



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II



Evaluation on Finland's Development Policy and Cooperation

2017/3e



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

Save the Children Finland

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2017/3e

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ACRONYMS AND ABBREVIATIONS

€	Euro
AAP	Accountability to Affected Populations
ADV	Addis Development Vision
ANFEAE	Adult and Non Formal Education Association in Ethiopia
ANPPCAN	African Network for the Prevention and Protection against Child Abuse and Neglect
AU	African Union
AYODA	Africa Youth Development Association (Somaliland)
CBO	Community-Based Organisation
CCO	Cross-cutting Objective
CHF	Common Humanitarian Fund
CO	Country Office
CP	Child Protection
CPAC	Child Protection Action for Children Affected by Conflict
CPWG	Child Protection Working Group
CRG	Child Rights Governance
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society (MFA Finland; KEO-30)
CSSP	Child Sensitive Social Protection
CT	Cash Transfer
CWC	Child Welfare Committee
DAC	Development Assistance Committee
DFID	Department for International Development of United Kingdom
DRR	Disaster Risk Reduction
ECCE	Early Childhood Care and Education
ECHO	European Civil Protection and Humanitarian Aid Operations
EDU	Education
EM	Evaluation Matrix
EQ	Evaluation Question
EU	European Union
EVA-11	Development Evaluation Unit (MFA Finland)
FCA	Finn Church Aid
FCG	Finnish Consulting Group
FCSO	Finnish Civil Society Organisations
FGM	Female Genital Mutilation
FLC	Fund for Local Cooperation
FO	Field Office
FSL	Food Security and Livelihoods
HA	Humanitarian Assistance

HA Unit	Unit for Humanitarian Assistance and Policy (MFA Finland; KEO-70)
HO	Head Office
HRBA	Human Rights Based Approach
HRP	Humanitarian Response Planning
IDP	Internally Displaced Person
INGO	International Non-Governmental Organisation
LCF	Local Cooperation Fund
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (Finland)
MO	Member Organisation
MOJ	Ministry of Justice (Somaliland)
MOLSA	Ministry of Labour and Social Affairs (Somaliland)
MTR	Mid Term Review
NACRIF	National Child Rights Forum (Somaliland)
NFI	Non Food Items
NGO	Non-Governmental Organisation
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PBS	Programme-Based Support
PD	Programme Director
RBM	Results-Based Management
RO	Regional Office
SC	Save the Children
SCF	Save the Children Finland
SCI	Save the Children International
SCT	Social Cash Transfer
SCWRW	South Central Welfare Rights Watch (Somalia)
SME	Small and Medium Enterprise
SMT	Senior Management Team
SNNP(R)	Southern Nations, Nationalities, and Peoples' Region
SOCRIF	Somaliland Child Right Forum
SP	Social Protection
SPL	Somali Peace Line
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USA	United States of America
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
YOVENCO	Youth Volunteers of development and Environmental Care Organisation

TIIVISTELMÄ

Pelastakaa Lapset ry (PeLa) vastaanottaa sekä ohjelmatukea että humanitaarisen avun rahoitusta Suomen valtiolta. Vuosina 2010–2016 PeLa on työskennellyt neljällä alueella ja yhdeksässä maassa. Lisäksi se on aktiivinen Suomessa globaalikasvatuksen parissa. PeLan ydintoimintaa ovat varhaiskasvatus, lastensuojelu, vaikuttaminen lasten oikeuksien toteutumiseksi sekä lapset huomioiva sosiaalinen suojelu. PeLan budjetti vuodelle 2015 oli 28 miljoonaa euroa (M€), josta 12 miljoonaa (43 %) oli kohdennettu kansainvälisiin ohjelmiin. Ulkoasiainministeriön (UM) maksatukset tuona vuonna PeLalle olivat 7,8 miljoonaa, joka muodosti 64 % kansainvälisten ohjelmien budjetista.

PeLan tuki on yhteisöille tarkoituksenmukaista ja hyvin linjassa kansallisten käytäntöjen sekä kansainvälisen Save the Children -järjestön ohjelman kanssa. PeLan erityinen oikeusperustainen asiantuntijuus ja lasten osallisuuden lisääminen ovat laajalti tunnustettuja. PeLa on tehokas yhteisötasolla toimiessaan, mutta politiikan tasolla vaikutukset ovat kustakin maakontekstista riippuen hajanaisempia. Tehokkuuden tavoittelu PeLan ohjelmatuen ja humanitaarisen avun hankkeissa on haastavaa johtuen hankesalkkujen hajanaisuudesta ja huomattavista hallinto- ja siirtokustannuksista. PeLan vaikuttavuus on selkeästi havaittavissa kohderyhmien - yhteisöjen ja instituutioiden - tasoilla sekä toisinaan myös politiikkatasolla.

Paikalliskumppanuuksien välityksellä ja kohdentamalla toimintaa yhteisöihin on saavutettu hyvää institutionaalista, sosiaalista ja kulttuurista kestävyyttä. Hankkeiden rahoituksellinen ja taloudellinen kestävyys on haastavampaa, koska PeLan keskittymistä suojeluun ja oikeuksiin ei aina kytketä yhteisöjen taloudellisen elinvoiman vahvistamiseen.

SCF koordinoi hyvin muitten kehitystoimijoiden kanssa, niin kehitysyhteistyön kuin humanitaarisen avun osalta. Vaikka PeLan ja Suomen edustustojen kesken vaihdetaan tietoja säännöllisesti, yhteistyö kentällä on kuitenkin jäänyt enimmäkseen rajoitetuksi.

Avainsanat: Kansalaisjärjestöt, ohjelmatuki, humanitaarinen apu, Pelastakaa lapset ry, lapsikeskeinen yhteisökehitys

REFERAT

Rädda Barnen Finland (SCF) får både programbaserat stöd (PBS) och humanitärt bistånd (HA) från finländska regeringen. Åren 2010-2016 verkade SCF i fyra regioner och nio länder och var aktiv inom global utbildning i Finland. SCF fokuserar på barnomsorg och småbarnspedagogik, barnskydd, barnets rättigheter och barnorienterat socialt skydd. År 2015 var SCF:s totala budget 28 miljoner euro varav 12 miljoner (43 %) var för internationella program. Samma år var utrikesministeriets bidrag totalt 7,8 miljoner euro, det vill säga 64 % av budgeten för internationella program.

SCF:s stöd är relevant för samhällen och ligger bra i linje med nationella riktlinjer och programmet för Internationella Rädda Barnen. Dess särskilda rättighetsbaserade sakkunskap och fokus på att barn medverkar är allmänt erkända. SCF arbetar effektivt i samhällen men på politisk nivå är inverkan mer varierade beroende av landspecifika kontexten. Det är utmanande för SCF att effektivt genomföra sina PBS- och HA-projekt på grund av fragmenterade projektportföljer och höga förvaltnings- och överföringskostnader. Det kan klart ses att SCF har en inverkan på målgrupper och samhällen, institutioner och ibland också politiska nivå.

Via lokala partnerskap och en fokus på samhällen uppnås bra institutionell, social och kulturell hållbarhet. Det är mer utmanande att uppnå finansiell och ekonomisk hållbarhet i projekt eftersom SCF:s fokus på skydd och rättigheter inte alltid länkas samman med att stärka ekonomiska livskraften i samhällen.

SCF har bra samordning med andra utvecklingsaktörer kring både utveckling och humanitärt bistånd. Trots regelbundet informationsutbyte mellan SCF och finländska ambassader är samarbetet för det mesta ganska blygsamt på ort och ställe.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, Rädda Barnen Finland, barncentrerad samhällsutveckling*

ABSTRACT

Save the Children Finland (SCF) receives both Programme Based Support (PBS) and Humanitarian Assistance (HA) support from the Finnish Government. From 2010 to 2016 SCF has worked in four regions and nine countries, and is active in global education in Finland. SCF's focus is on Early Childhood Care and Education; Child Protection; Child Rights Governance; and Child Sensitive Social Protection. SCF's total annual budget in 2015 was € 28 million, of which € 12 million (43%) was for international programmes. The Ministry of Foreign Affairs' (MFA) total contribution in that year was € 7.8 million, corresponding to 64% of the international programmes budget.

SCF's support is relevant for communities and well aligned with national policies and Save the Children International's programme. Its specific rights-based expertise and focus on child participation is well recognised. SCF is effective in working at community level, but effects at policy level are more diverse, depending on specific country contexts. Efficiency of SCF's PBS and HA project implementation is challenging, due to the fragmentation of project portfolios and considerable administration and transfer costs. Impact of SCF can be clearly seen at the levels of target groups and communities, institutions and at times, also at the policy level.

Through local partnerships and a community focus, good institutional, social and cultural sustainability is achieved. Financial and economic sustainability of projects is more challenging because the protection and rights focus of SCF is not always linked with strengthening of economic vibrancy in communities.

SCF coordinates well with other development actors, in both development and humanitarian assistance. In spite of regular information exchange between SCF and Finnish Embassies, cooperation on the ground remains mostly limited.

Keywords: *Civil Society Organisations, Programme Based Support, Humanitarian Assistance, Save the Children Finland, Child Centred Community Development*

YHTEENVETO

Tausta ja metodologia

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

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

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

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

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

Kuuden järjestökohtaisen arvioinnin lisäksi on laadittu synteesiraportti. Tämä dokumentti on Pelastakaa Lapset ry:n arviointiraportti.

PeLa on perustettu 1922, ollen vanhimpia kansalaisjärjestöjä Suomessa. 1990-luvulla PeLa liittyi kansainväliseen Save the Children -liittoon. PeLa tekee läheistä yhteistyötä kansainvälisen liiton ja sen jäsenten kanssa sekä kehitysyhteistyön että humanitaarisen avun osalta. PeLa puolustaa kaikkein haavoittuvimmassa asemassa olevien lasten oikeuksia pyrkimällä vaikuttamaan yhteisöissä vaikuttaviin asenteisiin lapsia kohtaan, edistämällä lasten pitkäkestoista hyvinvointia, ja toimittamalla hätäapua kriiseistä ja katastrofeista kärsiville kärsiviä lapsille. PeLan visio on maailma, jossa jokainen lapsi saavuttaa oikeuden elämään, suojeluun, kehittymiseen ja osallistumiseen.

PeLa toteuttaa tätä nykyä kehitysyhteistyötä ja humanitaarista apua neljällä maantieteellisellä alueella ja yhdeksässä maassa. PeLa tukee kansainvälisen liiton humanitaarisia operaatioita ja osallistuu niihin maailmanlaajuisesti. Lisäksi se toteuttaa globaalikasvatushankkeita Suomessa. PeLa on perinteisesti kattanut seuraavia temaattisia sektoreita: varhaiskasvatus, lastensuojelu, lasten oikeuksien valvonta ja edistäminen. Vuosina 2014–2016 PeLan maailmanlaajuiseen strategiaan lisättiin tärkeinä elementteinä katastrofiriskin vähentäminen ja lapset huomioiva sosiaalinen suojelu asteittain valtavirtaistettavaksi kaikkiin ohjelmatoimintoihin. PeLan vuosibudjetti kansainvälisille ohjelmille kasvoi vuosina 2010–2015 6,5 miljoonasta yli 12 miljoonaan euroon. Tämä on 43 % PeLan koko budjetista sekä kotimaisille että kansainvälisille ohjelmille. UM:n kontribuutio ohjelmatuen ja humanitaarisen avun ohjelmille v. 2015 oli 7,8 M€, muodostaen 64 % osuuden. UM:n v. 2015 ilmoittamien kehitysyhteistyövarojen leikkausten jälkeen, PeLan budjetti on tällä hetkellä jäljelleen putoamassa arviolta 11,5 miljoonaan euroon. Julkisen varainkeräyksen tehostaminen ja muiden rahoituslähteiden hyödyntäminen suurelta osin korvaavat UM:n leikkauksia.

Tässä PeLaa koskevassa arvioinnissa tutkittiin UM:n rahoittamia toimintaperiaatteita, strategiaa ja hankesalkkua niin ohjelmatuen kuin humanitaarisen avun osalta. Kenttävierailuja toteutettiin neljässä esimerkkimaassa; Etiopiassa, Nepalissa, Somaliassa ja Somalimaassa, jotka toimivat otoksina koko ohjelmakäytön ja humanitaarisen avun hankesalkun osalta.

Keskeiset havainnot ja päätelmät

Tarkoituksenmukaisuus (relevance)

PeLa on johdonmukainen osallistavien tarveanalyysien ja lähtötilanteen määrittämisen soveltamisessa yhteisötasolla ja paikalliskumppaneiden kanssa työskentelyssä. Tämä varmistaa sen, että hankkeet ovat yleisesti tarkoituksenmukaisia paikalliskontekstissa sekä paikallisille kohderyhmille.

PeLan oma strategia ja kansainväliset ohjelmat ovat yleisesti ottaen linjassa Save the Children'in maailmanlaajuisen strategian ja maastrategioiden kanssa yleisellä tasolla, mutta täydellinen yhdenmukaistaminen ei ole aina mahdollista johtuen vaihteluista strategioiden aikatauluissa kansainvälisen liiton eri tasoilla.

PeLan toiminta kohdistuu lasten osallistumisen lisäämiseen. Sen erityinen osaaminen lastensuojelussa, lasten oikeuksien edistämisessä sekä lapset huomioivassa sosiaalisessa suojelussa on ainutlaatuista ja tarkoituksenmukaista, sekä erottuu selkeästi kansainvälisessä Save the Children -liitossa.

Tuloksellisuus (effectiveness)

Hankkeen toteuttaminen kansainvälisen liiton maatoimistojen ja paikalliskumppanien kautta on yhteisötasolla yleisesti ottaen tuloksellista, muttei aina helposti mitattavissa. Haasteena on löytää oikeat indikaattorit, joilla mitata edistystä ja tuloksia, erityisesti käyttäytymiseen, yhteiskuntaan, kulttuuriin ja käytäntöihin liittyvissä muutoksissa. Kun teknistä tukea ja toimintaperiaatteellisia neuvoja on tarjottu valtiollisille instituutioille PeLan tuki Save the

Children'in maatoimistoille, on tuottanut vaihtelevia tuloksia, riippuen kunkin maan erityisestä kontekstista.

Kapasiteetin kehittäminen on hyödyttänyt paikalliskumppaneita tehokkaassa ja läpinäkyvässä hanketoteutuksessa ja -hallinnossa, mutta organisaatioiden ja instituutioiden osalta se on ollut haastavampaa.

Gender-näkökulman valtavirtaistaminen kansainvälisen liiton tiimeissä ja hallintoportaissa, mukaan lukien PeLan rahoittamissa hankkeissa, ei ole aina riittävän tasapainotettua.

Kehitysyhteistyötä ja humanitaarista apua johdetaan erillisinä, mutta ne nivoutuvat yhteen paikoissa, joissa molempia toteutetaan.

Tehokkuus (efficiency)

PeLa vastaanottaa UM:ltä ohjelmataukea johdonmukaisen puiteohjelman pohjalta. Toteuttamistasolla ohjelmatuki kuitenkin usein muunnetaan suuriksi hankesalkuiksi, jotka vaativat huomattavaa työtä suunnittelussa, seurannassa ja arvioinnissa sekä raportoinnissa. PeLan koordinaatiopyrkimykset kansainvälisen liiton sisällä ovat rajoitetussa määrin johtaneet resurssien yhdistämiseen ja yhteiseen hanketoteutukseen, kohti suunnitelmallisempaa lähestymistapaa. Save the Children'in kansainvälinen rakenne tarjoaa mahdollisuuksia lähestymistapojen synergioihin ja tukimodaliteettien järjestäytyneeseen käyttöön, lisäten hanketoteutuksen laadukkuutta ja kustannustehokkuutta. Toisaalta, kansainvälisen liiton laaja ja monikerroksinen rakenne tuo mukanaan huomattavia siirto- ja yleiskustannuksia.

Vaikuttavuus (impact)

Kansainvälisen Save the Children -liiton maa- ja kenttätoimistojen toteuttamien, PeLan tukemien kehityshankkeiden vaikuttavuus voidaan todeta kolmella tasolla; kohderyhmien, yhteisöjen ja kansallisten käytänteiden tasoilla. Vaikutukset lapsiin, perheisiin ja yhteisöperusteisiin järjestöihin ovat selkeästi havaittavissa ja arvioinneissa varmennettuja. Kansalaisyhteisön vahvistaminen keskittyy edelleen yhteisötasolle ja vähemmän kansalliselle kansalaisyhteisötasolle. Vahva vaikutus hallinnon tasolla havaittiin Somalimaassa, mutta vaimeammin Nepalissa.

Vaikuttavuuden raportoiminen tehdään liian lyhyissä ajanjaksoissa todellisten ja merkityksellisten muutosten osoittamiseksi, erityisesti kun otetaan huomioon PeLan pitkän aikavälin työn keskittyminen suojeluun ja oikeusperusteisuuteen.

Asioiden linkittäminen (connectedness) ja kestävyys (sustainability)

PeLan paikalliset kumppanuudet ja sen työn kohdentuminen yhteisökehitykseen yleisesti varmistavat hyvän institutionaalisen, yhteiskunnallisen ja kulttuurisen kestävyuden yhteisötasolla. Haasteet menestyksekkäiden mallien hyödyntämisessä johtuvat usein heikosta valtiollisen kapasiteetin tai sitoutumisen tasosta.

Humanitaarisen avun osalta käteissiirrot ovat yleensä tehokkaita ja myös toimivia köyhyyden tilapäisessä vähentämisessä, mutta vaativat seurantatoimenpiteitä ja tukea kohderyhmille yhteyden luomiseksi pidempikestoisiin rakenteisiin sekä taloudellisen elinvoiman luomiseksi yhteisötasolla.

PeLan kokemus maailmanlaajuisessa lapset huomioivassa sosiaalisessa suojelussa on merkittävää ja menestyksekkästä, joskin erityinen huolenaihe on rahoituksellinen ja taloudellinen kestävyys. PeLan tukemia sosiaalisen suojelun interventioita ei ole aina riittävästi kytketty taloudelliseen voimaannuttamiseen yhteisöissä sen varmistamiseksi, että oikeuksiin ja suojeluun keskittyviä interventioita voidaan vahvistaa rakenteellisen köyhyyden lievittämisellä ja paikallisen taloudellisen elinvoiman kohentamisella.

Johdonmukaisuus (coherence), täydentävyys (complementarity) ja koordinaatio (coordination)

PeLa seuraa järjestelmällisesti humanitaarisen avun osalta kansainvälisiä standardeja ja parhaita käytänteitä. Yleisistä hyvistä suhteista ja säännöllisestä tiedonvaihdosta huolimatta konkreettinen yhteistyö hanketasolla PeLan ja Suomen edustustojen kesken on jäänyt enimmäkseen rajoitetuksi.

Keskeiset suositukset

1. PeLan tulisi ylläpitää ja parantaa korkeatasoisia järjestelmiään ja käytäntöjään hankeidentifikaatioita ja tarvearvioita silmällä pitäen;
2. PeLan tulisi varmistaa kansainvälisen liiton kanssa, etteivät lastensuojelu ja lasten oikeuksien edistäminen katoa maailmanlaajuisesta strategiasta ja ohjelmoinnista;
3. PeLan tulisi edelleen parantaa seurannan ja arvioinnin toimintamallejaan ja instrumenttejaan saavuttaakseen selkeämmän näkemyksen pidemmällä aikavälillä havaittavista käyttäytymisen muutoksista, yhteisömuutoksista ja politiikkavaikutuksesta. Tähän tulisi liittää harvemmin toteutettavia, mutta merkityksellisempiä tulosten seurantaohjelmia ja niin ollen analyttisempää muutosraportointia;
4. PeLan olisi varmistettava humanitaarisen avun kytkentä ja seuranta kehityshankkeilla, vahvistamalla maantieteellistä ja temaattista kohdentamista;
5. PeLan tulisi investoida enemmän paikallisten kansalaisjärjestöjen organisaatiokapasiteetin kehittämiseen, jo tehtävän projektitoteutuksen suorituskyvyn kehittämisen lisäksi;
6. PeLan tai kansainvälisen Save the Children -liiton tulisi palkata enemmän naispuolisia työntekijöitä ja investoida nuorten paikallisten naistyöntekijöiden kapasiteetin kehittämiseen sukupuolten välisen tasa-arvon parantamiseksi toteuttavan henkilöstön ja hallinnon keskuudessa;
7. PeLan tulisi jatkaa Ulkoministeriön tuella pilottien kehittämistä, jotka kohdistuvat hankesalkun koordinointiin, korirahoitukseen ja hankkeiden yhteiseen toteuttamiseen, ohjelmallisempien lähestymistapojen mahdollistamiseksi hankepohjaisessa tuessa;
8. PeLan tai kansainvälisen liiton tulisi jatkaa yhteisten ja yhdenmukaisten lähestymis- ja työtapojen sekä välineiden kehittämistä laadunvarmistuksen takaamiseksi kentällä hanketoteutuksessa, samalla varmistuen että liiton rakenne on kustannustehokas ja suorituskykyinen;

9. UM:n tulisi vaatia ohjelmakohtaisen tuen vastaanottajilta suunnittelua ja raportointia kumppaneiden organisatoristen valmiuksien kehittämistä sekä kehitysmaiden kansalaisyhteiskunnan vahvistamisesta;
10. PeLan ja UM:n tulisi keskustella mahdollisuuksista pidentää humanitaarisen avun rahoituksen aikarajoja, jotta se saataisiin paremmin kytettyä kehitysaloitteisiin;
11. PeLan tulisi varmistaa, että exit- ja peräytymissuunnitelmat ovat hyvin valmistettuja ja niistä on kommunikoitu kumppaneiden kanssa. Näitä suunnitelmia ei pitäisi soveltaa mekaanisesti;
12. PeLan suositellaan kiinnittävän enemmän huomiota sosiaalisen suoje- lun elementtien rahoituksen kestävyteen CSSP-lähestymistavoissaan (Child Sensitive Social Protection), etenkin Afrikan matalan tulotason maissa; ja
13. Kansainvälisen liiton tulisi jatkaa haavoittuvassa asemassa olevien las- ten pitämistä keskiössä aina kun mahdollista ja toimien yhteistyössä paikalliskumppanien kanssa. Samoin tarvitaan aktiivisempaa tiedon- vaihtoa PeLan ja Suomen edustustojen välillä tärkeimmissä kumppani- maissa, jotta voitaisiin tutkailla mahdollisia synergioita ja yhteistyö- mahdollisuuksia Suomen valtion muiden kehitystä tukevien toimien kesken.

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, Finlands Röda Kors, Plan International Finland, Rädda Barnen Finland (SCF) 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 SCF.

SCF grundades år 1922 och tillhör därmed de äldsta CSO i Finland. År 1990 gick SCF med i Internationella Rädda Barnen (SCI). SCF arbetar intimt med SCI och dess medlemmar kring både utvecklingssamarbete och HA. SCF försvarar mest utsatta barns rättigheter genom att tala för ansvarsfulla attityder gentemot barn i samhället, främja barns långsiktiga välbefinnande och ge nödhjälp åt barn som drabbas av kriser eller katastrofer. SCF:s vision är en värld där varje barn har rätt till överlevnad, skydd, utveckling och delaktighet.

För tillfället har SCF utvecklingssamarbete och HA i fyra regioner och nio länder. SCF stöder och deltar globalt i SCI:s humanitära insatser och genomför projekt kring global utbildning i Finland. Historiskt har SCF arbetat med följande teman: barnomsorg och småbarnspedagogik, barnskydd och barnets rättigheter. I sin globala strategi för 2014–2016 tar SCF även upp katastrofriskreducering och barnorienterat socialt skydd som viktiga element som successivt ska integreras i alla programaktiviteter. Åren 2010–2015 ökade SCF:s årliga budget för internationella program från 6,5 till över 12 miljoner euro. Detta motsvarar 43 % av SCF:s totala budget för inhemska och internationella program. År 2015

var UM:s bidrag till PBS- och HA-program 7,8 miljoner euro, vilket motsvarar en andel på 64 %. Efter de finansieringsnedskärningar som UM meddelade om år 2015 sjunker SCF:s budget något till runt 11,5 miljoner. Större intäkter från offentliga insamlingar och andra finansieringskällor kompenserar till stor del nedskärningarna på UM.

Delstudien av SCF fokuserar på riktlinjer, strategier och de projektportföljer som UM finansierade (såväl PBS som HA). Fältarbete gjordes i fyra länder representativa för hela PBS- och HA-portföljen: Etiopien, Nepal, Somalia och Somaliland.

Huvudsakliga resultat och slutsatser

Relevans

SCF utnyttjar konsekvent analyser av och baslinjer för behov hos deltagare i samhällen och arbete med lokala partners. Detta garanterar att dess insatser vanligen är relevanta i lokala kontexter och för lokala målgrupper.

Vanligtvis ser SCF till att dess strategi och internationella program ligger i linje med SCI:s globala strategi och landstrategier men detta är inte alltid möjligt fullt ut eftersom tidsplanerna för strategier varierar på skilda nivåer inom SCI.

SCF fokuserar på barns delaktighet. Dess särskilda expertis på barnskydd, barnets rättigheter och barnorienterat socialt skydd är unik och relevant och klart synlig inom SCI.

Effektivitet

SCI:s landkontor och lokala partners i samhällen genomför projekt vanligen effektivt även om detta inte är alltid lätt att mäta. En utmaning är att finna rätta indikatorer som gör det möjligt att mäta framsteg och utfall - särskilt i samband med beteende-, sociokulturella och politiska förändringar. SCF:s stöd till SCI:s landkontor - teknisk hjälp och politiska råd till statliga institutioner - har mer varierande inverkan beroende av landspecifika kontexten.

Kapacitetsuppbyggnad har hjälpt lokala partners att effektivt och öppet genomföra och leda projekt men det har varit mer utmanande att bygga upp organisatorisk och institutionell kapacitet.

Könsbalansen är inte alltid tillräckligt bra i team och på administrationsnivåer hos SCI, inklusive projekt som SCF finansierar.

Utveckling och HA leds separat men är länkade samman på orter där både utvecklings- och HA-insatser genomförs.

Resursanvändning

SCF får PBS från UM på basis av en sammanhängande programram. I samband med genomförande omsätts PBS dock (ofta) i stora projektportföljer som kräver mycket arbete med att planera, övervaka och utvärdera samt rapportera. Inom SCI har SCF:s samordningsarbete i viss utsträckning resulterat i en sammanslagning av resurser och gemensamt projektgenomförande samt mer programorienterade tillvägagångssätt. SCI:s internationella struktur erbjuder möjligheter till synergifördelar i samband med tillvägagångssätt och gemensam användning av kostnadseffektiva stödfunktioner nyttiga för lyckat genomför-

ande. Å andra sidan medför SCI:s omfattande struktur med många skikt höga överförings- och allmänna omkostnader.

Inverkan

Inverkan av utvecklingsprojekt som stöds av SCF och genomförs av SCI:s land- och lokalkontor framgår på tre nivåer: målgrupper, samhällen och nationell politik. Inverkan på barn, familjer och samhällsbaserade organisationer är klar och har bekräftats i utvärderingar. Då civilsamhället stärks är fokusen främst på samhällen och mindre på nationella nivån. Politiska inverkan var stark i Somaliland medan i Nepal var den mindre tydlig.

Det rapporteras om inverkan med för korta tidsintervaller för att det ska vara möjligt att kunna peka ut verkliga och stora förändringar, särskilt om vi beaktar att SCF har en långsiktig skydds- och rättsbaserad fokus.

Samband och hållbarhet

SCF:s lokala partnerskap och fokus på samhällsutveckling garanterar vanligen bra institutionell, social och kulturell hållbarhet i samhällen. Det är ofta svårt att upprepa framgångsrika modeller på grund av dålig kapacitet eller svagt engagemang på statlig nivå.

Överföring av HA i likvida medel är vanligen ett verksamt och effektivt sätt att temporärt lindra fattigdom men förutsätter uppföljande insatser och stöd till målgrupper för att skapa ett samband till långsiktiga strukturer och ekonomisk livskraft i samhällen.

SCF har omfattande och framgångsrik erfarenhet av barnorienterat socialt skydd runtom i världen men finansiell och ekonomisk hållbarhet orsakar bekymmer. Sociala skyddsinsatser understödda av SCF är inte alltid tillräckligt bra länkade samman med ekonomisk egenmakt i samhällen för att garantera att insatser fokuserade på rättigheter och skydd stöds av åtgärder för att bekämpa strukturell fattigdom och öka lokala ekonomiska livskraften.

Samstämmighet, komplementaritet och samordning

SCF följer systematiskt internationella standarder och bästa praxis för HA.

Trots generellt bra relationer och regelbundet informationsutbyte mellan SCF och finländska ambassader i partnerländer var det konkreta projektsamarbetet för det mesta ganska blygsamt.

