



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II



Evaluation on Finland's Development Policy and Cooperation

2017/3d



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

Plan International Finland

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2017/3d

This evaluation was commissioned by the Ministry for Foreign Affairs of Finland to FCG.

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

Contact: EVA-11@formin.fi

ISBN 978-952-281-525-5 (pdf)

ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

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ACRONYMS AND ABBREVIATIONS

€	Euro
AU	African Union
CBCPS	Community-Based Child Protection System
CBM	Development organisation focusing on disability (originally Christoffel Blindenmission)
CBO	Community-based Organisation
CBR	Community-based Rehabilitation
CCCD	Child-Centred Community Development
CCO	Cross-cutting Objective
CEDAW	Convention on the Elimination of Discrimination Against Women
CO	Country Office
CP	Child Protection
CS	Country Strategy
CSO	Civil Society Organisation
CSP	Country Strategic Plan
CwD	Child with Disability
DAC	Development Assistance Committee
DFID	Department for International Development of United Kingdom
DPP	Development Policy Programme (of Ministry for Foreign Affairs)
DRR	Disaster Risk Reduction
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society (MFA Finland; KEO-30)
ECCD	Early Childhood Care and Development
ECHO	European Civil Protection and Humanitarian Aid Operations
EM	Evaluation Matrix
EQ	Evaluation Question
EU	European Union
EVA-11	Development Evaluation Unit (MFA Finland)
FCA	Finn Church Aid
FETAPH	Fédération Togolaise des Associations de Personnes Handicapées
FGM	Female Genital Mutilation
LCF	Local Cooperation Fund
FO	Field Office
HA	Humanitarian Assistance

HA Unit	Unit for Humanitarian Assistance and Policy (MFA Finland; KEO-70)
HDI/IHDI	Human Development Index/Inequality-adjusted HDI
HIV	Human Immunodeficiency Virus
HRBA	Human Rights Based Approach
HTP	Harmful Traditional Practises
IATI	International Aid Transparency Initiative
ICT	Information and Communication Technology
ICT4D	Information and Communication Technology for Development
INGO	International Non-Governmental Organisation
IP	Implementing Partner
KMG	Kembatti Mentti Gezzima-Topo (Women Standing Together), a local NGO in Ethiopia
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs Finland
MTR	Mid-term Review
NGO	Non-Governmental Organisation
NO	National Office
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PALS	Program Accountability and Learning Systems
PBS	Programme-based Support
PD	Programme Director
PPP	Public-Private Partnership
PQF	Programme Quality Framework
PQP	Programme Quality Procedures
PU	Programme Unit
RBM	Result-based Management
RO	Regional Office
SAP	Systems, Applications, and Products in Data Processing
SCF	Save the Children Finland
SLUSH	One of the globally leading start-up and technology events
SME	Small and Medium Enterprise
SNNP(R)	Southern Nations, Nationalities, and Peoples' Region
TA	Technical Assistance
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
VAC	The International NGO Council on Violence Against Children, Violence against Children
WASH	Water, Sanitation and Hygiene
YEE	Youth Economic Empowerment

TIIVISTELMÄ

Plan International Suomi (Plan Suomi) vastaanottaa kansalaisjärjestöille tarkoitettua monivuotista ohjelmatukea ja humanitaarisen avun rahoitusta Suomen valtiolta. Vuosina 2010–2015 Plan Suomi on toiminut 17 maassa, neljällä maantieteellisellä alueella, ja toteuttanut sekä kansainvälisiä hankkeita että globaalikasvatusta Suomessa. Plan Suomen toiminnan keskiössä ovat varhaislapsuuteen kohdistuva hoiva ja kehitys, lastensuojelu, koulutus ja nuorten taloudellinen voimaannuttaminen. Plan Suomen budjetti vuodelle 2015 oli 5,9M€. Keskittyminen lasten oikeuksiin painopistealueena on tarkoituksenmukaista ja tarjoaa malleja laajemmalle toteuttamiselle. Yhteisötasolle keskittyminen on johtanut yhteisöperustaisten rakenteiden ja organisaatioiden vahvistumiseen ja samalla vahvistanut kumppanien kapasiteettia, pääosin hanketoteutukseen liittyen. Hankkeiden määrä hankesalkussa on edelleen suuri ja hajanainen. Vaikuttavuus eri tasoilla on selkeä, joskin seurannan ja arvioinnin järjestelmät kaipaavat parannusta tuottaakseen luotettavaa tietoa tapahtuneesta muutoksesta. Vaikuttamistyö toiminnan yhteisötasolla on onnistunut, mutta heikompaa kansallisella tasolla. Suomessa vaikuttamistyö erityisesti tyttöjen oikeuksien osalta on vahvaa. Paikallisten kumppaneiden kanssa käytetty lapsikeskeinen ja yhteisön kehitykseen perustuva lähestymistapa vahvistaa hankkeiden sosiaalista ja institutionaalista kestävyttä. Taloudellinen ja rahallinen kestävyys on heikompi, eivätkä tuesta irtaantumisesta koskevat suunnitelmat ole aina realistisia. Taloudellisia näkökulmia ei huomioida riittävästi, niin että yhteisöistä tulisi taloudellisesti elinvoimaisia. Innovointi ja yksityisen sektorin kumppanuudet ovat osa organisaation sisäistä yhteistyötä ja sisäistä oppimista.

Pääasialliset suositukset kehottavat jatkamaan keskittymistä lasten oikeuksiin ja suojeluun, sukupuolten tasa-arvoa edistävään muutokseen, kehitystä edistäviin innovaatioihin tietotekniikassa, sekä kehittämään ohjelmallisempia lähestymistapoja hankkeiden yhdenmukaistamiseen. Taloudellinen voimaannuttaminen tulisi tuoda toiminnan keskiöön yhteistyössä kansainvälisen Planin samankaltaisten hankkeiden sekä tähän toimintaan erikoistuneiden muiden toimijoiden kanssa. Seuranta ja arviointia sukupuolten tasa-arvoa edistävän muutoksen osalta tulisi parantaa. Lisäksi pidemmän tähtäimen tulosten ja vaikuttavuuden mittaamisen tulisi tapahtua harvemmin mutta syvällisemmin. Kumppanien organisatorisen kapasiteetin kehittäminen ja korkeamman politiikkatason vaikuttamistyö tarvitsevat lisähuomiota. Rahoituksen kestävyttä tulisi parantaa ja poistumisstrategioiden tulisi olla realistisia sekä joustavia.

Avainsanat: Kansalaisjärjestöt, ohjelmatuki, Plan International Suomi, lapsikeskeinen yhteisökehitys, sukupuolikäsityksiin liittyvät muutokset

REFERAT

Plan International Finland (Plan Finland) får programbaserat stöd (PBS) och humanitärt bistånd (HA) från finländska regeringen. Åren 2010–2015 verkade Plan Finland i 17 länder i fyra regioner och stödde globala projekt och utbildning för världsmedborgarskap i Finland. Plan Finland fokuserar på barnomsorg och barns tidiga utveckling, barnskydd, utbildning och ekonomisk egenmakt för unga. År 2015 gick Plan Finlands budget på 5,9 miljoner euro. Fokuset på barnets rättigheter är relevant och erbjuder modeller som kan upprepas vidsträckt. Fokuset på samhällen har lett till starkare samhällsbaserade organisationer och stärkt kapaciteten hos partners, främst i samband med projektgenomförande. Projektportföljerna är fortfarande stora och splittrade. Inverkan är klar på skilda nivåer. Övervaknings- och utvärderingssystemen måste dock förbättras så att de producerar tillförlitlig information om transformativ förändring. Påverkansarbetet är framgångsrikt på lokalt plan men svagare på nationella nivå. I Finland arbetas det starkt särskilt med flickors rättigheter. Tillvägagångssättet med barncentrerad samhällsutveckling tillsammans med lokala partners ökar sociala och institutionella hållbarheten av projekt. Finansiella hållbarheten är sämre och exitplanerna inte alltid realistiska. Ekonomiska faktorer beaktas inte tillräckligt bra för att skapa ekonomisk livskraft i samhällen. Innovation och partnerskap med privata sektorn har inkluderats i organisatoriska kopplingarna och inlärningen.

Det rekommenderas bland annat att det fortsättningsvis ska fokuseras på barnets rättigheter och barnskydd, genusrelaterad förändring, innovationer i utvecklingsrelaterad IT och utveckling av mer programbaserade tillvägagångssätt att harmonisera portföljer. Fokuset på ekonomisk egenmakt ska stärkas i samarbete med Plans liknande projekt och specialiserade aktörer. Övervakningen och utvärderingen för att mäta beteende- och genusrelaterade förändringar ska förbättras och utfall mätas mer sällan men mer ingående. Mer uppmärksamhet ska fästas vid organisatorisk kapacitetsuppbyggnad hos partners och påverkansarbete på högre politiska nivåer. Finansiella hållbarheten ska förbättras och exitstrategierna vara realistiska och flexibla.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, Plan Finland, barncentrerad samhällsutveckling, genusrelaterade förändringar*

ABSTRACT

Plan International Finland (Plan Finland) receives Programme Based and Humanitarian Assistance support from the Finnish Government. During 2010-2015 Plan Finland worked in 17 countries, four regions, and supported global project and global citizenship education in Finland. Plan Finland's focus is on Early Childhood Care and Development; Child Protection; Education; and Youth Economic Empowerment. Plan Finland's annual budget in 2015 was € 5.9 million. The child rights focus is relevant and provides models for wider replication. Focus on communities has led to stronger community-based organisations and it has strengthened partners' capacities, mainly in project implementation. Project portfolios are still large and fragmented. Impact at different levels is clear, although monitoring and evaluation (M&E) systems need improvement to provide reliable information on transformative change. Advocacy in communities is successful, but is weaker at the national level. In Finland advocacy is strong, particularly on girls' rights. The Child Centred Community Development approach with local partners enhances social and institutional sustainability of projects. Financial sustainability is weaker and exit plans are not always realistic. Economic aspects are not sufficiently addressed to create economic vibrancy in communities. Innovation and partnerships with private sector are included in organisational linking and learning.

Key recommendations include continuing focus on child rights and protection; gender transformative change; innovations in information technology for development; and developing more programmatic approaches to harmonisation of portfolios. Focus on economic empowerment should be increased in collaboration with Plan's similar projects and specialised actors. M&E to measure behavioural and gender transformative change should be improved and outcome measurements be less frequent and more in depth. Organisational capacity development of partners and advocacy at higher policy levels need increased attention. Financial sustainability should be improved and exit strategies realistic and flexible.

Keywords: *Civil Society Organisations, Programme Based Support, Plan International Finland, Child Centred Community Development, Gender Transformative Change*

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 (Plan Suomi), Pelastakaa Lapset ry sekä Suomen World Vision.

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

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

Kuuden järjestökohtaisen arvioinnin lisäksi on laadittu synteesiraportti. Tämä dokumentti on Plan Suomen arviointiraportti.

Plan Suomi perustettiin vuonna 1998. Se on Plan Internationalin jäsen, joka on uskonnollisesti ja poliittisesti sitoutumaton kansainvälinen järjestöjen liitto. Se tähtää kestäviin parannuksiin kehittyvien maiden lasten elämänlaadussa niin, että köyhien lasten, heidän perheidensä ja yhteisöjensä kyky tyydyttää perustarpeensa toteutuisi, ja että heidän kykynsä osallistua yhteisöjensä toimintaan sekä samalla hyötyä yhteisöidensä toiminnasta paranisi.

Plan Suomi keskittyy osaltaan Plan Internationalin neljään strategiseen toimintapilariin; varhaiskasvatukseen, lastensuojeluun, koulutukseen ja nuorten taloudelliseen voimaannuttamiseen. UM:n rahoittamia ohjelmataukihankkeita toteutetaan Plan Internationalin maatoimistojen ja hankekumppaneiden kautta.

Plan Suomen menot vuonna 2015 olivat 5,9 miljoonaa euroa. Vuosina 2009-2015 Plan Suomen ohjelmattujen kautta on rahoitettu hankkeita 17 maassa neljällä maantieteellisellä alueella, mukaan lukien maailmanlaajuisia hankkeita ja globaalikasvatusta Suomessa. Plan Suomen tukeman neljän pilarin mukaisesti neljää pääkomponenttia on korostettu hanketoteutuksessa; 1) vaikuttamistyötä; 2) globaalikasvatusta; 3) katastrofiriskin vähentämistä; 4) tieto- ja viestintäteknologiaa kehityksen edistäjänä (ICT4D). Plan Suomi on vastaanottanut humanitaarisen avun rahoitusta UM:ltä vuodesta 2016.

Plan Suomen arvioinnissa tutkittiin UM:n rahoittamaa hankesalkkua, politiikkaa ja strategiaa sekä ohjelmattujen että humanitaarisen avun osalta. Kenttätöitä tehtiin Etiopiassa ja Togossa, esimerkkeinä ohjelmattujen hankesalkusta, sekä Jordaniassa humanitaarisen intervention osalta.

Keskeiset tulokset ja päätelmät

Tarkoituksenmukaisuus (relevance)

Plan Suomen keskittyminen lapsen oikeuksiin, sukupuolten tasa-arvoon pyrkivään muutokseen erityisesti tyttöihin liittyen, ja tietotekniikan hyödyntämiseen kehityksessä muodostavat selkeän oman toimintasektorin ja erityisalan osana Plan International'in toimintaa. Ne ovat myös tarkoituksenmukaisia maatason sidosryhmien kannalta. Plan Suomen hankkeet ovat yleisesti ottaen pieniä, mutta tarjoavat malleja toistettaviksi muilla maantieteellisillä alueilla ja toisissa konteksteissa.

Plan Suomen keskittyminen vahvistamaan paikallisia, yhteisöperustaisia rakenteita ja organisaatioita on johtanut niiden vahvistumiseen, ja samalla luonut näyttöön ja todistettavaan tietoon perustuvia malleja tällä tasolla tapahtuvalle toiminnalle. Se on vahvistanut kumppaniensa kapasiteettia, mutta ensisijaisesti kapasiteetin vahvistaminen on ollut hankkeen toteuttamiseen liittyvää ja vähemmän yleistä organisaation kehittämistä.

Tuloksellisuus (effectiveness)

Tämänhetkinen henkilöstö Plan Suomessa ei välttämättä ole riittävää, niin että avaintemojen syvälinen ymmärtäminen olisi mahdollista, erityisesti liittyen tasa-arvoon ja sukupuoliroolien muutokseen.

Plan Suomella on hyvät tulosperustaisen hallinnoinnin sekä seurannan ja arvioinnin työvälineet. Kehittämistä voidaan tehdä vielä tulosten ja vaikutusten raportoinnissa niin, että voitaisiin paremmin havainnollistaa myös toiminnan tuloksena syntynyt laadullinen muutos (tulokset ja vaikuttavuus), koskien erityisesti naisten ja tyttöjen asemaa ja tasa-arvoa yleisemminkin.

Tehokkuus (efficiency)

Samalla kun Plan Suomi on integroinut hankkeensa johdonmukaiseen ohjelmajohdantaiseen kehykseen, maatasolla toteutus tapahtuu erityisten projektien kautta. Se puolestaan on johtanut suureen hankkeiden määrään ja hajanaisuuteen hankesalkussa. Laajempia ohjelmia pidempikestoilla aikaraameilla on rajoitetusti.

Vaikuttavuus (impact)

Vaikuttavuutta Plan Suomen hankkeissa on saavutettu yksittäisten lasten, perheiden ja huoltajien, yhteisöihin perustujien järjestöjen tasolla ja jossain määrin korkeamman tason instituutioiden tasolla. Seurannan ja arvioinnin kautta saatu tieto osoittaa parantamisen varaa olevan vielä vankemman, näyttöpohjaisen tiedon hankkimisessa.

Taloudellinen voimaannuttaminen ei nouse vahvasti esiin Plan Suomen hankesalkussa, joskin työtä tehdään pienimuotoisesti yhteisötasolla taloudellisen dynaamisuuden edistämiseksi.

Plan Suomen vaikuttamistyö paikallishallintotasolla on ollut menestyksekkästä, mutta paljon vähemmän huomiota on annettu kansallisen tason politiikkavaikuttamiselle. Kansainvälisellä tasolla ja Suomessa, Plan Suomi on vahva vaikuttamistyössä ja kampanjoinnissa lasten (tyttöjen) oikeuksien ja maailmankansalaisuuskasvatuksen puolesta.

Kestävyys (sustainability)

Lapsikeskeinen ja yhteisökehitykseen perustuva lähestymistapa ja paikallisten kumppanien käyttö toteutuksessa parantavat hankkeiden yhteiskunnallista, kulttuurista ja institutionaalista kestävyyttä. Tosin havainnoitujen hankkeiden taloudellinen ja rahallinen kestävyys on heikompi ja riippuvainen Plan Suomen jatkuvasta tuesta. Vaikka poistumissuunnitelmat (exit plans) ovat olemassa, ne eivät ole aina realistisia.

Plan Suomi on kerryttänyt kokemusta innovatiivisista tavoista toimia yhteistyössä paikallisen yksityissektorin kanssa, ja toiminta on perustunut kumppanuudelle ja täydentävälle osaamiselle. Taloudellisia näkökulmia ei kuitenkaan ole vielä riittävästi huomioitu riittävän taloudellisen elinvoiman luomiseksi yhteisöissä niin, että se vaikuttaisi kohderyhmien mahdollisuuksiin noustai köyhyydestä.

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

Koordinaatio Plan Suomen ja Suomen edustustojen välillä tärkeimmissä kumppanusmaissa ei ole proaktiivista.

Parempi nivoutuminen Plan International'in ”kovan” infrastruktuurin palvelutuotannon hankkeiden ja Plan Suomen ”pehmeän” lastensuojelun, kapasiteetin kehittämisen ja vaikuttamistyön hankkeiden kesken varmistaisi sen, että myös oikeusperustainen suojelu, kapasiteetin kehittäminen ja vaikuttamistyö rakentuisivat vankemmalle, perustarpeiden tyydyttämiseen tähtäävän toiminnan perustalle.

Plan Suomen työ yksityissektorin kanssa liittyen innovaatioihin ja kumppanuuksiin on sisällytetty ja ovat osa Plan Internationalin organisaation sisäistä yhteistyötä ja sisäistä oppimista.

Ohjelmatuen rahoituskanava on suunniteltu liian itsenäiseksi ja yksittäiseksi kanavaksi. Mahdollisuuksia synergiaan kahdenkeskisten ja monenkeskisten kanavien tai tärkeimpien kumppanusmaiden edustustojen kanavien kanssa ei ole riittävästi selvitetty.

Suositukset

Plan Suomen ja UM:n suositellaan:

1. Jatkavan nykyisten vahvuuksiensa ja osaamisalueidensa kehittämistä lastensuojelussa, sukupuolten tasa-arvon edistämisessä ja tietotekniikan hyödyntämisessä kehityksessä, eikä levittäytyvän uusille teema-alueille. Maantieteellisesti tulisi keskittyä harvempiin maihin ja suurempiin ohjelmiin kapeilla osaamisalueilla;
2. Painottavan tähänastista enemmän kumppanien organisatorisen kapasiteetin kehittämistä. Kumppanuuskäytäntöjä tulisi kehittää edelleen tämän vaikutuksen aikaansaamiseksi. UM:n tulisi valvoa ja analysoida ohjelmatukiraportoinnin kautta kumppanien kapasiteetin kasvattamista;
3. Säilyttävän tasapainon paikalliskumppaneille annettavan teknisen tuen ja suoran hankerahoituksen välillä. Vähälukuisemmat mutta kookkaamat hankkeet aiheuttavat alhaisempia hallinnollisia ja siirtokustannuksia. Sukupuolten tasa-arvoasioihin liittyvän teknisen tuen kapasiteettia tulisi parantaa ja enemmän työtä tarvitaan tiimien sukupuolitasapainon parantamiseksi maatasolla. Teknisen tuen osaamista tulisi lisätä Plan Suomen ydinosaamisen alueilla; lapsen oikeuksissa, sukupuolten tasa-arvon edistämiseen ja tyttöjen asemaan pyrkivään muutokseen liittyen, tietotekniikan hyödyntämisessä kehityksessä (ICT4D), innovaatioissa sekä seurannassa ja arvioinnissa;
4. Parantavan seurannan ja arvioinnin menetelmiä ja indikaattoreita käyttäytymisen ja sukupuolten tasa-arvon edistämiseen ja tyttöjen asemaan pyrkivään muutokseen mittaamiseksi hankkeissa. UM:n tulisi harkita tuloksiin perustuvien mittausten tekoa osana ohjelmatukea harvemmin mutta syvällisemmin;
5. Jatkavan pyrkimyksiä hankesalkkujen yhdenmukaistamiseen ja koordinaatioon Plan Internationalin kanssa sekä tutkivan yhdessä UM:n kanssa mahdollisuuksia pidempiin ohjelmatukikehyksiin ja yhteisrahoitukseen ohjelmallisten lähestymistapojen mahdollistamiseksi;
6. Plan Suomen suositellaan hakevan yhteistyömahdollisuuksia muiden Plan Internationalin jäsenten tai muiden erikoistuneiden toimijoiden kanssa kohderyhmien taloudelliseen voimaannuttamiseen, samalla säilyttäen oman painopistealueensa oikeuspohjaisissa hankkeissa;
7. Arvioivan uudelleen strategisen valintansa pitää matalaa profiilia politiikkatason toimijana ja sen lisäksi maksimoivan potentiaalinsa vahvana kansalaisjärjestönä korkeammilla politiikkatasoilla;
8. UM:n harkitsevan rahoittamiensa kansalaisjärjestöjen globaalikasvatohjelmien evaluointia hankkiakseen lisää ymmärrystä Suomessa tehtävän työn arvosta kehitysyhteistyölle;
9. Plan Suomen jatkavan sitoutumista pitkäkestoiseen, jatkuvaan tukeen hankkeissaan, koska tätä tarvitaan muutosten saavuttamiseen sukupuolten tasa-arvon ja tyttöjen asemaan pyrkivän muutoksen edistämisessä;

10. Antavan lisää huomiota hankkeiden taloudelliselle kestävyydelle ja varmistavan, että tuen lopettamiseen tähtäävät strategiat ovat realistisia ja joustavia. Taloudellisen kestävyuden vahvistamiseksi tulisi tutkia uusia tapoja hyödynsaajien taloudelliseen voimaannuttamiseen. UM:n on suositeltavaa varmistaa, että realistiset irtaantumisstrategiat on suunniteltu alkuvaiheessa kansalaisjärjestöjen ohjelmatukiraamin hakemuksiin;
11. Panostavan enemmän, yhdessä UM:n kanssa, yhteistyöhön ja koordinoimiseen muiden toimijoiden kanssa, mukaan lukien Suomen edustustot;
12. Jatkavan investointeja innovaatiohankkeisiin ja tietotekniikan käyttöön (ICT4D), ja pilotoimaan ja laajentamaan kokemuksiin pohjautuen. UM:n on suositeltavaa rohkaista innovaatioita ohjelmatukihakemuksissa;
13. UM:n vahvistavan yhteyksiä ohjelmatuen ja muiden rahoitustapojen välillä, mukaan lukien humanitaarinen apu, kehitysyhteistyön ja humanitaarisen avun toimien välisen täydentävyyden parantamiseksi. Ensimmäisenä tulisi pidentää humanitaarisessa avussa käytettyjä aikaraameja.

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 (Plan Finland), Rädda Barnen Finland och World Vision Finland.

Målet är att utvärdera

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

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

Plan Finland grundades år 1998 och är medlem i Plan International, en oberoende internationell federation utan religiösa, politiska eller statliga anknytningar. Dess mål är att permanent förbättra livskvaliteten för barn i utvecklingsländer genom att göra det möjligt för sämre lottade barn, deras familjer och samhällen att uppfylla sina grundläggande behov och ha bättre förmåga att delta i och dra nytta av sina samhällen.

Plan Finland fokuserar på de fyra pelarna hos Plan International: barnomsorg och barns tidiga utveckling, barnskydd, utbildning och ekonomisk egenmakt för unga. PBS-projekt stödda av UM genomförs av Plan Internationals landkontor och genomförandepartners. År 2015 uppgick Plan Finlands utgifter till 5,9 miljoner euro. Åren 2009-2015 stödde Plan Finland med sitt PBS projekt i 17 länder i fyra regioner och globala projekt och utbildning för världsborgarskap i Finland. Inom de fyra pelarna stödda av Plan Finland har fyra större komponenter betonats i projektgenomförandet: påverkansarbete, utbildning

för världsmedborgarskap, katastrofriskreducering och IKT för utveckling (ICT4D). Sedan 2016 har Plan Finland fått HA-finansiering från UM.

Delstudien av Plan Finland fokuserar på riktlinjer, strategier och den projektportfölj som UM finansierade (såväl PBS som HA). Fältarbete gjordes i Etiopien och Togo för samlade PBS-portföljen och Jordanien för HA-insatserna.

Huvudsakliga resultat och slutsatser

Relevans

Plan Finlands fokus på barnets rättigheter, flickor och genusförändring samt ICT4D utgör en klar nisch inom Plan International och är relevant för intressegrupper i länder. Dess projekt är vanligen små men erbjuder modeller som kan upprepas på andra ställen och i andra kontexter.

Plan Finlands fokus på att stärka lokala samhällsbaserade organisationer har lett till starkare samhällsorganisationer och evidensbaserade modeller. Den har stärkt kapaciteten hos sina partners men främst via projektspecifik kapacitetsuppbyggnad och i mindre grad allmän organisatorisk utveckling.

Effektivitet

Nuvarande personalresurser på Plan Finland är eventuellt inte tillräckliga för att den ska ingående förstå sig på nyckelteman, särskilt då det handlar om genusrelaterad förändring.

Den har bra resultatbaserade styrnings- samt övervaknings- och utvärderingsinstrument men rapporteringen av utfall och inverkan kunde ännu förbättras för att fånga innersta naturen i genusrelaterad förändring.

Resursanvändning

Samtidigt som Plan Finland integrerat sina projekt i en samstämmig programbaserad ram baserar sig genomförandet i länder på specifika projekt, vilket leder till stora portföljer. Få större program med längre tidsplaner existerar.

Inverkan

Plan Finlands projekt har en inverkan på flera nivåer: individuella barn, familjer och omsorgsgivare, samhällsbaserade organisationer och i viss grad inrättningar på högre nivå. Övervaknings- och utvärderingsdata indikerar att det fortfarande finns förbättringsmöjligheter genom att sörja för mer tillförlitlig evidensbaserad information.

Ekonomisk egenmakt utgör inte ett starkt inslag i portföljen hos Plan Finland fastän det i liten skala arbetas för att främja ekonomisk dynamik på lokal nivå.

Plan Finland har lyckats påverka lokalförvaltningen men den har fäst klart mindre uppmärksamhet vid att påverka nationell politik. Internationellt och i Finland arbetar Plan Finland starkt för att påverka och organisera kampanjer för barnets (flickors) rättigheter och utbildning för världsmedborgarskap.

Hållbarhet

Tillvägagångssättet med barncentrerad samhällsutveckling och användningen av lokala genomförandepartners ökar sociala, kulturella och institutionella hållbarheten av projekt. I de granskade projekten är dock finansiella hållbar-

heten svagare och den är vanligen beroende av kontinuerligt stöd från Plan Finland. Fastän det finns exitplaner är de inte alltid realistiska.

Plan Finland har erfarenhet av innovativa sätt att samarbeta med lokala privata sektorn på basis av partnerskap och kompletterande kompetenser. Ekonomiska aspekter beaktas dock inte tillräckligt för att skapa ekonomisk livskraft i samhällen och få ett slut på fattigdomen hos målgrupper.

Samstämmighet, komplementaritet och samordning

Samordningen mellan Plan Finland och finländska ambassader är inte proaktiv i centrala partnerländer.

Bättrekopplingarmellan “hårda” projektkringinfrastruktur tjänster och “mjuka” kring barnskydd, kapacitetsuppbyggnad och påverkansarbete garanterade att rättsbaserat skydd, kapacitetsuppbyggnad och påverkansarbete baserade sig på ett starkare fundament med samband till att sörja för grundläggande behov.

Plan Finlands arbete med innovation och partnerskap med privata sektorn har inkluderats i organisatoriska kopplingarna och inlärningen hos Plan International.

Då PBS-finansieringskanalen togs fram blev den alltför fristående och synergimöjligheterna med bilaterala, multilaterala och ambassadkanaler har inte utforskats tillräckligt i centrala partnerländer.

Rekommendationer

1. Plan Finland ska fortsätta att fokusera på barnets rättigheter, barnskydd, genusrelaterad förändring och ICT4D för att förbli relevant och stark. Detta förutsätter också en stark geografisk fokus och större program inom dess nischer.
2. Plan Finland ska betona mer organisatorisk kapacitetsuppbyggnad hos sina partners. Riktlinjerna för partnerskap ska utvecklas vidare för att uppnå detta. Kapacitetsuppbyggnaden hos partners ska övervakas och analyseras inom ramen för PBS-rapportering.
3. Plan Finland ska hålla balansen mellan sin mycket uppskattade tekniska hjälp till lokala partners och direkt projektfinansiering genom att ha färre men större projekt för att sänka administrativa kostnaderna och ha särskilda medel till teknisk hjälp till CSO och globalt påverkansarbete inom Plan International. Den ska öka tekniska hjälpen inom sina kärnkompetenser: barnets rättigheter, flickor, genusrelaterad förändring, ICT4D, innovation samt övervakning och utvärdering.
4. Plan Finland ska ta fram bättre metoder och indikatorer kring övervakning och utvärdering för att mäta beteende- och genusrelaterade förändringar i projekt. Utfall ska mätas mer sällan men mer ingående.
5. Plan Finland ska fortsätta att sträva efter harmonisering och samordning av portföljer inom Plan International. Med UM ska det utforskas möjligheter för längre PBS-ramar och samlad finansiering för att möjliggöra programbaserade tillvägagångssätt.

6. Plan Finland ska fästa mer uppmärksamhet vid ekonomisk egenmakt för målgrupper i projekt för att skapa utsikter till ekonomisk utveckling i samhällen i samarbete med projekt för ekonomisk egenmakt hos Plan International och andra specialiserade aktörer. Inom utveckling är användningen av partnerskap i arbetet med privata företag innovativ och förtjänar att upprepas vidsträckt.
7. Plan Finland ska granska strategiska valet att hålla låg profil som politisk aktör och dessutom maximera sin potential som en stark CSO på högre politiska nivåer.
8. UM ska överväga att utvärdera CSO-program för utbildning för världsmedborgarskap som ministeriet finansierar för att få bättre inblick i värdet av detta arbete i Finland för internationellt utvecklingsarbete.
9. Plan Finland ska fortsätta att engagera sig för långvarigt stöd i projekt.
10. Plan Finland ska fästa mer uppmärksamhet vid finansiella hållbarheten av projekt och säkerställa att exitstrategier är realistiska och flexibla. Nya sätt att stärka finansiella hållbarheten av projekt ska utforskas genom att fästa mer uppmärksamhet vid ekonomisk egenmakt för förmånstagare.
11. Tillsammans med UM ska Plan Finland göra mer för att samordna och samarbeta med andra aktörer, inklusive finländska ambassader.
12. Plan Finland ska fortsätta att investera i, ha pilotprojekt kring och trappa upp innovationer och ICT4D. Det rekommenderas att UM uppmuntrar till innovation i ramavtal för CSO.
13. Det rekommenderas att UM stärker kopplingarna mellan PBS och andra finansieringsformer, inklusive HA, för att öka komplementariteten mellan utvecklings- och HA-insatser. Ett första steg ska vara att förlänga tidplanen för HA.

