage lies in its long-term relationships with partner churches and IPs.

Fida's interventions align well to the needs of both IPs and final beneficiaries.

Fida and its IPs pay great attention to women, girls and the marginalised at the planning and early implementation phases, particularly in terms of access, gender balance, representation and human rights.

Fida and its partners have responded efficiently to sudden onset crises.

culturally appropriate materials, but also to include ways to educate girls who could not attend school regularly (Maithili project). Most youth skills development projects and PSS activities address a need first highlighted by church pastors from their community interaction, thus responding both to church partner and beneficiary needs. However, the linkage to livelihoods is not always present.

Fida and its IPs pay great attention to women, girls and the marginalised at the planning and early implementation phases, particularly in terms of access, gender balance, representation and human rights. Depending on the project focus, there may be specific activities targeted for these three groups, especially in education, such as in Nepal where there were educational activities targeted at girls who could not go to school for economic reasons. However, there is sometimes a lack of follow up during implementation to evaluate whether the approaches and activities lead to the best possible results for the beneficiaries (observations in DRC and Nepal).

In 2012, Koivula (2012a) reports about an HIV/AIDS project in Ethiopia, in which in a few years the beneficiaries completely took ownership of the project's objectives with excellent results. They moved to tackling the root cause of the epidemic - by also implementing poverty reduction measures - much earlier than the local church and government agencies as well as Fida.

According to Arsalo & Kuosmanen (2013), the Hospital and Dental Care projects in North Korea as having been remarkably well targeted, implemented and appreciated resulting not only in dramatic improvements in better health care (skills and equipment) at the hospital level, but also in providing an example for achieving results in dental health for school children. This has since then been scaled up by the government.

Each project benefits from a needs and risk analysis. Stakeholders routinely praised Fida on its response to needs and only wished it could do more. Fida also takes great care in ensuring that all activities comply with national and local government policies.

Humanitarian Assistance

In most cases Fida responds to needs primarily with NFIs, shelter and FS activities. PSS has recently been added to HA as part of Fida's global East Africa Regional programme. Fida and its partners have responded efficiently to sudden onset crises (Burundi, Nepal). Based on the evaluation visit and interviews, the response to need is not optimal in the DRC. NFIs have been delivered late, and the FS measures have not met the beneficiaries' needs for more comprehensive and sustainable livelihoods interventions. Interventions have been found too narrowly focus on farming and have also placed women at risk as they have needed to travel long distances to farm plots. The PSS measures do not sufficiently address activities for girls, are implemented in the same areas for too long (three years) and lack elements of empowerment and sustainability.

Alignment to Finnish Policies and Cross-cutting Objectives

Fida attempts to align with MFA policies and priorities as the MFA is Fida's largest funder. This includes using rights-based approaches and advocacy,

which are increasingly applied and are to be mainstreamed after 2017. Fida is implementing PBS projects in eight of MFAs priority countries, i.e. in Nepal, Ethiopia, Tanzania, Kenya, Myanmar, Afghanistan, Tajikistan and the Palestinian Territory, though at larger scale only in the first two. Since the 2015 budget cuts, Fida is applying MFA funding only to the least-developed countries.

Fida nearly always makes great effort to develop the capacities of its implementing partners, beyond that required for project implementation. However, the dual nature of Fida's mission and social work objectives can sometimes cause tension in terms of promoting religious viewpoints. Fida is well aware of this issue and is making an effort to address it more clearly.

Fida's contribution to the building of a vibrant and pluralistic civil society is largely expressed through its Pentecostal church partners. Through the capacity building of the church based IPs and influencing the church leadership, Fida is encouraging them to include development and human rights objectives. Although this has not been a strategic approach, it has yielded some promising results on reducing domestic violence and inclusion of disability as a CCO in IPs work in South America and East Africa where the Pentecostal churches are large and influential.

Fida pays particular attention to gender, People Living with a Disability (PLWD) and minorities when establishing new projects. Climate change is not addressed systematically, but environmental sustainability is addressed when contextually required. Fida also has its own CCOs, which are applied contextually: HIV/AIDs, culture and peace building. The Fida mainstreaming guidelines (Fida, 2010c) are general and only provide checklists and lists of resources. They are weak on practical guidelines or reference to specific rights. For example, while the promotion of gender equality is addressed, it does not include sexual and reproductive health and rights for women and girls. The guidelines related to the environment are weak on DDR and climate change adaptation.

There has been a level of advocacy within the Pentecostal churches in South America. In Peru, Ecuador and Colombia, as a result of Fida involvement, the Assemblies of God have established national departments to meet social needs. However, many of the impacts have been achieved through personal contacts and efforts of the key personnel or key volunteers rather than through institutional efforts (Peterson & Leppänen, 2015).

Review of audit reports indicates that financial management of PBS and HA interventions have been in line with MFA's Financing Guidelines (MFA, 2010, 2013 2015b). Fida has systematically addressed all audits and MFA suggestions for financial management improvements. Fida supervises closely the financial management and auditing of its IPs for MFA funded projects.

Humanitarian Assistance

Fida is well aligned with Finland's commitment to respect the humanitarian principles of humanity, neutrality, impartiality and independence, and to respond to humanitarian crises on the basis of need. The only exception to this is when Fida and its IPs select to work in areas close to churches rather than choose needier areas (evaluation team's observation in DRC).

Fida nearly always makes great effort to develop the capacities of its implementing partners, beyond that required for project implementation.

Fida is well aligned with Finland's commitment to respect the humanitarian principles of humanity, neutrality, impartiality and independence, and to respond to humanitarian crises on the basis of need.

Generally, the coverage of Fida's PBS and HA programme and projects is small and scattered.

Within a selected geographical area, beneficiary targeting is excellent, partly due to community involvement and consultation processes.

Decisions are made in coordination with the respective clusters (e.g. interviews with UN Cluster staff). Fida's Child Protection (Fida 2014a) and Disability policies (2014b), and the minimum standards in humanitarian action are systematically used to plan and implement projects. There is no climate sustainability approach in HA interventions other than what can be included in the agricultural activities (evaluation team's observations; Venäläinen, 2011).

Access to Target Beneficiaries, Quality of Targeting, especially in relation to Cross-cutting Objectives

Generally, the coverage of Fida's PBS and HA programme and projects is small and scattered. There is no discrimination in beneficiary selection. Within a selected geographical area, beneficiary targeting is excellent, partly due to community involvement and consultation processes. All the projects reviewed promote the inclusion and empowerment of women, girls, PLWD and minorities.

Within the IPs, the majority of decision-making and field staff are male. While this appears not to affect the gender distribution of target groups, it probably has a negative impact on the quality of programming for girls and women, as was noticed in some of the PSS and FS activities in HA. This is less of a concern where Fida provides close technical support, though it is sometimes mentioned as a concern (Seppo, 2015). Fida does not currently have a gender specialist.

The quality of the beneficiary targeting is good in Fida's PBS projects. The projects respond to the needs of the community based IPs. However, the targeting is not based on clear strategies and criteria, but largely on the IPs' priorities. Thus activities are spread out and sometimes largely relate to the Pentecostal churches (evaluation team's observations; Koivula, 2016; Thapa et al., 2011). The projects mostly support more vulnerable groups in society, whose human rights are often not respected. There has been focus on disability inclusion but more efforts are needed (evaluation team's observations; Järvinen, 2014a).

Humanitarian Assistance

Based on the evaluator's observations in the DRC, targeting of the actions was not optimal, when considering the purpose of HA to "save lives". The main reasons are: a) Fida often works in development mode rather than trying to respond to the most pressing needs (i.e. no immediate response, staying in the same zone for three years); b) Fida has spread out its activities in two areas with two different IPs and difficult logistics while not fully covering the needs of either areas; and c) Fida tends to stay close to the main roads, urban centres and possibly Pentecostal Churches (evaluation team's observations).

4.2 Complementarity, Coordination and Coherence

Complementarity to Other Finnish Policies and Modalities

Cooperation and coordination with Finnish Embassies and bilateral projects, where applicable, is mutually supportive, not very intensive and more in relation to administration than strategic or programmatic issues. It is also often based on personal relationships rather than strategic decisions and planning, as in the case of Nepal. Fida has not had active engagement with the other Finnish fund-

ing modalities apart from HA, but has some private sector engagements mainly in relation to funding such as the Hesburger funding in Bangladesh.

Fida has complemented other CSOs' work in Eastern Africa's regional by strengthening of civil society actors through a two-year part-time course in leadership development to 109 members of its IPs' staff (Kuosmanen, 2014). In the case of Nepal, where the MFA has bilateral education and WASH projects, Fida and its IPs have participated in-field technical assistance for WASH and engaged at the local and national level in the education sector.

Coordination

Fida and its IPs participate in structured coordination activities at national and local levels where it is regarded as a small, but trusted partner. However, it rarely takes a leading role, does not relate professionally to the other Finnish CSOs and only participates in technical working groups in which it has particular expertise (such as education in Nepal and disability in Tanzania).

Fida is particularly good at regional coordination for its IPs through its regional projects, which include twice-yearly gatherings of key people for technical, management and leadership training, programme/ project planning and information sharing. Some exemplary local level coordination and social mobilisation as well as broader coordination with stakeholders have been mentioned in several prior evaluations (Kuosmanen, 2014; Gerster & Leppänen, 2016).

Humanitarian Assistance

Fida and its IPs always ensure that there is very good coordination with the UN cluster system and also with other implementing agencies when possible (good examples are Burundi in 2012 and Uganda in 2013). Fida does not participate in other humanitarian arrangements than those in the in-country UN clusters of education, protection and food security as well as Flash Appeals.

4.3 Effectiveness

Outcomes of CSO programmes

In line with other evaluations (e.g. Feuillerat, 2015; Koivula, 2012b; Gerster & Leppänen, 2016; Peterson 2012; Heinonen, 2015), the team found that intended and positive outcomes of Fida projects usually match or exceed those planned, especially at the local level. However, to some extent there is variability due to incomplete technical assistance and the quality of programme management.

The positive outcomes are due to any combination of: 1) good planning with community participation; 2) resource leveraging (land, meeting spaces, volunteers, labour, donations, etc.); 3) high staff and organisational commitment and motivation (both Fida and IPs); 4) long term supportive involvement; 5) high level of trust between Fida and its IPs; 6) generally good quality of interventions; and 7) policy influencing/advocacy (though more rarely).

Outcomes sometimes fall short of the optimal due to any combination of: 1) incomplete integration of sectors (especially livelihoods); 2) weak adoption of best/common practices; 3) not enough emphases on long term sustainability and exit strategies; 4) lack of in-field technical support; 5) lack of measurement

The team found that intended and positive outcomes of Fida projects usually match or exceed those planned, especially at the local level. However, to some extent there is variability due to incomplete technical assistance and the quality of programme management.

Since 2013 Fida has paid attention to improving its systems, narrowing its geographical and sectoral focus, and responding better to the needed field inputs.

and reflection on results; and 6) lack of proper baselines and clear indicators, including inaccurate reporting on numbers of beneficiaries.

Starting in 2013, compounded by the budget cuts in 2015 and in preparation for the next PBS programme cycle, Fida has been in a state of transition with attention paid to improving systems - especially for planning, monitoring, evaluating and reporting (PMER) - narrowing its geographical and sectoral focus, and responding better to the needed field inputs.

The limited capacities of IPs for project and financial management, lack of measurable indicators and inefficient PMER systems often negatively influence the effectiveness of activities. Examples include the unrealistically low budgeting and inadequate control over activity and budget management in the Community Development Programme in Gaza and the West Bank (Järvinen, 2014a) as well as the limited capacities of the IPs for financial management in Morocco (Feuillerat, 2015). These issues are further discussed below under efficiency.

Earlier evaluations, stakeholders and the CSO 2 evaluation team agree that Fida and its IPs' interventions have been generally effective at community level, particularly due to good processes, high commitment and high level of community participation in design and implementation. The most repeated criticisms have concerned sustainability and exit strategies for IPs and beneficiaries as well as the lack of larger impacts due to the wide spread of projects and activities (Arsalo & Kuosmanen, 2013; Feuillerat, 2015; Kuosmanen, 2014; Peterson, 2012). There are often unstated, unreported and probably unintended outcomes such as better social harmony, impact beyond the beneficiary group or beneficiaries joining Pentecostal churches. Unintended outcomes are rarely mentioned in reports and evaluations.

At policy level, outcomes of advocacy work are varied, being most dependent on the capacity of key IPs and Fida staff to influence (such as in education in Nepal and disability in Tanzania). There has been a level of advocacy on child rights and domestic violence within and through the Pentecostal churches in a few South American countries as well as in the Eastern Africa through leadership development (Kuosmanen, 2014; Peterson, 2015).

Humanitarian Assistance

In the case of responses to quick onset emergencies, the outcomes are generally good as the IPs have experience and other resources to rely on. However, as observed in the case of the protracted crisis in the DRC, the outcomes are not as good as they could be for two key reasons. Firstly, there is a lack of an emergency mind-set to assist more people, more quickly. This is exemplified by working in the same zones for three years, covering the PSS activities. Secondly, there is a lack of in-field technical assistance beyond the trainings for better contextual adaptation and performance analysis. It was also noted in the DRC, that the project related signage in the field was not in the local language. Effectiveness in HA is further reduced by two issues related to the administration and management of the HA instrument in the MFA: 1) the short project cycles lead to slow-downs in work and reduce morale as well as cause more work for accounting, audits and coordination with the calendar year activities; and 2)

the lack of a funding instrument for dealing with protracted crises, which are a mix of humanitarian and development contexts, such as the crises in North Kivu in DRC.

Recurrent Factors Affecting Performance

The key positive factors affecting Fida's good performance relate primarily to its commitment to the capacity development of its partners. This translates into recruiting staff with strong motivation, and having excellent relationships and partnerships with its IPs, which are well integrated and considered in their local environments.

An additional factor improving performance is the resource mobilisation from local and national private and government entities as well as from the Finnish private sources through the gifting of land and buildings (e.g. for schools), labour (e.g. for awareness campaigns), material donations (e.g. for schools), services (e.g. free medical checks), meeting spaces (e.g. for trainings), etc. In the case of the Relative Nepal project in education, this was estimated to be at least as much as the MFA funding. There are other similar reports from other evaluations as well (e.g. Heinonen, 2015; Koivula, 2012b).

