EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II

2017/3b

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

Finn Church Aid

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FCG.

2017/3b

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ACRONYMS AND ABBREVIATIONS

€	Euro
AAP	Accountability to Affected Populations
ACHRS	Amman Centre for Human Right Studies
ACT	Action of Churches Together (ACT Alliance)
APRODEV	Association of World Council of Churches related Development Organisations in Europe
BRiCS	Building Resilient Communities in Somalia
CAP	Consolidated Appeals Process
CAR	Central African Republic
CBO	Community Based Organisation
CCOs	Cross-Cutting Objectives
CERF	Central Emergency Response Fund
CHS	Core Humanitarian Standards
CO	Country Office
CRD	Centre for Research and Dialogue (Somalia)
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society (MFA Finland; KEO-30)
DB	Duty Bearers
DCA	DanChurchAid
DfID	Department for International Development (UK Aid)
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
EAPPI	Ecumenical Accompaniment Programme in Palestine and Israel
ECHO	European Civil Protection and Humanitarian Aid Operations (European Commission)
EiE	Education in Emergencies
EM	Evaluation Matrix
EU/EC	European Union/European Commission
EVA-11	Development Evaluation Unit / Ministry for Foreign Affairs (Finland)
FCA	Finn Church Aid
FGS	Federal Government of Somalia
HA	Humanitarian Assistance
HA Unit	Unit for Humanitarian Assistance and Policy (MFA Finland; KEO-70)
HH	Households
HO	Head Office
HRBA	Human Rights-Based Approach
IASC	Inter-Agency Standing Committee
IFRC	International Federation of Red Cross and Red Crescent Societies
I/oPT	Israel/occupied Palestinian Territory

IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
JIF	Jordanian INGO Forum
KAP	Knowledge, Attitude and Practices
LRRD	Linking Relief, Rehabilitation and Development
LWF/DWS	Lutheran World Federation/Department for World Service
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MECC	Middle East Council of Churches (Lebanon)
MFA	Ministry for Foreign Affairs (Finland)
MoU	Memorandum of Understanding
MRRR (M3R)	Ministry for Repatriation, Recovery and Rehabilitation
NCA	Norwegian Church Aid
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
ODA	Official Development Aid
OECD/DAC	Organisation for Economic Co-operation and Development / Development Assistance Committee
PANEL	Participation, Accountability, Non-discrimination and Equality, Empowerment and Legality
PARPA	Plano de Acção para a Redução da Pobreza Absoluta
PBS	Programme-Based Support
PCM	Project Cycle Management
PME	Planning, Monitoring, Evaluation
PMER	Planning, Monitoring, Evaluation, Reporting
PRSP	Poverty Reduction Strategy Paper
R2E, R2L, R2P	Right to Education, Right to Livelihoods, Right to Peace
RBM	Results-Based Management
RH	Rights Holders
RO	Regional Office
RRT	Rapid Response Team
SDG	Sustainable Development Goals
ToC	Theory of Change
ToR	Terms of Reference
TwB	Teachers without Borders
UNDAF	United Nations Development Assistance Framework
UNDPA	United Nations Department of Political Affairs
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNSOM	United Nations Assistance Mission in Somalia
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene
WCC	World Council of Churches

TIIVISTELMÄ

Kirkon Ulkomaanapu (KUA) saa Ulkoasiainministeriöltä ohjelmatukea ja rahoitusta humanitaariseen apuun. Vuonna 2015 KUA:n vuosibudjetti oli 44,7 miljoonaa euroa, josta kolmannes oli valtionrahoitusta. Vuosina 2010-2015 KUA toimi 20 maassa ja viidellä maantieteellisellä alueella. KUAn toiminnan kolme temaattista aluetta ovat: oikeus toimeentuloon, oikeus koulutukseen ja oikeus rauhaan.

KUA tuki vastaa hyödynsaajien tarpeisiin. Sidosryhmien kannalta toimet ovat kaikki relevantteja ja muokattavissa erilaisiin ohjelmatuen ja humanitaarisen avun konteksteihin. Humanitaariset varhaisen toipumisen aktiviteetit yhdistävät hätäavun, toipumisen ja kehityksen ja näin maksimoivat kestävien tulosten mahdollisuudet. KUA:n toiminnalla on suhteellista etua innovatiivisissa ohjelmissa aiheissa ja maantieteellisillä alueilla, joilla muut toimijat ovat vähemmän mukana.

KUA parantaa kohderyhmiensä hyvinvointia ja kasvattaa kumppaniensa projektihallinnan kapasiteettiä. Toiminnan vaikutus on ilmeistä, erityisesti liittyen sosiaalisiin käsityksiin sukupuoliroolien muutoksesta, mutta vaikutusindikaattorien määrittely auttaisi mittaamaan vaikutuksia entistä luotettavammin. KUA:n vaikuttamistyö kumppanimaissa on menestyksellistä yhteisöjen tasolla, mutta heikompaa kuitenkin kansallisella tasolla.

KUA:n varhaisen toipumisen aktiviteetteja tukevat ohjelmat voivat saavuttaa laajempia, kestäviä etuja. Ulkoasiainministeriö (UM) voisi harkita humanitaarisen avun monivuotista rahoitusta vahvistaakseen sidoksia ohjelmaperusteiseen tukirahoitukseen, saavuttaakseen kustannustehokkuutta ja tukeakseen avainhenkilöstön pysymistä mukana.

Avainsanat: *Kansalaisjärjestöt, ohjelmatuki, humanitaarinen apu, Kirkon Ulkomaanapu, oikeus toimeentuloon, koulutukseen ja rauhaan*

REFERAT

Kyrkans Utlandshjälp (FCA) får programbaserat stöd (PBS) och humanitärt bistånd (HA) från finländska regeringen. År 2015 var FCA:s budget 44,7 miljoner euro varav en tredjedel bestod av finansiering från finländska regeringen. Åren 2010–2015 verkade FCA i 20 länder och fem regioner och bedrev diakoni och påverkansarbete i Finland.

FCA har tre rättighetsbaserade tematiska fokusområden: rätt till försörjning, rätt till utbildning av god kvalitet och rätt till fred. Alla är relevanta för intressegrupper och kan anpassas till olika PBS- och HA-kontexter. Tidiga humanitära insatser för återhämtning länkar samman nödhjälp, återhämtning och utveckling och maximerar möjligheten till ett hållbart utfall. FCA:s komparativa fördel handlar om innovativa program i kontexter och geografiska områden där andra aktörer inte är så engagerade.

FCA främjar välbefinnandet bland sina målgrupper och stärker projektledningskapaciteten hos sina partners. Inverkan är uppenbar, särskilt genusrelaterade förändringen, men den kunde mätas mer tillförlitligt om indikatorer för inverkan togs fram. I partnerländerna bedriver FCA framgångsrikt påverkansarbete på lokal nivå men sämre på nationell.

FCA:s program för att stöda tidiga insatser för återhämtning kan skapa mer omfattande och hållbar nytta. Utrikesministeriet kunde överväga flerårig HA-finansiering så att kopplingen till PBS-finansieringen stärks för att uppnå kostnadseffektivitet och hjälpa att hålla kvar nyckelpersonal.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, Kyrkans Utlandshjälp, rätt till försörjning, utbildning och fred*

ABSTRACT

Finn Church Aid (FCA) receives Programme Based Support (PBS) and Humanitarian Assistance (HA) from the Finnish Government. In 2015 FCA's annual budget was € 44.7 million, of which one third was funding from the Finnish Government. From 2010 to 2015 FCA worked in 20 countries and five regions, also undertaking diaconal and advocacy work in Finland.

FCA's has three rights-based thematic focus areas: Right to Livelihoods, Right to Quality Education and Right to Peace which all are relevant to stakeholders and adaptable to different PBS and HA contexts. Humanitarian early recovery activities link relief, recovery and development, maximizing potential for sustainable outcomes. FCA's comparative advantage is innovative programming in contexts and geographical areas where other actors are less engaged.

FCA improves the well-being of its target groups and strengthens capacities of its partners at project management. Impact is evident, especially gender-transformative change, but defining impact indicators would help to measure impacts more reliably. FCA's advocacy in the partner countries is successful at community level, however, weaker at national level.

FCA's programmes which support early recovery activities can achieve wider and sustainable benefits. MFA could consider multi-year HA funding to strengthen linkages with the PBS funding modality, in order to achieve cost efficiencies and help retain key staff.

Keywords: *Civil Society Organizations, Programme Based Support, Humanitarian Assistance, Finn Church Aid, Right to Livelihoods, Education and Peace*

YHTEENVETO

Tausta ja metodologia

Suomen hallitus on myöntänyt ohjelmatukea 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 ohjelmatukea 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 ohjelmatukea että humanitaarisen avun rahoitusta. Nämä järjestöt ovat: Fida International, Kirkon Ulkomaanapu (KUA), 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
- ohjelmatuen ja humanitaarisen avun koordinaatiota ja hallinnointia, erillisinä rahoitusinstrumentteina.

Kuuden järjestökohtaisen arvioinnin lisäksi on laadittu synteesiraportti. Tämä dokumentti on Kirkon Ulkomaanavun arviointiraportti.

Kirkon ulkomaanapu

Kirkon ulkomaan apu (KUA) on Suomen suurin kehitysyhteistyöjärjestö ja toiseksi suurin humanitaarisen avun antajajärjestö. KUA toteuttaa Suomen evankelisluterilaisen kirkon kehitysyhteistyötä, humanitaarista apua sekä vaikuttamistyötä. Sillä on yli 60 vuoden kokemus avustustyöstä. KUA:n tavoitteena on edistää ihmisoikeuksien toteutumista. Vuonna 2015 KUA:n vuosibudjetti oli 44,7 miljoonaa euroa, josta kolmannes oli Suomen valtion rahoitusta. Vuodesta 2011 alkaen KUA:n toiminnan fokus on ollut kolmessa oikeusperusteisessa pääteemassa; oikeus toimeentuloon, oikeus koulutukseen ja oikeus rauhaan.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: FINN CHURCH AID

Vaikuttamistyö on valtavirtaistettu kunkin teeman alle. KUA toteuttaa ohjelmatukea ja humanitaarista apua 15 maassa neljällä mantereella.

Keskeiset havainnot ja päätelmät

Tarkoituksenmukaisuus (relevance)

KUA:n yhteisötason toiminta on relevanttia niin kehitysyhteistyön kuin humanitaarisen avun kontekstissa. Humanitaarinen apu säästää ihmishenkiä ja varhaisessa vaiheessa annettu tuki on edistänyt hätäavun, kriisistä toipumisen ja kehityksen linkittämistä (relief, recovery and development, LRRD). Interventiot perustuvat ihmisten tarpeisiin ja erityisenä kohderyhmänä ovat olleet haavoittuvat väestöryhmät. Hankkeita on suunniteltu yhdessä hyödynsaajien ja toteuttajien kanssa. Tämä vahvistaa hankkeiden relevanssia. KUA on löytänyt lisäarvonsa sen kolmella temaattisella alueella.

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

KUA:n ohjelman kolme oikeuksiin liittyvää teemaa tukevat toisiaan ja auttavat KUA:a kohdentamaan tukensa sen erityisosaamisalueille. Interventiot täydentävät muuta ohjelma- ja humanitaarista tukea esimerkiksi YK:n humanitaarisen avun koulutusklusterissa (Global Education Cluster).

Tuloksellisuus (effectiveness)

Hankkeet ovat tuottaneet konkreettisia tuloksia. Temaattiset lähestymistavat täydentävät toisiaan ja tukevat tuloksellisuutta ja jatkumon toteutumista (LRRD). Teemojen arviointia ei kuitenkaan ole vielä toteutettu. Kumppaneiden hankehallinnon kapasiteettia on kehitetty, mutta laajempaa organisaation kehittämistä on tehty vielä vähän.

Vaikuttamistyö on ollut tuloksellista. Suomessa tapahtuvalla vaikuttamistyöllä KUA lisää tietoisuutta kriiseistä ja humanitaarisista tarpeista, vahvistaa KUA:n roolia kehitysyhteistyön ja humanitaarisen avun toimijana.

Tehokkuus (efficiency)

Kahden eri rahoituskanavan kautta jaettava tuki (ohjelmatuki ja vuosittainen humanitaarisen avun hanke-ehdotusjärjestelmä) aiheuttaa ylimääräisiä hallinnollisia kuluja. Lyhytkestoinen, vuosittain myönnettävä humanitaariseen apuun myönnettävä tuki ei myöskään ole tehokas keino varsinkaan pitkittyneissä kriiseissä, sillä ne vaativat pitkäjänteistä työtä.

Arvioinnin havaintojen perusteella KUA:n maatoimistoja johdetaan tehokkaasti. KUA:n keskustoimiston tuki ei kuitenkaan tavoita kaikkia toimistoja yhtäläisesti. Muiden järjestöjen tavoin KUA:lla on vaikeuksia löytää henkilöstöä haastaviin kohdemaihin ja toisinaan keskeisiä paikkoja ei voida täyttää määräajassa. KUA on kehittänyt tulosperusteisen johtamisen työkaluja.

Vaikuttavuus (impact)

KUA:n työllä on myönteisiä vaikutuksia yksilö-, kotitalous- ja yhteisötasolla. Haasteena on kuitenkin lyhytaikaisten intervention sekä esimerkiksi käyttäytymiseen, menettelytapoihin ja yhteiskunnallisiin asioihin liittyvien vaikutusten mittaaminen.

Asioiden linkittäminen (connectedness) ja kestävyys (sustainability)

KUA pyrkii kestävin tuloksiin vahvistamalla katastrofialueilla olevien yhteisöjen valmiuskapasiteettia. Riskien ja niiden vaikutusten vähentäminen (Disaster Risk Reduction) on osa kaikkia hankkeita. Ilmastonmuutoksen vaikutuksia ei kuitenkaan vielä ole linkitetty riskien vähentämiseen ja valmiushankkeisiin. Hankkeiden lopettamisstrategioita ei ole tehty systemaattisesti.

Keskeiset suositukset:

1. Nykyisen strategiansa mukaisesti KUA:n tulee jatkaa niin ohjelma-tuen kuin humanitaarisen tuen kohdentamista haavoittuvimille väestöryhmille;

2. Suomen Ulkoasiainministeriön tulee jatkaa KUA:n ohjelmien ja hankkeiden tukemista erityisesti pitkittyneissä kriiseissä ja innovatiivisissa hankkeissa;

3. KUA:n tulee tukea enemmän partnerien kokonaisvaltaista organi-saation kehittämistä niin, että ne pystyvät hakemaan rahoitusta eri rahoituskanavista;

4. KUA:n tulee edelleen kehittää ja syventää kolmen oikeusperustaisen tee-man linkitystä, täydennettynä vahvalla vaikuttamistyöllä;

5. KUA:n tulee jatkaa vaikuttamistyötään ja tuoda esille rooliaan menes-tyksekkäänä 'muutosagenttina';

6. UM:n tulee harkita monivuotista (esim. 3-vuotista) rahoitusta KUA:n humanitaarisen avun hankkeille erityisesti pitkittyneissä kriiseissä;

7. KUA:n tulee varmistaa, että kaikki asemapaikat saavat yhdenvertaisesti keskustoimiston tukea ja konsultointia;

8. KUA:n tulee hyödyntää elinkeinoja ja koulutusta katastrofiriskien vähentämisen ja ilmastonmuutostietoisuuden katastrofivalmiuden ja –kestävyyden keinoina;

9. KUA:n tulee varmistaa, että hankkeilla ja ohjelmilla on lopettamisstrate-giat ja –suunnitelmat;

10. KUA:n tulee tehostaa koordinointia muiden toimijoiden kanssa, erityi-sesti kansallisilla ja paikallisilla foorumeilla, joilla se voi jakaa tietoa saavutuksistaan.

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, Kyrkans Utlandshjälp (FCA), 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 FCA.

FCA är en trosbaserad organisation vars huvudmål är att främja åtnjutandet av mänskliga rättigheter utan diskriminering. Inom utvecklingssamarbete är FCA den största organisationen och inom HA den näst största i Finland med över 60 års erfarenhet av biståndsarbete. FCA bedriver utvecklingssamarbete, HA och påverkansarbete å Evangelisk-lutherska kyrkan i Finlands vägnar. År 2015 var FCA:s budget 44,7 miljoner euro varav en tredjedel bestod av finansiering från finländska regeringen. Sedan 2011 har FCA:s programfokus varit på tre rättighetsbaserade prioriteringar vars mål är att förbättra välbefinnandet bland människor: rätt till försörjning, rätt till utbildning av god kvalitet och rätt till fred. Påverkansarbete har integrerats i varje tema. FCA realiserar PBS och HA i 15 länder på fyra kontinenter för tillfället.

Delstudien av FCA fokuserar på riktlinjer, strategier och den projektportfölj som UM finansierade (såväl PBS som HA). Fältarbete gjordes i tre länder representativa för hela PBS- och HA-portföljen: Jordanien, Nepal och Somalia/Somaliland.

Huvudsakliga resultat och slutsatser

Relevans

På grund av FCA:s starka engagemang för arbete i samhällen är dess insatser relevanta för nuvarande utvecklingsbehov och utdragna kriser. Med sina HA-insatser räddar FCA liv i omedelbara efterdyningar av kriser genom att sörja för essentiella varor och tjänster såsom mat, vatten och katastrofutbildning. Tidiga insatser för återhämtning länkar samman nödhjälp, återhämtning och utveckling. Insatser är baserade på behov, riktade till sårbara befolkningsgrupper och planeras och genomförs tillsammans med samhällen, vilket garanterar att de är relevanta för lokala förhållanden och målgrupper. FCA har uppnått komparativa fördelar inom sina tre temaområden: rätt till försörjning, rätt till utbildning av god kvalitet och rätt till fred.

Komplementaritet, samstämmighet och samordning

De tre rättighetsbaserade prioriteringarna kompletteras av starkt lokalt och regionalt påverkansarbete, är internt samstämmiga och gör det möjligt för FCA att fokusera på specifika områden där den har sin största sakkunskap. Insatser kompletterar och samordnas med andra aktörers arbete i samband med såväl PBS som HA och bidrar särskilt till globala utbildningsklustret i nödsituationer.

Effektivitet

Samtidigt som insatserna skapat påtagliga resultat och de tre sammanlänkade rättighetsbaserade prioriteringarna fungerar bra sida vid sida och klart stärker nödhjälp, återhämtning och utveckling har effektiviteten av den tematiska metoden hittills inte bedömts till exempel med uttryckligen tematiska utvärderingar.

Kapacitetsuppbyggnad hjälper lokala partners att genomföra och leda projekt men det är mer utmanande att bygga upp organisatorisk kapacitet.

FCA:s påverkansarbete har positiva bieffekter på lokal och regional nivå. I Finland ökar arbetet medvetenheten om kriser och humanitära behov, stärker profilen för FCA, genererar intäkter och ökar "finskheten" av FCA-program globalt.

Resursanvändning

UM:s separata finansieringssystem (PBS och årliga projektförslagsystemet för HA) medför administrativa extrakostnader. Kortvarig finansiering till HA orsakar ineffektivitet inom områden där utdragna kriser förutsätter långvariga insatser.

FCA:s landkontor drivs effektivt och resurserna utnyttjas optimalt. Den har bra instrument för resultatbaserad styrning vilka förbättras kontinuerligt. Stöd från FCA:s huvudkontor når inte lika bra ut överallt. Därmed garanteras inte alltid effektivt programgenomförande eller nödvändig rådgivning till personalen i länderna. Liksom andra organisationer har FCA problem med att finna anställda villiga att resa till utmanande länder och ibland fylls inte nyckelpositioner i rätt tid.

Inverkan

FCA:s påverkansarbete, PBS och HA har en påtaglig inverkan på individer, hushåll och samhällen. En utmaning är att finna rätta indikatorer som gör det möjligt att mäta inverkan inom korta tidsplaner för program – särskilt i samband med beteende-, sociala och politiska förändringar.

Samband och hållbarhet

FCA strävar efter beständiga resultat och en omvandling som ökar återhämtningsförmågan hos befolkningen i områden med risk för katastrofer och bidrar till en fredlig samexistens mellan olika grupper. Program omfattar katastrofriksreducering men i mindre grad utmaningar med klimatförändringen som kan leda till konflikter eller omflyttning. Avsaknaden av exitstrategier innebär att FCA inte har klara planer på när den ska lämna ett område. Nya riktlinjer torde dock förbättra planeringen i detta hänseende.

Huvudsakliga rekommendationer

1. FCA ska fortsätta sin nuvarande strategi att fokusera på de fattigaste och mest marginaliserade grupperna i samband med både PBS och HA.

2. UM ska fortsätta att stöda FCA:s innovativa insatser relevanta för nuvarande utdragna kriser.

3. FCA ska fokusera mer på att utveckla organisatoriska kapaciteten hos sina partners och förbereda lämpliga kandidater på att absorbera direkt finansiering från bidragsgivare i länder och kontexter där detta är möjligt.