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, in three rounds until mid-2017 of CSOs receiving multiannual PBS. This second (CSO 2) evaluation was kicked-off in June 2016 covering the six CSOs receiving both PBS and HA funding: Fida International, Finn Church Aid, Finnish Red Cross, Plan International Finland (Plan Finland), Save the Children Finland and World Vision Finland.

This evaluation aims to assess:

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

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

Plan Finland was established in 1998 and is a member of Plan International, an independent international federation with no religious, political or governmental affiliations. It aims to achieve lasting improvements in the quality of life of children in developing countries, by enabling deprived children, their families and their communities to meet basic needs, and to increase ability to participate in and benefit from their societies.

Plan Finland focuses on four pillars of Plan International: Early Childhood Care and Development; Child Protection; Education; and Youth Economic Empowerment. MFA funded PBS projects are implemented by Plan International's Country Offices and by implementing partners. Annual expenditure of Plan Finland in 2015 was € 5.9 million. During 2009–2015, Plan Finland's PBS has supported projects in 17 countries in four regions, global projects and global citizenship education activities in Finland. Within the four pillars supported by Plan Finland, four major components have been emphasised in project implementation: 1) advocacy; 2) global citizenship education; 3) disaster risk reduction; and

4) ICT for development (ICT4D). Since 2016 Plan Finland has received HA funding from the MFA.

In the sub-study on Plan Finland, research was done on policy, strategy and project portfolio funded by the MFA (both PBS and HA). Fieldwork was done in Ethiopia and Togo for the overall PBS portfolio, and in Jordan for the HA intervention.

Main findings and conclusions

Relevance

Plan Finland's focus on child rights, girls/gender transformative change and ICT4D are a clear niche within Plan International and relevant to country level stakeholders. Its projects are generally small, but provide models for replication in other locations and contexts.

Plan Finland's focus on strengthening local, community-based organisations has led to stronger community organisations and evidence based models. It has strengthened capacities of its partners, but primarily through project-specific capacity development and less in the general organisational development.

Effectiveness

Current staffing in Plan Finland might not be sufficient to enable in-depth understanding of key thematic issues, in particular in gender transformative change.

It has good results based management and monitoring and evaluation (M&E) tools, but improvement is still possible in outcome and impact reporting, capturing the essence of gender transformative change.

Efficiency

While Plan Finland has integrated its projects in a coherent programme based framework, implementation at country level is carried out through specific projects, leading to large portfolios. Larger programmes with longer timeframes exist only to a limited extent.

Impact

Impact in Plan Finland's projects is obtained at the level of individual child, families and caregivers, community-based organisations, and to some extent at higher-level institutions. M&E data still shows room for improvement in providing more robust and evidence-based information.

Economic empowerment is not a strong feature in Plan Finland's portfolio, although some work to promote economic dynamism at community level is done at a small-scale.

Plan Finland's advocacy work on local governance has been successful, but much less attention is given to national level policy advocacy. At the international level and in Finland, Plan Finland is strong in advocacy and campaigning on child (girls') rights and in global citizenship education.

Sustainability

The Child Centred Community Development approach and the use of implementing partners enhance social, cultural and institutional sustainability of the projects. However, financial sustainability of the reviewed projects is weaker and regularly depends on continued support of Plan Finland. Although exit plans exist, they are not always realistic.

Plan Finland has built experience in innovative ways to cooperate with the local private sector based on partnership and complementary competencies. However, economic aspects are not yet sufficiently addressed to create economic vibrancy in communities to lift target groups from poverty.

Coherence, complementarity and coordination

Coordination between Plan Finland and Finland's embassies in core partner countries is not proactive.

Better linkages between 'hard' infrastructure service delivery projects and 'soft' child protection, capacity development and advocacy projects would ensure that rights-based protection, capacity development and advocacy work is built on a stronger foundation of basic needs provision.

Plan Finland's work on innovation and partnerships with the private sector is included in Plan International's organisational linking and learning.

The PBS funding channel was designed too much as a stand-alone channel and possibilities for synergy with bilateral, multilateral and embassy channels in core partner countries have not sufficiently been explored.

Recommendations

Plan Finland and MFA are recommended to:

1. Continue to build on its current strengths and expertise areas of child protection, gender transformative change and ICT4D, and not to expand to new thematic areas. Geographically, the focus should continue to be on fewer countries and larger programmes in its niche areas.
2. Put more emphasis on organisational capacity development of its partners. Partnership policies should be further developed to this effect. Capacity development of partners should be monitored and analysed in PBS-framework reporting by the MFA;
3. Keep a balance between technical assistance (TA) to local partners and direct project funding. Fewer and larger projects contribute to lower administrative and transfer costs. Gender TA capacity should be recovered and more work is needed to improve gender balance in teams. TA should be increased in the areas of its core competencies; child rights, girls/gender transformative change, ICT4D, innovation and M&E.
4. Improve M&E methods and indicators to measure behavioural and gender transformative change in projects. MFA should consider outcome measurements that is less frequent allowing for more depth;

5. Continue to strive for harmonisation and coordination of portfolios within Plan International. Explore, with the MFA, possibilities for longer PBS frameworks and pooled funding to enable programmatic approaches;
6. Plan Finland is recommended to look for possibilities of cooperation with other Plan International members or with other specialised actors to address economic empowerment of target groups, while maintaining its own focus on rights-based interventions;
7. Review its strategic choice of keeping a low profile as a policy actor and, moreover, maximise the potential it has as a strong CSO at higher policy levels;
8. MFA should consider evaluating the MFA funded global citizenship education programmes of CSOs to gain more insight in the value of this work in Finland for international development cooperation;
9. Plan Finland is recommended to continue committing to long-term and continuous support in its projects because this is required to achieve gender transformative change;
10. Give more attention to financial sustainability of projects and ensure that exit strategies are realistic and flexible. New ways to strengthen financial sustainability of its projects should be explored by providing more attention to economic empowerment of beneficiaries. MFA is recommended to ensure that realistic exit strategies are well built up-front in PBS framework applications of CSO;
11. Make more effort, together with the MFA, to coordinate and cooperate with other actors, including Finnish Embassies;
12. Continue investing in, pilot and scale-up innovations and ICT4D. MFA is recommended to encourage innovations in the CSO framework agreements; and
13. MFA is recommended to strengthen linkages between PBS and other funding modalities, including HA, to enhance complementarity of development and HA interventions. A first step should be extending the time-frame of the HA modality.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic focus		
<p>Plan Finland's support to Plan International is clearly visible, focused on critical areas where funding is less readily available and thereby has added value even with its relatively limited funds.</p> <p>Plan Finland provides a specific and valued contribution, focusing more on 'soft' rights-based approaches than on services and infrastructure development.</p> <p>Programmes are aligned with the Country Offices (COs) and Country Strategic Plans (CSPs) and with host government policies.</p> <p>Good procedures and tools exist for participatory project identification, needs analysis, project formulation and baselines.</p>	<p>Plan Finland with its focus on child rights, girls, gender transformation and Information and Communication Technology for Development (ICT4D) has clearly found its niche in relation to Finnish CSOs and MFA funding, within Plan International and in relation to country level stakeholders and beneficiaries.</p> <p>Despite impact reported at the community level, projects are generally small, even though some provide models for replication of projects in other locations and contexts. More strategic and focused programming could further increase relevance, and enhance effectiveness and efficiency.</p>	<p>(1) Plan Finland is recommended to build on its current strengths and expertise areas of child rights, gender transformative programming and ICT4D, and not to expand to new thematic areas. Focus on disability inclusion should remain. Geographically, the focus should continue to be on fewer countries and larger programmes in its niche areas.</p>
Organisational Capacity Development		
<p>Plan Finland's programming is relevant to Finnish development policies particularly in relation to the promotion of the rights and status of women and promotion of gender and rights of excluded groups, such as Children with Disabilities (CwDs), indigenous people and ethnic minorities.</p> <p>There is a genuine effort to develop the capacities of its implementing partners, but attention to capacity development has mainly been limited to project-specific training. Although such training is beneficial, it is not sufficient for local CSOs to individually and collectively grow as organisations.</p>	<p>Plan Finland's focus is on strengthening local, community level Community Based Organisations (CBO), which has led to evidence-based results and stronger community organisations and institutions.</p> <p>Plan has tried to strengthen CSOs' organisational capacities at national civil society level, particularly their implementing partners. However, most capacity development was done through project-specific capacity development. Currently, as the space for civil society, particularly local CSOs, is diminishing more emphasis on organisational capacity development of local CSOs is needed.</p>	<p>(2)</p> <p>a) Plan Finland is recommended to put more emphasis on, and develop ways for organisational capacity development of implementing partners. Partnership policies should be further developed towards this effect.</p> <p>b) The MFA is recommended to consider explicit organisational capacity development elements and earmark funding of local CSOs in its PBS framework agreements. This would be in line with policy statements regarding strengthening vibrant local civil society in developing countries.</p>

Findings	Conclusions	Recommendations
Capacity and quality of Plan Finland's technical assistance		
<p>Plan International has developed high quality methodologies, instruments and expertise to support effective project implementation.</p> <p>A strategic decision was made by Plan Finland, due to the budget cuts, to mainly continue the same project portfolio at the expense of numbers of staff.</p> <p>At country level, teams are not always sufficiently gender balanced and gender-knowledge is dependent on a limited number of specific advisers.</p>	<p>Strategy and programmatic objectives of Plan Finland are demanding and require sufficient capacity and capacity development at all levels.</p> <p>Current expert staffing might not be sufficient for in-depth understanding of key thematic issues, in particular in gender transformative change nor to enable more effective and continued, highly appreciated technical assistance provided by Plan Finland staff to other Plan International members and COs.</p>	<p>(3) Plan Finland is recommended to keep a balance between its highly appreciated technical assistance to local partners and direct project funding by having fewer and bigger projects to decrease administrative costs and to dedicate specific funds to be used for TA for COs and global policy influence within Plan International. TA should be increased in the areas of its core competencies; child rights, girls, gender transformative programming, ICT4D, innovation and M&E.</p>
Results Based Management (RBM)		
<p>Plan Finland's reporting on outputs and immediate results is accurate and very informative. Transformative and behavioural change is difficult to measure and current systems (particularly at indicator-level) do not provide sufficient evidence-based data on these changes. M&E systems although well established at output level, are not yet sufficiently catering for behavioural change measurement.</p> <p>Aggregation of data is not always feasible and reflected in reporting. Limited outcome indicators are compensated by rich anecdotic change stories in reports.</p>	<p>Although some significant steps have already been taken in adhering to up-to-date and high standard RBM principles, current reporting and M&E systems and methods still need improvement. Reporting on outcomes and impact is too time and resource consuming and does not provide a sufficiently reliable evidence base for behavioural change measurement and capacity development of local implementing partners as local civil society actors.</p>	<p>(4)</p> <p>a) Plan Finland should further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes. Plan Finland is recommended to look at outcome mapping and harvesting and Most Significant Change Methods to capture this behavioural change information more accurately.</p> <p>b) MFA should consider a less frequent outcome/impact measurement (e.g. only twice during framework periods), maintaining only annual output reporting.</p>

Findings	Conclusions	Recommendations
Fragmentation of portfolios		
<p>Plan Finland’s project portfolio is still fragmented. This is multiplied at the country level, where COs manage large portfolios with many different Plan National Offices (NOs) with considerable donor-specific reporting requirements.</p> <p>Short duration of the PBS Framework (3 years) and particularly short-term duration of humanitarian support modality have a negative influence on effectiveness of project implementation and contributed to fragmentation of project portfolios.</p> <p>Efforts of Plan Finland to cooperate with other NOs are a feasible way for cost-sharing and decreasing administration and transfer costs, but the experience built is still quite limited and pooling of resources in basket-funding has not yet happened.</p>	<p>Plan Finland’s project portfolio is still fragmented, which contributes to an even higher fragmentation of Plan International’s project portfolios at the country level. While Plan Finland has integrated its projects in a coherent programme based framework, actual implementation at the country level is carried out through many specific projects. Project implementation is the standard practice and programmatic approaches and larger programmes with longer timeframes exist only to a limited extent.</p> <p>There is a need for Plan International to build more synergies between different members through working on more (joint) programme approaches instead of specific projects of individual members.</p>	<p>(5)</p> <p>a) Plan Finland is recommended to proactively promote dialogue and initiatives within Plan International to strive for further harmonisation and better integrated and coordinated portfolios, such as currently done by Plan Finland with some Nordic partners and Plan Netherlands.</p> <p>b) MFA is recommended to extend the current three-year PBS Framework period to at least a four-year period, to enable PBS recipients to decrease the number of projects in portfolio and develop a more coherent programmatic approach.</p>
Significant community impact, but more limited economic effects		
<p>Impact at the different levels is clear and impressive, although reports and M&E information still show room for improvement in providing more robust and evidence-based information, beyond the (well-documented) anecdotal level.</p> <p>There is also evidence of community level advocacy with local community groups and local government institutions and/or traditional community governance systems.</p> <p>Plan Finland has carried out limited activities in economic empowerment with some results evidenced through local savings and credit groups, but it is not strong in Plan Finland’s portfolio.</p>	<p>Plan Finland’s projects, through the application of the Child Centred Community Development approach, have created changes in communities at different levels:</p> <p>a) individual in terms of increased access and improved performance of children in early childhood and primary education, and in improved access to services;</p> <p>b) community level in terms of empowerment of local community groups and functioning of local community structures; and</p> <p>c) institutional in terms of changing legislation, regulations and programmes in gender equality, (disability) inclusion and quality of education. However, effects were significantly more modest in the promotion of local economic dynamism</p>	<p>(6) Plan Finland is recommended to look for possibilities of cooperation with other Plan International members or with other specialised actors to address economic aspects of empowerment of target groups, while maintaining its own focus on rights-based interventions. Rights-based interventions can be more effective when the economic situation of target groups is also improved. Plan Finland’s partnership approach to work with private sector companies in development can also address this challenge and is innovative and deserves wider replication.</p>

Findings	Conclusions	Recommendations
Advocacy		
<p>The impact of Plan Finland's and Plan International's COs on policy development at the national level and the role of the COs as national level policy lobbyists is not well known by external stakeholders.</p> <p>Plan International is also very active in awareness raising and campaigning globally and this is also done through its liaison offices to the European Union (EU), African Union (AU) and United Nations (UN).</p>	<p>Plan's strategic choice has been to do advocacy work more at the local governance levels where it has also been very successful. Plan Finland's potential in policy advocacy at the national level in developing countries is not sufficiently developed. Advocacy and awareness raising work through campaigns and advocacy at the global level and in Finland is strong. It has led to increased awareness of governments and the public in general to invest in children and particularly in girls.</p>	<p>(7) Plan Finland is recommended to review its strategic choice of keeping a low profile as a (development) policy actor and also maximise the potential it has, as a strong CSO at the upper policy levels.</p>
Global citizenship education		
<p>Even though it was not possible to thoroughly evaluate Plan Finland's global citizenship education part of PBS funding, feedback from work carried out in schools as well as assessment of impact of global citizenship education work, indicates that this work has added significant value.</p>	<p>Global citizenship education work adds significant value to the work of Plan Finland at global level and its international programming, by securing a growing support base.</p>	<p>(8) MFA is recommended to carry out a full-fledged and sufficiently resourced evaluation of the global citizenship education programmes of the CSOs, which have included global citizenship education in their PBS framework agreements.</p>
Social, cultural and institutional sustainability		
<p>Conditions for sustainability have been created through the Child-centred Community Development (CCCD) approach and use of implementing partners. This has enhanced sustainability of Plan Finland's projects in the PBS framework.</p> <p>Commitment of government institutions is expressed at policy level but willingness and capacity to engage are limited. Projects depend on funds and capacities of international partners.</p>	<p>Working with local CBOs and local authorities and embedding project activities and structures in existing community structures has led to good understanding and ownership of projects and project results by local communities. This enhances generally good social, cultural and institutional sustainability of Plan Finland's projects in the PBS framework.</p>	<p>(9) Plan Finland is recommended to continue committing to long-term and continuous support in its projects because this is required to achieve gender transformative change. Use of participatory methodologies, such as Plan's strong CCCD approach should be maintained in the development of new projects and programmes.</p>
Financial sustainability and exit strategies		
<p>Phase-out and exit plans are made at the start of projects, but projects are finished or transferred prior to reaching sustainability. Plans were not updated based on real progress in exiting.</p> <p>Financial sustainability of PBS projects is often weak and continuation still depends on Plan Finland's or other NO's support.</p> <p>Saving and loan associations or self-help groups have been established, but that alone will not create enough economic vibrancy in communities.</p>	<p>Plan Finland has included exit strategies in PBS-funded projects, but the exit plans and steps have not been reviewed and adapted in practice, resulting in exiting while financial sustainability of projects and their results have not yet been secured. Plan Finland has built some experience in innovative ways to cooperate with the local private sector to increase potential for sustainability and particularly continued benefits for beneficiaries.</p>	<p>(10)</p> <p>a) Plan Finland is recommended to pay more attention to financial sustainability of its projects and review and adapt exit and hand-over strategies, when needed in practice.</p> <p>b) MFA is recommended to ensure that realistic exit strategies are well built up-front in PBS framework applications of CSOs. Exit strategy implementation should enable step-by-step exit and crossovers between different PBS framework periods.</p>

Findings	Conclusions	Recommendations
Coordination and Complementarity		
<p>Plan Finland has good relations and exchanges of information with the MFA in Finland. At the country level embassies are generally visited when going to countries of operations, which are Finland's long-term partner countries.</p> <p>Internal coordination within Plan International is challenging at the country and implementation level, where PBS infrastructure and service delivery projects are not linked with 'soft' child protection projects.</p>	<p>Activities of Plan Finland with other NOs are well coordinated. Plan Finland participates in Nordic initiatives, which strengthens overall coordination within Plan International. More challenging is coordination at country and implementation level, where projects that serve basic needs are not linked with projects that serve child rights. Better linkages would ensure that rights based work is built on a stronger foundation.</p>	<p>(11) At the country level, Plan Finland is recommended to give more attention to coordination and cooperation with other national and international actors, including Finnish Embassies in its expertise areas and ensure better internal coherence between 'hard' infrastructure, service delivery and 'soft' child protection projects.</p>
Linking and Learning		
<p>Innovation and ICT4D is a specific niche of Plan Finland. It has been well represented in many international working groups and over-represented in Plan's Global Awards list where successful projects have been listed. Plan Finland is medium-sized amongst the Plan International members but participates strongly in the ICT4D thematic development within the entire network.</p>	<p>As a result of its focus and successful work on innovation, Plan Finland has gained a recognised position within Plan International in organisational linking and learning. It has developed location-specific innovative solutions that provide good examples for more widely applicable solutions to address development challenges.</p>	<p>(12)</p> <p>a) Plan Finland should continue investing in, pilot and scale up innovations and ICT4D within Plan International and beyond the organisation.</p> <p>b) MFA is recommended to encourage innovations that enable piloting and start-up type approaches to development as part of PBS framework and allow that funding be used in a flexible way to test and pilot innovations.</p>
Linkages between CSO, HA and other Finnish development support instruments and funds		
<p>Plan COs in visited countries had very limited, if any, links to Finland's bi-lateral programming and/or between development and HA. Some links exist with Local Cooperation Fund (LCF) support.</p> <p>The PBS funding channel for CSOs was designed too much as a stand-alone channel and possibilities for synergy with bilateral and multilateral support and LCF support have not been sufficiently explored in the areas of shared priority of MFA and Plan Finland.</p>	<p>Coordination and cooperation at the country level between Plan Finland's PBS funded projects, Plan International offices at the country level and Finnish Embassies is not proactive or intensive. Linkages with other funding modalities and instruments, e.g. bilateral assistance, LCF and between development and humanitarian assistance are weak</p>	<p>(13) MFA is recommended to proactively strengthen linkages between PBS support and other funding modalities, including the HA modality, to enhance complementarity. A specific priority action is to extend the time frame of the HA modality to ensure a better match with PBS.</p>

CSOs are an important and active part of Finland's international development cooperation and humanitarian action.

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: the Unit for Civil Society (CSO Unit), and the Unit for Humanitarian Assistance and Policy (HA Unit). The results of this evaluation will feed into the reform of PBS, and the forthcoming update of the Guidelines for Civil Society in development cooperation, as well as possible updates in the Finland's Humanitarian Policy and relevant Guidelines.

CSOs are an active part of Finland's international development cooperation and humanitarian action, alongside bilateral cooperation and financial support to multilateral agencies. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 110 million, accounting for 11% of the development cooperation ODA budget, which stood then at € 991 million (MFA, 2016a). The total MFA HA allocation for the six CSOs was € 23 million, including funding channelled to the International Committee of the Red Cross 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 since they have all received HA funding during 2010-2016. These organisations are:

- Fida International
- Finn Church Aid (FCA)
- Finnish Red Cross
- Plan International Finland (Plan Finland)

- Save the Children Finland
- World Vision Finland

A number of these CSOs also receive funding from other Divisions within the Ministry, although this tends to be largely through smaller grants provided for specific projects. All the CSOs evaluated in this round are also active in 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 Plan Finland.

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.

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

Evaluation components: Management team, CSO-specific Sub-Teams and Quality Assurance.

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

Generic Theory of Change focuses on role of the civil society in development, as a vector of social change and creating a vibrant civil society.

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

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

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

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

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

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

Assumptions

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

- **A.1** - Development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, to achieve more positive impact than would have been possible without this cooperation;
- **A.2** - A strong, pluralistic civil society - which demonstrates an active respect for human rights and inclusive values - is a key contributor to community resilience, leading to a functional state and sustainable services;
- **A.3** - Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support;
- **A.4** - A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national 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

Evaluation Matrix provided the framework for both data collection and analysis to respond to evaluation questions.

Evaluation methodology used a mixed methods approach.

Secondary data was triangulated with primary information through in-depth interviews and first-hand experience during country visits.

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.

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.

Plan Finland specific sampling of projects and countries

The countries selected based on the overall country selection criteria were originally Ethiopia, Pakistan and Jordan. Due to delayed visa approval by Pakistan, Togo was chosen as an alternative field visit country. Selected countries fulfil the overall country selection criteria for the evaluation. Preliminary analysis indicated that the Southern and Eastern Africa Region has the largest PBS support budget of Plan Finland. Within this region Ethiopia and Uganda have received the largest proportion of PBS. Even though in both countries Plan Finland had an on-going Mid-Term Review (MTR) evaluation, in view of the importance of the country in Plan Finland's PBS Framework, Ethiopia was selected. Ethiopia is also Finland's long-term partner country, which faces both emergency and development challenges. It was also considered important related to Plan Finland's disaster risk reduction (DRR) work.

The original selection of Pakistan was based on Asia having the second largest PBS support budget. In the Region, Pakistan is the largest PBS receiver and a long-term partner of Plan Finland. Like Ethiopia, it has both emergency and development challenges. Unfortunately, the field mission did not materialise, because the Government of Pakistan did not provide visas for the evaluation team. At the last minute, Togo was selected to replace Pakistan. The main criterion to choose this alternative country was the readiness of Plan International Togo to prepare a full-fledged programme for the evaluation team.

Jordan is the only country for which Plan Finland receives HA funding from the MFA. Even though the project did not yet formally start at the time of this evaluation, it was important to analyse how the project was planned and coordinated with other actors, particularly with FCA. HA support from MFA is recent for Plan Finland and only two attempts to present HA project proposals to the MFA have been made, of which Jordan was successful. A submission of an HA project proposal in Ethiopia was not successful, but this experience was also included in the research as well as HA interventions of Plan Ethiopia that were supported by other sources.

Plan Finland specific country visits were carried out in Ethiopia, Togo and Jordan.

Plan Sub-Team carried out a field mission in Ethiopia from 1st to 10th November 2016 and in Togo from 21st to 25th November 2016. In Ethiopia, the Sub-Team visited the Southern Nations, Nationalities, and Peoples' Region (SNNP) and the Bonia Zuria woreda, where two projects were implemented, namely the "Early Childhood Care and Development" and "Protection of children from gender based violence". In Togo, the Sub-Team visited Tchamba and Sotouboua Districts where the "Enhanced protection for children with disabilities through community based rehabilitation approach" project is being implemented.

During a parallel evaluation visit to Jordan (focusing on FCA) in the week of the 10th to 15th of October, a half-day time slot was included to interview Plan Jordan staff and stakeholders around the HA project that was submitted to MFA and approved in the beginning of 2016. The project is called: "Quality and inclusive early childhood education opportunities for Syrian refugee children and vulnerable children in host community in Jordan".

In addition to the country visits, meetings were carried out with other Plan Finland and Plan International members through Skype. This included Plan Sweden on Nordic Plan Office coordination around HA and Plan Netherlands regarding a Youth Economic Empowerment (YEE) project in Pakistan, which they took over from Plan Finland.

In the field study countries, all currently active projects were included in the field research, although the HA project in Jordan had not yet formally started at the time of this evaluation.

Evaluation methods and tools

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

1. Document review

During the inception and implementation phase, the Sub-Teams analysed available documents, including MFA's general policy documents, and documents specific to the PBS framework agreements and to HA support; Plan Finland's policy, strategy and project specific documentation; Plan Finland's international network's global policy and strategy documents, and corporate approaches and methodological guidance notes; Plan International Country Offices' (CO) 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 Plan Finland 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, Plan Finland 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 Plan Finland. 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 Plan Finland. This was presented in a Briefing Note shared with the MFA and Plan Finland 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 CSO's, and government officials at the local, regional and national level. Management and implementing staff of Plan International COs and Field Offices (FO) were interviewed. Project level site visits were made in one location in Ethiopia, two locations in Togo and one location in Jordan (specific to HA). In each location, many interviews and FGDs were conducted at least with the following stakeholders: beneficiaries (children and their parents/caregivers); IPs, CBOs, local authorities and leaders. Due to safety reasons and travel restrictions in Ethiopia, the location visits had to be restricted to the Southern Nations, Nationalities and Peoples' Region (SNNPR).

Debriefing meetings were organised with Plan International CO staff to discuss preliminary finding and obtain additional information. A limited number of additional interviews with key informants, who were not available in the COs or Regional Office at the time of the field visits, were conducted by Skype.

Plan Sub-Team was allowed to participate as an observer in the meetings related to the on-going MTR process commissioned by Plan Finland. This enabled a more thorough understanding of some of the critical issues already prior to the field missions. 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 Plan Finland.

The additional research after the debriefing and validation meetings with Plan Finland at country and global level focused particularly on the following aspects:

- Advocacy: identifying more levels of advocacy in the work of Plan Finland and the realisation of a more specific analysis of these different levels of advocacy in Plan Finland and Plan International;
- The attention given to innovation in project implementation and Plan Finland's specific contributions to this in the wider Plan International context; and

Debriefing meetings were conducted at end of country visits and in Finland with Plan Finland's staff and the MFA.

Analysis of findings in different steps and by combining cross-checking and triangulation of findings from different sources.

- Gender composition in staff and management at different Plan International levels.

This additional information (interviews and desk-study) and its analysis are integrated in the text of this evaluation report.

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

Limited number of CSO-specific country visits and general absence of impact level evidence as challenges.

Limited resources available to fully assess results of CSOs' development communication and global education work in Finland.

Rapid change of Pakistan to Togo limited the attention to HA interventions.

2.4.2 Plan Finland specific limitations

A few specific limitations mentioned below were encountered in the Plan Finland sub-study:

- Ethiopia's state of emergency and the travel ban in different regions of the country limited wider selection of regions for field visits to triangulate information with actual beneficiaries beyond the SNNP region. Nonetheless, the visit to the SNNP region permitted the evaluators to look at both projects that were implemented within the Plan Finland's PBS framework in Ethiopia. Therefore an overall impression of the development work of Plan Finland in Ethiopia could be obtained;
- Rapid change of Pakistan to Togo limited the attention to HA interventions, because while in Pakistan Plan International has implemented HA interventions this was not the case in Togo. This change did not affect the analysis of the PBS work of Plan Finland. The fact that less attention is given to analysis of HA interventions is justifiable because MFA funded HA interventions of Plan Finland in the period under evaluation are extremely limited. The first HA project in Jordan, approved by MFA in the beginning of 2016, is yet to start. The project was, however, included in the fieldwork and analysis in this report. The change also had budgetary and time consequences. This was resolved by shortening the duration of the Togo visit to only one week. This was possible, because the country was small and easy to travel in. It was still possible to cover different locations within one week as well as to carry out all necessary meetings at the national level;
- Plan Finland's global citizenship education work in Finland is substantial, but it was not possible to conduct a full-fledged research on this work given the resources and timeframes in the CSO2 evaluation process. The evaluation of global citizenship education of Plan Finland was only done through interviews with Plan Finland staff and a desk-study of relevant documents.

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).

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

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

The volume of Finnish ODA to support development cooperation conducted by CSOs has grown steadily over recent years, from € 65.5 million in 2007 to € 110 million in 2014 (MFA, 2016b). In 2014, the budget of the CSO Unit to support CSOs was € 116 million, and commitments and disbursements amounted € 110

CSO are considered as the engine of social change.

PBS modality of MFA exists since 2003.

Finnish ODA by CSOs steadily increased until 2014.

MFA recognises importance CSOs.

Increasing emphasis on quality; impact, human rights, fragility, conflict and Results Based Management.

Main objective of HA is to save lives, alleviate suffering and maintain dignity in crisis.

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

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

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

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

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

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

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

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

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

3.2 Description of Plan International Finland

3.2.1 General

Mandate and Principal Activities

Plan Finland is one of the 21 members of the Plan International Federation. Annex 6 presents a detailed description of Plan International, including a detailed analysis of the global strategy, priorities and budget and expenditures.

Plan Finland, like Plan International is an independent CSO with no religious, political or governmental affiliations. It aims to achieve lasting improvements in the quality of life of deprived children in developing countries, through a process that unites people across cultures and adds value to their lives by: enabling deprived children, their families and their communities to meet their basic needs and to increase their ability to participate in and benefit from their societies; building relationships to increase understanding and unity among peoples of different cultures and countries; and promoting the rights and interests of the world's children.

Established in 1998, Plan Finland is part of the global Plan network as well as an independent Finnish CSO led by its own Board of Directors. Soon after its establishment, Plan Finland became the country's largest child sponsorship

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

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

Plan Finland is part of the global Plan network and an independent Finnish CSO, established in 1998.