Huvudsakliga rekommendationer

1. SCF ska upprätthålla och förbättra sina bra system och sin praxis för att identifiera projekt och utvärdera behov;
2. Med SCI ska SCF säkerställa att barnskydd och barnets rättigheter fortsättningsvis kommer att ingå i globala strategin och planeringen;
3. SCF ska ytterligare förbättra sina tillvägagångssätt och instrument kring övervakning och utvärdering för att få bättre inblick i beteendeförändringar, samhällsutveckling och politisk påverkan på längre sikt. Detta kunde kombineras med mindre vanlig men mer betydelsefull övervakning av utfall och i motsvarande grad med mer analytisk rapportering om förändringar;

4. SCF ska se till att HA-insatser är länkade samman med och följs upp av utvecklingsinsatser genom att stärka geografiska och tematiska inriktningen;
5. Det rekommenderas att SCF investerar mer i organisatorisk kapacitetsuppbyggnad hos lokala CSO i tillägg till redan existerande kapacitetsuppbyggnad kring projektgenomförande;
6. SCF/SCI ska rekrytera mer kvinnlig personal och satsa på kapacitetsuppbyggnad bland unga lokala kvinnliga anställda för att skapa en bättre könsbalans i genomförandeteam och ledning;
7. Med stödet från UM ska SCF fortsätta att utveckla pilotprojekt kring portföljsamordning, samlad finansiering och gemensamt projektgenomförande för att säkerställa mer programorienterade tillvägagångssätt i samband med PBS;
8. SCF/SCI ska fortsätta att utveckla samfällda och enhetliga approacher, metoder och instrument för att trygga kvalitetssäkring i projektgenomförande ute på fältet och se till att SCI har en kostnads- och i övrigt effektiv struktur;
9. Av mottagare av PBS ska UM kräva att de upprättar planer för och rapporterar om organisatorisk kapacitetsuppbyggnad hos partners och stärkande av civilsamhället i utvecklingsländer;
10. Det rekommenderas att SCF och UM diskuterar möjligheter att förlänga tidsplanen för HA för att möjliggöra ett bättre samband med utvecklingsinitiativ;
11. SCF ska se till att exit- och utträdesplaner förbereds väl och meddelas partners. Sådana planer ska inte genomföras mekaniskt;
12. Det rekommenderas att i samband med barnorienterat socialt skydd fäster SCF mer uppmärksamhet vid finansiella hållbarheten för sociala skyddselement, särskilt i afrikanska låginkomstländer; och
13. SCI ska fortsätta att fokusera på sårbara barn i samband med HA-insatser och vid mån av möjlighet engagera lokala partners mer. Ytterligare behövs aktivare utbyte mellan SCF och finländska ambassader i centrala partnerländer för att utforska möjligheter till synergifördelar och samarbete med finländska regeringens övriga utvecklingsbiståndsinsatser.

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, Finnish Red Cross, Plan Finland, Save the Children Finland (SCF) 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 SCF.

SCF is one of the oldest CSOs in Finland, founded in 1922. Since the 1990s, SCF joined the Save the Children International (SCI) Alliance. SCF works closely with SCI and its members in both development cooperation and HA. SCF defends the rights of the most vulnerable children by advocating responsible attitudes towards children in society, promoting children's long-term wellbeing and providing relief to children suffering from crises and catastrophes. SCF's vision is a world in which every child attains the right to survival, protection, development and participation.

SCF currently carries out development cooperation and HA in four regions and nine countries. SCF supports and takes part in SCI humanitarian operations globally and implements global education projects in Finland. Thematic sectors historically covered by SCF are: Early Childhood Care and Education (ECCE); Child Protection (CP); and Child Rights Governance (CRG). The 2014–2016 Global Strategy of SCF added Disaster Risk Reduction and Child Sensitive Social Protection as important elements to be gradually mainstreamed in

all programme activities. SCF's annual budget for international programmes increased in 2010-2015 from € 6.5 to over € 12 million. This is 43% of the overall SCF budget for both domestic and international programmes. The MFA's contribution to PBS and HA programmes in 2015 was € 7.8 million, corresponding to a 64% share. After funding cuts by the MFA announced in 2015, SCF's budget is presently declining slightly, to approximately € 11.5 million. Increases in public fundraising and other funding sources are to a large extent compensating for funding cuts by the MFA.

In the sub-study on SCF, research was done on the policy, strategy and project portfolio funded by the MFA (both PBS and HA). Fieldwork was carried out in four representative countries Ethiopia, Nepal, Somalia and Somaliland for the overall PBS and HA portfolio.

Main findings and conclusions

Relevance

SCF is consistent in the application of participatory needs analyses and baselines at the community level and in working with local partners. This ensures that its interventions are generally relevant in the local context and to local target groups.

SCF generally aligns its strategy and international programmes with SCI's global strategy and with country strategies, but full alignment is not always possible because timeframes of strategies at different levels within SCI vary.

SCF's focus is on child participation. Its specific expertise in CP, CRG and Child Sensitive Social Protection (CSSP) is unique and relevant, and clearly noticeable within SCI.

Effectiveness

Project implementation by SCI Country Offices (COs) and local partners at the community level is generally effective, although not always easy to measure. A challenge is finding the right indicators that permit measurement of progress and outcomes, particularly in behavioural, socio-cultural and policy changes. SCF's support to SCI COs in providing technical assistance and policy advice to government institutions has more varied effects, depending on specific country contexts.

Capacity development has benefited local partners in effective and transparent project implementation and management, but has been more challenging in organisational and institutional capacity development.

Gender mainstreaming in teams and management layers of SCI, including in SCF funded projects, is not always sufficiently balanced.

Development and HA are managed separately, but are linked in locations where both development and HA interventions are carried out.

Efficiency

SCF receives PBS funding from MFA based on a coherent programme framework. However, at implementation level PBS is translated into (often) large project portfolios that require significant effort in planning, monitoring and

evaluation (M&E), and reporting. SCF's coordination efforts within SCI have to a limited extent resulted in pooling of resources and joint project implementation, moving towards more programmatic approaches. The international structure of SCI provides possibilities for synergies in approaches and corporate use of support modalities that are cost-efficient and beneficial for implementation quality. On the other hand, the large multi-layered structure of SCI entails significant corresponding transfer and overhead costs.

Impact

The impact of SCF supported development projects implemented by SCI COs and Field Offices can be seen at three levels: target groups, communities and national policies. Effects on children, families and community-based organisations are clearly notable and confirmed in evaluations. Civil Society strengthening remains largely focused at community level and less at national civil society level. Strong policy impact was observed in Somaliland, while in Nepal it was less pronounced.

Impact reporting is done with time-intervals that are too short to be able to show real and significant changes, particularly considering the longer-term protection and rights-based focus of SCF.

Connectedness and sustainability

SCF's local partnerships and its community development focus generally ensure good institutional, social and cultural sustainability at community level. Challenges in replication of successful models often exist because of weak government capacities or commitment.

Cash transfers in HA support are generally efficient and also effective in alleviating poverty temporarily, but require follow-up interventions and support to target groups to connect to longer-term structures and create economic vibrancy at community level.

SCF's experience in CSSP worldwide is substantial and successful, although a specific concern is financial and economic sustainability. Social protection interventions supported by SCF are not always sufficiently linked with economic empowerment in communities to ensure that rights and protection-focused interventions can be supported by structural poverty alleviation and increased local economic vibrancy.

Coherence, complementarity and coordination

SCF systematically follows international standards and best practices in HA.

In spite of generally good relations and regular information exchange between SCF and the Finnish Embassies in partner countries, concrete cooperation at project level mostly remained limited.

Main recommendations

1. SCF should maintain and improve its high-standard systems and practices for project identification and needs assessments;
2. SCF should ensure with SCI that CP and CRG will not disappear from global strategy and programming;

3. SCF should further improve its M&E approaches and instruments to gain more insight into longer-term behavioural change, community development and policy influencing. This could go together with less frequent but more meaningful outcome monitoring exercises, and correspondingly more analytical change reporting;
4. SCF should ensure that HA interventions are linked with and followed up by development interventions, through strengthening geographic and thematic alignment ;
5. SCF should invest more in organisational capacity development of local CSOs in addition to already existing capacity development in project implementation performance ;
6. SCF/SCI should recruit more female staff and invest in capacity development of young local female staff to achieve better gender-balance in implementing teams and management;
7. SCF should continue with the support from MFA to develop pilots directed to portfolio coordination, basket-funding and joint implementation of projects to enable more programmatic approaches in PBS;
8. SCF/SCI should continue developing corporate and uniform approaches, methods and tools to ensure quality assurance in programme implementation on the ground, while assuring the SCI structure is cost-effective and efficient;
9. MFA should include requirements for PBS recipients to plan for and report on organisational capacity development of partners as well as on civil society strengthening in developing countries ;
10. SCF and MFA should discuss possibilities to extend timeframes for HA funding to allow better connectedness to development initiatives ;
11. SCF should ensure that exit and withdrawal plans are well prepared and communicated with partners. These plans should not be applied in a mechanical way;
12. SCF is recommended to dedicate more attention to financial sustainability of social protection elements in its CSSP approaches, particularly in low-income countries in Africa; and
13. SCI should continue targeting vulnerable children in HA interventions, where possible with increased involvement of local partners. Also more active exchange between SCF and Finnish embassies in core partner countries is needed to explore possible synergies and cooperation with other development assistance actions of the Finnish Government.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic focus		
<p>All projects in the Programme Based Support (PBS) framework of Save the Children Finland (SCF) in the evaluation period have baseline studies and needs analyses. Most of the development projects are implemented together with local partners.</p> <p>Humanitarian assistance (HA) projects are mostly implemented by Save the Children International's Country Offices (SCI-COs), in consultation with local communities and partners.</p>	<p>Consistent application of community based needs analysis and preferred working modalities through local partnerships generally ensure that SCF funded development and HA interventions are relevant in the local context and to local target groups.</p> <p>SCF generally aligns its strategy and international programmes with SCI corporate strategies and programmes as well as with Country Office (CO) strategies and programmes.</p>	<p>(1) SCF should continue improving the high-standard systems and practices for project identification and needs assessments existing in the SCI organisation in order to maintain and increase relevance of its development cooperation and HA projects.</p>
SCF-specific Expertise and Value Added		
<p>SCF and SC Denmark are the only Member Organisations (MOs) funding Child Rights Governance (CRG) work in Somaliland. The share of CRG and Child Protection (CP) in SCF's expenditures is higher than the share of SCI's overall spending on these thematic areas.</p> <p>Country Offices (CO), local partners and beneficiaries interviewed are concerned about SCF ending CRG and Early Childhood Care and Education (ECCE) in Somaliland and Ethiopia.</p>	<p>SCF's specific expertise in CP, CRG and CSSP is unique and relevant. SCF's withdrawal from CRG activities might weaken this theme in the overall strategy and programming of SCI.</p>	<p>(2) SCF should integrate the relevant CP, CRG and ECCE experience in previous projects where possible into new projects and programmes in the area of CSSP as well as in projects and programmes in new countries.</p> <p>Within SCF and particularly with other likeminded Nordic MOs, SCF needs to ensure that CP and CRG will not disappear from the strategy and programming of SCI and not from SCF's portfolio and future CSSP activities in Africa.</p>

Findings	Conclusions	Recommendations
Effectiveness at Different Level of Implementation		
<p>All SCF projects visited had a strong community-based approach and in many cases local partners were involved in implementation.</p> <p>Results at community level are significant, widely reported and confirmed in evaluations. Outcomes are more difficult to measure and sometimes indicators used do not describe changes accurately.</p>	<p>SCI-COs and Field Offices (FO) are particularly effective in project implementation at the community level. In most development projects project implementation by partners was also effective.</p> <p>A challenge in Monitoring & Evaluation (M&E) practices is finding the right indicators that permit measurement of progress and outcomes, particularly in behavioural, socio-cultural and policy changes. SCI-CO's and FO's effectiveness in providing technical assistance and policy advice to government institutions is more varied.</p>	<p>(3) SCF should coordinate within SCI the further improvements in M&E approaches and methods that allow them to gain more insight into longer-term behavioural change and community development processes as well as in policy advice and advocacy trajectories.</p> <p>This in-depth investment in improved outcome measurements should go together with less frequent outcome monitoring exercises to make them more meaningful to describe longer-term transformative changes.</p>
Results of HA Interventions		
<p>HA projects are planned for short durations (Nepal 4 months, Somalia-Baidoa 6 months, Iraq 9 months). Some short-term benefits of HA interventions have disappeared over time with changing climate conditions (Nepal). In chronic crises (Somalia, Iraq) some beneficiary resilience was built in short-term interventions, but sustainability not ensured.</p> <p>HA projects in the SCI-CO portfolio during the drought in Somaliland and Ethiopia were linked with development interventions, including those funded by SCF. However, SCI-Ethiopia has separate HA managers and staff, and projects are separately managed and implemented.</p>	<p>Due to the short duration of humanitarian interventions, by design, it is more challenging to produce long-lasting results. On the ground, particularly in more protracted and recurrent disaster situations, humanitarian and development interventions are linked in the same locations and with the same target groups. However, at the organisational planning and management level they are largely separate.</p>	<p>(4) SCF should increase its efforts to ensure that HA interventions can be more effectively linked with and followed up by development interventions by strengthening the geographic and thematic alignment of development and humanitarian interventions.</p>

Findings	Conclusions	Recommendations
Capacity Development		
<p>SCI has an organisational capacity development strategy that consists of three pillars; a) project-related capacity development; b) organisational capacity development; and c) strengthening external linkages. Capacity development is generally a function of project implementation and management.</p> <p>Partners regularly indicated that SCI was not sufficiently supporting them as partners and felt they were sometimes treated as sub-contractors.</p>	<p>Capacity development has particularly benefited performance of local partners in improving effective and transparent project implementation and management. It has proved to be more challenging to support partners in institutional capacity development and in strengthening lobbying, advocacy and networking capacities. SCI's strong presence and capacity in relation to HA has to some extent overshadowed the possibility of supporting local partners in becoming more involved in humanitarian work.</p>	<p>(5) SCF should increase its current investments in capacity development and strengthening of local civil society organisations. This can be done by complementing its efforts in capacity development of local partners with more organisational capacity building, including exchange, learning, networking, and advocacy at national and international level. In its HA supported interventions, SCF should promote the involvement of more local partners to implement projects and invest in their capacity development in this area.</p>
Gender Balance		
<p>ECCE team in SCI-Ethiopia has no female staff at all in the project implementation and management.</p> <p>The SCI Somaliland FO in spite of considerable effort did not succeed in getting many women in the team, but in CRG and CP there were two female members.</p>	<p>At the level of the implementing COs and FOs gender-balance in the teams and management layers is sometimes very unequal. This poor gender balance limited the effectiveness in reaching out to all target groups, with good quality support.</p>	<p>(6) SCF and SCI should increase their level of effort to recruit female staff and invest in training and capacity development of particularly young local female staff in order to ensure that the gender-balance in teams will become more equal, even in more challenging cultural contexts.</p>
Programme's Strategic Design and Fragmentation		
<p>Portfolio of SCF has 47 PBS projects and 6 HA projects. PBS project duration is from three to six years, but PBS commitments are for a maximum of 3 years and thus are challenging longer-term planning of outcomes. Fragmentation of project portfolio of SCF is multiplied at country level, where COs manage many small projects funded by different MOs often in similar themes.</p> <p>Nordic portfolio in Ethiopia is an interesting initiative towards coordination and cost-savings, but it has not yet resulted in concrete results.</p>	<p>MFA's funding is provided to SCF based on a PBS programme that is coherent and relevant. However, at the implementation level on the ground the SCI's structure, in which different MOs support different projects in different countries, causes PBS to be translated into project-specific support.</p> <p>Efforts have not yet resulted in more coordination and pooling of resources in larger programmes, which would achieve more efficiency in programme implementation.</p>	<p>(7) SCF should continue to explore and develop pilots that are geared towards more portfolio coordination and joint funding and implementation of projects with the context of SCI at the global level.</p> <p>SCF should explore with MFA what are possibilities to allow MFA co-funding in basket or pooled funds to enable more programmatic approaches in development projects and quicker and better coordinated humanitarian responses.</p>

Findings	Conclusions	Recommendations
Impact at Level of Target Groups, Communities and Policies		
<p>Projects on the ground are implemented at the end of several transfer layers in a chain. This chain is: MFA-SCF-SCI (with regional SCI offices) - SCI/CO- SCI/FO-local partners. The evaluators estimate that between 35 to 45% of funds are needed for administration and transfer costs.</p> <p>The support structure of SCI (including regional offices) enables the provision of TA and backstopping to local project implementation.</p> <p>SCI's and SCF's RBM tools are excellent, adapted to the context and cover most contingencies. These instruments are: needs assessments, baselines, targeting, verification, KAP surveys, post-distribution monitoring (PDM).</p>	<p>The international structure of SCI on the one hand provides the possibility for synergies in approaches and corporate use of support modalities that are cost-efficient and beneficial for quality of implementation such as RBM and M&E instruments and technical assistance. On the other hand this structure also entails many management and administration layers in the organisation with significant corresponding transfer and overhead costs.</p>	<p>(8) SCF and SCI are recommended to proceed in developing corporate and uniform approaches, methods and tools for: design, planning, implementation as well as monitoring and evaluation of projects in its quality development and assurance strategy.</p> <p>At the same time SCI is recommended to investigate methods and potential structural changes, which would allow for a decrease in administration and transfer costs in its multi-layered organisation. This is needed in order to allow for more funding and technical assistance to be channelled to local partners and communities.</p>
Civil Society Strengthening		
<p>SCI's partnership policy and capacity development approach show that SCI/SCF pays significant attention to capacity development of CSO and government partners. Partners are strengthened, particularly in project implementation.</p> <p>Strengthening partners in civil society (networking, lobby and advocacy) was more difficult, particularly in the more restrictive countries of Ethiopia and Nepal.</p>	<p>In the light of the projected outcome of "vibrant civil society" in the theory of change of the CSO funding channel, Civil Society strengthening remains focused at the local level. Not much information is provided in reports on organisational capacity development and strengthening of civil society.</p>	<p>(9) MFA should include more specific and explicit requirements for PBS recipients to plan for and report on how these CSOs are supporting organisational capacity development of specific partners and civil society strengthening at community, national and international level.</p>
MFA's Timeframes for PBS and HA Funding		
<p>The CP and CRG intervention are oriented to behavioural, social and institutional changes and they take long time to materialise. The CP and CRG projects were evaluated positively, but there were concerns with continuity.</p> <p>HA interventions observed in Somalia were very short-term and in one case not connected to longer-term development interventions.</p> <p>Long-term timeframes or ex-post evaluations were not applied for gaining insight into longer-term changes.</p>	<p>The project timeframes of PBS funding, but particularly of support from the HA window are too short to produce impact at the level of community and civil society development, although outputs are generally achieved, and in the case of HA temporary relief is provided. The short term and small size of the projects also cause that outcomes and impact reporting is done with time-intervals that are too short to be able to show real and significant changes.</p>	<p>(10) SCF (and other CSOs that receive HA funding from MFA) should discuss with MFA the possibility of extending timeframes for HA funding and/or to allow more flexibility in reorienting development (PBS) funding to HA interventions, where HA interventions are done in development project locations.</p>

Findings	Conclusions	Recommendations
Social, Cultural and Institutional Sustainability		
<p>In projects in Somalia, SCI/SCF has worked with local implementing partners; in Ethiopia this was done in most locations but not always.</p> <p>The exiting of SCF from the CRG and CP project in Somalia, and from the ECCE project in Ethiopia was quick and at the time of the evaluation not all target groups and stakeholders were aware of the situation.</p> <p>Project evaluations in Somaliland and Ethiopia, and visits in this evaluation showed that structures and mechanisms built in communities still depend largely on SCI's funding and support, in spite of close cooperation with government (that often have low capacity of commitment).</p>	<p>SCF's and SCI's partnership approach (working with local partners, where possible) and its community development focus generally ensure good institutional, social and cultural sustainability at the community level. Although sustainability at the community level is strong in rolling out and replication of successful experiences and local models, challenges still remain because of the weak government capacities and sometimes also due to the lack of commitment of national governments (more rarely of local governments).</p>	<p>(11) Exit and withdrawal plans from projects by SCI-MOs, such as SCF, should be well prepared and communicated with partners. Rapid ending of projects should be avoided and partners should be given sufficient time to adapt, and other local stakeholders should be timely informed that projects will be ended and MOs will exit. Good and realistic exit and withdrawal plans should not be applied in a mechanical way.</p>
Financial Sustainability		
<p>SCF has long-term, successful and well documented / studied CSSP projects in several Asian countries. Also a study in indicated favourable results of Social Protection (SP) programmes and good conditions for SCF to step in with CSSP.</p> <p>CSSP programmes depend on commitment and capacities of governments to embed such programmes for the longer-term viability. This requires tax income or long-term donor support.</p> <p>SCF and SCI do not have mixed and integrated projects that combine SP and CSSP for the poorest of the poor or integrate economic interventions with other type of target groups.</p>	<p>SCF's experience in bringing in CSSP in SP programmes and projects in South Asia is substantial and this experience has shown that CSSP within SP programmes has been efficient and effective. A concern remains on the sustainability of these CSSP (and SP initiatives in general). The project planning documents and also available evaluations do not provide much attention to financial sustainability of SP programmes through national governments that often depend on international donor support. Combined approaches of protection and economic empowerment of target groups are not sufficiently applied in the SCF project portfolio (and possibly not in the entire SCI portfolio) to ensure that rights and protection focused interventions can be sustained, based on structural poverty alleviation and local economic dynamism.</p>	<p>(12) SCF is recommended in the further replication of its CSSP projects in African countries and for the continuation of these projects in South Asia to dedicate more attention to financial sustainability of SP elements in CSSP programmes, even while recognising that SCF is not funding the SP components in these programmes. More attention is also needed for creating more economic dynamics in local communities to alleviate poverty and realise economic growth. While CSSP should benefit the poorest of the poor, economic development interventions should clearly target different target groups in communities and use different support modalities. SCF should try to look for complementarity with other actors (inside and outside SCI) to ensure that economic vibrancy is created in communities where SCF is supporting CRG, CP, ECCE and/or CSSP interventions.</p>

Findings	Conclusions	Recommendations
Coherence, Complementarity and Coordination		
<p>The SCF funded HA interventions did structurally rely on close cooperation and coordination with other INGOs and on sharing information with cluster partners, doing joint assessments etc.</p> <p>SCI is a well-recognised player in HA and often takes the lead in coordinating child related issues in HA interventions.</p> <p>SCI structurally cooperates with external partners, such as UNICEF. This coordination is not always focusing on Finnish policy priorities.</p> <p>SCF and embassies in Finnish partner countries exchange information, but active cooperation only happens occasionally (e.g. in Myanmar and Zambia).</p> <p>Embassies in core partner countries have limited resources to coordinate and follow-up.</p> <p>CSO partners are managed from Finland and embassies are only indirectly involved.</p>	<p>SCI systematically follows international standards and best practices in humanitarian interventions.</p> <p>In spite of efforts to exchange information between SCI/SCF and Finnish Embassies in core partner countries, concrete coordination and cooperation at the project level remain limited, although occasionally happen.</p>	<p>(13) SCI is recommended to maintain and nurture its mandate as a provider of humanitarian assistance targeting vulnerable children. SCF and SCI should recognise that coordination and cooperation mechanisms in HA interventions can still become more inclusive and local CSOs can become more active in implementation of HA interventions.</p> <p>More active exchange between SCF and Finnish embassies in core partner countries is recommended. MFA and embassy staff should be more proactive to explore possible synergies and cooperation with other portfolio's and support programmes of the Finnish Government.</p>

1 INTRODUCTION AND BACKGROUND TO THIS EVALUATION

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

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

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

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

These organisations are:

- Fida International
- Finn Church Aid
- Finnish Red Cross

CSOs are important in Finnish development cooperation.

- Plan International Finland
- Save the Children Finland (SCF)
- 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 fundraising 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 SCF.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

The objective of evaluation is to analyse the results achieved by the CSOs, based on six sets of evaluation criteria. These criteria are specified in the Terms of Reference (ToR) of this evaluation, and reflect the language and concepts of the evaluation community as defined by the Organisation for Economic Cooperation and 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' PBS and HA programmes from the point of view of their own objectives and management systems, and the way in which the CSOs respond to the MFA's objectives under PBS and HA. It also covers the way in which the MFA provides an appropriate framework to achieve this.

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

Evaluation covers PBS and HA support of MFA.

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.

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:

CSOs are involved in development and humanitarian actions.

CSOs combine advocacy and Service delivery.

Generic Theory of Change focuses on the role of civil society in development.

In ToC, assumptions apply to achieve change.

Evaluation Matrix was used to respond to evaluation questions.

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

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

2.2.3 Evaluation Matrix

The ToC provides a framework for the evaluation. The reports have reconstructed individual ToCs for all of the six partner organisations, based on each organisation's results chain, supplemented with a close reading of programme documentation. The findings established for each programme were assessed in relation to the logic of their organisation. This is complemented by the 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 (see Annex 4) questions 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 evaluation matrix 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.

Evaluation followed mixed methods approach.

Field visits were conducted to complement desk-study.

Fieldwork on SCF was done in Somalia, Somaliland, Ethiopia, Kenya and Nepal.

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.

SCF specific sampling of projects and countries

Somalia/Somaliland and Ethiopia were selected for extensive fieldwork. Site visits were made to three different locations in Somaliland, two in Somalia, two in Ethiopia. In Nepal a shorter visit with a limited number of interviews was conducted. The selection of these countries was based on the following criteria: representativeness of the specific country and supported projects for the SCF portfolio; combinations of development and humanitarian interventions (in and between countries); preference for Finnish core partner countries, to enable research on complementarity of actions and instruments; and travel-time and logistics and safety situation.

In the field study countries, all currently active projects were included in the field-research in Somaliland, Somalia and Ethiopia. In Nepal it was possible to only conduct a visit to one project location and due to time restrictions no full analysis of the project was conducted, but some more general insights from it were included in the overall analysis.

In addition to the country visits, two additional visits were realised to the Somalia Country Office (CO) in Nairobi and the Regional Office (RO) of Save the Children International (SCI) in Nairobi, to meet with national (Somalia-level) and regional level staff. At the regional level, one SCF advisor on Child Protection (CP) was interviewed and later by Skype a second SCF advisor was interviewed on Child Sensitive Social Protection (CSSP) issues.

Evaluation methods and tools

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

1. Document review

During the inception and implementation phase the SCF Sub-Team analysed available documents including MFA's general policy documents, and documents specific to the PBS framework agreements and to HA support; SCF's policy, strategy and project specific documentation; SCI's global policy and strategy documents and corporate approaches and methodological guidance notes; SCF's country offices' strategy and project specific documents; and background and contextual information on countries visited (e.g. policy documents, information on similar projects and actors, background information and evaluations). The document review was complemented with website reviews of SCF and its international network, and of websites with country or thematic

specific background information. 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, SCF 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 SCF. 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 SCF. This was presented in a Briefing Note shared with the MFA and SCF prior the field mission.

During the country visits, interviews and FGDs were organised with key-respondents, representing target groups, local Community Based Organisations (CBO), Implementing Partners (IP) and other CSOs, and government officials at the local, regional and national level. Management and implementing staff of SCI-CO and Field Offices (FO) were interviewed. Project level site visits were made to three different locations in Somaliland, two in Somalia, two in Ethiopia and one in Nepal. In each location, several interviews and FGDs were conducted at least with the following stakeholders: beneficiaries (children and their parents/caregivers); IPs, CBO, local authorities and leaders. Due to safety reasons, location visits in Somalia had to be restricted to visiting FOs of SCI. Staff of SCI, and key informants and beneficiaries were invited to safe locations to be interviewed.

In the end of the field missions, debriefing meetings were organised with SCI-CO and FO staff to discuss preliminary findings and obtain additional information. Where debriefing meetings could not be organised, the evaluators resorted to written debriefing and validation notes that were submitted to SCI-CO and RO staff members. A limited number of additional interviews with key informants, who were not available in the COs or RO at the time of the field visits, were conducted by Skype. The list of key informants interviewed in the evaluation process is provided in Annex 2.

3. Debriefing and Validation Meetings

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

The additional research following the debriefing and validation meetings with SCF at country and global level focused particularly on three aspects:

Debriefing meetings were conducted at end of fieldwork.

Analysis of findings in different steps and thorough cross-checking.

- Cash transfers and Food Security and Livelihood (FSL) components in Humanitarian Assistance projects and CSSP experiences of SCF in Asia and the plans for replicating these experiences in Africa;
- The partnership policy and approach of SCI and specific capacity development initiatives in which SCF has been involved in the past years; and
- Coordination with external partners and particularly Finnish Embassies in core partner countries.

This additional research has also taken into account documents and experiences of SCF in other the field study countries selected for the CSO2 evaluation.

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 SCF's project portfolio in the evaluation period. This analysis also looked at the insertion of SCF's portfolio and support in the international network;
- ToC analysis: based on the CSO2 initial global ToC developed during the inception stage of this evaluation, the ToC of SCF and its international network was analysed. This analysis led to a reconstruction of a ToC that the evaluators considered representative for the "de facto" ToC of SCF;
- Descriptive analysis of the CSO's positioning: a tool was developed to be able to arrive at a quick descriptive assessment of SCF in the CSO2 evaluation. Organisations were described through six dimensions: 1) advocacy work; 2) attention to SCF'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 SCF's staff and the evaluators conducted this descriptive analysis. The possible differences in descriptions were subject to further discussion with SCF 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 SCF-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 undertaken with particular groups in Finland. There are no impact assessments done on the global education or development communication.

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

2.4.2 SCF specific limitations

SCF Sub-Team faced some challenges specific to the Somalia (South Central; Mogadishu and Baidoa) visit due to the security situation in the country

A limitation in the evaluation was that only a few countries could be visited.

In SCF study, research in Somalia and Ethiopia was difficult due to security situation.

(partially structural but also specific to the pre-electoral national dynamics and increased activity of Al-Shabaab). As a result of these limitations:

- It was not possible to visit HA activities in camps and communities in South Central Somalia and only interviews could be conducted at central sites with a limited number of beneficiaries, stakeholders, SCI staff and partners involved; and
- The security situation in Mogadishu did not enable local beneficiaries and stakeholders to come to the airport compound in Mogadishu for interviews. As a result, the first analysis on HA activities supported by SCF in Somalia was not yet complete and had to be complemented at a later stage.

Also in Ethiopia the team encountered travel restrictions, due to a Government ban on travel outside the immediate circle of Addis Ababa. However partners were visited in Addis Ababa, and project-site visits were conducted in Addis and the Southern Nations, Nationalities, and Peoples' (SNNP) region, where at the time of the evaluation, travel by plane was possible. The partner-meetings and site visits in Ethiopia were sufficiently representative to allow a full analysis and assessment of the Early Childhood Care and Education (ECCE) project in this country.

3 CONTEXT ANALYSIS

3.1 Finland's Policy for Support to Civil Society Organisations

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

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

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

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

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

CSO are the engine of social change.

PBS modality of MFA exists since 2003.

Finnish ODA by CSOs steadily increased until 2014.

MFA recognises importance of CSOs .

Increasing emphasis on Results Based Management.

And on human rights based approach.