4. FCA ska fortsätta att utveckla och fördjupa kopplingarna mellan de tre rättighetsbaserade prioriteringarna och komplettera detta med starkt påverkansarbete för att maximera sin rättighetsbaserade komparativa fördel och sakkunskap.

5. FCA ska fortsätta att effektivt påverka och lyfta fram sin roll som en framgångsrik "förändringsagent".

6. UM ska överväga flerårig (t.ex. tre år) finansiering för FCA:s HA-projekt i utdragna kriser. Detta förbättrade kostnadseffektiviteten och ett längre förväntat jobb gjorde det lättare att hålla kvar nyckelpersonal.

7. FCA ska se till att personalen på alla orter beaktas lika mycket och får den vägledning och rådgivning den behöver.

8. FCA ska ta fram mer betydelsefulla strategier för att förankra människor i deras samhällen och bättre utnyttja försörjningsmöjligheter och utbildning som plattformer för att främja katastrofriksreducering och medvetenhet om klimatförändringen, vilket hjälpte samhällen att öka sin återhämtningsförmåga i återkommande kriser.

9. FCA ska se till att program och projekt omfattar överlämnings- och exitplaner.

10. FCA ska öka sin samordning med aktörer utanför omedelbara partnerskap på nationella och lokala samordningsplattformer där den kan dela med sig av sina resultat och information om verksamheten.

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 by guidelines for Civil Society in Development Policy. Additionally the humanitarian assistance (HA) of CSOs is guided by Finland's Humanitarian Policy. Support to CSOs is believed to ultimately lead to 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 evaluations on CSOs receiving multiannual PBS in three rounds until mid-2017. This second (CSO 2) evaluation was kicked-off in June 2016 covering the six CSOs receiving both PBS and HA funding: Fida International, Finn Church Aid (FCA), 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 FCA.

FCA is a faith-based organisation whose key objective is to promote the enjoyment of human rights without discrimination. FCA is the largest organisation in development cooperation and the second largest in HA in Finland with over 60 years of experience in aid work. FCA carries out development cooperation, HA and advocacy work on behalf of the Evangelical Lutheran Church in Finland. In 2015 FCA's annual budget was € 44.7 million, of which one third was funding from the Finnish Government. Since 2011, FCA's programmatic focus has been on three rights-based priority themes that aim to improve people's well-being: the Right to Livelihoods (R2L); the Right to Quality Education (R2QE); and the Right to Peace (R2P). Advocacy is mainstreamed under each theme. FCA currently implements PBS and HA in 15 countries in four continents.

In the sub-study on FCA, research was done on the policy, strategy and project-portfolio funded by the MFA (both PBS and HA). Fieldwork was done in three representative countries for the overall PBS and HA portfolio: Jordan, Nepal, Somalia/ Somaliland.

Main findings and conclusions

Relevance

Deeply embedded in community work, FCA's interventions are relevant to today's development needs as well as prolonged crises. FCA's HA activities save lives in the immediate aftermath of crises through the provision of essential goods and services such as food, water and education-in-emergencies. Early recovery activities are appropriate for linking relief, recovery and development (LRRD). Interventions are needs-based, targeted to vulnerable population groups, and are planned and implemented with community participation, ensuring their relevance to the local context and to the target groups. FCA has found its comparative advantage within its three thematic areas, R2L, R2QE and R2P.

Complementarity, coherence and coordination

The three Rights themes, complemented by strong local level and sub-national advocacy, are internally coherent and allow FCA to focus on specific areas where it has the greatest expertise. Interventions are complementary to, and coordinated with, those of other actors in both PBS and HA, contributing especially to the Global Education Cluster in emergencies.

Effectiveness

While the interventions have produced tangible results and the three interlocking Rights themes work well in tandem and aptly reinforce LRRD, effectiveness of the thematic approach has not yet been assessed for instance through dedicated thematic evaluations.

Capacity development benefits local partners in project implementation and management but is more challenging in organisational capacity development.

FCA's advocacy work has positive spinoff effects at community and sub-national levels. FCA's advocacy in Finland raises awareness on crises and humanitarian needs, and raises FCA's profile, generates revenue and enhances the 'Finnishness' of FCA's programmes globally.

Efficiency

MFA's separate funding systems (PBS and the annual project proposal system for HA) creates additional administrative costs. Short term funding to HA causes inefficiencies in areas where protracted crises require long term interventions.

FCA's country offices are efficiently run with optimum use of resources. It has good and improving Results Based Management tools. Support from the FCA's Head Office does not reach all duty stations equally to ensure efficiency in programme implementation or provide guidance to country staff. FCA, like other organisations, encounters difficulties in finding staff willing to deploy to challenging countries and at times key posts are not filled in a timely manner.

Impact

Impact of FCA-supported PBS, HA and advocacy is evident at individual, household and community levels. A challenge is finding the right indicators that

permit impact measurement in short-term programmatic timeframes, particularly on behavioral, social and policy changes.

Connectedness and sustainability

FCA strives for durable and transformational results, building resilience in populations in disaster-prone areas and contributing to peaceful coexistence among communities. Programmes mainstream disaster risk reduction but are weaker at addressing climate change challenges that can lead to conflict or displacement. Absence of exit strategies means that FCA has no clear plans of when to disengage, although new guidance should improve the exit planning.

Main recommendations:

1. FCA should continue with its current strategy to target the poorest and most marginalised populations in both PBS and HA;

2. MFA should continue supporting FCA's innovative interventions relevant to today's prolonged crises;

3. FCA should focus more on developing greater organisational capacity of its partners, preparing those who would be apt candidates to absorb direct financing from donors in countries and contexts where this would be possible;

4. FCA should continue to develop and deepen inter-linkages of the three Rights themes, complemented by strong advocacy, to maximise its rights-based comparative advantage and expertise;

5. FCA should continue its effective advocacy messaging and highlight its role as a successful 'change agent';

6. MFA should consider multi-year (e.g. 3-year) funding for FCA's HA projects in protracted crises. This would achieve greater cost efficiencies and help retain key staff through longer job expectancy;

7. FCA should ensure equal coverage to staff serving in all duty stations and ensure they get the guidance and consultations they need;

8. FCA should develop more meaningful strategies to anchor people in their communities and make greater use of livelihoods and education as platforms to promote Disaster Risk Reduction and climate change awareness that would help communities to achieve greater resilience against recurring crises;

9. FCA should ensure that programme and project design includes handover and exit plans; and

10. FCA should coordinate more with other actors outside immediate partnerships in national and local coordination platforms, where it can share its achievements and operational information.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic and Thematic Focus		
FCA's Programme Based Support (PBS) provides contributions in thematic areas of Right to Education (R2E), Right to Livelihoods (R2L) and Right to Peace (R2P), which are well aligned with its strategy and Finnish development cooperation policy priorities. FCA's programmes focus on the poorest and most marginalised people and communities. Vulnerability is also considered, as one of the criteria for selection of target areas. FCA fills in gaps, for example, by providing education in emergency situations and to vulnerable population groups such as refugees, Internally Displaced Persons (IDP) and the poorest members of the communities that host them. Gender analyses are not done systematically. The themes R2E, R2L and R2P are appropriately leveraging FCA's grassroots contacts and experience. Humanitarian assistance (HA) interventions meet needs of refugees, Internally Displaced People (IDP) and host countries, and also act to anchor communities in their own or first-asylum countries.	FCA's PBS and HA are relevant and well aligned with Finland's development and humanitarian policies. Deeply embedded in community work, FCA's interventions are relevant to today's prolonged crises which impel people to flee to countries far from their borders. They appropriately link relief, recovery and development (LRRD). The coverage of FCA's actions are in line with FCA's and MFA's priorities to reach most vulnerable, poor and marginalised people in contexts of recurring poverty and crisis. Attention to gender is prioritised, but gender analyses are not done systematically and root causes of inequality are not always paid sufficient attention.	1. FCA should continue with its current strategy to target the poorest and most marginalised populations in both Programme Based Support (PBS) and HA. It should assess the root causes of inequality in contexts where these create tensions and risk spilling over into conflict and/or displacement. 2. MFA should continue supporting FCA's innovative interventions relevant to today's prolonged crises which impel people to flee to countries far from their borders and continue to funding early recovery activities in emergencies because they are appropriate to safe-guarding people's dignity, offering them a base to re-launch themselves and cope with recurrent crises.
Partnerships		
FCA works with local partners who consider the relationship as true partnership rather than merely as implementation of sub-contracting (PBS and HA). Finnish funding has a multiplier effect on attracting institutional partners in countries where FCA works: European Union (EU), United Nations (UN) and government authorities (especially at local and regional levels). These seek FCA's expertise to intervene in areas of its comparative advantage: education, rural livelihoods and peace and reconciliation. FCA capacity development of local CSO partners focuses mainly on project- management and implementation. Organisational capacity development has been less prominent. FCA has measurement tools to measure partners' capacity needs but these are not systematically used in country offices.	Finnish PBS funding enables FCA to build strong partnerships domestically and globally. These add value to its portfolio of programmes and projects. While local CSO partners appreciate their relationship with FCA, the FCA-supported capacity development is mostly limited to project management. There is less emphasis on organisational capacity development and FCA finds it challenging to contribute to overall vibrant civil society in contexts where civil society space is shrinking. Capacity development of partners is not recognised in PBS framework reporting, though vibrant civil society is an important goal of this framework.	3. FCA should focus more on developing organisational capacity of its partners, preparing those who would be apt candidates to absorb direct financing from donors in countries and contexts where this would be possible; and include capacity development in the PBS framework reporting.

Findings	Conclusions	Recommendations
Human Rights Based Approach (HRBA)		
FCA has developed policy guidance papers as well as global objectives for each of its thematic priority areas. FCA's work is based on HRBA principles, supporting people to realise their rights: Education in Emergencies (EiE) and emergency livelihoods are recognised as protective and life-sustaining activities, particularly espoused in early recovery principles. FCA's three Rights themes work well when implemented together (PBS and HA) but even a programmatic focus on only one thematic area can provide entry points to the other two. Effectiveness of the three Rights themes has not been assessed as no thematic evaluations have taken place so far.	FCA's approach to promoting Human Rights through three thematic priority areas is relevant although a holistic conceptual framework would be needed. Analyses on human rights, vulnerability, gender and conflicts are not used sufficiently to measure outcomes and impact, undermining the evidence base of human rights-based support for targeted interventions. Human rights related impact indicators in projects and programme level are not defined.	4. FCA should continue to develop and deepen inter-linkages of the three Rights themes, complemented by strong advocacy, to maximise its rights-based comparative advantage and expertise, and conduct evaluations of the three Rights-based themes.
Advocacy		
In PBS and HA, FCA works with partners who advocate at grassroots and sub-national levels to bring about change. FCA is effective in changing mindsets and bringing about positive results, e.g. improved hygiene practices in Somaliland and resolving clan disputes in Somalia. Disaster Risk Reduction (DRR) awareness is well-learnt through livelihoods and education projects. However, FCA does not highlight its positive role as a 'change agent' sufficiently in its communications (reports, website etc.) and no advocacy-specific evaluation has yet been undertaken to measure its benefits.	Effective advocacy has positive spinoff effects at community and sub-national levels. Awareness raising and campaigning in Finland raises FCA's profile and generates revenues, but more could be done to highlight achievements.	5. FCA should develop a strategy for advocacy and conduct advocacy-specific monitoring and evaluation regularly.
HA in protracted crises		
FCA's early recovery activities in protracted crises need more time than the MFA's one year funding to achieve sustainable results. A separate funding system (PBS and the annual project proposal system for HA) is not efficient since it translates to more administrative costs and fragments activities.	The need to replicate HA projects year after year in protracted crises is inefficient for all stakeholders. The MFA division of the PBS and HA funding envelopes creates challenges for linking relief and development more closely.	6. MFA should consider multi-year (e.g. 3-year) funding for FCA's HA projects in protracted crises. This would achieve greater cost efficiencies and help retain key staff through longer job expectancy. It would also improve linkages between relief, rehabilitation and development (LRRD).

Findings	Conclusions	Recommendations
Administrative efficiency		
Country Offices (CO) are run efficiently with sound planning, decision making and cost control. Some hardship COs are not visited regularly. This risks decision making, can cause delays and compromises efficiency. FCA provides competitive salaries but faces difficulties recruiting and retaining key staff in particularly challenging countries, e.g. CAR, Somalia and Haiti.	FCA's Country Offices are efficiently run with optimum use of resources and cost-saving measures. However, Head Office support is not provided equally to all duty stations.	7. FCA should ensure equal coverage to staff serving in all duty stations and ensure they get the guidance and consultations they need, and consider increasing incentives (hardship allowances) to retain staff deployed in challenging countries.
Sustainability		
FCA's strategic choice of engaging local partners in implementation has increased ownership and sustainability. However, there is little evidence that FCA assesses governments' willingness and capacity to sustain rights-based interventions once programmes phase out. FCA's humanitarian interventions in protracted crises are premised on achieving longer term results by building beneficiary resilience. FCA's programmes and projects are less sustainable in contexts experiencing severe effects of climate change. Exit planning is not an integral part of the FCA's project/ programme cycle.	FCA has developed Country Programme entry and exit principles but exit planning is not an integral part of the project/ programme cycle. FCA's programmes and projects in countries experiencing increasing climate change need re-thinking to meaningfully address climate change challenges that may lead to conflict or displacement.	8. FCA should develop more meaningful strategies to anchor people in their communities and make greater use of livelihoods and education as platforms to promote DRR and climate change awareness that would help communities to achieve greater resilience against recurring crises. 9. FCA should ensure that programme and project design includes handover and exit plans.
Coordination		
In both PBS and HA, FCA works through existing structures and avoids creating parallel ones. In HA, coordination with international actors e.g. with the Global Education Cluster is good, but the level of coordination and collaboration with national and local actors varies by country and by intervention.	Coordination is good in many contexts especially at international levels, but at national and local contexts it is more uneven.	10. FCA should coordinate more in national and local coordination platforms, where it can share its achievements and operational information.

1 INTRODUCTION AND BACKGROUND TO THIS EVALUATION

This evaluation was commissioned by the Development Evaluation Unit (EVA-11) of the Ministry for Foreign Affairs of Finland. The aim of the evaluation is to increase accountability and learning on programmes of Finnish Civil Society Organisations (CSOs) funded by the Ministry for Foreign Affairs of Finland (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: the 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 (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC). Excluding allocations to these two organisations, the total HA funding comes to approximately € 6.6 million.

This evaluation is the second in a series of evaluations of Finnish CSOs receiving multiannual support.

Of the 22 CSOs (including two umbrella organisations and three foundations) receiving PBS, these six organisations have been selected for the current evaluation cycle. They have all received HA funding during 2010-2016.

These organisations are:

- Fida International
- Finn Church Aid (FCA)

- Finnish Red Cross

- Plan International Finland

- Save the Children Finland

- World Vision Finland

A number of these CSOs also receive funding from other Divisions within the Ministry, although this tends to be largely through smaller grants provided for specific projects. All the CSOs evaluated in this round are also active in fund-raising among the general public in Finland, and there are increasing efforts to also raise funds from and cooperate with private sector companies and investors. This combination of public, civil and private funding sources creates an important mutual leverage, which brings predictability.

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 FCA.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Evaluation Rationale and objectives

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

The evaluation team has considered:

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

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

It is important to note at the outset that the ToR does not call for, or require, a ranking of the CSOs being evaluated – neither for 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

Theories 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 contribute 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 CSOs' 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 EM. The core of the matrix is that the Evaluation Sub-Questions are framed to probe the achievement of the overall assumptions in the ToC as described above.

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

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

complete EM including evaluation sub-questions, indicators, data collection methods and sources of evidence was finalized in the Inception Phase.

2.3   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.

FCA specific sampling of projects and countries

The countries to be visited were selected during the Inception Phase, based on a wider sampling exercise by the team. Criteria included countries that had a mixture of PBS and HA (Somalia, I/oPT), at least one Level 3 emergency (Jordan and Nepal), different continents (Middle East, Asia and Africa) and size of operation (Somalia and Jordan). A five-day visit to Jordan and a ten-day visit to Somaliland and Somalia were carried out. In addition the FCA Sub-Team obtained an interview with FCA's Regional Office in Nairobi. Summaries of projects visited can be seen 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 FCA; FCA's and its international network's policies, strategies, programme specific documentation, and methodological guidance notes and manuals; FCA'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. The documents and websites reviewed are presented in the Reference list and Annex 3.

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, FCA 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 FCA. 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 FCA. This was presented in a Briefing Note shared with the MFA and FCA prior the field mission.

During the country visits in Jordan and Somalia/Somaliland, 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. Special attention was given to ensure that women, vulnerable and marginalised groups were interviewed. Management and implementing staff of FCA and its partners were interviewed. Debriefing meetings were organised with the FCA and IP's Country Office (CO) staff to discuss preliminary finding and obtain additional information. In addition the FCA Sub-Team obtained an interview with FCA's Regional Office in Nairobi. 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. To gain an appreciation of FCA's position and coordination in the ACT Alliance, an interview was held with the ACT Alliance's Chief Operating Officer in Geneva. 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 the 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 FCA.

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 FCA's project portfolio in the evaluation period. This analysis also looked at the insertion of FCA'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 FCA and its international network was analysed;

- Descriptive analysis of the CSO's positioning: a tool was developed to be able to arrive at a quick descriptive assessment of FCA in the CSO2 evaluation. Organisations were described through six dimensions: 1) advocacy work; 2) attention to FCA'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 FCA's staff and the evaluators conducted this descriptive analysis. The possible differences in descriptions were subject to further discussion with FCA 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 FCA-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.

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 under-

taken 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 FCA specific limitations

Some challenges were encountered that were specific to the Somalia visit (South Central, Mogadishu and Baidoa) due to the security situation. As a result of these limitations it was not possible to visit PBS activities in South Central Somalia and only interviews could be conducted at central sites with a limited number of stakeholders. In addition, the security situation in Baidoa did not allow field visits to beneficiaries and stakeholders. Due to safety reasons and travel restrictions, the location visits in Somalia had to be restricted. As a result, analysis on PBS activities supported by FCA in Somalia had to be done remotely and through interviews with partners.

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 2016b), 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 in 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, 2016d). In 2014, the budget of the Unit for Civil Society

(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 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 is an explicit application of human rights principles and commitments (MFA, 2016b). 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 the case that 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 Finn Church Aid

3.2.1   General

FCA is a legally registered foundation that carries out development cooperation, humanitarian assistance and advocacy work on behalf of the Evangelical Lutheran Church in Finland. It is the largest organisation in development cooperation and the second largest in humanitarian work in Finland with over 60 years of experience in aid work. It enhances its programmes through global advocacy (MFA, 2015c).

FCA identifies itself as a faith-based organisation and a rights-based actor with the key objective of promoting the enjoyment of human rights without discrimination. FCA translates international human rights standards and humanitarian principles into its PANEL principles: participation, accountability, non-discrimination and equality. Equality, non-discrimination and accountability are at the core of its work. It believes that sustainable change requires tackling the root causes of inequality, working with both rights holders and duty bearers. FCA sees its role as facilitating dialogue, building trust and increasing accountability between the rights holders and duty bearers (MFA, 2012c).

FCA identifies itself as a faith-based organisation and a rights-based actor.

As can be seen from Table 1 below, one-third of FCA's total funding (covering both PBS and HA) in 2015 came from the MFA. The MFA's funding for development cooperation through PBS increased from € 6.8 million in 2009 to € 9.2 million in 2015 (in 2016 the grant dropped to € 5.26 million), and humanitarian aid from € 4.1 million in 2008 to € 4.6 million in 2015. Despite recent MFA reductions in CSO funding, 2015 was a record year so far for FCA in terms of financial fundraising (FCA, 2016a).

Table 1: FCA's income (million €) in 2015

Source	Govern-ment of Finland	Private donations	Interna-tional (EU, USAID etc.)	Parishes etc.	Other income
Amount €	15.7 M	12.8 M	10.2 M	8.4 M	0.2 M
%	33.3%	27%	21.6%	17.8%	0.3%

Source: FCA's Annual Report 2015.

FCA was one of the first Finnish organisations to receive funding from the European Commission (EU). Since 1998 it has entered into 29 agreements with the EU on co-financing of projects (FCA data). Annual EU funding received by FCA has ranged from € 200 000 in 2004 to over € 3 million in 2015.

FCA has an on-going agreement (Framework Partnership Agreement) with the European Commission's European Civil Protection and Humanitarian Aid Operations office (ECHO), enabling it to apply for funding. In addition, international funding is increasing from USAID and UNICEF, and more is expected from new cooperation with UNHCR. FCA's Washington office (opened in 2015) aims to attract more funding from the above institutions and private foundations.