Plan Finland aims to achieve lasting improvements in the quality of life of deprived children in developing countries.

organisation and has over the years evolved into one of the most important development organisations nationally. Plan Finland's strategy and goals are aligned with those of Plan International. Plan Finland, with own funds and additional funds from third parties (e.g. European Union), is actively engaged in all areas supported by Plan globally. Plan Finland, however, focuses its MFA funds on four out of the eight pillars of Plan International: Early Childhood Care and Development (ECCD); Child Protection (CP); Education; and Youth Economic Empowerment (YEE). Plan Finland is also active in contributing to the progressively stronger Disaster Risk Reduction (DRR) and humanitarian response capacity of Plan International as a whole. In addition, Plan Finland implements domestic programmes in Finland focusing on Global Citizenship Education.

Projects and programmes funded by Plan Finland are implemented in developing countries, by Plan International's Country Offices (CO) and by implementing partners (IPs), which are usually like-minded local CSOs and often based in the communities. Currently, Plan Finland receives institutional funding from the MFA, both PBS and HA funding, the European Union (EU) and the United Nations (UN). Plan Finland's work is also currently supported by approximately 25 000 individual supporters as well as a number of corporates/private sector partners.

Analysis of budget and expenditures of Plan Finland

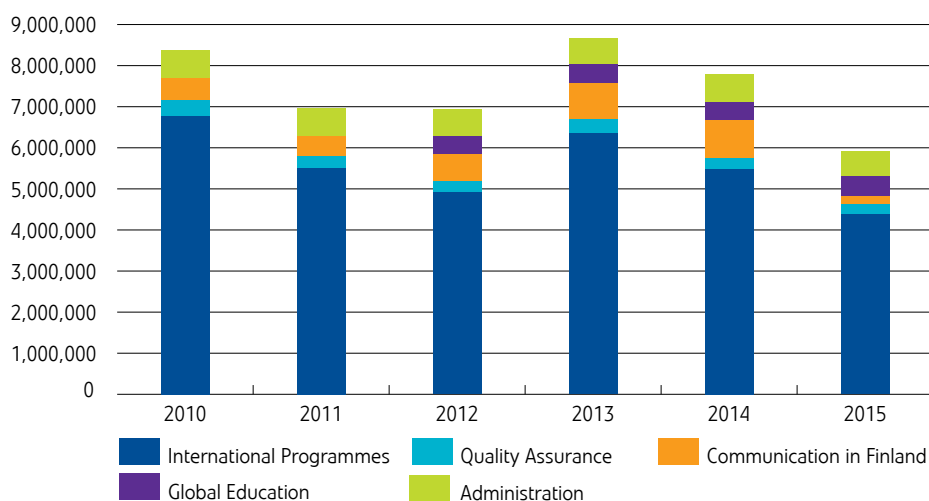
Total annual expenditures of Plan Finland showed decreases from € 8.4 million in 2010 to € 5.9 million in 2015 during three PBS framework periods. 2016 saw a slight rise again as shown in the table below. The expenditures for 2010-2015 are presented in Figure 1 below.

Table 1: PBS funding breakdown for Plan

	2010		2011		2012		2013	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	6 779 420	85,00 %	5 509 518	85,00 %	4 915 440	85,35 %	6 349 871	85,31 %
Quality Assurance	368 068	85,00 %	273 441	85,00 %	274 109	85,00 %	357 302	85,00 %
Communication in Finland	0		0		64 321	85,00 %	86 169	85,00 %
Global Education	541 445	85,00 %	508 929	85,00 %	450 339	85,00 %	469 753	85,00 %
Administration	698 970	85,00 %	681 144	85,00 %	660 751	85,00 %	617 812	85,00 %
TOTAL	8 387 903	85,00 %	6 973 032	85,00 %	6 364 960	85,27 %	7 880 907	85,25 %

	2014		2015		2016	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	5 488 043	85,00 %	4 379 221	85,44 %	5 101 999	72,92 %
Quality Assurance	248 527	85,00 %	243 557	85,00 %	150 000	64,50 %
Communication in Finland	94 247	85,00 %	213 332	85,00 %	222 000	64,50 %
Global Education	427 548	85,00 %	483 602	85,00 %	344 000	64,50 %
Administration	694 544	85,00 %	591 079	85,00 %	646 444	64,50 %
TOTAL	6 952 909	85,00 %	5 910 791	85,33 %	6 464 443	70,56 %

Figure 1: Total expenditures (€) of Plan Finland on development projects in period 2010-2015 (Financial data for 2016 was not available)



Source: Financial data overview (23-8-2016) provided by Plan Finland to evaluators.

The figure above shows that there has been a steady decrease of expenditures in the period 2010 to 2012. In 2013 the expenditures increased again to almost € 8 million to again decrease, slightly more sharply in the next two years to reach € 5.9 million in 2015.

Until the year 2016, there have been no HA projects funded by the MFA and therefore the expenditures are nearly 100% development and PBS related. However, in Cameroon Plan Finland has co-funded, through its own resources, humanitarian actions combined and integrated with a development project.

In 2016, Plan acquired a contribution of MFA's HA to implement its first Finnish government funded HA project in Jordan. This contribution of € 590 000 only materialised in 2016 and the implementation had not yet started at the time of the evaluation. A second drought response project in Ethiopia was not approved by the MFA, but Plan Finland and Plan Netherlands decided to fund this project with their own resources in 2016 and therefore it is not presented in the above overview.

On average over the entire six-year-period, 83% of the expenditures were development project related, channelled through international programmes and in global citizenship education activities. 17% of the expenditures were related to administration costs, quality assurance and communication activities in Finland. Within the amount transferred for international development programmes, there are, however, also administration and management costs at the CO, Programme Unit (PU) and local partner level. In the framework of this evaluation no research was done on the composition of administration and management costs at the national level because this would require extensive research of accounts at the level of Plan International. The MFA share in the expenditures has been kept at 85%, according to the maximum specified in PBS framework requirements. The contributions of the MFA since it began funding Plan Finland in 2005 are presented in Figure 2 below.

Plan Finland focuses on Early Childhood Care and Development; Child Protection; Education; and Youth Economic Empowerment.

It contributes to the progressively stronger Disaster Risk Reduction (DRR) and humanitarian response capacity of Plan International as a whole.

Plan Finland has a strong support base in Finland.

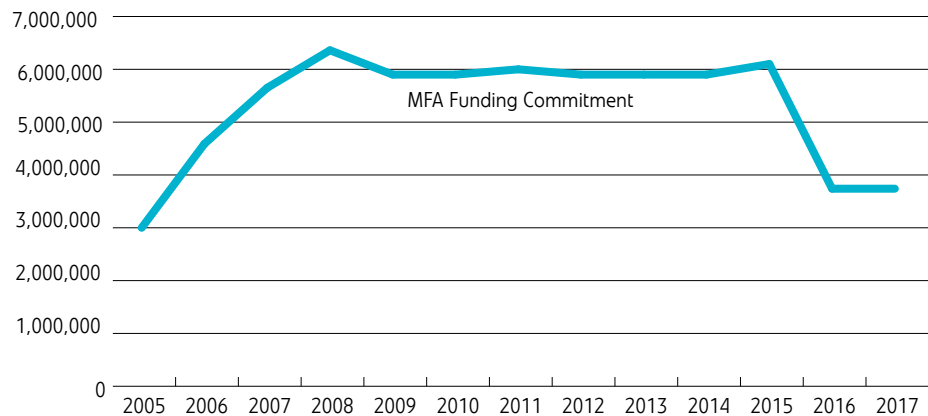
Until the year 2016, there have been no HA projects funded by the MFA.

MFA's contribution increased sharply in the period 2005–2008 to a level of € 6.4 million, to be maintained close to € 6 million per year.

2016 shows a drastic reduction of MFA support to € 3.74 million due to the budget cuts in the PBS framework.

Plan Finland supports projects in four regions.

Figure 2: Finnish MFA contributions (€) to Plan Finland in the period 2005-2017



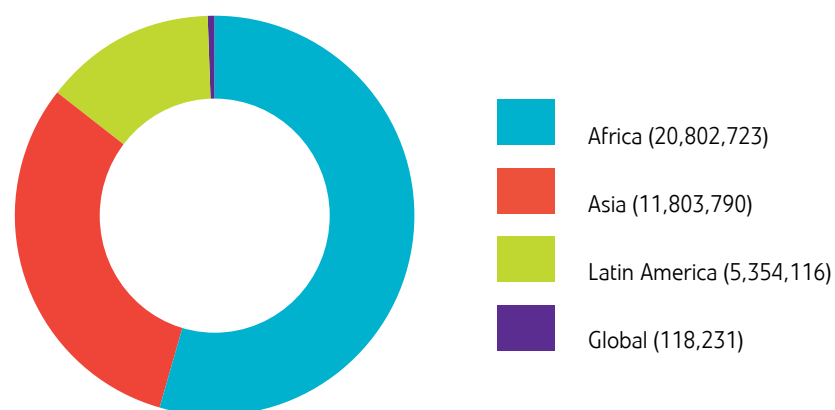
Source: Financial data overview (23-8-2016) provided by Plan Finland to evaluators.

The figure shows that MFA's contribution has increased sharply in the period 2005-2008 to a level of € 6.4 million. In 2009 this support slightly decreased to € 5.9 million to be maintained close to € 6 million per year. 2016 shows a drastic reduction of MFA support to € 3.74 million. This is due to the budget cuts in the PBS framework. It is expected that in 2016 (and beyond) expenditures will go down drastically, although Plan Finland is compensating some of this decrease with its own reserves and funds.

The 2015 Annual Report (Plan Finland 2016a) shows that Plan Finland immediately took action to reduce spending both programmatically as well as in administration and management. In total, 15 person years were cut; eight staff members were laid off and other reductions of personnel were realized through various means (retirements, part time employment etc.). Three large projects (in Pakistan, Kenya and the Asian region) were ended or transferred (a YEE project in Pakistan was transferred to Plan Netherlands). Also global citizenship education work was downsized.

Regional spending in the development project portfolio shows that Plan Finland is supporting projects in four regions. This is illustrated by Figure 3 below.

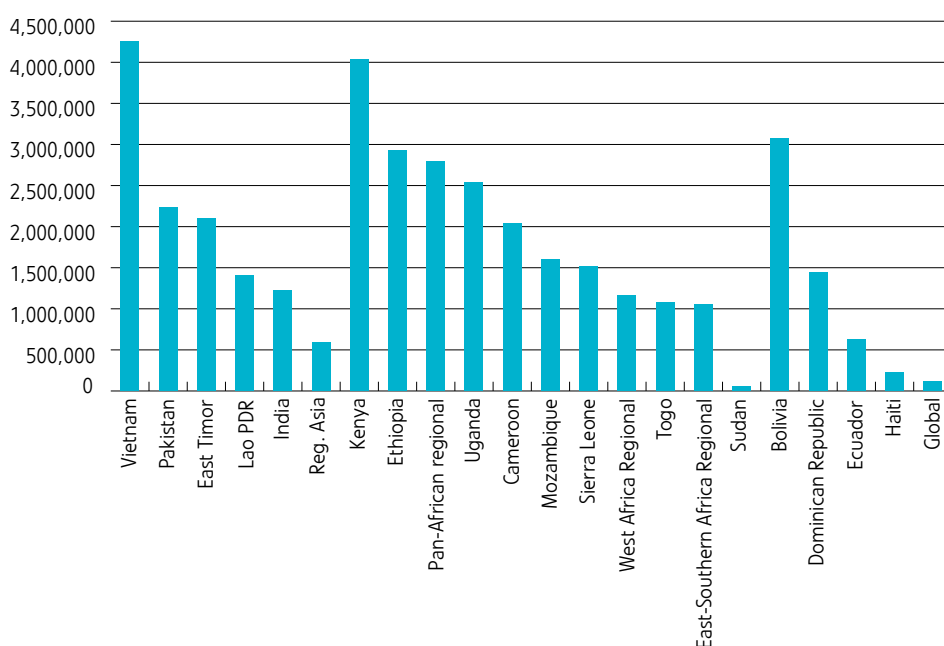
Figure 3: Plan Finland's total development expenditures (€) per region in period 2009-2015 (2016 data was not available)



Source: Financial data overview (23-8-2016) provided by Plan Finland to evaluators.

Africa has absorbed most of the funding in the period 2009–2015 with 55% of the overall funding. Asia has received 31% and Latin America 14%. A few smaller global projects were funded, but only absorbed 0.3% of the total budget in the entire period.

Figure 4: Plan Finland’s total development expenditures (€) per country in period 2009–2015



Source: Financial data overview (23-8-2016) provided by Plan Finland to evaluators.

During the evaluation period 2010–2016, the number of countries supported by Plan Finland has decreased from 17 to 11. Ecuador, Haiti, India, Sierra Leone, Sudan and Vietnam were phased out in 2015. During the evaluation period, the most important individual countries for project spending were Vietnam in Asia, followed by Kenya in Africa and Bolivia in Latin America. These countries have received between € 3 million and € 4.5 million during a seven year period, on average between € 450 000 and € 650 000 per year. Expenditures in other countries were typically between € 150 000 and € 350 000 per year. The only exception is Sudan, where in the period 2009–2011 a small project was funded for a short period of time.

The East and Southern African, West African and Asian regional projects were phased out in 2016. In 2016, Jordan became the first country with the MFA funded HA operations, although Plan Finland already had some experience with self-financed HA projects. An example of this is the HA project in Ethiopia, which after rejection by the MFA was self-financed by Plan Finland.

Based on detailed analysis and discussions with the program countries there has been strong geographical continuity of operations during the evaluation period.

Africa has absorbed most of the funding in the period 2009–2015 with 55% of the overall funding.

Number of countries supported has decreased from 17 to 11 in 2010–2016.

In 2016, Jordan became the first country with the MFA funded HA operations.

Strong geographical continuity of support.

Programme Team is responsible for the overall management of the MFA's PBS framework.

The projects, both international and national, are managed by three full time Program Managers and one part-time Disability Coordinator.

The Program Team has two HA positions whose daily task management is managed by Plan Sweden through a joint Nordic Disaster Response team.

For project implementation, monitoring and reporting, a direct and regular relation with the implementing COs in the Plan Federation is maintained.

Organisational and management structure

In Plan Finland, a Programme Team is responsible for the overall management of the MFA's partnership framework. A Program Director (PD) leads the team and there are two middle managers: the Head of Programmes (responsible for implementing the MFA framework and other grant-funded projects), and the Head of Program Development (responsible for designing new programmes and acquiring grants). The PD is a member of Plan Finland's senior management team, led by the National Director who reports to the Board.

The projects within the MFA Framework, both international and national, are managed by three full time Program Managers and one part-time Disability Coordinator. They are responsible for the design, monitoring, reporting and financial management of the projects together with the COs. The Disability Coordinator is also responsible for the mainstreaming of disability inclusion across all MFA supported projects. The team also has a Senior ICT4D and an Innovation Specialist who support the projects. A Corporate Engagement Manager, who covers the MFA framework on a part time basis, coordinates the projects co-funded by Finnish companies. In addition, a full-time Grants Controller supports the Program Team and works closely with country financial units and monitors and reports on finances to the MFA. Four staff members are also involved in coordination of the Global Citizenship Education work in Finland. In total, approximately six full-time staff-positions within Plan Finland are dedicated to the implementation of MFA funded activities.

The Program Team also has two HA positions whose daily task management is managed by Plan Sweden through a joint Nordic Disaster Response team. Plan Finland's communications and advocacy work is headed by a Director of Communications who is supported by a team comprising of ten staff members, working part time also on the MFA Framework. This team also facilitates the work of the Children's Board and youth network and manages a large number of volunteers around Finland.

For project implementation, monitoring and reporting, Plan Finland also maintains a direct relation with the implementing CO's in the Plan Federation. This is to ensure that project planning and implementation can be more directly steered by Plan Finland and at the same specific reporting lines can go directly to Plan Finland.

Both the Programmes and the Communications and Advocacy teams work closely with the wider Plan International Federation. Programming is based on jointly funded global program models and research on best practices. The PD participates in a global PD forum where global program policy and strategy are discussed, and where coordination takes place. In 2014-2015, Plan Finland chaired this forum. The Communications Director and her team are active in the global advocacy networks.

3.2.2 Programme Based Support

The goal of the Plan's work, highlighted in Plan's global strategy (2011–2015), is to reach as many children as possible, particularly those who are excluded or marginalised, with high-quality programmes that deliver long-lasting benefits. The goal responds to global development trends including greater inequalities within populations, more disasters and a changing climate, pockets of fast growing youth populations, increasing urbanisation, as well as new insights into poverty and is cognizant of the fact that many of the marginalized groups are currently not being reached. Programmatically, Plan International focuses on eight inter-linked impact areas; Education; Health; Child protection; Water and sanitation; Economic security; Emergencies; Child participation and Sexual health including HIV.

The evaluation period covers three partnership program periods, namely, 2009–2011, 2012–2014 and the current 2015–2017 programme. During the first year of the evaluation period (2010), Plan was still implementing the second year of its third programme 2009–2011; 2016 is the second year of implementing the fifth partnership programme.

Plan Finland's partnership programme 2009–2011 "Sustainable Development for the Fulfilment of Children's Rights and Poverty Alleviation" focused on three program priority areas: 1) strengthened capacity for the enjoyment of children's rights 2) survival, growth and development and 3) child protection. Within the thematic areas, there were four major components that were emphasized: 1) advocacy, 2) global education, 3) disaster risk reduction (DRR) and 4) ICT for development.

The purpose of the Plan Finland's MFA -funded programme 2012–2014 was "Children and youth, both girls and boys, especially from excluded groups have strengthened capacity to enjoy their rights to a healthy start in life, education, protection and economic security through participative, innovative and transformative processes of development at all levels". The thematic priorities of this programme were Early Childhood Care and Development (ECCD), Primary education, Youth Economic Empowerment and Child Protection. Participation and civil society strengthening were integral part of the MFA-funded programme and cut across all thematic areas. Also Disaster Risk Reduction is reflected in the individual projects where appropriate and relevant (Plan Finland, 2011).

The thematic priorities remained the same for the 2015–2017 but the programme results statements were modified slightly.

The goal of Plan is to reach as many children as possible, particularly those who are excluded or marginalised, with high-quality programmes that deliver long-lasting benefits.

The evaluation period covers three partnership program periods, starting in 2009. The current programme 2015–2017 is Plan Finland's fifth partnership program.

Thematic priorities have remained largely the same, only with slight modifications.

Table 2: The impacts and outcomes of the Programme 2015–2017

Child Protection	Early Childhood and Care and Development (ECCD)	Education	Youth Economic Empowerment	Global Citizenship Education
<p>IMPACT</p> <p>All girls and boys enjoy their right to protection from all forms of violence within functional child protection systems</p>	<p>IMPACT</p> <p>All girls and boys from 0-8 enjoy their right to grow up in a nurturing, stimulating, safe and clean environment protected from violence</p>	<p>IMPACT</p> <p>All girls and boys enjoy their right to protection from all forms of violence within functional child protection systems</p>	<p>IMPACT</p> <p>Disadvantaged youth, particularly young women, are socially and economically empowered to improve their position in society</p>	<p>IMPACT</p> <p>Children, young adults, education professionals and volunteers are increasingly aware of and understand realization of child rights and social justice as part of global development, and take action for the promotion of global responsibility.</p>
<p>Outcome # 1: Girls and boys, especially those with disabilities and those from ethnic and indigenous groups, have increased knowledge about child protection, an understanding of gender dynamics in VAC, and better capacity to protect themselves.</p> <p>Outcome # 2 Communities have increased understanding and awareness of violence against children and children’s right to protection (with a particular focus on gender, CWD and those from ethnic and indigenous groups).</p>	<p>Outcome # 1 Children’s participation: Girls and boys 0-8 years, including children with disabilities and those from ethnic and indigenous groups, participate in quality, inclusive and holistic ECCD programmes.</p> <p>Outcome # 2 Role of fathers, mothers and care-givers: Mothers, fathers and other caregivers share responsibility for parenthood and equitably support holistic care and development of girls and boys.</p> <p>Outcome # 3 Access to quality ECCD services at community level: Children, parents and communities have access to quality, inclusive and holistic ECCD programmes.</p>	<p>Outcome # 1 Children - in particular girls and children with disability and those from indigenous and ethnic groups - actively participate in school-related matters.</p> <p>Outcome # 2 Mothers, fathers and care-givers actively participate in their children’s, especially daughters, education.</p> <p>Outcome # 3 Primary schools facilitate the transition from ECCD centres.</p> <p>Outcome # 4 Schools provide a safe and child-friendly learning environment especially for girls, children with disabilities and those from ethnic/indigenous groups.</p>	<p>Outcome # 1 Young women and men have access to appropriate quality, market driven training and financial services.</p> <p>Outcome # 2 Young women and men have increased assets, agency, and skills to seek employment or start entrepreneurship.</p> <p>Outcome # 3 Communities and parents recognize and encourage youth, particularly young women to become socially and economically active members of society.</p>	<p>Outcome # 1 Children and young adults are increasingly aware of the interconnectedness of child rights and global development, have the capacity, skills and motivation to promote child rights and global justice, and engage their peers for promotion of development related to Plan’s programme priority areas. Children and young adults have space to express themselves both internally and externally and their views are respected.</p>

Child Protection	Early Childhood and Care and Development (ECCD)	Education	Youth Economic Empowerment	Global Citizenship Education
<p>Outcome # 3 Community-level stakeholders have increased capacity to respond or/take action against VAC with a particular focus on gender, CWD and those from ethnic and indigenous groups.</p> <p>Outcome # 4 Child Protection services are available and accessible. The quality of services provided has increased.</p> <p>Outcome # 5 Legal and policy framework for child protection is improved over time and implemented. The child-friendly legal and policy framework is supported by evidence that reflects child protection status in country.</p>	<p>Outcome # 4 Policy level engagement: Strengthened collaboration with other actors for ECCD policy formulation and implementation.</p>	<p>Outcome # 5 Teachers have increased capacity to deliver quality, inclusive education.</p> <p>Outcome # 6 Strengthened collaboration by Plan with other actors for primary education policy formulation and implementation.</p>	<p>Outcome # 4 Policies, plans, practices and products of government, private sector and training institutions are responsive to the employment needs of marginalised youth, especially young women.</p>	<p>Outcome # 2 Education professionals (including CR ambassadors) have knowledge and skills to implement child rights education related to global development and empower children on active global citizenship.</p> <p>Outcome # 3 Volunteers have capacity, skills and motivation to raise awareness of child rights and global development related to Plan's programme priority areas, and general public engages in action for global development.</p>

Source: Plan Partnership Programme 2015-2017

Geographical Coverage

The countries supported by Plan Finland's PBS during the evaluation period are presented in the table below. With public fundraising and other institutional donors Plan Finland has also funded activities in other countries or at the regional level.

Table 3: Countries with projects supported by Plan Finland in the period 2009-2016

Africa	Asia	Latin America	Global
<ul style="list-style-type: none"> • Cameroon • Ethiopia • Kenya • Mozambique • Sierra Leone • Sudan 	<ul style="list-style-type: none"> • Togo • Uganda • Regional East & Southern Africa • Regional West Africa • Regional Pan Africa 	<ul style="list-style-type: none"> • East Timor • India • Lao PDR • Pakistan • Vietnam • Asia Regional Office 	<ul style="list-style-type: none"> • Bolivia • Dominican Republic • Ecuador • Haiti
			<ul style="list-style-type: none"> • Global

Source: Financial data overview (23-8-2016) provided by Plan Finland to evaluators. Countries in bold show where Plan Finland was active in financial year 2015.

Systematic tendency to decrease the number of projects and countries of operation.

In 2015–2017, the priority focus has remained on ECCD with 47% of the budget.

Four major components emphasised in project implementation: 1) advocacy; 2) global citizenship education; 3) DRR; and 4) ICT4D.

Steps have been taken to move away from direct service delivery towards capacity building and advocacy.

CCCD approach used for designing, implementing and evaluating programmes.

60 projects in 17 countries and four regions were implemented by Plan Finland during the 2009–2016 period. Several of these projects were continuations and follow-up periods of projects that were implemented in previous years. Towards the end of the evaluation period there were 20 projects, showing a significant decrease from previous years. In 2012–2014 there were 15 countries, and in 2015–2017 a total of 11 countries, i.e. there has been a tendency to systematically decrease the number of countries.

Key sectors and themes of support

As indicated above, the thematic priorities of Plan's programme are Early Childhood Care and Development (ECCD), Primary education, Youth Economic Empowerment and Child Protection. Global Citizenship Participation and civil society strengthening are integral part of the MFA-funded programme and cut across all thematic areas. Advocacy is also a crucial component of Plan's work.

Thematically, funding during 2012–2014 was highest for the two key priorities, ECCD (36%) and CP (35%), followed by Education (14%), Global Citizenship Education in Finland (7%) and YEE (4%). In 2015–2017, the priority of ECCD was reconfirmed and increased to 47% of the budget. At the same time CP was not prioritised and activities were decreased to 18% due to budget cuts. Education (16%), Global Citizenship Education (10%) and YEE (9%) remained smaller funding categories, but all three received a slightly higher budget compared with previous years.

Within the thematic areas, there were four major components that were emphasised in project implementation: 1) advocacy; 2) global citizenship education; 3) DRR; and 4) ICT4D. During the three years of implementation, Plan Finland took steps to move away from direct service delivery towards capacity building and advocacy. Nonetheless, in some cases, Plan Finland still provides services when governments faced problems in doing so, as was the case in Ethiopia (child and maternal health service) and Cameroon (access to education). Also in these cases lobby and advocacy is done to the extent possible in order to draw attention to the government's responsibilities in relation to service delivery.

Plan Finland's partnership programme uses a CCCD approach for designing, implementing and evaluating programmes. Projects supported in Bolivia, Kenya, Mozambique, Pakistan, Sierra Leone, Uganda, Vietnam, and Finland, as well as the regional and pan-African projects, are based on HRBA and had components of the thematic priorities of gender, ECCD and participation. Activities included capacity development at multiple levels: children, youth, parents and communities, civil society and state entities. Different means, such as training manuals, regional Child Rights Convention monitoring trainings, various media-based activities and events were utilized.

Plan Finland supported projects in Bolivia, Cameroon, Ethiopia, India, Laos, Pakistan, Timor-Leste, Togo and Uganda with the aim of developing, piloting and systematizing human rights-based initiatives for child-friendly and inclusive ECCD, quality basic education, and maternal and child health.

Plan Finland has also addressed violence against children, corporal punishment, and orphans and vulnerable children in the context of HIV and AIDS. CP projects were implemented in Sierra Leone, Ethiopia, Kenya, Uganda, Ecu-

dor, Dominican Republic and Vietnam. Additionally, Plan Finland supported two Regional Projects in West Africa: Violence Against Children (VAC) and the Pan-African African Movement of Working Children and Youth. The capacity of actors were developed at different levels through the provision of training on various child protection related themes such as child rights, gender equality and gender-based violence, HIV/AIDS; income generation; home visits; media programmes, etc. During this PBS Framework implementation emphasis started to shift from a community focus to establishing linkages between community level mechanisms and national level systems for effectiveness and sustainability.

Advocacy work was carried out both in Finland and internationally. This was done for example by providing technical and/or financial support for the development of reports, consultation and law enforcement mechanisms at regional and international levels. Plan's "global school" built up the capacities of children, young people and adults in order for them to be able to engage as active global citizens. One of the major reported achievements of global citizenship education is portrayed through the work carried out by Child Rights' Ambassadors that reached about 53 000 children through over 600 visits in 12 locations in Finland.

DRR work was gradually integrated into the PBS framework through three pilot projects in Kenya, Mozambique and Pakistan. Plan Finland started addressing DRR at a larger scale in 2009 through these pilot projects in order to gain experience in this field. A number of partner countries in which Plan Finland cooperates such as Mozambique, Ethiopia, Kenya, Vietnam, Pakistan, Timor-Leste, and Dominican Republic, are highly vulnerable to various types of hazards and the impacts of climate change. By addressing DRR, Plan Finland aims to guarantee sustainability of program interventions in highly disaster-prone countries. Plan Finland considers DRR of strategic importance in certain countries where the likelihood of disasters is high.

Plan Finland also continued to utilise information and communication technologies (ICT) to enhance its development programmes during the 2009-2011 PBS framework. According to the framework report, there was a widely recognised "Digital Birth Registration" pilot in collaboration with Nokia in Kenya and an award winning "Youth Empowerment through Arts and Media" project in several African countries. Plan Finland also developed a new mobile location-based data-gathering tool PoiMapper together with a Finnish start-up company Pajat.

The programme 2012-2014 "Realizing Full Potential - from Childhood to Empowered Youth" was the 4th framework in the partnership with the MFA. Most programmes were a direct continuation from the previous framework. Plan Finland continued its global presence in all four regions and support programmes in 14 program countries in Africa, Asia and Latin America, as well as in Finland. Plan Finland deliberately chose to continue support to the least developed and post-conflict countries, e.g. Mozambique, Sierra Leone and Timor-Leste. In addition, Plan Finland considered it important to continue its support to fragile states, such as Pakistan, where many organisations have not traditionally been present.

Advocacy work carried out both in Finland and internationally.

DRR work gradually integrated into the PBS framework.

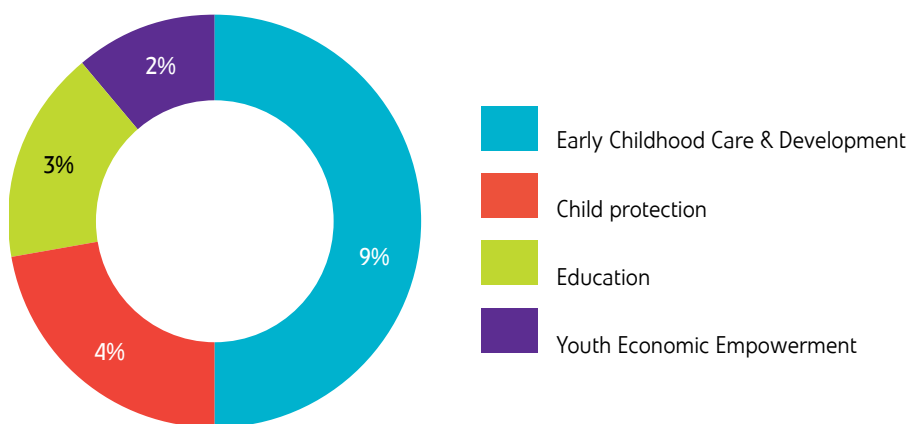
Plan Finland's DRR focus has mainly been in the MFA's long-term partner countries but also in response to major humanitarian emergencies elsewhere.

The current PBS Framework programme focuses on three themes and these are slightly different from the previous framework. The current themes are: 1) Education, including ECCD 2) CP and 3) YEE. While the focus on CP as a theme remained, survival, growth and development evolved into YEE. Previous work on capacity strengthening in children's rights was integrated e.g. in the child rights to protection, education and nutrition, while ECCD, introduced in 2009 gained more focus. Global education work was carried out with Finnish children, youth and the broader public, as well as advocacy towards decision-makers. Emphasis was on ICT4D and DRR.