Main objective of HA is to save lives.

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

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

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

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

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

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

chaotic situations. The HA guidelines do not stipulate objectives but rather types of activities that fall within traditional humanitarian sectors.

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

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

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

3.2 Description of Save the Children Finland

3.2.1 General

SCF (Pelastakaa Lapset/Rädda Barnen in Finnish and Swedish) is a non-profit, non-governmental organisation (NGO) founded in 1922 when President K.J. Stahlberg's wife Ester started making efforts to find foster homes for children orphaned as a result of Finland's civil war in 1918. During the post-war period and after that SCF grew domestically with activities on behalf of vulnerable children and started to branch out internationally. Since the 1990s, SCF has been a member of the SCI Alliance. Annex 7 presents a detailed description of SCI, including a detailed analysis of global strategy, priorities and budget and expenditures.

SCF works closely with SCI in both development cooperation and humanitarian assistance.

SCF does not operate through its own staff, but provides technical assistance and backstopping through its advisors. Implementation is the responsibility of COs, or in the case of India (which is a MO of SCI) it is the responsibility of that member. SCF has thematic advisors to support and advice on the imple-

Good HA is based on a flexibility in decision making and firm adherence to policies and norms.

CSOs active in development and HA are often part of large networks.

SCF was founded in 1922.

SCF member of Save the Children International.

SCF defends rights of most vulnerable children.

SCF has strong support base in Finland.

SCF currently active in 4 regions and 9 countries.

mentation in its priority countries (development). For humanitarian projects it generally hires and deploys staff and technical advisors to support a specific HA project in a given country, such as for example in Lebanon and Somalia.

SCF works to defend the rights of the most vulnerable children in accordance with the UN Convention on the Rights of the Child, by advocating responsible attitudes towards children in society, promoting children’s mental and physical wellbeing on a long-term basis, and doing relief work internationally to help children suffering from crises and catastrophes. SCF’s vision is a world in which every child attains the right to survival, protection, development and participation.

In Finland, SCF is a specialist in foster care and adoption. In addition, it provides municipalities throughout Finland with open and social welfare support family services related to child protection. It also supports municipalities and families with diverse expert services. SCF’s Child Protection (CP) services offer municipalities the opportunity to strengthen and complement their own child protection activities with services that feature versatile content and are provided by experienced specialists.

SCF is a strong fund-raiser in Finland. It finances its national activities by drawing on its own fund-raising (collection campaigns and sales operations), donations, individual and corporate sponsors, membership fees, financial aid from the Finnish Slot Machine Association RAY, and proceeds from services delivered to municipalities, among other sources of funds. The organisation’s operations comprise a wide range of activities, such as voluntary work, child sponsoring activities, emergency relief work for children, children’s holiday home, family placement and children’s home services in different parts of Finland.

SCF currently provides development and humanitarian support to four regions and nine countries. SCF supports and takes part in SCI humanitarian operations globally. The countries that were supported by SCF from 2010 to 2016 with MFA funding can be seen below. SCF has also funded activities in other countries or at the regional level with other funding sources.

Table 1: Countries covered by SCF with MFA funds in the period 2010–2016

Africa		Asia	Middle East/ Eurasia
Burkina Faso	Mali	Bangladesh	Lebanon
Ethiopia	Somalia (including Somaliland)	India	Iraq
East Africa Regional	West Africa Regional	Nepal	
Kenya		South Asia Regional	

Source: Data provided by MFA to evaluation team in September 2016. Countries in bold have both PBS and HA funded support activities and countries in italic only humanitarian activities.

SCF’s work is guided by the common objectives of SCI, and it operates in all the poorest and most fragile states in the world to improve the situation of the most vulnerable children. SCF is active in Middle Income Countries (e.g. Bangladesh, India, Kenya, Lebanon, Iraq) and Low-Income Developing Countries (Burkina

Faso, Ethiopia, Mali, Somalia). It supports work in countries in conflict: Iraq (only HA), Mali and Somalia (both development and HA). In low-income countries, such as Nepal (earthquake) and Ethiopia (drought) SCF has provided HA after disasters, usually in combination with development support.

In addition to activities in both development and humanitarian projects in the countries above, SCF also implements global education projects in Finland. In more recent years this has not been done with MFA funding support, but with SCF's own funds.

SCF has historically been mainly active in the education sector through Early Childhood Care and Education (ECCE) (e.g. in Ethiopia), in Child Sensitive Social Protection (CSSP) in South Asia (particularly in India and Nepal) and in the smaller sectors of CP and Child Rights Governance (CRG) (e.g. Somaliland).

In the 2014-2016 Global Strategy of SCF, in addition to the themes mentioned above, more attention was introduced on Disaster Risk Reduction (DRR) and CSSP. These elements are being gradually mainstreamed in all project and programme activities. SCF is currently developing new project proposals on CSSP in Somaliland, Zambia, Nepal and the Philippines.

In the new 2017-2021 global programme document, SCF states it is contributing to achieve the SCI's major breakthroughs for 2030:

- No child under five dies from preventable causes;
- All children get good quality basic education; and
- There is zero tolerance of violence against children.

SCF is a partner of European Civil Protection and Humanitarian Aid Operations (ECHO) and is active in HA in response to disasters, assisting children and their families to survive and recover. SCF's humanitarian projects focus on child protection and child-sensitive social programming in emergencies aimed at delivering a temporary impact on the situation of children.

According to Save the Children Finland revised strategy 2014-2016 priority themes for Save the Children Finland for 2014-2016 are: Child Protection, Child Rights Governance, Inclusive Education, Child Sensitive Social Protection and Disaster Risk Reduction. In the MFA funded partnership programme SCF concentrates on three main themes: Child Protection, Child Rights Governance and Inclusive Education. DRR has been mainstreamed into all MFA partnership programme projects. In addition child-sensitive social protection is integrated into majority of the projects.

Analysis of budget and expenditures of SCF

The annual budget for SCF's international programmes showed a decrease from € 6.5 million in 2010 to € 5.6 million in 2012. However, from 2012 it more than doubled to over € 12 million in 2015. The budget for 2016 was slightly lower than the previous, as shown in Figure 1.

SCF also active in global education.

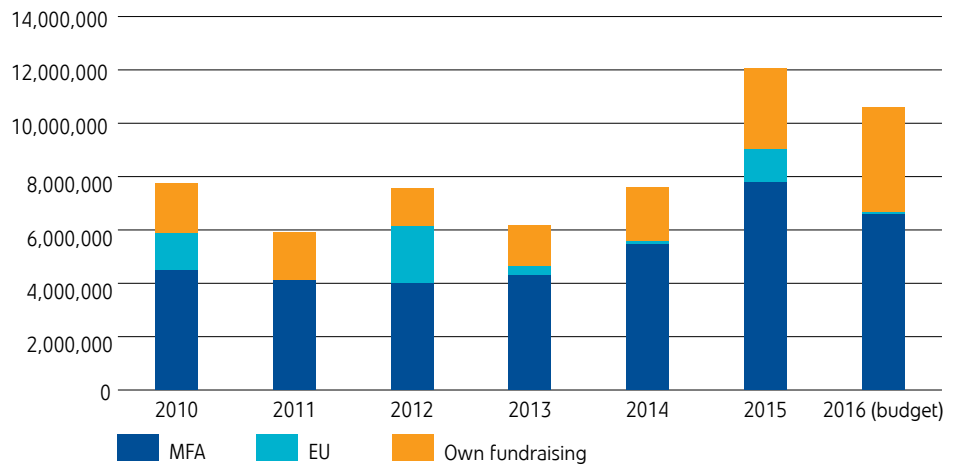
SCF contributes to achieve major breakthroughs in 2030.

In PBS, SCF's focus is on Child Protection, Child Rights and Education.

SCF's budget after steady increase until 2015, decreased slightly in 2016.

SCF was able to decrease dependency on MFA funding.

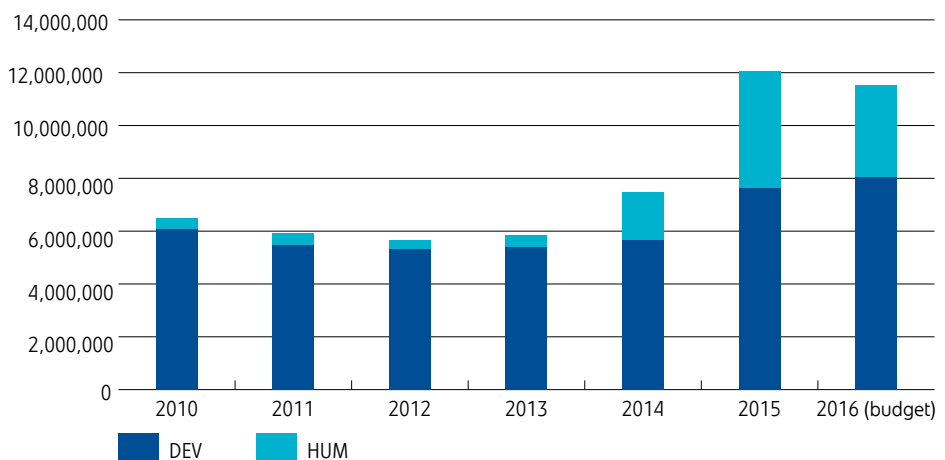
Figure 1: SCF's total income (€) according to main funding source in period 2010–2016



Source: SCF, 2016c, and overviews provided by SCF (Sept 2016).

The sharp increase in 2015 was caused by SCF receiving more funding from all three of its main sources - the MFA, the EU and own fundraising activities. The decrease of budget in 2016 is mainly caused by the budget cuts of the MFA in 2016. SCF's own fundraising showed an increase in 2015 and 2016. The share of MFA's PBS funding in the overall international programme budget has been oscillating around 70%, but showed a decrease to 64% in 2015 and a further decrease to 57% in 2016. This illustrates that SCF has been able to decrease its dependency on the MFA. While there was some limited EU funding for development projects in 2010 and 2012, a new structural feature in the SCF income portfolio is EU-ECHO funding for HA in 2015 and 2016. The expenditures of SCF's development and humanitarian work over the same period are presented in Figure 2.

Figure 2: SCF's total expenditures (€) on development and HA projects in period 2010–2016

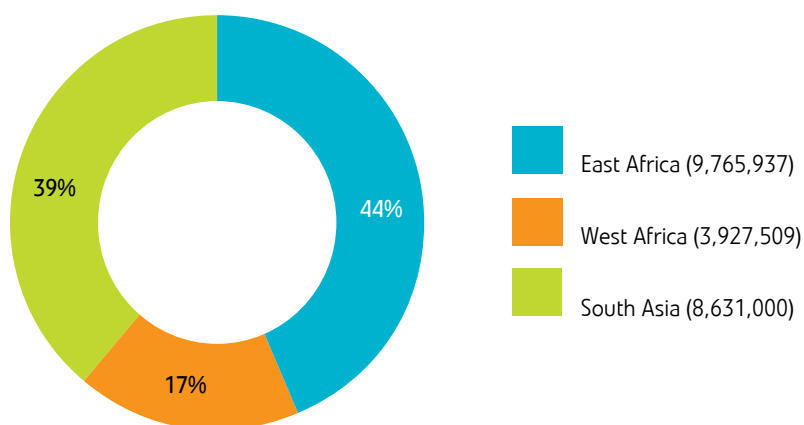


Source: SCF, 2016c, and overviews provided by SCF (Sept 2016).

Distribution of expenditures over development projects and HA shows that most of the portfolio of SCF is developmental. In the period 2010–2013, the share of humanitarian spending by SCF was less than 8%. However, since 2014 the humanitarian spending has increased sharply. This was partly done using MFA funds and partly with the increased own fundraising for HA. The increase of expenditure in 2015 was even sharper due to the approval of ECHO projects. In 2015 approximately 37% of the total budget was spent on HA, and slightly decreased to 30% in 2016. This development of spending shows that SCF, since 2014 and particularly since 2015 has become more strongly aligned to its humanitarian mandate.

Figure 3 shows that SCF has been funding development and HA work in three regions.

Figure 3: SCF’s total expenditures (€) of development and HA projects per region in period 2010–2015



Source: Expenditure tables provided by SCF (Sept. 2016).

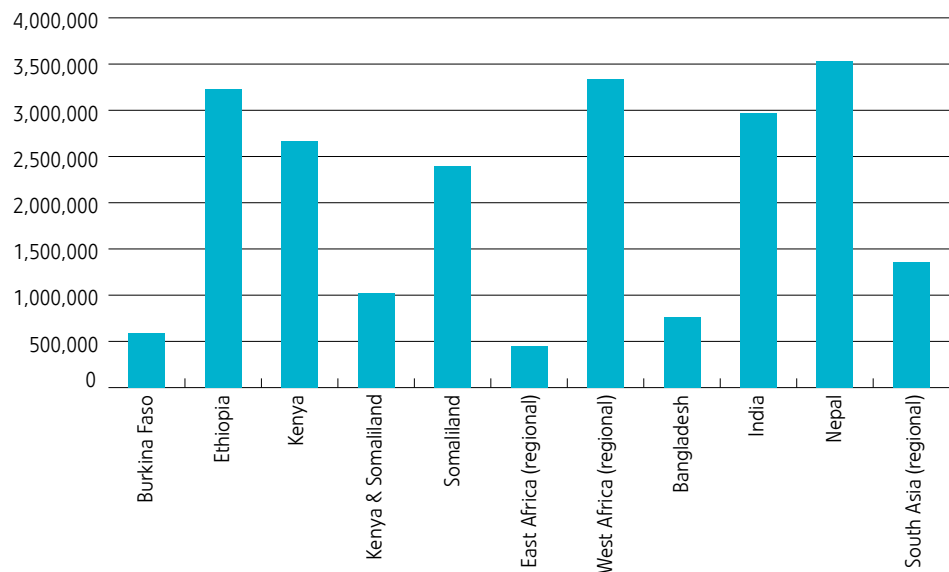
East Africa absorbs most of SCF funding with 44%, followed by South Asia. West Africa is significantly smaller. The funds are allocated to country-specific projects, one two-country project and regional projects as shown in the Figure 4.

Focus of SCF is on development but HA increased since 2014.

Most of SCF’s support goes to East Africa.

Largest SCF countries are Nepal and Ethiopia.

Figure 4: SCF's total development and HA expenditures (€) per country in period 2010–2015



Source: Expenditure tables provided by SCF (Sept. 2016).

The greatest country-level spending is in Nepal and Ethiopia, followed by Kenya and Somaliland. The regional programme in West Africa is also large (the second biggest in the whole portfolio). In addition to the large regional West African programme (in six countries, including Burkina Faso) there is spending in only one specific country. The regional programmes in East Africa and South Asia are relatively small and focused on three countries in each region. This analysis shows that SCF's regional spread in SCI's overall geographic portfolio is quite focused with only seven countries (and an additional five countries that participate in the West Africa programme).

Organisational and Management Structure

SCF's highest decision making authority is its General Assembly. The General Assembly meets every second year, where the members of SCF have the right to participate. In addition, SCF has a central council that meets at least semi-annually. The Council consists of 21 members around Finland. The Central Council makes the decisions on constitution and membership fees, validates the strategies and budgets of SCF, selects the auditors and approves the financial statements and annual reports. The Central Council also chooses the members of the Executive Board for two years at a time.

The Executive Board comprises of a Chairman, two Vice Chairmen, seven other members and one representative of the staff. The Executive Board's mandate is to: implement the Assembly and Council decisions; to propose annual action plans and budgets to the Council; to ensure that the finances and property are being managed adequately; to make decisions over movable property; to prepare an annual report and financial statements for the Council; to prepare the strategies; to appoint and dismiss senior staff of SCF; and to set up working groups of experts, if necessary.

The Secretary General has the overall responsibility for day-to-day operations and functions of SCF. The current General Secretary has been in charge of SCF since 2003. The Senior Management Team (SMT) of SCF consists of the Secretary General, Director of International Programmes, Finance Director, Director of Child Protection Services and Director of Civic Activities. SMT meets on regular basis. The minutes are maintained on SCF's intranet.

The International Programmes Director manages SCF's international cooperation portfolio. The international team consists of five Grants and Business Development Managers (until 2013 called programme managers) who are in charge of specific areas. There are also persons in charge of the humanitarian work, advocacy, public relations and programme assistance. SCF also has seven Technical Advisors, out of whom five are based in the field and two in Helsinki. All of them support development and humanitarian projects. The TA team is managed by the Head of Programme Development & Quality who reports to the Programme Director. The finance department is managed by the Finance Director. The department consists of a finance controller, chief accountant, two accountants, human resources and IT.

In total, SCF employs about 210 staff of which, in 2015, about 20 were international programme personnel. Most of these employees are not based in Finland and are not Finnish. Many of them are hired on a contract basis for the implementation of SCF funded projects. All grants and business development staff are based in Finland and technical advisors are based in both Finland and in the regions and countries of work. Personnel working in SCF funded projects in the country offices have their salary fully or partly paid by SCF, through the project budgets.

Globally, SCF works to a significant degree through partners including CSOs, NGOs, communities, governments, multilateral organisations and bilateral institutions. Activities are implemented in cooperation with local governance or through partner organisations.

SCF's strategic plans are to a certain extent harmonised with SCI's global strategy and with specific country-level strategic plans. However, timeframes of the different strategic and operational plans at the different SCI levels are not fully aligned and this poses limitations in aligning strategies of SCI, SCF and specific COs. The SCI strategic plan, for example covers a four-year period and this period does not dovetail with SCF's three-year planning cycle, which is also related to the MFA's CSO framework agreements. MFA will possibly change its funding cycles to four years, starting in 2018. SCF believes this will streamline strategies, objectives and activities to a certain extent, once the funding cycles start in the same year, though reporting over different periods may remain a problem.

Due to recently decreased funding from the MFA, SCF has been forced to cut down the number of countries it works in. It has decided to retain country operations in Burkina Faso, Nepal, Somalia and the Philippines and to start new CSSP support in Zambia. Its decision for the latter was based on different factors: there is a need to build country capacity in CSSP; Zambia is a priority country of the Finnish Government and there are good prospects for cooperation with the Finnish Embassy; prior activities supporting CSSP; and the pos-

In 2015, SCF employed 210 staff, most of them in projects in developing countries.

SCF usually works with local implementing partners.

SCF strategy is harmonised within SCI.

MFA funding cuts caused SCF to limited number of countries.

Four Outcomes:
 - access to services
 - pro-child policies
 - strong civil society and communities
 - children empowered

SCF portfolio (2010-2016) has 47 projects.

SCF in 2010-2016 was active in 11 countries.

sibility of supporting the local integration of refugees in conjunction with the United Nations High Commissioner for Refugees (UNHCR). HA is likely to be continued in Iraq and Somalia, depending on future development of crises in these and other countries.

3.2.2 Programme Based Support

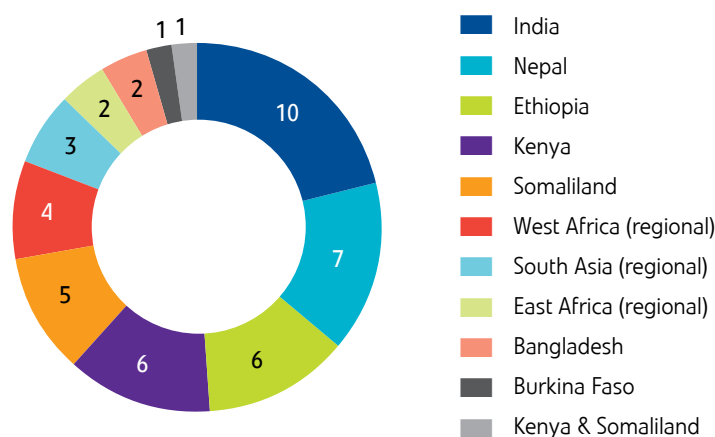
Save the Children Finland contributes to the global vision of Save the Children and mission through the realisation of its four global program-wide outcomes. SCF's thematic priorities each, in themselves, feed into and ensure the success of the ambitions we set out in Its program-wide outcome statements.

- **Outcome 1:** More children access quality services (education, child protection, social protection, child rights)
- **Outcome 2:** More children benefit from pro-child policies, legislation and mechanisms
- **Outcome 3:** Strong civil societies and local communities support the realisation of children's rights
- **Outcome 4:** Children are able to express their views and influence decision-making in the Save the Children Finland projects

SCF currently implements projects in its core thematic areas defined in its 2014-2016 Strategy as: Child Rights Governance (CRG); Access to quality Basic Education; and Child Protection (CP). It also introduced the new approach of mainstreaming DRR and CSSP into programmes rather than as stand-alone themes. As stand-alone theme, some CSSP projects were also carried out in the previous years in India and Nepal. Additionally, some water and sanitation (WASH) were also carried out.

The total project portfolio of SCF in the entire evaluation period consists of 47 projects (see Annex 6) that were active in the period 2010-2016. Geographical distribution of the portfolio is shown in Figure 5. Some projects in this period are continuations of projects, implemented in previous periods.

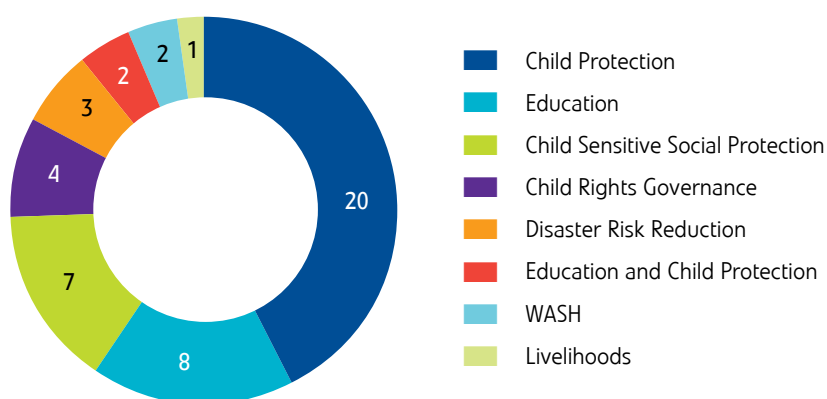
Figure 5: Geographical distribution of SCF's development portfolio 2010-2016 (number of projects)



Source: Expenditure tables provided by SCF (Sept. 2016).

Figure 6 shows the strong focus of SCF's development work on four themes that together account for more than 80% of the total project portfolio.

Figure 6: Thematic spread of SCF's development portfolio 2010–2016 (number of projects)



Source: Expenditure tables provided by SCF (Sept. 2016).

Comparing the thematic focus of SCF with SCI's overall portfolio, it becomes clear that CP and CRG - which only receive 9% and 2% of SCI's budget respectively - are much more important in SCF's portfolio. This clearly illustrates the niche of SCF in these two themes. Additionally, the attention of SCF to CSSP is very clear. In SCI's global expenditures reporting, CSSP does not feature as a specific theme, but some work is done on CSSP under livelihoods and it is included under the sub-theme of CP. This also illustrates that SCF is putting CSSP clearly on the agenda. The priority attention given to education is shared by both SCF and SCI.

The PBS framework projects which were subjected to more in-depth study during the fieldwork are described in Annex 5.

3.2.3 Humanitarian Assistance

Humanitarian work responds to disasters, assisting children and their families to survive and recover. SCF focuses on the issues of child rights aimed at delivering long lasting impact on children's situation. SCF decided to mainstream Child-Sensitive Social Protection (CSSP) and Disaster Risk Reduction (DRR) into development programmes for the programme period 2014-2016.

SCF's humanitarian funding, as shown in the Figure 7, is also quite focused.

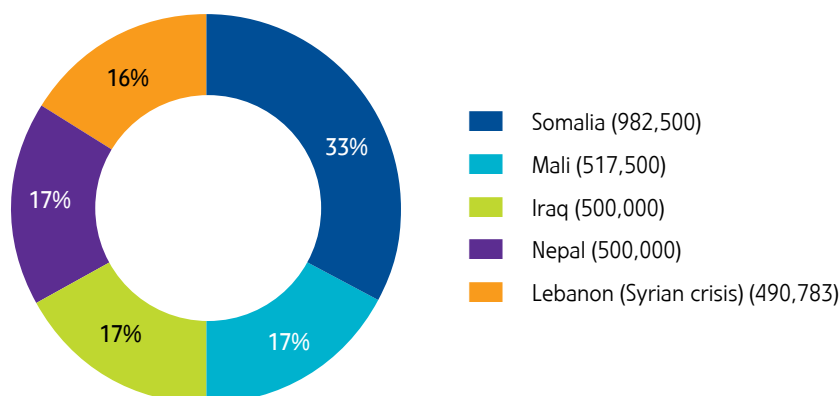
SCF in 2010-2016 was active in 8 themes.

CP and CRG more important for SCF within SCI.

Social Protection and Disaster Risk Reduction mainstreamed in HA.

SCF with PBS funding has supported HA projects in 5 countries.

Figure 7: Total commitments (€) of MFA to SCF's HA projects per country in period 2010–2015



Source: Commitment tables provided by MFA (Sept. 2016).

SCF, with MFA funding, has supported HA projects in five countries. In four cases this support is targeting home-populations and Internally Displaced Person (IDP). The Lebanon intervention targets Syrian refugees as was the case with the Iraq intervention in 2015. The project portfolio is small with only two projects in Somalia (where a new HA intervention started in 2015) and single projects in the other countries.

SCF also directly funds HA projects with its own fundraising and with ECHO funds, but these interventions were not analysed in the framework of this evaluation. SCF also pledges yearly funds from its own fundraising to a humanitarian pooled fund of SCI, in which all MOs of SCI participate. This SCI's pooled fund for HA enables the SCI-COs to take action in forgotten disasters (category 3 and 4 emergencies), which otherwise can only be funded with the greatest difficulty. These funds were not subject to further research in this evaluation.

In the evaluation period, SCF has supported six humanitarian projects with funding from MFA. These projects were implemented in five countries, as illustrated in Table 2. The priority themes have been CP, CSSP, Cash Transfers and livelihoods. Attention is also given to education, WASH and health in some cases. In the new programme document of SCF, resilience is added to these themes as a crosscutting dimension, although DRR was already present in the current programme period of 2014–2016.

Table 2: SCF's humanitarian projects funded by MFA in 2010–2016

Country	Project Name	Sector	Start Year	End Year
Mali	Protecting children affected by conflict from violence, abuse, neglect and exploitation in Tombouctou region in Mali	CP	2014	2015
Somalia	Child protection action for children affected by conflict (CPAC) in Mogadishu, Somalia	CP	2014	2015
Somalia	Protecting and supporting IDP Children in Mogadishu	CP	2015	2016

Country	Project Name	Sector	Start Year	End Year
Lebanon	Protecting the wellbeing of children and adolescents affected by Syrian crisis in Lebanon	Health, CP, Shelter, WASH	2013	2014
Iraq	Providing psychosocial support and quality learning opportunities to Syrian refugee children in Erbil, Iraq	CP, Education	2015	2015
Nepal	Providing life-saving assistance to most vulnerable children and their families suffering from the earthquake in Nepal	WASH, Livelihoods	2015	2016

Source: Overview provided by SCF (Sept. 2016).

The humanitarian projects of SCF that were subjected to more in-depth study during the evaluation fieldwork are described in Annex 5.

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 by using the six dimensions that cover relevant dimensions for these six CSOs combining development and humanitarian assistance activities. The results of the operational profile analysis are as follows:

- SCF places considerable emphasis on policy influencing, particularly at the community level and at the technical level in ministries. SCI is usually present in larger networks and round-tables and it has partnerships with, for example, UNICEF, through which it increases its leverage. Much of the policy influencing is done by COs, regional offices and liaison offices to the UN, African Union (AU) and the EU;
- SCF has a clear and specific partnership strategy, and also a capacity development approach for its partners. While recognising that this strategy and approach clearly exists in SCI at different levels, a considerable part of the capacity development actions are focused on strengthening partner's implementing capacities and not always on their organisational and institutional development. SCF partners' feedback on such investments in organisational capacities is also more critical. An additional element is that in HA, SCI often does not work with local partners, because it has a large implementing capacity itself and this favours self-implementation of HA actions above doing this with partners. A final aspect is related with a more country specific situation in Ethiopia, where capacity development of CSOs is severely restricted by the Government. Although SCI in Ethiopia tries to work around this, it can only do so to a small extent;
- The intensity of engagement of SCF in the SCI international network is strong. At the level of project implementation at country-level, the SCI's unification process in the past years has resulted in SCI "operating as one". SCF still has TAs in some regional offices. Project implementing staff in SCF's projects is SCF-funded. In implementation there is no specific branding of SCF;

SCF emphasises policy influencing, particularly at community level.

CSF has partnership development strategy.

SCF strongly engaged in SCI network.

SCF has geographic and thematic focus.

SCF's HA interventions generally (but not always) linked with development actions.

ToC of SCF states it is:
- the voice of children
- the innovator of practices
- results oriented in building partnerships

- Engagement of SCF with civil society in Finland is also strong. SCF has a large home grown programme in Finland and is active in global fund-raising. It also raises a significant amount of funds from the Finnish population and it carries out campaigns and advocacy activities in Finland. On the other hand, the larger share of SCF's funds comes from MFA and the EU;
- The geographic and thematic focus of SCF is quite focused; but at the same time, its engagement in SCI also ensures that SCF is active in many more countries, particularly in HA. This includes participating in the pool of humanitarian funding for disasters; and
- SCI's humanitarian interventions are often in contexts where no development activities are possible, reducing the potential for linkages between development and humanitarian interventions. The support of SCI in the Mediterranean Sea serves as an example of this. However, in many other areas (often refugee related crises) this is also the case. However, when looking specifically at the SCF supported HA projects, humanitarian interventions are regularly linked with existing and ongoing development projects. These development projects are regularly funded by other MOs and therefore not always easily identified when focusing on SCF and MFA funded projects.

3.2.5 Theory of Change

SCI has formulated a generic ToC to which also SCF adheres. This ToC is presented in Figure 8.

Figure 8: ToC of Save the Children International



Source: SCI, 2015; SCI, 2016a, page 3.