Although church-related funding is decreasing, more is coming in from private individuals: FCA estimates € 20 000 monthly income from these individuals, boosting its ability to respond to funding shortfalls or unexpected needs. In addition, FCA is becoming progressively more engaged with the private sector, seeking cooperation both for fund-raising purposes, and more importantly, for substantive cooperation where a company or business can add value to FCA's programmes.

Partners and Networks

FCA enhances its programme work and engages people in it through several networks internationally and in Finland, including the ACT (Action of Churches Together) Alliance, the World Council of Churches (WCC), Changemaker, Teachers without Borders, the United Nations and others

FCA has been active in the Women's Bank since 2007 when it was founded by a group of influential Finnish business and professional women, jointly with FCA. This is not a conventional bank but a charitable fund that supports women's entrepreneurship and income generation in developing countries, in accordance with principles of sustainable development. Donations are used to enhance women's rights, skills and livelihoods. Funds are provided for small-scale microcredit schemes, to conduct professional training, to acquire tools and materials, and to otherwise help women build up small businesses of their own. Projects have been carried out in 14 different countries and overall, the

work of Women's Bank has indirectly benefitted 140 000 people in developing countries (FCA, 2016a).

Thematic areas

FCA aims to be of added value to its partners, women and men working within communities, by building competence in three priority areas: 1) the right to livelihoods (R2E); 2) the right to education (R2E) and 3) the right to peace (R2P). Since 2016 R2E has become right to quality education (R2QE). The selection of these themes arose somewhat organically from FCA's in-house expertise and historical experience of them, which gradually coalesced into three interconnected focus areas. They do not constitute separate channels of activity but form one programme with different entry points. Given that they cut across both PBS and HA funding modalities, the following sections refer to them under both funding modalities to demonstrate how FCA links HA with longer-term perspectives, allowing it to lay the ground for sustainable and rights-based development.

Organisational structure

Several modifications to the organisational structure have taken place during the period under evaluation. During 2005-2008 FCA increased its presence in the field with a view to develop its partnerships, reduce its dependence on one large implementing partner, the Lutheran World Federation/Department for World Service (LWF/DWS) and to develop a more programmatic approach with country and regional programming.

As of 2010, FCA started directly implementing its own programmes, starting with the response to the Haiti earthquake. The regional office moved to Haiti, and FCA set up operations there. This was followed by offices opening in other countries. Figure 1 shows the situation in 2016. Another important ongoing change is the gradual discontinuation of its four Regional Offices which up till the end of 2016 have offered support functions to the country programmes. Only the Middle East Regional Office will act with a regional mandate as of 2017. Instead, FCA is strengthening its Country Offices.

FCA builds competencies in three priority areas: Right to livelihoods, right to education and right to peace.

Figure 1: Organisational structure of FCA as of October 2016
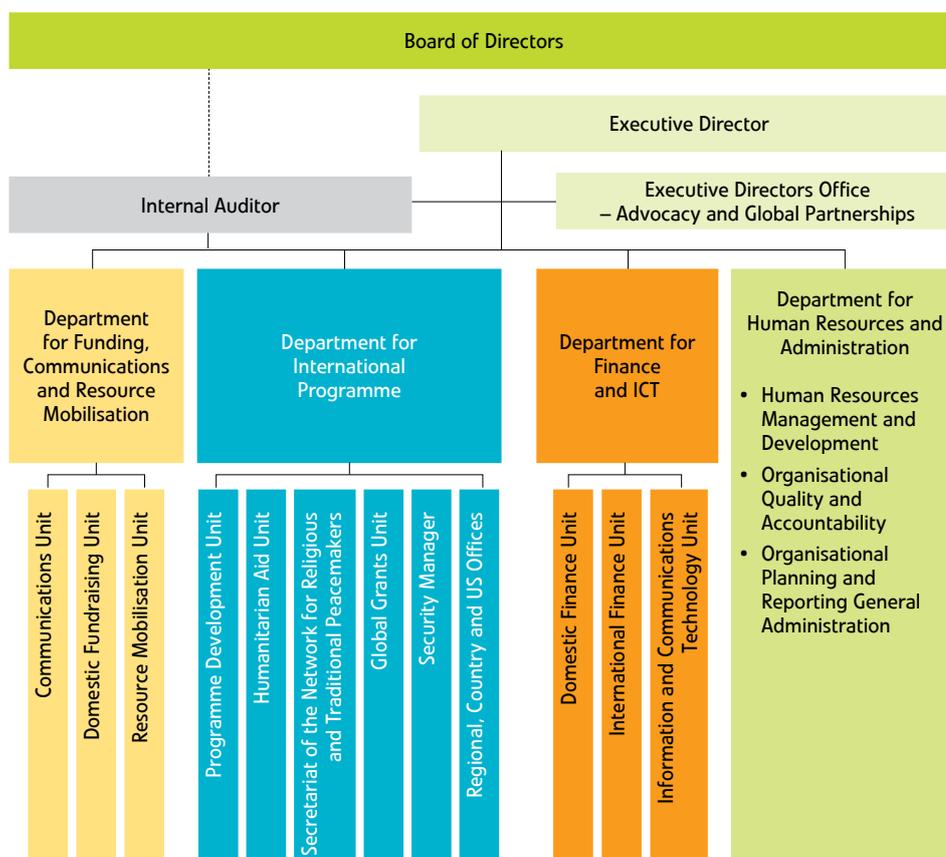
Source: Provided by FCA.

FCA's Global Programme

FCA's Global Programme, covering both PBS and HA, is based on a programme statement and objectives, sub-objectives and indicators. Each theme (R2E, R2L and R2P), advocacy and capacity development has a set of objectives, sub-objectives and indicators. Programme quality has also pre-set objectives and indicators. Some of the objectives and sub-objectives (and their indicators) are globally monitored and some are context and project specific. This enables FCA to collect similar types of data for the different country programmes. This data can then be aggregated at country programme level and after that at global programme level. Each project within a FCA country programme has to feed into at least one sub-objective and its indicator(s). (Silfverberg, 2016). An important change in 2015 was to progress from the previous 'Signs of Success' to 'Indicators'.

3.2.2   Programme Based Support (PBS)

Finland adopts three-year funding cycles for development cooperation with the large partnership CSOs. FCA has had agreements on its PBS with the MFA for 2009–2011, 2012–2014 and 2015–2017. FCA's own Global Strategies have different timeframes to those of the MFA: the 2010–2012 agreement encompassed FCA's strategy for 2009–2012; the 2013–2014 and 2015–2016 agreements were

covered by FCA's 2013-2016 strategy. In 2012 the MFA asked FCA to cut its 2-3 year strategy periods to 2 years. The MFA is on the way to synchronise all CSOs' funding cycles, starting in 2018. Given this decision FCA designed a one-year programme strategy for 2017, to bring it in line with the new MFA's PBS funding timeframe.

Table 2 shows how the expenditures and the share of MFA funding during the period of 2010-2016.

Table 2: Total expenditure (€) of FCA's development cooperation (PBS) in 2010–2016

	2010		2011		2012		2013		2014	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	7173879	0,84	7244958	0,8497	9071517	0,77	8761993	0,77	8421935	
Quality Assurance	161087	0,84	63582	0,8497	66868	0,77	48521	0,77	108709	
Information and Publicity	395779	0,84	379023	0,8497	462031	0,77	464657	0,77	417402	
Administra-tion	753609	0,84	812014	0,8497	973598	0,77	927837	0,77	994227	
TOTAL	**8484354**	**0,84**	**8499577**	**0,8497**	**10574014**	**0,77**	**10203008**	**0,77**	**9942273**	

Source: FCA's annual financial reports for PBS. (Financial data for 2015-2016 was not provided to Evaluation Team)

FCA's ultimate goal is to promote justice and reduce poverty. FCA works with people in the weakest positions in society, regardless of their religious beliefs, ethnicity, political convictions or gender. Especially eradicating poverty, narrowing the gender gap and environmental sustainability are central to FCA's work.

Objectives and themes of the 2009–2012 programme

FCA's work in the strategy period 2009-2012 was based on three closely interlinked themes: Sustainable Livelihoods, Stable Societies and Rights and Participation. The three main themes have their specific objectives are shown in Table 3 below.

Table 3: Objectives and themes of 2009-2012 Programme

Theme	Objective
Sustainable livelihoods	Basic human needs are fulfilled and individuals are able to develop their lives and communities. • The right to fulfilment of basic human needs is realized; • Communities and individuals are able to enhance their living conditions and income by themselves; and • Communities have the capacity to manage and prepare for risks.
Stable societies	The right of individuals to live in a stable and safe society is realized. • Communities and individuals are able to cope with disasters and conflicts. • People have the confidence in future that is required for long-term social development. • Communities and individuals are able to identify risk situations and prepare for them.

Theme	Objective
Rights and participation	Individual rights and participation are realized. • The rights related to income and individual development are realized. • Individuals are aware of their rights and have the possibility and capacity to influence decision-making and activities affecting their lives. • Social structures are more equitable and discriminatory traditions are broken down; obstacles to the realization of human rights are tackled.

Objectives and themes of 2013–2016 programme

FCA's strategy 2013-2016 introduced new priority areas: the right to peace, livelihood and education. Each area has a set of objectives, sub-objectives and indicators as shown in Table 3 below (FCA, 2015a, 2015b).

Table 4: Objectives and themes of 2013-2016 Programme

Priority area	Objective
Right to Livelihood (R2L)	Local communities in fragile contexts have strengthened their assets and capability to develop their livelihoods in sustainable ways Women have equal access to and control over productive resources and assets Local communities have strengthened their resilience to shocks including natural and man-made disasters and the effects of climate change that negatively impact their livelihoods Local communities/rights-holders and duty-bearers work together to provide adequate and sustainable legislative and policy framework for livelihood development
Right to Education (R2E)	People in disaster affected or otherwise fragile contexts with limited educational background have access to quality vocational training/skill development. Children and youth living in disaster (both natural or man-made) affected communities have equal, uninterrupted access to quality education and safe and protected learning spaces through preparedness and response capacity of communities, including authorities. Rights-holders are able to claim and duty-bearers (state authorities) have capacity to provide quality education.
Right to Peace (R2P)	Local communities have enhanced capability to prevent and resolve conflicts AND Religious and traditional leaders are positively contributing to conflict prevention, mediation, conflict resolution and peace and actively promote human rights. Local communities are part of peace process structures through dialogue Decision-makers are willing and equipped to bear their responsibility to promote citizen security, including peaceful resolution of conflicts and protection

The diagram below describes how FCA sets programmatic objectives and which components belong to the programme (Figure 2).

Figure 2: Programme objective setting in FCA's PBS
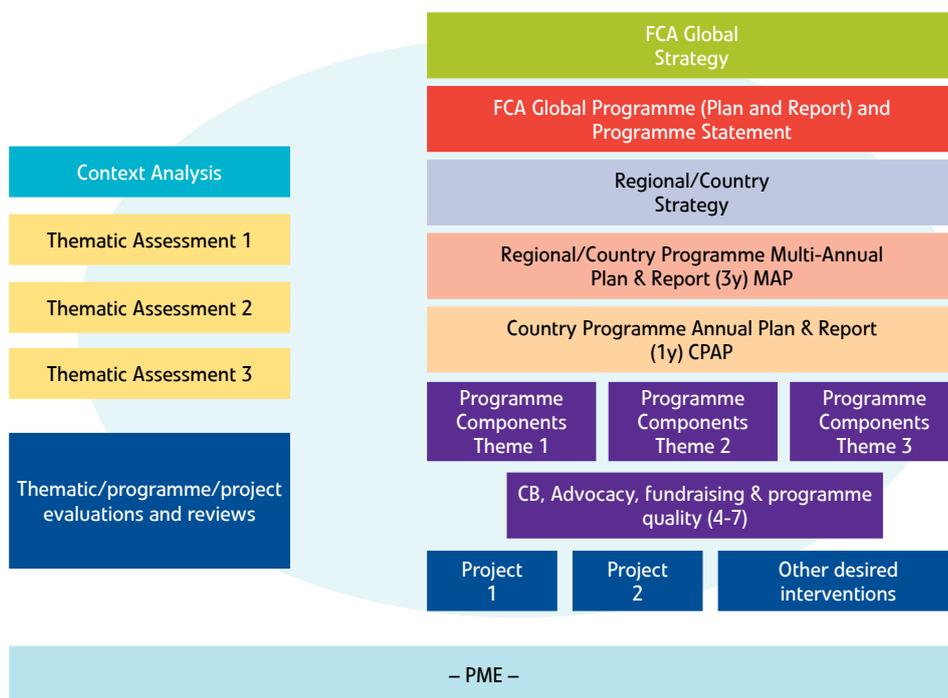
Source: Provided by FCA.

Advocacy

In addition to the three Rights thematic areas, advocacy is an integral part of FCA's work. Advocacy efforts are mainstreamed under the three themes and at the programme country local and national levels as well as global and domestic (Finnish) levels. FCA's advocacy aims to improve the position of the most vulnerable people in a sustainable manner through effective collaboration with both local rights holders and duty bearers. At the local level FCA advocates on context-specific issues such as raising community awareness on the consequences of dropping out of school and hygiene practices. FCA supports its partners in the programme countries through advocacy projects and developing partners' advocacy capacities.

In Finland FCA contributes to public and political discussion, for instance as a member of the Development Policy Committee (until 2015) and several Finnish networks. It lobbies Members of Parliament, and advocates and campaigns for specific themes such as food security (2011), vocational education and linking education with income generation (2012–2013), quality of education (2014) and the rights of refugees (2015). From 2014, fundraising was integrated with the advocacy goals (FCA, 2016a). Advocacy activities also contribute to Finnish public and political discussion, for example through advocating for the human rights of refugees and addressing the root causes of crises.

At the global level during the evaluation period FCA has supported and participated in various advocacy related initiatives – for instance by seconding staff to the ACT secretariat (ACT, 2011) and participating in working groups on climate change, fragile states, Ebola and gender issues, as well as in the New Deal

Advocacy is an integral part of FCA's work. Advocacy is mainstreamed under the three themes and at local, national, global and domestic levels.

and the UN's Universal Periodic Review (UPR). FCA has also engaged in global advocacy related to development finance, the Sustainable Development Goals (Agenda 2030) and the Paris Climate Agreement. According to the interviews with FCA in Finland, advocacy is now integrated in all actions of FCA.

Geographical spread

FCA's country coverage has fluctuated significantly over the years. In 2006 FCA was involved in 38 countries. With the strategic decision to become more programmatically oriented, subsequent years saw a reduction of project-based interventions and a consolidation into fewer country programmes under Regional Offices.

Nearly all of Finland's development cooperation partner countries count among the least developed countries (LDCs) in Africa and Asia. Many of them are also regarded as fragile states that have been or are in danger of turning into unstable societies, and have the greatest need for assistance. FCA works – or has worked over the evaluation timeframe – in seven out of nine of Finland's bilateral partner countries: Ethiopia, Kenya, Mozambique and Somalia in Africa (as well as Eritrea, where Finland also provides small-scale bilateral support); Myanmar and Nepal in Asia (selected as some of the poorest, fragile states), and the occupied Palestinian Territory (I/oPT) in the Middle East, where instability poses great problems (MFA, 2016a).The strategic choice of geographical coverage in FCA's 2009-2012 strategy remains relevant today and aligns with its own and Finland's priorities: i.e. responding to needs in Africa, where people have been affected by long-term political instability, prolonged crises and natural disasters, as well as in Asia, which has the highest number of people living in poverty.

Over the past six years FCA's development cooperation has included country programmes in some 20 countries but as of 2015, FCA reduced these further to 15 (i.e. a reduction of over 50% since 2006): Somalia, Kenya, South Sudan, Liberia, Sierra Leone, Uganda, Central Africa Republic (CAR) and Eritrea in Africa; Nepal, Cambodia and Myanmar in Asia; and Jordan, Israel/Palestinian Territory (I/oPT) and Syria in the Middle East. Figure 3 shows the geographic distribution of PBS funding in 2010–2015. In recent years FCA decided to focus on 'fragile states', although it recognises that the possibility to do so depends to a large extent on donor willingness, context challenges and higher operational costs.

A number of country programmes were closed during 2015, some due to funding cuts, including DRC, Mozambique and Angola in Africa and Lebanon in the Middle East. The exits from Guatemala and Honduras in Central America were accelerated. At the same time, some HA projects (e.g. in the Philippines) and the PBS framework projects (e.g. in Angola) had reached their objectives and were not continued. With the closure of the Haiti office at the end of 2017, FCA will have no further presence in the South American continent apart from one remaining Women's Bank project (not covered by PBS) in Guatemala.

Figure 3: Geographic distribution of FCA's PBS funding in 2010–2015

West Africa 4%
Angola 3%
Middle East 2%
Burundi 1%
Lat Am Reg 4%
Cambodia 5%
East Africa 4%
Chad 2%
Central America 5%
DR Congo 9%
Asia Region 3%
Eritrea 2%
Uganda 7%
Finland 4%
Sudan 1%
Haiti 5%
South Sudan 4%
Lebanon 1%
Sudan/South Sudan 5%
Liberia 1%
Somalia 5%
Mali 1%
Sierra Leone 4%
Mozambique 7%
Philippines 1%
Myanmar 1%
Palestine 2%
Pakistan 2%
Nepal 6%
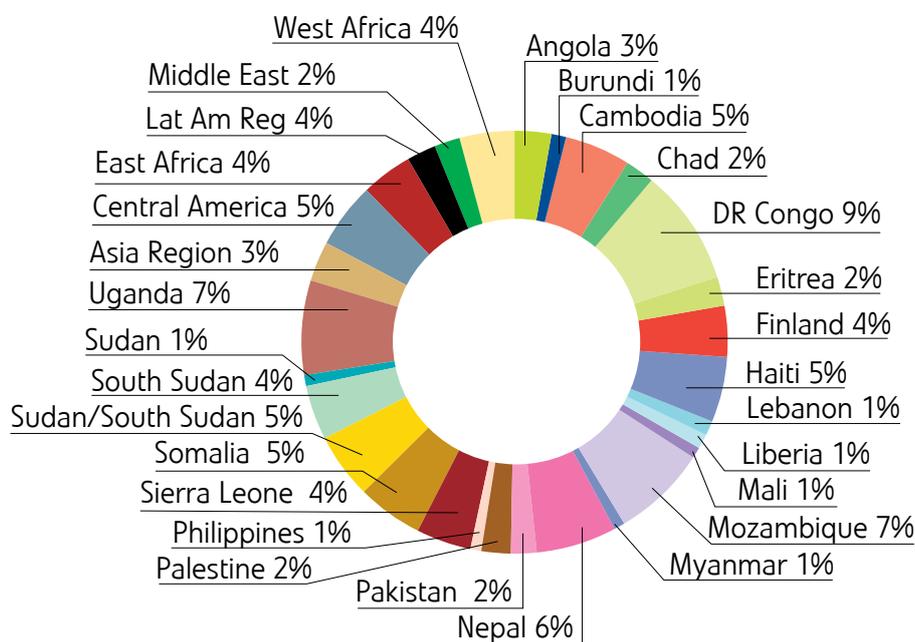
Source: FCA's annual financial reports for PBS.

Programme document and annual planning (PBS)

FCA's global annual programme strategies contain country strategies and cover both PBS and HA funding. They provide opportunities to make annual adjustments as well as to introduce new working modalities to the global and/or country programme strategies. In developing the 2015-2017 framework agreement, the learning process from the previous two agreements (2010-2012 and 2013-2014) led to the use of global indicators. FCA's context analysis and thematic assessment formats were also developed to support programming. The process of compiling the new programme from 2018 onwards will again take into account learning from the current programme.

Country programmes are presented in FCA's programme documents for PBS. They are implemented in each of the regions and countries where FCA works. The annual plans of the country programmes include a short summary of planned activities, linking projects with programme sub-objectives, plans for capacity development and advocacy as well as a summary of planned evaluations or assessments to be undertaken during the given year. For example, the first year of the PBS agreement period 2015-2017 between the MFA and FCA included descriptions of 18 annual plans for country programmes, project summaries for projects proposed for MFA funding as well as the detailed budget for 2015. The 2015 annual plan also includes updates for programme management and support (FCA, 2015a). The 2015-2017 programme document for PBS does not include specific global education components.

Annual plans allow FCA to modify multi-year partnership agreement objectives if changes in the country situation so merit. For instance, in 2015, the Ebola outbreak in West Africa made it challenging to adhere to the 3-year West Africa

plan for the use of funds and to plan the normal programming activities. The annual plan allowed FCA to include a humanitarian response to the outbreak in Sierra Leone and Liberia as well as planning for the period after the crisis had subsided. Initial plans to start recovery and normal programme as soon as possible were also included. If the normal and planned livelihoods and education (development) programmes were still not able to continue, the humanitarian response to the crisis would continue in the following year. Projects funded from other sources are also presented in the annual plans. These modalities make FCA a nimble and flexible CSO, able to adapt rapidly to changing circumstances where warranted.