Plan Finland's DRR focus has mainly been in the MFA's long-term partner countries but also in response to major humanitarian emergencies elsewhere. Plan was able to respond to four emergencies with MFA PBS funding through an agreement with the MFA for diverting funding in order to respond to an emergency. These include: the food security and nutrition crisis in Cameroon in 2012, at both country and regional levels; the Pakistan floods in 2012 where Plan's response focused on hygiene and community-level child protection measures; the heavy rains in Mozambique in 2013 with a focus on education and CP; and the Ebola outbreak in Sierra Leone in 2014 with a focus on issues related to child protection and hygiene. The emergency response team working in Mozambique was selected as the Team of the Year within Plan International.

The figure below shows the thematic distribution of the project portfolio of Plan Finland at the start of the current framework in 2015.

Figure 5: Thematic spread of the Plan Finland's development project portfolio in 2015 (as number of projects)



Source: Plan Finland, 2016a

Plan Finland's Framework Program Realizing Full Potential - from Childhood to Empowered Youth 2015-2017 is again to a large extent a continuation of the previous framework. Thematically, the 2015-2017 framework focuses on CP, ECCD, primary education, YEE, and global citizenship education. In line with Plan Finland's Strategy, CP and ECCD are primary focus areas, which receive a major share of funding and technical support and focus on enhancing expertise. YEE has only received marginal attention in the work of Plan Finland and in some countries, including Pakistan it was phased out.

It is clear that with the current PBS framework, Plan Finland has proceeded to focus and prioritise through the following:

- Reduction of the number of project implementation countries from 17 in 2009 to 11 in 2015 and phasing out regional projects, only remaining with a small contribution to global projects;
- Reduction of the number of active projects at any moment from 40 in 2009 to 20 in 2015; and
- Reduction of themes to only four themes and prioritising ECCD and CP.

With the reduction of MFA funding in 2016, it is expected that this process of increased focus will continue, although Plan Finland in 2015 has already taken several measures to speedily prepare for the smaller scale of operations in 2016 onwards.

In order to improve quality within the projects, particular emphasis was placed on gender equality; inclusion of the most marginalised; ICT4D; and on community resilience. Finally, the 2015-2017 PBS framework puts greater emphasis on M&E. This is done through the use of clear and concise log frames with specific indicators for each theme and fully digitalized indicator related data collection easing the analysis of data.

Global citizenship education, advocacy and communication

Global citizenship education, advocacy and communication are also an important part of Plan Finland's PBS Framework. Recognizing its importance in the international development agenda, Plan Finland has dedicated resources towards global citizenship education since the establishment of the organisation in 1998. According to the interviews with Plan Finland, their long experience, continuous development and improvement of approaches has made them a frontrunner in global citizenship education also within Plan International.

The 2015-2017 PBS framework continues global citizenship education components focusing on child rights education, participation and advocacy from the previous framework. The global citizenship education components in the new framework (2015-2017) are built on experiences and lessons learnt and are to be interlinked with Plan Finland's other thematic priorities and include CCOs.

Plan Global School consists of activities aimed at building the capacities of children, young people and adults on child rights and development in order to engage in local and international development discourse as active global citizens. It involves visits to schools and other forums by Child Rights Ambassadors, child rights' trainings for education professionals in different parts of the country, development of educational resources on child rights and creation of school partnerships for strengthening children's participation in schools. Media education is to function as an integral cross cutting tool for global citizenship education. Activities also include the Children's Board, the Young Adult's Network and volunteering. These different components are to build up a continuum from awareness raising and global citizenship education to participation and advocacy.

Plan Finland, in its current framework proposal, has formulated an impact level statement and outcomes for different components of the global citizen-

**Plan Finland a
frontrunner in global
citizenship education
also within Plan
International.**

Advocacy efforts also target the private sector and company policies and practices to ensure that they consider child rights in their work.

Plan Finland's involvement in HA with MFA funding is recent. ECHO registration acquired in 2014.

Although Plan Finland's experience in HA is quite recent, there is experience in HA implementation within the organisation, e.g. in Ethiopia.

ship education in the programme. In the current period, Plan Finland aspires to reach 33 697 girls and 27 571 boys, totalling 61 268 children. However, according to the 2015 annual report of Plan Finland, activities under global citizenship education will be downsized considerably from 2016 onwards due to the budget cuts by the MFA.

Advocacy work is included in the current PBS framework, carried out at different levels through international programmes in countries of operation, in international forums and in Finland. In Finland, this includes partnering with other child rights organisations and civil society umbrella organisations, monitoring the state of global citizenship education in Finland and promoting the theme in other relevant forums. Advocacy efforts also target the private sector and company policies and practices to ensure that they consider child rights in their work.

3.2.3 Humanitarian Assistance

Plan Finland has acquired its European Civil Protection and Aid Operations (ECHO) registration in 2014. Its involvement in HA with MFA funding is recent. Plan Finland initially applied for HA for two projects in 2016. These included the "Quality and inclusive early childhood education opportunities for Syrian refugee children and vulnerable children in host community in Jordan" and the "El Niño Emergency Response in Bugna Woreda, Amhara Region, Ethiopia". The € 590 000 project in Jordan was approved in 2016, while the € 700 000 project in Ethiopia was rejected by the MFA. However, Plan Finland decided to invest its own resources for the drought response in Ethiopia and this was complemented with funding from Plan Netherlands, which allowed for the realisation of the project.

The approved project in Jordan has not yet started and Plan Finland has now requested a no-cost extension from the MFA. The reasons for the delay in project start-up are bottlenecks in administrative requirements placed by the Jordanian government and delays in negotiation and communication with Government institutions. Formal approval was not yet received at the time of the evaluation visit to Jordan, but it was expected soon. The HA project in Jordan is closely related and linked with already ongoing interventions of FCA in refugee camps near Amman and in communities in Amman where refugees are located. Plan Finland will provide specific educational support in the camps and for families already supported by FCA, but will focus specifically on ECCD and CP (A summary description of the HA project in Jordan can be found in Annex 5)

Although Plan Finland's experience in HA is quite recent, there is experience in HA implementation within the organisation. Several Plan International members have ECHO registration and in several countries, country offices of Plan International have extensive experience in implementing HA projects, such as in Ethiopia and Nepal.

The Plan International Ethiopia HA interventions in the country cover two main crises, both managed by humanitarian response coordinators:

- Emergency and recovery responses to El Niño drought affected communities (proposal presented to MFA, but rejected); and
- The rapid inflow of South Sudanese refugees to several places in Ethiopia due to the crisis in South Sudan. Plan International Ethiopia provides HA support to several refugee camps, particularly in Gambela.

The Plan International CO in Ethiopia is well equipped for HA responses and it has staff both at the CO level as well as in PUs on the ground and in the refugee camps. In other countries supported by Plan Finland, Plan International has supported HA interventions, such as responses to the 2014 floods in Pakistan.

3.2.4 Operational positioning of Plan Finland

One of the tools in the analysis of the different CSOs in the current evaluation round was a descriptive analysis of the CSO's positioning drawing on the analysis of the evaluation team and CSO respondents. The results of this operational profile analysis are briefly described below:

- In its policy level advocacy Plan Finland particularly focuses on generating evidence based inputs from the community level in order to influence higher levels, including national ministries. However, policy advocacy in implementation countries is limited and takes a technical angle. Plan COs often take part in larger networks and attend round-tables, but their presence is modest. Campaigning and policy influencing is done by special liaison offices to the UN, African Union (AU) and EU and by Plan International through international campaigning. Plan Finland is however very active in campaigning and promoting global citizenship education in Finland;
- Plan International (and Plan Finland) value partnerships highly and have developed such partnerships with 30 000 partners in project countries. Plan invests in capacity development of its partners. While recognising that this strategy and approach clearly exists in Plan International at different levels, a considerable part of the capacity development actions focus on strengthening partner's implementing capacities rather than on their organisational and institutional development. Feedback from Plan's partners expressed a critique of this approach. In HA, Plan International less frequently works with local partners and implements HA projects with its own staff. In Ethiopia, capacity development of CSOs is severely restricted by the Government, posing serious constraints on Plan International to invest in capacity development of its partners there;
- The intensity of engagement of Plan Finland in Plan International is strong at the level of project implementation in countries. The process of forming Plan International in the past years has resulted in more local presence and branding of Plan International, although at project level Plan Finland continues to brand its own specific support (including that of its back-donor, the MFA);
- Engagement of Plan Finland with Civil Society in Finland is strong and Plan Finland is very active in global citizenship education, although the budget-cuts have constrained this work to a certain extent. Plan Finland raises a significant amount of funds from the Finnish population and it carries out campaigns in Finland as well as participates in global campaigns. Nonetheless, a large share of Plan Finland's budget comes from the MFA. Prior to the budget cuts, the share was approximately 40%, and as a result of the cuts it has dropped to 30%. The MFA is the largest

Policy level advocacy is based on generating evidence based inputs from the community level but is limited and takes a technical angle.

Very active in campaigning and promoting global citizenship education in Finland.

Highly values partnerships, invests in and has strategies for capacity development of its partners.

Capacity development focuses more on strengthening partner's implementing capacities rather than their organisational and institutional development.

Intensity of engagement of Plan Finland in Plan International is strong.

Raises a significant amount of funds from the Finnish population, and engagement with CSOs in Finland is strong.

ToC is based on Plan's purpose "to strive for a just world that advances children's rights and equality for girls".

institutional donor and individual donations provide the largest share of Plan's budget. Plan Finland has become more geographically focused in the past years, but still implements activities in eleven countries and carries out some regional projects. The thematic focus of Plan Finland is strong, focusing on themes in which Plan Finland has built clear and recognised experience; and

- Plan International usually tries to link its HA with development interventions, including through following-up HA with development interventions. Plan Finland's specific experience in HA with MFA funds is still rather limited. The MFA funded HA project in Jordan is linked to other interventions, but not of Plan Finland itself. The drought response HA project in Ethiopia (not MFA funded) is linked to communities where also development interventions take place.

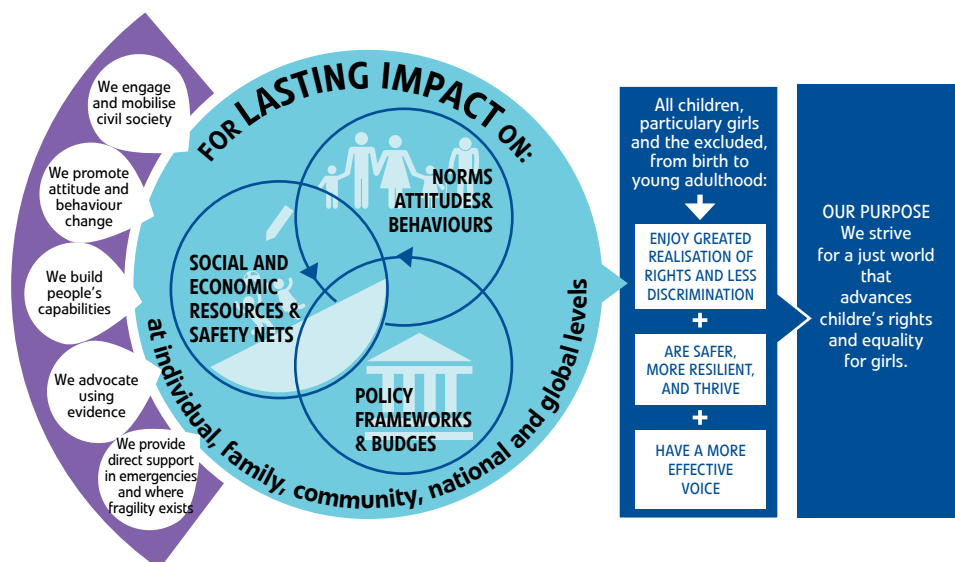
3.2.5 Theory of Change

Plan International has developed its own ToC that is also adhered to by Plan Finland. This ToC focuses on the specific target groups of the organization, children and particularly girls. Therefore, Plan's ToC is quite different from the generic ToC for development and HA that was developed for the overall evaluation inception report.

Plan International's ToC is based on Plan's purpose "to strive for a just world that advances children's rights and equality for girls". The expected impact level thereby is the realisation of human rights, especially children's rights and particularly for girls. Plan International's ToC is presented in Figure 6 below.

Figure 6: ToC of Plan Finland

IN ALL CONTEXTS, TOGETHER WITH PARTNERS



Source: Plan International, 2016a

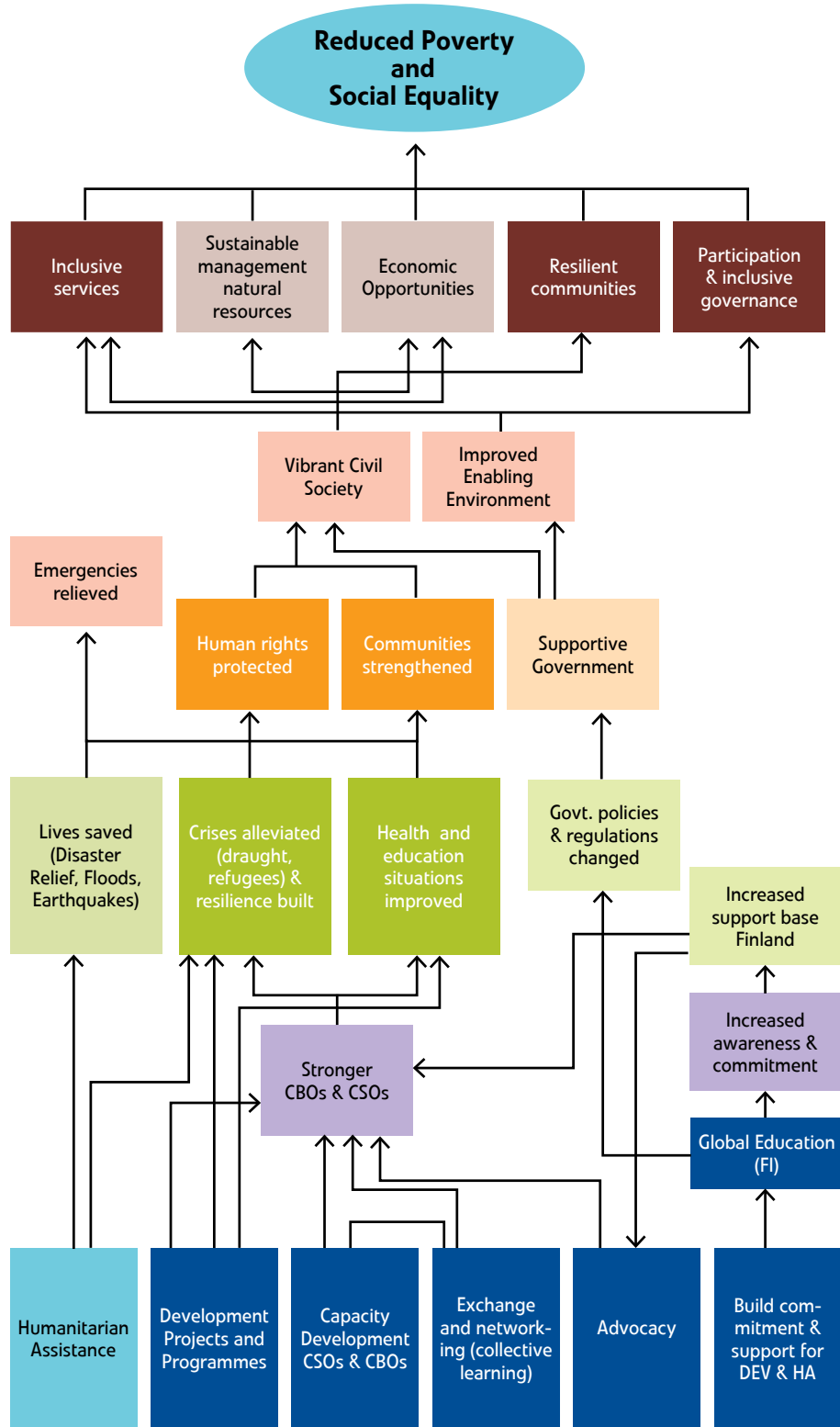
A basic assumption underlying this ToC is that activities such as engagement and mobilisation of communities, promotion of attitudinal and behavioural change of beneficiaries and stakeholders, building people's capacity, using evidence-based information for advocacy and providing direct support in emergencies in fragile situations will lead to changes at different levels (individual, family, and community, national and global levels). Outcomes (in the central circle of the ToC) can be observed in the form of changes in attitudes and behaviours of rights holders and duty-bearers, in policy frameworks and budgets, increase of social and economic resources and better safety nets. This will subsequently lead to longer-term and higher-level outcomes such as greater realisation of rights, less discrimination; increased safety, resilience, and thriving for a more effective voice of the girls and those excluded, through which Plan's purpose and impact will be achieved. The ToC model is applied in all thematic areas of Plan International's operations. In case of Plan Finland this is particularly in the areas of ECCD, CP and YEE.

The ToC of Plan International and Plan Finland focuses on the specific target-group of children (and particularly girls) and interventions are focused on communities, using a CCCD approach. Therefore, the ToC of Plan Finland can be inserted in the MFA ToC in a specific line when it comes to PBS funded projects and programmes

The reconstructed ToC suggested below is an attempt to link Plan Finland's approach to the objectives and ToC of the Finnish Government in the framework of its CSO funding channel. The presented ToC links Plan Finland's way of working with the MFA's ToC and, as such, describes the fit of its ToC and approach within the CSO and HA funding channels.

Expected longer-term and higher-level outcomes are greater realisation of rights, less discrimination; increased safety, resilience, and thriving for a more effective voice of the girls and those excluded.

Figure 7: Reconstructed ToC for Plan Finland for its MFA funded PBS and HA supported interventions



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 and results. Light boxes present less prominent actions and results.

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

In the figure above, the shaded areas and the darker boxes, represent elements that are strongly present in Plan Finland's approach and activities. The light coloured boxes refer to elements that are addressed by Plan Finland, but less strongly and with less pronounced effects and outcomes. These also depend on specific country contexts.

The ToC figure includes both humanitarian and development interventions. The interventions of Plan Finland focus very much on development projects, but more recently Plan Finland has also began to engage in HA with the support of the MFA. However, as no practice is yet built in HA with MFA resources, the pathway of HA is not yet marked as a pathway for Plan Finland, though it is likely to become this in the near future. Simultaneously it is already an important pathway of change for Plan International.

Through development projects, Plan Finland focuses on achieving changes in gender transformative change, and CCCD particularly in the areas of CP, ECCD and YEE. It does so by working with local partners. Projects generally result in stronger communities and protection of human rights, higher up in the change pathway of the ToC. At the highest level in the pathway of change, there is a clear contribution of Plan Finland to more inclusive and better quality of services and to increased resilience of communities. To a lesser extent more participatory and inclusive governance is achieved, although particularly in some more restrictive countries (such as Ethiopia, Pakistan and Bolivia) these effects are more limited. Some effects can also be noted in economic opportunities, but these are limited since YEE is very small in Plan Finland's portfolio and the attention to economic development in its other projects is limited to small scale effects, resulting from increased self-organisation of target groups. Plan Finland does not have a significant effect on sustainable management of natural resources, because its development focus does not prioritise such interventions, though DRR is a part of its approach in the implementation of all projects.

Capacity development of partners and CBOs is done as a third pathway of change and has a clear effect on the effectiveness and quality of implementation of development projects. Although Plan Finland is also trying to strengthen CSOs by 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, in countries like Ethiopia, Pakistan and Bolivia, civil society 'space' is limited and even decreasing.

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. Plan Finland gives a lot of attention to exchange and networking and learning within its own organisation and with its partners. However, lobby and advocacy are less developed particularly at the national level, sometimes also due to restrictive environments. As a result, effects higher up in the pathways of change at the level of policy influencing, more supportive governments and finally more inclusive and participatory governance are less pronounced than effects on service delivery and community resilience.

Development projects are core to the ToC of Plan Finland to achieve transformative change.

Projects generally result in stronger communities and protection of human rights.

A clear contribution to more inclusive and better quality of services and to increased resilience of communities; to a lesser extent to more participatory and inclusive governance.

Capacity development of partners and CBOs has a clear effect on the effectiveness and quality.

Policy influencing, more supportive governments and more inclusive and participatory governance are less pronounced than effects on service delivery and community resilience.

Plan Finland is clearly recognised as a central player in global citizenship education and campaigning in Finland.

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 to continue to support international development cooperation and the work of Plan Finland in particular. This work in global citizenship education is very important for Plan Finland and it is also included in its PBS framework agreements. Plan Finland is clearly recognised as a central player in global citizenship education and campaigning in Finland. It has also achieved strong and continuous support from Finnish individuals and, increasingly, corporate sponsorships have been developed.

4 FINDINGS

4.1 Relevance, Appropriateness and Coverage

Alignment within Plan International and its comparative advantage

Plan Finland's PBS and only recently initiated HA are well aligned with the overall strategies and policies of Plan International. Plan Finland's long-term strategy developed for the period of 2012-2015, and its strategic program choices are based on Plan International's Global Strategy for 2011-2015 (Plan International, 2011). Programmatic interventions are grouped under four pillars: ECCD, CP, Education and YEE. During the evaluation period, Plan Finland has engaged in all pillars with specific projects in different countries. Plan Finland has a specific focus on Child Rights and Protection, girls/gender transformation and ICT4D. This focus is based on a thorough assessment of the comparative advantages of Plan Finland within Plan International and is recognised by Plan International. Global citizenship education as part of Plan Finland's PBS is an important element and builds support within Finnish society in line with Finland's education policy (MoEC, 2010a) and the Finnish National Strategy on Child Rights' Communication (MoEC, 2010b).

Alignment with the country strategies and policies

Plan Country Strategic Plans (CSPs) are prepared for countries of operation. Plan Finland is very committed to align its programs and priorities with those of the operating COs. Its strategies are in full alignment with CSPs and reflect their priorities and views. The personnel of supported COs have been well included in framework planning. CSPs are based on contextual analysis and needs analysis in relation to Plan Finland's priority impact areas. In addition, for example the planning process of Plan Finland's 2015-2017 framework proposal to the MFA was highly participatory. As part of this process project assessments were made and lessons learned pulled together by the Plan Finland team from representatives from all countries, projects and regional teams. This was confirmed both in reporting and interviews with the visited COs. Plan Finland's policy is that it supports and provides technical assistance based on a decision made by the CO.

The relevance of Plan Finland's PBS has been highlighted in an MTR carried out in 2016 of Plan Finland's 2015-2017 MFA PBS funding and similarly an MTR of the 2009-2011 PBS framework. Interviews carried out with Ethiopia and Togo COs and with other key stakeholders during this evaluation, confirmed that Plan Finland support is relevant and based on the CSP priorities, a situation analysis and a good understanding of the CO needs.

Interviews confirm that with a relatively limited budget compared to the overall CO budget, Plan Finland has been able to add value to the work of Plan Ethio-

Strong alignment with overall strategies and policies of Plan International.

Plan Finland is very committed to align its programs and priorities with Plan's Country Strategic Plans, and priorities of COs.

Plan Finland's interventions are in line with operating country policies.

Good approaches, procedures and tools exist and are used for participatory project identification, needs analysis, project formulation and baselines.

pia and Togo, for example in the areas of ICT4D and innovations. Funding has also proven to be directed to critical areas such as CP and ECCD.

Alignment with government policies

Review of project documentation and interviews with government representatives in Ethiopia and Togo show that Plan Finland's PBS supported interventions are in line with operating country policies. This was further confirmed during field missions. In Ethiopia, Plan Finland support addresses priority themes of the government (ECCD), but also priority areas, which are evident at the policy level (CP/Female Genital Mutilation (FGM)/Harmful Traditional Practices (HTP)) but not clearly reflected in the budget at the implementation level. ECCD is clearly a priority area of the Ethiopian government, including the visited Region (SNNPR) and funding has gradually increased. In the SNNPR Region FGM/HTP is regarded as an important issue by the regional government and some mechanisms have been put in place. However, it is not a district (Woreda) priority and not reflected in the (Bona Zuria) district budget. Plan International Ethiopia (Plan Ethiopia) has a well-established and good partnership with government structures both in relation to coordination and implementation.

Plan International Togo (Plan Togo) is focused on the Central and Plateau Regions and covers relevant child rights and protection issues that need priority attention and are not addressed by the government. Plan Finland's PBS focus is on Community Based Rehabilitation (CBR) and inclusion of Children with Disabilities (CwDs), which are complementary to other projects in the portfolio of Plan Togo. Specific focus on CwDs is also complementary to actions of other disability-focused organisations (Handicap International, Christoffel Blindenmission (CBM), Liliane Foundation). The Plan Finland supported project has clearly increased visibility of Plan Togo among external stakeholders.

Alignment with beneficiary needs

Plan International has well-established procedures for participatory project identification, needs analysis (Child Rights Situation Assessment), project formulation and baseline assessments, which have been followed and put in practise by the COs visited during this evaluation. Projects are embedded in communities through the CCCD approach and work with local IPs. Interventions are based on community consultations and needs analyses and projects start with a baseline study. This is a good guarantee for relevance of interventions to beneficiaries.

Review of documentation and interviews carried out during field missions revealed two strategic planning issues, which could be more thoroughly addressed. The first relates to the linkages between 'hard' infrastructure projects, food security and livelihoods, WASH interventions and 'soft' projects such as HTP/FGM. The second refers to the linkages between sponsorship projects and projects funded by institutional donors.

Based on the HRBA, all Plan's projects are rights-based and some have more elements for direct service delivery. Plan Finland's strategic choice has been not to focus on areas of WASH, livelihoods and food security. COs address these areas through other funding, if included in the country strategy. Interviews at

the beneficiary level confirmed that ‘soft’ rights based projects supported by Plan Finland are critical for beneficiaries and highly appreciated as they are often implemented in remote areas where access to basic services is very limited. At the same time, Plan’s infrastructure projects (e.g. water) might be implemented in a nearby location and community as observed e.g. in SNNPR in Ethiopia. Different geographical locations of infrastructure and ‘soft’ rights-based projects do not sufficiently maximize the potential that linkages between projects would bring for beneficiaries and for increased complementarity to maximise the results. Priorities expressed by the communities visited by the evaluation team both in Ethiopia and Togo, where Plan Finland’s rights-based PBS projects were implemented, were often on water and other basic needs. This was evidenced in interviews in Ethiopia as well as community plans of visited communities in Togo. Again, this does not mean that the rights-based projects were not highly appreciated, but that the potential to mainstream rights-based approaches in infrastructure projects were not fully explored and put in practise by the visited COs.

Whilst Plan International does not have quantitative evidence on the percentage of programmes inside and outside of sponsorship communities, Plan Finland estimates that about half of Plan International’s work globally is outside sponsorship communities. Plan International has longer-term presence in many communities through its sponsorship programme than through the grants projects. It acknowledges the challenge that it has remained in many sponsorship communities for over 20 years and that these communities may no longer be the most vulnerable. Grant projects and sponsorship locations may not always form a strategic match and sponsorship programmes partly restrict COs to move to other geographical areas. For example in Togo, in the Central region, Plan Togo portfolio consists of six projects and four sponsorship projects, which are separately managed but seem to be complementary in the field. In overall reporting, the relation between the two is not clearly mentioned and complementarity remains difficult to observe from reports.

Sponsorship funds are considered less ‘agile’ in terms of being able to change communities in a short time frame. However, the longer presence of Plan International in communities can enable sustainable and community led development. Furthermore, the sponsorship relations provide Plan International with access to a wealth of first hand child, family and community-based information and data that can be used for research and development of new evidence-based models and proposals. There is a funding incentive to remain longer in sponsorship communities, since these are more valued by sponsors who do not appreciate schemes being stopped after a few years. Sponsorship funding enables approximately 60 000 volunteers to be active in Plan supported communities.

Overall, child sponsorship is important in allowing access to communities and as a lifeline for its financial support to these communities. However, it also takes considerable time and effort, and sometimes ties the hands of Plan International offices to specific regions and communities. Because the grants generally bring Plan to more vulnerable communities, funding in different locations is split due to the nature of these two funding sources.

Potential to mainstream rights-based approaches in infrastructure projects not fully explored and put in practise.

Grant projects and sponsorship locations may not always form a strategic match and sponsorship programmes partly restrict COs to move to other geographical areas.

Child sponsorship is important in allowing access to communities and as a lifeline for its financial support to these communities.

It provides first hand information regarding communities that can be used for research and development of new evidence-based models and proposals.

High relevance to Finnish development policies particularly promotion of the rights and status of women and promotion of gender and rights of excluded groups.

Plan Finland is also committed to quality and effectiveness of development, anti-corruption and good governance as well as openness of information.

Plan Finland's development cooperation budgetary focus is on Least Developed Countries countries and most vulnerable contexts.

Alignment with Finnish Policies

The evaluation period 2010-2016 is guided by Finland's 2007, 2012 and 2016 DPPs as well as the 2012 Humanitarian Policy and downstream guidance documents. The Guideline Concerning Humanitarian Funding Granted by the MFA is relatively new (February 2015), but guides the recently started HA by Plan Finland.

The policy and strategy review indicates that Plan Finland's programming is relevant to Finnish development policies. The review of annual consultations and Quality Assurance Board minutes also indicates that Plan Finland's programming is relevant to Finnish development policies.

Alignment is evidenced particularly in relation to the promotion of rights and status of women, and the rights of groups that are easily excluded, particularly children, persons with disabilities, indigenous people and ethnic minorities. The rights based approach of Plan International is well in line with the HRBA of the development cooperation guidance documents of the Finnish Government, which along with Plan has also a specific focus on women and girls. Promotion of gender issues and inclusive development form the core of Plan Finland's programming and were essential in the 2007 DPP. They were further emphasised in the 2012 DPP with a focus on human rights and the importance of CCOs, which became obligatory and were defined as objectives of the DPP for the first time. The alignment with environmental and climate change objectives is weak and these are not defined as Plan Finland's focus areas. COs have integrated DRR in their projects and approaches as a structural component of field level implementation. DRR focuses mainly on WASH issues, which are not supported by Plan Finland. In Ethiopia where disasters are common, DRR is much stronger than for example in Togo.

Plan Finland is also committed to quality and effectiveness of development, anti-corruption and good governance as well as openness of information (e.g. International Aid Transparency Initiative (IATI)), which are at the core of the Finnish development policy. In the current 2016 DPP, the role of private sector and employment are strongly present. Plan Finland aims at joint innovations with businesses and YEE addresses employment issues.

In Finland's priority countries PBS support and Finland's bi-lateral support are often aligned. For example, in Ethiopia the priorities of Plan Finland in ECCD are also well aligned with the bilateral programme supported by Finland, which includes a pillar on inclusive education. However, there is no close cooperation with the Embassy.

Plan Finland's development cooperation budgetary focus is on Least Developed Countries countries, and specifically on countries with low Human Development Index/Inequality-adjusted HDI (HDI/IHDI) and Children's Rights Index. This indicates a focus of Plan Finland on the most vulnerable contexts.