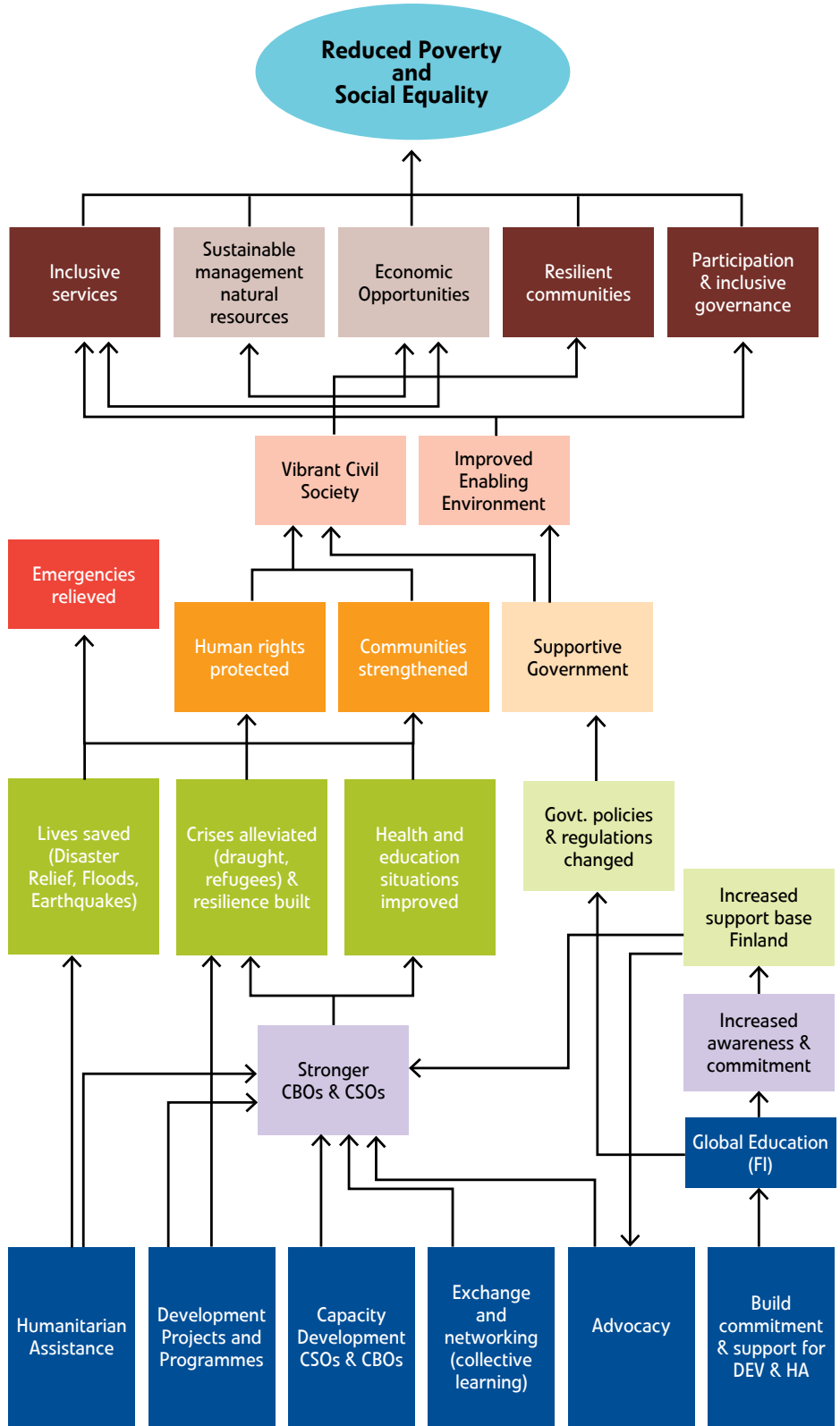
This generic ToC is not sufficiently concrete to analyse SCF's (and SCI's) performance in achieving changes. It does not present overall expected outcomes and changes. This ToC is merely a basic methodological description to achieve "inspiring breakthroughs for children" as stated in the global strategy (ibid, page 3) as follows:

1. Building partnerships is at the core of the methodology. These partnerships are not only with target groups but also with civil society as a whole;
2. 'Be the voice' states the importance of advocacy and campaigning on behalf of children to be able to achieve systemic changes;
3. 'Be the innovator' states the intention to develop new solutions and create replicable models to solve problems of children; and
4. 'Achieve results at scale' reflects the global scale of operations of SCI and its activities in both development and humanitarian support activities.

In order to obtain more background on the ToC of SCI/SCF it is necessary to look at SCI's global goals and main interventions to achieve these objectives.

The reconstructed ToC suggested below is an attempt to link SCF's approach to the objectives and ToC of the Finnish Government in the framework of its CSO funding channel. It describes the fit of SCF's ToC and approach within the PBS and HA funding channels. The 'reconstruction exercise' is work in progress that will continue until the end of the three CSO evaluation rounds. It is therefore subject to change.

Figure 9: Reconstructed ToC for SCF interventions supported by the MFA's PBS and HA



Legend: blue=inputs; purple=outputs; green= immediate outcomes; orange=medium term outcomes; pink=longer-term outcomes; brown=impact; light blue=long-term impact. Dark boxes with text in white present more prominent actions of SCF, and results. Light boxes present less prominent actions and results.

Source: developed by the evaluators, based on desk study and interviews (Oct-Nov 2016).

The ToC figure includes both humanitarian and development interventions. HA is important for SCF, which is an important contributor to SCI's global humanitarian mandate. HA can be roughly divided between immediate disaster and more structural crisis responses. This element of the ToC refers to the chain of HA to saving of lives and emergency relief, for example after a hurricane or earthquakes in areas where SCI did not have any prior involvement. This HA is done by SCI-COs, most often with support of several MOs (and not necessarily by SCF) with and without linkages to development projects and programmes. In addressing more structural crises, such as drought in Somaliland and Ethiopia, HA and development projects are usually linked and humanitarian support interventions are followed up with development projects.

The chain that starts with development projects and programmes is core to SCF and covers the larger part of the efforts and resources of the organisation. Through development projects, SCF focuses on achieving changes in CP, CRG, CSSP and ECCE. SCI-COs implement directly (particularly in humanitarian crisis and disaster situations) and by working with local partners (particularly in development projects). Projects generally result in stronger communities and protection of human rights, higher up in the change pathway in the ToC. It also contributes to stronger CBOs and CSOs, but to a lesser extent, and this strengthening process requires also other interventions of SCF parallel to the project implementation pathway. At the highest level in the pathway of change, there is a clear contribution of SCF to more inclusive and better quality of services and also to more resilience of communities. To a lesser extent, more participatory and inclusive governance is achieved. These effects are limited in some more restrictive countries.

SCF does not have a significant effect on sustainable management of natural resources and economic opportunities, because its focus in development projects does not prioritise such interventions.

Capacity development of partners and CBOs is done as a third pathway of change and this has had a clear effect on the effectiveness and quality of implementation of development projects in the pathway of change described above. Although SCF is also trying to assist CSOs in improving their overall performance and networking, this work is much more challenging, because resources available for such supportive interventions are usually more limited and sometimes the 'space' given to civil society is limited and even decreasing in many countries over the past decade.

Capacity development is closely related with the fourth pathway of change that starts with exchange and networking for collective learning, and the fifth pathway of change that starts with advocacy. These three pathways of change together are supposed to build stronger CSOs not only at the individual level, but also at the collective level. SCF is clearly achieving this at the community level and sometimes also regional and national level, as was seen in Somaliland, but less so in more restrictive countries such as Ethiopia and Nepal. As a result, effects higher up in the pathways of change at the level of policy influencing are less pronounced than effects on service delivery and community resilience.

SCF contributes to SCI's global humanitarian mandate.

Development projects are core to the ToC of SCF.

Less attention for natural resource management and economic development in ToC.

Clear attention in ToC to capacity development.

Also clear attention to advocacy, mostly at community level.

SCF builds awareness and support for development cooperation among Finnish society.

A final pathway of change is presented at the right hand side of the figure and refers to awareness and commitment building in Finnish society for continuing to support international development cooperation and the work of SCF in particular. In terms of mobilising resources SCF's effects are quite noticeable, but at the policy level these effects are less pronounced. This occurs at two level: at the first level in Finland by ensuring that commitment are translated to structural support and cooperation between different core actors in development cooperation; and at the second level, internationally, by ensuring that Finnish actors and particularly the Finnish Government exercise pressure on developing countries' governments, where civil society is under pressure or where there is a unequal balance of capacities of governments and CSOs.

4 FINDINGS

4.1 Relevance, Appropriateness and Coverage

Comparative Advantage

As the leading global CSO targeting children, and with a special focus on child protection and child rights, SCI has the widest global coverage for a child-focused CSO, combining both development and humanitarian assistance interventions. SCI's humanitarian mandate, capacity and global presence enable the organisation to quickly deploy staff and experts in humanitarian crises, even when there is no previous presence of SCI in those locations.

International, national and local partners recognise SCI, at the corporate level, clearly as a leading organisation in child protection and empowerment and this is confirmed in many interviews and field visits in Ethiopia, Somalia/Somaliland and Nepal. Government partners regularly cite the value of Technical Assistance and support in policy development on child related issues, such as the Child Protection policy in Somaliland that was developed with SCI assistance and approved by the Parliament on 20 October 2016, during the evaluation team's visit to Somaliland.

Programme Based Support

A specific comparative advantage of SCF within SCI is its strong focus on CP, CRG and Child Sensitive Social Protection (CSSP). On these themes SCF provides a technical contribution to SCI that is much larger than its financial support. Within SCF these themes are internally coherent and mutually reinforcing. SCI's recent shifts of focus and intervention areas present some challenges for SCF to maintain its strong comparative advantage, particularly in CRG.

SCF's focus on CP, CRG and CSSP is an inherently rights-based approach, which is strongly in line with Finnish development policies. Within SCI these rights-based and empowerment approaches ('software') are specific to Nordic MOs, while the largest SCI members (UK and USA) tend to focus much more on 'hardware' interventions (WASH, buildings, food, materials). The CRG and CP projects in Somaliland were mostly implemented as stand-alone projects without 'hardware' supporting interventions. In the ECCE project in Ethiopia, better complementary of software and hardware was achieved, and additionally, previous Finnish funded WASH interventions provided a material basis for rights and protection-oriented interventions.

Humanitarian Assistance

SCF is one of the few MOs within SCI that has ECHO registration, which allows access to HA funding. SCF has the ability to raise funds domestically in order to rapidly respond to emergencies or fill gaps in situations where interventions are needed but MFA funding is not available. SCF is also contributing to SCI's

SCI is leading in child protection and empowerment.

SCF has specific focus in SCI on Child Protection, Child Rights and Social Protection.

SCF's approach is inherently rights-based.

SCF can draw upon strong expertise in HA in wider SCI network.

SCF applies good needs- and context analysis and community consultation.

Local partners are involved.

SCF is well aligned with policies and strategies of Country Offices SCI.

pooled fund for “forgotten (category 3 and 4) disasters”. An estimated 25% of SCF’s funds for HA are raised from the Finnish public and the private sector. SCF has a reserve fund of about € 7 million and this allows it to directly allocate funds to respond to emergencies. For instance, its response to the Nepal earthquake was enabled by fundraising from the “Every Last Child” global campaign as well as from public and private donations.

SCF can draw on SCI’s corporate policies, tools and guidance on humanitarian assistance, as could be observed in Somalia, where the SCF-funded projects followed SCI’s guidance, for instance related to the cash transfer programming and adapting activities to the local food basket prices. Similarly, SCI and SCI-COs benefitted from SCF’s specific experience in child-sensitive cash-programming in emergencies.

Alignment to Needs

SCF has good systems and procedures for context, risk and needs analyses, baseline assessments and community consultation in its development and HA project interventions. These systems and procedures are generally applied by SCI-COs and FOs in project identification and development. SCF systematically requires baseline assessments for all its projects and increase the likeliness that its projects are relevant to local stakeholder groups and beneficiaries. SCF aligns with government and government institutions through the SCI-COs which coordinate and work as well as support government institutions in developing and implementing policies and programmes.

Local partners are involved in the preparation and implementation of most of the development project interventions funded by SCF. This improves understanding of the local contexts and it ensures close alignment with locally felt needs. This systematically applies to development interventions, and at least the potential exists also for humanitarian interventions that were built on or linked with previous development projects. This could not be evaluated in the framework of the country field visits, because the evaluators were not able to see Finnish funded HA interventions built on previous development projects.

Within the SCI’s international structures, SCF aligns well with strategies of COs, but full alignment is not possible, because strategic and programmatic timeframes are different. It is expected that this will improve from 2018 onwards, because the PBS framework and SCI’s planning timelines will then be aligned. The strategic decision of SCF to change themes and countries in its new international programme was not fully recognised and understood at the country level, and particularly not by local partners. Some of the shifts in SCF priorities have been related to MFA’s funding cuts and the changing thematic or geographical priorities of the Finnish Government (e.g. selecting Myanmar as a partner country). The changes in SCF’s strategy took a long time to be translated and communicated downstream. At the same time, at the country level, the changes were rather sudden, and COs and some partners are still trying to adapt to them. Some partnerships were ended, although some partnerships might be continued within the framework of other non-SCF funded SCI projects.

Programme Based Support

SCI, at the corporate level, has a partnership development strategy and approach. It also supports CBOs and CSOs to increase their performance in project implementation as partners of SCI. Organisational capacity development of partners is a clear need that is widely expressed by partners. SCI provides support in three focus areas: 1.) Project-related capacity strengthening; 2.) Organisation capacity strengthening; and 3. Strengthening external linkages (SCI, no date, a).

An important supportive activity for SCI's partners is to strengthen capacity of NGO partners to enable them to achieve and sustain agreed results in projects related to increasing access and quality of provision. SCI also recognizes that the strengthening of NGO partners' capacities is a goal of its own right (ibid). SCI's approach to capacity development also includes activities such as best practices exchange and linking and learning.

In spite of the efforts made by SCI, several partners in the SCF funded projects in Somaliland and Ethiopia were quite critical of the amount and quality of attention given by SCI to capacity development of its partners. These partners stated that most actions were instrumental to improve project delivery (the first focus in the three pillar capacity development approach of SCI), but that attention to and support for the other two pillars was more limited. In Ethiopia, the space to dedicate attention to capacity development of partners was also severely restricted by the Government. A capacity development aspect that was weak in Somaliland, according to local partners, was regional and international linking, learning and exposure, although some exposure occurred in Ethiopia. Particularly for the isolated country like Somaliland, international linking and learning can give a boost to the morale of local partners.

When considering the ToC of the PBS funding channel that stress the importance of local civil society development, it is clear that SCF (and the SCI-COs and FOs) does make considerable efforts to strengthen civil society. However, the effects of CSO strengthening can mostly be seen at the community level, less at the national civil society levels.

Humanitarian Assistance

SCI shows strict compliance of its HA projects with international humanitarian principles that emphasise the importance of support based on needs. Needs and baseline-studies in humanitarian support operations are done through coordination Clusters and these are verified by the SCI-COs.

Alignment with needs can also be illustrated by SCF's speedy involvement in HA in Nepal, after the massive earthquakes in this country in 2015. Nepal faces several medium- and long-term development challenges, including providing children in isolated areas with education and improving access to their rights. All projects, throughout the period, have been implemented from SCI's Kathmandu office and have been overseen and advised by the SCF technical adviser based in Delhi.

The Nepal earthquake emergency in 2015 necessitated a revision of the project Creating Protective Environment for Children to Creating Protecting Environment for Children in Emergency. This aligned with and contributed to the

In spite of attention to capacity development, partners still indicate that more organisational capacity development can be done.

Rapid HA response after Nepal Earthquakes.

In HA actions less involvement of local partners than in development projects.

SCF is well aligned with MFA policies and priorities.

Good alignment with Finnish core partner countries.

SCF aligns with Finnish HA commitments.

Humanitarian Response Strategy of the Nepal CO. It also addressed the objective of the Child Protection Cluster to “ensure affected children’s psychosocial well-being and establish/strengthen inclusive child protection systems at VDC/ Municipality levels which promote decreased levels of abuse, exploitation, violence and neglect through preventive and response services”. The revised project plan was aligned with and contributed to the Country Strategy Plan of Save the Children Nepal Programme, addressing all three objectives of child protection.

In humanitarian projects of SCI in Ethiopia and South Central Somalia (and most likely this finding is also applicable for other humanitarian interventions of SCI), there is much less cooperation and joint-implementation with local partners. There is also less attention to capacity development of partners in HA. SCI and SCF are aware of this and are now also planning to invest in more capacity development of local partners in humanitarian assistance.

Alignment to Finnish Policies and Cross Cutting Objectives

SCF generally is well aligned with MFA policies and priorities. It particularly promotes the cross-cutting objectives on gender and inclusion. The rights-based approach is adopted by SCI at the corporate level. Climate change and environmental sustainability are less pronounced, but are generally considered in DRR assessment and plans in development projects (mostly not addressing major climate or disaster risks, but focusing on smaller risks in the immediate environment of projects). In HA interventions a DRR approach and resilience building are usually integrated, although it is not formally requested by HA policies and requirements of MFA; however, sometimes the short timeframe of HA projects does not allow for systematically working on DRR and resilience building.

Programme Based Support

The budget cuts of MFA in the past year have had a big impact on SCF’s strategic choices and SCF is closing some projects and countries (Ethiopia) while entering into activities in Zambia, where it will work on CSSP. This theme of CSSP is also an important element in the Finnish Country Strategy for Zambia. While the shift of attention of SCF to CSSP and to Zambia demonstrates alignment with Finnish Policies and with the new country context, the decision to withdraw from some countries and themes is not always in line with local needs and exiting might sometimes be done too easily and quickly.

The geographic portfolio of SCF shows good alignment with the Finnish core partner countries: four of the seven countries in the current period are Finnish partner countries and two of the three regional programmes cover core partner countries.

Humanitarian Assistance

SCF aligns with Finland’s commitment to respect the humanitarian principles of humanity, neutrality, impartiality and independence, and to respond to humanitarian crises on the basis of need. According to 2012 MFA Humanitarian Policy Finnish humanitarian assistance is based on humanitarian principles and reliable needs assessments. Needs assessments are an important pre-requi-

site for SCF humanitarian programming, as articulated in the MFA partnership framework 2014–2016. Usually they are first undertaken by Clusters (under the overall lead of the Office for the Coordination of Humanitarian Affairs (OCHA) and form the basis for deeper, context-specific needs assessments in communities where SCF decides to work – decisions made in coordination with respective clusters. SCF’s minimum standard for CP in humanitarian action are systematically used to plan and implement projects.

SCF has responded with emergency aid to countries that have suffered large-scale emergencies (Lebanon, 2013–2014; Iraq, 2015; Nepal, 2015, Somalia since 2014), demonstrating its willingness and its ability to respond to greatest needs. Other emergencies are covered by other SCI affiliates to ensure that every crisis receives prompt support, including protracted and ‘forgotten’ crises (e.g. Burkina Faso, where an ECHO funded HA project was also implemented in 2015–2016 and Colombia) and ‘hotspots’ such as Yemen, South Sudan and Syria. SCF also complies with Finland’s Guidelines for Civil Society that value the importance of working at the grassroots level. There is wide reference to the way SCF does this in both its programme and evaluation documents – e.g. working with communities on assessments, vulnerability targeting and monitoring.

Due to the short-term nature of HA projects, DRR is not always included, (such as could be observed during the evaluation visit to Baidoa), but it is relevant. DRR and building resilience to climate change – one of MFA’s crosscutting development policy objectives – could also be addressed more strongly in HA interventions, for example by sensitizing children and communities on water-saving techniques. This would be particularly appropriate to IDP settlements in urban areas where there are few other possibilities for climate change mitigation.

Access to Target Beneficiaries and Quality of Targeting

Programme Based Support

SCI-COs regularly work in development projects with local partners and this strengthens relevance of the projects. Community involvement and consultation is a structural part of the approach of SCI.

CP, CRG and Education projects reviewed promote the inclusion and empowerment of women and girls: most projects aim to have a 50-50 inclusion rate of women/girls and men/boys, in line with MFA’s cross-cutting objective to promote gender equality. In the projects reviewed the inclusion rate generally reaches this percentage. Also in HA projects this rate is achieved, for example, the Baidoa project has benefited girls and boys in equal numbers.

Humanitarian Assistance

In HA SCI-COs align their actions in close cooperation and coordination with other actors through humanitarian coordination platforms such as Humanitarian Response Planning (HRP), Central Emergency Response Fund (CERF), Common Humanitarian Fund (CHF) forums and Child Protection Sub-Clusters or Working Groups. SCF’s HA programmes align with MFA’s Humanitarian Policy to target the poorest countries and the most vulnerable and marginalized populations. SCF works in some of the poorest countries in the world where

HA support given to countries with large scale emergencies.

Disaster Risk reduction not always included in HA projects.

Women and girls included in SCF projects.

SCF coordinates well with other actors in HA.

SCF moving out of Ethiopia means moving out of a major HA-receiving country.

Children are heard by SCF in HA project planning.

SCF has received PBS, HA and bilateral project funding from MFA.

children are often subject to abuse, mainly in the most fragile African (Somalia and Somaliland) and South Asian countries (Nepal). Within these countries, SCF works with some of the most vulnerable and marginalized population groups, such as refugees and IDPs. In the development programming (in CSSP, including CP) in Somaliland, also IDP and host communities are targeted.

The decision of SCF to move out of Ethiopia might affect the intensity of relations with SCI-supported humanitarian interventions in this country, even while no MFA funding was provided for HA activities. HA and particularly drought and famine related disasters are structural and long-term in Ethiopia and the SCI-CO is a very important actor in HA interventions in this country. SCF's withdrawal from Ethiopia means that access to Finnish HA funding for Ethiopia becomes more unlikely, though not impossible, and the HA interventions will depend on a smaller group of SCI-MOs.

MFA's Humanitarian Policy stresses that beneficiaries must be heard in the planning of relief programmes and in decision making concerning the assistance. SCF-assisted communities and children are noted to be active participants in decision making, targeting and M&E. 'Child voices' is a particularly strong component of SCF's work, attested to in several evaluations (Kashungwa, 2014; Poudyal & Regmi, 2013; Smart Vision for Consultancy and Development, 2016) and in interviews undertaken in the present evaluation.

SCF (through SCI) is a co-signatory to, and strong upholder of, the United Nations Convention on the Rights of the Child (UNCRC), also mirroring Finland's humanitarian policy to uphold international humanitarian law and its Human Rights Based Approach (HRBA) principles. SCI is a co-lead with UNICEF of the Global Education Cluster (GEC), the Sub-Cluster on Child Protection and the Rapid Response Team (RRT). At country level it often leads (or co-leads with another organisation) the Education Cluster, as well as the sub-cluster or working group on Child Protection (a sub-sector of the Global Protection Cluster).

4.2 Complementarity, Coordination and Coherence

Complementarity to other Finnish Policies and Modalities

Complementarity to Finnish Policies is already discussed under the previous criterion of relevance. Therefore, the analysis in this section focuses on complementarity of different Finnish aid modalities and SCF's use of these.

SCF, in the period under investigation, has applied and received funding under three different modalities. The most important and structural source of funding is under the Programme Based Support Modality under the CSO window. SCF has used such funding in the entire period under investigation. The last three years SCF has also received funds from the Humanitarian Assistance Window and this support is gradually increasing. Finally, SCF has received bilateral funds in Myanmar for the implementation of an early childhood education programme, and in Nepal for a soft-skills project, in cooperation with the MFA.

In general, the different funding windows and modalities of MFA operate separately as silos and there is no direct communication and coordination between

these windows. This does not mean they are not complementary. The participation of SCF in the bilateral early childhood education project of the Finnish Government is clearly complementary to the SCF-CO strategy and priorities in this country.

More challenging is the lack of complementarity of the Humanitarian and CSO funding windows. These windows operate separately and under different policies with clearly different goals. While SCF combines its development and humanitarian mandate and by preference tries to link HA interventions with development projects or tries to follow up HA with development interventions, in practice humanitarian interventions and development projects are “packaged” and managed separately. The immediate responses after disasters and humanitarian crises require immediate access to funds and this can be provided by the HA funding modality of MFA. But this modality doesn’t allow for longer-term interventions that enable moving towards development. This lack of complementarity between the HA modality and the CSO window is strongly felt by SCF.

It is also possible to re-programme 10% of the PBS funding under the CSO window to address immediate needs in humanitarian responses, but this facility is not used by SCF. This is probably because SCF generated significant funds from own fundraising to address humanitarian and to serve as matching funds to MFA or ECHO funds. Additionally SCI’s pooled funds for humanitarian responses also allow the organisation to address emergencies (3rd and 4th category), when it is not easy to apply for such funds with external donors.

Programme Based Support

Programme Based Support received by SCF is used in project implementation on the ground in a number of countries. Some of these countries are Finnish core partner countries, but with the exception of the education project in Myanmar and the upcoming CSSP project in Zambia, the evaluators have not observed close coordination with MFA and embassies around projects that are implemented in the same geographic locations or in the same sectors and themes. Bilateral support coordinated by MFA and the Local Cooperation Fund (LCF) coordinated by the embassies is parallel. The evaluators have seen some cases where local partners of SCF (e.g. Addis Vision) were previously funded by Embassies with LCF support, which might have helped to “groom” local CSOs for partnership arrangements with international CSOs such as SCI. This is, however, not planned and not part of the LCF approach.

The biggest need for more complementarity of the PBS channel with other channels was observed in Somaliland. Somalia is a core partner country of Finland. The fact that Somaliland is de facto an independent country that, compared with Somalia, has basic functional governance in place and commitment of government actors to work together with civil society. Finland’s official presence in Somaliland is limited and there is no direct bilateral support to programmes or funds in the countries, such as the Joint Programme on Local Governance of the UN or the National Development Fund of Somaliland (with funds pledged by UK, Netherlands, Norway and Denmark). Both civil society and government stakeholders indicated that for successful coordination and cooperation between civil society and local government, both sides should be

Complementarity HA and PBS windows not ensured because windows operate separately.

In Somaliland there is a need for more complementarity SCO actions and Finnish Government actions.

Generally good exchange and coordination between Finnish Embassies and SCF.

SCF's focus on Child Protection is complementary to other HA providers that focus more on material support.

Dialogue between MFA and SCF is merely administrative.

strengthened. This is an interesting prospect for the future of Finnish support to Somaliland that would require more coordination between the CSO and bilateral support channels.

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

Also in Zambia, which will become a new intervention country for SCF in the area or CSSP, there is currently an ongoing dialogue with the Embassy to ensure that the SCI project will be aligned with bilateral CSSP work. The choice of SCF to become active in CSSP in Zambia is an indicator of the interest of SCF to seek complementarity and coordination with the Finnish Government.

Humanitarian Assistance

SCF's humanitarian activities are complementary to other MOs in SCI because they focus on CP, whereas other MOs, particularly the larger MOs, are oriented to other sectors such as WASH, health and nutrition.

This complementarity of SCF can also be seen with other emergency relief actors, who are for the large part engaged in delivery of material items (food, NFIs, shelter). FSL is often served by other organisations and by other SCI members (although SCF sometimes also engages in this area). FSL activities are important to provide an entry point to raising awareness. For example, FSL in Somalia targets the most vulnerable families and communities engaged in negative coping mechanisms regarding children (child labour, trafficking, child marriage) and by reaching them, is able to pass key messages on CP.

Coordination

Programme Based Support

Because SCF is part of a larger international organisation such as SCI, it is necessary to look at coordination issues at different levels.

Between SCF and MFA:

Dialogue between SCF and the CSO Unit in the Ministry is mainly administrative and not thematic. The thematic Advisors of the Development Policy Department have not been part of this dialogue between the CSO unit and SCF. Cooperation on administrative issues with the Unit is good but not very intensive. The last field visit by the CSO Unit staff to project locations of SCF was in 2014. These visits are highly appreciated by SCF as they enable showcasing SCF work in practice, and improve understanding in the Ministry and among the wider public what it concretely entails.

Within SCI:

The SCI unification process is progressing steadily, and at country office level, SCI now operates “as one”. However, at the project-level, the different MOs still hold their own specific project portfolios and this is due to accountability and reporting requirements. This transition within SCI has brought more alignment of MOs and COs with SCI principles and it is forging new relationships at the country level effectuated by SCI implementing staff. The transition process created some implementation delays but they see the arrangement as working more smoothly now. It is widely acknowledged that large-scale institutional changes such as the SCI unification process can take many years to show the desired benefits.

There are some initiatives within SCI to move towards more substantial alignment and coordination of projects in portfolios. SCF is participating in an initiative for portfolio coordination between Nordic members of SCI in Ethiopia. Here all Nordic projects are managed as a portfolio, but this does not mean that funds of different MOs are pooled in projects. A second initiative for coordination exists in Myanmar and SCF is also active in this cooperation.

The ToR of the coordination initiative in Myanmar states that the purpose of the portfolio coordination is to coordinate, review progress, share planning and learning from implementation of projects. The Coordination Committee will provide oversight of the overall Early Childhood Care and Development (ECCD) and Kindergarten Programme. This will draw out learning and ‘big picture’ trends and progress of the programme” (Early Learning Programmes Coordination Committee, no date).

SCF is withdrawing from the Nordic coordination initiative in Ethiopia, but it will continue participating in Myanmar.

In Somaliland, CP and CRG work is coordinated with SC Denmark that has a similar CP/CRG integrated project in Somaliland. Target groups and locations are distributed between the two MOs.

Different and specific timeframes and specific conditions and interests of MOs within SCI can interfere with internal coordination of SCI at the global and country level, but at the same time SCI at the corporate level can also cushion and absorb shocks that are caused by rapid changes in the situation of MOs. This could, for example, be observed with the budget cuts by MFA that forced SCF to take decisions on reorienting its strategy and programme, by withdrawing from CRG work in Somalia and ECCE work in Ethiopia towards new themes and countries. These are more strategic from the Finnish perspective, but not necessarily from the SCI corporate perspective or the developing country’s specific needs.