3.2.3 Humanitarian Assistance

Finnish HA policy (MFA, 2012a) states that the primary purpose of HA interventions is to save lives. The policy rightly considers that early recovery is situated in HA, but does not include resilience, which it considers to be situated in development. However, it is widely recognised that there is a need to better link HA to development interventions, regardless of specific funding frameworks (World Humanitarian Summit Grand Bargain, 2016). This has been the analytical approach in this sub-study.

FCA's humanitarian projects are implemented on a needs basis, mainly in countries with established country programmes. As such, FCA is well-positioned to respond to emergencies with established partnerships and response preparedness plans in place as well as being able to capitalise on the trust that it has built up with communities and government officials. The grassroots embeddedness of its local partners helps it to understand needs and to intervene rapidly. An exception was Haiti, where FCA started a humanitarian response programme in 2010 and gradually built it into a development programme. The same three thematic areas (R2E, R2L and R2P), as well as advocacy, are key to FCA's programming also in HA.

Over the evaluation period FCA has responded with HA to countries that have suffered large-scale emergencies: Haiti (2010); DRC (2011–2015); Philippines (2013–2014); South Sudan, Liberia and Sierra Leone (2014); CAR and I/oPT (2014–2015); Nepal (2015), leveraging its programme activities in those countries to reach the most isolated populations. Interventions have also taken place in protracted and/or recurring crises in Syria, Somalia, Uganda, DRC, Eritrea, Kenya, Chad, Mali, Mauritania, Myanmar, Pakistan and Jordan. MFA cuts have applied to humanitarian emergencies to a lesser degree (about 20% in the case of FCA). Only the Philippines and the European countries were stand-alone humanitarian interventions, i.e. with no prior development cooperation activities. Figure 4 shows the geographical distribution of FCA's humanitarian funding in 2010–2015.

MFA's PBS funding also covers PMER support costs in FCA's humanitarian interventions. The importance of this source of funding cannot be over-emphasised: without it, operations would simply not be possible, especially in some forgotten emergency countries where under-funding is chronic (CAR, South Sudan).

Where relevant and possible, FCA joins forces with the ACT Alliance. For instance, FCA participated in designing the ACT's 2015-2017 strategic framework in Somalia (Act Alliance, 2014), jointly developing coordinated approaches to programming and operational synergies. When a crisis strikes, FCA can use its disaster fund of approximately € 1 million annually, until additional funding can be secured through fund-raising campaigns, the MFA or other funding sources.

Figure 4: Geographical distribution of FCA's humanitarian funding in 2010-2015
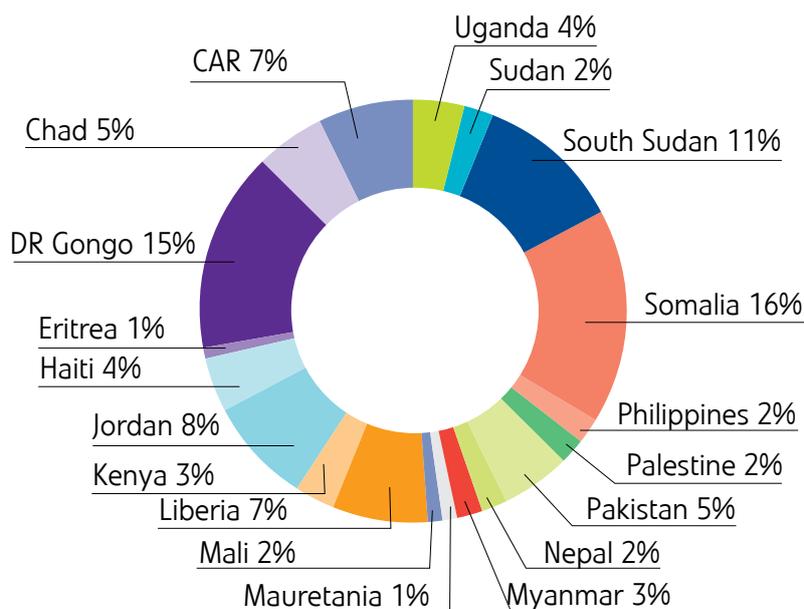
Source: FCA's financial reports for HA.

Annual planning (HA)

CSOs make applications annually for humanitarian projects, with direct proposals to the MFA for each separate project. Unfortunately this makes for a heavy bureaucratic process, especially since many humanitarian projects are rolled over year to year in protracted crises. The types of projects are diverse but nearly always adhere to the three thematic Rights areas, which are where FCA has its comparative advantage and greatest expertise. FCA is increasingly implementing humanitarian projects with non-MFA funding.

3.2.4   Operational Positioning

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 drawing on the analysis of the evaluation team and CSO respondents. This was done along the following six dimensions specific to this CSO2 evaluation round that include CSOs combining development and humanitarian assistance activities. The results of the operational profile analysis are presented in Figure 5 and the main findings discussed below.

Figure 5: Descriptive analysis of FCA across six dimensions
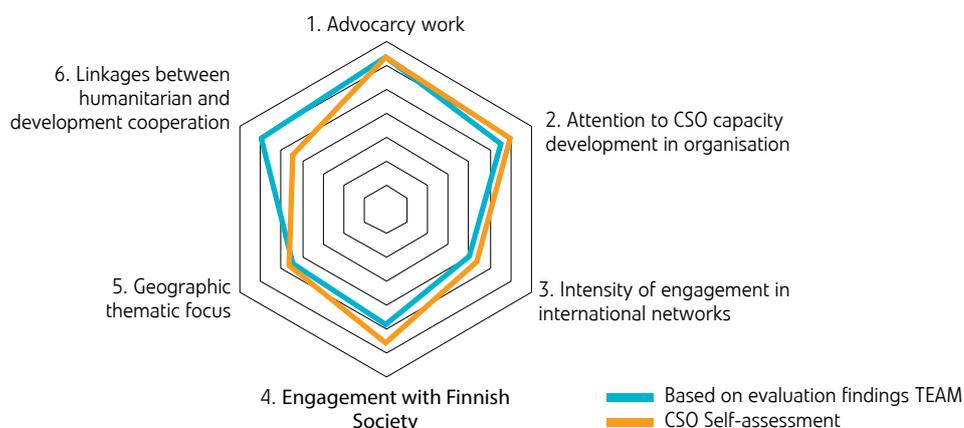
Source: Survey and self-assessment by FCA and evaluators, December 2016.

It is clear that FCA puts strong emphasis on their partners' capacity development, but most actions are focused on strengthening partner implementing capacities and not always their organisational and institutional development. The evaluators believe more could be done to build the strategic and institutional side of partners that would assist them to achieve greater independence and to become more resilient to high staff turnover;

FCA has been an excellent traditional partner of the ACT Alliance and the engagement is still strong. Since FCA changed its operational modality in 2009, it has become less dependent on ACT member partnerships (e.g. LWF) to implement projects, and does not work so closely with it on joint fund-raising in emergencies. This said, FCA contributes to and adopts guidelines from the ACT members on a wide range of operational issues;

FCA has a large home-grown programme in Finland and is active in global fundraising. It also undertakes campaigns and advocacy activities in Finland, raising significant funds from the Finnish public; and

FCA has strong links between humanitarian and development cooperation work at the operational level. Resilience is midway between the two and many FCA humanitarian projects are resilience-based early recovery, leaning well into development work and using a well-conceptualised mix of relief and development methods.

3.2.5 Theory of Change

Until late 2016, FCA used logframes as planning and monitoring tools. This is starting to change and the staff are undergoing training on the ToC concept and how to use it.

A foundational ToC was developed by the evaluation team based on the common ToC in CSO 2 (see Synthesis Report). Since FCA is working cross-thematically and across funding modalities, it is further developing and aligning its ToC for the new Global Programme 2018–2023, specific programme elements and levels (thematic, modality and country) to increase the connectivity and interrelatedness of themes and modalities.

A results-based approach guides the FCA's programme planning and implementation. The evaluation team finds that this bottom-up analysis of the model demonstrates how FCA's inputs – contributions from different sources – enable it to develop its programme interventions for both development cooperation and humanitarian assistance. Working through the public and private sectors and civil society creates an enabling environment for people to make a positive and sustainable change, supporting the creation of resilient and just societies where basic human rights are fulfilled. This leads to short and long-term outcomes, and an impact that demonstrates the drivers of inclusive and sustainable development. The overarching goal is to create resilient and just societies, sustainable peace and sustainable development.

FCA's ToC, which is shown in Figure 6, fully aligns with the thinking of the MFA and the foundational ToC for CSO 2 evaluation presented in the Synthesis Report.

Figure 6: FCA's Theory of Change

Impact

Long-term outcomes

Short-term outcomes

Processes Outputs

Resilient and just societies where everyone's right to peace, quality education and sustainable livelihood has been fulfilled: sustainable peace and sustainable development.

Civil society, private and public sector are active drivers of inclusive and sustainable development

- Vibrant, pluralistic civil society fulfilling its various roles, in fragile as well as post crisis contexts
- Improved governance, responsive governments, appropriate inclusive policies, improved public services
- Private sector offering decent employment to a growing number of skilled people

Businesses created and strengthened

CS capacities strengthened

Public administration strengthened

R2L Example: MSME development

R2P Example: Local mediation

R2E Example: Education Sector development

Creates an enabling environment for people to make a positive, sustainable change that supports the creation of resilient and just societies where basic human rights are fulfilled.

Working   through

Private Sector

Civil Society

Public Sector

FCA program interventions

-> Using a combination of intervention **modalities**:
Advocacy, development cooperation and humanitarian assistance, co/financing and/or co/implementing.
-> Using **FCA's global program framework and a combination of themes, including associated sets of rights** and applying its **rights based approach**; using for example concrete activities below:

Advocacy to and with other actors (CS) on policy and governance

Capacity development of partner CSO's – partnership, funding, organization, development, TA, skills training, values

Provision of basic services

Communication, advocacy, education in Finland

Support to FCA's internventions (financial and non–financial)

[governments, UN, multilaterals, etc.]

Major Institutional Donors: Project funding

Major Institutional Donors: Program funding

Major Institutional Donors: humanitarian assistance

Private and corporate collaboration

Source: Provided by FCA to the evaluation team.

4 FINDINGS

4.1 Relevance, Appropriateness and Coverage

Alignment with FCA's own strategies and comparative advantage

FCA's PBS and HA programmes and projects align with its strategies and overarching principles, as outlined in the Rights-based approach framework of its RBA Policy Principles. The shift from the 2009 thematic focus of Sustainable Livelihoods, Stable Societies and Rights and Participation to R2L, R2E and R2P made the programme more focused and interactive, responsive to the needs of marginalised and vulnerable population groups. FCA has developed policy guidance papers as well as global objectives for each of its thematic priority areas, although a holistic conceptual framework for the Human Rights Based Approach is lacking. Each policy guidance paper explains the strategic choices related to each theme, the linkages between the three themes and how FCA's cross-cutting themes (gender, climate change, disaster risk reduction and conflict sensitivity) are integrated in them.

FCA's background and history in diaconal work has helped it to forge long-standing links with ecumenical groups as well as traditional and religious leaders that have deep roots in communities. Similarly, FCA's history of partnerships with religious and traditional leaders in Somalia, dating back to the 1980s, has allowed it to have unique entry points to address clan conflicts and build trust with interlocutors (evaluation interviews, 2016). Forty conflicts were selected and, with training for religious and traditional leaders, concrete peace messages were multiplied through imams' sermons in the communities. FCA's long membership of the ACT Alliance has also helped it to establish and deepen ecumenical relationships in the countries where it works.

Education is a core FCA thematic focus area and a useful entry point to addressing other rights, such as in Eritrea, where the education programme has opened up opportunities for advocacy. FCA's education programmes are noted for introducing wider societal aspects, and further promoting peace, women's empowerment and increasing resilience to recurring crises. Its brand of quiet diplomacy earns it the trust of governments and other stakeholders. FCA also fills a niche area that is very much needed but neglected by others, for example, by providing education in emergency situations to children and skills training that aims at increasing the earning opportunities of vulnerable population groups such as refugees, IDPs and the poorest members of the communities that host them.

FCA's new strategy from 2017 onwards epitomises its bold approach. It pledges for working courageously for change, daring to question established practices and calling for the re-evaluation of power structures where needed. This is illustrated in Somalia where FCA works in remote areas to promote peace in a country where established practices are traditionally harmful to the majority of the population, and where current power structures desperately need overhauling.

> FCA's PBS and HA programmes and projects align with its strategies and overarching principles.

> Education is a core FCA thematic focus area and a useful entry point to addressing other rights.

FCA leans strongly on capable grassroots partners and has professional programme staff with expertise in its three thematic areas. At the local level this has translated into a comparative advantage in the Somalia NGO consortium where it has requisite expertise of local governance, peace, civic education and social cohesion.

While FCA responds rapidly to emergencies with life-saving interventions (e.g. in Nepal and Haiti), its added value is in building resilience in early recovery interventions, for instance education and skills training to children and youth.

Alignment with the country strategies and policies

FCA's country programmes are closely aligned with national poverty reduction strategies and other strategic priorities, for example, the United Nations Development Assistance Framework (UNDAF), Poverty Reduction Strategy Papers (PRSPs) in Liberia and Sierra Leone (Saggiomo & de Simone, 2012), and the PARPA III poverty reduction policy of the government in Mozambique (AGEG, 2012). In Somalia, FCA's reconciliation activities are coordinated with the Federal Government of Somalia (FGS) and other international actors such as the EU and the UN.

Alignment to needs

FCA's PBS and HA programmes target the most vulnerable, including women, children and youth. Some interventions are targeted to support persons with disabilities, for example, the children with disabilities in the refugee settlements in Uganda (Vormisto & Seruwagi, 2016). Vulnerability is also considered as one of the criteria for selection of target areas. For instance, in Israel and occupied Palestinian Territories (I/oPT) FCA supports a women's livelihoods project in the Seam Zone which is highly affected by the occupation related restricted movement, lack of employment and business opportunities and where the impacts of occupation and conflicts are worse (Venäläinen, 2016). Similarly, in Nepal FCA project sites are located in the far-western region of Nepal, which has some of the highest poverty incidence rates. The project has also been able to empower ex-bonded labourers (FreedHaKK) and aided in sustaining their lives through farming and off-farm interventions (Bishokarma et al, 2014).

In line with Finland's Development and Humanitarian Assistance Policies, FCA's strategies and reports of their programmes and projects demonstrate that FCA works in countries where human need is greatest, respecting the humanitarian principles of humanity, neutrality, impartiality and independence. It works or has worked in forgotten emergencies such as the Central African Republic (CAR), the Democratic Republic of Congo (DRC), Somalia and South Sudan (the latter intervention was suspended in 2016 due to insecurity). As in South Sudan, some of these countries are particularly challenging emergencies in terms of access and insecurity.

FCA's three thematic focus areas fulfil crisis recovery needs as articulated by affected populations as well as local and national authorities, providing the bedrock for resilience and poverty alleviation. FCA's work is based on RBA principles, supporting people to realise their rights: Education in Emergencies (EiE)

FCA's country programmes are closely aligned with national poverty reduction strategies and other strategic priorities.

FCA's PBS and HA programmes target the most vulnerable, including women, children and youth.

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and emergency livelihoods are recognised as protective and life-sustaining activities, particularly espoused in the early recovery principles. FCA also provides life-saving relief in the early aftermath of the conflicts, such as food aid and NFI distribution in the post-2015 Nepal earthquake response (through FCA funded LWF, before FCA started its own EiE and emergency livelihoods activities). The above is in line with the Central Emergency Respond Fund (CERF) criteria (2010), which include EiE as a life-saving and life-sustaining activity.

In emergencies, FCA can respond rapidly with life-saving interventions, providing material goods such as food, water and non-food items (e.g. in Nepal and Haiti). Additional added value is in building resilience in early recovery settings, which effectively link relief and development in line with Finnish policy aims. An example is education to children as well as skills training to youth and adults that aim at increasing refugees' and other vulnerable population groups' earning opportunities. Education is a human right that can be implemented even in emergencies, leading to improved livelihoods and tolerance between diverse groups.

FCA acknowledges it needs to improve accountability to affected populations (AAP) and communities it works with. It is working towards application of the Core Humanitarian Standard (CHS) which promotes AAP. As one of the concrete steps FCA has set out a Complaints Policy which is being tested at country level. Revision of the partnership policy and partner assessment process is ongoing, as well as the risk management system (to better address risks to the communities), and development of a child safeguarding policy and related guidelines. The evaluators noted FCA's close attention to participation and transparency – the other two pillars of AAP – in the countries visited (IASC, 2014).

Alignment to Finnish policies

FCA's programmatic strategies and approaches align with Finland's Development Policy priorities - poverty reduction and promotion of human rights – which were further refined in the 2012 Development Policy to include strengthening international stability, security, peace, justice and sustainable development as well as promoting the rule of law, democracy and human rights. FCA programme work mainstreams gender equality, conflict sensitivity and climate change risk adaptation as cross-cutting themes. These are integrated in FCA's international work and partner collaboration in development cooperation, HA and advocacy. FCA's PBS programmes also align well with the MFA Development Policy 2016.

FCA's PBS programmes are also closely connected to the United Nations' 2000–2015 Millennium Development Goals (MDGs) and the 2016–2030 Sustainable Development Goals (SDGs). Since 2012 FCA has adopted human rights based PANEL principles in its programming cycle: Participation, Accountability, Non-Discrimination and Equality, Empowerment and Legality (or, as FCA interprets it, Link to Human Rights). PANEL principles advance equality and focus on the rights of the most vulnerable, tackling the root causes of human rights violations, empowering right holders to exercise and claim their rights and enabling duty bearers to meet their obligations. The PANEL principles have been integrated in FCA's project level guidance package (2015) and in FCA's Humanitari-

FCA needs to improve accountability to affected populations (AAP) and communities it works with.

FCA's programmatic strategies and approaches align with Finland's Development Policy priorities.

an Aid Program Guideline (FCA, 2014a). An example of a human rights-targeted intervention comes from its 2010–2012 partnership with the Amman Centre for Human Rights Studies (ACHRS) that provided Jordanian women with participatory skills and democratic knowledge to become competent decision makers. This was developed in order to combat negative perspectives regarding women's capacities in the political field. A guide on HRBA has been produced to guide the programming, and is part of the FCA's PME project level planning and monitoring guidance package (FCA, 2012b) (based on FCA's RBA and gender policies in FCA, 2014b).

Some evaluations, such as Evaluation of the Country Programme in Uganda (Vormisto & Seruwagi, 2016), have pointed out that the country programmes have not been based on a larger human rights-based situation analysis, which would reveal the causal links between rights and help to understand how other themes contribute to the expected changes/results and impacts in the priority areas. Such analysis would also provide an opportunity to map out the relevant stakeholders (their role, capacities and comparative advantages) and provide entry points for the advocacy work. Conducting the analysis as a participatory process, including implementing and other partners, would enhance partners understanding about the FCA's programmatic approach and provide FCA with an opportunity to further develop it.

FCA's advocacy work is relevant and effective in linking grassroots level activities with higher policy goals. Advocacy activities have targeted key issues in FCA's programme and to a variety of target audiences. FCA and other Finnish CSOs have an important role also in Finland itself: sensitizing the public, raising public awareness and seeking funds to address crises. Domestic programmes provide an opportunity for the public to participate in, contribute to and enrich their understanding of development cooperation work. This is in line with Finland's 2012 Development Policy of "laying the foundation for the Finnish people's own security and well-being, now and in the future".

Cross cutting objectives

Mainstreaming gender is outlined in the 'Gender Equality - Principles for FCA Programme Work' policy (FCA, 2014b). Equal and diverse participation of both women and men, integrating their views, is aimed not only as part of all support given but also as a cornerstone in all internal policies, guidelines and practices of the whole organisation. FCA trains its partners on gender, disability, Disaster Risk Reduction (DRR) and climate adaptation. PBS and HA interventions have consistently yielded good results where women have been beneficiaries of agricultural or income generating programmes, and have built up assets, skills, knowledge and confidence (e.g. Mozambique (2012), Somaliland (2015), Jordan and DRC (2016)). Deeper, context-specific gender and vulnerability analyses would help to address the root causes and power relations behind the inequalities.

FCA has compiled guidance for 'Climate mainstreaming approach and tools' (FCA, 2014c) in line with Finnish policy, white is also used by partners. DRR and enhancing community resilience is an integral part of FCA's programming in climate change vulnerable contexts. For example, the R2P component of the 2015 Kenya Country Programme sought to address the increasingly destructive

FCA advocacy work links grassroot level activities with higher policy goals.

and conflictual effects of climate change and drought on pastoral communities in the north of the country by increasing the role of religious and traditional leaders in conflict prevention, mediation, resolution and reconciliation. In Somaliland, FCA's partner Candlelight informed the evaluation team that it faces evidence of climate change on a daily basis, and is pushing for more creative ways to address it. However, environmental sustainability and climate change are not systematically addressed in the programming and individual interventions.