Review of audit reports indicates that financial management of PBS interventions has also been in line with MFA's Financing Guidelines. Some challenges have been reported, but corrective measures have been taken. In rare cases of financial abnormalities, incidents were detected in the internal financial audit, which implies that generally internal control mechanisms work. Audit reports

do indicate though, that there is no clear follow-up mechanism for addressing some of the audit recommendations. However, management responses are reported by Plan Finland.

Building a vibrant civil society is the most challenging policy guidance for many CSOs in the PBS framework, including Plan Finland. How this is done depends somewhat on the external political environment, but to a large extent also on the policies and practices of the particular CSO. Plan Finland's PBS aligns with the goal of the CSO Guidelines regarding the building of vibrant civil society. Projects at the local level are implemented by local partners and Plan has made significant efforts in providing capacity development support to partners and to other community level actors. This is consistent with its CCCD approach. Plan International's 2015 Global Report states that it had worked with almost 40 000 partners from government and civil society during the year.

Plan International's, including Plan Finland's PBS focus on and results in strengthening the civil society at the CBO level is one of its strengths. It is well evidenced in previous MTRs and during the interviews in the visited countries. In Ethiopia strengthening of Ethiopian Civil Society is not directly restricted by policy, but is made almost impossible in practice. The current rule that 70% of funding has to go directly to implementation and only 30% for administration costs has created conditions in which International Non-Governmental Organisations (INGO) are pushed to become large project implementers rather than supporters of capacity development of local CSOs and the civil society at large. It is not the percentage share as such, which creates the obstacle, but the fact that a number of project costs such as staffing, transport etc. are considered administrative, thus eating a significant share of this 30%.

Plan Ethiopia and Plan Togo have made a genuine effort to continue developing capacities of its IPs, but capacity development has been mostly limited to project-specific training, which is not sufficient for the organisation growth of local CSOs. Plan's support is relevant, if not crucial, to local CSOs as their number is decreasing rapidly due to government rules and diminishing resources in both countries. A partnership policy exists, but IPs perceive their role mainly as implementers. They receive project-specific and other trainings but not organisational capacity development. In policy, partnerships exist but in practice are rather weak.

Interviewed IPs of Plan Finland supported projects indicated that the support provided has e.g. increased their capacity to implement projects in remote areas far from the liaison office; to work closely with the government; enhanced their capacity on thematic issues; enhanced their possibility to implement at a larger scale; and provided international exposure (e.g. Plan Finland officers and IPs mentioned that Plan Malawi presented examples of community-based child protection mechanisms in Kenya).

Alignment with cross-cutting objectives

Promoting gender equality has been one of the key priorities for Plan Finland during all frameworks under the evaluation. Plan Finland defines it as an integral part of Plan's goals of addressing the structural causes and consequences of child poverty, an all-encompassing approach that ensures complex gender

Plan Finland's PBS aligns with the goal of the CSO Guidelines regarding the building of vibrant civil society.

Plan Finland defines promotion of gender equality as an integral part of its goals of addressing the structural causes and consequences of child poverty.

Plan Finland increasingly focuses on disability issues.

relations and that power are understood and addressed. Document review (Plan Finland 2016a, 2016b) indicates that Plan Finland's work is based on international human rights instruments such as the Convention on the Elimination of Discrimination Against Women (CEDAW) and the Beijing Platform of Action.

Plan Finland's new strategy "Plan 2020" considers gender as the central priority for all program work. Plan Finland's strategic goal is to promote the rights of the most marginalized girls in the world and to become Finland's leading expert on this. This was confirmed in the interviews. This is also in line with the key global strategic orientations of Plan International. In 2016, Plan International's new Global Strategy will be adopted and launched. It is expected that gender equality and girls' rights will play a key role in Plan's global strategic goals and directions, and be in line with the Sustainable Development Goals (Plan International, 2016a).

Interviews with Plan Finland indicate that in the next partnership agreement proposal, which is currently in the planning stage, there will be an even stronger focus on gender and inclusion. Plan Finland aims to increasingly brand itself as "the organisation of the girls in developing countries". Primary outcome levels will be measured against this objective and transformative changes in girls' lives. The new global strategy took effect in 2017. A recent (not yet published) Mid-Term Evaluation of Plan Finland's MFA Partnership Program Funding Framework 2015-2017 with field visits in Uganda and Ethiopia focuses largely on issues relating to tackling gender inequality and exclusion, in order to contribute to strategy development within this priority area.

Plan assesses its programmes and their gender inclusion at four levels: Gender Unaware, Gender Neutral, Gender Aware and Gender Transformative. According to Plan Finland's estimate approximately 20% of the projects implemented are gender transformative, in the rest gender is mainstreamed or projects are gender neutral. In Bolivia, MFA funded work has included innovative gender work on involving men and boys in child-care. Plan Finland is planning to pull out of Bolivia and Plan Belgium is expected to carry on this work. Plan Finland has been working in Bolivia for a long time and Plan Finland's contribution to Plan International's overall activities in this country are clearly visible.

Together with the partners in programme countries and regions, Plan Finland has integrated HRBA to programming, with a specific focus on children's rights. This is a long-term process where the specific country contexts, e.g. the state responsiveness and resources as well as the freedom of civil society need to be taken into careful consideration.

Plan Finland emphasises human rights-based advocacy as an integral part of all programmes, with a special focus on the elimination of violence against children. Through global citizenship education, Plan Finland aims at raising awareness on children's rights and development issues, as well as initiating social mobilization, both in program countries and in Finland.

Together with Plan International Ireland, Plan Finland supports research on inclusion of children with disabilities and on community-based CP mechanisms. This work will result in recommendations to Plan International, governments and other key stakeholders on practical ways for making their work more

inclusive. The research is expected to be ready for dissemination in 2016. A disability inclusion model, developed with the support of Plan Finland and entitled “Sport & Play”, will be replicated in several additional countries in 2016. Models for collaboration with local disability CSOs in program countries by Plan COs are explored through the projects in 2016-2017. The intention is that all of these efforts will lead to increased participation of CwDs in MFA funded programmes in multiple countries. Plan Finland takes this as a key strategic commitment, which it will continue to pursue despite the cuts.

Interviews with Plan Finland imply that it has gained considerable experience over the years and wishes to strengthen it further. This will be done particularly through education projects that Plan Finland considers to have strong inclusion elements. In order to accomplish this, Plan Finland has together with Plan Ireland employed a Disability Coordinator who will specifically focus on the community-based rehabilitation project in Togo and support the team in Plan Finland with mainstreaming disability into other projects within the PBS framework.

Humanitarian Assistance

Plan Finland’s experience in HA with MFA funding is very recent. The only approved HA project on education and ECCD in refugee camps in Amman in Jordan has suffered significant delays and had not started by the time of the evaluation field visit. This project is coordinated together with the FCA and is based on earlier FCA interventions in the refugee camps. It fills a gap in support interventions in the camp as well as in some areas of Amman by providing support in education. The project start-up delays have been caused by administrative requirements of the Jordanian Government. Although the relevance and need for the intervention is not denied by the Government, they do require that all documentation is in order before the intervention can start. This is now expected for the beginning of 2017.

A second HA project (on drought responses after El Niño in Ethiopia) was not approved by MFA, but Plan Finland and Plan Netherlands decided to support this project with their own resources and it is currently being implemented in Ethiopia.

Plan International has long and broad experience in HA and several of its members have ECHO registration. In Ethiopia, the Plan Ethiopia Office is very active in both drought related responses and in supporting activities in refugee camps for incoming South Sudanese refugees. These projects are supported by several Plan International members and international back-donors. The drought responses are generally aligned with locations where Plan International already has presence. The work in the refugee camps is done more as stand-alone humanitarian response. Plan Ethiopia’s support is well aligned with other actors and coordinated by the Government in both drought struck and refugee locations.

The MFA policy and guidelines for HA require that the organisations receiving humanitarian funding incorporate gender equality and the reduction of inequality into their operations and pay particular attention to the rights and needs of vulnerable groups, such as children and persons with disabilities. The

Plan International has initiated an organisation-wide process aiming at harmonising collaboration and Plan Finland is well placed to push forward this agenda.

Together with Plan Sweden and Norway, Plan Finland is spearheading the agenda of joint procedures and reporting formats.

Pooling of resources with other NOs has increased the influence of Plan Finland in countries of operation and enabled securing HRBA in planning.

Plan Finland is a pioneer amongst CSOs on partnerships with the private sector in Finland.

Plan Finland supported HA projects are doing exactly this; they focus on the protection of children in humanitarian crises and they provide ECCD and education support, which are priority needs of children in these contexts.

4.2 Complementarity, Coordination and Coherence

Harmonisation agenda

Plan International has initiated an organisation-wide process aiming at harmonising collaboration (joint procedures, enhanced financial tracking mechanisms and guidance for key themes). Some initiatives between NOs already exist, however many NOs still require the use of their specific reporting formats.

Plan Finland is well placed to push forward the harmonisation agenda. In an internal Plan-wide survey (2013), Plan Finland was rated as the number one NO in terms of coordinating its work with other actors in the federation and aligning its work with priorities of COs. Jointly with a number of other NOs, particularly the Nordic ones, Plan Finland has played a key role in initiating partnerships for the improvement of projects.

Together with Plan Sweden and Norway, Plan Finland is spearheading the agenda of joint procedures and reporting formats. Plan Finland, Plan Sweden, Plan Norway and Plan Netherlands are all submitting proposals for new framework agreements with their respective ministries within a year of each other. In order to maximise the potential opened up for collaboration between these NOs, Plan Finland has so far mapped opportunities for joint programming, resource mobilisation and better alignment between projects particularly in cases where the same thematic interests are shared and operations are in the same countries.

Pooling of resources with other NOs has increased the influence of Plan Finland in countries of operation and enabled securing HRBA in planning, which is Plan Finland's specific thematic area of expertise. Plan Finland is cooperating with Plan Sweden to support a CP project (HTP/FGM) in Ethiopia (for which harmonised reporting templates have been developed), joint funding a regional CP focused project in the Asia region with Plan Sweden and Plan Norway, and providing joint support with Plan Belgium to an ECCD project in Bolivia. In Togo, technical assistance by a Disability Technical Advisor is jointly funded by Plan Finland and Plan Ireland. Interviews with visited COs confirmed that COs regard Plan Finland and Plan Sweden programme funding as being much more flexible compared to project-based funding. According to them, it allows for innovations and development of project models at the country level. Changes in the programme and transfer of funding between budget lines or from PBS to HA are also easier to negotiate when required.

Private sector cooperation

Plan Finland has been a pioneer of working on partnerships with the private sector in Finland, and is still considered as one of the most important actors in this area amongst Finnish CSOs. Plan Finland has shifted towards a 'shared

value' approach in seeking to change the way companies do business from the point of view of human rights. This means that cooperation with companies is developed based on sharing a vision and mission in the broader context of civil society. Based on this shared vision, both Plan Finland and companies identify their specific competencies and possible strengths to contribute to this shared vision, while both also adhere to their own principles. In this concept of corporate social responsibility, cooperation by companies is not so much a charitable contribution, but a strategic business choice. If such cooperation between Plan Finland and the private sector can be developed, a larger impact is expected than would be achieved by merely inviting private sector companies to provide charitable donations.

Plan Finland has been collaborating with the private sector actively for over a decade, including corporations such as Nokia, Metso, Kemira, Lindorff and a variety of smaller companies and start-ups. In recent years public-private partnerships (PPP) such as Plan-MFA-Nokia have been successful (e.g. digital birth registration in Kenya and mobile-enhanced participatory school governance in Uganda) proving the added value of PPPs in development projects.

In the MFA's PBS framework 2015-2017, (Plan Finland, 2015a) Plan Finland's private sector engagement objectives are two-fold; a) to raise match-funding for the projects in the MFA portfolio, especially for gender equality-related work; and b) to collaborate with large, medium and small size companies to co-create, support and fund development innovations as well as build inclusive business models that have potential to support programmes. Collaboration and linking with initiatives such as Team Finland, Aalto Global Impact, Weconomy, Startup Sauna and Teleforum have been planned. Plan Finland has been active in building innovative cooperation through SLUSH (an annual innovation conference in Helsinki), and moving more towards a 'start-up' type of mode of working in innovations. Private sector linkages have also been created in the ICT4D work.

Country level coordination

Field missions confirmed, that Plan COs coordinate well with different governance levels and CSOs in their operating environment. In Ethiopia, coordination by the government is a well-established practice and the government is strongly in control of both development cooperation and humanitarian actions. However, the strong role of the Ethiopian Government in coordination of CSOs also has a negative side: CSOs' networking and political expressions are effectively restrained by the Government through the CSO legislation of 2009. Given this restricted situation, INGOs, including Plan Ethiopia, might not make enough of an effort to create more space for national CSOs in innovative ways. It is notable that United Nations Children's Fund (UNICEF), at least in ECCD/Education, does not work directly with local Non-government Organisations (NGOs) and actually favours INGOs over local partners in development and humanitarian actions.

Projects of Plan Finland in Ethiopia and Togo are concentrated in specific regions, districts and communities. Its presence is coordinated with other actors (and in Ethiopia with the Government). In the SNNP region of Ethiopia, however, Plan Finland works in parallel with Save the Children Finland and

Plan COs coordinate well with different governance levels and CSOs in their operating environment.

Proportion of grants and monthly contributions from individuals is growing rapidly, while child sponsorship funding is gradually declining. This will eventually lead to more coherent planning and complementarity.

World Vision although in different communities. There seems to be very little exchange of information and experiences between the CSOs, but there is no overlap since Government institutions coordinate the geographical presence of the CSOs by allocating communities to work with.

In Togo, coordination of CSO actions (international and local) is weak, and the national government does not take an active role. INGOs coordinate at the national level, but this is not replicated at the implementation level. Coordination in Plan Finland's thematic area, disability, is done through a local disability network, the Fédération Togolaise des Associations de Personnes Handicapées (FETAPH), but it largely focuses on CSO coordination and lobby to the government rather than dialogue and cooperation with government. The international disability focused organisations do not seem very active in coordinating with one another. However, they have their own specific themes and regions in order to avoid overlap. PUs manage and coordinate all Plan Togo projects and actions at regional level well with local partners, communities and authorities.

Internal coherence

Plan International's and Plan Finland's fundraising strategy is based on combining child sponsorship funding with other grants and institutional donations. At the implementation level, management and implementation of sponsorship and development funding are separated, which has to some extent decreased complementarity and coherence of these two funding modalities. Field missions also revealed that in Ethiopia, Plan Finland's project on HTP and FGM was implemented near to another Plan International supported WASH project. This is an example of a missed opportunity for complementarity and the possibility to maximise and combine obvious benefits of an infrastructure and service-delivery project that addresses basic needs and 'soft' rights-based projects that address different needs. The needs addressed by 'soft' projects are not always considered a priority, particularly in communities that struggle with access to basic services. It is notable, that within the Plan funding structure, the proportion of grants as well as monthly contributions from individual contributors is growing rapidly, while child sponsorship funding is gradually declining. This will eventually lead to an increased capacity of Plan Finland and Plan International to plan activities more coherently and complementarily, maintaining long-term links and presence in sponsored communities with increased freedom to invest funds in the same and other communities.

Complementarity to other Finnish policies and modalities

Among the Plan Finland supported countries over the evaluation period, four are or have been Finland's bi-lateral partner countries (Ethiopia, Mozambique, Kenya and Vietnam). Plan Finland staff visit Finnish Embassies when going to the countries of operations, in which Embassies are present. Currently, there is not much cooperation beyond these irregular visits. Embassies are not involved in or may not be aware of Plan Finland supported operations in their countries. Plan COs in visited countries had very limited, if any, links to Finland's bi-lateral programming. Recently in 2016 a MFA representative visited Plan Finland's work in Togo, but there are no direct possibilities to further explore cooperation and exchange with MFA because Togo is not a partner country of the Finnish Government.

The Embassy of Finland funded one of the current-implementing partners of Plan Finland, Kembatti Mentti Gezzima-Topé (KMG; “Women Standing Together”), through its Local Cooperation Fund (LCF) channel. According to the KMG, this funding was critical for the growth and capacity development of the organisation in reaching its the current level i.e. having the capacity to partner with Plan Ethiopia. Such possibilities for complementarity of LCF and CSO funding have not been systematically explored in the core Finnish partner countries visited by the evaluation team.

Communication regarding ECCD and inclusive education between Plan Finland, Plan Ethiopia and the Embassy has been limited (mostly confined to country visits), while inclusive education is a shared priority. As there are no other Finnish actors in Togo, there is no such complementarity in this country.

Cooperation between Plan Finland and the CSO Unit is mainly administrative and therefore is distant from project implementation. This has caused the CSO Unit to only have limited knowledge of the projects of Plan Finland. Interviews with Plan Finland and a review of minutes of annual negotiations indicate that the MFA is highly appreciated within Plan Finland due to its flexibility and that Plan Finland considers the PBS agreement as one of the best within its organisation.

A CSO Forum with high-level political participation (Minister) is organised twice a year with CSOs receiving PBS. CSOs and the CSO Unit discuss progress towards agreed milestones and the MFA provides an update on new developments. Regular contact with CSOs is considered important by the MFA. There is also a small core group comprising of few CSOs and the CSO Unit, which aims at further developing the instrument.

Interviews at the MFA indicate that the CSO Unit is positive about cooperating with and funding Finnish CSOs directly. According to them, it has been possible to transfer Finnish technical capacity and know-how to local CSOs and to Governments who are able to utilise this expertise in policy development on, for example, HTPs (Ministry of Women and Youth in Ethiopia) or disability mainstreaming in education (Ministry of Social Affairs in Togo). The MFA considers it to be an asset that CSOs are closer to the recipients of the funding, enhancing every-day monitoring and discussions.

Coherence with Humanitarian Arrangements

Plan Finland’s support in Jordan is based on strong cooperation with the FCA and works closely with them in starting up and implementing this HA intervention. So far, this cooperation has not been effective in starting up the project. A new extension was requested until 2017. The activities supported by Plan Finland build up on and are complementary to those that the FCA is already conducting in the Azraq refugee camp. The additional activities supported by Plan Finland in East Amman are also aligned with FCA’s approach and methodologies. Within the Azraq camp, activities are well coordinated by the Jordanian Government and by all the implementing CSOs in the camp. The objectives and modalities of the HA intervention in Jordan are in line with the Jordanian Response Plan, e.g. provision of education facilities to sustain access to adequate, safe and protective learning spaces, and with UNICEF’s Humanitarian

Complementarity with other funding modalities is limited.

Cooperation between Plan Finland and the CSO Unit is mainly administrative.

Plan Finland’s humanitarian support in Jordan is based on strong cooperation with the FCA.

Plan Finland's cooperation with other NOs is important particularly regarding HA, as working independently with very limited resources would not be feasible.

Planned quantitative targets have been relatively well achieved.

Funding cuts affected possibilities to provide technical assistance in strong value added thematic areas of Plan Finland, gender equality and HRBA.

Response Plan on Education, in particular with scaling-up equitable access to education and improving quality of education services.

Plan Finland's cooperation with other NOs of Plan International is especially important in relation to HA, as working independently with very limited resources would not be feasible. This cooperation is now done in the framework of the Plan Sweden managed Nordic NOs cooperation in HA. When cooperating with others, Plan Finland can bring its expertise in ECCD in emergencies as an added value for implementation. Pulling resources together has reportedly increased influence of Plan Finland in countries of operation and enabled mainstreaming HRBA issues into planning.

The Ethiopian experience in coordination of HA is significant as humanitarian interventions are widespread and long term in the country. Plan Ethiopia is an active partner in drought responses and in humanitarian interventions in refugee camps. Plan Ethiopia's humanitarian portfolio is significant and in financial terms almost equal to its development portfolio. Humanitarian interventions in Ethiopia are tightly coordinated by government institutions and Plan Ethiopia is an integral part of coordination mechanisms.

4.3 Effectiveness

The following sections on evaluation criteria do not include specific sections on HA, because in the timeframe of this evaluation HA projects were not implemented and therefore it is not possible to assess effectiveness, efficiency, impact and sustainability of these projects.

Outcomes of CSO programmes (intended and unintended)

The annual reports 2010-2015 and the three framework reports indicate that the planned quantitative targets have been relatively well achieved. Field visits in Ethiopia and Togo further confirmed that Plan Finland's PBS projects have been implemented efficiently and in a timely way, and that quantitative targets have been met. Some delays have been reported, for example in Ethiopia, which were caused by the difficult political situation in the country and the slow provision of matching funds for the project by the CO, delayed signing of agreements with the government and untimely release of funds by Plan Finland. They did not significantly affect planned implementation, as it has been possible to adjust the timeframes accordingly. Even the HA project rejected by MFA in Ethiopia has been realized with Plan Finland's own funds, and is being implemented in a timely fashion. The only exception is the HA project in Jordan, which is seriously delayed and did not yet start at the time of this evaluation.

Funding cuts by the MFA decreased effectiveness to a certain extent and might further affect effectiveness in the future. Cuts were abrupt and affected the capacity of Plan Finland to continue its operations normally, to maintain its human resources and subsequently maintain its global policy influence and thematic leadership within Plan International. This relates particularly to specific Finnish expertise areas and Finnish value added, for example in gender and HRBA. Plan Finland had previously focused on planning and developing programmatic models, which have been widely taken into practice in the part-

ner countries. Some of that work cannot currently be continued, apart from ICT4D and innovation.

As a mitigating measure, Plan Finland has managed to transfer some projects to other Plan members, such as a YEE project in Pakistan, which was transferred to Plan Netherland. This is an indicator of Plan International's capacity as an international network to compensate for financial shocks experienced by its members. Plan Finland also increased its own matching funds in 2016 to avoid the abrupt cancellation of projects. As a result, Plan Finland now has fewer resources for matching funds when applying for possible EU projects. Another mitigating measure was to intensify cooperation with other Nordic members of Plan International and with Ireland (in Togo) and the Netherlands (HA intervention in Ethiopia).

Recurrent Factors Affecting Performance

Value of being a member of a strong international organisation

Plan Finland's long experience, good capacity and knowledge together with thematic child-centeredness are its comparative advantages and factors of success. It is part of a strong international organisation, which enhances capacity and knowledge and provides well-developed internal quality control mechanisms, including in risk management. Plan Finland's organisational culture is learning-focused, which was evident both in the reporting and self-critical assessments during this evaluation. It focuses on innovative approaches and start-ups with a diversity of partners and seeks to create more space for new initiatives, problem-solving and critical thinking.

The nature of Plan International as an international actor enhances its global presence and possibilities for global dialogue. Access to local and national level policy dialogue, and global development policy forums is an advantage. The global federation has brought potential for wider and scalable impact at various levels on advocacy, policy and programming.

A well-thought task division based on thorough assessments within Plan International and Plan Finland has contributed to identifying the specific comparative advantage of Plan Finland in the network. Child centeredness and a holistic approach to child rights together with gender transformative change have become a clear focus for Plan Finland. Working on child rights and gender transformative change with an emphasis on the position of girls, has given Plan Finland a good focus compared to many other more generalist development CSOs. Plan International's focus on transforming power relations in societies and transformation vis-à-vis service delivery has given the organisation its specific and clear niche as a 'girls' organisation'. Tackling exclusion, particularly gender inequality and aiming at becoming a leading organisation in gender transformative change sets Plan Finland apart from the other CSOs in this evaluation round. Plan Finland also has a clear focus on children with disabilities and aims at working to mainstream disability into its work, as is done in Togo and by technical assistance of the shared disability inclusion advisor of Plan Finland and Ireland.

Long experience, good capacity and knowledge together with thematic child-centeredness are Plan Finland's comparative advantages and factors of success.

Plan Finland provides a specific and valued contribution, focusing more on 'soft' rights-based approaches than on services and infrastructure development.

Global citizenship education and advocacy in Finland are recognized added value of the organisation.

Organisational changes and the overall quality improvements within Plan have improved Plan Finland's effectiveness and efficiency.

Another specific niche area of Plan Finland is global citizenship education and advocacy in Finland, which is a recognised added value of the organisation. Plan Finland has been doing pioneering work in this field and evidence based results exist (e.g. annual assessments of work of child ambassadors at schools). Plan has actively developed the content and methodology for this area of work. This is done for example through Lapsen oikeuksien kymppi –study module, teacher training and through volunteers and Child Rights' Ambassadors. Plan Finland is also working with immigrant youth in Finland. This is a niche area where the added value of Plan Finland's approach is clearly shown, based on the principle of the universality of child rights. While amongst the Finnish youth about 12% are considered marginalised, among immigrants this percentage is about 33% (Plan Finland estimates).

Organisational changes and development

Organisational changes and the overall quality improvements in Plan have improved Plan Finland's effectiveness and efficiency. Plan International has grown quickly from a contribution-based organisation (child sponsorship) to a grant-based organisation. A change to the 'One-Plan' strategy was carried out during this evaluation period. Each Plan country now has its own 'One-Plan' five-year country strategy based on the overall One-Plan strategy. The Quality Assurance System and RBM system were also improved. For financial monitoring of grants, Plan currently uses the Systems, Applications and Products in Data Processing (SAP) system, which enhances data integrity by requiring the completion of defined steps in the workflow before moving to the next phase. During the rolling out of the new system Plan Finland has experienced some delays in financial reporting and difficulties in extracting up-to-date expenditure data from the system. These difficulties are expected to continue in 2017. Plan Finland's strong and reliable monitoring mechanism is appreciated by the MFA.

Plan International's new Programme Quality Framework (PQF) together with new Programme Quality Policy Procedures (PQP) are a step towards improved Quality Assurance System. The policy developed a simple and integrated quality-based approach for all of Plan's program work to achieve consistent levels of quality and accountability irrespective of working context, thematic area and funding source. Streamlined procedures, systems and guidance were introduced to improve program quality across the organisation. PQP was approved at the end of 2014. Piloting of the policy procedures began in 2015 for projects in selected countries, including Plan Finland's project in Ethiopia. This will be operational in 50 countries, including MFA-funded projects. As the system is recent, this evaluation can only have preliminary results of how it has affected effectiveness.

The Program Accountability and Learning Systems (PALS) has been used by Plan Finland as a program management mechanism that guides planning, monitoring and evaluation at the country level. The system has four stages: 1) participatory situation analysis from a child rights perspective; 2) strategic and program planning; 3) program implementation through projects; and 4) program monitoring, evaluation and research. The multi-level participatory situation analysis from a child rights perspective provides information on which rights are not being realized for which children, what are the consequences

and what are the structural causes at different levels. This process has assisted Plan Finland in identifying specific areas for MFA funded projects. According to reporting, as part of project design, project specific situational analyses and needs assessments are also carried out to ensure good quality and up-to-date baseline data in projects.

RBM and M&E

Transformative and behavioural change is difficult to measure and the current systems and tools (particularly at the indicator level) do not provide sufficient evidence-based data on these changes. Gender-transformative change and behavioural change are long-term and complex processes and, beyond the provision of anecdotal change stories, difficult to capture. Plan Finland's reporting on outputs and immediate results is accurate and very informative. The M&E system, although well established at planning and output reporting level, does not yet sufficiently cater for reliable behavioural change measurement. Reports sometime suggest that behavioural change has occurred (target in % and reporting in numbers), but sources of verification are not documented. Sometimes the data provided are gathered through other means than originally planned, for example instead of collecting data through a survey it is done in a focus-group meeting. Indicator development and feasibility of data collecting methods are not always well matched.

For the current PBS framework, there are five thematically focused consolidated log-frames (ECCD, CP, education, YEE and global citizenship education) that are expected to guide the M&E process for a three-year period. Log-frames contain both quantitative and qualitative indicators. Plan Finland collects disaggregated data on its projects (by sex and age and where possible, by disability).

Measuring and particularly aggregating at the programme level is a challenge. The PBS framework 2015-2017 does not include an overall goal. There are five expected impacts, one for each thematic area, and various outcomes for each thematic area together with the currently mandatory 19 outcomes. There are some quantitative and qualitative indicators for each outcome. Reliable aggregation of data based on the developed indicators is not feasible and is not fully reflected in reporting, apart from some quantitative indicators (i.e. people reached by country level projects), which refer more to outputs. These data indicate the overall reach of Plan Finland but do not reflect all the substantial outcomes of it work. The lack of reliable outcome indicators and data is compensated to a certain extent by very rich anecdotal change stories included in the reporting.

The outcome and indicator framework is a challenging matrix for the differing country contexts with varying capacities in collecting data and reporting. This is exacerbated by the diversity in project characteristics due to the different priorities, challenges and needs in the project areas. Aggregation of outcome level data therefore does not seem feasible. In addition, baselines are at times still missing in projects, making monitoring efforts more complicated since comparison with baselines is not always possible. Finally, as is the case for most CSOs in the framework, the practice of doing counterfactual research on outcomes is rarely applied because it is very time and cost intensive. Therefore,

Transformative and behavioural change is difficult to measure and the current systems and tools do not yet provide sufficient evidence-based data on these changes.

Measuring and particularly aggregating at the programme level is a challenge.

Reporting on outputs and immediate results is accurate and very informative. Lack of reliable outcome indicators and data is compensated to a certain extent by very rich anecdotal change stories included in reporting.

comparing outcomes of interventions in specific locations with other locations without the intervention is not possible.

Outcome monitoring requires using surveys, interviews or other participatory methods. This is resource intensive and the quality may be uneven when the tools are not properly internalised by the users. In some cases, the teachers or facilitators themselves have assessed the satisfaction or improved performance of their pupils/trainees. This was confirmed in the interviews during field missions and also raised in the Plan Finland MTR 2016. There is a risk of this being misleading as they are insiders, assessing their own performance. In most of the cases, the source of information is not documented at the outcome level.

Monitoring of projects by Plan Finland is carried out on a regular basis by Plan CO staff. They visit each PBS funded project during the year and focus on programmatic progress and challenges, financial management issues and the overall situation in the CO. Monitoring also takes place through quarterly/biannual and annual reports, Skype and emails.

Despite the challenges mentioned above, it is an important achievement of Plan Finland to have a unified outcome level framework in use in all its projects and it is also important to mention that reporting in general is very rich, lively and insightful.

Innovations and ICT4D:

Work on innovation and ICT4D is yet another specific niche of Plan Finland. Currently most of the innovation funding comes from the PBS framework 2015-2017. Innovation programming will be featured also in the next framework (2018-2021). Plan Finland has become a leading actor within the organisation in the following initiatives:

Solar Media Backpack: In the ECCD project in rural Uganda, Plan identified a need for a simple and portable solution that would enable ECCD centre staff to show instructional training videos to staff members, parents and other members of the community. Since no suitable products existed on the market to meet this need, Plan Finland and Uganda partnered with the UK-based company Aleutia to design a custom solution. The backpack includes a mounted projector that allows users to show videos, presentations and photos. It also allows other peripherals such as mobile phones to be charged using the power pack, and the power pack itself can be recharged using a foldable solar panel. Although originally designed for ECCD projects, it can be used for example in education, emergency response and YEE projects as well. After more than a yearlong design and testing period, the Solar Media Backpack is now in its final design phase.

Human Centred Design Thinking trainings: In January 2017, Plan Finland gave an introductory training to all staff on design thinking / innovation processes and further training is planned to follow during 2017. Three similar trainings have already been organised including during conferences (other NGOs, academia).