Coordination with external actors:

The SCI-COs are generally active in working groups and round tables at the national level and coordinate with the Government and international organisations and local NGOs. The presence and value of SCI’s participation is recognised by host governments and by the Finnish Embassies, where applicable.

SCI ‘unification’ process has increased alignment at corporate level.

Portfolio coordination initiatives in Ethiopia and Myanmar contribute to more alignment.

Project time frames are very different and challenge alignment.

Information exchange with other development actors occurs, but cooperation on the ground remains limited.

This also applies to exchange and cooperation with Finnish Embassies.

SCI at corporate level coordinates with international actors.

When looking at practical implementation, SCI-COs and FOs coordinate well with local, community-based government actors and CBO's. SCI partners play an important role in this. However, broader overall coordination is not always happening sufficiently. For example, the Mid-Term Review (MTR) of CP in Somalia suggested that improvements in coordination could be made by considering more coordination, joint planning and monitoring to build and promote linkages and synergies between the different projects being implemented by programme (Kashungwa, 2014). This could be extended to projects being implemented by likeminded child protection actors.

In Ethiopia, when visiting the SNNP region, the evaluators could observe that SCI, Plan International and World Vision were active in the area of ECCE. While there was alignment and coordination with the Ministry of Education, there was no mechanism for coordination and exchange between these three implementing partners with similar projects in the same region.

SCF does not appear to meet frequently with other Finnish CSOs or coordinate activities with them if they are not working in the same locality. It should be recognised that in the unification process of SCI, Finnish coordination is also not the most relevant of coordination. It is often more relevant to coordinate with other international actors and this is done in the thematic working groups and round tables.

Additionally, SCI also structurally cooperates with UNICEF, with whom a partnership arrangement exists in East Africa. The new CSSP project in Somalia will be implemented together with UNICEF.

Cooperation and coordination with Finnish Embassies, where applicable (in core partner countries), is generally mutually supportive, though not very intensive. Finnish ambassadors in Kenya, Nepal and Ethiopia have visited SCF projects. In some cases, Embassies prepare brief internal reports but mostly information concerning these visits remains at the Embassy. Embassies in core partner countries have limited resources to coordinate and follow-up intensively with SCF and SCOs in general. In Ethiopia SCF participates in the CP working group in which the Finnish Embassy also participates.

However, coordination and cooperation with Embassies focuses on information sharing and on specific cooperation at the project level (see the previous examples in Myanmar, Nepal and Zambia), but less on broader strategic and programmatic issues. For example, the increasingly difficult situation of CSOs in Ethiopia, due to restrictive policies of the Ethiopian Government, is not widely discussed between Embassy staff and CSOs and it seems that possibilities for exercising more pressure on the Ethiopian Government are not sufficiently explored. This is particularly urgent in order to avoid that local CSOs in Ethiopia are increasingly squeezed out, while larger international NGOs become more important in the implementation of projects, particularly in HA.

For a global player such as SCI, coordination is often seen to be more important at a higher level than Finland. Coordination is more often done with other INGOs and with UN agencies. Finland specific actors have country-specific activities and priorities, but SCI looks more at coordination at higher levels.

Humanitarian Assistance

SCI is among the largest civil society humanitarian players in the world and in all countries where it is implementing HA it is well situated in coordination clusters and networks.

SCF complements and supports the activities of UNICEF of which it is a key partner in the Rapid Response Team in Somalia that rapidly deploys experts to emergencies where needed.

Coherence with Humanitarian Arrangements

SCF/SCI in HA has systematic and good coordination with other humanitarian actors through platforms such as Clusters and SCI globally leads the education cluster together with UNICEF. When needed, SCI-COs sometimes co-lead the Sub Cluster (or Working Group) on CP. In Mogadishu and Baidoa SCI Somalia is co-chair of the Child Protection Working Group (CPWG) and the SCI-CO in Ethiopia is also participating in the CPWG. In HA there is also good geographical coordination: intervention localities are distributed among different actors, especially when setting up operations in a new location where specific tasks are divided up between relevant actors.

SCF participates in Global Appeals for HA programmes and through SCI, applies for funding under the CHF. The SCI-COs take part in Humanitarian Response planning (HRP). In Iraq, the SCI-CO is a member of the umbrella NGO Coordination Committee in Iraq (NCCI), participating in risk and security assessments and sharing information with other NGOs, local and international alike. In Nepal, SCI (with SCF funding) worked closely within the Inter Agency Coordination Group (IACG), national and local authorities and schools in a child environment strengthening project (Poudyal & Regmi, 2013). SCF also took part in the Flash Appeal for the earthquake crisis in 2015 where SCI was co-lead of the Child Protection Sub-Working Group and Education Working Group.

4.3 Effectiveness

Outcomes of CSO Programmes (intended and unintended)

Programme Based Support

Project implementation by the SCI-COs and FOs has been particularly effective at the community level, because interventions are based on community interests (needs analysis (in SCF's terminology called Child Rights Situation Analysis (CRSA) and baseline studies) and communities and CBOs are actively involved in project design, planning and implementation. Involvement of local NGOs in implementation, where possible, strengthens effectiveness, although in some cases performance of local partners has hindered project implementation (such as was the case in CP project implementation in Hargeisa in the CP project in Somaliland).

The end of project evaluations of the CP, CRG and Education projects in Somaliland and Ethiopia (draft MTR reports provided to the evaluation team) have confirmed that project implementation has been effective and generally planned

HA of SCI is always well coordinated and aligned with other HA providers.

SCF projects particularly effective at community level.

Most vulnerable individuals are targeted.

Disaster Risk Reduction mainstreamed.

Outcomes of advocacy work are more diverse.

Advocacy often done through technical assistance.

results were achieved. With children's growing awareness of their rights, these evaluations have found that community child protection mechanisms have been strengthened - although there is still a long way to go in the most fragile countries to effectively implement legislation. Both duty bearers and rights holders typically start to report cases of violence against children with the children themselves taking a strong part in articulating abuse and claiming their rights. This was also found in project evaluations in Nepal and Kenya (Poudyal & Regmi, 2013; Njoka et al., 2010). Coordination and partnership championed by SCF's partner, Kenya Alliance for Advancement of Children (KAACR), was highlighted as the major reason for the successes of the project in Kenya (Njoka et al., 2010).

SCI COs and FOs also have been effective in community-based targeting of the most vulnerable individuals. For example, an evaluation of the joint WaterAid/SCF programme in South Asia found that the detailed and participatory analysis at the beginning of the project was effective in identifying the most marginalised population groups and key stakeholders in the WASH sector (WaterAid, no date).

SCF has succeeded in effectively mainstreaming DRR in most of its development projects. In Somalia, Mid-Term Reviews of the CP and CRG projects noted that integration of DRR in the project has raised children's awareness of risks and concrete measures have been taken to prevent road accidents and diseases in school environment by e.g. building road bumps and improving sanitation. These outcomes resulted in fewer road accidents, according to the MTR reports (Save the Children in Somaliland, 2015). In HA projects, the short duration of these projects inhibits effective integration of DRR in activities, although sometimes resilience building in communities is done.

At the policy level, outcomes of lobby and advocacy work in SCF funded projects are more diverse, depending on country contexts and political situations. SCI's focus in policy influencing is on evidence-based development of policies and programmes.

In the context of the CP and CRG projects in Somaliland, the SCI-FO has provided technical assistance to the Ministry of Labour and Social Affairs in the development of Child Protection policy over a period of several years, and also technical support was given to the Government on the development of the Child Act and National Plan of Action for Children. The Child Protection Policy was approved by the parliament on October 2016, illustrating a clear policy impact as a result of years of technical assistance and lobby, and advocacy support. The work on the Child Act and National Plan of Action for Children is still ongoing.

A similar contribution was made in Ethiopia on the development of the o-Class policy of the Ministry of Education to provide pre-school education to children. The models developed by SCI and other international NGOs served as models and examples. These examples were taken over in a basic form by the Ministry, through providing support in payment of fees of pre-school teachers, but not in other material support. This still left a challenge in replicating ECCE teaching methods and materials and in providing more inclusive forms (including disability inclusion) of education that were developed in the SCF funded project. This to a certain extent has led to inequality between schools supported

by international organisations that have (much) better facilities and schools without such support.

Indirectly SCI also contributes to lobby and advocacy through supporting local CBOs in forming their networks and associations, such as the Community Welfare Committees and Children Clubs in Somaliland and Mother Self-Help Groups in Ethiopia. These networks, most often formed at the community level, exercise pressure and influence on local governments in providing (better) services to the communities. This networking mostly remains at local or regional level. In Ethiopia and Nepal, restriction of space for CSOs and expressions by the respective governments also limits the space for SCI to support NGOs to become more active and visible advocacy players at the national level.

The evaluation visit to Nepal showed another aspect of the limited space for advocacy. It is recognised that advocacy can be done through a local dialogue with district and village authorities at the level of the project. It is however widely acknowledged that in Nepal the CSOs are under pressure and may not be able to achieve strong policy influence. The position taken by SCI is to support local partners to engage in advocacy, but not for SCI itself to take an antagonistic position, as it is an International NGO. If it wants to influence it tries to do so by providing Technical Assistance as was referred to also in examples on Somaliland and Ethiopia.

While SCF and SCI achieve good results at community level, there is little capacity support at higher levels to achieve a “vibrant civil society” - one of MFA’s goals. SCF could do more to develop the capacity of local civil society. Ultimately, SCI and other international NGOs should envision working themselves out of a job in its programme countries, capacity building national and local CSOs to the extent they can work independently of international CSOs. These should retain a support role, but should aim to phase out of implementing projects themselves.

Humanitarian Assistance

Assessed against its programme goal “to promote the rights of the child and particularly promoting systematic child protection systems to protect children from exploitation, violence, abuse and neglect”, SCF achieves its best results through community-level advocacy and capacity building. SCF recognises that child protection needs to start at the grass roots level and that communities are the most effective way of spreading messages. If community leaders and committees understand what is in the best interest of the child, they can use their networks to create a wider understanding of child rights and protection in households and people in positions of authority (government, teachers, leaders, parents) - as well as to teach children about what their rights are.

A common policy throughout SCF is to train community welfare committees so that they can have a multiplier effect on the number of people they can reach with key messages. SCF works with Child Welfare Committees (CWCs), parents, children to find solutions together, and then does the wider advocacy. This creates a ripple effect. Key messages are mainly focused on CP but often go further, to instil positive behaviours in home hygiene, food preparation etc. - all of which improve children’s wellbeing. While observable effects are better

Networking CSOs mostly done at community.

Capacity development support not always sufficient to achieve ‘vibrant civil society’.

In HA, capacity development and advocacy is also done at community level.

HA projects target most vulnerable people.

SCI network has excellent RBM tools.

Lessons learned are shared inside SCI.

awareness of communities, parents, teachers, children etc. on CP, there may be longer-lasting effects since people will carry knowledge of these rights beyond the project duration. Statistics on ‘people reached’ are often conservative since people affected by the projects spread their new knowledge to others. The community welfare committees trained in Somalia attested to these benefits.

Pre-and post-monitoring and evaluation reports and market-surveys (on HA cash-interventions) show good short-term improvements in child welfare in the HA projects in South Central Somalia (UNICEF, no date). SCI follows international best practices in providing such support and closely monitors its effects.

CWCs, local leaders and beneficiary interviews in Baidoa, Somalia, attested to the effectiveness of SCI’s community-led identification of the most vulnerable families for the Food Security and Livelihoods (FSL) component. The fact that needs analysis and target group selection were done within and by the community led to acceptance of this project and ensured local support.

Results can also emerge unplanned: children raise important questions that do not fall into any particular ‘sector’ that no one else thinks of. For instance, children in Mogadishu raised the issue of a dumpsite with messy, toxic stagnant water. The children pointed out the danger this posed and asked for it to be fenced off. SCF supported them and the government was pushed to do it. So the children got results in a small way that can both protect them from danger and give them confidence about raising their voices on issues of importance to them.

Recurrent Factors Affecting Performance

An important strength of the SCI’s network is the existence of an extensive body of excellent RBM tools, technical and methodological models and methodologies. It also has the capacity to further improve these over time with specific support from the different MOs. In addition to cost-effectiveness, it brings the added advantage of approaches that are more consistent and based on well-tested models and best practices. SCI is one of the strongest organisations active at the global level in building good practice models for CP, CRG and CSSP and for Child Participation approaches.

SCI is committed to improve the effectiveness and quality of its work. The Quality Framework - developed by SCI - “makes explicit the importance of addressing both programme and operational quality and embedding a shared culture of quality across the entire organisation under our mission, vision and values to be able to achieve large and sustainable impact for children” (SCF, 2013b, p. 34).

Lessons learnt from M&E enable feedback loops on progress and these experiences are often shared with the wider SCI family, and often with external stakeholders, contributing to SCI’s store of knowledge and building coherence into policies. The knowledge gained informs SCI’s future choices and decisions. Sharing reviews, evaluations, research documents and achieved results widely with stakeholders demonstrate not only what impact was achieved but also how it was achieved. Publications are generally shared with donors, other SCI members, relevant authorities in the country and children and youth involved in programmes.

Learning is an important value in SCI. The SCF programme contains an agenda and inclusive process for learning and reflection, which informs planning. Structures that enable learning include:

- **Project / thematic steering committees:** projects have steering committees, which consist of key stakeholders and child representatives to guide on implementation, to monitor on progress and achievements and to reflect and learn;
- **Annual review meetings:** SCF holds annual review meetings of SCF-funded projects in cooperation countries in order to enhance experience sharing between partners and dissemination of information to stakeholders; and
- **Regular thematic advisors meetings:** Monthly Skype meetings to reflect experiences in different SCF operating regions and share information.

According to interviews, SCF has five to seven thematic advisors deployed into the field and two advisors based in Helsinki headquarter, who support project implementation, ensuring quality and organisational learning and thus contribute to more effective project implementation. Thematic advisors exist for the SCF priority themes, CP, CRG, Education and CSSP. These advisers ensure programmatic coherence between thematic areas. There are three thematic advisors in East-Africa region, two in West-Africa region (sometimes only one), two in South-Asia region (sometimes only one) and one to two advisors in Helsinki headquarter. The technical advisors in East Africa have been effective in integrating DRR into development projects in the region, which was considered a weakness in previous evaluations. This has, according to draft end evaluations of some projects, now clearly improved (draft MTR reports provided to the evaluation team). This could also be observed in the visits during this CSO 2 evaluation.

Programme Based Support

In development projects that focus on CP, CRG, ECCE and CSSP, it takes considerable time before results become visible and project timeframes are sometimes too short to enable all anticipated results to materialise.

Although baseline assessments are generally carried out, and followed up by Mid Term and final evaluation exercises, the indicator frameworks and type of indicators used do not always allow measurement of results, particularly at the outcome and impact level. There is a quite clear overview on the development of outputs. However, the changes obtained in terms of protection and empowerment of children or increased awareness and behavioural changes of children, their parents and caretakers and of duty-bearers cannot be reliably measured because the indicators are not appropriate, or these indicators require measurement of changes in communities through systematic surveys, interviews or observation, which are time consuming and expensive. As a result, measurement of indicators is often done through a more “intuitive” and qualitative approaches in focus group meetings or discussions. The quantitative values obtained are not always reliable. An additional bottleneck is that quantitative measurement and comparison of indicator values also requires research among control groups in order to have proper comparative data. In the projects

Variety of structures in SCI to enable learning.

SCF brings in specific lessons on Child Protection, Child Rights, Education and Social Protection.

Outcome and impact measurement of behavioural changes is complicated.

Evaluations provide qualitative information but remain often anecdotic.

Timeframes of HA projects too short to enable outcome measurement.

Although sometimes results can be shown.

that the evaluators have analysed such sophisticated (and expensive) methods were not applied. On the other hand, a lot of qualitative information can be obtained from reports and evaluations that provide good insights in effects obtained, although sometimes too much in the form of anecdotal proof.

The lack of combined qualitative and quantitative data on indicators are a challenge to SCI-CO's, MOs and SCI at the corporate level to analyse and follow up on project reporting and evaluation data. The policy of SCF to undertake final evaluations by external evaluators and evaluation team partially compensate for weaknesses in M&E systems. Although these external evaluations generate good quality data, they tend to be more qualitative than quantitative in contents. Further development and implementation of M&E methods and tools (such as outcome harvesting, for example) might provide more reliable evidence on outcome monitoring and evaluation.

As mentioned before, capacity development investments by SCI-COs and FOs to strengthen partners' implementation capacities have been quite effective, but the effects on institutional performance of partners are much more limited. Partners of SCI indicate that more support to organisational capacity development is needed and this is particularly the case in Ethiopia and Nepal, where local partners are sometimes seriously restricted and at times even intimidated and threatened by authorities.

Humanitarian Assistance

A recurrent problem that limits the effectiveness of HA operations is the fact that timeframes for financial support to HA projects are generally too short to produce (lasting) results. This is widely confirmed by all partners and stakeholders interviewed on HA in Somalia and Ethiopia¹ and the insight is also more widely accepted and translated in changing HA policies and funding modalities of international and bilateral HA donors.

According to SCF staff interviewed, MFA lays a premium on the number of beneficiaries to be reached, which is usually best achieved through material delivery of goods (i.e. Non Food Items (NFI), Shelter). Protection is an activity requiring labour-intensive work that privileges quality of service over quantity. The limited number of beneficiaries that SCF aims to reach through time-consuming, quality services results in lower MFA funding, which in turn means that some SCF projects have to be shortened, thereby limiting longer-term effectiveness.

For example, only short-term poverty alleviation and limited child protection could be achieved in SCF's six-month humanitarian intervention for FSL in Baidoa, Somalia, through monthly cash transfers of USD 65 over four months. The FSL activity was linked with 'soft conditionality' - encouraging mothers to breastfeed and keep children in school. Although families did report an improvement in their lives - were able to take their children out of work and feed them better - this is likely to be only a temporary reprieve. The extreme poverty of the families targeted means that, with the cessation of the injection of cash (used mostly to buy food), they will again face extreme hardship and

¹ In the period under evaluation no MFA funds were given to HA interventions in Ethiopia and in this period SCF mobilized its own funds for HA work in this country.

will be obliged to send their children out to work again. Longer project duration could have enabled SCF to move into a related resilience activity, linking families to a skills training or other income generation modalities, to cement the good results achieved under the FSL.

SCI has also developed specific RBM tools and guidelines to address operational quality in HA (as it does in development programmes). These include, but are not limited to: Approach to Humanitarian Action; Safe Programming; Child safeguarding policy; Mainstreaming Child Protection in other Sectors; Award Management; Needs assessments; Development of Baselines; M&E; and Accountability to Affected Populations (Silfverberg, 2016).

Response to beneficiary priorities and needs, especially Cross-cutting Objectives

Particularly effective has been the attention SCF gives to Accountability to Affected Populations (AAP), although not all objectives are fully reached. AAP allows beneficiaries to ‘own’ the activities in an inclusive and participatory way, promoting better sustainability. Including children in project planning, implementation and monitoring has a multiplier effect on changing behavioural practices, such as improving family hygiene, food preparation etc. as well as on DRR and on raising awareness of children’s rights (SCF, 2015; ENDA/SCF, 2013). There is room for improvement as AAP is not always fully respected: the Child Protection programme evaluation in Somalia (Kashungwa, 2014) points out that although feedback and complaints mechanisms are in place, SCI did not always follow up complaints or did so with considerable delay. Other AAP-related deficiencies were noted in the same MTR: children said they were not involved in the review of the project at different stages and were not fully aware of progress of the project as a whole. The community also mentioned that it did not participate in the design of the project although they did attend the kick-off meetings when the projects were being initiated. Although trainings with children were carried out, the training materials being used were not necessarily child-friendly. The Baidoa review carried out in the present evaluation showed that SCF has improved considerably according to interviews with parents and children, with prompt response to complaints and child-friendly messaging.

AAP has proved effective in most cases in getting community - and children’s - buy-in to project activities that give projects a better chance of sustainability. For example, Child Protection programme evaluation in Somalia (Kashungwa, 2014) noted that where children and communities were encouraged to get involved in DRR they had taken on responsibilities and ownership of the initiative.

SCI at the corporate level has a clear vision on gender aspects in development processes. It has a focus on gender equity and generally achieves gender balance among its target groups in its project implementation. However, in Ethiopia and Somalia/Somaliland, staff of the SCI-COs and FOs, involved in SCF project implementation, is largely male. It is recognised that in some cultural contexts, such as Somalia and Somaliland, it is a challenge to recruit women in the organisation and to enable women to advance in the organisation. The SCI-COs in Ethiopia and Somalia have measures in place to increase the influx

RBM tools also developed for HA.

SCF in HA is committed to Accountability to Affected Populations.

SCI has clear vision on gender in development.

And also on inclusion.

Linking HA and Development interventions is possible but not easy.

It can be done in:

- structural and returning disasters
- immediate disasters
- refugees and internally displaced.

of women in the organisation, but in spite of these measures, staffing in the projects funded by SCF is still not gender-balanced. In Somaliland, where it is more difficult to recruit women, the efforts of SCI-CO have resulted that the CRG and CP projects are both managed by women. The ECCE implementing team in Ethiopia has no women at the technical and management level.

The ECCE project in Ethiopia has a clear perspective on inclusive education and also addresses disability inclusion in education. One of the national partners involved in the ECCE project is an expert on disability inclusion and is widely recognised as such by other stakeholders and government institutions.

DRR as a cross-cutting objective is gradually integrated also into HA projects, even though this was not formal HA funding requirement by MFA.

Extent to which PBS and Humanitarian Assistance are successfully combined

Under the complementarity criterion, some reflections were already made on the combination of PBS and HA funding modalities. These also apply under this heading and are caused by the fact that PBS and HA projects are planned and managed separately under different timeframes and coordination regimes.

In spite of the fact that planning, management and coordination are largely separate, there is wide evidence that in implementation and in direct contact with target groups' efforts are made to link HA interventions with development projects. Sometimes these initiatives are hard to spot, because the humanitarian and development interventions are funded by different donors and not reported upon in an integrated way.

Linking humanitarian and development interventions and ensuring more follow-up of humanitarian interventions by development interventions seems feasible and practical in three specific cases:

- a. Structural and returning disasters, such as droughts in Somaliland and Ethiopia. In this situation short term humanitarian interventions can be linked effectively with development interventions in communities that are repeatedly affected by drought. The wide geographic spread of SCI in Ethiopia has enabled to link post "el Niño" drought responses with development projects in schools or with FLS interventions. In Somaliland, HA assistance is linked with a project that is implemented with schools in agricultural communities. To some extent such linkages are also possible with IDP communities in Somaliland and South Central Somalia, because these communities already have a long history and are structurally embedded in local contexts;
- b. Immediate disasters, such as the earthquake in Nepal, have affected communities in which SCF has had previous development interventions and has worked with local partners. In these cases, SCI can more quickly provide HA support because it is already active in these communities. It is also easier to link HA interventions with ongoing (possibly temporarily interrupted) development projects; and

- c. Linking refugee and IDP relief with longer-term development has been an elusive goal for the international community for decades (UNHCR, UNDP and UNICEF are the main institutional actors with separate mandates that do not easily complement each other). The World Humanitarian Summit in 2016 devoted significant discussion to this because it keeps people unnecessarily in a forced displacement situation for longer than necessary. SCI/SCF could do more to link their humanitarian beneficiaries with their own longer-term development programmes because they work in both the humanitarian and development fields. Although SCF thematic advisers intervene for short periods only to address HA, they could be more proactive in seeking linkages to SCI/SCF development programmes. In some protracted emergencies the opportunities are not there - for instance, in Somalia, where the weakness of the State and continuing insecurity prevent a more concerted effort to integrated displaced populations. On the other hand, opportunities exist to link disaster-affected populations such as in Nepal to longer-term development initiatives, which would constitute a real achievement for all stakeholders, not least the beneficiaries.

4.4 Efficiency

Adequacy of resources to achieve outputs (cost-effectiveness)

The total project portfolio of SCF for the period 2010–2016 consists of 47 PBS-funded development projects and six HA projects (only until 2015). This illustrates that there is certain degree of fragmentation in the SCF portfolio, but overall coherence is achieved because several projects are the continuation phases of previous projects and also most projects focus on three themes of CP, CRG and CSSP.

At the country level, portfolios of SCI-COs are very fragmented and in larger countries such as Ethiopia, can be well over a hundred projects at any given moment. This means that the extent of existing fragmentation in SCF's specific portfolio in the implementing countries is replicated and multiplied. The fragmentation of project portfolio requires significant effort and resources to ensure that proper reporting is done on each specific project, to each specific MO and back donor. In interviews at the COs in Somalia and Ethiopia, the potential for integration of specific projects in larger thematic or regional programmes is considered high and it was estimated that if more coordination and pooling of resources of different MOs in larger programmes could be done. The portfolios at country level could be reduced at least by half.

Another aspect of project fragmentation is the fact that the duration of projects is often short. Although development project sometimes last six years in total, they are usually split in two periods of three years, corresponding to the PBS funding period. But for projects that try to achieve behavioural changes and community building, even six years of project duration is a rather short period. The average duration of HA projects is much shorter - most often less than a year. This does not permit longer-term planning of outcomes and more

SCI country offices' project portfolios are fragmented.

Project duration is often short-term.

Portfolio coordination in Ethiopia and Myanmar contributes to coherence.

Multi-level structure of SCI brings considerable administration and transfer costs.

But also contribute to quality RBM.

coherent and integral approaches to change. Projects have to be renewed and re-negotiated annually and this also consumes a lot of time and effort.

Programme Based Support

The Nordic portfolio in the SCI-CO of Ethiopia is an interesting initiative towards coordination and cost-savings, but it has not yet resulted in concrete results in the form of pooling of resources or joint management and implementation of projects. With the departure of SCF from Ethiopia, this coordination experience will not be available any more for SCF. However, in Myanmar there is recent initiative of coordination between SCI-MOs in which SCF is participating. In the process of unification of SCI, a clear challenge still exists to achieve more programmatic approaches instead of projects and to motivate MOs and their own donors, to allow for pooling of resources in project implementation.

The SCF projects are implemented at the end of several steps in a chain of resource transfers, each step requiring management, administration and a transfer cost. The complete chain of transfers is: 1) MFA; 2) SCF (part of SCF administration fees is channelled to SCI to finance the global and regional SCI support structure, and the advocacy offices); 3) SCI-CO (all funds are channelled through central accounts of SCI, but international programme funds for countries are directly transferred to SCI-COs); 4) SCI-FOs (in some cases, such as Ethiopia, there are regional hub offices between the CO and FOs); and 5) local partners.

This structural set-up of the SCI multi-level organisation brings considerable administrative, management and transfer costs, but unfortunately, it is not possible to analyse these costs in detail since the financial reports published at different levels do not provide sufficient detail. Through interviews with financial officers at SCI-CO and SCF level and using their estimates, it is estimated that administration costs are between 10-15% at the level of SCF (of which a percentage goes to SCI-global and regional support structure). The combined administration and transfer costs of COs and FOs (and regional hubs if applicable) is between 15-20% of the remaining amount. At the end of the chain (in the case SCI offices are not directly managing the activity), local partners receive around 10% administration costs of the amounts received. From the above, a very rough estimate can be made that in total 35-45% of the MFA's PBS grant is not used for direct project implementation at the country level. These percentages should be read with extreme caution, as they are based only on rough estimates of staff members in the SCI and SCF organisations. It is also important to realise that such figures of administration and transfer costs in multi-layered international organisations are not unusual. Additionally it is important to realise that not all of these administration costs should be considered costs. These funds are invested in support structures, models, tools and a wide body of knowledge. Quality control and learning are also enabled by these funds. These investments in quality control, learning and development have ensured that SCI at the corporate level is widely considered one of the most important expert organisations in child-related development matters. In HA it has also enabled SCI-COs to rapidly deploy staff, materials and stocks for immediate disaster relief.

SCI's and SCF's RBM tools are excellent, adapted to the context and cover most contingencies. Needs assessments, baselines, targeting, verification, Knowledge Attitude and Practice (KAP) surveys, post-distribution monitoring (PDM) and M&E systems are regularly undertaken. Risk assessments are regularly updated. Accountability systems are built in project management systems and complaints mechanisms are in place.

According to a sample of audits performed on SCF programmes and projects, SCF complies with its financial obligations and has followed up on recommendations. SFC's financial statements show the financial situation of SCF to be stable.

Humanitarian Assistance

When humanitarian crises occur and no local implementation capacity exists, SCI's large structure and immediate access to humanitarian staff (roster), materials and stock, permit the organisation to very quickly intervene with humanitarian relief. SCI's structure, methodology and instruments show that SCI is a well-oiled machine to operate in HA situations. SCI is also well-situated and active in cluster coordination and other forms of coordination in humanitarian crises that permit it to intervene where most necessary.

The contexts in which SCF works are sometimes extremely challenging: natural disasters (Nepal, Somalia/Somaliland, Mali) or conflict (Somalia, Ethiopia) - often a combination of the two - render access to project sites dangerous or impassable (routes). SC nevertheless manages to rapidly establish access to these locations to set up and manage relief projects. Security protocols often require the purchase and maintenance of specialized tools such as armoured vehicles and protective clothing, reinforced office and living compounds and security guards, which naturally detract from the cost efficiency of its projects. Transport costs to places that are difficult to access may add to operational costs. SCF maintains a constant watch on operational cost efficiency through its cost tracking tools, keeping them to a minimum.

SCF's ability to raise funds from the public and through partnerships with institutional donors has reduced the impact of MFA's funding reductions. There are also opportunities within the SCI organisation to absorb shocks. However, a significant decrease in funding of SCF could have a significant impact on SCF's contribution to and participation in development and HA projects at the country level. This is because SCI's global policies have determined a minimum MO contribution to project interventions for each country to ensure cost-effective and efficient operations (e.g. in Ethiopia this was set at USD 1 million, but later reduced to USD 500 000). This means that MFA funding cuts could result in SCF being unable to reach the minimum amount of its financial contributions to specific countries and projects and restrict its ability to intervene in specific countries.