FCA integrates conflict sensitivity as a cross-cutting theme in operations and by specially targeted efforts in conflict-prone areas. Conflict sensitivity to FCA means understanding the specific context and the interactions between its work and the context. Acting on this understanding it aims to avoid negative and maximise positive impacts. For example, all aspects of the Somalia Country Office operations are built around conflict sensitivity which take into consideration aspects such as clan power structures and the historical causes of conflicts, according to evaluation interviews and programme/project context analyses.

FCA's humanitarian projects are oriented towards empowering and mitigating discrimination against vulnerable people – evidenced, for instance, by its response to the drought crisis in Somaliland – as well as by Education in Emergencies (EiE) initiatives, and psychosocial support in the Jordanian camps for Syrian refugees. FCA also supports children with disabilities in the Uganda refugee settlements, coordinated with UN agencies and the government (Vormisto & Seruwagi, 2016).

4.2 Complementarity, Coordination and Coherence

Internal Coherence

FCA's three thematic focus areas are mutually reinforcing, coherent and complementary. Even if a country programmatic focus is on only one area, such as EiE in Jordan, there are also entry points into livelihoods and peace. The evaluation observed this to be demonstrated by skills training for refugees and host community members, which bring people together, reduce tensions and create a harmonised atmosphere.

Responding to humanitarian situations in the same thematic areas as its development programmes reinforces FCA's internal coherence. This means that it can smoothly transition from emergency education, food security and conflict prevention to longer-term education, livelihoods and peace-building. Similarly, it can rapidly switch back into a humanitarian response using the same approaches and focus areas as in its programme work (i.e. Haiti, Nepal, Liberia and Somaliland). Some of FCA's HA interventions, especially those in protracted crises, have a distinctly early-recovery character, with a strong focus on resilience building – an aspect of humanitarian programming that is routinely under-funded.

PBS and HA are funded by two different units in MFA. There is a disconnect between the MFA's PBS and HA funding envelopes, which operate separately

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and under different policies with different goals. While FCA combines its development and humanitarian mandate, and by preference tries to link HA interventions with PBS projects, in reality humanitarian interventions and development projects are packaged and managed separately, presenting challenges to moving seamlessly between the two. This is keenly felt by FCA which – given the disaster-prone countries it operates in – often needs to rapidly employ humanitarian funding to respond to disasters. Although the Humanitarian Unit of MFA can provide rapid HA funding in sudden crises (e.g. Nepal), MFA funding modalities do not allow for smooth interaction between HA and longer-term development, which can compromise LRRD.

Coordination and collaboration

With regards to PBS, FCA's restructuring to work more programmatically through direct implementation has enabled closer collaboration between local CSO partners, national and local government authorities, UN organisations and different fora and platforms – especially CSO platforms. Donor and CSO partners in Somalia particularly appreciate FCA's direct hands-on way of working. Additionally, being present in a country increases its understanding and knowledge of country contexts, including crisis trends and tipping points – appropriate to ensure internal coherence and accurate targeting.

FCA has cooperated with Plan Finland and facilitated the start-up of a Plan Finland's project in Jordan. Initially Plan Finland will use the FCA's Nuzha Community Centre in Amman to start its child day care centre in an early childhood development project. However, the project has been delayed due to some administrative challenges.

The evaluation recognises that while coordination and collaboration between partnership organisations is desired and could produce better results, the channelling of funds from one partnership organisation to another and then to the field is complicated and may increase the transactional costs.

Complementarity of FCA's work with other Finnish development activities and funding modalities (bilateral and multilateral) is not specifically reported by FCA. In many of the countries where FCA works there are no Finnish bilateral projects.

The circus activities in Jordanian refugee camps (MFA's HA funded) have drawn other donors such as the EU and UNICEF to seek out FCA to implement other projects in the country and the region. MFA's willingness to funding thus acts as a multiplier effect, raising Finland's profile and increasing funding opportunities.

Coordination

Programme Based Support

Document review and interviews suggest that FCA's record of coordination is uneven, depending on the implementation environment and capacities. For instance, in Somalia where coordination can be challenging due to security-related access issues, FCA coordinates peace, reconciliation and rehabilitation activities with the different actors with whom it works most closely – notably

FCA's record of coordination is uneven, depending on the implementation environment and capacities.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: FINN CHURCH AID

the EU, UNSOM and UNDP. All actors interviewed attested to information sharing and coordination on a needs basis. Coordination on security is excellent. However, there is little direct contact with the Finnish Embassy in Nairobi regarding Somalia. Contact with the Finnish Embassy in Beirut is frequent due to the many delegations that the Jordan office facilitates on behalf of the Embassy. There is increasing interaction with the Finnish Embassy humanitarian delegate, assisting with the Madad (EU project) funding, but the scarcity of embassies' human resources makes the support sporadic. In Nepal, contacts and interaction with the Finnish Embassy are frequent and fruitful, according to staff interviewed.

Humanitarian Assistance

FCA works closely within the cluster system and regularly participates in humanitarian coordination fora such as Consolidated Appeals Processes (CAPs), Strategic Response Processes (SRPs) and Humanitarian Response Processes (HRPs). Its regional presence has been useful for keeping a perspective on likely conflict, disaster and population movement trends, and to prepare accordingly (e.g. in DRC, Burundi, Somalia and Uganda). In Jordan, FCA is noted for good coordination and information sharing with operational partners (e.g. UNHCR) in the Syrian refugee camps and host communities (Nuzha Centre, East Amman). UNHCR attests to FCA's partnership as crucial for offering services that other NGOs do not, especially in providing children with extra-curricula activities that enhance their protection and well-being. At the Nuzha Centre, FCA coordinates with other actors and builds on existing structures.

Outside these areas coordination is more ad hoc and FCA's presence (e.g. at the Jordan INGO Forum JIF) is sporadic, although it participates in CERF emergency funding platforms and appeals. Regular coordination with FCA's main government interlocutors has been infrequent and low-key, sometimes leading to delays for instance in obtaining needed permits.

In Somaliland, FCA coordinates at ministerial, inter-agency and local levels, attending OCHA and UNHCR coordination fora, participating in WASH Cluster strategizing and standard-setting as well as keeping the pulse on emerging security areas of concern. FCA's regional education adviser has led the Somalia Education Cluster's Advocacy Sub-Group, based in Nairobi.

FCA's local implementing partner in Somaliland, Candlelight, attests to excellent coordination with FCA and support for capacity development. Candlelight indicates that it would prefer to retain the partnership with FCA rather than raise funds on its own – which it has the capacity to do – because it appreciates not only FCA's fund-raising abilities but also the external know-how that FCA brings to the partnership. Coordination of refugee/IDP return and recovery with the Ministry for Repatriation, Recovery and Rehabilitation (M3R) and UNHCR is close and fruitful, according to interviews. There are opportunities for closer coordination between FCA and Save the Children Finland or SC International in Somalia – particularly as both are involved in the sensitive Baidoa area activities.

In Finland, FCA participates in the forum for humanitarian CSOs. Such coordination is useful for covering gaps, avoiding duplication, developing expertise

FCA works closely within the cluster system and regularly participates in humanitarian coordination fora.

Outside these areas coordination is more ad hoc and FCA's presence (e.g. at the Jordan INGO Forum JIF) is sporadic.

and capacity together as well as improving visibility of the CSOs' global work in Finland

As an active member of the ACT Alliance, FCA contributes to developing the Alliance further as well as to its decision making. FCA has taken part in approximately ten ACT Alliance appeals with mixed success in receiving funding (evaluation interview, 2016). However, FCA's Head Office (HO) strategies do not always percolate down the chain. While FCA HO strongly encourages coordination with ACT Alliance members, there may be different interpretations at Regional or Country Office (evaluation interview, 2016). Coordination is strongest in those countries where FCA has had a long presence and has built up partnerships with religious groups.

There is a high degree of coordination with ACT Nordic members specializing in different humanitarian assistance sectors, including FCA in EiE, NCA in WASH and DCA in livelihoods.

Coherence with humanitarian arrangements

FCA's 2010 Standby Agreement with UNICEF and the Rapid Response Team (RRT) has led to close cooperation with the Global Education Cluster. Since 2012 FCA has had an education expert working as a Stand-by Cluster Coordinator (with a third person now in place), the position funded by FCA's own funds. In total, the experts – including an Information Management Specialist to the Education Cluster – have undertaken approximately 10 deployments of 1-3 months each during the evaluation period.

In Nepal, FCA developed school models and participated in developing psychosocial approach in cooperation with the national education cluster and local education authorities. FCA's staff has also participated actively in different development processes, such as the education needs assessment initiative.

In Jordan the evaluation found that FCA has good systems to monitor security and its role in the camps can detect any early signs of unrest. FCA's and partners' presence in Somaliland project sites are also good early warning mechanisms for insecurity risks. The Somalia country office is linked to the UN security messaging system which was noted during the evaluation country visit to work well.

4.3   Effectiveness

Review of FCA's annual reports 2010-2015 indicates that planned quantitative targets have been achieved, while evaluations show this has not always been the case (Lebanon, Haiti, I/oPT; FCA 2011, FCA 2012d, FCA 2013, FCA 2014d, FCA 2015, FCA 2016a). Field visits in Jordan and Somalia further confirmed that both the MFA funded HA and PBS projects have achieved their goals – though (non-MFA-funded) objectives in Jordan were not fully achieved and Somalia peace and reconciliation goals will take time to bear results.

The three Rights themes have proven to be effective entry points, for instance for introducing community and individual awareness on disaster preparedness and risk reduction. FCA works with partners who advocate at grassroots

Annual reports 2010–2015 indicates that planned quantitative targets have been achieved, while evaluations show this has not always been the case.

and sub-national levels to bring about change in social equality and education, motivating people to take action to improve their situation. This grassroots level advocacy has proved effective in changing attitudes and practices. For example in Somaliland, the livelihoods project to strengthen water storage infrastructure provided an entry point for the partner to advocate to the communities they worked with to improve their hygiene practices, bury waste in sites away from the residential areas, thus reducing vector- and water-borne diseases. In Somalia, FCA and its partners have been effective in resolving clan disputes.

FCA has mixed experiences of MFA funding cuts affecting programming. While in Haiti the cuts prompted office closure (end 2017), in Jordan and Somalia MFA funding has acted as a useful leverage for other sources of funding, to the extent that MFA funding for project activities is becoming progressively less prominent. However, MFA core operational funding remains extremely important for the Country Offices to continue their activities in order to attract this additional funding. MFA funding attracts additional donor funding that widens FCA's and Finland's reputation and footprint.

Previous evaluations refer to numerous examples of successful outcomes on innovative community-based interventions that use participatory approaches to establish systems and mechanisms to boost livelihoods and food security (Vormisto & Seruwagi 2016; Wangari, 2013). In DRC, the R2E programme linking the vocational trainings with credit schemes for youth and cooperatives was found to be not only relevant for the needs of youth in a conflict-prone environment such as the Kivu regions but also highly effective (Saggiomo & Cibanyunya, 2016). Linking learning to earning strategies changed the lives of its participants and ensured sustainability of the results achieved. Women refugees from the host community in Amman's Nuzha centre attested to learning new income generating skills that make them more resilient to displacement and other shocks.

FCA can be commended for focusing on interventions that should ultimately contribute to preventing a lost generation of uneducated youth. For example, physical activities and extra-curricular educational catch-up classes for Syrian refugee children in the Jordanian camps have not only given them greater confidence and protection by keeping them occupied and away from risky behaviour, they have also allowed them to reach formal educational standards, measured by monitoring surveys. Similarly, young women in the refugee camps participating in English courses, hairdressing courses and ICT recognised that the training empowered them and provided them with better opportunities for education, employment and income. Interviews with the female students taking an English course showed that beneficiaries and rights holders consider the support provided by FCA as a way forward in their lives. Informants also appreciated FCA's support in the preparation of the 'tawjihi' matriculation examination which would enable them to continue to higher education wherever they are.

Community-based work has demonstrated improved life-skills and practices, resulting in a positive impact on health and well-being. In Somaliland, IDP returnees have become more resilient through cash-for-work activities and improved hygiene awareness. Assistance has saved lives and protected liveli-

FCA interventions contribute to preventing a lost generation of uneducated youth.

Community-based work has demonstrated improved life-skills and practices, resulting in a positive impact on health and well-being.

hoods, according to beneficiary interviews. The interventions have also lifted families out of extreme poverty through cash-for-work (building water-retention infrastructure) and prevented emergency sales of household livestock.

In Somaliland also, FCA has helped IDPs to achieve a durable solution, supporting them to return and stay in their communities through creation of water capture mechanisms and enabling their livestock to survive. The water-holding 'burkads' built by the community improve water storage in the villages, allowing families and their livestock to remain in place during subsequent droughts, which can be considered as effective DRR and resilience-building. However, these examples of successful grassroots advocacy and sustained, consistent messaging to change behaviours are only modestly reported in FCA reports, which focus more on output delivery than on wider outcomes. FCA could do more to recognise its role as a change agent and turn these success stories into communications messaging that amplify advocacy at home. They should also be used as justifications to build additional livelihoods and education platforms that promote DRR and climate change awareness because these are the building blocks of individual, community and national resilience against recurring crises.

Outcomes have been less successful in some programmes. The Haiti HA intervention experienced problems delivering schools on time due to recurrent delays, inadequate management by contractors, unrealistic schedules imposed by donors and multi-stakeholder partnerships. On the other hand, many of the FCA's schools built for the International Development Bank (IDB) were praised by IDB for being the fastest built, cheapest and of highest quality, and other permanent schools were observed as being of high quality, using (Haitian) Ministry of Education standards (Crenn, 2016).

In Jordan, cooperation with UNICEF and Plan Finland did not start as planned. FCA's collaboration with UNICEF faced multiple delays getting started. It was negatively affected by high staff turnover. Also the work with line ministers took longer than expected. The initial local CSO partner became unavailable due to delays and FCA had to look for another. Thus, the full implementation of activities did not start in time. However, the evaluators noted that the training of community facilitators was well received and the interviewed participants showed that the training supported trainees to develop their professional skills and develop new, innovative ways for engaging children and youth in different activities.

FCA's short intervention in Lebanon did not achieve its goals, mainly because it was not present on the ground and did not provide, from the Regional Office, sufficient oversight to its partners whose staff turnover, among other deficiencies, led to under-performance (Soveri, 2016).

Recurrent factors affecting performance

Effective partnerships and capacity-building

During the evaluation period FCA has increasingly focused on working with local partners instead of through international CSOs, progressively decreasing implementation through LWF. This approach allows direct strengthening the capacities of the local CSOs. Partners see the relationship as true partnership

rather than as mere implementing sub-contractors, resulting in quality service provision.

FCA conducts detailed partner assessments to select partners. There is little evidence whether this assessment has been used further to develop tailored capacity building to the particular partner and whether it has been used for planning and monitoring of capacity development efforts. Much focus has been put on the Project Cycle Management (PCM) issues and less attention has been given to the substance related and quality issues (Venäläinen, 2016). In addition, even though FCA has developed a partnership strategy, it has not clearly indicated whether the partnerships should focus on well-performing CSOs or on building the capacities of the weaker ones. Working with very strong and well-established CSOs gears the focus on project implementation rather than capacity building (Venäläinen, 2016).

FCA's work aims to strengthen the capacities of both duty bearers and rights holders. However, while there is good evidence that rights holders become more aware of their rights (e.g. in Uganda and Haiti), weak institutions in the countries where FCA works mean that duty bearers are often not in a position to fulfil their responsibilities towards their citizens, resulting in asymmetries and the need for continued INGO presence to substitute for the State (as in Haiti, Somalia, Somaliland, Nepal, Mozambique, Burundi and Liberia). To address this structural deficiency, FCA aims at developing the capacity of duty bearers at local level, such as community leaders, teachers and local authorities, to listen and be more responsive to people's needs. FCA has for instance organised round tables in Somalia, bringing together local leaders and community representatives to voice and discuss priority needs – but there is little evidence to demonstrate that in future duty bearers will do this spontaneously, without international prompting.

> **FCA aims at developing the capacity of duty bearers at local level, such as community leaders, teachers and local authorities, to listen and be more responsive to people's needs.**

FCA cites partner staff turnover as a constraint to sustainable capacity development. Fundamental to building more sustainable partners is to focus on building the capacity of partners at senior levels, those who are likely to stay with the organisation because they have a stake in its success.

FCA finds that an important recurrent factor of success in its operations has been the MFA's funding flexibility which has given FCA the independence to select the countries and thematic areas it works in (evaluation team's observations). Additionally, FCA's ability to source its own funding has given it flexibility to start new programmes (e.g. in Eritrea) which has then been followed up with MFA funding. Since about 30% of its funds are raised from the private sector each year, this flexibility is a significant asset, allowing for rectification of mistakes and leeway to innovate. In Nepal, the evaluation found that Finnish funding has strengthened the programme by providing predictability and a high level of subsidiarity.

> **MFA funding flexibility is an important factor of FCA's success in its operations.**

RBM tools

According to the RBM review (Silfverberg, 2016), FCA's RBM system is strongly based on the structure of the organisation's strategy. Altogether, RBM is applied as a holistic approach starting from the strategy and going down to individual employee level. At project level, a logframe approach is applied

whereas at the global and country programme levels a more advanced 'FCA's Framework for Change' is used. FCA has a comprehensive set of tools related to RBM, covering planning, M&E and management processes from programmatic planning to staff management.

Recommendations made by the previous evaluations on the shortcomings regarding outcomes and indicators have been acted upon with FCA's switch in 2015 from using 'signs of success' to more measurable indicators. FCA also recognises the need to develop tighter outcome and impact oriented indicators, and to enhance measurement and evidence of outcomes and impacts both at project and programme level. For instance in Haiti, activities were not matched with outcome indicators, making it difficult to assess outcomes and impact (Crenn, 2016).

The evaluation team noted that observations from the previous review (Silverberg, 2016) have been rectified – especially as regards to accountability to affected populations (AAP) and in accordance with the HRBA. For instance, participatory structures for communities are being progressively strengthened and communities participate in project planning and delivery. FCA has also improved its risk assessment and has conflict sensitivity built into its day-to-day monitoring. As there have been no specific evaluations of the three thematic areas it is difficult to assess their impact.

Advocacy in HA and PBS

Advocacy is integrated to all development and humanitarian work. Good examples of project level advocacy can be found from Cambodia where a FCA supported project succeeded in advocating for provision of education, health and water services, although weaker results were found in the responsiveness of authorities to rights abuses, disaster preparedness and response (Bone et al, 2014, p.7). In 2014 it produced a comprehensive study on radicalization and recruitment in al-Shabaab in Somalia. The study was launched in a "Religious Actors Combatting Radicalisation and Violent Extremism" workshop in Washington organized by the Network for Religious and Traditional Peacemakers, of which FCA is a partner. Also in 2014, FCA commissioned a study on the Gendered Effects of Ebola in Liberia. It highlighted how shocks in fragile context increase vulnerabilities, cause loss of livelihoods and possibly threaten the social stability of the country – although the results and impacts of these studies is not known.

In the absence of data and specific targets for the advocacy at project, country or programme level, it is not possible to evaluate the outcomes and changes the advocacy work has done in all cases. The review of a sample of FCA's Terms of References for evaluation as well as project and programme evaluation reports suggests that advocacy is not regularly monitored and evaluated. A specific evaluation on advocacy work should be undertaken with lessons learned identified and disseminated across the programme. FCA would also benefit from a proper advocacy strategy which would bring together the themes, targets, results, activities, roles and responsibilities in a coherent way, and which would be monitored and evaluated regularly. This would be especially valuable since, while funding cuts have forced FCA to focus less on advocacy as a theme, it will be retained as a cross-cutting element of all programmes and projects – and

In the absence of data and specific targets for the advocacy at project, country or programme level, it is not possible to evaluate the outcomes and changes the advocacy work has done.

learning from an advocacy-specific evaluation (what works and what doesn't) could help future strategies and closer targeting.

Degree to which PBS and HA are successfully combined

At the operational level in both PBS and HA, FCA's R2L activities address the five livelihoods capitals (human, financial, social, physical and natural). By doing this FCA is able to prepare communities and individuals in HA projects for the longer-term. Communities are assisted to achieve more income generating opportunities for food security, increased well-being and interaction with social networks, reduced vulnerability and a more sustainable use of natural resources. In addition, FCA's advocacy with all parties promotes sustaining momentum and gains. R2L activities in Somaliland assisted returnee households to preserve their livestock which is their main source of income and food security, increased social capital by employing a community-based approach with self-targeting, improved physical infrastructure and enhanced sustainable use of water.

FCA's value chain linkage demonstrates how it works to transition from relief to rehabilitation and development (LRRD) with other actors. For example, the value chain in Somaliland follows IDP and refugee and IDP return programmes that are complementary to UNHCR strategies, which then feed into the UNDP-led Joint Programme on Local Governance (JPLG) activities for country development. FCA is involved with both, and its Somaliland projects show how it follows the same population groups from their return, through recovery to development. The same model is planned for replication in Somalia with the return of refugees and IDPs to their home areas or other parts of the country.