Startup Factory: The project has emerged from the idea that since poor and marginalized youth experience the challenges facing their community and

society they are in a crucial position to identify those challenges and come up with innovative solutions for them. They do not have the same opportunities to pursue their ideas and access to innovation and incubation trainings and mentoring as the better educated and resourced peers. The Startup Factory project aims to create an enabling environment where marginalised young men and women aged 17-26 are empowered through personal development to incubate innovations for positive social transformation.

Development Startups Innovation Challenge: The Innovation Challenge was rolled out in Ethiopia, Laos, Pakistan and Uganda in 2015 to encourage Plan Finland's partners in project countries to find innovative local solutions to development challenges. The project involved a two-day workshop based around the concept of human centred design thinking which led to an eight week innovation challenge, during which teams developed their ideas. Out of the 15+ proposed ideas, three project concepts were selected and received seed funding. The concepts selected were "Pink Rickshaw - establishing safe public transportation in rural Pakistan", "Continuous learning for Girls - providing locally designed and produced sanitary pads for school girls by establishing social start-ups in Ethiopia", and "Our school! - engaging parents as resource persons for life skill training at primary schools in Uganda". Implementation of these concepts started in 2016. A new innovation challenge starting early 2017, now aimed at 10-15 countries, is focusing on Digital Technologies for Girls' Rights.

Poimapper and IATI standards: Plan Finland is actively supporting the global development of the mobile software of Poimapper to track field-implementation data as part of M&E practices and the introduction of IATI standards as means to further improve effectiveness and efficiency of data collection and transparency. These IATI standards are increasingly embraced by the international aid community (e.g. Department for International Development of United Kingdom (DFID) and Dutch MFA) as a means to increase accountability and transparency of international aid activities.

The use of Poimapper to digitalise monitoring activities has been scaled up, with Plan Finland taking a lead role in the international process. Data collected is visible to Plan Finland through a centralised database, allowing Plan Finland to analyse the data in near real-time and suggest quicker actions and changes to project implementation. Mozambique, Pakistan and Timor Leste have received support in piloting the tool and other Plan countries such as Cameroon and Bolivia have begun utilising it.

Plan Finland is actively pushing for IATI to be applied more widely and is the first CSO in Finland using IATI standards. Data is open and Plan Finland's own web-based data provides a good basis for in-depth analysis. The CSO Unit in MFA is satisfied with the IATI standard reporting and does not require separate reporting from Plan Finland. Using IATI is not yet a requirement by the MFA, but is a requirement of the MFA in the Netherlands and DFID in UK.

According to discussions with Plan Finland and review of documentation, it seems that Plan Finland has had a bigger role within Plan International than its budget would suggest. It has been well represented in many international working groups and over-represented in Plan's Global Awards list where successful projects have been listed. Plan Finland is medium-sized amongst the

Regarding its specific niche areas Plan Finland has had a bigger role within Plan International than its budget would suggest.

Plan International has developed high quality methodologies, instruments and expertise to support effective project implementation.

At country level, teams are not always sufficiently gender balanced and gender knowledge is dependent on a limited number of specific advisers.

Choice of implementation modality has an effect on effectiveness.

Plan International members but participates strongly in the ICT4D thematic development within the organisation. As evidence of Plan Finland's lead role in ICT4D within Plan International, the joint MFA-Nokia-Plan programme won the "Best Use of Social Media and Technology" category in Plan International's Global Awards.

Staff capacity in key thematic areas

Staff capacity of Plan's COs and IPs implementing Plan Finland PBS projects seems adequate at all levels, but still further capacity development is required both for CO staff and IPs. Some specific capacity challenges were observed during field missions in relation to the provision of sufficient technical support to IPs and in further developing expertise in key technical areas, such as gender transformative change, innovation, M&E, lobbying and advocacy. High staff turnover in COs and in Plan Finland has had negative consequences for effectiveness, as expertise is lost. The decision by Plan Finland to downsize TA to keep as much of the portfolio as possible intact created capacity gaps, particularly in the area of gender transformative change.

Gender balance in teams in COs is still a challenge and evidenced during the field missions. The last financial year regarding the female/male staff ratio shows that especially in East, Southern and West Africa, the female/male ratio is not balanced (unreleased Plan International Report). Plan International monitors the gender ratio in teams and is trying to find solutions to narrow the gap. Plan has during the last years improved its gender balance in senior management but significant challenges remain in some regions. There are some interesting initiatives taking place to this effect, for example a project on "women's leadership spaces" in Bangladesh that focuses on working with young professional women. Last year, also the need to track gender-ratios in teams on the ground (frontline staff) was identified by Plan International and this tracking started in 2016.

Implementing partners

Interviews among COs and partners in the field study mission countries indicate that choice of implementation modality has an effect on effectiveness. Core priorities could be better incorporated and implemented if projects were self-implemented by Plan offices and units, because working with IPs presents external risks and capacity constraints. In addition, financial resources could be more efficiently used in self-implementation as no transfer and administrative costs of partners need to be covered. Although self-implementation would increase cost-efficiency, expertise and profound knowledge of partners would be lost. Working with and through local partners enhances contextual knowledge, reliability and trust but also includes capacity challenges and is not always a guarantee for effective delivery of results. For Plan International, partnerships are crucial for project implementation. However, the partnership model with IPs is not always applied in development projects that are infrastructure intensive, such as in WASH projects or if the NO does not have sufficient trust in the implementation capacity of partners. This was observed in 2016 by the MTR by Plan Finland carried out in Uganda in 2016 (Plan Finland, 2016b). If no local partners are involved, communities are involved as stakeholders and

sometimes provide specific inputs such as labour and expertise. In the case of HA operations the IP model is not always applied.

In Ethiopia, Plan Ethiopia works with approximately 20 IPs. Five of them are used in the projects funded by Plan Finland. These partners are highly professional, most of them funded also by other international donors, such as UN agencies, the World Bank and INGOs (ActionAid, World Vision, Save the Children, etc.). The nature of these partnerships is close to outsourcing, which was also brought forward in the 2016 MTR. IPs implement a Plan designed project with their costs covered according to an agreement made. There is some flexibility in implementation, but basically the concept is that of Plan. The communications protocol of Plan International guides them to use the Plan logo beside their own to increase awareness of Plan International in the communities. Plan Ethiopia staff visit the project sites regularly to monitor the quality of implementation. At the annual and programme framework level reporting of Plan International, the IPs are often not visible or mentioned by name.

Plan International staff in Ethiopia also recognised that in the past, proper screening of IPs was not always a priority and this did increase potential financial and reputational risks for Plan International. Limited duration (three years) of projects and abrupt funding decisions resulted in insufficient screening of potential partners for project implementation. Unpredictability of funding has also resulted in some changes in the CSP, which again has affected status of local partner agreements. It was also mentioned that local CSOs are not accountable to the MFA (but Plan Finland is) for losses in case of mismanagement and fraud. When such cases occur, Plan Finland has to cover for the losses. Fortunately, this is a rare occurrence, but during the evaluation period there has been one case in Mozambique, which was consequently solved.

Plan International emphasises that partnerships are the preferred way of project implementation and currently a thorough assessment of IPs is a standard part of the CSP process. In the new CSPs more attention is put on partner selection (year-long assessment of potential partners).

The added value of local partners is evident in flexible resource management in a situation of constantly varying staff needs with projects starting and ending. Knowledge and links with the community stakeholders are better as the partners' presence is much stronger there.

Duration of the PBS and HA frameworks

Relatively short duration of the PBS Framework (three years) and particularly the short-term duration of HA support challenge the effectiveness of project implementation, particularly in the protection and behavioural change focused interventions of Plan Finland that usually require longer timeframes. Short PBS and HA funding framework periods force recipients to divide large and long term programmes and projects into small and short-term projects, increasing the fragmentation of the project portfolio. Based on requirements of the MFA, Plan Finland has developed a project management approach that emphasises end of year reviews of budget, with no possibility to re-plan unused budgets from the previous year, in case under-spending is more than 10%. This was mentioned in the Togo field visit as a limiting factor because it can make pro-

Plan International prefers partnerships as a modality for project implementation, and thorough assessment of IPs is a standard part of the CSP process.

Relatively short duration of the PBS Framework and particularly the short-term duration of HA support challenge the effectiveness of project implementation.

ject implementation rather rigid, while re-planning could actually be required given the new context and situation of a specific project.

The transition from the old PBS framework funding period (2009-2011) to the new one (2012-2014) was a challenge to Plan Finland's financial management. Despite lessons learnt in the previous framework period and precautions taken, launching thirteen completely new projects was a laborious process. Implementation of new project activities started effectively in the second quarter of 2012. This led to carry-overs in the following years, which Plan Finland and partner countries were able to spend because of reportedly well planned reallocations, making new funding commitments for a few additional short-term projects and providing effective follow up.

Timely response by CSOs to priorities

The planning of responses to priorities can be roughly divided into three categories:

- In PBS projects implemented in sponsorship communities, projects are linked to yearly community consultation and planning processes in which the use and application of sponsorship funds is defined. PBS projects can be complementary to these sponsorship activities by filling gaps and by providing specific additional support interventions;
- PBS projects that are outside sponsorship communities are identified and developed together with local communities, stakeholders and local partners. These projects are based on a context analysis and needs assessments. The time between project identification and development can vary according to specific situations and availability of funds. PBS projects are included in and linked to the CSPs of the COs of Plan International; and
- HA projects are subject to very quick processes of identification and design and then submitted through flash appeals. The time between the identification of the priority and intervention is generally short. As Plan's interventions in HA focus on CP, ECCD and education, and not directly on life-saving actions during or immediately after disasters, funding is generally made available in a timely manner. The support received for the HA intervention in Jordan was also quick, but bureaucratic procedures in the country have inhibited a timely start of this specific project. This appears to be an incidental issue, particularly when also considering Plan International's overall experience in responding to humanitarian crises.

4.4 Efficiency

Adequacy of resources to achieve outputs

Unfortunately, in this evaluation it has not been possible to conduct a value for money analysis of Plan Finland's PBS projects. Such a study would require detailed information at many different levels of the Plan International organisation in order to be able to for example, assess management and transfer

costs. The overall analysis of budget and expenditures in the previous chapters only presented the figure of a 17% share for administration, fundraising and communication costs for Plan Finland. Management and administration costs specifically were on average 9% over the past five years. This covers the financing of Plan Finland's structure, but also a contribution to Plan International's support structure (international HQ and advocacy offices). This percentage for administrative costs is rather low, compared to other organisations and to international standards (that can go up to 25%). However, as it is not clear what costs exactly are included in this figure it is difficult to analyse. Furthermore, it is relevant that Plan International is a multi-layered organisation with COs, PUs and local partners involved in implementation, each layer with corresponding management and administration as well as transfer costs.

The overall administration percentage at the level of Plan Finland suggests that the organisation is efficient in keeping its administrative and transfer costs limited, however costs at different levels and between layers are still considerable. Plan has relatively large, scalable projects, which have the potential to achieve major cost efficiencies. Plan can also use well-researched global programme models, tools and formats, and it can enhance quality of work and approaches through exchange and learning between different countries. It can also get access to authorities, opinion leaders and policy-makers much better than smaller CSOs usually can. Therefore, it can be concluded that for the relatively high management, administration and transfer costs at the international level, quality of delivery is generally uniform and good, particularly compared with smaller CSOs.

Plan International as a global federation brings wider and scalable impact at various levels on advocacy, policy and programming. It has the capacity to elaborate strategies, policies, tools, etc. to share with all offices. On the other hand, it brings with it a long chain of decision-making and lengthy planning cycles, which reduce efficiency. Changes are taking place constantly and it is challenging to manage timeframes to meet local requirements.

The Regional Office (RO) has a supervisory role in relation to COs, which report regularly on various issues (e.g. programmes, risk management, finances) to ROs in Africa, Asia and Latin America. Some RO's are able to provide technical expertise to support COs but in general they play a minor role (Plan International, 2016).

The COs have a great deal of expertise in various sectors and their role is to support PU's in implementation. Plan's new global strategy indicates that technical expertise will be decentralized as close to the implementation level as possible (to COs and PUs).

In the project areas there are a further one to two levels under the COs such as the PUs and regional offices in Ethiopia. At the moment, the CO is reconsidering moving Plan staff to PU level (districts and communities) where the IPs are or have been present. In several cases, there are projects in only one district under the regional office, which adds to the administration costs significantly.

Implementing through local partners brings another layer into the structure, but it increases relevance and ownership of projects at the community level.

Plan International as a global federation brings wider and scalable impact at various levels on advocacy, policy and programming.

Plan International's new global strategy indicates that technical expertise will be decentralized as close to the implementation level as possible.

Plan International has been efficient in absorbing shocks and changes in income of individual members.

Review of audit reports indicates that Plan Finland PBS has been in compliance with the MFA's Financing Guidelines.

The systematic use of risk management tools and improvements in RBM systems has increased efficiency in project implementation.

Budget cuts have affected Plan Finland all through the organisation and led to re-thinking of focus and mitigation measures.

Working with partners also adds a reporting and information sharing layer. Training and introducing the partners to Plan International policies and tools can be time-intensive and is a further challenge for efficient implementation.

Plan International has been efficient in absorbing shocks and changes in income of individual members. This has been evidenced when Plan Finland's PBS funding was cut. Moreover, Plan Finland's own fundraising has enabled it to absorb shocks (e.g. in funding HA intervention in Ethiopia with own funds and cooperating with Plan Netherlands).

Quality of financial management

Review of audit reports indicates that Plan Finland PBS has been in compliance with the MFA's Financing Guidelines. Some challenges have been reported but corrective measures have been taken. Audit reports indicate however, that there is no clear follow-up mechanism for addressing some of the audit recommendations. Management responses are reported by Plan Finland. Two incidents of financial abnormalities have been detected up to now, one in Mozambique and one recently in East-Timor. MFA demanded a return of both the MFA funding and the self-financed Plan contribution in the case of Mozambique. Both of these incidents were detected in the internal financial audit, which implies that internal control mechanisms are working and corrections can be done.

Insufficient finance management capacity of local partners, particularly in the beginning of partnerships and projects has decreased efficiency, but capacity development by Plan COs to local partners is provided to improve not only their financial management capacity but also their overall implementation capacity.

Risk assessments

The systematic use of risk management tools and improvements in RBM systems has increased efficiency in project implementation. Major risks are rated, mitigation actions planned and updated quarterly. In planning the 2015 Annual Plan (Plan Finland, 2014a), program related risks were assessed separately. Plan Finland has access to Global Assurance reports and it exchanges information of eventual audit and financial compliance concerns within the organisation globally and regionally. Plan Finland follows up on external audit results as well as on findings and recommendations from Global Assurance and external audits. It combines the view with the findings and experiences of the program and finance teams from reporting and field visits, assesses the risk status in each program country and plans for mitigation actions. Risk management is financial and administrative, and risk heat maps are regularly updated based on audit findings. Plan's global Risk Management Policy guides this work. Programmatic risks are already identified during project planning and continuously monitored.

Budget cuts

Budget cuts have affected Plan Finland all through the organisation and led to re-thinking of focus and mitigation measures. Budget cuts created challenges and resulted in significant reduction of personnel, particularly in the programme team. Fifteen person-years were cut in total from the Finland office, of

which six in the PU. Eight persons remain in the program unit out of whom five deal with MFA projects including HA. This resulted in a significant decrease in expertise and opportunity to give backstopping technical services for projects and to provide technical expertise globally.

Cuts cause the emphasis to be on administration rather than developing technical expertise in the countries of operation. Work of experts in Finland, which supported Plan overall expertise globally, has been drastically decreased. According to interviews with Plan Finland, it will not be possible to participate in Plan's international CP working group, which supports the implementation of the CP strategy globally or to support global work on social exclusion of children.

The 2016 Annual Report (Plan Finland, 2016a) states that Plan Finland's engagement in the global gender reference group has also been reduced to a bare minimum. The campaign "Because I am a Girl" is expected to continue to grow not only as an advocacy campaign but also as a global social movement for girls' rights. Plan Finland will no longer be able to provide as much direct input from its programmes into the global 'tackling exclusion framework' which is under preparation. Furthermore, most of the budget for spearheading the new resilience toolkit has been removed due to the MFA budget cuts, which means that Plan Finland is no longer the office leading thematic work in climate change within the Plan International. Plan Finland has maintained its existing commitment to pilot the toolkit in two countries and it continues to support the capacity and preparedness of Plan staff on the integration of DRR into other programming (for example in ECCD) with expertise support from the Headquarters, regional and country offices.

Cuts in global citizenship education implemented in Finland resulted in a decreasing number of: children potentially reached through Child Right Ambassadors, number of young people in the network of young adults due to the decrease in the number of working groups and the decreased participation of volunteers. The Children's government has not been able to continue international cooperation on the same scale as before and training of education personnel will decrease.

Cuts have also influenced the possibilities of applying for EU funding. Both interviews with Plan Finland and minutes of the annual negotiations with Plan Finland (MFA, 2015c) indicate that there are challenges related to receiving EU funding. According to Plan Finland, EU funding is an important funding source for the organisation. Without MFA support, it will not be possible to apply for funding due to co-funding requirements of the EU. MFA funding has enabled Plan Finland to fulfil this criterion for the organisation's own contribution in EU applications. However, according to the consultations at the MFA, the required own contribution of the organisation is often quite small and Plan Finland should be able to provide this even from separate sources.

Out of all Plan International NOs, Plan Finland has had the highest approval percentage for EU funding. Tenders are centrally followed by the Plan International EU Office, which is expected to reduce competition between COs. Plan EU directs applications to country offices based on their comparative advantage and can currently reject applications of the country offices. MFA confirms

As a result, a significant decrease in expertise and opportunity to give backstopping technical services for projects and to provide technical expertise globally.

Plan Finland's project portfolio is still fragmented. This is multiplied at the country level, where COs manage large portfolios with many different NOs, with considerable donor-specific reporting requirements.

that Plan Finland has been very active in applying for and successful in receiving EU funding and attributes this to the existence of Plan International's EU Office, which conducts quality control of applications and directs the applications according to the strengths of the NOs. Plan Finland's EU funding for the 2013-2018 period is approximately € 460 000. The requirement for the agency contribution is a minimum of 15% of the total budget.

Specific country contexts

In Ethiopia, the CSO law of 2009 strictly regulates funding to CSOs. A maximum 30% of funding can be used for administrative costs and 70% has to be transferred to the beneficiaries. According to each grant agreement with the donor, Plan Ethiopia takes a maximum 30% and the rest is transferred to the local partners, who are regarded as the beneficiary the point of view of Plan Ethiopia. Local partners again use a maximum 30% for their own administration and management. However, this administration cost percentage includes all staff and other costs that are directly linked with project implementation and not only to management and administration, and as a result CSOs can only implement projects with the greatest possible austerity. The CSO law also stipulates that Ethiopian CSOs that are active in lobbying and advocacy in the broadest sense of the word cannot receive more than 10% of their funds from external donors. As a result of these restrictive measures, more and more local CSOs are having to close.

HA is exempted from the 30% rule and this allows organisations to mobilise more staff and equipment to provide support in crisis situations. The government and international donors work almost exclusively with INGOs and multi-lateral and government institutions in HA. The 30% waiver rule actually stimulates INGOs to become more active in humanitarian support actions as it alleviates the general pressure on their administration and management costs. By becoming more active in HA, the INGOs are further squeezing the space for national CSOs.

This context is not specific to Plan International but to all INGOs working in Ethiopia. Plan Ethiopia in its development cooperation tries to continue to work as much as possible with local partners, but nonetheless investing in capacity development and strengthening civil society as a whole is very difficult in the Ethiopian context. It would be expected that INGOs together with bilateral and multilateral partners would discuss this situation and investigate ways to pressure the Ethiopian Government or find alternative implementation arrangements, however this has not happened. On the contrary, as the current situation might benefit the multilateral organisations and INGOs, they might not sufficiently look for ways to improve the situation for local CSOs.

Fragmentation of portfolio

Portfolios of COs and Plan Finland PBS are fragmented per donor and back-donor. CSPs at the country level are still project-based with many donor-specific requirements that create several layers in reporting and extra work for staff in producing project-specific reports. Fragmentation of project portfolios exists at the level of Plan Finland and is multiplied at the level of COs that man-

age portfolios of projects with many different NOs. Reporting requirements are considerable. The potential to combine different projects in a programmatic approach is clearly recognised, but has not yet become a practice. Some initiatives for joint projects between two NOs were taken to increase efficiency and effectiveness through increased project volume, but this was not yet done through pooling of resources into one funding-basket. Reporting requirements also in this case remained considerable. Pooling funds will lead to increased efficiency only if procedures and practises are harmonized.

Plan Finland has reduced programme staff and faces the challenge to increase efficiency in programme administration. Increasing the project size is one approach to increasing efficiency and this was expressed also by COs. Small projects but also COs with lower capacity level require more support from Plan Finland. Another approach is collaboration with stronger and more capable COs, that require less guidance and monitoring and control.

Sponsorship funding is implemented in the same project areas as Plan Finland's PBS funding. In some cases sponsorship funding is used as flexible funding to complement the activities that cannot be implemented with grant funding. Grant funding has been the driving force in moving to HRBA and ambitious policy goals. In contrast the nature of sponsorship funding is needs based. This was particularly the case when HRBA was first introduced ten years ago. Nowadays Plan's programmes, whether grant or sponsorship funded, are considered rights-based. However, the sponsorship programmes generally have more infrastructure elements. Sponsorship management, although well organised and routine in Plan International, takes considerable time and funds not only among the NOs but also among the COs. The field missions showed though that after many years, Plan International has developed a well-functioning mechanism and procedures for the sponsorship management.

Different funding sources lead to different organisational and implementing cultures that simultaneously exist in the project areas and may cause tensions. Dynamics of these projects are different, as sponsorship activities stay longer in the project areas (up to 20 years) whereas the lifespan of grant-funded projects is shorter.

4.5 Impact

Intended impact (including Cross Cutting Objectives)

Impact includes both immediate short-term outcomes as well as broader and longer-term effects of a project or organisation's outputs, outcomes and activities. Reporting generally presents well-documented outputs, results and outcomes, but verification is complex and evidence on the ground is difficult to track. How behavioural and social change should be measured remains an M&E challenge for most CSOs working in this area and the same applies to Plan Finland.

Plan Finland is part of Plan International and bases its support at the country level on Plan's country-specific strategies. Plan International's M&E system includes collecting standardised data over a longer period that should allow

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Impact at the different levels is clear and impressive, although reports and M&E information still show room for improvement in providing more robust and evidence-based information, beyond the (well-documented) anecdotal level.

Changes have been created in communities at different levels:

a) individual in terms of increased access and improved performance of children in early childhood and primary education, and in improved access to services;

b) community level in terms of empowerment of local community groups and functioning of local community structures; and

c) institutional in terms of changing legislation, regulations and programmes in gender equality, (disability) inclusion and quality of education.

measurement of long-term impacts in terms of child well-being, strengthening of CBOs, and the extent to which local, national and global policy and practice are being influenced. In practice, long term impact is difficult to demonstrate due to a lack of wider nationwide baseline data, ex-post evaluations and not using control groups or counterfactuals to demonstrate Plan International's or even less, Plan Finland's contributions. Country-strategies include situation analysis of trends in the key thematic areas, but reporting is at the level of contribution to changes of Plan's specific projects vs. set targets in the strategy, rather than attribution at the national level.

Plan Finland's PBS support is mainly dealing with behavioural changes and gender transformative changes. These can only happen over time and are difficult to measure within the project timeframe. There are no examples of evidence across the Plan Finland support which sufficiently captures these changes at outcome or wider impact level, beyond relatively unstructured qualitative stories that are largely anecdotal. There is in particular a lack of comparative information, which would situate the results in a country context. If impact is reported it is usually at the community level or in service delivery, and sometimes on policy development, but almost never on e.g. the state of civil society.

Results have been achieved both at the policy and beneficiary levels and specifically in relation to the thematic focus areas. Outputs and outcomes are notable, particularly at the individual, household and community levels. Plan Finland's PBS framework funded projects have achieved impact at community level and there is considerable proof of this in evaluations, though this may be too anecdotal (case study).

Evidence of impact was clearly observed at the community, CBO and local governance level during the field missions to Ethiopia and Togo. Plan Finland's PBS projects on inclusive education in Togo and on ECCD and CP (HTP and FGM) in Ethiopia have produced significant results. For example, children's access to education (and pre-school education) has increased; CwDs are included in education, health and psychosocial support; CBOs are established and strengthened; and beneficiaries at the community level are empowered and have become more resilient. CCCD has become a structural and systematic approach both in COs and among local IPs.

Plan Finland's PBS funded projects also have strong evidence of successful community level advocacy in relation to local community groups and local government institutions and/or traditional community governance systems. Additionally Plan Finland has been able to demonstrate models, approaches and structures, which have proved their effectiveness at the local level and have subsequently been replicated and expanded. Furthermore, there is evidence of Plan having influenced the development of laws, bylaws, policies and regulations (e.g. Ethiopia and Togo). This is the essence of Plan Finland's projects dealing with gender transformative change processes.

Examples of policy level changes which resulted and/or have potential to result in wider impact beyond Plan Finland's PBS support, include the scaling up of models supported by Plan Finland to the national level such as in the case of Community Led Action for Children (CLAC) in Uganda, ECCD in Pakistan, ECCD tools and materials in Bolivia, increased ECCD budget allocations in Kenya,

positive discipline model in Laos and applying Baka language learning materials in Cameroon. The beneficiary level results include very positive results on girls' education:

- Increases in girls' enrolment rates;
- Decreases in girls' dropout rates;
- Increases in school completion rate;
- Increased use of gender-sensitive teaching materials (Uganda, Ethiopia);
- Increases in representation of disabled children;
- Scaling up the participatory school governance model (Uganda, Togo);
- Prevention of child marriages (Ethiopia);
- Increased paid self-employment (Pakistan); and
- Active parental participation (India).

During the field mission to Togo, the Law on Disability inclusion of 2005 was revised (Nov 2016) to include the International Convention on Disability of 2011. Implementation is yet to occur and this will require priority attention by Plan Togo and its local partners, particularly the disability networks (FETAPH and Forum des Organisations de Défense des Droits des Enfants).

In the Community-led Decentralized Birth Registration program in Kenya, possibilities have been identified for the application of ICT to make the registration process more effective. Plan's close collaboration with the government in national, district and community levels contributed to the national civil registration practices. In Bolivia, the successful implementation of HRBA in municipal administration has influenced the traditional municipal model by integrating the children's agenda into the municipal plans and actions of local government authorities, especially in relation to CP. Municipal Children and Adolescent Councils and Children's Municipal Governments have been set up and are legally recognised by the Municipal Governments. At the national level, support was given for preparing a proposal to modify the Child and Adolescent Code, and a rights-based administration model was designed for Bolivian municipalities in partnership with the Ombudsperson's Office and the Vice Ministry for Equal Opportunities.

As a result of the capacity building carried out in the DRR projects in Pakistan, Kenya and Mozambique, it is reported that children and youth now have the capacity to identify major threats, carry out vulnerability assessments and participate in the development of contingency plans in project areas. In addition, communities are increasingly better prepared to tackle disasters as a result of better understanding of roles, responsibilities and existing support structures. It is reported that this preparedness is reflected in community development plans, for example in Kenya, where 14 CBOs have DRR plans in place and are capable of implementing them. Advocacy efforts are reported to have resulted in greater awareness of government authorities on issues affecting children in times of crisis. This is reflected in national DRR activities and policies of the three countries, which are now more 'child aware'. One concrete example is in

Some work in economic empowerment has been done but, effects have been significantly more modest in the promotion of local economic dynamism.

Mozambique, where Plan was granted an authorization to support the pilot initiative of mainstreaming DRR into school curriculums.

Plan Finland's PBS funded projects also have strong evidence of successful community level advocacy in relation to local community groups and local government institutions and/or traditional community governance systems which all have had or have potential for wider impact beyond Plan Finland's PBS support. Additionally Plan Finland has been able to demonstrate models, approaches and structures, which have proved their effectiveness at the local level and have subsequently been replicated and expanded. Furthermore, there is evidence of Plan having influenced the development of laws, bylaws, policies and regulations (e.g. Ethiopia and Togo). This is the essence of Plan Finland's projects dealing with gender transformative change processes.

Evidence of potential wider impact was clearly observed at the community, CBO and local governance level during the field missions to Ethiopia and Togo. Plan Finland's PBS projects on inclusive education in Togo and on ECCD and CP (HTP and FGM) in Ethiopia have produced significant results. For example, children's access to education (and pre-school education) has increased; CwDs are included in education, health and psychosocial support; CBOs are established and strengthened; and beneficiaries at the community level are empowered and have become more resilient. CCCD has become a structural and systematic approach both in COs and among local IPs.

Some impacts may seem rather small (functioning parents' groups or increased savings culture in project communities) although they may have a good potential to become noticeable impacts in the small project area. There are also bigger or potentially powerful signs of wider impact, such as specific court days for girls and women at the district level or incorporation of child protection elements in the education sector (Ethiopia). The latter would benefit from larger projects and funding.

Some work on economic empowerment has been done, but e.g. YEE is not strong in Plan Finland's portfolio and other projects focus on protection, rights and inclusive education. Economic dynamism at the local governance and community level is not strongly featured in Plan Finland's PBS and has not resulted in wider impact. This has not been the focus area of Plan Finland, but also links with such programmes within or outside Plan have not been created.

Plan Finland's and COs' impact on policy development at the national level is more limited and Plan is less well-known by external stakeholders than some other INGOs as a national level policy lobbyist and advocacy organisation. Plan International's strategic choice has been to do advocacy work more at the local governance and technical level rather than at the national level which affects maximizing the potential for wider impact at the national level.

Plan is very active in awareness raising and campaigning globally. This is done as Plan International, for example in the current "Because I am a Girl" campaign. Plan International has liaison offices to the EU, AU and UN, through which it carries out advocacy and lobbying at the international level.

Plan Finland, through global citizenship education, is active in awareness raising and campaigning in Finland which has potential for wider impact, although

not yet evidenced. One of the main achievements within Plan Finland's Global School, during the 2012-2014 framework, was the implementation of programmes for long term cooperation with selected schools through the "Lapsen Oikeuksien Kymppi" study module that provides information on ten different perspectives to child rights. Methods and opportunities have also been created for participatory advocacy for children, youth adults and volunteers. For example, the "Oikeus Oppia"-campaign engaged volunteers, schools and others in advocating for the increase of global citizenship education funds in the national development cooperation budget whilst raising awareness on the importance of global citizenship education.

Policy advocacy in Finland is done only to a limited extent and sometimes more through the networks in Finland such as KEPA, of which Plan Finland is a member. According to brand assessment research, Plan does not have a high profile on (development) policy advocacy in Finland which decreases using its potential for wider policy level impact.

Unintended impact

An unintended impact of Plan Finland's work can be observed in the situations where government capacity at national, regional or local level is very weak, or where the government is not optimally committed to support and take ownership of child-focused programmes and projects. In these situations, the fact that Plan Finland and its local partners are very effective in implementation of their projects exempts the Government to take responsibility in assuring that services are provided.

There is a real risk of the Government remaining absent or close to absent in project implementation, coordination and support, and that the international NGOs fill this gap left by the Government. To a certain extent this is taking place in Togo, where Plan Togo, Handicap International, CBM and Eliana Foundations, all powerful and experienced players in disability inclusion, are active and together are able to cover much of the country with their interventions. The wide coverage and overall good quality of implementation of projects by INGOs and their local partners means that a sense of urgency is not realised on the part of the Government to step in and that the needs of these people are met. For disability inclusion, social protection programmes or insurance mechanisms are needed, but as long as the support mainly comes from INGOs, the Government does not necessarily need to take responsibility. Largely this is the case in Togo, where the Government indicates its interest only at the policy level to disability mainstreaming, but does not strongly coordinate and support the practical work nor allocate necessary budgetary or human resources.

4.6 Sustainability

Ownership and participation by local stakeholders

Sustainability is shown particularly in Plan Finland's CCCD approach, in which community participation is vital for rooting changes at the community level, in networking for strengthening civil society and in improving legislation and its compliance. These appear within all thematic areas of the framework. Plan

Conditions for sustainability have been created through the Child-centred Community Development (CCCD) approach and use of implementing partners.

Finland's 2012-2014 framework report states that engagement with the duty bearers and rights holders (including children themselves, parents, school staff, village committees, local leaders, CBOs, youth networks, education and protection authorities at different levels) is a starting point for sustainable outcomes. Sustainability is expected to be reached through community involvement in the planning, implementation and evaluation of projects. Recruitment and training of local staff (for example at ECCD centres) and building and developing the programme management capacity of local partnerships are considered essential building blocks of sustainability.

Organisational, cultural, social, ecological and financial sustainability

The core of Plan Finland's strategy is to achieve transformational change and address interconnected challenges (holistic CCCD approach), which are by definition long-term goals. This is evidenced by the duration of its presence in countries and continuing projects over PBS Frameworks (sometimes with a different name but thematically and geographically the same). As a result, preparation of exit strategies has not been a priority. This was particularly felt when the budget cuts resulted in decreasing the number of the projects and exits had to be prepared on rather short notice.

The duration of a series of sequential PBS projects is generally from five to 12 years, sometimes even more. This is an important factor in rooting sustainable development solutions as transformative changes need considerable time. On the other hand, very long-lasting projects, such as in sponsorship communities (with presence up to 15 years in the same communities), might also cause risks for sustainability as the communities become accustomed to and reliant on having Plan's presence and services. This is particularly a risk in projects with strong elements of service delivery (e.g. ECCD and CBR centres in Ethiopia and Togo). To increase sustainability it would be pertinent to have local contributions in place, to secure and strengthen commitment through inputs in labour or requiring a share of self-funding from communities. Additionally, support by Government institutions is needed for local schools and centres in terms of human and material resources and/or social protection programmes. These greatly enhance sustainability of the project results. There are some local contributions generated by Plan Finland's projects, through small saving and loan associations and self-help groups, but these initiatives are rather small and do not create a powerful economic dynamism at the local level.

Field missions in Ethiopia and Togo confirmed that working with communities, CSOs and with different levels of governance structures has created good conditions for local social, cultural and institutional sustainability. In the visited communities, strong ownership of interventions was observed. The CCCD approach is well developed and strongly implemented. Community level structures are built on the already existing community structures (e.g. "iddir" in Ethiopia), which enhances sustainability. In addition, local IPs are strongly committed and interested in continuing activities in Plan Finland's PBS projects.

Phasing-out and exit plans are made at the start of projects, but projects are ended or transferred without the revision of these plans and prior to reaching institutional and financial sustainability. Plan has increasingly placed empha-

sis on working with governance structures, bringing together local stakeholders and their national government counterparts to increase sustainability. However, exiting and transfer of projects is not reviewed and adapted to real perspectives locally. Exiting without a well-planned project cycle step was observed particularly in the disability inclusion intervention in Togo.

While in general reasonable conditions for institutional sustainability have been created through working with government structures in ECCD and CP projects, it is not clear what the situation is when Plan and its local partners are no longer present and with it the ‘push-factor’ provided by that presence. For example in Ethiopia, the government is well organised and committed to support service delivery, but the rights-based approach is very difficult to implement. The policy level commitments to address HTP/FGM do not sufficiently transfer into budgets and enforcement. The formal multi-sectoral structures for CP are in place at the district level, but actions are mainly done by KMG, the local partner of Plan Finland in this project. Working through and with the government structures in ECCD and CP have contributed to sustainability to a varying degree.

In Ethiopia, model ECCD constructions were supposed to be replicated by the Government. The challenge was the need for a cost-effective approach and model, which compromised the high quality provided by the project. In construction, the use of local materials increased cost-effectiveness but as a consequence the quality varied in different parts of the country, which was seen as problematic. ECCD has become a priority of the government and funding has gradually increased, but quality of government-funded interventions is still a concern. FGM/HTP is regarded important but not a district priority (e.g. Bona Zuria) and hence not reflected in the district budget. Government structures (Education, Justice, Women’s Affairs Office) are part of implementation, but it is questionable whether they will be willing and capable to sustain activities. It is a positive step by government, that monitoring of HTPs is now done systematically by the Ministry of Women and Youth.

Plan Finland’s reports present successful examples in Vietnam where the Community-Based Child Protection System (CBCPS) model developed by Plan was replicated by the government and expanded to non-project locations. In Cameroon, the education project with quality was thought to serve as an inspiration for the Government to gradually embrace and follow Plan Finland’s model over time.

As funds are limited, projects are implemented in specific geographical areas. Further replication depends on successful acquisition of project funds and on working with Government actors (in Ethiopia government is a strong actor). In Togo, government is very weak and possibilities for wider outreach and replication are limited.

There are also good examples of using a local partner, as in Pakistan where the local partner replicated Plan Finland’s ECCD model in non-project areas in the country. In Uganda, there has been technical outsourcing on ICT issues to local partners and Training of Trainers is in-built in the contract in order to promote sustainability and transfer of skills. Contract also includes post check-up on whether the trained skills are up to standard.

Commitment of government institutions is expressed at policy level but willingness and capacity to engage are limited.

Financial sustainability of PBS projects is often weak and continuation still depends on Plan Finland's or other NO's support.

Phase-out and exit plans are made at the start of projects, but projects are finished or transferred prior to reaching sustainability. Plans were not updated based on real progress in exiting.

Humanitarian projects are generally linked with previous, or are follow-up to development projects in the case of structural or recurrent disasters.

The 2016 MTR presented some examples of sustainability strategies of projects but also found challenges (Plan Finland, 2016b). For example in Pakistan, close coordination with provincial government, including an MoU made with the Education Department, was seen to partly secure the functioning of the ECCD centres handed over to government. Nonetheless, further outside funding was needed to maintain their quality since no local funding or fees were possible due to the Government's policy of providing free education. In Mozambique, monthly contributions are collected from parents for the volunteer facilitators of ECCD centres but it is not clear if and how they will continue after exiting of Plan Finland. In Cameroon, where the education project will end by the end of 2017, there is an intention to start looking for additional funds locally and from donors. Plan Finland confirms that UNICEF is currently funding this project and this should continue beyond the PBS funding. These examples show how varied the preparedness and strategies of COs towards strengthening sustainability of projects and project results are.

Exit strategies and phase-out stages are generally a part of Plan Finland's PBS project plans, but the CO staff nor the local partners mentioned the ending of the three projects visited by the Evaluation Team in Ethiopia and Togo. Interviews at Plan Finland revealed that, while preparing for the next MFA framework from 2018 onwards, it will not continue with any of these projects in their current form and it will strive for a clear restart of its work in the next phase of PBS funding. Plan Finland's intention is to phase out from several programme countries at the end of the framework. This is not well known at the local project implementation level and is a threat to sustainability of these projects. Furthermore, findings of the visit to Ethiopia and Togo show that sustainability of the projects visited is in danger without continued support such as if other members of Plan take over the interventions previously supported by Plan Finland. For example, in the case of the CBR project in Togo, the future of CwDs is still uncertain even though they have been accepted as part of the community and provided possibilities to attend school. The project was not intended to be a social welfare scheme, and has been successful in changing community perceptions and ensuring acceptance of persons with a disability, important for social sustainability. In reality, there is only a certain level of sustainability that can be achieved at the community/household level as people with disability heavily depend on social welfare in all societies. Plan Germany is expected to continue some parts of the work of the CBR project, which again is a positive example of the added value of the international network. However, these kinds of activities require provision of long-term support until these children reach adulthood. More systematic focus on long-term strategic solutions should be aimed at, including piloting innovative social security schemes.

Taking longer-term development into account is part of Plan International's policies and procedures with respect to HA. Humanitarian projects are generally linked with previous or are follow-up to development projects in the case of structural or recurrent disasters. For example, Plan Ethiopia tries to link HA with already supported communities and/or tries to follow up HA with development interventions. In refugee-camps with South Sudanese refugees, this is different because the refugees will not stay in Ethiopia. Also in these situations, Plan Ethiopia tries to include more development type interventions in HA projects.

5 CONCLUSIONS

Strategic Focus

Conclusion 1: Plan Finland with its child rights, child protection, girls/gender transformation and ICT4D focus has clearly found its own niche within Plan International and in relation to country level stakeholders and beneficiaries. More strategic and focused programming could increase relevance of its support, enhance effectiveness and efficiency.

Plan Finland has found its niche and comparative advantage within Plan International. Plan International is increasingly becoming a 'girls' and gender transformative organisation, worldwide. There is a division of tasks and expertise within Plan International. Plan Finland through PBS framework funding provides specific and highly valued contributions in Child Rights, Gender, RBM principles, Technological Innovation and IATI reporting. With a more limited budget compared to some other NOs, its support in Plan International and at country level is clearly visible; focusing more on rights-based approaches than on service delivery and infrastructure development (such as WASH or school construction).

Plan Finland PBS supported projects focus on thematic areas that are partner country priorities at the policy level but not necessarily sufficiently resourced at the implementation level (e.g. child protection, HTP/FGM, children with disabilities). Support is well focused on critical areas where there are funding gaps, either by the government, Plan International or other stakeholders, and thereby has added value even with its limited budget. Plan Finland's support is particularly relevant for beneficiaries in relation to child rights and CP. Sometimes rights-based interventions are not sufficiently linked with or build on other interventions that provide basic needs.

Projects are generally well embedded in local contexts through working with local partners and existing CBOs at community level and this has improved relevance through good understanding of local contexts.

Despite reported and observed impact at community level, projects are still small in size and scale, even though some scaling up has taken place. More strategic and focussed programming would provide an opportunity to increase funding and thereby impact at country level. In the current funding situation this would require limiting further support to a number of countries and projects and limiting thematic areas to enable effective implementation at all levels, including Plan Finland.

Organisational Capacity Development

Conclusion 2: Plan Finland's approach is Child Centred Community Development and its focus is on strengthening local, community level CBOs. This has led to evidence-based results and stronger community organisations and institutions. Plan Finland has genuinely tried to support and strengthen CSOs also above the community level,

Clear niche and comparative advantage in child rights, child protection, girls/gender transformation and ICT4D.

More strategic and focused programming could increase relevance of its support, enhance effectiveness and efficiency.

Child Centred Community Development and focus on strengthening local, community level CBOs has led to evidence based results and stronger community organisations and institutions.

Genuine support and strengthening of CSOs, particularly IPs, but mainly through project-specific capacity development.

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

Need to strengthen expertise in key thematic issues, particularly gender transformative change, and to enable more effective and continued, highly appreciated, technical assistance.

particularly their IPs, but this has been mainly done through project-specific capacity development. In the current situation where space for civil society, particularly local CSOs is diminishing more emphasis on organisational capacity development at the individual and collective level is needed.

Plan Finland's programming is in line and relevant to the Finnish development policies and downstream guidance documents. Building vibrant civil society, however, is the most challenging policy guidance for many CSOs, including Plan Finland. Plan International and Plan Finland have made genuine efforts to invest in partnership relation building and capacity development and do so even in difficult operating environments. However, this goes beyond project specific capacity development only to a limited extent. Also organisational and institutional capacity development is needed to strengthen the CSOs individually as organisations and collectively as civil society.

Although Plan International is a CSO that relies on working with local partners and contributing to local civil society strengthening, Plan still faces challenges in realising genuine partnerships, with full and shared ownership and decision-making between itself and its partners. Currently, learning and sharing of lessons learned is happening, but to a limited extent and more vertically than horizontally.

Organisational capacity development within the PBS framework, in spite of its objective to build "a vibrant civil society", is currently not a requirement of the MFA, nor does it receive much explicit attention in the subsidy framework. This would require more attention to organisational development of local CSOs and institutional development of CSO networks and alliances, in project/programme plans, reports as well as reviews and evaluations.

Capacity and Quality of Plan Finland's Technical Assistance

Conclusion 3: Strategic direction and programmatic objectives of Plan International and Plan Finland are very demanding and require sufficient and constant resources and capacity development at all levels, the possibility for which was to a certain extent lost in Plan Finland due to the MFA budget cuts. The current expert staffing might not be sufficient to enable in-depth understanding of key thematic issues, particularly gender transformative change, and to enable more effective and continued, highly appreciated, technical assistance provided by Plan Finland staff to other Plan International members and COs.

Plan Finland has generally been effective in project implementation, but the budget reduction by the MFA requires Plan Finland to further downsize its portfolio. It has become more difficult to remain relevant and effective and to add specific value, because funds are more limited and Plan Finland has had to reduce its staff (e.g. gender adviser).

Although Plan Finland's staff at implementation level is sufficient, there are specific capacity challenges in providing sufficient technical support to partners and further developing both analytical and practical expertise in key technical areas, such as gender transformative change, innovation, M&E, lobby and advocacy. Rights-based programming and particularly gender transformative change are highly demanding tasks and they require significant investments in capacity development and in providing technical and methodological resources

to improve performance and effectiveness of Plan Finland itself and its partners. This is currently not happening sufficiently, particularly in the area of gender.

Plan International at the corporate level has developed strong and high quality methodologies, instruments and models to support effective project implementation. It has a large knowledge base that serves to provide technical advice to staff and partners worldwide. Plan International has developed clear and specific expertise and experience that is widely considered as relevant and of high quality. It provides specific comparative advantages at the federation level that benefits all individual members and COs.

Plan's relevance as a gender transformative organisation is increasing worldwide. It has a clear and recognisable position as a girls' organisation. The global level target to achieve 100% gender transformative projects in the next five years is extremely demanding and requires massive investments in capacity development of COs and IPs. The evaluation visits in CSO2 show a clear need for continuous support in gender analysis and mainstreaming capacity. At the country level, the teams are not sufficiently gender balanced, particularly at the level of leadership and decision-making and gender knowledge depends on a limited number of specific advisers, while Plan Finland had ended its gender adviser position.

Results Based Management

Conclusion 4: Although some significant steps have already been taken in adhering to up-to-date and high standard RBM principles, current reporting, M&E systems and methods still need improvement. Reporting on outcomes and impact is too time consuming, resource intensive and does not provide a sufficiently reliable evidence base for behavioural change measurement and capacity development of local IPs as local civil society actors.

Although significant steps have already been taken (e.g. emphasis on individual, community and institutional change) to adhere to high-standard RBM principles, the current reporting and M&E system of Plan Finland (and Plan International) need further improvement. Reporting on outcomes and impact is too time and resource consuming and does not provide a sufficiently reliable evidence base for behavioural change measurements. In addition, at the overall PBS programme framework level reporting and aggregating might not be feasible while the framework still comprises of many different projects that cannot be compared with one another. M&E systems and indicators are not yet sufficiently developed to capture longer-term effects on behavioural and gender transformative change.

Reporting on results and changes among target groups and in communities is rich and informative, but still to a certain extent too anecdotal. M&E information still needs to provide more robust evidence.

Importantly, the role of IPs and the capacity development of these partners at the individual and collective level is not systematically measured and reported by Plan Finland.

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

Fragmentation of portfolio is decreasing but country level programmatic approaches and larger programmes with longer timeframes exist only to a limited extent.

The relatively short duration of the PBS Framework and particularly the short-term duration of humanitarian support modality have contributed to increased fragmentation.

Fragmentation of Portfolios

Conclusion 5: Plan Finland's project portfolio is still fragmented, which contributed to high fragmentation of Plan International's project portfolios at the country level. While Plan Finland has integrated its projects in a coherent programme-based framework, actual implementation occurs through many specific projects. At the country level programmatic approaches and larger programmes with longer timeframes exist only to a limited extent.

Compared with other multi-layered international organisations, Plan International seems to be efficient in keeping its administration and transfer costs limited. At the level of Plan Finland administration costs were on average 17% during the period of 2009–2015. The efforts of Plan Finland to cooperate with other NOs are a feasible method of cost-sharing and decreasing administration and transfer costs. The experience on this is still quite limited and pooling of resources in basket-funding has not yet happened.

Plan Finland's financial management performance is excellent. Irregularities have happened only rarely and when they have occurred they were adequately addressed.

An important advantage of Plan International as a network is that it is able to respond to changing and even abrupt funding situations. Within Plan International financial shocks can be more easily mitigated by involving other NOs and COs to respond to shocks.

Plan Finland's project portfolio is fragmented, as it consists of a relatively large number of projects in different countries and sectors, although this fragmentation is decreasing. Fragmentation is multiplied at the country level, where COs manage very large portfolios with many different NO's with considerable donor-specific reporting requirements. The potential to combine different projects in a programmatic approach is clearly recognised within Plan International.

Linking HA with development is possible in drought and disaster related contexts when these cover communities already reached by Plan COs. Plan COs have made efforts to move from HA to longer-term development interventions, but can only do so in communities where it works structurally. Development interventions on the other hand have increased attention to DRR, preparing communities to better deal with crises situations.

Plan Finland's cooperation with other Nordic Plan members in the area of HA is important, as working independently with very limited resources would not be feasible. When cooperating with others, Plan Finland can bring its expertise in ECCD in emergencies as an added value for implementation.

The relatively short duration of the PBS Framework (3 years) and particularly the short-term duration of humanitarian support modality have had a negative influence on effectiveness of project implementation and have contributed to increased fragmentation of project portfolios. Based on MFA requirements, Plan Finland has developed a project management approach that emphasises end of year budget reviews, which can make project implementation rather rigid.

Significant Community Impact, but more limited Economic Effects

Conclusion 6: Plan Finland's projects, through the application of the Child Centred Community Development approach have created changes in communities at three different levels: a) individual - through increased access and improved performance of children in early childhood and primary education, and in improved protection and access to services; b) community level - through empowerment of local community groups and functioning of local community structures; and c) institutional – through changing legislation, regulations and programmes in gender equality, (disability) inclusion and quality of education. However, were significantly more modest in the promotion of local economic dynamism.

In general, impact and results have been achieved both at the policy and beneficiary levels and in relation to the thematic areas. Impact of Plan Finland's PBS funded projects achieved at the individual, household, community and local governance levels is clear and impressive, although reports and M&E information still need to provide more robust evidence.

Economic empowerment, mainly through local savings and credit groups, has occurred, but it is not a key priority in Plan Finland's portfolio. Economic dynamism at the local level is not strongly featured in Plan Finland's PBS. The impact of Plan Finland's and Plan International's COs' on policy development at the national level is more limited, and Plan is not well known by external stakeholders as a national level policy lobbyist. Plan's strategic choice has been to do advocacy work more at the local governance levels. Plan Finland through global citizenship education is very active in awareness building and campaigning in Finland and is well known by the general public. Plan International is also very active in awareness raising and campaigning globally, which it also does through its liaison offices to the EU, AU and UN.

Advocacy

Conclusion 7: Plan Finland's potential in policy advocacy at the national level is not maximised, but advocacy and awareness raising work through campaigns and advocacy at the global level and in Finland is strong. It has led to increased awareness of governments and the public in general to invest in children and particularly in girls.

Plan Finland's PBS funded projects also have a strong evidence-base to implement and strengthen community level advocacy with local community groups and local government institutions and/or traditional community governance systems. This evidence base can also be used for advocacy above the community level and for the replication and expansion of successful models, approaches and structures to other locations and to the national level, also potentially influencing policies. The Plan Finland projects show numerous examples of development of laws, bylaws, policies and regulations at the community and local government level and to some extent at the national level.

Global Citizenship Education

Conclusion 8. Global citizenship education work adds significant value to the work of Plan Finland at the global level and to its international programming, by securing a growing support base.

Significant community level impact, but more limited economic effects.

Potential in policy advocacy at the national level is not maximised, but advocacy and awareness raising at the global level and in Finland is strong.

Global citizenship education work adds significant value by securing a growing support base.

Conditions for institutional and social sustainability have been created through the CCCD approach and use of IPs.

Financial sustainability needs further attention. Exit plans exist but are not reviewed and adapted in practise.

Even though it was not possible to thoroughly evaluate Plan Finland's global citizenship education aspect of PBS funding, the review of feedback from the work carried out in schools by ambassadors, as well as the assessment of impact of the global citizenship education work on the brand of Plan Finland, indicates that this work has significant added value.

Social, Cultural and Institutional Sustainability

Conclusion 9: Working with local CBOs and local authorities and embedding project activities in existing community structures has led to good understanding and ownership of projects and project results by local communities. This generally enhances good social, cultural and institutional sustainability of Plan Finland's projects in the PBS framework.

Conditions for institutional and social sustainability have been created through the CCCD approach and use of IPs, but the concern is what happens after the push-factor by Plan and local partners is no longer present. Government commitment is expressed at the policy level, but willingness, capacity and budget to address challenges in Plan Finland's thematic niche areas are usually limited. Projects depend on funds and capacity development of a limited group of international partners.

Plan Finland is supporting thematic areas that aim at gender transformative changes, and changes of social norms and attitudes. This requires long-term and continuous support vis-à-vis short-term gains. Long-term presence in countries and continuity of most projects over the frameworks might allow for deeper focus, better quality and better possibilities for scaling up and sustainability.

Financial Sustainability and Exit Strategies

Conclusion 10: Plan Finland has included exit strategies in PBS-funded projects, but the exit plans and steps have not been reviewed and adapted in practice, resulting in exiting while financial sustainability of projects and their results have not yet been secured. Plan Finland has built some experience in innovative ways to cooperate with the local private sector to increase potential for sustainability and particularly continued benefits for beneficiaries.

It is a concern that financial sustainability of several of the projects reviewed is weak and continuation is still fully dependent on Plan Finland's financial support or support from other Plan International members. Despite the existence of exit plans in Plan Finland's projects, these plans do not seem to be realistic in terms of timeframes (during last year of PBS framework). Plans have to be updated based on real progress in phasing out and exiting, but this was not done in the case of the projects reviewed.

Plan Finland is a pioneer amongst CSOs working with the private sector in Finland and good results have been achieved. Attempts to work with the local private sector in countries of operation has taken place on a limited scale and should be intensified to develop innovative ways for increased sustainability.

Coordination and Complementarity

Conclusion 11: Activities of Plan Finland are well coordinated with the other members of Plan International. Plan Finland participates in Nordic initiatives, which strengthens overall coordination within Plan International. More challenging is coordination at the country and implementation level, where projects that serve basic needs are not linked with projects that serve child rights. Better linkages would ensure that rights based work is built on a stronger foundation.

Plan Finland and Plan International generally show good performance in coordination, but internal coherence at the country level (e.g. in ensuring linkages between basic needs and higher level rights-based needs projects) shows room for improvement. Coherence and cooperation with Finland's bi-lateral programming and linking development and HA projects happens only to a limited extent, but such linking sometimes happens at other levels within the international networks of Plan Finland.

Plan Finland's cooperation with the Nordic members in HA is important, because working independently with very limited resources is not feasible. When cooperating with other Plan International members (particularly in the Nordic group), Plan Finland brings its expertise in ECCD in emergencies as added value for implementation. Pulling resources together has reportedly increased the influence of Plan Finland in countries of operation and has helped to integrate HRBA into country programming, complementing the more hardware and basic needs oriented Plan members.

Linking and Learning

Conclusion 12: As a result of its focus and successful work on innovation, Plan Finland has gained a recognised position within Plan International in organisational linking and learning. It has developed location- and context specific approaches and innovative solutions that are also more widely applicable to address development challenges.

Plan International highly values linking and learning at the global level. Plan Finland has an important and a widely recognised role within Plan International through its efforts of focusing on innovations. Innovation and ICT4D is a specific niche of Plan Finland. Plan Finland has had a bigger role within Plan International than its financial budget would suggest. It has been well represented in many international working groups and over-represented in Plan's Global Awards list of successful projects. Plan Finland is medium-sized amongst the Plan International members but participates strongly in ICT4D thematic development within the entire network. Continuation of such work is highly recommended.

Plan Finland's use of IATI standards in reporting, as the first CSO in Finland, has increased accountability and availability of open data. It is appreciated by, but not yet a requirement of the MFA contrary to some donors funding CSOs, e.g. of the Ministry of Foreign Affairs of the Netherlands and DFID in the UK. Lessons learned of Plan Finland's use of IATI standards, together with other donor practises, could be investigated and applied in the PBS framework. Plan Finland has good relations and exchange of information with the MFA in Finland. Coordination and cooperation at the country level between Plan COs, Plan

Good coordination with other members of Plan International. Internal coordination between different types of projects needs attention to maximize the potential for synergies.

A recognised position within Plan International in organisational linking and learning.

Use of IATI standards in reporting, as the first CSO in Finland, has increased accountability and availability of open data.

Linkages with other funding modalities and instruments, and between development and humanitarian assistance are weak.

Finland and the Embassy is less intensive. Embassies are generally visited by Plan Finland when going to countries of operations that are also Finland's core partner countries. Plan COs in visited countries had very limited, if any, links to Finland's bi-lateral programming. Some limited links exist in relation to LCF, but opportunities for cooperation have not been sufficiently explored in the areas of shared priority of MFA and Plan Finland.

Linkages between CSO, HA and other Finnish Development Support Instruments and Funds

Conclusion 13: Coordination and cooperation at the country level between Plan Finland's PBS funded projects, Plan International offices at the country level and Finland's embassies is not proactive and intensive. Linkages with other funding modalities and instruments, e.g. bilateral assistance, Local Cooperation Fund and between development and humanitarian assistance are weak.

In countries, such as Ethiopia, where 'space for civil society' is becoming more restricted and limited, joint efforts at the policy advocacy level should be taken. The PBS funding channel for CSOs is too much of a stand-alone channel, not linked with Finland's bilateral assistance or LCF. At the level of the MFA there are no strong links between PBS funding and HA, as these funding modalities are separate windows, each with their own procedures and timeframes.

6 LESSONS LEARNED

The following lessons can be drawn from the evaluation, with insights of the studies on Plan Finland and SCF, since they are both child-focused organisations working in similar fields. They are also more widely applicable for CSOs that are part of global CSO networks and that combine development projects and programmes with HA interventions. These lessons are slightly repetitive with the previous conclusions and therefore only presented in a very concise form.

1. Several international networks of CSOs, such as Plan, continuously build and strengthen their global organisations. For some of the members and their back-donors specific national identities remain important. A next step in further strengthening of networks is, while recognising the importance of national identities and support bases, to reduce fragmentation of project portfolios caused by various practises and procedures. This requires accepting that different organisations and their supporters can provide a contribution to a larger programme within an organisation. It also requires acceptance by the back-donors and the development of new accountability and reporting structures to capture a certain percentage of contribution to larger programmes;
2. CSOs, such as Plan, value partnerships with local partners highly, but investing in genuine partnerships is challenging. It requires willingness to take risks by selecting local partners with weaker capacities in situations. It also requires financial resources to be invested in organisational capacity development of partners. Despite internal policies and existing partnership arrangements, the perception of partners is that this is not yet sufficiently taking place. CSO Guidelines and PBS framework agreements need to put more emphasis on organisational capacity development aspects of strengthening local civil society. This should be an essential criteria in assessing proposals of CSOs and in M&E of CSO performance over the whole implementation period of PBS funded projects;
3. CSOs, such as Plan, have good instruments for M&E and provide good reporting on activities. Measuring and analysing outcomes, particularly of behavioural changes, institution building and policy development is more challenging. There is a tendency of ‘over-measuring’, ‘over-quantifying’ and ‘over-reporting’ on these aspects, which to a certain extent creates a ‘parallel reality’ of changes, because measuring is not based on reliable and realistic indicators. Measurement of changes is carried out in time-intervals that are too short to be able to indicate substantial and significant changes. There is a need for changes in when and how outcomes and impact are measured in PBS funding frameworks;

A next step in further strengthening of networks needs to be reducing fragmentation caused by various practises and procedures by pooling of resources.

Organisational capacity development is required to strengthen civil society.

A need for changes in when and how outcomes and impact are measured in PBS funding frameworks.

Advocacy at the national policy level on human rights and space for civil society requires more attention, not only by CSOs individually, but also collectively.

In programming, human rights and protection work should be better linked with economic development and employment efforts.

Community-based and participatory approaches enhance potential for projects and their results to be relevant for the target-groups and stakeholders at the community and local governance levels, and increase sustainability of the results.

Strong focus on innovations can enhance learning and lead to interesting and successful locally based solutions to address development challenges.

With a very well-defined niche, investments in these thematic areas and high-level expertise it is possible to play a bigger role than the budget would suggest

4. Advocacy by CSOs is carried out at different levels. It is particularly proven to be effective at the community level and in translating community-based experiences into evidence-based proposals and models for development. Advocacy at the national policy level, on human rights and space for civil society has proven to be more challenging and receives limited attention. As space for civil society is becoming more restricted, this requires more attention, not only by CSOs individually, but also collectively and in cooperation with the Finnish Government and other bilateral and multilateral partners;
5. Human rights based work carried out by Plan and other CSOs is very important, but not always as easily understandable and recognized by supporters and donors. The results of this kind of work are more difficult to measure, provide evidence and report on. Nordic CSOs, like Plan Finland continue to work based on promoting human rights and have a recognized role in it. In programming, human rights and protection work should be better linked with economic development and employment efforts. This could be explored more in human rights based projects by establishing partnerships with other relevant and specialised actors in this thematic area. Better linkages should be developed also between human rights based work and infrastructure projects carried out by the same CSO;
6. Community-based and participatory approaches (CCCD) used by CSOs such as Plan enhance potential for projects and their results to be relevant for the target-groups and stakeholders at the community and local governance levels, and increase sustainability of the results. As a result, local communities feel ownership of activities, and results are embedded and integrated in local community structures;
7. Strong focus on innovations of Plan Finland has enhanced learning within Plan as an organisation, and has led to interesting and successful locally based solutions to address development challenges. Work on innovations that enables piloting and start-up type approaches to development are needed and should be encouraged as part of the PBS framework. This requires a certain amount of funding to be used in a flexible way to test and pilot innovations; and
8. Finnish members of large networks with small or medium-sized financial contributions can play a bigger role than the budget would suggest, as Plan Finland has proven. This, however, requires a very well defined niche based on thorough assessment of the comparative advantage of the CSO, continuous investment in the selected thematic areas and having high-level expertise within these areas.

7 RECOMMENDATIONS

Recommendation 1 (Strategic Focus):

Plan Finland should build on its current strengths and expertise in areas of child rights, child protection inclusive education, gender transformation and ICT4D. In the current situation of budget limitations, Plan should not expand to new thematic areas, but maintain the focus on current themes such as disability inclusion. Plan Finland should focus on fewer countries and larger programmes in its niche areas.

At implementation level, relevance and comparative advantage of Plan Finland can be improved by harmonising its rights-based projects within Plan International's overall portfolio and in specific countries, where Plan Finland is one of the supporting NOs, possibly also in coordination with other Nordic members of Plan International.

Recommendation 2 (Organisational Capacity Development):

Plan Finland should put more emphasis on, and develop ways for organisational capacity development of its IPs beyond merely project implementation focused capacity development. Partnership policies should be further enhanced towards this effect. This could be done by valuing and recognising IPs more explicitly in reporting, promoting South-South exchange, networking at national and international level, developing capacities of partners to remain or become stronger and independent actors in civil society, for example by improving fundraising and project-planning skills and by improving lobby and advocacy capacities of these partners. Capacity development of partners should be monitored, measured, analysed and recognised in PBS framework reporting since vibrant civil society is an important goal of this framework.

The MFA should proactively require and demand explicitly organisational capacity development elements and earmark funding of local CSOs in its PBS framework agreements. This would be in line with policy statements regarding strengthening vibrant local civil society in developing countries.

Recommendation 3 (Capacity and Quality of Plan Finland's Technical Assistance)

Plan Finland should keep a balance between its highly appreciated technical assistance to local partners and direct project funding by having fewer and bigger projects to decrease administrative costs and to dedicate specific funds to be used for technical assistance to COs and global policy influence within Plan International.

Plan Finland is recommended to increase its technical assistance and inputs in the areas of its core competencies; child rights, girls/gender transformation, ICT4D, innovation and M&E. Recruitment of a full-time Gender Advisor is highly recommended to remain credible as a gender transformative organisation. Plan Finland should also invest in keeping its capacity on disability issues, particularly at the country level.

Plan Finland to build on its current strengths and expertise areas of child rights, gender transformative programming and ICT4D. Focus should continue to be on fewer countries and larger programmes.

Plan Finland to put more emphasis on, and develop ways for organisational capacity development.

MFA to consider explicit organisational capacity development elements and earmark funding of local CSOs in its PBS framework agreements.

Plan Finland to keep a balance between its highly appreciated technical assistance to local partners and direct project funding by having fewer and bigger projects to decrease administrative costs and to dedicate specific funds to be used for TA for COs and global policy influence.

Plan Finland to further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes.

MFA to consider a less frequent outcome/impact measurement, maintaining only annual output reporting.

Plan Finland to proactively promote dialogue and initiatives within Plan International to strive for further harmonisation and better integrated and coordinated portfolios.

MFA to extend the current three-year PBS Framework period to at least a four-year period.

Plan Finland to look for possibilities of cooperation with other Plan International members or with other specialised actors to address economic aspects of empowerment of target groups, while maintaining its own focus on rights-based interventions.

Plan Finland, together with Plan International, should promote and ensure that at the country level proactive measures are taken to improve gender-balance of country teams, particularly at the level of management and to ensure that sufficient and professional gender expertise exists within implementing teams at CO or PU level.

Recommendation 4 (Results Based Management)

Plan Finland should further develop M&E systems and particularly indicators to measure behavioural and gender transformative changes. Plan is recommended to look at outcome mapping and harvesting and Most Significant Change Methods to capture this type of information more accurately. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. Aggregation of M&E findings should be done with caution and only with a limited number of indicators. It is also recommended that such measurements at outcome and impact level are carried out less frequently and more in-depth. Reporting formats should be harmonised between different NOs to allow more uniform reporting and pave the way to more programme-based reporting.

The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period), maintaining only output reporting requirements annually. The MFA could learn from Plan Finland in adopting the IATI standards and consider IATI standards as a reporting requirement for all framework agreement CSOs.

Recommendation 5 (Fragmentation of Portfolios)

Plan Finland should proactively promote dialogue and initiatives within Plan International to strive for further harmonisation and better integrated and coordinated portfolios, as is currently done by Plan Finland with some Nordic partners and Plan Netherlands. Plan International should build more synergy between different members through working on more joint programme approaches instead of specific projects of individual members. Plan Finland and Plan International should further harmonise and consider basket funding of programmes of the CSP instead of projects. Plan International NOs should investigate possibilities to participate in pooling of resources in programmes.

The MFA should allow its PBS funding to be a percentage within larger and joint programmes (pooled funding) to enable harmonisation, more integral approaches and increased effectiveness and efficiency.

MFA should consider the extension of the current three-year PBS framework period to at least a four-year-period in order to enable PBS recipients to decrease the number of projects in the portfolio and develop a more coherent programmatic approach.

Recommendation 6 (Economic Empowerment)

Plan Finland is recommended to look for possibilities of cooperation with other Plan International members or with other specialised actors to address economic empowerment of target groups, while maintaining its own focus on rights-based interventions. Rights-based interventions can be more effective when the economic situation of target groups is also improved. Plan Finland's

approach in developing partnerships with private sector companies is based on sharing competencies to achieve innovation and economic sustainability and not merely fundraising. This sets an important example for cooperation between CSOs and the private sector and deserves wider replication.

Recommendation 7 (Advocacy):

Plan Finland should review its strategic choice of keeping a low profile as a development policy actor and maximise the potential it has, as a strong CSO to also do advocacy at upper policy levels. Plan has ample evidence-based material from its community level work to engage more actively in lobbying and advocacy at higher levels in its implementation countries. This is already done in its international campaigning and global citizenship education in Finland.

Recommendation 8 (Global Citizenship Education):

MFA should carry out a full-fledged and sufficiently resourced evaluation of the global citizenship education programmes of the CSOs, which have included global citizenship education in their PBS framework agreements. This would allow for gaining more insight into the results of this work in maintaining a strong support base for international development in general and particularly the role of civil society in international development support.

Recommendation 9 (Social, Cultural and Institutional Sustainability):

Plan Finland is recommended to continue committing to long-term and continuous support in its projects, because this is required to achieve gender transformative change. Additionally, the use of participatory methodologies, such as Plan's strong CCCD approach should be maintained in the development of new projects and programmes. Plan Finland's embedding of projects in local community structures and working with local partners allows a deeper focus, better quality and more opportunities to ensure sustainability.

Recommendation 10 (Financial Sustainability):

Plan Finland should pay more attention to financial sustainability of its projects. It should review and adapt exiting and transfer strategies, when needed in practice. Experience has taught that exiting often requires more time than expected and exit plans need to be revised when local contexts change. Plan Finland's communication regarding exit and transfer at different levels in the implementation chain (Plan Finland, COs, PUs, local partners and beneficiaries) can be stronger and better timed.

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

Plan Finland together with Plan International should investigate and support alternative mechanisms to strengthen financial sustainability of its projects. Such mechanisms should include more attention to economic empowerment of target groups, as is done for example in saving and loan associations or self-help groups. At the same time, it should be recognised that this alone will not create enough economic vibrancy in communities to lift people out of poverty. Additional investments are needed in the economic development of the com-

Plan Finland to review its strategic choice of keeping a low profile as a (development policy actor and maximise the potential it has, as a strong CSO at the upper policy levels.

MFA to carry out a full-fledged and sufficiently resourced evaluation of the global citizenship education programmes of the CSOs.

Plan Finland to continue using participatory approaches, and committing to long term and continuous support in its projects for achieving gender transformative change.

Plan Finland to pay more attention to financial sustainability of its projects and review and adapt exit and hand-over strategies, when needed in practice.

MFA to ensure that realistic exit strategies are well built up-front in PBS framework applications of CSOs.

At the country level, Plan Finland to give more attention to coordination and cooperation with other actors, and ensure better internal coherence.

Plan Finland to continue investing in, pilot and scale up innovations and ICT4D.

MFA to encourage innovations.

MFA to proactively strengthen linkages between PBS support and other funding modalities, including the HA modality. A specific priority action is to extend the time frame of the HA modality to ensure a better match with PBS.

munities (not necessarily done by Plan itself). In addition, alternative models for financial support of the poorest of the poor should be explored, such as social protection programmes and large-scale and collective (health) insurance mechanisms.

Recommendation 11 (Coordination and Complementarity):

At the country level, Plan Finland should give more attention to coordination and cooperation with other national and international actors, including Finnish Embassies, in its expertise areas and ensure better internal coherence between projects addressing basic needs and human rights.

Recommendation 12 (Linking and Learning):

Plan Finland should continue investing in, pilot and scale up innovations and ICT4D within Plan International and beyond the organisation.

The MFA should encourage innovations that enable piloting and start-up type of approaches to development as part of the PBS framework and allow that funding be used in a flexible way to test and pilot innovations.

The MFA should learn from Plan Finland in adopting IATI standards and consider IATI standards as a reporting requirement for all PBS framework agreements. Lessons learned from Plan Finland's use of IATI standards, together with other donor practises, should be investigated and applied in the PBS framework.

Recommendation 13 (Linkages between CSO, HA and other Finnish Development Support Instruments and Funds):

The MFA should proactively strengthen linkages between PBS support and other funding modalities, including the HA modality, to enhance complementarity. A database regarding PBS support should be developed and updated regularly. Practical and systematic cooperation between regional departments and CSOs should be established to ensure complementarity. PBS should be an explicit part of Finnish country strategies with an established monitoring system. The participation of CSOs in Finland's development cooperation through bi-lateral and other funding modalities should be encouraged and implemented and their expertise better utilised.

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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 NGO's (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.

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 multi-lateral development agencies, from concrete implementation to aid agency level with policy and management issues and cross-cutting objectives (gender, human rights). This includes work at the World Bank HQ, in two UNDP country offices, 10 years of permanently living in Sub-Saharan Africa, 1.5 years in a post-conflict country and numerous consultancies in Sub-Saharan Africa, South East Asia, East Asia, Caribbean and East and Central Europe. It also includes implementation of a Finland-supported rural water supply and environment project in Ethiopia (CTA, 4.5 years). She has comprehensive experience in result-based project cycle management from design, planning, appraisal and implementation to project, policy, multi-country and -sector evaluations. In this evaluation she focused on all aspects of the Plan -specific evaluation. She participated in Ethiopia and Togo field missions and contributed to the Plan CSO report.

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

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

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

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

2. CONTEXT

Programme-based support for development cooperation

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

Humanitarian assistance

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

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

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

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

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

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

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

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

Programmes of the selected six organisations

Fida International

www.fidadevelopment.fi

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

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

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

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

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

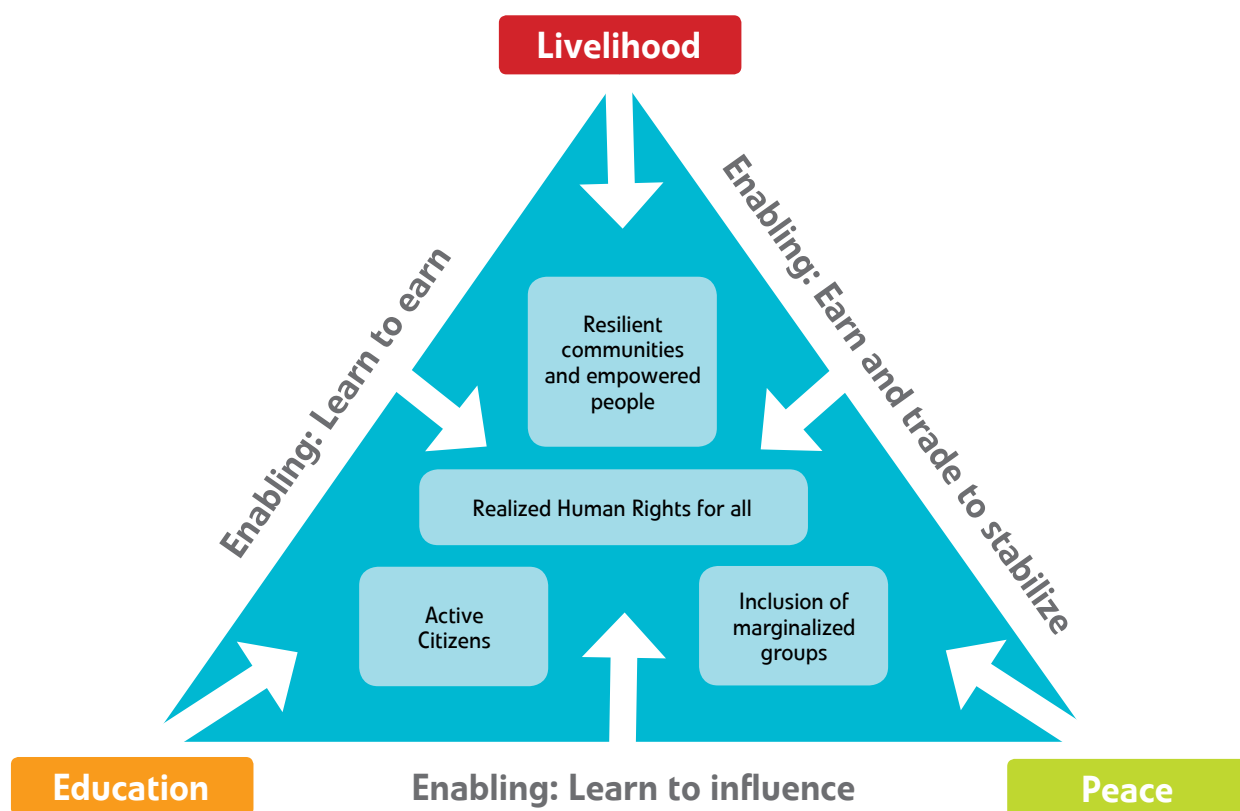
Finn Church Aid

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

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

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

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



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

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

Finnish Red Cross

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

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

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

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

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

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

Plan International Finland

<https://plan.fi/en>

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

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

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

Save the Children Finland

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

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

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

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

Save the Children Finland had a subsidy decision for 2014–2016 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 organization since 2013. In 2013, EUR 490 783 was allocated for a project in Akkar, Lebanon, conducted on Health and Protection sectors in order to assist the most vulnerable children and their families suffering from the conflict in Syria. Later Shelter/Wash components were added. In 2014, MFA allocated funding for Child Protection projects in Tombouctou, Mali (EUR 517 500) and Mogadishu, Somalia (EUR 482 500). In 2015, an Education and Child Protection project in Erbil, Iraq (EUR 500 000) and Child Protection project in Mogadishu, Somalia (EUR 500 000) were supported in HAVAJ-round. Additionally, MFA allocated EUR 500 000 flash funding for Shelter/Wash project in Nepal.

World Vision Finland

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

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

The purpose

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

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

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

The objectives

The objectives of this evaluation for

a) programme-based support are

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

b) humanitarian assistance are

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

c) programme-based support and humanitarian assistance funding instruments

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

4. SCOPE OF THE EVALUATION

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

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

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

The evaluation covers the period of 2010-2015.

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

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

Priority evaluation questions on programme-based support

Relevance

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

Impact

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

Effectiveness

- Synthesise and verify the reported outcomes (intended and unintended) and assess their value and merit.
- Assess the factors influencing the successes and challenges.

Efficiency

- Assess the costs and utilisation of financial and human resources against the achieved outputs.
- Assess the risk management.
- Assess the management of the CSO programme.

Sustainability

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

Complementarity, Coordination and Coherence

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

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

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

Effectiveness

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

Efficiency

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

Complementarity, Coherence and Coordination

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

Coverage

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

Connectedness

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

Both programme-based support and humanitarian assistance

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

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

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

6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

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

A. START-UP PHASE

A kick-off meeting and a workshop regarding the substance of the evaluation will be held with the contracted team in June, 2016. The purpose of the kick-off meeting is to go through the evaluation process

and related practicalities. The workshop will be held right after the kick-off meeting and its purpose is to provide the evaluation team with a general picture of the subject of the evaluation.

Furthermore, the evaluation methodology and the evaluation matrix presented in the technical tender are discussed and revised during the workshop. The kick-off meeting will be organised by 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 fieldwork for each organisation should last at least 2-3 weeks but can be done in parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

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

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

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

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

Fieldwork countries will be selected according to the certain criteria in the beginning of the evaluation. The Consultant will propose evaluators from the selected field work countries to include them into the

evaluation team, because it is important to have within the team people understanding well the local culture and society.

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

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

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

Development Policy Programme 2012

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

Development policy programme 2007

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

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

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

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

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

Ministry for Foreign Affairs' Democracy Support Policy (2014)

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

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

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

Other thematic policies and guidelines

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

Evaluation guidelines

Evaluation Manual of the MFA (2013)

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

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

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

Guidelines and policies related to Programme-based support

Instructions concerning the Partnership Agreement Scheme (2013)

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

Support for partnership organizations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

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

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

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

Laws, guidelines and policies related to humanitarian assistance

Finland's Humanitarian Policy (2012)

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

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

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

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

Humanitarian aid, MFA website

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

Good Humanitarian Donorship principles

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

European Consensus on Humanitarian Aid (2007)

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

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

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

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

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

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

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

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

Finland's State Budget (Valtion talousarvioesitykset)

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

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

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

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

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

Evaluations and reviews

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

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

Independent Review of Finnish Aid (2015)

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

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

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

Strengthening the Partnership Evaluation of FINNIDA's NGO support programme (1994). Report of Evaluation Study 1994:1, available only in printed version (MFA Library).

ANNEX 2: PEOPLE INTERVIEWED

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 Humanitarian Assistance

Satu Lassila, Senior Advisor

Department for the Americas and Asia

Johanna Jokinen-Gavidia, Counsellor, Manager for Afghanistan, Pakistan and Regional Issues

Office of the Roving Ambassador to South Asia

Rauli Suikkanen, Ambassador of Finland to Pakistan

Unit for Civil Society

Antti Putkonen, Counsellor, Desk Officer for CSOs' development policy, responsible for Plan and Save the Children

Mirja Tonteri, Senior Officer

Unit for Humanitarian Assistance

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Kemeallou Victorine Meba, Programme Unit Manager

Meetings in Bodjovde

Village leaders

Parents

Children

CBR Volunteers

Meetings in Dagma (Tchamba)

Village leaders

Parents

Children

CBR Volunteers

Centre Regional Amperage Orthopaedagogique (Sokodé)

Blaise Pissang, Responsable CRAO

A. Wassiou Koura-Bodsi, Technical Officer

M'Seclo Benane, Orthopedian

Sabina Fafana, Orthophoniste

Piyalo Tchei, Sociologue Secretaire

Monde Radieux, Sokodé

Patahoum Atoro, President

Dikpedama Amougnom, Executive Director

Nicola Kassouindey, Coordinatrice de Zone Tchamba

CBM

Laura Akofa Tay, Representante - CBM Togo

Federation Togolaise des Association de Personnes Handicapees (FETAPH)

Ayassou Komivi, Chairperson

Marc Analene, Chef Projet Inclusion

Lamatou Clemence Allokpenou, Chef projet genre et Protection de l'enfant

Didier N'kekpo, Chef project promotion de l'emploi

Brice Bando, assistant to the project managers

Laura Masuch, Technical Assistant

Federation Togolaise des Sports Paralympiques

Anago Ajobo, president

Forum des Organisations de Defense des Droits de l'Enfant au Togo

Paul Bernard Yao Dotsevi, President

Kodjo Segniagbeto, Coordinateur du projet CRM (Plan Finland)

GIZ

Laura Masuch, Programme « Formation Professionnelle et Emploi de Jeunes » ProFoPeJ

Inspection des Enseignements Prescolaire et Primaire de Tchamba

Youto Hossou, Chef d'Inspection

Ministere de L'Action Sociale, de la Promotion de la Femme et de L'Alphabetisation

Karimu Wasiyou, Directeur

Programme Traumatise Incapacite Prevention/Rehabilitation sur Base Communautaire

Lakna Tokpessa, Vice coordinator PTR/RBC

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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>EQ 1.5 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, multilateral) or for other CSOs?</p> <p>EQ2.3 To what extent are activities fitting in the UN Cluster system, with the Red Cross Movement, relevant NGO Federations and Networks and other CSOs, and reflect key elements of the UN-led humanitarian reform?</p>	<p>References in the planning and reporting of interventions which refer to other strategies or objectives and the presence of other organisations in adjacent areas.</p> <p>The CSO participates regularly and effectively in dialogue with others, with donors and Governments at the relevant level, and reflects on specific objectives and interventions.</p> <p>Examples where inputs from other development and humanitarian partners are integrated into the CSO planning, or where CSO planning influences the partners. Particular emphasis will be given to gender equality, disability, and climate adaptation.</p> <p>CSO interventions take into account and complement other channels of Finnish development cooperation, and vice versa.</p> <p>The intervention leverages the results of specific interventions to contribute coherently to the broader objectives of partners in its alliance or network, or of Finnish CSOs.</p> <p>CSO interventions do not fragment, or needlessly overlap with, Finnish development resources and the international humanitarian effort. CSO initiatives have maintained coherence with environmental sustainability, gender policies, and poverty reduction strategies.</p> <p>The CSO guidance and design, monitoring and reporting processes and documentation appropriately emphasise complementarity with other Finnish aid channels, and internal coherence.</p> <p>The gap between resources called for by the partner countries or international agencies and resources actually delivered by the donors. Gap = disbursed - defined as needed (based on reasonable needs assessment, where available, and valid).</p>	<ul style="list-style-type: none"> • Degree to which there is a contradiction or on the contrary a very different interpretation of the CSO ToC and that of key partners. • Evidence of operational decisions made in relation to broader strategic priorities and programmes of key relevant partners. • Instances where there has been handover or synergy between the CSO programmes and the key relevant stakeholders. • Number of instances in which it has been possible to find alternative sources of financing once the initial funding runs out in those cases where the needs continue to exist. • Alignment of EU and UN programming in Finnish CSO activities, such as Clusters, or if there is no alignment, presence of valid explanations as to why this is not so. 	<p>CSO Planning and reporting documents</p> <p>Existing evaluations, reviews and reports on broad interventions</p> <p>Country strategies (case study countries) and their reporting and management response</p> <p>Selected intervention reporting (sample projects) and observation of specific activities</p> <p>Interviews as above</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ3: Effectiveness</p> <p>EQ3.1 Degree to which intended outcomes match those delivered, or to which those delivered are more valuable than those in the original plans, whether intended or not.</p> <p>EQ3.2 What are the recurrent factors influencing the successes and challenges? What is the operational readiness of CSO operations?</p> <p>EQ3.3 To what extent has the CSO responded in a timely manner to priorities and needs, taking account of cross-cutting objectives.</p> <p>How do the CSOs and how does MFA manage and coordinate PBS and humanitarian assistance as separate funding instruments influence effectiveness?</p>	<p>Planned interventions are being or have been achieved as evidenced by existing reports, reviews and evaluations, oral narratives and direct observations.</p> <p>Evidence of improvement in the benefits accruing to women and girls, and to people with disabilities. Evidence of their increased empowerment as a result of the activities.</p> <p>The Theory of Change, or the RBM chain of the CSO, is materially delivered, and the underlying assumptions are shown to be valid, taking into account social, logistical, political and institutional factors.</p> <p>The case for a decisive contribution by the CSO can be argued (targeted at policy influence and direct interventions) in relation to the specific objectives pursued, even taking into account other extraneous influences.</p> <p>The CSO contribution catalyses other project and programmatic intervention results. Direct interventions to achieve policy influence are mutually reinforcing.</p> <p>CSOs contribute to CSO and MFA intended management and results:</p> <ul style="list-style-type: none"> • Reporting and management responses and communications are regular, accurate and appropriate for learning and accountability • Programming has facilitated the selection of appropriate priorities in the country operations • At the MFA and in the Embassy the activities facilitate relation building, learning and accountability • CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA 	<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
	<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.</p> <p>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.</p> <p>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>EQ4: Efficiency</p> <p>EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs?</p> <p>EQ4.2 Degree to which the interventions reflect risk based management and demonstrate clear management structures?</p> <p>EQ4.3 What is the added value of Finnish CSOs versus their international networks, and what are the pros and cons of the current MFA practice to channel funds through the Finnish CSOs?</p>	<p>How is it possible to define the value added to MFA funds of using this CSO?</p> <p>What is the leverage created in terms of the achieved development results?</p> <p>The risks are identified in plans and individual interventions and represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives.</p> <p>The distribution of CSO activities around the world reflects an overall logic which would be affected if there were fewer interventions. The dispersal of projects creates a greater chance of achieving good performance than a smaller number of projects.</p> <p>Disbursements of Finnish resources have been predictable / timely.</p> <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. <p>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.</p> <ul style="list-style-type: none"> • Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms such as the UN. • Degree to which innovative approaches are used to overcome constraints present in assumptions A3 to A5. • Degree to which cross-cutting issues are an integral part of planning and delivery tools, for example whether there is an operating HRBA tool, and whether disability is given the necessary reporting space. 	<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>EQ5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders.</p> <p>EQ5.2 Describe the value of unintended impact, to the beneficiaries and rights holders.</p>	<p>Impact is accurately reported, including short term impact in emergency operations.</p> <p>In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact.</p> <p>The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible.</p> <p>Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact.</p> <p>There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs.</p> <p>The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.</p>	<ul style="list-style-type: none"> • Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation. 	<p>CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations.</p> <p>Interview as above, country case studies and separate interviews with officials in HQ of other organisations.</p> <p>Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ6: Sustainability and connectedness for humanitarian operations</p> <p>EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups?</p> <p>EQ6.2 Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme</p> <p>EQ6.3 Degree to which benefits continue to accrue after the Finnish funding ends.</p> <p>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>

ANNEX 5: DESCRIPTION OF PROJECTS VISITED

Characteristics of the sampled field mission projects.

Project name, partner CSO and budget	Beneficiaries	Goal	Activities (Outputs)
Ethiopia			
<p>Enhancing Early Childhood Care and Development in Ethiopia</p> <p>With Local CSOs (Ratson, and WDA) and government at various levels; Disability-specific: ECDD, Cheshire Ethiopia, Handicap International, CBRM and other Rehabilitation Centers</p> <p>Budget: 780,000 EUR</p>	<p>Boys and Girls (0-8); Parents (fathers and mothers) and primary caregivers; Care-givers /ECCD Center facilitators; Early grade teachers and school principals; Project Community Volunteers; Influential People (cultural leaders, elders and religious leaders etc.); Local government officials and technical staff at district and Kebele level; Key Line Ministries at regional and national level.</p>	<p>All children from birth to 8 years will develop and learn to fulfill potential through inclusive ECCD in Oromia and SNNP Regions</p>	<p>Through a community–managed, holistic ECCD approach, the project seeks to improve the wellbeing of the most disadvantaged children. It supports parents and guardians to take action to improve the development of children (0-8 years) including care, learning and protection. In particular it strives for equal participation of boys and girls aged 4-6 in quality early learning programs that promote the development of physical, cognitive, social, emotional and language skills. In this way, project strengthens school and community support for transition to primary school for boys and girls aged 6-8. By working with government and non-government actors, it builds and improves partnerships to ensure the development and protection of children at community, district, regional and national level. The project pays particular attention to girls and children with disabilities.</p>
<p>Protection of Children from Gender-based Violence</p> <p>With Ministry of Women, Children and Youth Affairs; local CSOs (KMG Ethiopia; PADet and HUNDEE). The project is implemented in collaboration with Plan Sweden.</p> <p>Budget: 744,637 EUR</p>	<p>CSOs, CBOs, boys and girls, parents, teachers, Ministry of Women, Children and Youth Affairs and its corresponding regional and district level corresponding structures Amhara, Oromia, SNNP, Addis Ababa and Gambella regions</p>	<p>Improve protection mechanisms and community practices against female genital mutilation (FGM) and Child Marriage (CM) and gender based violence (GBV).</p>	<p>The child protection project is aimed at achieving structural changes in systems that perpetuate harmful traditional practices (HTP) and gender based violence and at promoting accountability and sustainability. It has a special focus on child protection systems and mechanisms at national and local levels and on forming solid, sustainable linkages between the two. It also strives to improve/change community awareness, attitude and practice on HTPs and GBV against girls and to strengthen institutional capacity of the government’s child protection structures to protect girls from FGM, child marriage and sexual violence. Plan and its partners will seek to lobby for the prioritisation of FGM, child marriage and sexual violence against girls in policy dialogue; to empower in and out of school girls through life skills, financial literacy and IGAs. To attend to the victims of child marriage, FGM and sexual violence, it provides psychosocial support and strives to establish referral systems.</p>

Project name, partner CSO and budget	Beneficiaries	Goal	Activities (Outputs)
Togo			
<p>Promoting the Rights of Children with Disabilities through Community Based Rehabilitation Approach</p> <p>With local NGOs (for e.g. Construire Ensemble, Monde Radieux), FETAPH (national disability organisation), Ministries of Education, Social Welfare and Health</p> <p>Budget: 899,405 EUR</p>	Girls and boys with disabilities, parents of children with disabilities, local CSOs, government	Ensure equal rights and protection of children with disabilities in their communities in Moyen-Mono, Sotouboua and Tchamba	The project focuses on children with disabilities with a particular emphasis on community-based rehabilitation. It seeks to strengthen the legal framework for child protection and to make it more inclusive. It also strengthens the protection mechanisms (both formal and informal) for children with disabilities at Community level and builds capacity of CSOs to carry out advocacy for the rights of children with disabilities in terms of access to basic services (health, protection, education, justice). Finally, the project improves the income of families with disabled children through Village Savings and Loans (VSL) groups and seeks to reduce violence against disabled children, especially girls, who suffer from double discrimination. The project also promotes Disaster Risk Management (DRM) through the inclusion of children with disabilities in the promotion of DRM activities in the communities.
Jordan (HA project)			
<p><i>Quality and inclusive early childhood education opportunities for Syrian refugee children and vulnerable children in host community in Jordan</i></p> <p>(with East Amman Society; Arab Resource Centre and Finn Church Aid.</p> <p>Budget: 590,000 EUR</p>	Youth in Azraq refugee camp and in the youth centre in East Amman	Improve quality and inclusive early childhood care and development and psychosocial wellbeing of refugee children	The operation of Plan International Finland in Jordan aims at increasing to quality and inclusive early childhood care and development and improve the psychosocial wellbeing for 900 Syrian refugee children aged 0–5 and vulnerable children from host communities. This action is the result of the ongoing cooperation established between Plan International Finland and Finn Church Aid at programmatic level in Jordan since November 2015. Through this action, Plan will contribute to complement FCA’s vocational training operation for youth through providing expertise and support on complementary early childhood care and development oriented activities

Source: Revised MFA budgets for 2015-2017, Plan 2015-2017 Partnership Agreement proposal and Annual Plans for 2015. Project documents of the projects mentioned in the table.

EVALUATION

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PLAN INTERNATIONAL FINLAND
2017**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**