Mutual value added of SCI and SCF

Several aspects of the value added of SCI were already mentioned under previous headings. However, some specific aspects of value added that SCI brings as an international network to SCF can be highlighted in this section:

SCI can respond rapidly to disasters.

SCF's HA interventions were also rapid.

SCF's own fundraising has decreased dependency from MFA.

SCI network adds value to SCF's interventions.

And SCF adds value to the SCI network.

SCF brings specific expertise on Child Protection in HA.

- SCI has a worldwide presence in 120 countries. This presence creates many opportunities to rapidly implement development - particularly humanitarian assistance interventions. SCF (and MFA as a back-donor) have access to this international network and its opportunities. The widely spread presence also creates many opportunities for learning and development;
- SCI has a corporate support structure and an additional advocacy structure for the benefit of its MOs, COs and FO. This corporate support structure also ensures clear visibility, branding and a coherent approach;
- Complementarity of knowledge and funds in organisation among the different MOs enables the organisation to mobilise TA and other support to other MOs and COs and FOs on the ground;
- The large network of SCI has the ability to absorb shocks and changes, by spreading risks among different MOs and by compensating and replacing other MOs in case they are not able or willing to continue their specific activities or geographic presence; and
- The combined mandate of SCI in implementing development projects and humanitarian assistance and its wide experience and resources in both areas, provide an opportunity to better link and integrate humanitarian and development work.

This value added comes with the considerable cost of maintaining this structure, as was observed under the section on efficiency. It is also important to highlight again, earlier mentioned aspects of specific value added that SCF brings to the SCI network:

- SCF brings expertise in CP and CRG to the SCI network, also integrating Finland's attention to rights-based approaches in general;
- SCF has built wide and strong expertise in CSSP and in child-sensitive cash programming and cash-transfers that is widely referred to in the international SCI network; and
- SCF's experience in and attention to DRR in development projects and resilience building in HA interventions is widely recognised and respected.

Humanitarian Assistance

The added value of SCF Finland's humanitarian experience in the SCI network is its thematic expertise on CP and its contribution to the development of this theme in the global SCI context. This expertise stems from SCF's domestic work, its long tradition of protecting and assisting children and its advocacy platform.

SCI's international pool of funds for forgotten (mostly protracted) emergencies, is a corporate means to be able to quickly deploy HA funds to those locations where HA is needed, but where donors are unwilling or unable to provide support, because of higher priority disasters.

4.5 Impact

This evaluation has not looked directly at impact of SCF projects on the ground because this would require a very different evaluation focus and methodology. The evaluators have resorted to analysing evaluation reports and to interviewing of beneficiaries and stakeholders and SCI staff members to obtain more insight on impact of SCF funded projects at different levels, but they have not conducted impact evaluations on the ground.

Intended impact

Programme Based Support

The external end evaluation reports on the CRG, CP and ECCE projects in Somaliland and Ethiopia show the following most common and significant impacts at different levels:

Impact at individual child and family level:

- Improved wellbeing of children targeted by projects, as can be observed by increased self-esteem, increased school enrolment, improved health. At family level increased awareness of children's needs and rights. Increased involvement of parents in economic activities and community organisations;
- Increased number of children that are protected and served by local referral mechanisms for child protection, although it is observed that quality is not always high and specific aspects are still treated in isolation and not as continued case;
- Increased inclusion of (disabled) children in primary schools and ECCE centres (in Ethiopia and Nepal). Better performance of these children at school; and
- CSSP projects have empowered families in Social Protection programmes and have ensured that children also benefit from increased access to cash.

Impact at community level:

- Empowerment of local communities can clearly be seen in the form of an increased number of community groups and active members in these groups;
- Local service providers have become more effective in the provision of services and education, although there is still more work to be done on quality of service delivery and on teacher training;
- Child Welfare Committees were formed and mothers self-help groups and the local population is actively involved;
- Child clubs in Somaliland are strengthened and now also have their regional and national associations that interact with other civil society stakeholders and government officials; and
- On a small scale saving- and loan groups have been established but the economic impact of these groups is still very small.

SCF projects have produced impact at the child and family level.

And at the community level.

Impact at policy level also exists, mostly through technical assistance.

Impact at policy level:

- Local authorities in Somaliland are more committed and involve their community members more actively in local planning and budgeting;
- Government institutions and ministries have developed and improved policies on child protection (Somaliland) and Education (o-class in Ethiopia); and
- Government institutions and Ministries in Nepal, India, Somaliland and Zambia have become committed to social protection programmes and CSSP principles and allocate time and budget for such programmes (although funds are usually provided by back-donors).

These impacts illustrated in the evaluation reports, were confirmed in interviews of the CSO 2 evaluation team during the country visits to Somaliland and Ethiopia.

Impacts are mostly related to protection, rights, and less to economic development. This can be explained by the fact that SCF projects were focused on CRG, CP, Education and CSSP and not on livelihood and economic development. FSL were addressed in HA interventions, but with a focus on consumption and not production. In some projects, savings and loan groups were established and supported, but these have not visibly contributed to more vibrant economic activities at community level.

The evaluators confirm that impact at policy level is achieved, but this is often through providing technical assistance in child-specific matters in specific government institutions and ministries and in some occasions through content-specific lobby and advocacy (such as on the Child Act and National Action Plan for Children in Somaliland). More generally, advocacy was on issues that relate to civil society strengthening, and empowerment of civil society as an important actor in national societies, together with the government and private sector. Influence of SCI is technical rather than political. As an international NGO it is also not the most appropriate to exercise such political pressure; but in situations where civil society is under fire, such as in Ethiopia and Nepal, a more political stance of SCI, together with other international NGOs, Governments and UN organisations could be beneficial to support advocacy to safeguard and defend sufficient space for a 'vibrant civil society'.

Another task that is done by SCI in this area of supporting a vibrant civil society is done through capacity development of partners. While the effort of SCF is recognised, this support is more instrumental and functional to partners' performance as project (co-)implementers but not as individual and collective social actors in society. This aspect was also mentioned already under previous headings.

Humanitarian Assistance

Impact in HA is quite consistent across the spectrum of SCF programmes and projects. Most evaluations - Nepal, Somalia, Somaliland - highlight the positive effects of community level capacity building. Other positive impacts were noted in the 2013 Nepal evaluations as: overall greater development of vulnerable children through education, health and legal redress; complaint box establish-

ment, creating an enabling environment at school for learning without fear; increased self-confidence and making children aware of their responsibilities through life-skills training; and perhaps - most importantly - 'alternative' education classes have helped many children to graduate to formal schooling (Poudyal & Regmi, 2013).

Some of the impacts that are achieved in development projects are also achieved in HA projects, particularly at the individual beneficiary level:

- Improved wellbeing of children targeted by projects, as can be observed by increased self-esteem, increased school enrolment, improved health. At family level, increased awareness of children's needs and rights. Increased involvement of parents in economic activities and community organisations; and
- Increased number of children that are protected and served by local referral mechanisms for child-protection, although it is observed that quality is not always high and specific aspects are still treated in isolation and not as continued case;

Unintended impact

It is difficult to ascertain aspects of unintended impact, because such impacts are generally not reported in the project evaluation reports. Through the meta-analysis of selected evaluations and interviews with stakeholders, the evaluators identified the following elements of unintended impact:

- The effectiveness and massive capacity of SCI COs and FOs in rapidly rolling out and implementing HA interventions, as could be observed in Ethiopia, have contributed to a wide recognition and significant role of SCI in humanitarian responses, both drought and refugee related in the country. It is one of the larger civil society actors in HA in Ethiopia. However, the unintended impact of this is the fact that larger international organisations have become the preferred partners of the government and international donors and this is overshadowing local NGOs that also might have relevant experience. The restricted CSO environment of Ethiopia combined with the sheer size of humanitarian operations is causing a further decline of CSO activities in the country. The number of home-grown NGOs in Ethiopia is decreasing alarmingly; and
- The focus of SCF on CP, CRG, Education and CSSP is successful, but on the other hand might also have diminished the attention for economic development aspects or cooperating and linking up with other actors that work on bringing in more economic vibrancy in communities. Economic empowerment components in SCF funded projects were often small or non-existent and there were only limited complementary economic development initiatives in these communities. This creates limitations in achieving impact, sowing the seeds of CP, CRG, education and CSSP on barren ground with fewer chances of bearing fruit.

Impact of HA can be seen at individual and family level, less at other levels.

International HA implementation capacity can overshadow local CSO capacity.

SCF's rights and protection focus limits economic development impact.

PBS has enabled SCF to construct long-term relations and community embeddedness.

SCF's HA support is well connected to government policies.

SCF's service delivery sometimes weakens host government's commitment.

4.6 Sustainability and Connectedness for Humanitarian Operations

Ownership and participation by local stakeholders

Programme Based Support

As earlier observed under relevance, working with local partners and embedding projects in communities creates local ownership and this is very beneficial for social, cultural and institutional sustainability. In the projects in Somalia, SCI/SCF has implemented with local partners and in Ethiopia this was done in most locations but not always.

The approach of SCI to work with communities is through consultation and participation of local beneficiary groups and stakeholders, through needs analyses and baseline assessments. This involvement from the start generally secures good ownership by local communities.

Humanitarian Assistance

Working with local partners and embedding projects in communities is also relevant and applied in HA projects since this creates local ownership and provides the greatest chance of sustainability. As has been mentioned earlier, most humanitarian interventions are too short to open opportunities for sustainable gains. It is the newly learnt behaviours in project stakeholders that are likely to remain beyond the project duration, such as hygiene and food preparation, enhanced knowledge of child-rearing and child disciplining, and of children knowing their rights. Also, Community Welfare Committees, sourced from the communities where they work, attest to having a key stake in the Baidoa project and having learnt a great deal that will be useful to them in the future.

Programme and project documents, including evaluations, show that SCF's humanitarian activities are well connected to government policies and strategies, which should give governments a feeling of ownership. While in principle this should work towards achieving sustainability, in practice SCF has found that the poor capacity or low commitment of national and local governments means they don't always support changes or only provide lip-service to changes. An example is Female Genital Mutilation (FGM) in Somaliland on which SCF and the SCI-CO have done extensive TA, lobby and advocacy. Despite this, FGM in this country has not yet become an unlawful practice. This phenomenon is a very persistent cultural and religious tradition and very difficult to change. Similarly, both Somaliland and Somalia have weak governments that are too poor to shoulder the burden of caring for their people or to enact laws on improving child protection and child governance.

A similar situation is found in Nepal. This means that CSOs such as SCF are taking on a long-term role in providing basic services to the population, which is the government's prime role. Government authorities in Somaliland and Somalia express gratitude for what SCF is doing to help their populations but say they lack the resources to carry them forward independently.

Organisational, cultural, social, environmental and financial sustainability

Programme Based Support

Most projects in CP, CRG, Education and CSSP show clear signs of longer-term sustainability for example through behavioural changes among children and their families. An evaluation by Poudyal & Regmi (2013) reported changing attitudes of parents in favour of their children: parents were aware about children's basic rights like education; children's migration had been reduced drastically; school enrolment and regularity in school had reached near to 100%; none of the teachers brought sticks into the class or gave mental punishment; Village Development Committee had started to allocate good amount of money on the child rights protection and promotion; and children were getting opportunities to involve in different activities, and getting forum to talk about their own problem.

In the CRG, CP and ECCE projects in Somaliland and Ethiopia, SCI-COs and FOs and local partners have worked with existing community structures that are embedded in local culture and these structures were further developed and replicated over time. These community structures can take ownership of the project results and benefits, but cannot always enable continuation of project activities after the end of the project, as some of these activities require continuous external support. Other structures, such as mother self-help groups and saving and loan associations are able to continue their activities.

Local structures, systems and organisations that were built in communities served in the CP, CRG and Education projects, and particularly in CSSP projects, need further and continued support from other actors and government. However, such support is often not guaranteed at the end of projects. Perspectives for further replication and rolling out of experiences with government institutions or other CSOs at the end of the project periods of the CRG and CP projects in Somalia and the ECCE project in Ethiopia were not yet strong. In spite of poor financial sustainability perspectives, ending and exiting from projects was not revised.

A weak state, or the presence of an anti-civil society mentality within governments in many countries, presents clear challenges to government institutions to take over initiatives or provide support. This is even when there is commitment at the level of technical staff members of these institutions. This seriously compromises sustainability.

After closure of projects, longer-term outcomes and changes produced by SCI-COs in countries are usually no longer monitored and as a result, generally knowledge on the developments of a project and its results for beneficiaries after exiting is limited. It is not yet a common practice to conduct ex post surveys to provide additional learning on sustainability of short-term development and HA interventions.

Due to the focus of interventions of SCI and particularly SCF on child rights and child protections, most interventions do not have a specific focus on climate change adaptation and environmental sustainability. Development projects do usually include DRR as a specific focus. This has also gained more attention

Community embedding and partnerships contribute to sustainability.

Weak host government capacity is a threat to sustainability.

Ex-post evaluations not conducted to gain more insight on sustainability.

Environmental sustainability is not a strong focus in SCF projects, but DRR is done.

Financial sustainability of SCF projects is not strong.

Social Protection and cash transfer show extra sustainability challenges, particularly in lowest income countries.

after recommendations in MTRs of ongoing projects supported by SCF (draft MTR reports provided to the evaluation team). The DRR focus, however, is mostly aimed at mitigating immediate risks and increasing safety in the direct environment of projects (e.g. fires in IDP camps in Somalia, or road-safety in the neighbourhood of schools). This means that in the framework of most SCF supported projects environmental sustainability is often not seen as immediately relevant, with the exception of water provision and WASH facilities around schools in drought affected locations. In these cases DRR assessments and plans included attention to sustainability of clean water provision. For example, in the SNNP region in Ethiopia, the current ECCE project is building upon earlier WASH projects that were also supported by SCF in a previous phase.

While social and cultural sustainability are generally quite favourable, the challenge lies with financial sustainability. This is the case in all development and HA interventions supported by SCF visited in Somaliland and Ethiopia during this CSO evaluation. SCF is withdrawing from CRG and ECCE at the end of 2016 and largely from the CP project in Somaliland, reorienting its focus to CSSP and other target groups in IDP communities, while the CP project in the previous phase was focusing on other target groups and non-IDP communities. In all projects exiting is already final and largely carried out, but this is done without clear perspectives on how the local partners and communities can continue with their activities, particularly where they need financial inputs to continue. In the ECCE project in Ethiopia, some financial sustainability is secured by the Government's commitment to take over the centres and pay the salaries of the ECCE teachers, but otherwise no financial support is provided to further invest in good equipment and facilities in existing centres and particularly in equipping new centres. In the projects visited, the locally formed groups and organisations do not have sufficient financial capacity to continue their activities without external support, which at the end of 2016 was not yet guaranteed.

A particular concern with financial sustainability lies with the replication of CSSP experiences from Asia in Africa, particularly in the context of Somalia, but less in Zambia as a middle-income country. The concern is particularly with cash-transfer components in these CSSP projects. These components are usually not funded directly by SCI and SCF, but by other national or international donors, such as UNICEF in the new CSSP project in Somaliland. SCI/SCF's support depends on longer-term continuation of such cash-transfer components, to be able to produce sustainable results. The role of SCI is to ensure that Social Cash Transfers (SCTs) become more child-sensitive and more accessible for the poorest and most marginalised children and their households.

The concern with financial sustainability is not related to cash-transfers per se. There is ample research available that shows that effects of cash-transfers can go beyond immediate consumption and that there are multiplier effects. Research on cash transfers in Zambia (AIR, 2016) in the past years showed that monetizing and aggregating these consumption and non-consumption spending impacts of the program gave an estimated multiplier of 1.68. This multiplier effect was derived in part through increased productive activity, including diversification of income sources into off-farm wage labour and non-farm enterprise, the latter mostly managed by women. Unconditional cash transfer programs were often criticized for being a hand-out, leading to dependency and

reducing work. The multiplier effect appeared to put to rest the concern that transfers are a “hand-out.” Far from inducing dependency, the Multiple Categorical Targeting Grant (MCTG) allowed households to become more productive and ultimately increase their total expenditure by an amount greater than the transfer itself.

The concern is with the fact that Governments should have access to sufficient tax-income or other sources of income to establish reliable SCT systems for specific and well-targeted poor and vulnerable target groups. While the previously built experiences in SCCP of SCF in South Asia were conducted in favourable economic environments this is not yet certain in the African context and it should be well monitored. In Zambia, SCF will be working closely together with the Finnish Embassy that is also active in Social Protection programme support to the Zambian Government. In Somaliland, SCF works closely together with UNICEF and the Ministry of Labour and Social Affairs. These mechanisms for cooperation are important and positive, but they do not yet provide sufficient security that SP programmes can be continued over time. The researches and studies on cash transfer components in SP provide good information on effects on target groups but tend to neglect the aspect of financial sustainability of continuation of cash transfers in the longer term.

While effects of SP can be strong on poor individuals and families, it is doubtful if the multiplier effect that has been noted for example in Zambia is strong enough to create sufficient economic activities for socio-economic development of communities. It is likely that other complementary interventions in small and medium-sized enterprise development, financing facilities, farming support etc. are needed. However, such combined approaches of protection and economic empowerment are not present in SCF’s portfolio (and possibly not in the SCI’s portfolio) to ensure that SCT can do more than temporarily alleviate poverty. The challenge of creating more economic vibrancy and development does not necessarily have to be addressed by SCF itself. This can also be achieved through partnerships with other development actors.

Humanitarian Assistance

Successive reports and evaluations observed that behavioural changes in HA interventions are among the most important longer-term benefits for beneficiaries. For example, in Baidoa and Mogadishu, sensitizing communities, parents, teachers and elders on improving behaviours such as disciplining, not sending children out to work, the importance of schooling and correct nutrition and hygiene are notable attitude changes that are likely to persist beyond project closure. WASH and psychosocial activities that focused on sustainable behavioural change have also achieved longer-lasting awareness in beneficiaries and communities on responsible hygiene and child rearing (Nepal, Iraq). The Child Friendly Spaces (Mogadishu) are useful entry points for instilling responsible behaviours in parents while at the same time allowing them to leave their children in safe places while they work, and allowing children to both voice their concerns and benefit from early education.

On the other hand, there are also situations, where sustainability is a challenge. The project report on the humanitarian intervention in Mali in 2014-2015 stated that needs among target groups have remained dire and it was indicated

Governments need tax-income to ensure long term cash transfer programmes.

Complementary economic development actions are needed to cash transfers.

Awareness and behavioural change in HA projects is generally sustainable.

Psychosocial support needs long-term approach.

Sustainability of cash transfers in HA interventions is not yet proven and seems to be diverse.

Ex-post evaluations are needed to gain more insight on sustainability of HA projects.

that although SCF may have temporarily alleviated child protection problems, more time would have been needed to achieve sustainable outcomes.

Also sustainability of psychosocial support (Iraq, Mali) and child friendly spaces (Somalia) in HA is more difficult to achieve, because this requires longer-term behavioural changes through long-term and well-targeted support.

Sustainability of cash transfers in FSL components in SCF funded HA projects, is not yet proven and in spite of significant research done on the subject, still more research is needed. SCF increasingly uses the cash transfer modality for improving food security among the poorest and most vulnerable families. This is a widely recommended method of delivering cash instead of food, thereby respecting people's dignity, as well as choice and ownership. Short-term gains have seen an improvement in child nutrition rates, children taken off the streets, out of work and into school. These are valuable outputs that could become stronger and more sustainable if they are followed-up by, or connected to, longer-term resilience interventions such as income generation or skills building, but this has not always been the case. For example, in Baidoa, projects of this nature should have entrepreneurship training and business grant to enable beneficiaries sustain the positive outcome through income generating activities beyond the funding period as stated in (Smart Vision for Consultancy and Development, 2016).

Lack of continuity of FSL support to the poorest target groups might lead to more children being taken out of school by their parents and put back to work to improve family income once projects end, and material and financial benefits for these families dry out. Parents interviewed in Baidoa indicated that they would have to send their children to work again as they would not be able to manage without monthly cash injections, while admitting they now knew this was wrong.

Short-term FSL cash-based interventions in HA have a greater likelihood of sustainability when used to cover a short-term gap in livelihoods. For example, SCF's rapid intervention after the Nepal earthquake used a cash transfer modality to help small and medium-sized enterprises to rebuild their businesses after the destruction wrought to their livelihoods, as well as to enable households to restock essential food and NFIs prior to the monsoon season likely to restrict households' access to markets. The cash transfer linked to a WASH component to help families prevent waterborne diseases from disrupted water sources. The project was incorporated into a three-year multi-sectoral integrated response plan of SCI that took place in the same area, promoting longer-term linkages with development efforts and sustainability of results of cash-transfers.

As was already observed under PBS, it is important to learn more about effects and sustainability of HA interventions, including FSL cash-based support, on the longer term, after closure of the intervention. This will require ex-post evaluations of HA interventions, where such interventions were done as stand-alone actions, or integration of these aspects in development project monitoring in case HA interventions were followed-up by or integrated in development projects.

Reinforcement of Handover and Exit Strategies

SCF and SCI at the corporate level develop clear exit strategies for their projects. These exit strategies also include handing over of facilities to local populations, such as was done with the ECCE facilities in the communities supported by the SCF project in Ethiopia.

The CP and CRG projects in Somaliland and the ECCE project in Ethiopia visited in the framework of this evaluation were all ending at the end of the current project period. Exit strategies were in place and timeframes were followed and all three projects are currently phasing out. During the evaluation visit it became clear that the local SCI-COs and FOs were aware of these exit-plans, but they did not always agree with them. This was even more strongly the case with local partners that were implementing projects on the ground. In some cases, these local partners did not seem fully informed about the exit plans and the fact that projects were to end at the end of 2016. Even more so at the level of the local target groups, knowledge and awareness of the ending of project activities was limited and in many cases local Child Welfare Committees and Children Clubs in Somaliland, in spite of their commitment and interest to continue their activities, did not know how to do this without any further support. In the ECCE project in the SNNP region, the transfer of facilities was done to local communities and schools, but there was no plan in place to ensure that, apart from taking ECCE teachers on the Government's payroll, activities could be continued and further rolled out over a large number of additional schools in the region.

These observations suggest that exit-strategies are made in a somewhat mechanical way and they do not take into account the situation on the ground and changes occurred during the project implementation that could have brought new opportunities and challenges for the project and its results. Therefore closure of the projects occur at the end of 2016, because this was how it was planned at the start of the project, but in reality this does not always mean that sustainability was (fully) achieved.

A common challenge noted with the exit-strategies is that at different levels in the transfer chain of the project, SCI staff and partner staff generally have difficulties to conduct 'bad news communication and meetings'. The bad news, in this case the ending of the project, is not always communicated in a timely and clear manner and at the end of the chain the local target groups are sometimes not reached. Thus at the end of the project period the target groups may not yet be (fully) aware of the imminent ending of activities in their communities.

Exit strategies are generally in place but often applied too strictly, not considering changes in external environment.

Communication on exiting is a challenge.

Consistent application of community based needs analysis.

SCF strategy well aligned within SCI.

SCF's specific expertise in CP, CRG and CSSP important in SCI.

5 CONCLUSIONS

Strategic Focus

Conclusion 1: Consistent application of community based needs analysis and preferred working modalities through local partnerships generally ensure that SCF funded development and HA interventions are relevant in the local context and to local target groups.

SCF, as part of Save the Children International, has access to a corporate body of systems and procedures for context, risks and needs analyses and community consultation. These systems and procedures are systematically used in SCF's development and HA funded interventions. In development interventions, SCF has a partnership approach and it tries to work with local partners where possible. Such local partnerships are not possible everywhere, and particularly in humanitarian interventions, local partners are not always systematically involved.

Conclusion 2: SCF generally aligns its strategy and international programmes with SCI corporate strategies and programmes as well as with Country Office (CO) strategies and programmes.

Communication and consultation takes place systematically. Full alignment is not always possible, because timeframes of strategies and programmes are different. Sometimes urgent and home-grown developments (such as MFA budget cuts) force SCF to rapidly review its strategy and programme to a changing context and financial situation in Finland. Changes are therefore not always necessarily in line with specific country contexts and local needs. The new PBS timeframe and new planning horizon for SCF from 2018 onwards will be more in sync with SCI and CO planning timeframes.

SCF-specific Expertise and Value Added

Conclusion 3: SCF's specific expertise in Child Protection (CP), Child Rights Governance (CRG) and Child Sensitive Social Protection (CSSP) is unique and relevant within SCI and its technical contribution in these thematic areas is even more significant than the financial value of its support. SCF's withdrawal from CRG activities might weaken this theme in the overall strategy and programming of SCI.

SCF and SC Denmark are the only Member Organisations (MOs) funding CRG work in Somaliland. The share of CRG and CP in SCF's expenditures is higher than the share of SCI's overall spending on these thematic areas. COs, local partners and beneficiaries interviewed are concerned about SCF ending CRG and Early Childhood Care and Education (ECCE) in Somaliland and Ethiopia.

Effectiveness at Different Level of Implementation

Conclusion 4: SCI-COs and Field Offices (FO) are particularly effective in project implementation at the community level. In most development projects project implementation by partners was also effective. A challenge in Monitoring & Evaluation (M&E)

practices is finding the right indicators that permit measurement of progress and outcomes, particularly in behavioural, socio-cultural and policy changes. SCI-CO's and FO's effectiveness in providing technical assistance and policy advice to government institutions is more varied.

All SCF projects visited had a strong community-based approach and in many cases local partners were involved in implementation. Results at community level are significant, widely reported and confirmed in evaluations. Outcomes are more difficult to measure and sometimes indicators used do not describe changes accurately. SCI has adopted systematic application of baseline, mid-term (when duration is longer) and end evaluation. The end evaluations studied in this evaluation exercise were all conducted by external consultants. The effectiveness of SCI COs and FOs in providing technical assistance and policy advice to government institutions, is more varied, depending on specific political contexts and 'space' for exercising policy influencing and advocacy.

Results of HA Interventions

Conclusion 5: Effectiveness of HA interventions is generally considered good, but due to the short duration of these interventions it is more challenging to produce long-lasting results. These short timeframes also provide limited possibilities to link HA and development interventions or follow up HA with development interventions. Although on the ground (particularly in protracted and recurrent disaster situations) the interventions are linked, at the organisational planning and management level they are largely separate.

HA projects are planned for short durations (Nepal 4 months, Somalia-Baidoa 6 months, Iraq 9 months). Some short-term benefits of HA interventions have disappeared over time with changing climate conditions (Nepal). In chronic crises (Somalia, Iraq) some beneficiary resilience was built in short-term interventions, but sustainability was not ensured. HA projects in the SCI-CO portfolio during the drought in Somaliland and Ethiopia were linked with development interventions, including those funded by SCF. However, SCI-Ethiopia has different staff for development and HA activities, hence projects are separately managed and implemented.

Capacity Development

Conclusion 6: SCI's partnership and capacity development approach (to which SCF adheres) has in general resulted in effective project implementation by local partners. SCF's capacity development has particularly benefited performance of local partners in effective and transparent project implementation and management. It has proved to be more challenging to support partners in institutional capacity development as well as in strengthening lobby, advocacy and networking capacities.

SCI has an organisational capacity development strategy that consists of three pillars; a) project-related capacity development; b) organisational capacity development; and c) strengthening external linkages. Capacity development is generally a function of project implementation and management.

Partners regularly indicated that SCI was not sufficiently supporting them as partners and felt they were sometimes treated as sub-contractors. This was particularly case in the more restricted environment for civil society development

Project implementation effective, particularly at community level.

HA interventions generally effective, but short-term focus limits effects.

Attention to capacity development is given, but could be stronger at institutional level.

Gender is addressed in projects, but teams on the ground are not always gender-balanced.

PBS support at the country-level is translated in large project portfolios.

International SCI structure improves quality but against considerable admin costs.

in Ethiopia and to some extent also in Nepal. SCI's implementation capacity in humanitarian assistance has also to certain extent overshadowed support to local partners to become more involved in humanitarian work.

Gender Balance

Conclusion 7: Although the SCF funded projects are generally gender-aware and sensitive and gender-balance is achieved among beneficiary groups, gender-balance in the teams and management layers at the level of the implementing COs and FOs is sometimes very unequal.

This poor gender-balance in implementing and managing teams sometimes can be explained by local cultural contexts, but this is not always the case. A striking case was observed in the implementation of the Early Childhood Care and Education project in Ethiopia, which was done by an almost entirely male team. This poor gender balance limited the effectiveness in reaching out to all target groups with good quality support.

Programme's Strategic Design and Fragmentation

Conclusion 8: The MFA funded PBS framework of SCF is coherent and relevant. However, at the implementation level the SCI structure, in which different member Organisations (MO) support different projects in different countries, translates PBS into project-specific support.

Many different projects, often with a very short duration cause significant management, administrative and reporting costs. SCI-COs sometimes manage project portfolios of over a hundred projects that are supported by many different MOs. Applying a programmatic approach in implementation requires more integration of specific projects into larger portfolios. An example is SCF's projects in Myanmar where it has been involved in a project with complementary support of another SCI-NO working in similar project interventions in different geographic locations allowing for larger coverage of SCF. These efforts have not yet resulted in more coordination and pooling of resources in larger programmes, which would be a requirement to achieve more efficiency in programme implementation. SCF could promote these efforts in the next phase of the unification process of SCI.

Conclusion 9: The international structure of SCI provides the possibility for synergies in approaches and corporate use of support modalities, such as the RBM and M&E instruments and the technical assistance that all improve the cost-efficiency and quality of implementation. However, this structure also entails many management and administration layers in the organisation with significant corresponding transfer and overhead costs.

The SCI's CO and FO structure in developing countries is generally large, particularly where the organisation is involved in implementing both development cooperation and HA operations. Maintaining this implementation capacity and rather broad geographic coverage also leads to considerable staffing and administration costs.

Impact at Level of Target Groups, Communities and Policies

Conclusion 10: The impact of SCF supported development projects implemented by SCI-COs and FOs can be clearly seen at the target group, community and policy levels.