The key negative factors affecting Fida's performance come from the three structural organisational causes, which often compound each other. The first comes from the geographical and sectoral spread. The second comes from only recruiting Pentecostal staff, some with little experience. The third comes from the lack of systematic agency-wide technical assistance and programme quality (PQ) management. Resources for the technical assistance are scattered, and their use is not coordinated in a timely manner. Some staff members have developed specific skills and experience, but they are not always capitalised upon at an agency-wide level. They tend to be solicited informally rather than forming part of a PQ system. While there is a good level of technical training of IPs, there are few post-training field visits for monitoring and coaching (evaluation team's observation).

Humanitarian Assistance

The key factor in the good performance of Fida's HA activities is the strong capacity and competency of some IPs, especially in relation to quick onset crises. The main reason for the less than optimum results in Fida's HA actions is Fida's low resources for HA, especially a lack of experienced staff. Fida has had three HA staff members in the last five years and the current HA coordinator has no previous HA experience, though does have excellent development cooperation experience. Fida does not have surge capacity and there has also been an issue with slow fund transfers between the headquarters and the field.

Response to Beneficiary Priorities and Needs, Especially Cross-cutting Objectives

Fida and its IPs respond well to the final beneficiary needs and priorities thanks to good processes and community participation. The gender equality and PLWD inclusivity are well considered while the climate sustainability issue is usually addressed through environmental activities when the context demands it (Feuillerat, 2015; Heinonen 2015; Järvinen 2014a).

An additional factor improving performance is the resource mobilisation from local and national private and government entities as well as from the Finnish private sources.

Good attention to keeping costs low by using local IPs, some with many years of experience; minimising expenses on vehicles, other capital costs and staff; and by funding partners directly from Finland, thus minimising intermediaries.

Fida responds well to the needs of its IP beneficiaries by providing them intensive technical and organisational support over many years. However, there is little attention paid to how the IPs apply the CCOs within their own organisation. For example, there are few women among the IPs' staff and usually only in supportive roles. Admittedly, the IPs' work environment is not always conducive to recruiting PLWD. Inclusivity is not encouraged if there is a predilection to recruiting staff on their religious commitment. However, people from minorities seem well represented among staff.

Fida does not have an Accountability to Affected Populations (AAP) policy, and although the evaluation team noted good community participation and understanding, there was little evidence of a redress mechanism. Furthermore, in some cases public project signs were not written in the local language (DRC).

Humanitarian Assistance

In relation to HA, Fida and its IPs respond well to their final beneficiaries' needs and address CCOs once the beneficiaries have been selected. However, in the DRC, the selection process is not always optimised in terms of time and location due to the delays in commencing the operations and due to the tendency to select those target areas which are fairly easy to reach and close to the church partners.

Degree to which PBS and HA are Successfully Combined

It was not possible to determine the degree of PBS and HA integration in past interventions, such as in Burundi and Sri Lanka, as there were no evaluations and no experienced staff to interview. Some of the PBS activities involved Youth Training Centres but it cannot be ascertained if they had a direct link to the HA beneficiaries. In Nepal, the link was the construction of three schools in the previously assisted areas (not MFA funded) after the earthquake. In the DRC, the current Fida thinking is to include PBS activities for education within its partner's (CEPAC) school network. This would have very little connection to the current HA activities. Considering that the scope of activities is decided by the IPs and that Fida also has its overall mission mandate and responsibilities, Fida would have to make the requirements for linking HA with development cooperation activities explicit. An earlier evaluation on DRR training programme recommended to improve Fida's own capacity as well as the capacities of its IPs to integrate DRR into the project cycle management (PCM) (Venäläinen, 2011). This has so far been done to some extent but not fully.

4.4 Efficiency

Adequacy of Resources to Achieve Outputs (Cost-effectiveness)

Generally, Fida offers good value for money for four reasons:

1. Good attention to keeping costs low by using local IPs, some with many years of experience; minimising expenses on vehicles, other capital costs and staff; and by funding partners directly from Finland, thus minimising intermediaries;

2. Resource leveraging, from local, national and Finnish sources. These range from land donations (for schools), labour (for construction or volunteer activities), services (meeting spaces), building construction (schools) and teaching materials. In some cases this resource leveraging amounts to at least 100% of the MFA funding (such as the Relative Nepal project);
3. Long-term presence and outlook, which leads to faster implementation, trust and good IP support, though sometimes at the detriment of sustainability; and
4. Very motivated staff both at Fida and IPs with a strong commitment to perform well.

The strong local ownership and participation improve efficiency of Fida's PBS projects. Many evaluations have found strong indication of excellent cost-efficiency and results with small budgets (Feuillerat, 2015; Järvinen, 2014b; Koivula, 2012b). However, efficiency is reduced by the geographical and sectoral scattering (across and within countries) and by the high capacity development support required for small and young partners. The main challenges to efficiency are found in the IP capacities for project and financial management, lack of measurable indicators and inefficient PMER systems and thematic and geographical spread of activities (Venäläinen 2012; Feuillerat, 2015; Gerster & Leppänen, 2016; Järvinen, 2014a; Koivula, 2016).

According to a sample of audits performed on Fida programmes and projects, Fida and its partners are in compliance with their financial obligations and have followed up with recommendations. In the case of IPs it is left to the discretion of the IPs though it is monitored by Fida.

Humanitarian Assistance

Fida's efficiency in HA stems from its easy access to experienced IPs and sometimes by already having teams on the ground implementing development cooperation activities, such as has been the case in Kenya, Uganda and Nepal. Fida itself does not have a rapid response mechanism but some of its IPs have due to their church and network connections.

As mentioned earlier, the annual March-February HA project cycle causes two types of difficulties. The first one is related to the annual slowdown of activities with morale damaging uncertainty between December and March while waiting for the new decision. The second one relates to the two expensive financial audits, which need to be carried out each year separately for January-December and March-February.

Quality of Management

All projects, PBS and HA, are implemented after a thorough risk analysis and with clear management structures from project to country, to region to headquarters. There seem to be sufficient manuals, tools, schedules and advisors to ensure that contracts and basic PMER functions are successfully fulfilled. Fida is able to adapt the management of its IPs based on their needs and maturity by placing advisors where needed.

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All projects, PBS and HA, are implemented after a thorough risk analysis and with clear management structures from project to country, to region to headquarters.

According to the CSO1 RBM report (Silfverberg, 2016), “Fida’s RBM is based on Project Cycle Management (PCM) and Logical Frame Analysis (LFA) approaches. Projects are managed through the key phases of PCM, and LFA approach is applied both at programme and project levels, the definition of results and indicators at programme level being more qualitative and at project level more quantitative. RBM is considered as a holistic approach, covering at project-level all phases of the project cycle as well as at programme-level Fida’s management and administration processes.”

Fida’s Project Manual (Fida, 2014c) with numerous annexes on project planning, monitoring, reporting and evaluation is its key RBM tool. It is a comprehensive manual for both Fida’s own operations and for Fida’s partners, and provides guidelines and tools (templates) practically for all phases of the project cycle.

Fida’s development cooperation programme is based on Fida’s strategy, which has an emphasis on children and youth. Programmatic objectives have been set so that they correspond to Sustainable Development Goals (previously MDGs), to Finland’s development policy and to the key global declarations, conventions and principles. Planning is conducted mainly bottom-up, whereby project plans are prepared with the key stakeholders. Projects are then combined into regional programmes as their components. Fida’s programme then combines all regional programmes into one global programme. The key challenge Fida is now addressing is the creation of a clear RBM logic between the three levels.

Monitoring is considered as a continuous process by project staff, supported by Fida’s regional staff and advisers working in the field. Monitoring systems and methods are planned before starting the project activities. Reporting includes the following:

1. Triannual and annual project reports; reporting applies LFA-based templates;
2. Regional programme report; Regional Deputy Directors prepare cumulative annual reports at regional level;
3. Annual programme reports to Fida’s Board (submitted also to MFA); and
4. Triannual financial reports and annual Special Purpose Audits.

Fida has an evaluation plan, which forms the basis for external evaluations. All projects are planned to be covered by evaluations during the programme period. In the future, the aim is to widen the evaluations more into country-level or theme-specific evaluations instead of single project evaluations. In addition to external evaluations, Fida encourages the projects and partners to conduct self-assessments to support continuous learning, but this occurs unevenly.

The findings of PMER are used for assessing whether the planned benefits have been achieved and to identify development needs (e.g. sustainability issues). Fida has identified the RBM dialogue as being weak at the monitoring stage and is therefore now updating its tools. Evaluations are discussed in debriefing meetings with key stakeholders and follow-up plans are prepared for defining how the recommendations will be taken into account. The follow up plans (management response) have improved the process of taking evaluation recommendations into practice.

The decentralised management structure has been beneficial for RBM by placing staff closer and more responsive to the field (IPs and communities). However, there is a lack of an agency-wide quality management system as each sub-region is autonomous. Furthermore, indicators are not well suited for recording transformative and behavioural changes, though there is anecdotal evidence that this is occurring. The indicators and their tracking has not been well organised from projects to country, regional and global level leading to some lack of clarity in reporting. Additionally, there are not always clear baselines and targets defined for the indicators making it difficult to monitor and evaluate progress. Fida is currently working on improved indicators that will be agency-wide and also permit better data aggregation at country, regional and global levels. The inefficiencies in project management and PMER systems have been mentioned as key areas for improvement by several previous evaluations as well (Venäläinen, 2012; Feuillerat, 2015; Gerster & Leppänen, 2016; Järvinen, 2014a; Koivula, 2016).

Humanitarian Assistance

Considering Fida's low internal capacity for HA, it relies very much on the capacity and competence of its IPs. Fida has one HA coordinator based in Uganda and the surge capacity consists of one senior management staff at HQ. Fida does provide good general support to the HA IPs but lacks consistent technical support and competency (DRC, 2015 and Uganda, 2013).

Value Added of Networks

Fida is only part of the international Pentecostal network as a church mission organisation. Even though there are several American and a few European Pentecostal organisations working in development cooperation and HA, there is no Pentecostal network of such organisations. Fida does not belong to a professional or learning network. Fida's memberships in VOICE and EU-CORD are primarily for better access to EU funding. Fida has no affiliation with any network for HA though some of its IPs also receive funding from American Pentecostal organisations for specific interventions.

4.5 Impact

Fida's impact on civil society is primarily through its church partners although it sometimes occurs with specific Fida staff through their expertise and personal contacts. Fida sees its involvement with civil society as occurring through the Pentecostal Churches it supports, especially in East and Central Africa and Latin America.

Churches are part of civil society and when they are large, networked and/or influential, there is a compound effect in that they can wield influence at national and sub-national levels, and also within their visible and embedded constituencies. This has happened with Fida in some instances in Latin America (domestic violence, HIV/AIDS), Tanzania, Vietnam and India (disability and education). In the future, Fida is planning to increase advocacy and capacity building within its Pentecostal networks so that development issues and human rights are included in their agenda.

The decentralised management structure has been beneficial for RBM by placing staff closer and more responsive to the field.

Fida does not belong to a professional or learning network.

Fida's impact on civil society is primarily through its church partners although it sometimes occurs with specific Fida staff through their expertise and personal contacts.

Fida's impact can be large, taking place both at the mission and social work level, where the practice and knowledge gained through development cooperation and humanitarian assistance can pervade upwards and outwards through church leadership and membership.

It should be noted that within the Pentecostal framework, there are certain positive and negative human rights biases. The positive one is in favour of the marginalised, and is to be reinforced. However, there is also a certain bias against gender equality, and work must be done to counter this.

Intended impact (including cross-cutting objectives)

Based on the evaluations and the evaluation team observations, intended impacts at local level are positive for beneficiaries but they are not always well defined, analysed and reported, and also not always optimised. For example, by the adoption of the best or commonly used practices (e.g. for cash transfers), more sectoral integration (skill training and access to financing) and more analysis from the beneficiaries' perspective (livelihoods rather than FS), the effectiveness, impact and sustainability of projects could be improved. Changes to the living conditions in the targeted population are positive at the individual, household and community levels. This applies also for the impacts at the physical level (latrines, water, NFIs), at the knowledge level (human rights, HIV/AIDS, education, etc.) and at the social level (social cohesion, inclusiveness), but somewhat less so at the economic level.

In line with other evaluations, this evaluation also finds that Fida has a good impact on the final beneficiaries but it is usually diffuse due to the geographic and sectoral spread. Fida's greatest and long lasting impact is on its primary beneficiaries, the national member churches and their implementing agencies, because they continue to exist and work beyond project lifespans. Thus, Fida's impact can be large, taking place both at the mission and social work level, where the practice and knowledge gained through development cooperation and humanitarian assistance can pervade upwards and outwards through church leadership and membership. This process has been implemented primarily through Fida's regional programmes. It is currently, however, unsystematic but has great potential for improvement.

An undocumented impact is Fida's example in international Pentecostal movement as one of the few European Pentecostal agencies with long-term, dedicated HA, development cooperation and IP capacity development activities (Koivula, 2012c; Kuosmanen, 2014). This can be further improved with clearer strategic focus.

The level of impact is highest at the individual child/youth and family level due to the targeting and beneficiary participation and decreases as one goes up to community, local government and national levels. The impacts on individuals' and partners' capacity for taking initiative and improving their own lives has been cited as the main impacts of the Fida supported projects by various evaluations (Koivula, 2012b, 2016; Kuosmanen, 2014; Peterson, 2012). Still, there are also cases of good impact at community/local level, and occasionally at provincial and national levels such as the disability work in Tanzania, HIV/AIDS work in Ethiopia and education for girls in Nepal (evaluation team's observations; Koivula, 2012a, 2016; Kuosmanen, 2014). The impact of Fida supported projects is directly linked to the local level of technical assistance available, particularly in relation to international staff and IPs' capacity, thus being uneven across projects.

Humanitarian Assistance

If the intended impact of the humanitarian operations is the “saving of lives”, then Fida’s interventions are too slow, sometimes too long lived and not effectively targeted. Fida’s activities in FS and PSS as currently implemented are better suited for resilience/recovery, but Fida is aiming to improve this in the future. In the DRC, the intended impact of the FS activities - aiming farmers to continue renting farmland after one year’s assisted cropping - has not been realised in practice, primarily due to the distance to the fields and the unreliability of the crops.