4.4 Efficiency

Adequacy of resources to achieve outputs

In cases where FCA directly implements projects (i.e.in Jordan), this reduces transaction costs and keeps FCA close to its beneficiaries.

Reducing Regional Offices to just one (Jordan) should reduce costs but, on the other hand, many country programmes deal with regional issues and will need a continued regional perspective. For instance, Uganda hosts refugees from South Sudan and the DRC, and Jordan hosts refugees from Iraq and Syria.

Because FCA works in some of the most isolated and difficult to access areas in the world, operational costs such as safety equipment and security systems, international procurement, staffing costs and travel to project sites are high compared to working in safer and more accessible areas.

FCA recognises that, with interventions in 15 countries (14 at the end of 2016 when Haiti closes), and with possible additional MFA funding reductions, it may need to rationalise further. There are clear opportunities for merging some development programmes and projects into one overall MFA funded programme that aligns within MFA's Country Strategy. For instance, a future scenario might be to incorporate MFA funded humanitarian projects into an overall development strategy, especially to seek synergies and efficiencies in protracted emergencies (see Humanitarian Assistance below).

In this evaluation it has not been possible to conduct a value for money analysis of FCA work. Such a study would require detailed information at many different levels.

Humanitarian Assistance

Using resources to replicate annual programmes year after year is not efficient: many of FCA's HA projects are in protracted crises that need to be replicated annually because the humanitarian situation has not been resolved, but requires continued assistance. HA project funding is for a maximum of 12 months, yet MFA Humanitarian Policy privileges sustainability, resilience and linkages to development, the results of which can take more than 12 months to achieve. Managing short-term HA projects (twelve month maximum) requires similar amount of resources to longer-term projects

Multi-year (e.g. 3-year) funding in protracted emergencies would achieve greater cost efficiencies and help retain key staff. Many donors (e.g. ECHO, DfID and Ireland) are now rolling out multi-year funding plans for some protracted emergencies because predictable funding results in retaining staff and partners and avoids the necessity of annual proposals for additional funding. Multi-year funding could also help partners to present an overall strategic programme of work – i.e. development cooperation incorporating HA – rather than a series of distinct projects. It would improve LRRD connectedness, allowing for development practices to be deployed in protracted emergencies (as espoused in early recovery principles). In Finland's National Commitments at the World Humanitarian Summit document (2016), "Finland commits to promote coherence and complementarity between humanitarian and development programming and funding". Multi-year funding would be one way to achieve this.

Administrative Efficiency

The evaluators see a few major areas where efficiency risks being compromised and needs attention.

The 2016 switch to two operational directors at Head Office in Helsinki is experiencing some 'teething problems', resulting in delays in decision making due to unclear responsibilities and lines of reporting. These problems may be resolved throughout the testing period but this is an area that needs FCA's close monitoring and course if necessary. Some particularly hardship country offices (e.g. Somalia) are not visited frequently by FCA Head Office staff. The Haiti evaluation noted that none of the Head Office-based sector specialists has had much involvement with the Haiti Country Programme (Crenn, 2016). The same finding was observed in Somalia. Regular visits should be made to all country offices to discuss sensitive matters (administration or operational issues). With fast-moving country operations, decision making delays can cost lost opportunities and credibility to FCA.

FCA, like other international CSOs, finds it particularly challenging to identify and retain key senior international staff in hardship countries and turnover is high in some countries (e.g. in Somalia, Haiti). This occurs also to a lesser extent with more junior, national staff. Part of the problem is due to short HA timeframes – staff naturally look for other work during the implementation

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Using resources to replicate annual programmes year after year is not efficient.

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period if they are likely to be released at the end of it.. At the country office level, it is necessary in some areas (e.g. Somalia) to manage a separate accounting system for day-to-day transactions, which has to be uploaded manually to an internet-based system. This increases the workload of FCA staff in areas with intermittent internet coverage.

Value added of networks

FCA is increasing its share of non-MFA funded programmes and developing new networks. For instance in Nepal, 70% of funding comes from UNICEF. Another significant and growing donor is the EU. As observed in Jordan, Somalia and Somaliland, donor recognition of FCA's work often starts in the humanitarian phase and leads to seeking FCA as a partner for longer-term initiatives. For instance in Nepal, the USD 1.5 million from the ACT Alliance allowed FCA to trigger funding from UNICEF. This was also the case in Jordan where FCA activities have attracted EU funding (the Madad programme). In Somalia, FCA's long history of peace work attracted the attention of the UN and EU which have funded it for longer-term peace and reconciliation programmes (evaluation interviews, 2016). The value of enhancing these networks cannot be over-emphasised.

An additional aspect that the evaluation examined was the possibility to achieve greater efficiencies by channelling MFA funding to CSOs' international networks rather than funding the CSOs themselves. In the past FCA used to channel MFA funds to its ACT implementation partner LWF. However, FCA has changed its strategy to greater involvement on the ground, implementing projects itself and establishing country offices to run country programmes. To return to a state of simply acting as a funding channel for LWF or other ACT members could indeed achieve efficiencies but the downside would be to have less control over how the funds would be spent. Furthermore, it would reduce the Finnish nature of CSO funding. This same 'Finnishness' has acted as an advantage in most countries (notably in Somalia) and with some donors where the Finnish brand is strong. Moreover, it could compromise FCA's ability to raise funds at home, since the Finnish public might be less interested in what an external CSO, rather than a Finnish one, would do.

4.5   Impact

Intended impact (including cross–cutting objectives)

FCA's PBS projects have achieved impact at community level and there is considerable proof of this in evaluations, though maybe only at case study level. Evidence from FCA's programme and project reports as well as evaluations nevertheless show the positive value of impact for beneficiaries – sometimes beyond original expectations. Evidence of impact at the community and individual levels was observed also during the field missions in Somalia and Jordan.

In recent evaluations, positive impact has been noted related to increased incomes from livelihoods training and improved agricultural output, empowering people to advocate for their rights, reduced Sexual and Gender Based Violence (SGBV) as well as boosting community unity and social cohesion (Vorm-

FCA's PBS projects have achieved impact at community level.

isto & Seruwagi, 2016; Saggiomo & Cibanyunya, 2016). On the other hand, the Haiti evaluation noted lack of mechanisms to measure impact, except for permanent schools, which according to Crenn (2016), was the only evidence for outcomes. Impact was anecdotal and had not been designed in, nor monitored. Also the final evaluation of the R2L in I/oPT found that impacts were only short term (Gallardo et al., 2015). With regards to R2E, specific impact indicators are not defined and therefore not reported. It is important to note, however, that due to the complexity of many operations, (such as R2P) impact can take time to materialise and be measureable.

According to partner interviews, FCA has had an impact on stabilizing parts of the country in conjunction with other partners over a decade of its work in Somalia. Its discreet conflict resolution and peace building activities at the grassroots level with traditional and religious leaders have helped to build national and local consensus on federal, regional and district governance (partner interviews, 2016). The new federalism is starting to work as a result of the participation of local stakeholders, including communities, in reducing clan conflicts and leading to a New Deal – Somalia Compact (UNSOM 2014; UNDPA, 2016). While the focus in Somalia is currently on R2P, FCA's future interventions could evolve into R2E and R2L, when safety and stability allow.

In Cambodia, project activities were reported to have achieved a significant reduction of domestic violence against women and children through people's increased awareness and understanding of human rights and domestic violence. Success was attributed to local community empowerment facilitators staying in the villages where they are working (Sovannarith, 2010).

With regards to HA, positive impact has been noted in previous and current evaluations of humanitarian action, especially related to children's increased confidence and improved communication skills; future goal-setting among beneficiaries and volunteer workers; positive changes in attitudes and practices; improvements in people's health through the reduction of water-borne illnesses; and successful reintegration of former IDPs (Smart Vision for Consultancy and Development, 2015; ULICO, 2013).

As a result of the activities in the Syrian refugee camps, the beneficiaries reported that the project activities have made a positive impact in their life and wellbeing. An untended impact observed by the evaluation team was that the girls and women who attended English courses in the refugee camps in Jordan had generated an ambition to continue their studies till 'tawchihi' -matricular examination which would pave their way for further studies. Some impacts of bringing beneficiaries together to music and circus activities may seem small or on individual basis, but they are likely to have a longer term effect on the overall wellbeing of these individuals and communities and on reducing extreme behaviour in the future.

To leverage funding and enhance impact, FCA has undertaken a number of initiatives with the Finnish private sector in Uganda, DRC, Nepal, Liberia and Jordan (FCA, 2016c), according to documents reviewed. Diverse projects aim, for example, to create Technical and Vocational Education Training (TVET), develop entrepreneurial training programmes for small-scale women's businesses and to linking learning to earning through apprenticeships. FCA sees the future of

With regards to HA, positive impact has been noted in previous and current evaluations of humanitarian action, especially related to children's increased confidence and improved communication skills.

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joint private initiatives as a way to grow its own institutional knowledge and those of its partners and beneficiaries in the three Rights thematic areas (FCA, 2016b). These initiatives cut across PBS and HA programmes and projects.

Ideally, results and impact could be assessed in an ex-post evaluation one or two years after the end of the programme to gauge its longer term benefits. This should be possible in countries where FCA remains present after the closure of specific projects, and has taken place in Cambodia with useful and implementable findings (LWD, 2012).

4.6 Sustainability and Connectedness for Humanitarian Operations

FCA's strategic choice of engaging local partners in implementation has increased ownership and potential impact at project level. Partners' capacity development creates longer term competence and professionalism, and to a certain extent, equips local CSOs for future independence. Partners in Somaliland uniformly attested to the learning they have gained from their collaboration with FCA, saying this will stand them in good stead for the future (while expressing the wish to continue partnering with FCA). On the other hand, some partner CSOs may not find it financially possible to continue after FCA exits the programme (e.g. in DRC).

FCA's humanitarian interventions in protracted crises are premised on achieving longer term results by building beneficiary resilience. The nature of its projects strengthens beneficiaries' alertness to future shocks and to respond to them without further depleting their asset bases. FCA's emphasis on planning and delivering activities with the participation of beneficiaries promotes their buy-in and sense of ownership.

There is little evidence that FCA assesses governments' (whether national or local) willingness and capacity to sustain rights-based interventions once programmes phase out. On this topic, the Uganda 2016 evaluation found that the challenge for the longer term was the question of the government's ability to take over and continue the work started, given its limited financial and human resources especially at the local level (Vormisto & Seruwagi, 2016). It is therefore important that the initial and updated context analyses take into account the risk factor of inability or unwillingness on the part of officials to sustain the rights-based gains in potential programmes, and to plan capacity development for duty bearers as much as for rights holders.

Organisational, cultural, social, ecological and financial sustainability

Climate change is not yet a strong focus for FCA. Helping communities to adapt to climate change (e.g. in Kenya, Uganda, Somalia, and even I/oPT and South Sudan) with more targeted interventions to build resilience would be a valuable contribution – especially where asset depletion is, or risks, creating conflicts and/or displacement. It could develop into a strong niche activity for FCA, for example when linked to the livelihoods. FCA indicates that it will start to invest in more efficient preparedness and response capacity (a process started in 2016), which should give it the opportunity to explore climate change adaptability more in depth.

FCA's strategic choice of engaging local partners in implementation has increased ownership and potential impact at project level.

Climate change is not yet a strong focus for FCA.

Somaliland is an example where DRR meets climate change and shows the need for new thinking. So far FCA's responses, where DRR has been mainstreamed in the projects, have been emergency interventions to periodic droughts to promote the return of IDPs to their land. Given the increasing frequency and severity of drought cycles, it is time to recognise the need for longer term climate change adaptation. While FCA's activities to mitigate water shortages in these communities are commendable, it could think more about the consequences of future absence or chronic shortage of rainfall and adapt its projects to boost community resilience for the longer term. Building water storage infrastructure is of little use if rainfall is so sporadic that it will not fill them, or seep away too quickly. A more sustainable approach would be for FCA to work with communities, partners and the authorities to think jointly outside the box about the future ramifications of chronic drought and devise sustainable strategies such as diversification of livelihoods. Thus short-term humanitarian action could lead to more sustainable solutions and change a short-term DRR approach to longer term climate change adaptation.

With regards to humanitarian support, greatest sustainability is achieved at individual, family and community levels but also in the increased knowledge of partners. However, successive evaluations, including this one, have not been able to accurately assess the extent to which benefits continue to accrue after the end of FCA's projects and programmes. Sustainability remains mostly conjecture. This could be rectified with a sample of ex-post evaluations, at least in countries where FCA continues its work. It is a matter for conjecture that FCA's educational activities have provided, in the long term, greater access to earning opportunities; that livelihoods inputs have raised incomes; and that peace activities have led to raised living standards, since no evidence exists to support this.

The Syrian refugees – educated, trained and provided with useful life-skills in the Jordanian camps – are likely to accrue tremendous benefits after FCA's projects close, especially on return to Syria or local integration in Jordan or elsewhere. Skills learnt by children are already helping them build their confidence and improve their communication skills (Korkalainen et al, 2016) and young adults are able to find sources of income in the refugee hosting areas and camps (evaluation interviews). FCA's work in these areas contributes to mitigating the risk of a 'lost generation'.

The 2016 evaluation report of the Haiti country programme found low evidence of sustainability (except for school DRR sensitisation and school director trainings), as sustainability was not included in the project design, nor monitored. While some of the permanent school buildings might last some time, the solar and biogas systems to run them would not, if not properly maintained. The programme did not factor in longer term maintenance or training to the communities or partners to this effect (Crenn, 2016). Similarly, the evaluation from the livelihood projects in IoPT considered that some of the measures provided to the female farmers were not sustainable, and would have required better sustainability planning from the outset (Gallardo et al., 2015). Another evaluation in I/oPT concluded that income had increased only in the short-term (Venäläinen, 2016). A sustainability study in Cambodia after ten years of programme implementation found low sustainability in village committees and little engagement of women and youth ten years after graduation. Some village

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committees had become government-led structures where people felt less able to advocate for change because of fear of government retribution. However, Village Livestock Agents had become private operators with greater chances of sustainability and village banks continued to operate after ten years of existence (LWD, 2012). This last is a good example of an ex-post evaluation that has yielded valuable information on the sustainability of interventions.

FCA has developed entry and exit principles for its country programmes with criteria to assess the conditions for closing them down and/or whether to start up a new country programme (FCA, 2012c). However, context-specific exit strategies are missing from programme and project documents, PBS and HA alike. Exit strategies should be built into programme and project design with the participation of, and communicated to stakeholders (Wangari, 2013). They should be clear to stakeholders – especially to beneficiaries – what the programme or project expects to achieve in order to be able to phase out (or in a worst case scenario, what the procedures would be for sudden closedown). Ultimately, in all countries, the best sign of FCA's sustainable success would be in working itself out of a job with all objectives achieved and handover to local authorities or responsible CSOs completed.

Context-specific exit strategies are missing from programme and project documents.

5 CONCLUSIONS

Strategic and Thematic Focus

Conclusion 1: FCA's PBS and HA are relevant and well aligned with Finland's development and humanitarian policies. Deeply embedded in community work, FCA's interventions are relevant to today's prolonged crises which impel people to flee to countries far from their borders.

The fact that FCA's donor-base is coming stronger and it has received more funding from different sources indicates that FCA is valued by donors for its ability and willingness to undertake innovative interventions in contexts where other actors are less present. FCA has developed its comparative advantage within its three Rights-based thematic areas, R2E, R2L and R2P, plus a strong focus on advocacy in Finland and globally. FCA's PBS activities contribute towards poverty eradication in line with MFA's Development and Partnership Agreement priorities, MDGs and SDGs. FCA-supported projects focus on thematic areas that are partner country priorities. PBS and HA are highly relevant for beneficiaries in human rights and protection. Projects are well embedded in the local context through working with local partners at the community level, enhancing relevance through good understanding of the local context.

Programmes work towards alleviating poverty and raising people's living standards through education and livelihoods. Peace and mediation activities are appropriately contextualised, leveraging FCA's long-standing grassroots contacts and experience. Flexible and adaptive to context, the three Rights-based themes focus on activities that align with FCA's commitment to work in (fragile) countries marked by long-term, often recurring crises, and with the highest number of people living in poverty. Activities are well-targeted and needs-based, planned and implemented with community participation that ensures their buy-in.

HA interventions also follow the three Rights-based thematic areas. They are not only relevant to meet the immediate needs of affected populations following a crisis, but are also appropriately oriented in protracted crises towards early recovery, based on the longer-term life-sustaining needs of diverse population groups, including refugees, IDPs and host communities. These interventions add value by helping to anchor communities in their own, or first-asylum countries, performing also a valuable service to EU countries which are the likely alternative destinations.

Conclusion 2: Coverage is in line with FCA's and MFA's priorities to reach most vulnerable, poor and marginalised people in contexts of recurring poverty and crisis. Attention to gender is prioritised, but gender analyses are not done systematically and root causes of inequality are not always paid sufficient attention.

FCA's programmes activities address vulnerable communities and areas. They cover unmet needs of children and adult learning, and promote tolerance, peace

and reconciliation. Gender is an over-arching element in FCA's programming, however, not all projects address the root causes of inequality (e.g. I/oPT).

Partnerships

Conclusion 3: Finnish funding enables FCA to build strong partnerships domestically and globally. These add value to its portfolio of programmes and projects.

FCA works with local partners (PBS and HA). Partners see the relationship as true partnership. FCA's insistence on its own and partners' transparency and accountability to communities, has built trust, even in areas under the control or influence of radical groups.

Finnish funding has a multiplier effect on attracting institutional partners in countries where FCA works: European Union (EU), United Nations (UN) and government authorities (especially at local and regional levels). These seek FCA's expertise to intervene in areas of its comparative advantage: education, livelihoods and peace & reconciliation.

Conclusion 4: FCA supported capacity development is mostly limited to project management. There is less emphasis on organisational capacity development and FCA finds it challenging to contribute to overall vibrant civil society in contexts where civil society space is shrinking. Capacity development of partners is not recognised in PBS framework reporting, though vibrant civil society is an important goal of this framework.

FCA has made genuine efforts to support and strengthen its partner CSOs, community mobilisers and PTAs. This is appreciated by partners and collaborators, resulting in quality service provision, achieving evidence-based results and good project-specific RBM. Building a vibrant civil society is, however, the most challenging Finnish policy guidance for many CSOs including FCA, especially in countries where civil society space is shrinking. Additionally, partner capacity development goes less beyond the project-specific level and contributes to a lesser degree to the organisational capacity development of local CSOs. FCA finds that high partner staff turnover at lower levels can hamper effectiveness and efficiency due to the need to recruit and re-train new staff.

FCA has measurement tools to measure partners' capacity needs but these are not always used in country offices, or are less used to reassess partner growth at strategic intervals. A further capacity development step would be to prepare partners to take over programmes with direct financing from donors, where possible. This would enable FCA to hand over activities to partners (including local authorities) and to phase out. Organisational and institutional capacity development is needed to strengthen CSO partners individually as organisations, and collectively as civil society.

Human Rights–Based Approach (HRBA)

Conclusion 5: FCA's approach to promoting Human Rights through three thematic priority areas is relevant although a holistic conceptual framework would be needed.

FCA applies HRBA to some extent by engaging rights holders and duty bearers in planning and implementation and by targeting actions both to duty bearers and rights holders. However, there is little evidence of engaging duty bearers

Finnish funding enables FCA to build strong partnerships domestically and globally.

FCA supported capacity development is mostly limited to project management.

FCA's approach to promoting Human Rights through three thematic priority areas is relevant although a holistic conceptual framework would be needed.

and rights holders to define the rights they perceive as most necessary to address. Human rights assessments are not systematically conducted, neither the human rights indicators used in baselines and PMER. The projects are at minimum human rights sensitive.

FCA has developed policy guidance papers as well as global objectives for each of its thematic priority areas. A holistic conceptual framework would be needed to link the HRBA with the overall ToC.

Greatest impact in the three Rights-based themes has been observed at community level as heightened individual and community confidence, greater women's empowerment to claim their rights, enhanced income generation through training on business skills, and changes in behaviour.

Conclusion 6: Analyses on human rights, vulnerability, gender and conflicts are not used sufficiently to measure outcomes and impact, undermining the human rights evidence base for targeted interventions. Human rights related impact indicators in projects and programme level are not defined.

Human rights, vulnerability and gender analyses and assessments are often drawn from analyses of other actors which are synthesised and footnoted in FCA's 'context analyses' documentation. This is often a sensible and cost-effective approach as FCA seldom has the resources to conduct independent analyses, which might anyway create duplication with others already present.

Defining indicators to measure impact and effectiveness in M&E is improving but as reliable measurement systems are not in place, it is not clear to what extent human rights are being strengthened. A significant challenge is the longer timeframe needed to measure impact due to inherent complexities, especially in the case of R2P. It can take time to build confidence between stakeholders, bring stakeholders' agendas and political alliances in line with common peace building objectives and, ultimately, change governmental power structures where these are detrimental to fostering peace and development. Defining expected indicators could help to measure progress along longer timeframes.

As there have been no thematic specific evaluations it is difficult to assess impact of the three themes (FCA is planning for this, preparing a 'theme crystallisation' initiative in future).

Conclusion 7: An imbalance of sensitization to duty bearers (DB) and rights holders (RH) can lead to unrealistic expectations of the latter.

It is unclear from FCA's monitoring and reporting to the extent of which the capacities of DB have improved: in some cases FCA and partners have focused inadvertently more on advocating to RH on how to claim their rights and RH have concluded that it is NGOs who should provide goods and services rather than local and national DBs (e.g. Haiti). This points to a need to focus equally on building DB capacities especially at local levels, which is where FCA works best. Even at very low institutional capacity levels, it is possible to dialogue more with local authorities (DB) and help them understand their duties to the people for whom they have duty of care, even though their main constraint is inadequacy of funds from central government to, e.g. rehabilitate roads, build

Analyses on human rights, vulnerability, gender and conflicts are not used sufficiently to measure outcomes and impact.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: FINN CHURCH AID

schools etc. In other cases FCA is active in seizing opportunities to build the capacity of DB, e.g. on R2P, by sensitizing them to the impossibility of sustainable development without peace.

Advocacy

Conclusion 8: Effective advocacy has positive spinoff effects at community and subnational levels. Awareness raising and campaigning in Finland raises FCA's profile and generates revenues, but more could be done to highlight achievements.

FCA works with development and humanitarian partners who advocate at grassroots and sub-national levels to bring about change. They contribute to social equality, education and motivate people to take action to improve their situation in line with Finland's priorities. FCA has been effective in changing mindsets and bringing about positive results through sustained local level advocacy, e.g. improved hygiene practices and resolving clan disputes in Somalia. DRR is well-learnt through livelihoods and education projects. However, these examples of successful grassroots advocacy and effective messaging to change behaviours are only modestly reported in FCA reports, which focus more on output delivery than on wider outcomes.

In Finland, FCA is active in awareness raising and campaigning, bringing to the public important and relevant aspects of its work, which in turn act as a source of fund-raising. More could be done to highlight its achievements in its communications and advocacy messaging. No advocacy-specific evaluation has yet been undertaken to measure its value. This is of particular importance now, since advocacy has been integrated in all FCA actions. FCA could also benefit from a proper advocacy strategy which would bring together the themes, targets, results, activities, roles and responsibilities in a coherent way, and which would be monitored and evaluated regularly.

HA in protracted crises

Conclusion 9: The need to replicate HA projects year after year in protracted crises is inefficient for all stakeholders. The MFA's division of PBS and HA funding envelopes creates challenges for linking relief and development more closely.

FCA's HA projects in protracted crises need longer timeframes because often the crisis has not been resolved and affected populations continue to need humanitarian relief and early recovery support. MFA's policy of a one year time limitation for HA means that humanitarian projects have to be replicated year after year to continue assistance. This is not efficient: it takes up staff time both in the MFA and FCA to re-write/appraise the same or similar project proposals year after year, and many project staff, unsure of their futures, may leave prematurely to take up more secure employment, leaving gaps in FCA's activities. Multi-year funding for resilience-based programmes and projects could be more efficient because it should reduce the resource-heavy need for proposal writing and setting up project management. It could improve efficiency during implementation because predictable funding is likely to result in better retention of staff and partners.

Furthermore, MFA separate funding streams for PBS and HA present challenges to link HA and development more closely.

Administrative Efficiency

Conclusion 10: FCA's Country Offices are efficiently run with optimum use of resources and cost-saving measures. However, Head Office's support is not provided equally to all duty stations.

FCA makes great efforts to achieve programmatic and administrative cost efficiencies. This can be challenging in many contexts because cost of living and security in some countries make for high costs. FCA achieves programmatic efficiencies by implementing some projects with community volunteers, paying them incentives. Direct implementation reduces transaction costs. RBM tools are improving, are adapted to ensure guidance for country offices and are appreciated by staff, especially in the case of on human resources, procurement, accountancy, reduction of fraud, fuel and vehicle use, and waste recycling.

However, FCA does not visit some hardship duty stations sufficiently to provide specific guidance and support needed by country staff: Somalia has not been visited by the thematic or managerial staff of the head Office for the past two years at least. This risks decision making delays and compromises efficiency.

FCA provides competitive salaries and allowances but faces difficulties recruiting and retaining key staff particularly in challenging countries. This is not unusual for INGOs but it risks compromising efficiency if key posts are not filled in a timely manner.

The need for dual accounting software systems in some countries reduces efficiencies.

Sustainability

Conclusion 11: FCA has developed Country Programme entry and exit principles but exit planning is not an integral part of the project/ programme cycle.

FCA has not systematically developed exit strategies for its projects, for instance, by defining plans for handing over and key activities which need to continue after the external funding comes to an end. FCA's new guidance might improve exit planning if it involves all stakeholders and ensures clear communication.

Conclusion 12: FCA's programmes and projects in countries experiencing increasing climate change need re-thinking to meaningfully address climate change challenges that may lead to conflict or displacement.

Climate change is not yet a strong focus for FCA even though many of the countries where FCA works are experiencing increasing climate change challenges and its DRR activities are geared towards promoting resilience in climate-affected contexts. Helping communities to adapt to climate change with more targeted interventions to build resilience would be a valuable contribution, especially where asset depletion is or risks creating conflicts and/or displacement.

Coordination

Conclusion 15: Coordination is good in many contexts especially at international levels, but at national and local contexts it is more uneven.

FCA works through existing structures and avoids creating parallel ones. In some countries (Uganda, Somalia), FCA coordinates well with sector-specific partners (PBS and HA). In others (Jordan), coordination is weaker. Coordination with local and global religious/ traditional groups is excellent (Somalia) and collaboration with them is often a comparative advantage in reaching communities.

In HA, FCA coordinates well with the Global Education Cluster, seconding education technical experts to country cluster coordination mechanisms.

6 LESSONS LEARNED

1. This evaluation did not come across obstacles caused by the increasingly restricted civic and humanitarian space observed in some countries. However, in Jordan it was learned that while local authorities are responsible for the delivery of e.g. education services, the programme activities need to be tailored as extra-curricular activities, nevertheless promoting learning outcomes. It is also important that all educational activities are officially certified so that they can support job seeking and further studies. There is also competition among the service providers in the camps. FCA could also be more active in generating coordination among various actors.

2. FCA has mixed experiences of MFA funding cuts. While in Haiti the cuts prompted office closure (end 2016), in Jordan and Somalia MFA funding has acted as a useful leverage for other sources of funding, to the extent that MFA funding for project activities is becoming progressively less prominent. However, MFA core operational funding remains extremely important for the Country Offices to continue their activities in order to attract this additional funding.

3. Consultation and information sharing with beneficiaries is increasingly a mainstay of FCA's policies, programmes and projects. FCA has put in place – and continues to improve – complaints mechanisms, beneficiary self-targeting mechanisms and active beneficiary participation in decision-making.

4. In Jordan, Somalia and Somaliland, sustainability is an inbuilt quality of FCA's projects – though to what extent this is guided by policy is not clear. The main lesson for connectedness has been FCA's recognition of the need to capacitate beneficiaries to withstand shocks on their own and not to place too much faith in the ability of national institutions to help them through shocks. For example in Somaliland, beneficiaries understand the need to store water more efficiently in their own communities to withstand recurring droughts and not have to move in search of water. The capacity of the local authorities to help their citizens in times of drought is very limited and they endorse FCA's efforts to both build up water storage in communities and sensitise them to best practices in hygiene, especially responsible garbage disposal to prevent health-related outbreaks. In Jordan, the humanitarian intervention has helped community volunteers boost their skills as trainers and teachers in preparation for the longer term, whether in returning to their country or integrating locally.

5. Quality of M&E is still not up to an appropriate standard since there are no systematic MEAL systems in most countries. FCA recognizes this and is striving to improve it, e.g. capacitating local staff in how to put in place complaints mechanisms in a responsible way. M&E tools are gradually being introduced. For example, FCA's use of KAP surveys and other monitoring tools is increasing, but use of these tools needs to be systematized to provide an improved evidence-base between outputs, outcomes and impact, including more precise measurement indicators in logframes.

7 RECOMMENDATIONS

Recommendation 1 (Strategic and thematic focus)

FCA should continue with its current strategy to target the poorest and most marginalised populations in both PBS and HA. It should assess the root causes of inequality in contexts where these create tensions and risk spilling over into conflict and/or displacement.

Recommendation 2 (Strategic and thematic focus)

MFA should continue supporting FCA's innovative interventions relevant to today's prolonged crises which impel people to flee to countries far from their borders. MFA should continue to fund early recovery activities in emergencies because they are appropriate to safe-guarding people's dignity, offering them a base to re-launch themselves and cope with recurrent crises.

Recommendation 3 (Partnerships)

FCA should focus more on developing organisational capacity of its partners, especially at senior levels, preparing those who would be apt candidates to absorb direct financing from donors in countries and contexts where this would be possible. Regular partner capacity assessments, monitoring and evaluating capacities will be needed to assess their progress and to determine where additional capacity development may be needed.

Capacity development of partners should be recognised in PBS framework reporting, because a vibrant civil society is an important goal of this framework

Recommendation 4 (HRBA)

FCA should continue to develop and deepen inter-linkages of the three Rights themes, complemented by strong advocacy, to maximise its rights-based comparative advantage and expertise.

FCA should define expected human rights related impact indicators in projects and programmes where impact may not be realisable in the short-term; conduct ex-post evaluations to assess impact over a longer period; and conduct evaluations of the three Rights-based themes.

FCA's context analyses should seek to determine the extent to which a more balanced attention may be necessary to strengthening the capacities of duty bearers and rights holders. Or, conversely, if rights holders are becoming too dependent on CSOs and not the State, FCA would need to re-balance.

Recommendation 5 (Advocacy)

FCA should develop a strategy for advocacy bringing together the themes, targets, results, activities, roles and responsibilities in a coherent way, with regular M&E. Advocacy-related lessons learned should be identified and disseminated across programmes.

FCA should continue its effective advocacy messaging at national, local and community levels. FCA should highlight its role as a successful 'change agent' and turn these success stories into communication messaging that amplifies advocacy at home. For instance, FCA could heighten awareness of the Finnish public on successes such as the ripple effect on the social fabric of activities that include host communities, the angle of how FCA is a conflict prevention /conflict resolution organisation and to help the public form objective views on refugees. Messaging could also be used as justification to build additional livelihoods and education platforms that promote DRR and climate change awareness because these are the building blocks of individual, community and national resilience against recurring crises.

Recommendation 6 (HA in protracted crises)

MFA should consider multi-year (e.g. 3-year) funding for FCA's HA projects in protracted crises. This would achieve greater cost efficiencies and help retain key staff through longer job expectancy. It would also improve linkages between relief, rehabilitation and development (LRRD).

Enhanced funding predictability is in line with the humanitarian Transformative Agenda and with WHS recommendations. FCA's relief activities in such crises focus on protecting lives and dignity, and early recovery. Longer-term HA timeframes would promote closer linkages to LRRD. There are three possible ways that the MFA could do this:

1. Change to a multi-year (e.g. 3-year) funding system for FCA's HA projects in protracted crises, which would achieve greater cost efficiencies and help retain key staff;

2. Incorporate humanitarian projects into existing PBS programmes that have similar goals (i.e. under the partnership framework agreements). This would facilitate partners to present an overall strategic programme of work – development cooperation incorporating HA, rather than a series of separate HA projects. Feedback provided to partners in recent years should be referred to in order to enhance the quality of submissions; and

3. Have bigger programmes with pooled funds from different donors, rather than separate Finnish projects with MFA funding. This would create additional efficiencies by enabling FCA to report the whole basket and not separate projects within it.

Recommendation 7 (Administrative efficiency)

FCA should ensure equal coverage to staff serving in hardship duty stations and ensure they get the guidance and consultations they need. FCA Head Office staff need to visit all countries to better understand their operating contexts, conditions and constraints, and to provide guidance. Ideally, it should have a roster of visits to COs, ensuring equal coverage by managerial and thematic staff.

FCA should consider increasing incentives (hardship allowances) to retain staff deployed in extremely challenging and hazardous countries. Other measures it could introduce are: intensify head-hunting for senior staff; establish a rotation policy for FCA HO staff to ensure coverage in case of absences of key

staff; and establish a deployment rotation policy that would oblige all FCA staff to work for a minimum of two years in field locations. This would immensely improve their appreciation of country dynamics and give them a different perspective when working on programmatic and advocacy issues in Finland.

Recommendation 8 (Sustainability)

Given that FCA works in some countries where climate change related crises risk creating or exacerbating conflict and/or population displacements, FCA should develop more meaningful strategies and procedures to anchor people in their communities.

FCA should make greater use of livelihoods and education as platforms to promote DRR and climate change awareness that would help communities to achieve greater resilience against recurring crises. Consulting rural communities on alternative livelihoods would be particularly effective in some contexts where drought is rendering land unproductive or not producing sufficient water to sustain livestock, such as Somalia and Kenya, and in flood and earthquake prone countries such as Nepal. FCA should consider boosting staff training on alternative income generation skills to strengthen climate change adaptation and ensure that the climate change guidance is systematically used. A technical advisor for R2L with this particular expertise could be considered.

Recommendation 9 (Sustainability)

FCA should ensure that programme and project design includes handover and exit plans. This is in line with, and modelled on, ACT Alliance and FCA principles for starting up and phasing out of country programmes. In Somaliland, FCA needs to consider a scenario that incorporates progressively handing over more responsibilities to its national partners while retaining an initial oversight and guidance role. In PBS, FCA should develop a sustainability plan for each project that determines what are the key activities to be maintained (or further developed).

Recommendation 10 (Coordination)

FCA should coordinate more in national and local coordination platforms, where it can both share its achievements and operational information, and learn those of other actors.

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THE EVALUATION TEAM

Anne Davies, Sub-Team Leader covering Finn Church Aid, is a British humanitarian professional specialising in Forced Displacement and Early Recovery. With over thirty years of humanitarian experience, she has worked in post-conflict and post-disaster relief operations, covering South, Southeast and Central Asia, Central America, Eastern Europe, Sub–Saharan Africa and the Middle East. She has worked, both as a staff member and consultant, with UNHCR, UNDP, UN-OCHA, UN-Habitat, DfID, the OSCE and the Norwegian Refugee Council. Her consultancy clients also include SIDA, NORAD, the British Disasters Emergency Committee (DEC), Oxfam and ECHO. She is an experienced programme manager and has held leadership positions in the UN and DfID. She has over eleven years' experience conducting evaluations covering emergency, recovery and development cooperation. Her most recent position with UNDP's Crisis Response Team was as Early Recovery and Durable Solutions expert. She has also undertaken several feasibility studies and written articles for Forced Migration Review and other publications. Anne has a Master's Degree in International Relations from Sussex University.

Raisa Venäläinen is a Finnish evaluation specialist. She has a broad experience in development cooperation, particularly in education and civil society development. She has 25 years of experience working in education sector projects in Zambia and Palestine and she has also worked as a Senior Monitoring and Evaluation Officer in the World Bank, Washington DC. Raisa has broad experience in all cycles of project management as a long term consultant and short term consultant in Africa, Middle East, Central Asia and Western Balkans for MFA, UNICEF, Swiss Development Cooperation, Austrian Development Agency (ADA), and several Finnish and international CSOs. Raisa has broad experience in CSO work through her several evaluation assignments and capacity building activities. Raisa has a Master's Degree in Education from the University of Tampere.

Emery Brusset, Team Leader to the evaluation and team member for this sub-team, specialises in impact investment and the evaluation of social development interventions, with a focus on complex environments - either fast moving, or conflictual. After a brief career in UN humanitarian missions in Iraq, Bosnia, Sudan and Rwanda, Mr Brusset became an independent evaluation consultant in 1994, working for Governments, the UN and NGOs, and progressively developing social assessments for the private sector (primarily oil and gas, mining, and consumer goods). He has participated in 81 evaluation assignments, has published on the subject in peer reviewed publications, and facilitated many training courses. He also carried out stakeholder engagement assignments for large multinational companies in fragile countries. Mr Brusset is a French national and a graduate of Yale University and the London School of Economics.

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 in being delivered and consequently also influenced the modus operandi of the Civil Society Organisations in humanitarian contexts.

2. CONTEXT

Programme-based support for development cooperation

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

All the civil society development cooperation is guided by the Development Policy Programme of Finland (2007, 2012) as well as guidelines for Civil Society in Development Policy (2010). The role and importance of civil society actors is emphasised 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 (CSO Unit) contained EUR 114 million in support for CSOs' development cooperation and 83 MEUR of that was for programme-based support. The total sum for 2016 has been reduced to EUR 65 million. The support awarded to CSOs receiving programme-based support and operating grants was cut equally by about 38 per cent for 2016 and 2017. The MFA is planning reforms to the grant mechanism for CSOs' development cooperation. All currently 22 qualified CSOs for programme-based support will in 2017 apply for funding for a 4-year period, i.e. 2018–2021. The aim is to open up the following funding cycle (2022–2025) for programme grant applications to any interested CSO. Calls for proposals for project support (max. 4-year grants) as well as information and global education grants (max. 2-year grants) will in the future be held every second year (2016 for grants 2017 and onwards, 2018 for grants 2019 and onwards etc.).

Humanitarian assistance

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

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

While Finland emphasises 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 channelled 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 specialised 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 organisation 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 specialises 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.
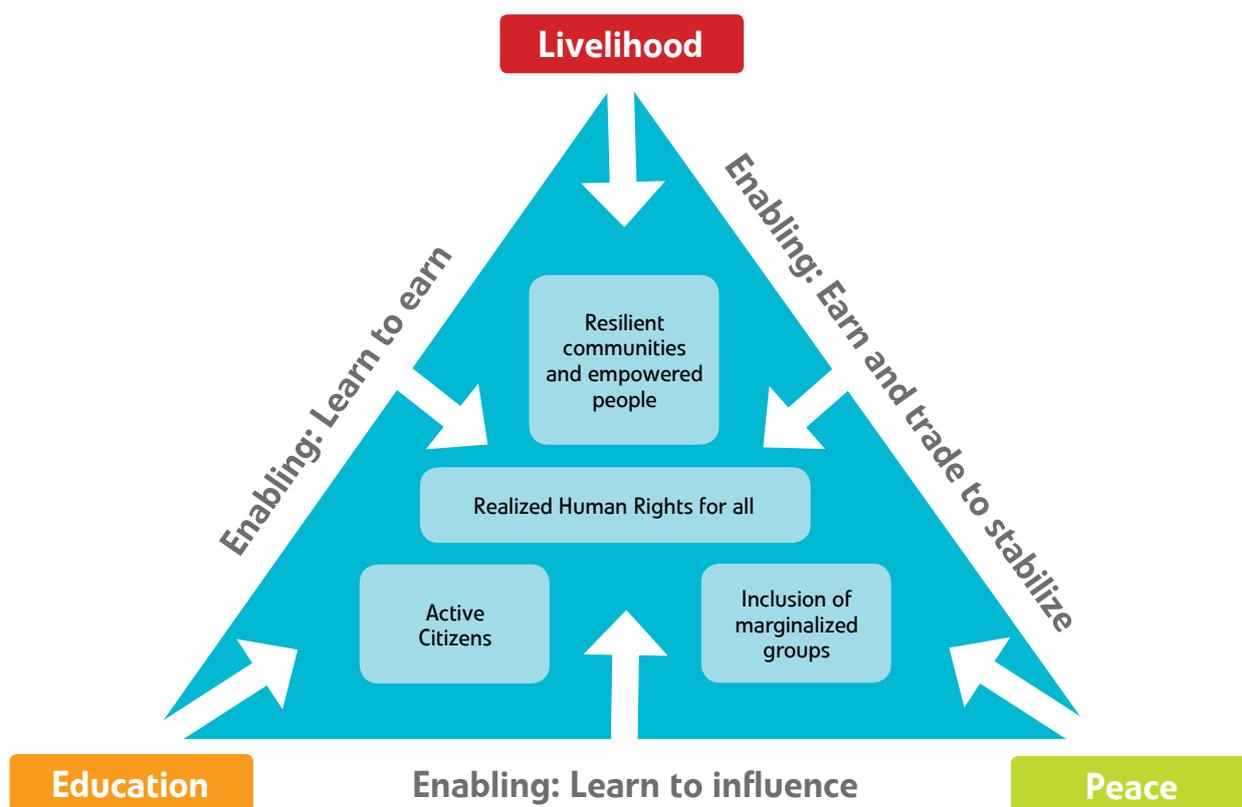
FCA is a founding member of ACT Alliance and Core Humanitarian Standard (CHS) Alliance. FCA is enhancing the programme work and engaging people in it through several networks internationally and in Finland: Network for Religious and Traditional Peacemakers, Women's Bank , Teachers without Borders and 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 provides 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 2012-14, 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 are 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 pro-child 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 programme 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 201113 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