Impact of SCF's PBS work was observed in the projects visited, and confirmed by the external end evaluations at different levels:

- **Target groups:** increased access of children to education and improved protection services available for children through referral systems. Children are more aware of their rights and organised in groups. Families and caregivers are increasingly aware and also organised in groups, including in self-help groups and (savings and loan) associations;
- **Communities:** strengthened local institutions, such as Child Welfare Committees, and improved referral mechanisms at the community level. Increased capacities of local government institutions and CBOs and NGOs; and
- **National policies:** Development and ratification of Child Protection and Inclusive Education policies and regulations. Supporting services and programmes of the government in specific child protection and education matters (but less in more global civil society and human rights related matters, particularly in more restricted countries).

The economic development impact of projects was more limited, because SCF supported interventions did not target economic empowerment but focused on rights, protection and education related matters. Although at a small scale and local level self-help groups and associations were formed, the economic empowerment was not limited to immediate relief and support in smaller groups, not contributing to more local economic vibrancy. The projects that were visited were also not linked with other interventions (of other organisations) to create a more economic development perspectives.

Civil Society Strengthening

Conclusion 11: In the light of the projected outcome of "vibrant civil society" in the theory of change of the CSO funding channel, civil society strengthening is a main focus at the local level. However, not much information is provided in SCF's reports on organisational capacity development and strengthening of civil society.

SCI's partnership policy and capacity development approach show that SCI/SCF pays significant attention to capacity development of CSO and government partners. Partners are strengthened particularly in project implementation. However, strengthening partners in civil society (networking, lobby and advocacy) has been more difficult, particularly in the more restrictive countries of Ethiopia and Nepal.

MFA's Timeframes for PBS and HA Funding

Conclusion 12: The project timeframes of PBS funding, but particularly of support from the HA window are too short to produce impact at the level of community and civil society development, although outputs are generally achieved, and in the case

Impact SCF projects at target-groups, communities and policy level is clear, at economic level less clear.

Reports don't provide much information on civil society strengthening.

Short time frames and limited budgets of HA limit impact.

Community development approach strengthens sustainability.

of HA temporary relief is provided. The short term and small size of the projects also cause that outcomes and impact reporting is done with time-intervals that are too short to be able to show real and significant changes.

The CP and CRG intervention are oriented to behavioural, social and institutional changes and they take long time to materialise. The CP and CRG projects were evaluated positively, but there were concerns with continuity. HA interventions observed in Somalia were very short-term and in one case not connected to longer-term development interventions. The short timeframe of HA funding also limits the opportunity to link and follow up interventions in later development projects and trajectories. Related to the short-term time frames also M&E frameworks are too short-term focused. Outputs are well monitored and reported, but outcomes and impacts to a lesser extent. Good and reliable outcome and impact monitoring requires longer timeframes and ex-post evaluations, which are not yet common practice in SCF.

Social, Cultural and Institutional Sustainability

Conclusion 13: SCF's/SCI's partnership approach (working with local partners, where possible) and its community development focus generally ensure good institutional, social and cultural sustainability at the community level. Community structures are developed or strengthened, and local CBOs and Government institutions are prepared to take over elements of the projects or results produced by the projects. Although sustainability at the community level is strong in rolling out and replication of successful experiences and local models, challenges still remain because of weak government capacities and sometimes also lack of commitment.

In projects in Somalia, SCI/SCF has worked with local implementing partners; in Ethiopia this was done in most locations but not always. The exiting of SCF from the CRG and CP project in Somalia, and from the ECCE project in Ethiopia, was quick and at the time of the evaluation not all target groups and stakeholders were fully aware of the situation. Project evaluations in Somaliland and Ethiopia, and visits in this evaluation showed that structures and mechanisms built in communities still depend largely on SCF's funding and support, in spite of close cooperation with government (that often have low capacity of commitment).

The withdrawal of SCF from the CRG (and CSP partially) and ECCE projects in Somaliland and Ethiopia has to be seen as rather quick with the risk that the effects of these projects might recede and these interesting local models will not be further replicated.

Financial Sustainability

Conclusion 14: SCF's experience in bringing in CSSP in social protection programmes and projects in South Asia is substantial. However, combined approaches of protection and economic empowerment of target groups are not sufficiently applied in the SCF's project portfolio (and possibly not in the entire SCI portfolio) to ensure that rights and protection focused interventions can be sustained, based on structural poverty alleviation and local economic dynamism.

Implementation of CSSP within Social Protection programmes has been efficient and effective, it has empowered families, and it has improved the situa-

tion of children. While middle-income countries (e.g. India in South Asia where SCF has already worked a long time with CSSP) have considerable tax generation capacity, this might not be the case in poorer countries. It is therefore not a given that CSSP in Somaliland will be sustainable on the longer-term, while perspectives for such sustainability seem to be better in Zambia (where a new CSSP project will start in 2017). A concern remains with the sustainability of these CSSP (and social protection initiatives in general). SCF's project planning documents and available evaluations do not give much attention to financial sustainability of social protection programmes after international donors pull out and governments are on their own in financing these programmes through national governments that often depend on international donor support.

Conclusion 15: Cash transfers in HA support are generally efficient and effective in temporarily alleviating poverty. SCF/SCI has succeeded in ensuring that children's interests and needs are secured.

SCF/SCI follows international best practices in cash transfers in emergency situations. However, to be sustainable, cash transfers in HA require follow-up, longer-term income generation or skills training interventions and these are not always provided.

Coherence, Complementarity and Coordination

Conclusion 16: SCI, at the global level, systematically follows international standards and best practices in humanitarian interventions.

SCI's COs and FOs show generally good coordination on the ground at local level, with local and national government officials and with (inter)national actors. SCI is among the largest civil society humanitarian players in the world and is well situated to play a key role in coordination clusters and networks.

Conclusion 17: In spite of the information exchange between SCI/SCF and Finnish Embassies in core partner countries, concrete coordination and cooperation at the project level remains limited, although it occasionally happens (such as in the implementation of a bilaterally funded SCF project in Myanmar).

SCI/SCF participated actively in cluster and working groups and SCF is among the better-known CSOs in the eyes of Embassy staff. Staffing and time limits in particular in the Finnish Embassies, but also in SCI-COs in the core partner countries (Ethiopia, Nepal and Somalia), have resulted in under-use of opportunities for more alignment and joint efforts. For example, the Finnish Government support to strengthening Government structures and functions could counter-balance the CSO support given to Somaliland and create more mutual synergy. In Ethiopia, SCF, the SCI-CO and other CSOs could explore more possibilities with the Finnish Embassy to influence the severely restrictive Government policies on CSOs. In spite of efforts of the SCI-CO to inform and cooperate with the Finnish Embassy in Nepal, there is some disconnect between SCF's education interventions and the bilateral education programme managed by the Embassy. There is not enough mutual awareness between SCF and the Embassy on both projects and this means that opportunities for cooperation on the ground are missed.

Protection and rights focused interventions alone are not enough to produce sustainable changes.

Cash transfers in HA temporarily alleviate poverty but long-term effects uncertain.

CSI's humanitarian work is well coordinated.

Information exchange between SCF and Finnish embassies is good but don't often lead to cooperation on the ground.

6 LESSONS LEARNED

The following lessons can be drawn from the evaluation. They are also more widely applicable for CSOs that are part of global CSO networks and that combine development interventions with HA interventions. These lessons are slightly repetitive with the previous conclusions and therefore only presented in a very concise form.

Community-Based approaches contribute to sustainability.

International network organisations can increase coherence by pooling resources.

Organisational capacity development is required to strengthen civil society.

Alignment funding windows and time frames in HA and development improves effectiveness and impact.

- (Child Centred) Community-Centred Development approaches in development projects ensure not only that these projects and their results are relevant for local target-groups and stakeholders, they also ensure better sustainability of the results because local communities feel ownership of these projects and project activities and results are embedded and integrated in local community structures;
- Several international CSOs have built and further strengthened their networks. However, for different members of these networks and their back-donors and supporters, national identities remain important. A next step in further strengthening networks is, while recognising the importance of national identities and support bases, reducing fragmentation of project-portfolios. This requires an acceptance that different organisations and their supporters can provide co-funding to larger programmes. This requires developing new accountability and reporting structures to capture specific contributions of supporters that co-fund larger programmes;
- CSOs, like SCF, value partnerships with partners highly, but to really invest in partnership development is not easy. This requires willingness to take risks by selecting partners with weaker capacities in certain situations. In addition to risk-taking, also resources need to be invested in organisational capacity development of partners. Feedback from many local CSOs, in spite of existing partnership arrangements, is that this is not yet sufficiently happening. In the framework of the CSO funding window and PBS framework, this will require more attention to strengthening local civil society in both assessing CSO proposals and in M&E of organisational capacity development;
- The CSOs in this evaluation round, and particularly SCF, combine humanitarian assistance with development interventions and in many cases these interventions are mutually reinforcing. Therefore, these CSOs with a mixed mandate are important partners for the MFA to ensure that funds invested in HA can bring more and longer-term results. This can particularly be the case when the HA and PBS funding frameworks and timeframes are better aligned;

- Advocacy by CSOs is done at different levels. It is particularly effective at community level and in producing evidence-based models for development. However, advocacy on human rights and on space for civil society at national level is more challenging. In the current global trend of increasing restricted space for civil society space, more attention for this is needed not only from individual CSOs, but also the CSO community collectively and from MFA and other development partners;
- CSOs, like SCF, have good instruments for M&E and provide good reporting on activities. In M&E, measuring and analysing outcomes, particularly of behavioural changes, institution building and policy development, is more challenging. There seems to be a tendency of “over-reporting” and sometime changes that are described and reported are not always based on reliable and realistic indicators. Measurement of changes is done in time-intervals that are too short to be able to report substantial and significant changes. This reality calls for changes in M&E frameworks in PBS; and
- Human rights based work (like CP, CRG and CSSP) done by SCF and other CSOs is very important, though not always very popular in the eyes of supporters and donors, because effects are difficult to measure and take a long time to materialize. Nordic CSOs, like SCF are brave in trying to continue to walk this road of HRB approaches. It is important that human rights and protection work is linked with economic development efforts and this could be explored more in HRB projects by establishing partnerships with other relevant and specialised actors in this area.

Evidence-based advocacy is important. More attention is needed for higher level advocacy.

Outcomes materialise over longer periods and therefore current reporting might be too frequent.

Human Rights Based work should be combined with economic empowerment to produce lasting results.

7 RECOMMENDATIONS

Strategic Focus.

SCF specific expertise and value added.

Effectiveness of implementations.

Recommendation 1 (Strategic Focus)

SCF should continue improving the high-standard systems and practices for project identification and needs assessments existing in the SCI organisation in order to maintain and increase relevance of its development cooperation and HA projects.

Where possible, SCF should promote more involvement of local partners in the preparation and implementation of HA project interventions in order to remain relevant for local communities and target groups. SCF needs to prepare its strategy and international programmes with sufficient time to allow SCI and SCI-COs to provide suggestions and recommendations. If full alignment of strategies is not possible, there should be enough time for SCI-COs and local partners to adapt to changes in strategies. In case there are time and capacity constraints, it would be recommendable that SCF maintains a small reserve fund for exit and transfer strategies to allow COs and local partners to fully adapt to changes, even if the strategic timeframes would not provide room for this. The current changes in time-frames of SCF international programming are a step in the good direction.

Recommendation 2 (SCF-specific Expertise and Value Added)

Within SCF and particularly with other likeminded Nordic MOs, SCF needs to ensure that CP and CRG will not disappear from the strategy and programming of SCI and not from SCF's portfolio and future CSSP activities in Africa.

Recommendation 3 (Effectiveness at Different levels of Implementation)

SCF should coordinate within SCI the further improvements in M&E approaches and methods that allow them to gain more insight into longer-term behavioural change and community development processes as well as in policy advice and advocacy trajectories.

This will require further development of outcome oriented change indicators (as provided for example in outcome harvesting methodologies) for its development projects. The in-depth investment in improved outcome measurement should go together with less frequent outcome monitoring exercises to make them more meaningful to describe and report upon transformative changes and to avoid that over-reporting would absorb too much time for report writers and readers.

SCF and other CSOs benefiting from the SCO funding window are recommended to discuss this change in reporting with MFA, for example by proposing biennial outcome reporting (with baseline, mid-term, final evaluations) and annual output reporting (also to ensure that accountability remains practiced).

In the area of HA interventions, longer-term and ex-post measurement of beneficiary resilience, market developments and/or distortions and poverty reduction are needed to gain more insight in longer-term effects and sustainability

of cash transfers in HA interventions. SCF could negotiate with MFA and also within the SCI organisation that project funds outside the project implementation period could be used for this purpose.

Recommendation 4 (Results of HA Interventions)

SCF should increase its efforts to ensure that HA interventions can be more effectively linked with and followed up by development interventions by strengthening the geographic and thematic alignment of development and humanitarian interventions.

Recommendation 5 (Capacity Development)

SCF should increase its current investments in capacity development and strengthening of local civil society organisations. This can be done by complementing its efforts in capacity development of local partners with more organisational capacity building, including exchange, learning, networking, and advocacy at national and international level. In its HA supported interventions, SCF should promote the involvement of more local partners to implement projects and invest in their capacity development in this area.

Recommendation 6 (Gender Balance)

SCF should stimulate and force SCI-COs to increase their efforts to recruit female staff and invest in training and capacity development of particularly young local female staff in order to ensure that the gender-balance in teams will become more equal, even in more challenging cultural contexts. SCF should make a similar effort in advocating that SCI makes more effort to ensure that women can advance in positions in the SCI organisation.

Recommendation 7 (Fragmentation programme into project portfolios)

SCF should continue to explore and develop pilots that are geared towards more portfolio coordination and joint funding and implementation of projects with the context of SCI at the global level.

SCF, in further steps towards SCI's unification process, should give more attention to multi-MO portfolio management and further development of pooled funds (as existing for HA emergencies category 3 and 4) for development programmes within SCI.

SCF should explore with MFA what are possibilities to allow MFA co-funding in basket or pooled funds to enable more programmatic approaches in development projects and quicker and better coordinated humanitarian responses.

Recommendation 8 (Impact at Level of Target Groups, Communities and Policies)

SCF should look for corporate and synergetic development and use of approaches, methods and tools for design, planning, implementation and M&E of projects in its quality development and assurance strategy within the context of SCI as a global organisation.

SCF should continue to stimulate and guide SCI in further proceeding with its unification process and to develop a more simple structure with fewer management and administrative layers in order to decrease costs and to allow more funding and technical assistance to be channelled to local partners.

Results of HA.

Capacity Development.

Gender Balance.

Fragmentation programme in project-portfolios.

Impact on target groups, policies and policies.

Civil Society
Strengthening.

MFA timeframes for
PBS and HA funding.

Social, Cultural
and Institutional
sustainability.

Financial
sustainability.

Recommendation 9 (Civil Society Strengthening)

MFA should include more specific and explicit requirements for PBS recipients to plan for and report on how these CSOs are supporting organisational capacity development of specific partners and civil society strengthening at community, national and international level.

In HA interventions, this would be in line with Finland's World Humanitarian Summit commitments to start financing local CSOs directly (25% by 2020). Civil society strengthening is becoming a higher priority as the space for civil society in many countries (e.g. in Ethiopia and Nepal) is decreasing. The increased attention for capacity development support for local partners within projects should come together with a risk mitigation mechanism to allow that also weaker local partners can become active in project implementation and not only the strongest are favoured for this role. SCF and SCI are recommended to invest more in supporting local CSOs and to integrate them in relevant national and international networks, including those in difficult contexts such as Ethiopia, Somaliland/Somalia and Nepal.

Recommendation 10 (MFA's Timeframes for PBS and HA Funding)

SCF (and other CSOs that receive HA funding from MFA) should discuss with MFA the possibility of extending timeframes for HA funding and/or to allow more flexibility in reorienting development (PBS) funding to HA interventions, where HA interventions are done in development project locations.

The furthest stretching proposal could be to integrate the PBS and HA funding windows within MFA to allow for more integrated development and HA planning. MFA is recommended to investigate recent ECHO, Department for International Development of United Kingdom (DFID), and Irish and Swedish Government initiatives that have moved into this direction as sources of inspiration in Finnish policy development in this area.

Recommendation 11 (Social, Cultural and Institutional Sustainability)

SCF (as also other SCI-MOs) should prepare and communicate exit and withdrawal plans with partners and other relevant stakeholders. Rapid ending of projects should be avoided and partners should be given sufficient time to adapt.

Other local stakeholders should be informed in a timely manner that a project will end and MOs will exit. Good and realistic exit and withdrawal plans should be reviewed at the start of the exiting and transfer to confirm if original planning is still viable. Exit plans should not be applied in a mechanical way.

Recommendation 12 (Financial Sustainability)

SCF should dedicate more attention to financial sustainability of social protection elements in CSSP approaches in the further replication of its CSSP projects in African countries and for the continuation of these projects in South Asia. This will require on the one hand looking at perspectives and real capacity of host governments to generate sufficient tax-income to continue Social Protection transfers to poor or vulnerable target-groups. On the other hand, at the local level, more attention is needed by SCI-COs (also cooperating with other specialised partners) to create more economic dynamics in local communities to alleviate poverty and realise economic growth.

Social Protection and Economic Empowerment and Enterprise Development interventions should clearly target different target-groups in communities and use different support modalities. Social Protection interventions should use cash-transfers (donations) and/or insurance instruments; economic empowerment and enterprise development should use (micro)finance.

SCF should ensure that cash transfer interventions in HA projects are linked with or followed up by longer-term income generation support or skills training to provide a perspective for affected populations for poverty alleviation and economic development. This does not necessarily have to be done by SCF itself, particularly due to its protection and rights focus, but it should be secured through cooperating with other SCI-MOs and also other specialised and experienced CSOs and local partners.

Recommendation 13 (Coherence, Complementarity and Coordination)

SCF should maintain and nurture its supporting role to SCI as a provider of HA, targeting vulnerable children. This will enable SCI to retain its place in the core of international humanitarian support to children. While doing so, SCF and SCI should recognise that coordination and cooperation mechanisms in HA interventions can still become more inclusive. Where possible, also local CSOs should become more active in implementation of HA interventions, which will require transfer of HA capacities to local partners.

More active exchange between SCF and Finnish embassies in core partner countries is recommended. MFA and embassy staff-members need more instructions and means to enable them to become more proactive in exploring possible synergies and cooperation with other portfolio's and support programmes of the Finnish Government (CSO, HA, LCF, Bilateral, UN, Private Sector Instrument). In Somaliland, more presence of the Finnish Government in supporting institutional strengthening of local and national Governments (e.g. in linking with the UN's Joint Programme on Local Governance and Service Delivery) or by pledging funds to the Somaliland National Development Fund could give a boost to cooperation between local government institutions and civil society. In Ethiopia, MFA and the embassy should investigate possibilities for influencing the Government's restrictive policies on CSOs in coordination with SCF/SCI and other CSO partners in Ethiopia.

**Coherence,
complementarity
and coordination.**

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THE EVALUATION TEAM

Frans van Gerwen, the Team Leader of this evaluation sub-team has more than 25 years' experience in working in development cooperation and he has performed numerous evaluations in over 50 different countries in all continents. In the past 15 years he has led complex evaluation and review processes in international and multi-disciplinary teams for different multilateral agencies (including ILO, UNESCO and UNDP), bilateral donors (including the Dutch and Finnish Government), bilateral agencies (KfW in Germany, CBI in the Netherlands, Danida) and international NGOs (WWF, Oxfam, Act Alliance). Frans van Gerwen has a thorough knowledge of recent trends in evaluation and research. Frans van Gerwen has led country, multi-country and global evaluations in the past two decades. Frans van Gerwen in 2015 and 2016 has acted as team leader of the Finnish Aid for Trade evaluation and parallel to the realisation of the CSO 2 evaluation, he is also involved as sub-team leader in three CSO studies in the CSO 3 evaluation. Frans van Gerwen has led two sub-teams in the CSO 2 evaluation (Plan Finland and Save the Children Finland) and he has conducted fieldwork in Ethiopia, Kenya, Somalia, Somaliland and Togo.

Anne Davies, Sub-Team member covering SCF (as well as Sub-Team leader for 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.

Pirkko Poutiainen is a Social Scientist and has over 25 years of experience in international development co-operation. Most of her experience is linked to the Ministry for Foreign Affairs of Finland and multilateral development agencies, from concrete implementation to aid agency level with policy and management issues and cross-cutting objectives (gender, human rights). This includes work at the World Bank Headquarters, in two UNDP country offices, 10 years of permanently living in Sub-Saharan Africa, 1.5 years in a post-conflict country and numerous consultancies in Sub-Saharan Africa, South East Asia, East Asia, Caribbean and East and Central Europe. It also includes implementation of a Finland-supported rural water supply and environment project in Ethiopia (CTA, 4.5 years). She has comprehensive experience in result-based project cycle management from design, planning, appraisal and implementation to project, policy, multi-country and -sector evaluations. In this evaluation she focused on the MFA development policy principles and guidelines, results-based management, M&E, cross-cutting objectives, and participated in Ethiopia field mission and contributed to the SCF CSO report.

ANNEX 1: TERMS OF REFERENCE

Evaluation 2 on the Civil Society Organisations receiving Programme-based Support and Support for Humanitarian Assistance

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

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

Since then, significant changes have taken place in the global humanitarian scene, systems and instruments. One of the major developments has been a United Nations (UN) led reform of humanitarian aid, followed by the Inter-Agency Standing Committee Transformative Agenda. These changes have been reflected in the Finnish humanitarian policies (2007, 2012) and in the MFA guidelines concerning humanitarian funding (issued in 2013 and updated in 2015). The reforms have fundamentally changed the way assistance is being delivered and consequently also influenced the modus operandi of the Civil Society 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 emphasized also in the Ministry for Foreign Affairs Democracy support policy (2014). In addition to these common policy guidelines guiding the CSO funding in general and focusing on the special role of the CSOs in development cooperation, the thematic policy guidelines set the ground for specific fields that the CSOs are working in. Instructions concerning the Partnership Agreement Scheme (19 July 2013) includes practical guidance for the programme-based support.

The budget for 2015 through the Unit for Civil Society (KEO-30) contained € 114 million in support for CSOs' development cooperation and € 83 million of that was for programme-based support. The total sum for 2016 has been reduced to € 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 € 97.8 million of humanitarian aid, focusing on Syria, South Sudan, Somalia and Yemen.

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

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

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

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

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

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

Programmes of the selected six organisations

Fida International

www.fidadevelopment.fi

Fida International is a Christian non-governmental 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 for humanitarian aid in 2015 and has granted € 4 700 000 for the implementation of the programme in 2016.

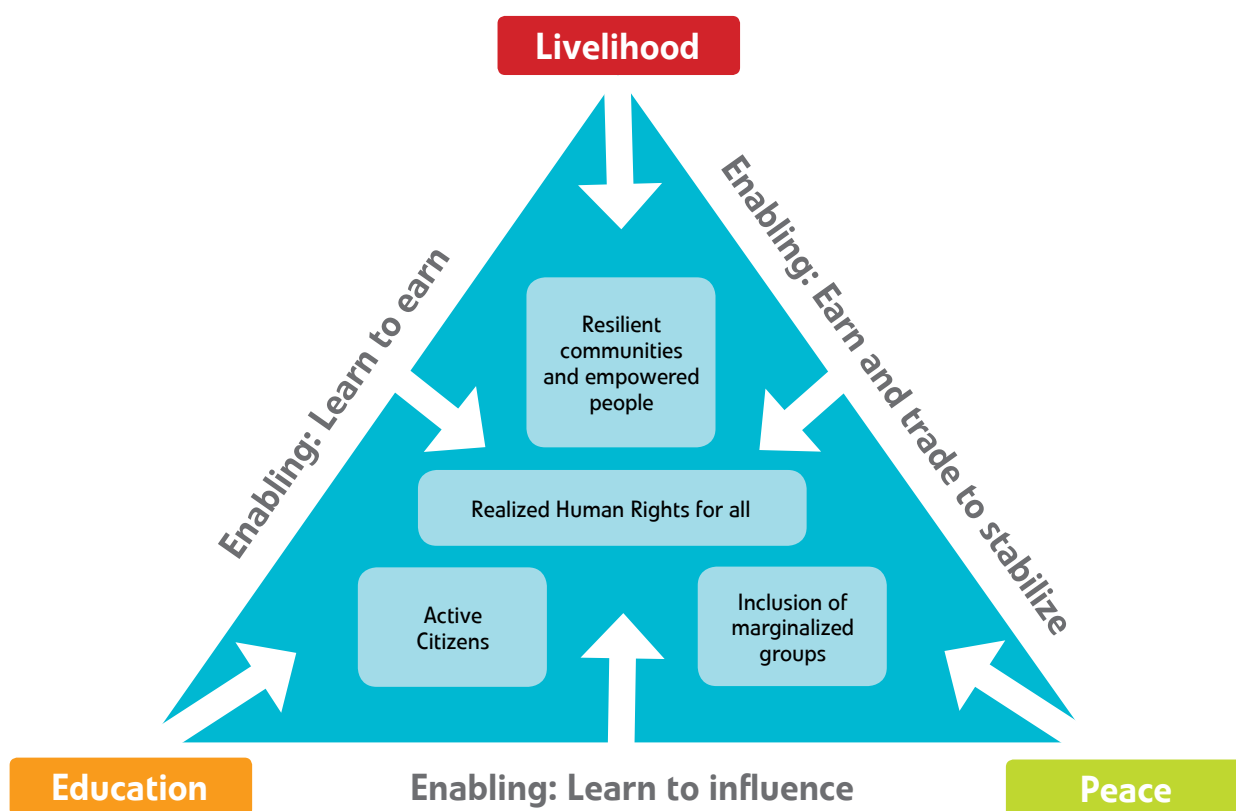
Finn Church Aid

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

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

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

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



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

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

Finnish Red Cross

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

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

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

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

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

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

Plan International Finland

<https://plan.fi/en>

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

Plan International works in 70 countries and runs development programs in 50 countries; Plan Finland works directly in 17 countries. The thematic areas covered in the Partnership Programme with the MFA are Education and Early Childhood Care and Development; Youth Economic Empowerment; Child Protection and Global Citizenship Education (work mainly takes place in Finland). Plan strives for gender equality in all its work and since 2007, has been running a major annual advocacy campaign on the topic of the rights of the girl child (Because I Am a Girl). In 2012-14, 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, 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 pro-

gramme countries in East-Africa (Ethiopia, Kenya, Somalia), West-Africa (Burkina Faso and a regional project in Benin, Burkina Faso, Mali, Niger, Ivory Coast, Togo) and South-Asia (India, Nepal). We expect to reach 1 060 000 children and 340 000 children will benefit directly from programme activities.

Save the Children Finland had a subsidy decision for 2014–2016 frame funding for 14,6 MEUR but due to cuts in ODA, new decision for 2016 (2,87 MEUR) reduces the total amount to 12,37 MEUR. Subsidy decision for 2011–13 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

As for SC Humanitarian work, MFA has supported the 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, multi-lateral) and programmes by other CSOs from Finland or developing countries.

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

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

Effectiveness

- Assess the extent to which the assistance provided by the CSOs has achieved its objectives. Synthesise and verify the reported outcomes (intended and unintended) and assess value and merit.
- Assess the extent to which the humanitarian operations have responded in a timely manner to the core humanitarian needs and priorities of the affected population, paying special attention to the most vulnerable groups.
- Assess the mainstreaming of cross-cutting objectives.
- Assess the extent to which the CSOs have selected their approach and response in a strategic manner, reflecting their comparative advantages and strengths.
- Assess the capacity of the CSO to respond in a timely manner to the sudden onset type of crises;
- Assess the factors influencing the successes and challenges.

Efficiency

- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the role and added value of Finnish CSOs versus their international networks and the pros and cons of the current MFA practice to channel funds through the Finnish.
- Assess the management of the CSO humanitarian operations.

Complementarity, Coherence and Coordination

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

Coverage

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

Connectedness

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

Both programme-based support and humanitarian assistance

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

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

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

6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

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

A. START-UP PHASE

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

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

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

Venue: MFA, Helsinki.

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

B. INCEPTION PHASE

Inception report

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

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

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

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

Inception meeting

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

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

Venue: MFA, Helsinki.

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

C. IMPLEMENTATION PHASE

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

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

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

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

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

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

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

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

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

The final draft reports must include abstract and summaries (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. They have to be of high and publish-

able 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 Unit for Civil Society). The management response will be drawn up on the basis of discussions with the CSOs concerned. The follow-up and implementation of the response will be integrated in the planning process of the next phase of the programme-based support.

9. EXPERTISE REQUIRED

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

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

One senior level expert of each of the CSO specific evaluation teams will be identified as a CSO-Evaluation Coordinator. The CSO-Evaluation coordinators will be responsible for coordinating, managing and

authoring the specific CSO-evaluation work and reports. They will also be contributing to the overall planning and implementation of the whole evaluation from the specific CSO's perspective.

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

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

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

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

ANNEX 2: PEOPLE INTERVIEWED

Note 1: Titles and positions reflect the situation that prevailed at the time of the interviews in 2016.

Note 2: Informants that were met during focus group meetings are not included in this interview list.

Note 3: Most participants in briefing and debriefing meetings were also interviewed individually and therefore these meetings are not included separately in this interview list

FINLAND

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Putkonen Antti, Counsellor, CSOs' development policy, Desk Officer for SCF

Tonteri Mirja, Senior Officer, CSOs' development policy

SCF Helsinki

Anne Haaranen, International Programme P Director

Tupuna Mantysaari-Laaksonen, Grants and Business Development Manager

Sanna Vesikansa, Advocacy Adviser

Sanna Juntunen, Humanitarian Business Development Manager

Susanna Tan, Head of Programme Development and Quality

Anna-Maria Heikkinen, Grant Officer

Sanna Karvonen, Fundraising, Private Sector

Miia Tirkkonen, Assistant Controller, Finance Dept.