Unintended impact (including Cross-cutting Objectives)

Unintended impacts are usually not analysed or reported. Unintended positive impacts may occur when the results of various activities combine to form a larger impact such as social cohesion. At other times it may occur due to experienced and respected Fida staff being able to promote certain rights issues amongst influential stakeholders, who are then able to propagate those values and understandings to a wider population. Unintended neutral or negative impacts are often the result of a lack of a more thorough analysis on beneficiary needs and thus key elements are omitted out of an intervention e.g. providing training, but no financial means to implement what is learned (Nepal) or training on HRBA without further activities in which these could be promoted leading to frustrations amongst participants (DRC).

Although there is the intended/unintended impact of beneficiaries joining Pentecostal Churches or Pentecostals being the first to benefit from project activities, this does not represent discrimination as access was the same for everyone.

In many countries, people from minorities are more likely to join evangelical churches as churches are perceived to be more egalitarian and active. This is an unintended impact from a development cooperation perspective but an intended one from Fida’s broader mandate. This is not reported by Fida so there is no information on the extent to which this happens in project areas. The comparisons to other neighbouring areas were not possible during evaluation team’s field visits. If project activities are within the catchment area of churches, it is also likely that some project benefits will naturally accrue to church members first, as was observed in Nepal.

Humanitarian Assistance

In HA situations, it is also common for beneficiaries to join the churches close to the IPs’ denomination (a church with resources) but Fida and its IPs have to be very careful not to exploit this delicate situation. In the DRC it was found that about 50% of the beneficiaries were recent CEPAC church members whereas they are only 10% in the general population. Most of that membership increase was natural, but beneficiaries also reported evangelisation from some CEPAC staff, many of whom were also pastors. However, no proselytism was observed.

With regards to gender issues, in the DRC it was found that the key FS measure of renting farmland put women at great security risks as the land was in

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remote areas and required several hours of walking. In the case of PSS activities it was noticed that those for boys were twice as many as those for girls, and these remained very traditional.

4.6 Sustainability and Connectedness for Humanitarian Operations

Ownership and Participation by Local Stakeholders

Fida's method of working with local partners and embedding projects in communities create local ownership and participation, which is obviously very beneficial for social, cultural and institutional sustainability. Fida's approach to work with communities is through consultation and participation of local beneficiary groups and stakeholders through needs assessments. This involvement from the start generally secures good ownership by local communities (Järvinen, 2014a; Koivula, 2016). Furthermore, there is good ownership by IPs who are the prime instigators of activities, and organisational sustainability through the Pentecostal Churches.

Humanitarian Assistance

In the DRC, connectedness for HA is not planned by Fida. This is because the activities are planned and implemented through the UN clusters and because there is a lack of agencies to connect to. There are, however, occasional unreported connections to local Pentecostal churches or other local faith-based organisations, especially in East Africa.

Organisational, cultural, social, ecological and financial sustainability

The best signs of sustainability can be found at the family and community levels - for instance in the behavioural change related to the domestic violence or child rights. Sometimes the sustainability is reached also at the higher level where for instance the Pentecostal churches are well established and have strong connections to the IPs, as is the case in South America and East Africa (Kuosmanen, 2014; Peterson, 2015). The benefits of the Fida supported projects are often expected to continue mainly through the strengthened individuals, community groups and partner organisations (Arsalo & Kuosmanen, 2013; Järvinen, 2014a; Koivula, 2016). The risks for the continuation are mainly linked to the financial capacity and sustainability of the supported groups and partners.

Organisational sustainability is also generally good due to the link to the Pentecostal churches and Fida's emphasis on partners' capacity development, although this is not always clearly defined. The capacity development of partners could be further strengthened and also more systematic to ensure organisation sustainability after the phasing out of support (Feuillerat 2015; Heinonen 2011; Koivula 2012a). The cultural and social sustainability is most likely to be reached when working with Christian populations as there is a common framework of understanding, as is the case in South America and East Africa.

The greatest weakness is the lack of financial sustainability at all levels. Starting with the economic sustainability at Fida (only one major donor), with IPs

(sometimes their only donor is Fida) and with beneficiaries (not enough linkages between livelihoods and other activities). This is primarily due to the lack of clear exit/graduation strategies from the beginning. These findings are corroborated by several project evaluations stating that the financial capacity and income generation at local level are among the key threats to sustainability (Heinonen, 2015; Koivula, 2012a; Koivula, 2016).

For example, Fida does not use the well-established Village Savings and Loan Associations model for savings and credit groups, which have proven to be inherently sustainable and self-propagating. The sustainability of some of the training centres established by Fida was found to be at a good level, and they were self-sustaining after only one year. Sustainability is the first step, but in many cases self-replicability/scalability is aimed for. Ecological sustainability is rarely a concern in Fida's field of activities but it is considered when applicable in health (water and sanitation) or FS (soil and water management).

Humanitarian Assistance

In the DRC, after the distribution of NFIs, the benefits will continue until they wear out or break down, which is often the case after a few months (e.g. tarps) or a few years (e.g. pots, pans, blankets, etc.), by which time it is expected that the beneficiaries will be able to replace them by themselves. In practice, that is often not the case as they continue to live as IDPs in very precarious conditions and without access to a new distribution of NFIs. In the case of FS activities, there was an attempt to continue of-farm field rental after the first year paid by the project, but in reality this did not occur in about 70% of cases due to the long distance from home, high risk of crop theft or natural destruction and a better ratio of benefits/costs for other activities, such as petty trading if in or near an urban centre. In PSS activities, there will be little benefits to other individuals and families than those directly involved in the counselling, as the project has not been geared toward providing communities with the tools to do so. In Nepal, it was observed that the beneficiaries who had received shelter inputs were still using these 18 months later.


Reinforcement of Other Objectives, Handover and Exit Strategies

For Fida, the main objective is the capacity development of their partners. Under the right conditions, Fida can hand over the programming (fundraising and implementation) to their partners and thus provide an institutional exit strategy. This has occurred in South America in 2015 due to the partners' high capacities and the MFA budget cuts. However, in most cases Fida has long histories with its partners and does not have a pro-active system for targeted institutional capacity development or for handovers and exit strategies. Exit from projects and from cooperation with IPs usually happens due to external conditions (especially budgetary) rather than by design. At project level, it was noted that there was little actual planning for graduation and exit strategies except for some cases in education and skills training where there are opportunities for other duty bearers and stakeholders to continue the activities.

Humanitarian Assistance

For Fida, the ideal scenario would be to completely handover to its IPs who would continue with development cooperation activities as an exit strategy

For Fida, the main objective is the capacity development of their partners. Under the right conditions, Fida can hand over the programming (fundraising and implementation) to their partners and thus provide an institutional exit strategy.



from HA. In practice this does not occur primarily for two reasons: 1) Fida does not have such a long term strategy; and 2) Fida and the IPs would need to count on secure funding for at least five years (one year for HA followed by four years for PBS). In the end, the exit strategy for HA activities is primarily to give a short boost to families and increase their resilience as there are limited opportunities for handover to other agencies.

5 CONCLUSIONS

Strategic focus

Conclusion 1: Fida has a dual mandate with somewhat contradictory goals for its mission and social work (development cooperation and humanitarian assistance) sectors that need better definition in order to decrease ambiguity between Fida's mission and social work activities both in HA and development cooperation.

Fida is recognised for its commitment to its partners and their capacity development; its relevance, effectiveness and efficiency at small scale with final beneficiaries and stakeholders; its Finnish recognisability, its significant amount of resource leveraging; and its high level of staff commitment to their agencies and to performing well (Fida and IPs). Fida's strategy for projects is based primarily on personal contacts and responding to church partners' requests.

Viewed from the outside, Fida has four main structural constraints:

- a. It is an organisation with somewhat contradictory strategic goals: membership/mission with its primary beneficiaries (church partners) and social work with the final beneficiaries (poor communities and individuals within);
- b. It has to satisfy four constituencies: a) its board and supporters in Finland; b) its international church partners; c) its social work staff in development cooperation and HA and itself responding to local contexts and d) the MFA;
- c. It is very dependent on only one main donor and thus directly subjected to its mandates and reducing Fida's autonomy and independence, though it also reduces its transaction costs; and
- d. It is a good generalist CSO but does not have specific core competencies other than church partner support with excellent relationships and grassroots reactivity.

Fida's key objective is to support as many of its primary beneficiaries - its church partners - as possible, which can lead to lower efficiency and effectiveness by not focusing solely on the best long term results for the final beneficiaries. This is exemplified by the wide spread of project locations and sectors of activities.

However, there is great staff commitment and motivation, there is a significant amount of resource leveraging (though not well accounted for), good cost-efficiency, excellent relationships and partnerships with its IPs, provision of good IP capacity development, strength of personal contacts and trust from long-term relationships.

There is an ambiguity between mission and social work (development cooperation and HA), there are deficiencies in technical support and programme quality and there is too much geographical and sectoral spread. While there is no

Fida is recognised for its commitment to its partners and their capacity development; its relevance, effectiveness and efficiency at small scale with final beneficiaries and stakeholders; its Finnish recognisability, its significant amount of resource leveraging; and its high level of staff commitment to their agencies and to performing well.

Despite the ambiguity between the mission and social work aspirations of Fida and its partners, there does not seem to be any discrimination at the final beneficiary level either for selection or service delivery.

Fida is an appreciated partner by all stakeholders and is recognised as being small, faith-based, Finnish and respectful of its partners, however with limited capacities for scalability and international professional connectedness.

discrimination with regards to the final beneficiaries, there is a degree of positive discrimination towards Pentecostal IPs, Pentecostal staff and project locations more suitable for the church partners.

Separation of mission and social work activities

Conclusion 2: The dual mandate of Fida has both positive aspects such as the mobilisation of IPs rooted in civil society and the more ambiguous one of the relationship between churches and beneficiaries.

Due to the IPs' community rootedness, Fida's community-based processes and alignment to government policies, this translates into relevant and appropriate programming for final beneficiaries, but with a small and scattered geographical coverage.

Despite the ambiguity between the mission and social work aspirations of Fida and its partners, there does not seem to be any discrimination at the final beneficiary level either for selection or service delivery. The only noted effects of both this ambiguity and the fact of working through church partners are that some of the project site selection seems linked to a church presence (observations from the three field visits) and that in some cases the early beneficiaries of services are church members but not to the exclusion of anyone else.

Further reduction of portfolio fragmentation

Conclusion 3: Fida prioritises working with church partners, who identify activities and target groups, often leading to a geographically and sectorally fragmented portfolio with small and scattered coverage and lacking higher levels of impact.

Fida is most successful in building the capacity of its primary beneficiaries, its church based partners to implement social activities. For its partners, Fida has relevant programmes (regional and thematic), appropriate means of delivery (training and coaching) and supports as many of them as possible from its church mission mandate (up to 5 in one country and 23 in total in 2016).

But this IP support has led to the multiplicity of thematic sectors, projects and countries. Fida has already reduced the thematic sectors of involvement to three major ones and is reducing the number of countries it works in to 17 in 2017.

Organisational Capacity

Conclusion 4: Fida is an appreciated partner by all stakeholders and is recognised as being small, faith-based, Finnish and respectful of its partners, however with limited capacities for scalability and international professional connectedness.

Fida rarely works with other international CSOs, Finnish CSOs and donors but there is good coordination at country level with national and local authorities, the UN system for HA, Finnish Embassies and national CSO coordinating bodies, when they exist. In rare instances does Fida provide leadership or expertise in any of the coordination activities.

There are few women in leadership and influencing positions in Fida and its IPs. The nearly 100% Pentecostal environment of Fida and its IPs has both negative and positive implications. The key is to clearly capitalise on the benefits and to

work on reducing the disadvantages. Fida has been a good training ground for Finnish HA and development cooperation workers but in return it does not benefit much from external expertise, due to its strong Pentecostal focus.

Capacity and quality of Fida's technical assistance

Conclusion 5: Between Fida's nearly exclusive Pentecostal focus and current internal organisation, there is significant project quality variability due to incomplete technical assistance and programme quality management.

From the earlier evaluations and the evaluation team's observations, it is clear that Fida and its IPs are generally effective in responding to needs at the community level and occasionally at higher levels. Effectiveness is sometimes reduced by a lack of cross-sectoral integration, such as livelihood activities, and lack of reflection on the practicalities from the beneficiaries' perspective. Although there are a few gaps, Fida is generally effective at addressing the gender and inclusion issues but less so about climate sustainability, which tends to be interpreted more as environmental protection than in terms of resilience and DRR.

Effectiveness could be improved as Fida does not have a rigorous agency-wide system for programme quality and performance management for the adoption of the best or common practices other than what TA individuals provide locally and sometimes regionally. The revised Fida Project Manual is a good resource for PCM, and Fida is in the process of upgrading its system for PMER with better agency wide indicators and better data aggregation. Fida is also limiting its sectors of activities to children and youth, health (including WASH) and livelihoods after 2017.

Other than Fida's comparative advantage from its Pentecostal networking, its core competencies are limited to good church IP support and grassroots reactivity.

Development Cooperation performance

Conclusion 6: Fida is financially efficient but less so programmatically due to project and IP scattering, and incomplete technical assistance and programme quality management.

Since 2013 with the decentralisation of management closer to the regions and countries and the 2015 budget cuts, Fida has become more focused and professional: fewer countries, fewer sectors, fewer projects, more attention to programme quality and results, and more input from the field. This is, however, a work in progress.

Fida is efficient in that there are no intermediate levels between it and its IPs, it is very budget conscious with minimum staff and capital expenses and low administration costs. Efficiency is reduced due to project and IP scattering and the limited experience and capacity for project and financial management of some IP's and their staff. Generally, Fida has good local results on small budgets.

Between Fida's nearly exclusive Pentecostal focus and current internal organisation, there is significant project quality variability due to incomplete technical assistance and programme quality management.

Fida is financially efficient but less so programmatically due to project and IP scattering, and incomplete technical assistance and programme quality management.

Fida's partnership approach and its community development focus generally ensure good potential for institutional, social and cultural sustainability at the community level within local constraints. The primary weaknesses are the lack of exit and graduation strategies and economic sustainability both at IP and beneficiary level.

The impact of Fida supported development projects implemented by its IPs can be seen at four levels in the projects visited. This impact is also confirmed by the external project-end evaluations:

- Target groups: strengthened IP and Community Based Organisations capacity with IPs being able to conduct HRBA based social work (development cooperation and HA) activities (especially for gender, PLWD, inclusivity and education). Impact in relation to advocacy is weak and inconsistent as it is a new area for Fida and will be reinforced in the future;
- Communities: long-term effects in knowledge and behaviour changes especially with regards to gender, education, culture and inclusion;
- Sectoral: where there have been Fida's technical specialists involved for a number of years, there have been larger scale impacts such as in education and disability but less so on livelihoods and advocacy where there is low internal capacity and lack of linkages to external resources; and
- Civil Society: Pentecostal Churches are part of civil society. There have been instances of significant internal changes within the churches and influencing at sub-national and national levels (South America and East Africa).

There is a full range of sustainability within Fida's primary beneficiaries, its church partners. Some of them are very large and mature with many institutional donors, while some of them are so new and structurally weak that it will be a long and difficult enterprise for them to become sustainable.

Fida's partnership approach and its community development focus generally ensure good potential for institutional, social and cultural sustainability at the community level within local constraints. The primary weaknesses are the lack of exit and graduation strategies and economic sustainability both at IP and beneficiary level.

Humanitarian Assistance performance

Conclusion 7: While Fida has low internal capacity for HA, it has a definite and recognised role in HA due to its capable IPs and their inherent but unexploited potential for Linking Relief, Rehabilitation and Development (LRRD).

Fida's strength in HA is its network of church partners and their service delivery arms, especially in East and Central Africa, where they have years of experience, are embedded in communities and are well recognised. However, the limitations of this mode of operation with low Fida support have been to operate close to church catchment areas to the detriment of others (geographical bias); to not systematically apply best or common techniques and reflect for greatest beneficiary impact in a humanitarian context; and to implement few LRRD activities even when there would be opportunity to do so. Fida and its partners have solid experience in the provision of NFIs, emergency shelter and FS, and have recently added the much appreciated but often overlooked PSS sector.

Humanitarian Assistance performance in the DRC

Conclusion 8: Fida is a trusted and appreciated partner in the DRC where international resources are dwindling. Fida is running more of a longer term resilience and recovery project using short term humanitarian modalities.

Due to the visit to Fida's only current HA project in the DRC, there are specific conclusions beyond the more general ones in the preceding section. The NFI distributions have had a good but limited impact due the delayed response. The sustainability and appropriateness of the FS interventions have not achieved the intended goals and sometimes raise safety risks for women. The PSS interventions are not sufficiently pro-girl and community based for a more lasting impact. Though gender issues are addressed at a basic level (access, balance), there are gaps in the analysis and implementation at higher levels (equality, safety, practicality).

Better and easier Finnish HA response

Conclusion 9: Rapid onset humanitarian crises are irregular and sometimes unpredictable but nearly always followed by fairly standard responses. Dealing with them on a case-by-case basis is at least both time consuming and inefficient and possibly also less effective.

From the discussions with Fida about HA interventions, visits in the DRC and Nepal, the meeting between the Finnish CSOs and the Finnish embassy in Kathmandu and the MFA humanitarian unit in Helsinki, it is clear that there are frustrations at all levels, both administratively and programmatically. The MFA is short staffed with a heavy workload and does not feel it can best respond to each crisis, especially since the embassies do not actively engage with the CSOs. After a crisis, CSOs scramble to send the MFA individual crisis response proposals. The process for the attribution of contracts is unclear and on the ground it appears that the responses could have been more effective if there had been better initial consultation between the CSOs, and between the CSOs and the Embassy, especially for LRRD linkages.

Harmonisation of MFA funding modalities

Conclusion 10: Although there is a great deal of flexibility in the MFA funding for both HA and PBS, there are also inefficiencies and a lack of obvious means of integration to promote LRRD.

Fida has been implementing mostly a resilience and recovery activities over several years in protracted crisis environments, but on an annual funding basis, causing lower efficiencies and effectiveness. With the current modalities of the annual HA March-February cycle and the multi-year PBS January-December cycle, it is difficult to make the linkage between the two modalities and to respond optimally in protracted crises where there are concurrent humanitarian, recovery and development conditions.

Although there is a great deal of flexibility in the MFA funding for both HA and PBS, there are also inefficiencies and a lack of obvious means of integration to promote LRRD.

Fida has a unique and very strong relationship with some influential Pentecostal churches, particularly in East and Central Africa and could be a catalyst for significant changes both within the Church and its large membership.

Strategic Focus on Fida's Strengths

Conclusion 11: Fida is working on reducing the weaknesses and improving on the strengths but it may need additional support to achieve its potential as a faith-based CSO working in development cooperation and HA.

Fida has a unique and very strong relationship with some influential Pentecostal churches, particularly in East and Central Africa and could be a catalyst for significant changes both within the Church and its large membership, itself a significant part of civil society in some regions, but also at regional, national and sub-national levels where it has influence.

6 LESSONS LEARNED

1. After the Nepal earthquake, the MFA in Helsinki decided to give most of the humanitarian funding to one CSO without local consultation with the Embassy and the CSOs on the ground, thereby eliminating an opportunity for improved synergies and effectiveness.
2. Sustainability is a good outcome but in many cases self-replicability would be even better and this is something which can be better achieved if it is designed in from the beginning. For example in the case of Fida there are many opportunities for the IPs' mother churches to adopt the new concepts and practices promulgated by Fida, such as children's and women's rights, gender equality, reducing inequalities, etc. There is evidence that this has happened in some cases in South America and East Africa, but it is reported to have happened through individuals' actions and not through systematic processes.
3. Climate sustainability as a CCO poses conceptual and implementation difficulties as it usually is interpreted as climate change adaptation, which is reactive, more remote and less immediate whereas environmental protection is proactive, local and immediate, and has clearer links to health, resilience and DRR. It would be best to combine the two concepts.
4. There is a lack of clarity both at MFA and at Fida for what constitute the boundaries of religious activities within an MFA contract. For example churches provide meeting space, volunteer labour and other resources but their members also benefit from project resources. They might even grow their membership and/or influence in the community.

Sustainability is a good outcome but in many cases self-replicability would be even better and this is something which can be better achieved if it is designed in from the beginning.

The HA and development cooperation strategies will have to address Fida's dual beneficiary streams: its church partners and the final beneficiaries.

7 RECOMMENDATIONS

As of late 2016, some of these recommendations were already being implemented in varying degrees.

Recommendation 1 (Strategic focus):

Fida should establish four separate, long term (longer than the MFA project cycle) and detailed strategies, each with performance indicators and clearly explaining the linkages between them. These strategies should include: 1) Fida globally and linking the remaining three; 2) missionary and mission work; 3) HA; and 4) development cooperation, including gender indicators.

The HA and development cooperation strategies will have to address Fida's dual beneficiary streams: its church partners and the final beneficiaries. There should also be a country strategy guided process for partner selection and project identification and planning to further improve the relevance of supported activities. As of the end of 2016 there are new but still very general HA and development cooperation strategies.

Recommendation 2 (Clear separation of mission and social work activities)

Fida should make a greater effort to separate missionary and mission-support activities from their social work activities at all levels (HQ, Country, IP and beneficiaries). The changes in beneficiary church affiliation need to be reported and explained for transparency.

Fida and other evangelical faith-based organisations, perhaps with the help of the Umbrella Organization for Finnish CSOs (Keva), should clearly define the boundaries of religious activities within a MFA contract so that there are no ambiguities and provide clear ways of monitoring and reporting, including through the IPs. This is particularly important when the IP is associated with a well-known church. As a first step, Fida should produce and disseminate a written policy with clear means of verification with its IPs, such as done by World Vision Finland. An additional option would be to clearly separate mission and social work (including both development cooperation and HA) organisationally (either internally or into two separate entities). While Pentecostal church membership increase may be a collateral issue of performing social work, it should always be ensured that it does not lead to any distortion in the ethics of performing social work. Fida needs to make evident and report on the relationship between its mission and social work activities, with regular monitoring of IPs and projects (site and community selection, shared activities and resources, outcomes/impacts on both the beneficiaries and the churches).

Recommendation 3 (Further reduction of portfolio fragmentation):

The strategic targeting of activities needs to be thematically and geographically based on Fida's priorities with criteria to further improve relevance and impact. For example, Fida should place a much stronger focus on the MFA's priority countries with a view to have higher level impacts, especially if national

churches can be involved, and leave countries with only one project or activities without opportunities for higher level impacts.

Recommendation 4 (Organisational Capacity):

While Fida needs to respond to its main Pentecostal constituencies, its Finnish supporters and its international partners, it should also recognise and address the limitations of its nearly exclusive Pentecostal focus by promoting more gender equality (internally and partners) and by enlisting non-Pentecostal assistance when it will improve programme performance. For example the overall manager of Fida's social work operations could be a woman with a range of professional development cooperation and HA experience acquired outside of Fida. By working in consortia, Fida would benefit from cross fertilisation of ideas, easier access to best and common practices and to external expertise. Fida could also work with non-Pentecostal IPs with greater capabilities requiring less capacity development.

Recommendation 5 (Capacity and quality of Fida's technical assistance):

Fida's technical assistance and programme quality management should be improved to be more systematic, more final beneficiary based and agency-wide. Fida needs better indicators for outcomes, impacts and higher level results. The resource leveraging should be encouraged and Fida and its partners should perform detailed accounting and reporting on the amount and impact of leveraged resources. Fida should consider developing some core competencies and expertise complementary to those of other Finnish CSOs with which to have greater impact at higher levels.

Because Fida is not part of a wider professional network (organisational or thematic), it needs to pay special attention to technical competency and to the management of results and quality. Technical assistance and programme quality management should be improved to be more systematic, more final beneficiary based and agency-wide. This may entail a shift of resources and priorities from IP capacity strengthening to quality assurance, including: using agency-wide sectoral specialists; consulting more with local or specialist actors; participating in sectoral working groups; and working in consortia.

For example, Fida could use agency wide sector specialists (at least one for each of the three main sectors and three for the CCOs) and a Programme Quality Coordinator to oversee it all and able to perform internal Real Time Evaluations. This system should help with the issues of: a) wider adoption of best or common practices; b) sustainability (more business-like thinking and livelihoods/economic linkage approaches) and graduation/exit strategies from the start; c) better technical support, including in-field; and d) measuring and reflecting on results. At the proposal stage, the intended impacts should be clearly stated as well as the potential unintended ones to watch out for and define indicators to measure them, at beneficiary, community/local and national level.

Specific actions are currently necessary with regards to: a) developing and implementing an Accountability Framework, including AAP; b) developing two theories of change (one with church partners and one without); c) long term and complete IPs' capacity development management based on proper capacity assessments; d) better accounting and reporting on resource leveraging and

Fida's technical assistance and programme quality management should be improved to be more systematic, more final beneficiary based and agency-wide.

It needs more and better cross-sectoral integration (such as livelihoods, Disaster Risk Reduction, advocacy, etc.) and integration of cross-cutting objectives into its programmes and projects.

Fida needs to increase its internal capacity and clearly map IPs for their response capacity.

on the number of affected beneficiaries; and e) better indicators for outcomes, impacts and higher-level results.

Fida should consider developing some core competencies and expertise complementary to those of other Finnish CSOs, such as the PSS, with which to have greater impact at higher levels.

Recommendation 6 (Development Cooperation performance):

Fida should further reduce the geographical scattering of activities and formulate clear criteria and guidelines for IP and project selection. It needs more and better cross-sectoral integration (such as livelihoods, Disaster Risk Reduction, advocacy, etc.) and integration of cross-cutting objectives into its programmes and projects.

Fida has started concentrating its resources on fewer sectors and locations (countries and within) but it needs to further reduce the geographical scattering of activities and formulate clear criteria and guidelines for IP and project selection so as to maximise impact and sustainability. It also needs more/better cross-sector and CCO integration (such as livelihoods, DRR, advocacy, etc.) and better indicators for outcomes, impacts and higher level results. CCO activities can be improved by providing more detailed support at the planning and implementation phases, especially for DRR.

Recommendation 7 (Humanitarian Assistance performance):

Fida needs to increase its internal capacity (staffing, procedures for quick and slow onset crises and for one-off and protracted crises, IP support, surge) and clearly map IPs for their response capacity. Generally, Fida needs to ensure working wider than just within church catchment areas to where there is greatest need; not to be too spread-out; to reach more beneficiaries in greater need and to engage with more of them more rapidly. Fida should not seek to expand to other HA sectors, but should consider becoming a leader in PSS where there are fewer recognised actors.

Recommendation 8 (Humanitarian Assistance performance in the DRC):

In the DRC, Fida should improve its current HA operations by providing more technical assistance and moving from food security to livelihoods, placing more emphasis on gender issues, providing better technical support and a quicker response to those in greatest needs, and improving monitoring and the quality of management.

Fida should also develop and track a few results based indicators, especially for PSS; perform results studies, looking for sustainability/connectedness and value for money; increase the tools in the intervention toolbox to respond better to beneficiary needs and increase efficiency; and test and assess at least one new idea each year (such as cash transfers). More specifically, it should promote more educational, cultural and girl inclusive activities in PSS; push more responsibility into beneficiary communities for PSS; and elicit more solutions and pathways for the HRBA.

Recommendation 9 (Better and easier Finnish HA response):

To increase synergies and ease the management of HA for rapid onset crises, MFA should consider supporting CSOs' response consortiums. This could be

modelled on the UK Disaster Emergency Committee with multi-year funding so as to be better prepared, pool resources, create synergies, be more strategic and accountable, and reduce the workload for the MFA. At the very least, MFA should make contingency plans with local embassies and Finnish CSOs for more concerted local interventions, such as consortiums.

Recommendation 10 (Harmonisation of MFA funding modalities):

MFA should consider three changes: 1) to alter the cycle of HA funding to match the PBS's calendar year cycle; 2) to create a user friendly connection between the two modalities; and 3) to introduce a protocol and modality for multi-year protracted crises with a mix of humanitarian and development cooperation thinking and activities.

Recommendation 11 (Strategic Focus on Fida's Strengths):

MFA and Fida should agree on how to make best use of Fida's Pentecostal networks to reach higher level impacts and stimulate the Pentecostal IPs and churches to be much more part of a vibrant civil society.

MFA and Fida should agree on how to make best use of Fida's Pentecostal networks to reach higher level impacts and stimulate the Pentecostal IPs and churches to be much more part of a vibrant civil society.

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Other

Community Health Evangelisation: www.chenetwork.org/what.php

THE EVALUATION TEAM

Bernard Crenn Sub-Team Leader of this team is an independent consultant with 20 years of experience in organisational and technical program management and evaluation in 20 developing countries in South East Asia, Africa, Central America and Haiti. Outside of 17 Haiti missions since 2010, Mr Crenn has also recently worked with ECHO in Coastal West Africa, CARE in Ethiopia, Mercy Corps in the DRC and with Catholic Relief Services in Senegal, Burundi, Chad, Madagascar and other West African countries. Since 2005, he has completed more than 40 consultancies for over 28 INGOs, consulting firms and donors in agriculture/food security, WASH, livelihoods, green energy, infrastructure, etc., providing evaluations, project design and implementation, strategic planning and review and emergency staff replacement. Also served as Desk Officer, Program Manager and Country Director for NGOs and as a Technical Advisor for an agricultural bilateral aid project (AusAID). M.Sc. in Engineering for Rural Development from the University of Cranfield, UK and a B. Eng. in Mechanical/Civil Engineering from the University of Warwick, UK.

Mr. Ilmari Saarilehto Team Member and Evaluation Expert from FCG International Ltd has over 12 years of experience in development cooperation implementation, management and evaluation. He has strong field experience working in the sanitation, hygiene, water and environment sectors especially in Asia and the Middle East. He has led a review of urban sanitation practices in Nepal as well as a Rural Water Supply and Sanitation Sector Study (WB funded) and been part of the team drafting the programme guidelines for the Finnish partnership organisations as well as for the MTE and planning of the Finnish water sector project in Ethiopia. Mr. Saarilehto is currently coordinating four large water, wastewater and waste management infrastructure and institutional capacity development projects in Turkey and three water sector development projects in the Palestinian territories as well as other smaller projects in the environmental sectors. During his long-term field assignments in a large bi-lateral Finnish project and with UNICEF Nepal Mr. Saarilehto has been strongly involved in designing and implementing project as well as sector level monitoring and evaluation mechanisms. He is an IPMA certified project manager and has an MSc in Development Studies and BA in Indology from the University of Helsinki.

Jock Baker, the Sub-Team Leader for FRC and WVF evaluations and team member in the Fida Evaluation, has been an independent consultant since 1999 following a career of almost two decades in field-based and HQ program management positions with different United Nations agencies and international NGOs in Asia, Central America, Africa, Eastern Europe, and in the Pacific. He has been team leader or senior specialist for number of strategic and programmatic evaluations, thematic research studies and provided technical advice for the development of performance measuring and reporting systems. Consultancies particularly relevant to the current evaluation include global and country-level evaluations for Sida, UNICEF, UNDP, WFP, UNHCR, a Sida/ICRC-commissioned Value for Money review, a USAID climate change and resilience, UN-managed Central Emergency Response Fund country reviews in Myanmar and South Sudan, country strategy reviews for the Lutheran World Federation, Micro-Finance Specialist & Conflict Analyst for the Asian Development Bank in Sri Lanka, Post-Conflict Trust Fund technical reviews for the World Bank and Post Conflict & Transition Specialist in Rwanda for the Program on Negotiation at Harvard Law School. He has an MSc in Economics from the London School of Economics and Political Science and a BSc in Biological Sciences from the University of Edinburgh in the United Kingdom.

ANNEX 1: TERMS OF REFERENCE

1. BACKGROUND

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

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

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

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

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

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

2. CONTEXT

Programme-based support for development cooperation

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

All the civil society development cooperation is guided by the Development Policy Programme of Finland (2007, 2012) as well as guidelines for Civil Society in Development Policy (2010). The role and importance of civil society actors is emphasized also in the Ministry for Foreign Affairs Democracy support policy (2014). In addition to these common policy guidelines guiding the CSO funding in general and focusing on the special role of the CSOs in development cooperation, the thematic policy guidelines set the ground for specific fields that the CSOs are working in. Instructions concerning the Partnership Agreement Scheme (19 July 2013) includes practical guidance for the programme-based support.

The budget for 2015 through the Unit for Civil Society (KEO-30) contained EUR 114 million in support for CSOs' development cooperation and 83 MEUR of that was for programme-based support. The total sum for 2016 has been reduced to EUR 65 million. The support awarded to CSOs receiving programme-based support and operating grants was cut equally by about 38 per cent for 2016 and 2017. The MFA is planning reforms to the grant mechanism for CSOs' development cooperation. All currently 22 qualified CSOs for programme-based support will in 2017 apply for funding for a 4-year period, i.e. 2018-21. The aim is to open up the following funding cycle (2022-2025) for programme grant applications to any interested CSO. Calls for proposals for project support (max. 4-year grants) as well as information and global education grants (max. 2-year grants) will in the future be held every second year (2016 for grants 2017 and onwards, 2018 for grants 2019 and onwards etc.).

Humanitarian assistance

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

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

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

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

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

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

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

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

Programmes of the selected six organisations

Fida International

www.fidadevelopment.fi

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

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

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

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

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

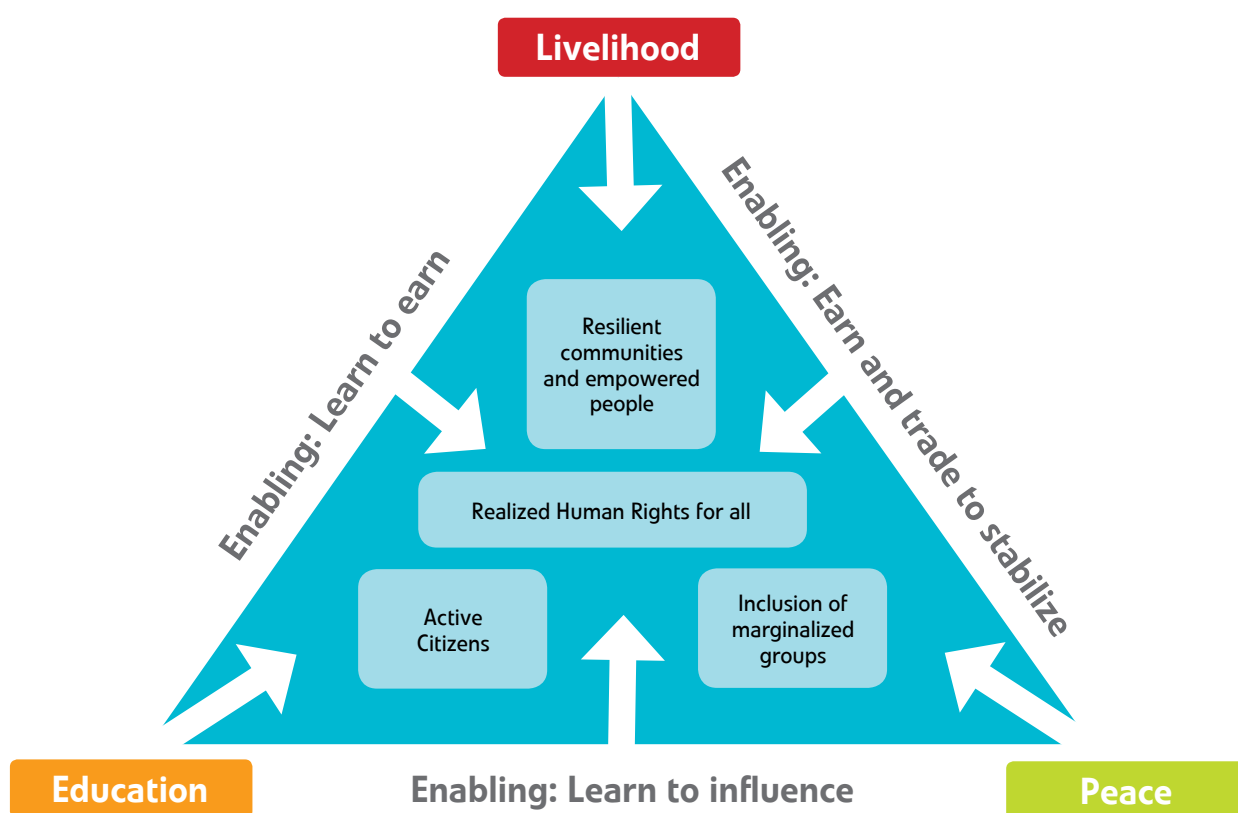
Finn Church Aid

<https://www.kirkonulkomaanapu.fi/en/work/>

Finn Church Aid (FCA) is the largest Finnish development cooperation organisation and the second largest provider of humanitarian assistance. FCA has over 60 years of experience and operates in around

fifteen countries across four continents. FCA will also respond to L3 level humanitarian crises outside its long-term programme countries.

Finn Church Aid (FCA) contributes to positive change and builds resilience by supporting people in the most vulnerable situations within fragile and disaster-affected areas. FCA specializes in supporting local communities in three priority thematic areas: Right to Livelihood, Right to Quality Education and Right to Peace. As a rights-based actor, FCA's actions are guided by international human rights standards and principles. FCA is working both with rights-holders and duty-bearers, facilitating dialogue and accountability between the two, empowering rights-holders to claim their rights and primary duty-bearers to step into their role. FCA's three thematic areas form one programme with different entry points. Along the development work and humanitarian assistance, FCA enhances the programme through global advocacy.



FCA is a founding member of ACT Alliance and Core Humanitarian Standard (CHS) Alliance. FCA is enhancing the programme work and engaging people in it through several networks internationally and in Finland: Network for Religious and Traditional Peacemakers, Women's Bank, Teachers without Borders and Changemaker.

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

Finnish Red Cross

<https://www.redcross.fi/about-red-cross/our-work-around-world>

The Finnish Red Cross (FRC) is the most significant Finnish civic organisation providing humanitarian aid including health, water, sanitation, hygiene, shelter, relief, and food security assistance. The Emergency Response Units (ERU) of the Finnish Red Cross provide expertise in humanitarian aid: field hospitals and clinics as well as delegates, which can be sent to the disaster area with only a few hours' notice.

The FRC sends aid to dozens of countries and, having one of the largest reserves of trained humanitarian aid workers, several hundred delegates to field operations across the globe every year.

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

The FRC is part of the International Red Cross and the Red Crescent Movement that consists of the International Committee of the Red Cross (ICRC), a total of 190 National Red Cross and Red Crescent Societies and the International Federation of the Red Cross and Red Crescent Societies (IFRC).

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

Plan International Finland

<https://plan.fi/en>

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

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

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

Save the Children Finland

<http://www.pelastakaalapset.fi/en/how-we-work/save-the-children-finland-intern/>

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

The overall goal of the Programme is to ensure child rights. Programme has four global outcomes: 1) More children have access to quality education, protection and social services; 2) More children benefit from prochild policies, legislation and budgeting; 3) Strong civil societies and local communities support the realisation of children's rights; and 4) Children are able to express their views and influence decision-making in Save the Children Finland's projects. Programme is implemented in long-term pro-

gramme countries in East-Africa (Ethiopia, Kenya, Somalia), West-Africa (Burkina Faso and a regional project in Benin, Burkina Faso, Mali, Niger, Ivory Coast, Togo) and South-Asia (India, Nepal). We expect to reach 1 060 000 children and 340 000 children will benefit directly from programme activities. Save the Children Finland had a subsidy decision for 2014-16 frame funding for 14,6 MEUR but due to cuts in ODA, new decision for 2016 (2,87 MEUR) reduces the total amount to 12,37 MEUR. Subsidy decision for 2011-13 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

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

World Vision Finland

<https://worldvision.fi/in-english>

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

The purpose

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

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

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

The objectives

The objectives of this evaluation for

a) programme-based support are

1. to provide independent and objective assessment on the results (outputs, outcomes and impact) achieved by the programmes of the six CSOs and
2. on their value and merit from the perspective of the policy, programme and beneficiary level;

b) humanitarian assistance are

1. to provide an independent and objective assessment on the results (outputs, outcomes) achieved by the humanitarian operations of the five CSOs and
2. their value and merit from the perspective of the policy, programme and beneficiary level;

c) programme-based support and humanitarian assistance funding instruments

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

4. SCOPE OF THE EVALUATION

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

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

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

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

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

Priority evaluation questions on programme-based support

Relevance

- Assess the extent to which the CSO programmes have been in line with the Organisations' overall strategy and comparative advantage.
- Assess the extent to which the CSO programmes have responded the needs, rights and priorities of the partner country stakeholders and beneficiaries/rights-holders, including men and women, boys and girls and especially the easily marginalised groups.
- Assess the extent to which the CSO programmes have been in line with the Finnish Development Policy (2007, 2012) priorities.

Impact

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

Effectiveness

- Synthesise and verify the reported outcomes (intended and unintended) and assess their value and merit.
- Assess the factors influencing the successes and challenges. Efficiency
- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the management of the CSO programme.

Sustainability

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

Complementarity, Coordination and Coherence

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

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

- Assess the extent to which the humanitarian assistance provided by the CSOs have been in line with the

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

Effectiveness

- Assess the extent to which the assistance provided by the CSOs has achieved its objectives. Synthesise and verify the reported outcomes (intended and unintended) and assess value and merit.
- Assess the extent to which the humanitarian operations have responded in a timely manner to the core humanitarian needs and priorities of the affected population, paying special attention to the most vulnerable groups.
- Assess the mainstreaming of cross-cutting objectives.
- Assess the extent to which the CSOs have selected their approach and response in a strategic manner, reflecting their comparative advantages and strengths.
- Assess the capacity of the CSO to respond in a timely manner to the sudden onset type of crises.
- Assess the factors influencing the successes and challenges. Efficiency
- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the role and added value of Finnish CSOs versus their international networks and the pros and cons of the current MFA practice to channel funds through the Finnish.
- Assess the management of the CSO humanitarian operations.

Complementarity, Coherence and Coordination

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

Coverage

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

Connectedness

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

Both programme-based support and humanitarian assistance

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

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

The EQs will be finalised as part of the evaluation inception report and will be assessed and approved by the Development Evaluation Unit (EVA-11). The evaluation is also expected to apply a theory of change approach in order to contextualise the evaluation.

6. GENERAL APPROACH AND METHODOLOGY

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

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

The main document sources of information include strategy and programme documents and reports, programme/project evaluations, minutes of annual consultations, official financial decisions, Finland's development and humanitarian policies and strategies, guidance documents, previously conducted CSO, humanitarian and thematic evaluations and similar documents. The evaluation team is also required to use statistics and different local sources of information, especially in the context analysis. It should be noted that part of the material provided by MFA and CSOs is only available in Finnish.

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

The EVA-11 will be responsible for overall management of the evaluation process. The EVA-11 will work closely with other units/departments of the Ministry and other stakeholders in Finland and abroad.

A reference group for the evaluation will be established and chaired by EVA-11. The mandate of the reference group is to provide advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables of the consultant.

The members of the reference group will include:

- representatives from the Unit for Civil Society (KEO-30) and Unit for Humanitarian Assistance and
- Policy (KEO-70) in the MFA forming a core group, that will be kept regularly informed of progress;
- two representatives of each of the six civil society organisations (one for humanitarian assistance and one for programme-based support) and
- possibly representatives of regional departments and/or relevant embassies of Finland.

The tasks of the reference group are to:

- participate in the planning of the evaluation;
- participate in the relevant meetings (e.g. kick-off meeting, meeting to discuss the evaluation plan, wrap-up meetings after the field visits);
- comment on the deliverables of the consultant (i.e. evaluation plan, draft final report, final report) with a view to ensure that the evaluation is based on factual knowledge about the subject of the evaluation and
- support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

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

A. START-UP PHASE

A kick-off meeting and a workshop regarding the substance of the evaluation will be held with the contracted team in June, 2016. The purpose of the kick-off meeting is to go through the evaluation process and related practicalities. The workshop will be held right after the kick-off meeting and its purpose is to provide the evaluation team with a general picture of the subject of the evaluation.

Furthermore, the evaluation methodology and the evaluation matrix presented in the technical tender are discussed and revised during the workshop. The kick-off meeting will be organised by the EVA-11 in Helsinki.

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

Venue: MFA, Helsinki.

Deliverable: Agreed minutes of the kick off meeting and conclusions on the workshop by the Consultant.

B. INCEPTION PHASE

Inception report

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

The evaluation plan consists of the constructed theory of change, evaluation questions, evaluation matrix, methodology (methods for data gathering and data analysis, means of verification of different data), final work plan with a timetable and an outline of final reports. The evaluation plan will also elaborate the sampling principles applied in the selection of the projects to be visited and the effects of sampling on reliability and validity as well as suggestion of countries and projects to be visited.

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

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

Inception meeting

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

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

Other team members may participate.

Venue: MFA, Helsinki.

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

C. IMPLEMENTATION PHASE

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

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

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

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

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

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

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

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

The competencies of the team members shall be complementary. All team members shall have fluency in English. It is also a requirement to have one team member in each CSO-evaluation team as well as in the management team must be fluent in Finnish, because a part of the documentation is available only in Finnish. Online translators cannot be used with MFA document materials.

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

10. BUDGET

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

11. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorized to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

All intellectual property rights to the result of the Service referred to in the Contract will be exclusive property of the Ministry, including the right to make modifications and hand over material to a third party. The Ministry may publish the end result under Creative Commons license in order to promote openness and public use of evaluation results.

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

GENERAL GUIDELINES AND POLICIES

Development Policy Programme 2012

<http://formin.finland.fi/public/default.aspx?contentid=251855&contentlan=2&culture=en-US>

Development policy programme 2007

<http://formin.finland.fi/public/default.aspx?contentid=107497&nodeid=49719&contentlan=2&culture=en-US>

Results based management (RBM) in Finland's Development Cooperation (2015)

<http://formin.finland.fi/public/default.aspx?contentid=332393&nodeid=49273&contentlan=1&culture=fi-FI>

Human Rights Based Approach in Finland's Development Cooperation (2015)

<http://formin.finland.fi/public/download.aspx?ID=144034&GUID={C1EF0664-A7A4-409B-9B7E-96C4810A00C2}>

Ministry for Foreign Affairs' Democracy Support Policy (2014)

<http://formin.finland.fi/public/default.aspx?contentId=311379&nodeId=15145&contentlan=2&culture=en-US>

Finland's Development Policy and Development Cooperation in Fragile States (2014)

<http://formin.finland.fi/public/default.aspx?contentid=315438&nodeid=49719&contentlan=2&culture=en-US>

Other thematic policies and guidelines

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

EVALUATION GUIDELINES

Evaluation Manual of the MFA (2013)

<http://www.formin.finland.fi/public/default.aspx?contentid=288455&nodeid=34606&contentlan=2&culture=en-US>

UNEG Manual: Integrating Human Rights and Gender Equality in Evaluations (2014)

<http://www.uneval.org/document/detail/1616>

GUIDELINES AND POLICIES RELATED TO PROGRAMME-BASED SUPPORT

Instructions concerning the Partnership Agreement Scheme (2013)

<http://formin.finland.fi/public/download.aspx?ID=117710&GUID={FC6AEE7E-DB52-4F2E-9CB7A54706CBF1CF}>

Support for partnership organizations, MFA website

<http://formin.finland.fi/public/default.aspx?contentid=324861&nodeid=49328&contentlan=2&culture=en-US>

Guidelines for Civil Society in Development Cooperation (2010)

<http://formin.finland.fi/public/default.aspx?contentid=206482&nodeid=15457&contentlan=2&culture=en-US>

Act on Discretionary Government Transfers (688/2001) (Valtionavustuslaki)

<http://www.finlex.fi/fi/laki/ajantasa/2001/20010688>

LAWS, GUIDELINES AND POLICIES RELATED TO HUMANITARIAN ASSISTANCE

Finland's Humanitarian Policy (2012)

<http://formin.finland.fi/public/default.aspx?contentid=101288&nodeid=15445&contentlan=2&culture=en-US>

Guideline Concerning Humanitarian Assistance and the Use of Funding Granted by the Ministry for Foreign Affairs of Finland (2015)

<http://formin.finland.fi/public/default.aspx?contentid=296518&nodeid=49588&contentlan=2&culture=en-US>

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

<http://formin.finland.fi/public/default.aspx?contentid=328888&nodeid=49588&contentlan=2&culture=en-US>

Good Humanitarian Donorship principles

<http://www.ghdinitiative.org/>

European Consensus on Humanitarian Aid (2007)

<http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv:r13008>

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

Act on Discretionary Government Transfers (688/2001) (Valtionavustuslaki)

<http://www.finlex.fi/fi/laki/ajantasa/2001/20010688>

Act on the Finnish Red Cross (Laki Suomen Punaisesta Rististä)

<http://www.finlex.fi/fi/laki/alkup/2000/20000238>

Presidential Decree on the Finnish Red Cross (Tasavallan presidentin asetus Suomen Punaisesta Rististä)

<http://www.finlex.fi/fi/laki/alkup/2005/20050811>

Finland's State Budget (Valtion talousarvioesitykset)

<http://budjetti.vm.fi/indox/index.jsp>

State Audit Office Effectiveness report on Humanitarian aid 8/2012 (Valtiontalouden tarkastusviraston tuloksellisuustarkastuskertomus, Humanitaarinen apu 8/2012)

https://www.vtv.fi/julkaisut/tuloksellisuustarkastuskertomukset/2012/humanitaarinen_apu.4814.xhtml

International Humanitarian Aid 2007–2010 (synthesis of the Finnish version), 8/2012

https://www.vtv.fi/files/2459/International_Humanitarian_Aid_netti.PDF

EVALUATIONS AND REVIEWS

The Evaluation of Finnish Humanitarian Assistance 1996–2004 (2005)

<http://formin.finland.fi/public/default.aspx?contentid=50644&nodeid=49728&contentlan=2&culture=en-US>

Independent Review of Finnish Aid (2015)

<http://formin.finland.fi/public/default.aspx?contentid=328296&nodeid=15145&contentlan=2&culture=en-US>

Evaluation: Complementarity in Finland's Development Policy and Co-operation: Complementarity in the NGO instruments (2013)

<http://formin.finland.fi/public/default.aspx?contentid=299402&nodeid=15145&contentlan=2&culture=en-US>

Evaluation: Finnish NGO Foundations (2008)

<http://formin.finland.fi/public/default.aspx?contentid=161405&nodeid=49326&contentlan=2&culture=en-US>

Evaluation: Finnish Partnership Agreement Scheme (2008)

<http://formin.finland.fi/public/default.aspx?contentid=133140&nodeid=49326&contentlan=2&culture=en-US>

Evaluation of the Service Centre for Development Cooperation (KEPA) in Finland (2005)

<http://formin.finland.fi/public/default.aspx?contentid=71136&nodeid=49326&contentlan=2&culture=en-US>

Strengthening the Partnership Evaluation of FINNIDA's NGO support programme (1994).

Report of Evaluation Study 1994:1, available only in printed version (MFA Library).

ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Hiitiö Ulla, Attaché, CSOs' development policy, Desk Officer for Fida

Unit for Humanitarian Assistance

Lassila Satu, Special Advisor on Humanitarian Assistance

Malinen Anna, Desk Officer for Finnish humanitarian assistance organisations

Unit for Bilateral Aid

Gahnstrom Sebastian, Nepal desk

Fida International, Finland

Salerto Ismo, Manager for Development Cooperation and Humanitarian Aid

Saarni Maija, Development Cooperation and Humanitarian Aid Specialist

Harri Hakola, Executive Director

Timo Martiskainen, chair of the Board

Saarni Jarmo, Domestic Activities Director

Fida International, Other countries

Mononen Ruut, Regional Director for Asia, Bangkok

Lepojärvi Daniel, South East Asia Regional Deputy Director, Cambodia

Mesiäislehto Virpi Maria, Child Sponsorship and Child Rights Advisor, Tanzania

DEMOCRATIC REPUBLIC OF CONGO

Fida International, DRC

Hannu Happonen, Humanitarian Aid Coordinator

Staff of CEPAC-Fida:

Kasemba Muteba, Coordinateur Projet, Bukavu

Welongo Faizi, Ass't Coordinateur, Goma

Nelly Bololo, Assistant Psycho-Social Goma

Eustache Kanane, Assistant Psycho-Social Goma

Masumbuko Kibumba, Logisticien, chargé NFI

Staff of CEP:

Noha Kyotha Mumbere, Superviseur Beni

Roger Bodu, Technicien Agricole, Chargé Food Sec, Beni

Stakeholders

Kambale Kabaki, Président du comité des déplacés, Beni
Josaphat Ndemengu, Assistant de Projet, CNR (Commission Nationale pour les Réfugiés), Goma
Mulinzo Benjamin, Co-lead cluster Food Security, Solidarités Int., Goma
Henriette Chigoho, Coordinatrice Cluster NFI-Shelter, UNICEF, Goma
Mibulo Félicien, Site Management and Coordination officer, IOM, Goma
Emmanuel Hatanga, Président du comité des déplacés de Bulengo, Goma
Theoneste Nteseykibi, Directeur de l'école catholique primaire de Bulengo, Goma
Kanane Rachid, Administrateur, CNR, Goma
Mushindo Roboneka, Chef de groupement de Kibati, Goma
Onambele Guy, Coordinator Cluster Food Sec, WFP, Goma
Leo Kortekaas, Chef du Sous-Bureau, OCHA, Goma
Amédée Mustafa, Chef de Bureau N. Kivu, ZOA, Goma

Beneficiaries

Focus Group Discussion with about 50 IDPs in Minova camp
Focus Group Discussion with about 20 IDPs in Mubimbi camp
Focus Group Discussion with about 60 IDPs in Mulengo camp
Focus Group Discussion with about 20 children in Mulengo camp
Focus Group Discussion with about 20 IDPs in Kibati returnee area
Focus Group Discussion with about 30 children in Kibati returnee area

NEPAL

Staff of Fida

Vesa Mättö, Country Director, Nepal
Jukka Tasanen, Regional Deputy Director, based in Mumbai
Paivi Leppanen, Inclusive Education Advisor, Nepal and Bhutan
Terhi Teiskonlahti, Technical Advisor for South Asia, Nepal
Kalu Ram Chaudhary, Project Manager, Nepal
Prem Dangi Chetry, Financial and Administration Manager, Nepal

Staff of Fida Implementing Partners

Lila Bikram Hamal, Rescue Nepal, Project Coordinator
Jay Prakash Mandal, Relative Nepal, Project Coordinator
Saroj Pariyar, Relative Nepal, Community Development Officer
Sushil Gurung, Nepal Integral Mission Society, Finance and Administrative Officer/ Acting Project Director

Hirajit Sunuwar, Nepal Integral Mission Society, Project Coordinator, Nuwakot District

Rabindra Das, Transformation Nepal, Programme Director

Giri Bahadur Gurmachhan, Transformation Nepal, V.T.C. Coordinator

Akendra Thakulla, New Life Service Association, Programme Manager

Beneficiaries

Teachers and School Management Committee members in 8 schools

Youth Training Centre staff in 3 Centres

3 Post training youth groups in employment

2 Women's groups

2 T-shelter inhabitants

Stakeholders

Basanta Bhattarai, Section officer, Ministry of Education Nepal, Kathmandu

Dani Kantjha, Assistant district education officer, District Education Office Dhanusha District

Laxman Raut, Engineer, District Education Office Dhanusha District

Basanta Mandal, Officer, District Development Committee (DDC), Dhanusha District

Chandra Yadav, Assistant VDC secretary, Mithileswor Nikas VDC , Dhanusha District

Ram Hari Acharya, VDC secretary, Charghare VDC, Nuwakot District

Bhimkant Paudel, Executive officer, Bidur municipality, Nuwakot District

Tailendra Acharya, CTEVT Bhaktapur District

Hari Tiewari, Acting Director, Social Welfare Council, Kathmandu

Ram Sharma, Acting Director, Social Welfare Council, Kathmandu

KENYA

Staff of Fida

Lauri Sorila, Regional Director, East Africa

David Ngige, Design, Monitoring & Evaluation Officer, East Africa

Kakamega Child Sponsorship Project - Full Gospel Churches of Kenya

Project Manager

Financial Officer

Beneficiaries

School teachers

Students

ANNEX 3: DOCUMENTS CONSULTED

- Amalemba, W. (2013). East Africa Partner Institutional Capacity Assessment. Helsinki: Fida International.
- CEPAC-Fida. (2016). Final Rapport PNUD-RDC-GOMA-CEPAC, provided by CEPAC-Fida to Evaluation Team.
- CEPAC-Fida. (2016). Rapport synthétique des projets années 2010-2015, provided by CEPAC-Fida to Evaluation Team.
- Deloitte. (2015). Auditor's financial audit report, provided by Fida to Evaluation Team.
- Fida. (2008). Humanitaarisen työn 2008–2012 toiminnallistaminen (Humanitarian strategy into action 2008-2012) [powerpoint slides], Helsinki: Fida International.
- Fida. (2010). Fida development cooperation programme 2011-2013, Helsinki: Fida International .
- Fida. (2012). 7410 DRC Fizi Final report, provided by Fida to Evaluation Team.
- Fida. (2013). 5461 Holistic Community Development Programme Proposal, provided by Fida to Evaluation Team.
- Fida. (2013). 5462 Maithili Empowerment Programme Proposal, provided by Fida to Evaluation Team.
- Fida. (2013). 5464 No Child Left Behind TFN Proposal, provided by Fida to Evaluation Team.
- Fida. (2013). 5465 Water, Sanitation and Hygiene Project Proposal, provided by Fida to Evaluation Team.
- Fida. (2013). DRC 2013 proposal, provided by Fida to Evaluation Team.
- Fida. (2013). DRC Appendices 4 LFA and 5 Work Plan, provided by Fida to Evaluation Team.
- Fida. (2013). Narrative Report HUM- DRC 7416, provided by Fida to Evaluation Team.
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- Fida. (2015). Annual report and Financial Statements 2015, provided by Fida to Evaluation Team.
- Fida. (2015). Fida development cooperation programme annual report 2015, Helsinki: Fida International.
- Fida. (2015). Fida Development Strategy 2017-2021 [powerpoint slides], Helsinki: Fida International, provided by Fida to Evaluation Team.
- Fida. (2015). Fida Regional Coordination Project reports 2015, Helsinki: Fida International
- Fida. (2015). Fida Regional Reports 2015, Helsinki: Fida International .
- Fida. (2015). Follow up Table and Action Plan to Address the KPMG Recommendations, provided by Fida to Evaluation Team.

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Fida. (2016). 7247 Nepal Final Report 18.8-HA-EQ15-16, provided by Fida to Evaluation Team.

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Fida. (2016). Balkan 2015 End of Project Report, provided by Fida to Evaluation Team.

Fida. (2016). East Asia Reg Progr Annual Report 2015, provided by Fida to Evaluation Team.

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Government of Nepal. (2014). Final Project Evaluation Report by GoN_SWC, provided by Fida to Evaluation Team.

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UNEG. (2010). UNEG Quality Checklist for Evaluation Terms of Reference and Inception Reports, New York, USA: United Nations Evaluation Group.

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

UNEG. (2016). UNEG Norms and Standards for Evaluation, New York, USA: United Nations Evaluation Group.

Venäläinen, R. (2013). Evaluation of the Regional Development Programme of West-Balkan 2005-14. Helsinki: Appraisal Consulting RV Ky.

ANNEX 4: EVALUATION MATRIX

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ1: Relevance, appropriateness and coverage (for humanitarian operations)</p> <p>EQ1.1 To what extent do the CSO's international activities align with its strategy and comparative advantage?</p> <p>EQ1.2 To what extent have activities aligned to the needs of beneficiaries (particularly women and girls and the marginalised), and countries? Do these reflect needs assessments, and consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence? Are they part of UN Humanitarian Response Plans and Global Appeals?</p> <p>EQ1.3 To what extent have activities implemented Finnish Development Policy (2007,2012) priorities, Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015)? In particular what linkages have been established between needs assessment and rights based approaches, between assistance and risk reduction and preparedness?</p> <p>EQ1.4 To what extent has the assistance reached all the major population groups which the resources, mandate and logistical reach would allow to be covered?</p> <p>EQ 1.5 Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs</p>	<p>The strategic choices made by the CSOs in terms of interventions and how they are undertaken:</p> <ul style="list-style-type: none"> • are aligned to country development policies, priorities and programmes, and major humanitarian strategies • are based on needs assessments carried out by the CSO or its key international or national partners, and are based on Human Rights Based Approaches. Does one approach inform the other? • target issues that are a priority for country stakeholders and beneficiaries, especially unprotected, marginalised or vulnerable population groups. • include concerns for gender equality and the inclusion of people with disabilities in the formulation and delivery of the activities • take into account what donor partners and UN humanitarian coordination bodies perceive and define as priority • take into account the development situation and fragility of the country, in particular the risks and costs of operation. • are aligned with aid effectiveness commitments / principles, and are needs based and impartial. Some may be neutral and independent, if so the detail of why and how. 	<ul style="list-style-type: none"> • Degree to which the higher levels of the ToC as interpreted by the present evaluation (in particular short term and long term outcomes) has been achieved, or instances of deviation from this ToC. Extent to which this is justified by the CSO. • Presence and quality of contextual analysis, including situation reports, needs assessments, rights based approaches. • Frequency of mention in CSO guidance material to needs assessments, rights based assessments, and the frequency to which there is reference other guidance (MFA Guidance, Guidelines, UN Consolidated Appeals, alliance or network guidance concerning the targeting and quality of assistance). • Number of evaluations that report better than average performance in the criteria listed above. • Field visit evidence of needs or rights and duties which have not been taken into account in the delivery of the interventions. 	<p>Partner country humanitarian and development strategy and policy documentation, CSO programming and reporting documents.</p> <p>Finland's development policies, Guidance documentation (e.g. instructions, templates), in Finland, international partners, in countries and regions.</p> <p>Previous evaluations, reviews and reports.</p> <p>Humanitarian and country development statistics, and secondary literature on country development status and priorities. Utilisation of any information for the period 2010-2016.</p> <p>OECD/DAC guidance, studies and reviews, evaluations of the same operations by other donors or the same organisations.</p> <p>Studies and reviews from various sources on CSO performance.</p> <p>National development strategies/documents (such as PRSPs or planning documents), Consolidated Humanitarian Appeals, strategies, individual appeals and strategies, Humanitarian Needs Overview and other needs assessments.</p> <p>Interviews with government officials (commerce Department or Ministries officials responsible for CSOs, disaster response, DRR and resilience, technical sector), local government officials), private sector, country-based donors, UN agencies, technical experts and civil society.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	<ul style="list-style-type: none"> are aligned to the objectives and principles of the Finnish Policies and take appropriate account of sector / thematic guidance / papers and other Finnish guidance. <p>The guidance and supporting documentation fulfils the needs of senior management in CSOs and country partners, in relation to country programming and the management of emergency programmes.</p> <p>CSO project proposals, proposals drafted by partners, rules, information requirements and processes, reflect the right priorities and assessments.</p> <p>Flexibility and degree of delegation in the formulation of priorities at country-level or regional response, including the manner by which there is any deviation from plans, and the application of formal exemptions for more relevant adjustments.</p> <p>Programming facilitates the alignment of CSO activities with those of the partners, with linkages between relief, rehabilitation and development, and with aid effectiveness principles as well as generally agreed standards of humanitarian aid.</p> <p>Assistance planning and evaluation, which refers to MFA guidelines on best practices, those of UN coordination bodies in humanitarian aid, or other generally agreed guidance.</p>	<ul style="list-style-type: none"> Expressions of concern of key stakeholders knowledgeable about the actual interventions concerning the materiality of the performance of the CSOs in relation to the criteria of relevance, appropriateness and coverage. Examples of populations with serious humanitarian needs in a country which have not received assistance for reasons that cannot be considered significant. Presence of rating or scoring or markers of programmes in relation to the MFA cross-cutting issues in gender, disability, and climate change 	<p>Interviews with MFA actors and national stakeholders involved in the mandating, funding, design and implementation at the Finnish national level (e.g. in-depth interviews with reference group; relevant Advisors).</p> <p>Case study country Geographic Unit & Embassy teams, including desk officers and in-country officers.</p> <p>Government and UN officials (e.g. Ambassador and other selected senior management).</p> <p>Country implementing partners (public and private, civil society, beneficiaries).</p> <p>Other in-country development partners, such as private sector partners, and evolving Finnish instruments such as FINNFUND and FinnPartnership, or Finnish companies.</p> <p>For CSOs who are part of a federation or network, staff from peer members and the overall coordinating body.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ2: Complementarity, coordination and coherence</p> <p>EQ2.1 Assess the extent, to which the CSO programme has been coordinated with other CSOs, UN humanitarian bodies, and for development partners, coordination with the Embassies, donors, and national policies and strategies in the partner countries.</p> <p>EQ2.2 To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multilateral) or for other CSOs?</p> <p>EQ2.3 To what extent are activities fitting in the UN Cluster system, with the Red Cross Movement, relevant NGO Federations and Networks and other CSOs, and reflect key elements of the UN-led humanitarian reform?</p>	<p>References in the planning and reporting of interventions which refer to other strategies or objectives and the presence of other organisations in adjacent areas.</p> <p>The CSO participates regularly and effectively in dialogue with others, with donors and Governments at the relevant level, and reflects on specific objectives and interventions.</p> <p>Examples where inputs from other development and humanitarian partners are integrated into the CSO planning, or where CSO planning influences the partners. Particular emphasis will be given to gender equality, disability, and climate adaptation.</p> <p>CSO interventions take into account and complement other channels of Finnish development cooperation, and vice versa.</p> <p>The intervention leverages the results of specific interventions to contribute coherently to the broader objectives of partners in its alliance or network, or of Finnish CSOs.</p> <p>CSO interventions do not fragment, or needlessly overlap with, Finnish development resources and the international humanitarian effort. CSO initiatives have maintained coherence with environmental sustainability, gender policies, and poverty reduction strategies.</p> <p>The CSO guidance and design, monitoring and reporting processes and documentation appropriately emphasise complementarity with other Finnish aid channels, and internal coherence.</p> <p>The gap between resources called for by the partner countries or international agencies and resources actually delivered by the donors. Gap = disbursed - defined as needed (based on reasonable needs assessment, where available, and valid).</p>	<ul style="list-style-type: none"> • Degree to which there is a connection or on the contrary a very different interpretation of the CSO ToC and that of key partners. • Evidence of operational decisions made in relation to broader strategic priorities and programmes of key relevant partners. • Instances where there has been handover or synergy between the CSO programmes and the key relevant stakeholders. • Number of instances in which it has been possible to find alternative sources of financing once the initial funding runs out in those cases where the needs continue to exist. • Alignment of EU and UN programming in Finnish CSO activities, such as Clusters, or if there is no alignment, presence of valid explanations as to why this is not so. 	<p>CSO Planning and reporting documents</p> <p>Existing evaluations, reviews and reports on broad interventions</p> <p>Country strategies (case study countries) and their reporting and management response</p> <p>Selected intervention reporting (sample projects) and observation of specific activities</p> <p>Interviews as above</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ3: Effectiveness</p> <p>EQ3.1 Degree to which intended outcomes match those delivered, or to which those delivered are more valuable than those in the original plans, whether intended or not.</p> <p>EQ3.2 What are the recurrent factors influencing the successes and challenges? What is the operational readiness of CSO operations?</p> <p>EQ3.3 To what extent has the CSO responded in a timely manner to priorities and needs, taking account of cross-cutting objectives.</p> <p>How do the CSOs and how does MFA manage and coordinate PBS and humanitarian assistance as separate funding instruments influence effectiveness?</p>	<p>Planned interventions are being or have been achieved as evidenced by existing reports, reviews and evaluations, oral narratives and direct observations.</p> <p>Evidence of improvement in the benefits accruing to women and girls, and to people with disabilities. Evidence of their increased empowerment as a result of the activities.</p> <p>The Theory of Change, or the RBM chain of the CSO, is materially delivered, and the underlying assumptions are shown to be valid, taking into account social, logistical, political and institutional factors.</p> <p>The case for a decisive contribution by the CSO can be argued (targeted at policy influence and direct interventions) in relation to the specific objectives pursued, even taking into account other extraneous influences.</p> <p>The CSO contribution catalyses other project and programmatic intervention results. Direct interventions to achieve policy influence are mutually reinforcing.</p> <p>CSOs contribute to CSO and MFA intended management and results:</p> <ul style="list-style-type: none"> • Reporting and management responses and communications are regular, accurate and appropriate for learning and accountability • Programming has facilitated the selection of appropriate priorities in the country operations 	<ul style="list-style-type: none"> • List of achieved outcomes which can be verified as having been achieved, or show reliable evidence of achievement. • Degree of alignment to Sphere Standards where relevant, or Core Humanitarian Standards. • Speed of response to needs, proximity to the populations in need. Evidence of other organisations in the same area of operation which have achieved better results. • Shorter term outcomes in the ToC are delivered by taking into account the key assumptions and constraints A3-A6. • Quality and consistency of reporting on performance which includes outputs and outcomes, degree to which this follows priority CSO formats. • Number of discrepancies during field visits between what is reported and what has actually taken place, and presence of strengths or weaknesses which have materially affected the effectiveness of operations. 	<p>Any documentation, annual and semi-annual (results) reports, synthesis reports, upstream results reporting</p> <p>Existing evaluations, reviews and reports on</p> <p>Sample project documentation: annual reports/completion reports</p> <p>Other relevant Finnish global and regional evaluations, reviews and reports</p> <p>Country development statistics and secondary literature on country development status and priorities</p> <p>OECD/DAC guidance, studies and reviews</p> <p>Comparison of the quality of planning and results reporting</p> <p>Interviews, as above, in particular during country visits</p> <p>Direct observation of a selected sample of activities, in direct contact with beneficiary groups and wider stakeholder groups.</p> <p>Evaluability Assumption: This evidence assumes that there is a TOC and verifiable outcome data that satisfy validity criteria.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	<ul style="list-style-type: none"> At the MFA and in the Embassy the activities facilitate relation building, learning and accountability CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA <p>Activities have contributed to appropriate targeting of results and objectives given Finland's relative financial contribution as a development and humanitarian partner.</p> <p>Key constraints and core strengths are documented and easily reflected in interviews. Operational adjustments reflect taking these into account.</p> <p>The CSO is able to call on un-earmarked funding or standby personnel for sudden new emergencies. Contingency plans exist and are updated. Agreements are signed that reflect scenarios for a surge of activity.</p> <p>Planning and monitoring incorporate the HRBA and gender, environment and vulnerable person priorities as stated in the 2012 DPP, their implementation is monitored and progress reported on.</p>		
<p>EQ4: Efficiency</p> <p>EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs?</p> <p>EQ4.2 Degree to which the interventions reflect risk based management and demonstrate clear management structures?</p> <p>EQ4.3 What is the added value of Finnish CSOs versus their international networks, and what are the pros and cons of the current MFA practice to channel funds through the Finnish CSOs?</p>	<p>How is it possible to define the value added to MFA funds of using this CSO?</p> <p>What is the leverage created in terms of the achieved development results?</p> <p>The risks are identified in plans and individual interventions and represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives.</p> <p>The distribution of CSO activities around the world reflects an overall logic which would be affected if there were fewer interventions. The dispersal of projects creates a greater chance of achieving good performance than a smaller number of projects.</p> <p>Disbursements of Finnish resources have been predictable / timely.</p>	<ul style="list-style-type: none"> Other funding has been used to achieve the same goals as envisaged in the programming approved by the MFA. Cases where similar results could have been achieved with fewer costs. Estimation of those potential savings. Evolution over the years of the evaluation period, within the CSO of the total number of countries covered and the number of programmes or projects. Evidence of high and unnecessary transaction costs. 	<p>Planning, financial reporting, individual intervention reporting</p> <p>CSO guidance documents</p> <p>Interviews as above</p> <p>Direct observation in sample activities</p> <p>Evaluability condition: CSO RBM and reporting systems meet validity standards.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	<p>The CSO's instruments used represent the most cost-effective choice of objectives and interventions, given Finnish resources (including financial, human and partnership resources). Any evidence of waste or on the contrary of synergies and symbiotic relationships.</p> <p>CSO processes use MFA resources (financial, human, time) efficiently to produce outcomes.</p> <p>CSO operational guidance is clear, comprehensive and coherent, resulting in efficient and effective processes and documentation.</p> <p>The CSO has contributed to rapid implementation and sound risk management, i.e. balancing risks and benefits of intervention choices appropriately</p> <p>The CSO has contributed to the selection of interventions which achieve the greatest results considering the given resources.</p>	<ul style="list-style-type: none"> • Presence of the CSO's own description and self-assessment of its current and planned capacities and systems to measure cost efficiency and its comparative advantage. Number of times to which the question "what systems and processes are you aware of that promote cost efficiency that your CSO has in place and how are these being applied?" is answered in a positive manner. • Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms such as the UN. • Degree to which innovative approaches are used to overcome constraints present in assumptions A3 to A5. • Degree to which cross-cutting issues are an integral part of planning and delivery tools, for example whether there is an operating HRBA tool, and whether disability is given the necessary reporting space. 	

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ5: Impact</p> <p>EQ5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders.</p> <p>EQ5.2 Describe the value of unintended impact, to the beneficiaries and rights holders.</p>	<p>Impact is accurately reported, including short term impact in emergency operations.</p> <p>In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact.</p> <p>The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible.</p> <p>Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact.</p> <p>There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs.</p> <p>The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.</p>	<ul style="list-style-type: none"> • Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation. 	<p>CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations.</p> <p>Interview as above, country case studies and separate interviews with officials in HQ of other organisations.</p> <p>Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ6: Sustainability and connectedness for humanitarian operations</p> <p>EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups?</p> <p>EQ6.2 Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme</p> <p>EQ6.3 Degree to which benefits continue to accrue after the Finnish funding ends.</p> <p>EQ 6.4 To what extent do short-term activities take longer-term development or human rights objectives into account.</p>	<p>The results targeted and achieved are able to persist even after funding ends, given institutional and financial factors.</p> <p>Increase of partner or international or government or private sector expenditure focusing on the objectives initially identified by the CSO.</p> <p>CSO interventions are ecologically sustainable and contribute to ecological sustainability, where this is relevant.</p> <p>What is the contribution to enhanced resilience?</p> <p>CSO guidance and implementation prioritise sustainability and handover or exit strategies.</p> <p>Capacity building has been sufficient to sustain development or humanitarian processes</p> <p>Evidence of the engagement of local-level institutions and individuals (experts or otherwise) in project design and implementation as well as commitment to institutional and human resource development.</p> <p>Result information management systems are well-developed</p> <p>The presence of the CSO is adapted to implementation experience, changing country contexts</p> <p>The CSO has contributed to better reporting within the MFA on results from Finnish aid, which has supported the sustainability of Finnish aid.</p> <p>Is/was there a viable exit strategy in place?</p> <p>How have lessons learned from this and previous projects considered in the formulation and implementation of the operation?</p> <p>CSO activities have reinforcing effects for other operations, and no harmful consequences can be detected, in particular in relation to capacity development, protection of human rights, and private sector development.</p>	<ul style="list-style-type: none"> • Percentage of CSO projects in which sustainability aspects have been taken care of (e.g., percentages of projects funded by the government budget after the completion of project). • Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored. • Evidence of improvements in reporting over the years in the areas that are connected to the existing humanitarian operations by taking these operations into account. • Citation of lessons learned, evaluation findings, real time monitoring, in the documents formulating proposals and planning. • Continuation of the achievement of results after the end of the operational support provided by the CSO. 	<p>CSO network and alliance as well as individual project reporting</p> <p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p> <p>Interviews with all stakeholders after the intervention has ended, or when the end point can be anticipated</p> <p>Interviews with government officials, country-based donors and project managers of various projects</p> <p>Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.</p>

ANNEX 5: DESCRIPTION OF PROJECTS VISITED

Project name, partner CSO and budget	Beneficiaries	Goal	Activities
DRC			
Humanitarian Assistance CEPAC-Fida €700,000 in 2015-16	IDPs and Returnees	Respond to beneficiaries' essential needs	<ul style="list-style-type: none"> • NFI distributions • Food Security • Psycho-Social Support
Nepal			
Maithili Empowerment Programme Relative Nepal €70,000 in 2016	Maithali people, especially Dalits and Janajatis, and among them the children and women.	Improved quality of life in Maithili communities.	Education, community capacity building and health, sanitation and hygiene.
Youth Centre Programme NIMS €45,000 in 2016	Young people (up to 40 year old in Nepal) in Nuwakot and Banke districts	Contribute to youth employment and providing better opportunities for their careers	Skill development trainings for youth 64 out of 571 got income afterwards
No Child Left Behind Transformation Nepal €65,000 in 2016	2,700 school age children and their 800 parents in Nuwakot, Rukum and Sarlahi, and 380 youth in Bhaktapur, Rukum and Sarlahi.	To improve the quality of life in the project area communities through providing quality education to children and youth.	Improvements to 8 government schools with around 1,800 children 54 youth have taken part in vocational training
Youth Centre Programme NIMS €70,000 in 2014. Project closed but YC operating.	Young people in Kathmandu.	Contribute to youth employment and providing better opportunities for their careers	Skill development trainings for youth
Earthquake Emergency Response Transformation Nepal €60,000 in 2015	1,248 Earthquake victim families in Charghare VDC of Nuwakot district	Increase resilience	Shelter, livelihood support, rice seed, child learning centres, trauma counseling.
Kenya			
Kakamega Child Sponsorship Project Full Gospel Churches of Kenya €65,000 in 2015	300 (120 girls and 180 boys) and their families, about 1,800 people	To improve the living conditions of children with disabilities and their families in Kakamega	Children and disability rights, food production, capacity to mobilize financial resources

ANNEX 6: SUMMARY TABLE OF FIDA PROJECTS 2014-2017

Muuttunut yksilö – muuttuneet yhteisöt

Hankkeet 2016 – 43 hanketta, 25 maata

Transformed People – Transformed Communities

Projects 2016 – 43 projects, 25 countries

Länsi-Balkan / Western Balkans (1)

Kosovo

5485 Alueellinen lapsityön tukiohjelma ja romaniyhteisön kehitysohjelma

Kosovo

5485 Roma Community Development Programme and Regional Support for Child Sponsorship

Etelä-Amerikka / South America (1)

Bolivia, Paraguay ja Peru

5100 Kumppanien kapasiteetin vahvistaminen sosiaaliseen vastuuseen

Bolivia, Paraguay ja Peru

5100 Capacity Building Programme for Social Responsibility

Itäinen Afrikka / Eastern Africa (10)

Burundi

- 5284 Yhteisöjen, perheiden ja nuorison hyvinvoinnin kehittämishjelma

Etiopia

- 5020 Bongan kaupungin ja yhteisöjen voimauttamisen tukiohjelma
- 5021 Kirkkojen ja yhteisöjen voimauttamisen tukiohjelma
- 5025 Bishoftun perhetuki-kummihanke

Kenia

- 5040 Perheiden hyvinvoinnin kehittämishanke

Tansania

- 5054 Parempi tulevaisuus lapsille Mwanzan ja Tangan alueilla

Uganda

- 5061 Ugandan kummilapsihanke

Itäinen Afrikka

- 5252 Alueellinen ruokaturva- ja ilmastonmuutosohjelma
- 5260 Aluekoordinointi
- 5266 Psykososiaalisen tuen ohjelma

Burundi

- 5284 Community, Family and Youth Wellbeing Development Programme

Etiopia

- 5020 Church and Community Mobilization Development Programme in Bonga
- 5021 Church and Community Mobilization Development Programme
- 5025 Bethel Family Development Project. Bishoftu

Kenia

- 5040 Family Welfare Development Programme

Tansania

- 5054 A Better Future for Children in Mwanza and Tanga Regions

Uganda

- 5061 PCU Child Sponsorship Project

Eastern Africa

- 5252 Regional Food Security and Climate Change Programme
- 5260 Regional Coordination
- 5266 Psychosocial Support Programme

MECA-alue / Middle East and Central Asia (6)

Afganistan

- 5340 Hammasterveys Afganistanin Heratissa

Irak (Kurdistan)

- 5440 Sosiaalisen hyvinvoinnin ja ympäristön kehityksen tukiohjelma

Palestiinalaisalue

5430 Terveystietoutta Gazaan ja Länsirannalle

Tadzikistan

- 5321 Parempaa elämää Khatloniin

Jordan

- 5411 Yhteisökehitysohjelma

MECA

- 5450 Aluekoordinointi
- 5451 Psykososiaalisen osaamisen vahvistaminen MECA-alueen hankkeissa

Afghanistan

- 5340 Dental Health in Herat Afghanistan

Irak (Kurdistan)

- 5440 Promoting Social and Environmental Development in Kurdistan Region

Palestinian Territory

- 5430 Health Awareness in Gaza and West Bank

- Tadjikistan

- 5321 Economic and Health Development in the Khatlon Region

Jordan

- 5411 Community Development Programme

Middle East and Central Asia

- 5450 Regional Coordination
- 5451 Psychosocial Skills Support for MECA Region Projects

Kaakkois-Aasia / South East Asia (8)

Kambodza

- 5190 Kyläkehitysohjelma

Laos

- 5162 Savannakhetin läänin yläasteiden ja lukkioiden kehittämishjelma
- 5163 Kyläkehitysohjelma Pohjois-Laosissa
- 5164 Nuorisokeskus Savannakhetissa

Myanmar

- 5131 Yhteisökehitysohjelma

Vietnam

- 5171 Vammaisten henkilöiden tukiohjelma

Kaakkois-Aasia

- 5500 Alueellinen koordinointi- ja kapasiteetin rakentamishjelma
- 5501 Alueellinen vaikuttamisen ja voimaannuttamisen ohjelma

Cambodia

- 5190 Community Health Education Programme

Laos

- 5162 High Schools' Development Programme in Savannakhet Province
- 5163 Community Development Education Programme in Northern Laos
- 5164 Youth Recourse Centre in Savannakhet

Myanmar

- 5131 Community Development Programme

Vietnam

- 5171 People with Disabilities Empowerment Programme

South East Asia

- 5500 Regional Coordination and Capacity Building Programme
- 5501 Regional Advocacy and Empowerment Programme

Etelä-Aasia / South Asia (13)

Bangladesh

- 5013 Slummiyhteisön kehittämishanke Dhakassa

Bhutan

- 5039 Luovat ajatukset – Taitavat kädet

Kiina

- 5126 Arvosta elämää, vaali terveyttä – Terveyskasvatus ja kehitysohjelma Kashgarin maaseudun naisille ja lapsille

Intia

- 5032 Yhteisön kapasiteetin vahvistamishanke
- 5033 Mumbain slummiyhteisön kehitysohjelma
- 5036 Yhteisökehitys- ja kapasiteetin vahvistamisohjelma

Nepal

- 5461 Kestävä toimeentulo ja lasten kehitys
- 5462 Maithilien voimaannuttamisohjelma
- 5463 Nuorisokeskusohjelma
- 5464 Lasta ei unohdeta
- 5465 Vesi-, sanitaatio- ja hygieniahanke

Sri Lanka

- 5550 Yhteisön omistama ja sitä vahvistava lapsikeskeinen kehitys

Etelä-Aasia

- 5460 Aluekoordinointi ja kapasiteetin vahvistamisohjelma

Bangladesh

- 5013 Slum Community Development Project in Dhaka

Bhutan

- 5039 Creative Minds – Busy Fingers

China

- 5126 Cherish Life, Treasure the Health – Health Education and Development for Women and Children in Rural Villages of Kashgar Prefecture

India

- 5032 Community Capacity Development Initiative
- 5033 Mumbai Slum Community Development Project
- 5036 Community Development and Capacity Building Programme

Nepal

- 5461 Sustainable Livelihood and Child Development Project
- 5462 Maithili Empowerment Programme
- 5463 Youth Centre Programme
- 5464 No Child Left Behind
- 5465 Water, Sanitation and Hygiene Project (WASH)

Sri Lanka

- 5550 Child Centred Community Owned Restore Development (3CORD)

South Asia

- 5460 Regional Coordination and Capacity Building Programme

Itä-Aasia / East Asia (2UM, 1EU)

Pohjois-Korea

- 5210 Siemenperunatuotannon kehittämishanke
- 5211 Aluesairaaloiden kehittämishanke

EU-rahoitteinen hanke:

- 5970 Silta yli nälkäkuilun – yhteisökeskeinen perunahanke

North Korea

- 5210 Seed Potato Development Project
- 5211 Developing District Level Hospitals

EU-financing:

- 5970 Closing the Gap – Community Based Potato Project

5002 Kehitysviestintä / Development Information

5003 Evaluointi / Evaluation

5005 Kehityskasvatus / Development Education

Source: provided by Fida to Evaluation Team

EVALUATION

**PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS II:
FIDA INTERNATIONAL
2017**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**