As for SC Humanitarian work, MFA has supported the organisation 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 (CSO Unit) and Unit for Humanitarian Assistance and
- Policy (HA Unit) 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 CSO Unit). 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 authorised to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

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

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

ANNEX 1: 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 organisations, 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

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http://www.ghdinitiative.org/

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

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

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

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

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ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs in Finland

Evaluation Unit

Riikka Miettinen, Senior Evaluation Officer

Unit for Humanitarian Assistance and Policy

Satu Lassila, Senior Advisor

Anna Malinen, Desk Officer

Unit for Civil Society

Claus J. Lindroos, Director

Katja Hirvonen,Programme Officer

Unit for South Asia

Sebastian Gahnström, Desk Officer for Nepal, Bangladesh and Bhutan

FCA Finland

Jouni Hemberg, Executive Director

Eija Alajarva, Head of Humanitarian Assistance

Eva-Marita Rinne-Koistinen, Senior Adviser, Rights-Based Approach

Eveliina Rahunen, Global Programme Coordinator, Operational Support Unit

Matthias Wevelsiep, Head of Programme Development Unit

Tomi Järvinen, Director of International Programme

Marja Jörgensen, Director of International Programme

Katri Suomi, Manager, Advocacy and Global Relations

Hanna Lauha, Head of Global Grants

Piia Huurtola, Finance Controller

Aarno Lahtinen, Organisational Development Manager

Aila Waismaa, Regional Desk Officer (Asia)

Tanja Korkalainen, Regional Desk Officer (Middle East)

Hanna Mäenpää, Programme Support Coordinator

Susanna Korpia Bond, Programme Quality Manager

Liisa Perkkiö, PME Coordinator

Asta Turtiainen, Head of Resource Mobilisation

Minna Elo, Communications Officer

Other

Aaro Rytkönen, Head of Secretariat, Network for Religious and Traditional Peacemakers

Ismo Salerto, Humanitarian Aid Manager, Fida International

JORDAN

FCA Jordan

Miina Puntila, Country Manager

Olli Pitkanen, Regional Program Manager

Ala'a Maayta, Program Manager

Tareq Darwish, Logistics Officer

Mohammad Hamoudeh, Senior Logistics and Procurement Officer

Rami Abu Kwaik, Finance & Admin Manager

Dina Abu Tok, Finance Officer

Juliane Strub, Program Officer

Muna Alnadi, Field Officer, Za'atari

Ministry for Planning of International Cooperation (MOPIC)

Omar Nseir

Jordan INGO Forum (JIF)

Yannick Martin, Coordinator

UNHCR

Gavin David White, External Relations Officer

Za'atari refugee camp, FCA Site B, District 8

FGD – 12 women in English language advanced class

FGD – 15 boys in volleyball class, also in English class

2 parents of smaller boys in football class

Ziad Ahmad, football trainer, Yaman Ziad, football trainer

Bassam Yousif Aljabr, English teacher

2 boys met from FCA organised circus class

Muhammad Kaffir, Circus Trainer

Nuzha Center, East Amman

Omayma Qattash, Youth Center Coordinator

FGD – 14 women mixed nationality refugees and community members, income-generation class

FGD – 9 girls, basic English class, calligraphy class

Head of Office, Jordanian Women's Qualifying and Training Society

4 women trainees at JWQTS (cookery, sewing, vocational skills, beautician; 2 men trainees: Arabic and English literacy, cell phone maintenance

Other INGOs

Arabella Lawson Programme Manager, Fundación para la Promoción Social de la Cultura (FPSC)

SOMALIA/ SOMALILAND

FCA Somalia/Somaliland

Massimiliano M. Palma, Country Manager, FCA Somalia & Somaliland

Ibrahim Seraji Abdulrazah, Project Manager Burao, Somaliland

Leopold Bahutu, Finance & Administration Coordinator, Somaliland

Bushra Isaac, Finance Manager, Somaliland

Ali Ibrahim, Consortium Manager, "Supporting Regional Administration and Formation of District Administration in support of Wadajir National Framework", Somalia

David Browning, Programme Manager, Somalia (EU funded project: Strengthening Civil Society in Banadir and the S.W. Region),

Tapio Itkonen, FCA Security Coordinator, Somalia

Carla Vaz, Project Coordinator/Team Leader (Reconciliation Project, Baidoa)

Victoria Blakeman, Consultant, Counter-terrorism (Reconciliation project, Baidoa)

Ministry for Repatriation, Reconstruction and Resilience (M3R)

Ali Sayed Raygal, Minister

Mohamed Yusuf Ali, IDP Director of M3R

Deqa Abdi Deria, Senior Technical Advisor, M3R

Mr. Mohamed, Regional M3R, Municipality of Burao

Candlelight – FCA local partner, Somaliland – Head Office, Hargeisa

Fardus Awil Jama, Executive Director

Abdirizak Basher, Program Manager

Abdi Duale Ali, Environmental Sector Coordinator

Mohamed Hussein Roble, Program Officer

Candlelight Regional Team, Burao

Hassan Abdullahi Farah, Regional Representative

Abdikarim Ibrahim, Project Manager

Fuad Ali, Project Officer

Jawahir Ahmed, Project Officer

COMMUNITY MEMBERS

Village # 1

7 men, 6 women

Badi Reer Cilmi – 2 separate FGD for men and women

12 men, 26 women

Somali Youth Development Network (SOYDEN)

Osman Moallim, Executive Director

Ministry of Interior

Abdulrahman Ali Gab, Senior Local Governance Advisor, S.W. Federal State of Somalia

Centre for Research & Development (CRD)

Abdullahi Haji, Acting Director

EGAL

Jama Abdillahi, Technical Programme Advisor, Somalia (former Program Manager, FCA) and Finnish citizen (interviewed for his knowledge of history of FCA activities in Somalia, as former FCA staff)

UNDP

Philip Cooper, Project Manager, Local Governance (Mogadishu)

UNSOM

Patrick Loots, Chief of DDR Section

Amelie Runesson, Corrections Adviser

UNHCR

Catherine Van Buren, Somalia Representative

ACT Alliance, Geneva

Pauliina Parhiala, Director/COO, ACT Alliance

Global South Programme (Nairobi)

Maria Notley, Programme Manager

NEPAL

Embassy of Finland to Nepal

Pekka Seppälä, Deputy Chief of Mission

Jukka Ilomäki, Counsellor, Development

FCA Nepal

Lila Bashyal, Country Representative

Ramewor Adhikari, WASH Officer

Nikita K.C., Teacher Training Coordinator

Sanjaya Dhakel, P, M&E coordinator

Hari Bahadur Karki, Programme Coordinator (Dev)

Sunny Didsana, School Construction Coordinator

Javis Rana, Project Manager (EiE)

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ANNEX 4: EVALUATION MATRIX OF CSO 2

EQ1: Relevance, appropriateness and coverage (for humanitarian operations)

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ1.1 To what extent do the CSO's international activities align with its strategy and comparative advantage? **EQ1.2** To what extent have activities aligned to the needs of beneficiaries (particularly women and girls and the marginalised), and countries? Do these reflect needs assessments, and consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence? Are they part of UN Humanitarian Response Plans and Global Appeals? **EQ1.3** To what extent have activities implemented Finnish Development Policy (2007, 2012) priorities, Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015)? In particular what linkages have been established between needs assessment and rights based approaches, between assistance and risk reduction and preparedness? **EQ1.4** To what extent has the assistance reached all the major population groups which the resources, mandate and logistical reach would allow to be covered? **EQ1.5** Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs	The strategic choices made by the CSOs in terms of interventions and how they are undertaken: • are aligned to country development policies, priorities and programmes, and major humanitarian strategies • are based on needs assessments carried out by the CSO or its key international or national partners, and are based on Human Rights Based Approaches. Does one approach inform the other? • target issues that are a priority for country stakeholders and beneficiaries, especially unprotected, marginalised or vulnerable population groups. • include concerns for gender equality and the inclusion of people with disabilities in the formulation and delivery of the activities • take into account what donor partners and UN humanitarian coordination bodies perceive and define as priority • take into account the development situation and fragility of the country, in particular the risks and costs of operation. • 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.	• Degree to which the higher levels of the ToC as interpreted by the present evaluation (in particular short term and long term outcomes) has been achieved, or instances of deviation from this ToC. Extent to which this is justified by the CSO. • Presence and quality of contextual analysis, including situation reports, needs assessments, rights based approaches. • Frequency of mention in CSO guidance material to needs assessments, rights based assessments, and the frequency to which there is reference other guidance (MFA Guidance, Guidelines, UN Consolidated Appeals, alliance or network guidance concerning the targeting and quality of assistance). • Number of evaluations that report better than average performance in the criteria listed above. • Field visit evidence of needs or rights and duties which have not been taken into account in the delivery of the interventions.	Partner country humanitarian and development strategy and policy documentation, CSO programming and reporting documents. Finland's development policies, Guidance documentation (e.g. instructions, templates), in Finland, international partners, in countries and regions. Previous evaluations, reviews and reports. Humanitarian and country development statistics, and secondary literature on country development status and priorities. Utilisation of any information for the period 2010-2016. OECD/DAC guidance, studies and reviews, evaluations of the same operations by other donors or the same organisations. Studies and reviews from various sources on CSO performance. National development strategies/documents (such as PRSPs or planning documents), Consolidated Humanitarian Appeals, strategies, individual appeals and strategies, Humanitarian Needs Overview and other needs assessments. 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.

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ2: Complementarity, coordination and coherence			
EQ2.1 Assess the extent, to which the CSO programme has been coordinated with other CSOs, UN humanitarian bodies, and for development partners, coordination with the Embassies, donors, and national policies and strategies in the partner countries.

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?

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? | References in the planning and reporting of interventions which refer to other strategies or objectives and the presence of other organisations in adjacent areas.

The CSO participates regularly and effectively in dialogue with others, with donors and Governments at the relevant level, and reflects on specific objectives and interventions.

Examples where inputs from other development and humanitarian partners are integrated into the CSO planning, or where CSO planning influences the partners. Particular emphasis will be given to gender equality, disability, and climate adaptation.

CSO interventions take into account and complement other channels of Finnish development cooperation, and vice versa.

The intervention leverages the results of specific interventions to contribute coherently to the broader objectives of partners in its alliance or network, or of Finnish CSOs.

CSO interventions do not fragment, or needlessly overlap with, Finnish development resources and the international humanitarian effort. CSO initiatives have maintained coherence with environmental sustainability, gender policies, and poverty reduction strategies.

The CSO guidance and design, monitoring and reporting processes and documentation appropriately emphasise complementarity with other Finnish aid channels, and internal coherence.

The gap between resources called for by the partner countries or international agencies and resources actually delivered by the donors. Gap = disbursed - defined as needed (based on reasonable needs assessment, where available, and valid). | • 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. | CSO Planning and reporting documents

Existing evaluations, reviews and reports on broad interventions

Country strategies (case study countries) and their reporting and management response

Selected intervention reporting (sample projects) and observation of specific activities

Interviews as above |

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	• CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA Activities have contributed to appropriate targeting of results and objectives given Finland's relative financial contribution as a development and humanitarian partner. Key constraints and core strengths are documented and easily reflected in interviews. Operational adjustments reflect taking these into account. The CSO is able to call on un-earmarked funding or standby personnel for sudden new emergencies. Contingency plans exist and are updated. Agreements are signed that reflect scenarios for a surge of activity. Planning and monitoring incorporate the HRBA and gender, environment and vulnerable person priorities as stated in the 2012 DPP, their implementation is monitored and progress reported on.		
EQ4 Efficiency			
EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs? **EQ4.2** Degree to which the interventions reflect risk based management and demonstrate clear management structures? **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?	How is it possible to define the value added to MFA funds of using this CSO? What is the leverage created in terms of the achieved development results? 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. 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.	• 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.	Planning, financial reporting, individual intervention reporting CSO guidance documents Interviews as above Direct observation in sample activities Evaluability condition: CSO RBM and reporting systems meet validity standards.

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

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: FINN CHURCH AID

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ5: Impact			
EQ5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders. **EQ5.2** Describe the value of unintended impact, to the beneficiaries and rights holders.	Impact is accurately reported, including short term impact in emergency operations. In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact. The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible. Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact. There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs. The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.	• Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation.	CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations. Interview as above, country case studies and separate interviews with officials in HQ of other organisations. Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.
EQ6: Sustainability and connectedness for humanitarian operations			
EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups? **EQ6.2** Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme **EQ6.3** Degree to which benefits continue to accrue after the Finnish funding ends.	The results targeted and achieved are able to persist even after funding ends, given institutional and financial factors. Increase of partner or international or government or private sector expenditure focusing on the objectives initially identified by the CSO. CSO interventions are ecologically sustainable and contribute to ecological sustainability, where this is relevant. What is the contribution to enhanced resilience?	• 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.	CSO network and alliance as well as individual project reporting Existing evaluations (and other relevant) reviews and reports on CSO related activities Interviews with all stakeholders after the intervention has ended, or when the end point can be anticipated Interviews with government officials, country-based donors and project managers of various projects

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
EQ6.4 To what extent do short-term activities take longer-term development or human rights objectives into account.	CSO guidance and implementation prioritise sustainability and handover or exit strategies. Capacity building has been sufficient to sustain development or humanitarian processes Evidence of the engagement of local-level institutions and individuals (experts or other-wise) in project design and implementation as well as commitment to institutional and human resource development. Result information management systems are well-developed The presence of the CSO is adapted to implementation experience, changing country contexts The CSO has contributed to better reporting within the MFA on results from Finnish aid, which has supported the sustainability of Finnish aid. Is/was there a viable exit strategy in place? How have lessons learned from this and previous projects considered in the formulation and implementation of the operation? CSO activities have reinforcing effects for other operations, and no harmful consequences can be detected, in particular in relation to capacity development, protection of human rights, and private sector development.	• 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.	Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.

ANNEX 5: DESCRIPTION OF PROGRAMMES VISITED

JORDAN: Characteristics of the sampled field projects.

Jordan is a middle-income country (World Bank) that has hosted a growing number of refugees fleeing war and violence in Syria. After more than four years of war, with no end at sight, the displaced population continues to increase especially in the poor and marginalised host communities in Jordan. According to UNHCR, the registered Syrian refugee population in Jordan is now app. 630,000 but according to the Government of Jordan the real number is close to 1.5 million. Most are long-term refugees, present in Jordan for years now.

Due to pressure from the Jordanian population with scarce income-generating opportunities, the attitude of Jordanian authorities has become stricter regarding the procedures and steps to be taken towards the refugees and the organisations supporting them.

Lack of trust between Jordanians and Syrians and refusal from some Jordanians to accept the Syrians as part of their community has lead to a deterioration of the relationship between the two communities. Syrians are undermining the job market by accepting much lower wages. On the other hand Syrians are often victims of exploitation by their employers. Discrimination and violence from peers are also problems faced by adolescents in non-camp setting, together with forced and early marriage, sexual abuse and exploitation, lack of training and work opportunities that refugees in camps struggle with as well.

The project works to sustain the refugees and the host population in their daily needs and to mitigate and manage tensions and conflicts in the communities.

PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS II: FINN CHURCH AID

JOR 11692			
Enhancing Educational and Livelihood Opportunities for Syrian Refugee and Vulnerable Jordanian Youth (Nuorille syyrialaispakolaisille ja haavoittuville jordanialaisnuorille suunnattu koulutus- ja toimeentulohanke). **Budget: € 500,000** **The project is directly implemented by FCA.**	Azraq camp: Syrians aged 12-30, males and females including people with disabilities. Host community: 50% Syrian refugees and 50% vulnerable Jordanians, aged 12-30, males and females including people with disabilities. (Since the beginning of the programme of assistance to Syrian refugees in Jordan in 2012, some 1,000 beneficiaries have been reached. Beneficiary numbers for the 2016-2017 period are not specified in the project proposal)	The overall goal of the proposed operation is to improve the living conditions and opportunities for Syrian refugees and Jordanian youth in vulnerable life situations through the provision of a variety of educational, psycho-social support, and livelihood activities. The activities will be delivered to Syrian refugees including boys, men, women and girls in Azraq and Za'atari refugee camps as well as to vulnerable Jordanian youth and Syrians in East Amman district.	FCA provides informal education[1] opportunities in two categories; basic skills teaching with a special focus on English and Information and Communications Technology (ICT) as a necessary means of coping in modern day society; technical skills trainings equip the targeted population with skills that help to generate income, hence reducing aid dependency. These activities have been designed as a result of focus groups discussions and a joint education needs assessment (JENA). FCA also continues providing recreational activities such as sports and arts that serve two purposes; firstly, the recreational activities strive to strengthen the psycho-social well-being of the target group living in harsh conditions; secondly, the joined activities in host communities bring together both the local and the refugee community for constructive interaction, hence establishing a positive relationship between Jordanian and new-comers through shared experiences.

Source: FCA's Project proposal to MFA and FCA's Jordan Country Programme Annual Plan (CPAP) 2016

1 MoE definition to informal and non-formal education:

SOMALIA: Characteristics of the sampled field projects.

Somalia has been in a state of war for the past two decades. However, in 2012 the Somali people, together with the assistance of the international community, put a government in place to begin the process of removing the 'failed state' status of the country. A comprehensive institutional capacity-building intervention started to move Somalia forward and achieve its state-building and stabilisation goals, including durable solutions for internally displaced persons (IDPs).

The evaluation visited two projects under the Somalia Country Programme Annual Plan (CPAP) for 2016; one in Somaliland, in the area of Burao and Togdheer, where FCA was implementing a return and rehabilitation project for IDPs returning to their place of origin (MFA-funded), and a prisoner rehabilitation project (non-MFA funded) in South Central Somalia. Furthermore, stakeholders in two other FCA-implemented projects were interviewed to gain a wider insight into FCA's historic intervention over the period of a decade – "Supporting Interim Regional Administrations through the formation of efficient, active and inclusive District Authorities", and "Strengthening Civil Society Engagement in Political Dialogue and State building processes – Interim South West Administration and Banaadir" – both implemented in South Central Somalia. In Somaliland the evaluation interviewed stakeholders in FCA projects funded by UNHCR that aimed to return and reintegrate refugee returnees to Somalia and people internally displaced by drought in previous years.

Project name, partner CSO and budget	Beneficiaries	Goal	Activities
Project # 11596			
Enhancing resilience of vulnerable returned IDP and host community HHs in Burao and Odweyne districts, Toghdeer region, Somaliland **Partner: Candlelight** **Indirect partners: Government of Somaliland and Somalia Return Consortium** **Budget: €700,000**	820 households in 12 drought-affected villages	To strengthen the resilience of vulnerable IDP returnee households and communities through income-generation support. Address critical gaps in basic social services and social protection that complement disaster risk reduction, recovery and development interventions. Returned IDP HHs are supported to obtain viable livelihood opportunities to sustain themselves at their places of origin.	- Cash for work (CFW) activities to 720 individuals for a period of 3 months. - Cash for training to 100 vulnerable drought affected individuals (for HHs unable to participate to the CFW): - Training and implementation of saving mechanisms for 50 individuals. - Training on Community Managed Disaster Risk Reduction and Early Warning System for 50 individuals - Development of community DRR plans for each of the 12 target villages - Training on hygiene and sanitation for 50 people and awareness campaigns.
Rehabilitation Pilot Project for High Risk Prisoners in Baidoa Prison. **Local implementation partner comprises 6 members; 2 religious members, 2 security experts and 2 psychosocial experts;** **Budget: USD 308,563.77** **The Rehab Project is entirely funded by the UN Peace-Building Fund (PBF) in New York. Funds go through UN Office for Project Services (UNOPS), then FCA; the UN Assistance Mission in Somalia (UNSOM) is the technical support agency.**	23 Al Shabaab prisoners in Baidoa jail.	The project aims to rehabilitate the prisoners and return them to their communities through community work to ensure their acceptance. The prisoners are in contact with the Rehab Committee to confirm and reiterate their willingness to participate.	Prison visits to gather the needed data for the 1st phase of the project - Assessment phase. Weekly visits will now take place for the implementation of the Rehab Programme components. The Baidoa Prison Commander has been taking part on the decision making of the Rehab Programme training, and on the RNR tool feedback and implementation. Furthermore, he has allowed the prisoners relatives to visit and spend time with the prisoners in light of the Family Programme which will be running together with motivational/recreational prisoners activities. There are some constraints to access the prison due to the physical prison environment, security and location. However, the rehab team is allowed to visit the prison compound 2 or 3 times a week, and a weekly security report from one security rehab team member is circulated among the team on a weekly basis.

Sources: (1) Somaliland project: FCA proposal to MFA and related project documents (2) Somalia: FCA description provided to the evaluator by e-mail.

EVALUATION

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FINN CHURCH AID
2017