Pia Näveri, Controller

Imran Matin, Director, Global Program Impact

Tina Honkanen, FSL & Cash Transfer Advisor

SOMALILAND

Save the Children Field Office Somaliland

Aqli Mohamoud, Child Protection and Child Rights Governance Programme Manager

Dargie Teshhome, Head of Child Rights Governance & Child Protection

Magan Mohammed, MEAL Manager

Abdikarim Abdillahi Shagette, Area Logistic Coordinator

Mukthar Mohumed, Area Representative

Fatun Farah Hassan, CRG Programme Officer

Kinsi Farah, CP Coordinator

Ibrahim Abdulrazak, Recovery Program Manager

Jimale Ali Noor, M&E Manager

Mohamed Magan, MEAL Manager

Ministry of Justice

Khadar Diiriye, Director General, Somaliland

Ministry of Labour and Social Affairs

Luul Aden Gieddi, Director Social Affairs

Khadari Nur Abch, Child Protection Technical Adviser

Ahmed Omar Ibrahim, Head of Child Protection Unit

Haagence

Tamo Wagener, Independent Consultant (evaluator of CPS project of SCF)

YOVENCO

Abdulaziz Saed Salah, Executive Director

Shaban Abdulah Elmi, Programme Manager

Nora Ali Hussein, Caseworker

Ayante Ahmed Mohamed, Project Manager Cash for Work

Abdulrahman Ahmed Aded, Youth Skills Training & Employment promotion project manager

Berbera

Community Service Providers: 3 men (Hospital, Police and local officer Ministry of Religion)

Child Rights Groups, 4 boys and 4 girls from several schools

Darola Community Child Welfare Committee, 5 members (3 women and 2 men)

Berbera City Council

Abdishakur Mohammed Hassan, Mayor

And his team

MOLSA – Berbera Dept

Ibraahim Saleebaan Caateeye, Regional Officer of Ministry of Labour and Social Affairs

Borama

Child Rights Groups: 8 boys and 9 girls from 2 schools

Service Providers: 4 service provides (all male) in Hospital, pharmacy, Policy and Court

Child Welfare Committees: 4 members (3 men and 1 woman)

Borama City Council

Mohamed Hussein Maydhane, Mayor

And team:

Hassan Ahmed Ainan,

Mustafe Macid Hassan,

Hassan Miigane Riyale,

Said Muse Hosh

Ahmed Hassan Ofleh, External Capacity development Consultant

Africa Youth Development Association (AYODA)

Siyah Omer Ali, Executive Director

Mohamed Ahmed Warsame, Project Officer

Abdirssal Mopiond Muse, Project Officer

Abdinasir Dahir Ismail, Project Officer

Regional Child Rights Forum

Siyad Omar Ali, Chairperson

And 6 members (3 boys and 3 girls) from different schools in Hargeisa;

Hargeisa

Mandeeq Community Child Welfare Committee: 5 women and 1 man

Mandeeq Community Child Rights Group (out of school children): 10 boys and 2 girls from one community

Somaliland Child Right Forum (SOCRIF)

Ani Abdi Alin, Chairperson

Abdirahman Ibrahim Hassab, Executive Director

Mader Omer Mader, member

Shamarke Hassan Nur, member

Kamal Hassan Isak, member

Mustafe Hrian Yousuf, member

National Child Rights Forum (NACRIF)

Abdimahad Yousuf Farah, Chairman

UNICEF

Issa A. Nur, Child Protection Officer (CP section)

SOMALIA

Save the Children, FO-South Central Somalia

Mohammed Ahmed, Area Representative

Abdulrahman Abdi Mohamed, Protection Manager

Bashir Said Hassan, Programme Manager, Child Protection and Child Rights Governance

Abdullahi Abdulla Farah, MEAL Manager

Abdullahi Hilowle, Programme Manager, Food Security and Livelihoods (FSL)

Save the Children, FO-Baidoa

Adan Said Abdi, Field Manager

Ibrahim Ahmed, Area Safety Manager

Abdi Noor Adan Hano, Child Protection Officer,

Mohammed Noor Mohammed Abdirahman, FSL Project Officer

Somali Peace Line (SPL)

Abdirahman Abdi Mohamed, Representative

Somalia Bay Region Regional Government

Rashid Adil Mohammed, Bay region Governor

Norwegian Refugee Council

Kassim Mohamed Adan, Acting Head

Municipality of Baidoa

Abdullahi - District Commissioner/Mayor

Ishah Human Rights organisation

Adan Mohammed Yusuf, Child Protection Officer

South Central Welfare Rights Watch (SCWRW)

Adan Ali Isak, Child Protection co-chair

Mariam Abdi Noor, Social Support Officer

Village Relief Committee, Community Welfare Committee Baidoa

6 men, 5 women, all IDPs in Baidoa, trained as CWC/VRC by SC (in FGD)

Focus group with IDPs

4 women, 6 men. Mixture of refugee returnees from Kenya and Ethiopia, drought-affected IDPs, conflict-affected IDPs (in FGD)

Focus Group with IDP women

3 mothers, beneficiaries of FSL cash transfer (in FGD)

Focus group with IDP Children

Two Children (survivors and Child labour caseloads)

8 boys, 8 girls, ages 9-13, who participated in Child Resilience Program (in FGD)

KENYA

Save the Children Regional Office for East Africa, Nairobi

Anne Kanene, SCF Senior Adviser on Child Protection

David Wright, Regional Director

Clare Feinstein, Africa Representative-Senior Advisor Global Knowledge Management & Learning for the Child Protection Global Theme (CP GT)

Mukesh Latth, Advisor, Social Protection & Child Rights Governance - Africa

Save the Children Somalia Office, Nairobi

Mohamed Dahir Hassan, Finance Director

Magan Mohammed, MEAL Manager

Mohamud Hassan, Deputy Country Director, operations

UNICEF

Dr. Neven Knezevic, Chief of Education, Somalia office

ETHIOPIA

Save the Children International Ethiopia

Anbesu Biazen, Education Program Manger Nordic

Kifle Telga, Education Program Specialist

Solomon Gebremedhir, Award Manager SC-US Awards

Libageba Abitew, Program Director Nordic Funds

John Lundine, Deputy Country Director, Programme Development and Quality

Charlie Mason, Humanitarian Director

Tibebu Bogale, Senior Advisor (consultant to SCI Ethiopia)

Save the Children International Ethiopia, South Hub Area Office

Desfaw Asmare, Education Program Manager

Save the Children International Ethiopia, Halaba Satellite Office

Megta Neiyussio, Program Officer

Gasnaw Muzugeta, Operations Manager

Addis Development Vision (ADV)

Adane Alemu Director,
Solome Kumsa, PAQJE project coordinator

Primary School and ECCE centre visit in Addis Ababa

Site visit and meetings with: Principal, librarian, ECCE-centre, teacher

Regional Bureau of Education, SNNP

Minaet Muiugeta, Educational Plan Evaluation & Monitoring Officer
G. Hiwot Salfore, National Examinations Officer

Bureau Finance and Economic Development, Halaba

Yassin Hungesa, Finance and Economic Development Coordinator

Education Bureau, Halaba

Mudjun Nassir, Education coordinator

Embassy of Finland, Addis Ababa

Paula Malan, Senior Specialist Education
Jouni Hirvonen, Second Secretary, Head of Cooperation, Economic and Trade Affairs
Workeferahu Eshetu, Advisor Land Administration and Education

Visit community and school in Halaba

Meetings with Village Committee, Parents and Teacher Association, Mothers' self help group, facilitators of ECCE-centres, Teachers, Headmaster.

Two unannounced visits to other SCF schools in SNPP region

Short interviews with headmaster and other people who happened to be on the sites

UNICEF

Maekelech Gidey, Education Specialist

Ministry of Women's and Youth Affairs

Seleshi Tadesse, Director of women mobilisation and enhancement

Adult and Non Formal Education Association in Ethiopia (ANFEAE)

Seleshi Legessie, Director

African Network for the Prevention and Protection against Child Abuse and Neglect (ANPPCAN)

Workayehu Bizu, Executive Director

World Vision Ethiopia

Eshetu Alemu, Programme Manager, Protection & Equality

Disaster Risk Management and Food Security Sector (DRMFSS)

Abere Kasse, Disaster Risk Reduction Director

NEPAL

Embassy of Finland, Kathmandu

Seema Baral, Director, Program Operation

Gopini Pandey, Program Manager, Childhood Development,

Sanjeeb Kumar Shakya, Program Manager, Humanitarian

Bishwa Pun, Project Manager, CSSP

Save the Children office

Seema Baral, Director, Program Operation

Gopini Pandey, Program Manager, Childhood Development,

Sanjeeb Kumar Shakya, Program Manager, Humanitarian

Prakash Kafle, Senior Child Poverty Manager

Bishwa Pun, Project Manager, CSSP

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ANNEX 4: EVALUATION MATRIX OF CSO 2

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ1.5 Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs</p>	<ul style="list-style-type: none"> 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. are aligned to the objectives and principles of the Finnish Policies and take appropriate account of sector / thematic guidance / papers and other Finnish guidance. <p>The guidance and supporting documentation fulfils the needs of senior management in CSOs and country partners, in relation to country programming and the management of emergency programmes.</p> <p>CSO project proposals, proposals drafted by partners, rules, information requirements and processes, reflect the right priorities and assessments.</p> <p>Flexibility and degree of delegation in the formulation of priorities at country-level or regional response, including the manner by which there is any deviation from plans, and the application of formal exemptions for more relevant adjustments.</p> <p>Programming facilitates the alignment of CSO activities with those of the partners, with linkages between relief, rehabilitation and development, and with aid effectiveness principles as well as generally agreed standards of humanitarian aid.</p> <p>Assistance planning and evaluation, which refers to MFA guidelines on best practices, those of UN coordination bodies in humanitarian aid, or other generally agreed guidance.</p>	<ul style="list-style-type: none"> Expressions of concern of key stakeholders knowledgeable about the actual interventions concerning the materiality of the performance of the CSOs in relation to the criteria of relevance, appropriateness and coverage. Examples of populations with serious humanitarian needs in a country which have not received assistance for reasons that cannot be considered significant. Presence of rating or scoring or markers of programmes in relation to the MFA cross-cutting issues in gender, disability, and climate change 	<p>Interviews with government officials (commerce Department or Ministries officials responsible for CSOs, disaster response, DRR and resilience, technical sector), local government officials), private sector, country-based donors, UN agencies, technical experts and civil society.</p> <p>Interviews with MFA actors and national stakeholders involved in the mandating, funding, design and implementation at the Finnish national level (e.g. in-depth interviews with reference group; relevant Advisors).</p> <p>Case study country Geographic Unit & Embassy teams, including desk officers and in-country officers.</p> <p>Government and UN officials (e.g. Ambassador and other selected senior management).</p> <p>Country implementing partners (public and private, civil society, beneficiaries).</p> <p>Other in-country development partners, such as private sector partners, and evolving Finnish instruments such as FINNFUND and FinnPartnership, or Finnish companies.</p> <p>For CSOs who are part of a federation or network, staff from peer members and the overall coordinating body.</p>

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

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	<ul style="list-style-type: none"> CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA <p>Activities have contributed to appropriate targeting of results and objectives given Finland's relative financial contribution as a development and humanitarian partner.</p> <p>Key constraints and core strengths are documented and easily reflected in interviews. Operational adjustments reflect taking these into account.</p> <p>The CSO is able to call on un-earmarked funding or standby personnel for sudden new emergencies. Contingency plans exist and are updated. Agreements are signed that reflect scenarios for a surge of activity.</p> <p>Planning and monitoring incorporate the HRBA and gender, environment and vulnerable person priorities as stated in the 2012 DPP; their implementation is monitored and progress reported on.</p>		

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ 4 Efficiency</p> <p>EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs?</p> <p>EQ4.2 Degree to which the interventions reflect risk based management and demonstrate clear management structures?</p> <p>EQ4.3 What is the added value of Finnish CSOs versus their international networks, and what are the pros and cons of the current MFA practice to channel funds through the Finnish CSOs?</p>	<p>How is it possible to define the value added to MFA funds of using this CSO?</p> <p>What is the leverage created in terms of the achieved development results?</p> <p>The risks are identified in plans and individual interventions and represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives.</p> <p>The distribution of CSO activities around the world reflects an overall logic which would be affected if there were fewer interventions. The dispersal of projects creates a greater chance of achieving good performance than a smaller number of projects.</p> <p>Disbursements of Finnish resources have been predictable / timely.</p> <p>The CSO's instruments used represent the most cost-effective choice of objectives and interventions, given Finnish resources (including financial, human and partnership resources). Any evidence of waste or on the contrary of synergies and symbiotic relationships.</p> <p>CSO processes use MFA resources (financial, human, time) efficiently to produce outcomes.</p> <p>CSO operational guidance is clear, comprehensive and coherent, resulting in efficient and effective processes and documentation.</p> <p>The CSO has contributed to rapid implementation and sound risk management, i.e. balancing risks and benefits of intervention choices appropriately</p> <p>The CSO has contributed to the selection of interventions which achieve the greatest results considering the given resources.</p>	<ul style="list-style-type: none"> • 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. • 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. 	<p>Planning, financial reporting, individual intervention reporting</p> <p>CSO guidance documents</p> <p>Interviews as above</p> <p>Direct observation in sample activities</p> <p>Evaluability condition: CSO RBM and reporting systems meet validity standards.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ 5: Impact</p> <p>EQ 5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders.</p> <p>EQ 5.2 Describe the value of unintended impact, to the beneficiaries and rights holders.</p>	<p>Impact is accurately reported, including short term impact in emergency operations.</p> <p>In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact.</p> <p>The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible.</p> <p>Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact.</p> <p>There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs.</p> <p>The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.</p>	<ul style="list-style-type: none"> • Degree 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. <ul style="list-style-type: none"> • Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation. 	<p>CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations.</p> <p>Interview as above, country case studies and separate interviews with officials in HQ of other organisations.</p> <p>Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.</p>

EQ6: Sustainability and connectedness for humanitarian operations

<p>EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups?</p> <p>EQ6.2 Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme</p> <p>EQ6.3 Degree to which benefits continue to accrue after the Finnish funding ends.</p> <p>EQ6.4 To what extent do short-term activities take longer-term development or human rights objectives into account.</p>	<p>The results targeted and achieved are able to persist even after funding ends, given institutional and financial factors.</p> <p>Increase of partner or international or government or private sector expenditure focusing on the objectives initially identified by the CSO.</p> <p>CSO interventions are ecologically sustainable and contribute to ecological sustainability, where this is relevant.</p> <p>What is the contribution to enhanced resilience?</p> <p>CSO guidance and implementation prioritise sustainability and handover or exit strategies.</p> <p>Capacity building has been sufficient to sustain development or humanitarian processes</p> <p>Evidence of the engagement of local-level institutions and individuals (experts or otherwise) in project design and implementation as well as commitment to institutional and human resource development.</p> <p>Result information management systems are well-developed</p> <p>The presence of the CSO is adapted to implementation experience, changing country contexts</p> <p>The CSO has contributed to better reporting within the MFA on results from Finnish aid, which has supported the sustainability of Finnish aid.</p> <p>Is/was there a viable exit strategy in place?</p> <p>How have lessons learned from this and previous projects considered in the formulation and implementation of the operation?</p> <p>CSO activities have reinforcing effects for other operations, and no harmful consequences can be detected, in particular in relation to capacity development, protection of human rights, and private sector development.</p>	<ul style="list-style-type: none"> Percentage of CSO projects in which sustainability aspects have been taken care of (e.g., percentages of projects funded by the government budget after the completion of project). Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored. Evidence of improvements in reporting over the years in the areas that are connected to the existing humanitarian operations by taking these operations into account. Citation of lessons learned, evaluation findings, real time monitoring, in the documents formulating proposals and planning. Continuation of the achievement of results after the end of the operational support provided by the CSO. 	<p>CSO network and alliance as well as individual project reporting</p> <p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p> <p>Interviews with all stakeholders after the intervention has ended, or when the end point can be anticipated</p> <p>Interviews with government officials, country-based donors and project managers of various projects</p> <p>Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.</p>
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ANNEX 5: DESCRIPTION OF THE PROJECTS VISITED

Project name, partner CSO and budget	Beneficiaries	Goal	Activities (Outputs)
Somaliland			
<p>Strengthening Child Protection Systems for a Safe & Protective Environment for Children, SC Somalia (with YOVENCO, AYODA, SOYVO & Min. Justice).</p> <p>Original budget 2014–2016: 800.000 €</p>	<p>Children in selected communities, teachers, CP service providers, Child Welfare Committees, staff of local Govt. departments</p>	<p>National and community based systems, structures and mechanisms strengthened to prevent and respond to abuse, exploitation, neglect and violence against children in Somaliland (project outcome)</p>	<ol style="list-style-type: none"> 1. Minimum standards and regulations for care and for protection of children in the justice system, are developed and enforced in Somaliland 2. Government Officials have capacity and skills to prevent and respond to abuse, exploitation, neglect and violence against children in Somaliland 3. Child protection referral mechanisms are strengthened and made functional in the project target areas 4. Awareness and knowledge on prevention and response to abuse, neglect, exploitation and violence against children increased amongst the community members in the project target areas 5. Increased capacity of Community Based Service Providers to prevent and respond to abuse, neglect, exploitation and violence against children 6. Resilience and capacity of children is enhanced to increase self-protection and uptake of child led disaster risk reduction in the project target locations
<p>Realization of Child Rights in Somaliland, SC Somalia (with YOVENCO & AYODA & ANPP-CAN) and (implemented with local partners).</p> <p>Revised budget 2014–2016: 850.000 €</p>	<p>Children in selected communities, Teachers, Parents, PTA's, Child Welfare Committees, staff of local Govt. departments</p>	<p>Improved policy and practice for children in Somaliland</p>	<ol style="list-style-type: none"> 1. Relevant government ministries (MoLSA, MoJ) are resourced and working to develop child centred policies and plans 2. CSOs and forums are able to promote transparency and accountability, especially with regard to child budgeting 3. Child rights groups and forums are able to advocate for their rights and influence duty bearers, parents and communities 4. Parents and communities prioritise children's rights 5. Children & communities implement & advocate for CCDRR

Somalia			
<p>Child Protection Action for Children Affected by Conflict – Mogadishu, (CPAC) Apr.2014–Mar 2015 (€ 482,500)</p> <p>Partner: Somali Peace Line (SPL)</p>	<p>Internally Displaced Persons (IDPs) in three camps in Mogadishu and surrounding host communities.</p>	<p>Children in Mogadishu are protected from abuse, neglect, exploitation and violence either in their own families or alternative care settings (family or community-based).</p>	<ol style="list-style-type: none"> 1. Communities and families are empowered to create a safe environment for children. 2. Children and families have improved access to local child protection services through CP focal points and Child Welfare Committees (CWC). <ul style="list-style-type: none"> - Ten CWCs are established/ strengthened and trained in three IDP camps in Mogadishu. - Vulnerable girls and boys in need of support (family tracing and unification, counselling, school enrolment etc. are referred to appropriate service providers (case management). 3. Children have improved knowledge and skills to protect themselves from violence and abuse and from harm caused by physical dangers. 4. Targeted health and nutritional feeding centres have improved knowledge and skills to identify child protection concerns.
<p>Protecting and supporting IDP children in Mogadishu – Apr.2015–Mar 2016 (€ 500,000)</p> <p>Partner: Somali Peace Line (SPL)</p>	<p>Direct beneficiaries: 3,025 extremely vulnerable children in 3 IDP camps, (2,238 girls and 787 boys) and 725 adults.</p> <p>Indirect beneficiaries: 4,500 children and 10,035 adults. IDP camp management, government officials, and community trained workers are also indirect beneficiaries.</p> <p>(Post- eviction emergency cash support through voucher distribution for 430 IDP households, approx. 2,580 individuals, USD 70 per household).</p>	<p>Children and their families in IDP camps have increased access to preventive and response child protection services by the end of March 2016.</p>	<ol style="list-style-type: none"> 1. Communities and families in the intervention areas are able to protect children from abuse, neglect, violence and exploitation. 2. Child protection services meet agreed quality standards and are provided in a timely, child-friendly and confidential manner (in line with Child Protection Minimum Standards - CPMS). 3. Children (boys and girls) have improved knowledge and skills to protect themselves. 4. Targeted Health and Nutritional Feeding Centers have improved child protection mechanisms. 5. (post eviction emergency cash support) IDP households evicted from Maslah camp in March 2015 receive life-saving support through vouchers valued at \$70 per household.

<p>Improving well-being and care of vulnerable children in Baidoa, Somalia – Apr–Sep.2016 (€ 400,000) – direct implementation by SCI</p>	<p>Direct beneficiaries: 4,852, of which 3,350 are children.</p> <p>Direct beneficiaries of cash deliveries: 650 vulnerable families in Baidoa, predominantly female-headed households with children.</p> <p>Indirect beneficiaries: approx. 8,000</p>	<p>Address urgent livelihood needs in extremely fragile situation where poor women and their children are exposed to food insecurity, malnutrition, poor health and gender-based violence.</p>	<p>Improved welfare of extremely vulnerable women and children through cash deliveries of USD 65.- per household per month for 4 months.</p> <p>Increased capacity of Community Welfare Committees and Village Return Committees to build awareness to female cash recipients on: anti-natal care services, child feeding, appropriate care practices and prevention and response to violence and abuse such as child marriage.</p> <p>Women and children become more aware of appropriate child care as a result of the above awareness-raising sessions.</p>
Ethiopia			
<p>Promoting Access to Quality Inclusive Education for children aged 4–14 years, SC Ethiopia (with ADV, ANFEAE & RPC). Original budget 2014–2016: 1.201.832 €</p>	<p>Children 4-14 years in selected communities, CWD in the same age group, Teachers, Headmasters, Facilitators of ECCE's, Parents, PTA's, Mothers (groups), staff off regional and local education bureaus and staff of CSOs</p>	<ol style="list-style-type: none"> 1. Increased number of children accessed ECCE in a quality learning environment 2. Improved learning achievement of children in project-supported primary schools with particular emphasis to children with disabilities 	<ol style="list-style-type: none"> 1.1. Enrolment of children age 4-6, including children with disabilities, in locally appropriate ECCE centres increases by 30% 1.2. All SC- supported ECCE centres meet 75% quality input requirements, as defined by the Ministry of Education of Ethiopia 1.3. All SC- supported schools have put in place mechanisms to ensure children safety and wellbeing. 2.1. Enrolment of CWDs in regular primary schools increases by 50% in SC supported primary schools. 2.2. 85% of children complete 1st cycle and 70% complete 2nd cycle primary in SC supported primary schools, by the end of 2016. 2.3. All SC - supported primary schools have developed safety and protection plans 2.4. Increased numbers of children are able to express their views and influence decision- making in SC- supported primary schools

Source: Financial data provided to evaluation team by MFA & Project documents of listed projects

ANNEX 6: DEVELOPMENT AND HUMANITARIAN PROJECT PORTFOLIO OF SCF ACTIVE IN 2010–2016

Development Projects in SCF portfolio 2010–2016

Country	Project Name	Sector	Start Year	End Year	Total Exp.
Bangladesh	Child Sensitive Social Protection (CSSP) in Bangladesh	livelihoods	2011	2013	585676,98
Bangladesh	Bangladesh CCDRR Protecting children's rights through child participation in DRR in Bangladesh	DRR	2011	2013	938670,05
Burkina Faso	Burkina Faso CP Children Empowered, Protected and Prepared	CP	2014	2016	418535,26
East Africa (Ethiopia, Kenya, Somaliland)	Changing and protecting the lives of children in the Eastern Africa	CP	2008	2010	611887,29
East Africa (Ethiopia, Kenya, Somaliland)	East Africa: Creating capacity on child rights programming	CP	2008	2010	183004,82
Ethiopia	Equitable Quality Basic Education for children in Ethiopia	Education	2008	2010	530920,63
Ethiopia	ETH: Child protection from labour, abuse and exploitation	CP	2008	2010	708959,74
Ethiopia	ETH/Alaba WASH: Phase 2 with Nokia/ Nokia Siemens	WASH	2009	2010	689124,3
Ethiopia	Ethiopia /Child Protection Promoting Community Based Child Protection Systems	CP	2011	2013	421413,43
Ethiopia	Ethiopia /Education Quality "Extended Basic Education for Disadvantaged Children" in Ethiopia	Education	2011	2013	605368,28
Ethiopia	Ethiopia EDU Promoting Access to Quality Inclusive Education for Children ages 4-14 years in Ethiopia	Education	2014	2016	279552,31
India	India Rajasthan Promoting children's right to education and protection in Rajasthan	Education & CP	2008	2010	266792,51
India	Equal Opportunities in Childhood through access to quality education in Southern Rajasthan, India	Education	2009	2011	350369,48

Country	Project Name	Sector	Start Year	End Year	Total Exp.
India	India Orissa floods, additional funding	CP	2009	2011	518399,62
India	India Aila Cyclone	CP	2009	2011	523654,83
India	India CSSP Child Sensitive Social Protection	CSSP	2011	2013	244225,8
India	India CSSP Child Sensitive Social Protection	CSSP	2011	2013	437433,06
India	India Towards a Protective Environment for Children in Rajasthan	CP	2011	2013	291124,4
India	India DRR Building Resilience of Vulnerable Children and Communities	DRR	2011	2013	1645307,41
India	India Bihar & Rajasthan CP Child Sensitive Social Protection (CSSP) in Nalanda District, Bihar, India	CSSP	2014	2016	457164,45
India	India Reducing vulnerability & neglect of children in Dungarpur, India, through Child Sensitive Social Protection	CSSP	2014	2016	1241729,99
Kenya	Kenya Child Protection The Child Protection and Community Support Project, Kenya	CP	2011	2013	835658,83
Kenya	Kenya CRG Promoting Child Rights Governance	CRG	2011	2013	593837,22
Kenya	Kenya CR's Capacity Building Towards Greater Impact (TGI) in EARO	CP	2011	2013	391206,18
Kenya	Kenya CP Promoting a safe and violence free family environment for children	CP	2014	2016	649103,95
Kenya	Kenya CRG Child Friendly County Budgets	CRG	2014	2016	409688,43
Kenya	Kenya EDU Let's Learn Together through Inclusive Quality Basic Education	Education	2014	2016	520086,39
Kenya & Somaliland	East Africa: Quality Inclusive Basic Education Let's All Learn - Inclusive Quality Basic Education	Education	2009	2013	572461,66
Nepal	Nepal Right to Education and Protection of Children & Young people	Education & CP	2007	2010	1047982,08
Nepal	Nepal Child Sensitive Social Protection Program	CSSP	2010	2010	521559,69
Nepal	Nepal CSSP Child Sensitive Social Protection)	CSSP	2011	2013	349504
Nepal	Nepal CPEC Creating Protective Environment for Children	CP	2011	2013	0
Nepal	Nepal Safer Schools and Communities through Child Centred Disaster Risk Reduction (CCDRR) Initiatives in Nepal	DRR	2011	2013	0
Nepal	Nepal CPCreating Protective Environment for Children (CPEC)	CP	2014	2016	0

Country	Project Name	Sector	Start Year	End Year	Total Exp.
Nepal	Nepal Child Sensitive Social Protection (CSSP) Project	CSSP	2014	2016	0
Somaliland	Somalia Hiran RtF Save the Children's Emergency Education Response	Education	2009	2010	0
Somaliland	Somalia Child Protection Strengthening Child Protection Systems	CP	2011	2013	0
Somaliland	Somalia CRG Space for Children's Voice, a brighter way to go	CRG	2011	2013	0
Somaliland	Somalia/Somaliland CRG Realisation of Child Rights in Somaliland	CRG	2014	2016	0
Somaliland	Somalia/Somaliland CP Strengthening Child Protection Systems for a Safe and Protective Environment for Children in Somaliland	CP	2014	2016	29457,68
South Asia (Bangladesh, India, Nepal)	South-Asia Regional Programme Strengthening Child Rights Programming in South Asia	CP	2008	2010	0
South Asia (Bangladesh, India, Nepal)	South Asia CRP Child Rights Programming WASH	WASH	2011	2013	0
South Asia (Bangladesh, India, Nepal)	South Asia Strengthen the capacity of civil society to promote children's rights to survival, protection and development	CP	2011	2013	0
West Africa (6 countries)	West Africa Reduction of working children exploitation in West Africa	CP	2008	2013	0
West Africa (6 countries)	West Africa: Rewrite the Future (2nd year)	Education	2008	2010	661709,53
West Africa (6 countries)	West Africa Child Work (A)	CP	2011	2013	0
West Africa (6 countries)	WAF Regional CP Working Children: Actors of their own Protection	CP	2014	2016	0

Source: MFA and SCF financial overviews provided to the evaluation team in September 2016.

Legend: CP=Child Protection, CRG=Child Rights Governance; DRR= Disaster Risk Reduction and CSSP=Child Sensitive Social Protection.

Note: Projects presented in light blue were implemented in countries visited in this evaluation and projects in dark blue were subjected to more detailed research and analysis.

Humanitarian Projects in SCF portfolio 2010–2015

Country	Project Name	Sector	Start Year	End Year	MFA contribution
Mali	Protecting children affected by the conflict from violence, abuse, neglect and exploitation in Tombouctou region in Mali	CP	2014	2015	517,500
Somalia	Child protection action for children affected by conflict (CPAC) in Mogadishu, Somalia	CP	2014	2015	482,500
Somalia	Protecting and supporting IDP Children in Mogadishu	CP	2015	2016	500,000
Lebanon	Protecting the wellbeing of children and adolescents affected by Syrian crisis in Lebanon	Health, CP, Shelter, WASH	2013	2014	490,783
Iraq	Providing psychosocial support and quality learning opportunities to Syrian refugee children in Erbil, Iraq	CP & Education	2015	2015	500,000
Nepal	Providing life-saving assistance to the most vulnerable children and their families suffering from the earthquake in Nepal	WASH & Livelihood	2015	2016	500,000

Source: MFA and SCF financial overviews provided to the evaluation team in September 2016.

Legend: CP=Child Protection

Note: Projects presented in light blue were implemented in countries visited in this evaluation and projects in dark blue were subjected to more detailed research and analysis.

EVALUATION

PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS II:
SAVE THE CHILDREN FINLAND
2017



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND