



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II



Evaluation on Finland's Development Policy and Cooperation

2017/3c



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

Finnish Red Cross

Jock Baker (sub-team leader)

Raisa Venalainen

Emery Brusset



2017/3c

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

This report is the product of the authors, and responsibility for the accuracy of the data included in this report rests with the authors. The findings, interpretations, and conclusions presented in this report do not necessarily reflect the views of the Ministry for Foreign Affairs of Finland.

© Ministry for Foreign Affairs of Finland 2017

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 978-952-281-524-8 (pdf)

ISSN 2342-8341

Cover design and layout: Innocorp Oy/Milla Toro

CONTENTS

ACRONYMS AND ABBREVIATIONS.....	VII
TIIVISTELMÄ.....	1
REFERAT	2
ABSTRACT	3
YHTEENVETO.....	4
SAMMANFATTNING	8
SUMMARY.....	12
KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS	16
1 INTRODUCTION	20
1.1 Background to this Evaluation	20
2 APPROACH, METHODOLOGY AND LIMITATIONS.....	22
2.1 Approach	22
2.2 Methodology	23
2.2.1 Analytical Process	23
2.2.2 Theory of Change	23
2.2.3 Evaluation Matrix.....	25
2.3 Collection and Analysis of Evidence	26
2.4 Limitations.....	29
2.4.1 Evaluation.....	29
2.4.2 FRC specific limitations	30
3 CONTEXT ANALYSIS	32
3.1 Finland’s Policy for Support to Civil Society Organisations	32
3.2 Description of FRC.....	34
3.2.1 General.....	34
3.2.2 Programme Based Support	36
3.2.3 Humanitarian assistance.....	39
3.2.4 Operational positioning of FRC	41
3.2.5 Theory of Change	42

4 FINDINGS ON FRC'S PERFORMANCE	45
4.1 Relevance, Appropriateness and Coverage.....	45
4.2 Complementarity, Coordination and Coherence	50
4.3 Effectiveness.....	52
4.4 Efficiency.....	58
4.5 Impact	61
4.6 Sustainability and Connectedness for Humanitarian Operations	62
5 CONCLUSIONS	65
6 LESSONS LEARNED	70
7 RECOMMENDATIONS	71
REFERENCES.....	73
THE EVALUATION TEAM	76
Annex 1 Terms of Reference.....	77
Annex 1 Reference and Resource material	92
Annex 2 People Interviewed	95
Annex 3 Documents Consulted	100
Annex 4 Evaluation Matrix	102
Annex 5 Description of Programmes Visited	110
FIGURES	
Figure 1 Structure and Roles of the Red Cross and Red Crescent Movement.....	35
Figure 2 Geographical distribution of FRC's development cooperation (PBS) projects in 2010–2014 (expenditure, €).....	37
Figure 3 Geographical distribution of FRC's humanitarian assistance in 2010–2015 (commitment, €).....	40
Figure 4 Visual Profile of FRC	41
Figure 5 Overall Theory of Change for FRC	42
Figure 6 Reconstructed ToC for FRC	43
TABLES	
Table 1 Total expenditure (€) of FRC's development cooperation (PBS) in 2010–2015	37
Table 2 MFA's Humanitarian Grants to FRC in 2010–2015 (€).....	40
Table 3 Channelling of MFA's Humanitarian Funds through FRC (2010–2016).....	46

ACRONYMS AND ABBREVIATIONS

€	Euro
AAP	Accountability to Affected Populations
CBHFA	Community-Based Health and First Aid
CBO	Community Based Organisation
CCO	Cross-Cutting Objective
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society (MFA Finland; KEO-30)
DFID	Department for International Development of United Kingdom
DIPECHO	Disaster Preparedness ECHO programme
DPRK	Democratic People's Republic of Korea
DRM	Disaster Risk Management
DRR	Disaster Risk Reduction
EC	European Commission
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
EM	Evaluation Matrix
EQ	Evaluation Question
ERU	Emergency Response Unit
EVA-11	Development Evaluation Unit (MFA Finland)
FACT	Field Assessment and Coordination Teams
FGD	Focus Group Discussions
FRC	Finnish Red Cross
HA	Humanitarian Assistance
HA Unit	Unit for Humanitarian Assistance and Policy (MFA Finland; KEO-70)
HCT	Humanitarian Country Team
HRBA	Human Rights Based Approach
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IDRL	International Disaster Response Laws, Rules and Principles
IFRC	International Federation of Red Cross and Red Crescent Societies
IHL	International Humanitarian Law
IT	Information Technology

KRCS	Kenya Red Cross Society
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (Finland)
MRCs	Myanmar Red Cross Society
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD EUR	Organisation for Economic Co-operation and Development - Euro Area
OECD-DAC	OECD Development Assistance Committee
PBS	Programme-Based Support
PHAST	Participatory Hygiene and Sanitation Transformation
PMER	Planning Monitoring Evaluation and Reporting
PMIS	Program Management Information System
PNS	Partner National Society
RBM	Results Based Management
RC/RC	Red Cross and Red Crescent
RDRT	Regional Disaster Response Team
RDU	Rapid Deployment Unit
SCHR	Steering Committee for Humanitarian Response
Sida	Swedish International Development Agency
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNISDR	United Nations Office for Disaster Risk Reduction
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
VCA	Vulnerability and Capacity Assessment
WFP	World Food Programme
WHO	World Health Organisation

TIIVISTELMÄ

Suomen Punainen Risti (SPR) saa humanitaarisen avun rahoitusta ja ohjelmatukea Suomen Ulkoasiainministeriöltä (UM). Vuosina 2010–2016, SPR toteutti hankkeita ja tuki kapasiteetin kehittämistä ja vaikuttamistyötä 27 maassa viidellä maantieteellisellä alueella. Vuonna 2015 UM:n rahoitus SPR:lle oli yhteensä 15,4 miljoonaa euroa humanitaarisiin hankkeisiin ja 7,3 miljoonaa kehityshankkeisiin.

SPR:n toiminta on tarkoituksenmukaista ja hyvin linjassa Suomen sekä Punaisen Ristin ja Punaisen Puolikuun liikkeen periaatteiden kanssa. Punaisen Ristin ja Punaisen Puolikuun kansainvälisessä liitossa SPR tunnetaan osallistavasta ja täydentävästä lähestymistavastaan. SPR on onnistunut asemoimaan itsensä terveysalaan erikoistuneena toimijana. SPR:llä on vahvat humanitaariset toimintavalmiudet, joskin SPR:n yksittäistä panosta humanitaarisessa työssä on vaikea mitata, sillä se on osa Kansainvälisen Liiton (IFRC) tai Punaisen Ristin Kansainvälisen Komitean (ICRC) kautta johdettuja toimia. SPR:n ohjelmatukihankkeet ovat keskittyneet yhteisölähtöisiin terveysthankkeisiin ja kriisinhallintatoimiin. Ne ovat yleensä saavuttaneet tavoitteensa ja jopa ylittäneet ne. Kapasiteetin kehittäminen on myös tuottanut positiivisia tuloksia. SPR:ltä kuitenkin puuttuu kapasiteetin kehittämisen suunnitelma ja seuranta-kehys. SPR:n tulee jatkaa toimintaansa niin kansainvälisellä tasolla kuin myös tukea ja apua tarvitsevilla yhteisöillä ja parantaa seurantajärjestelmiään ja laatia kapasiteetin kehittämiseksi kokonaisvaltainen tuloskehys. Vammaisinkluusiota tulee kehittää ja hyödyntää kokemuksia ja kustannustehokkuustietoja päätöksenteossa.

Avainsanat: Kansalaisjärjestöt, ohjelmatuki, humanitaarinen apu, Suomen Punainen Risti, yhteisölähtöinen terveys

REFERAT

Finlands Röda Kors (FRC) får programbaserat stöd (PBS) och humanitärt bistånd (HA) från finländska utrikesministeriet (UM). Åren 2010–2016 verkade FRC i 27 länder i fem regioner. Samtidigt stödde den global kapacitetsuppbyggnad och initiativ till påverkansarbete. År 2015 uppgick UM:s stöd till FRC till 15,4 miljoner euro för humanitära och 7,3 för utvecklingsprojekt.

FRC:s stöd är relevant för samhällen och ligger bra i linje med finländska riktlinjer och riktlinjerna hos rödakors- och rödahalvmånerörelsen (RC/RC). Inom Internationella rödakors- och rödahalvmånefederationen (IFRC) har FRC ett rykte om sig att samarbeta med och komplettera andra nationella RC/RC-partnerföreningar. FRC har lyckats positionera sig själv som en specialist på hälsa. Den har stark förmåga till humanitära insatser men det är inte lätt att mäta dess specifika bidrag eftersom sådana insatser genomförs multilateralt med IFRC och/eller Internationella rödakorskommittén. I sina utvecklingsprojekt har FRC fokuserat på samhällsbaserad hälsa och katastrofhantering där den vanligen uppnått och ofta överskridit målsättningarna. Stöd till operativ och organisatorisk kapacitetsuppbyggnad har resulterat i positiva utfall men FRC saknar en övergripande strategi och ett övervakningssystem för kapacitetsuppbyggnad som skapade ett fundament för utvärdering av samlade inverkan och hållbarheten av relevant verksamhet. Det rekommenderas att FRC utnyttjar sin komparativa fördel för att få till stånd en förändring inom RC/RC och samhällen som är förmånstagare genom att bättre mäta utfall, ta fram en strategi för kapacitetsuppbyggnad tillsammans med ett större ansvar gentemot drabbade populationer, integrera inkludering av personer med funktionsnedsättning och utnyttja lärdomar och data om kostnadseffektivitet för att informera beslutsfattare.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, Finlands Röda Kors, samhällsbaserad hälsa*

ABSTRACT

The Finnish Red Cross (FRC) receives Humanitarian Assistance (HA) and Programme Based support (PBS) funding from the Ministry for Foreign Affairs of Finland. During 2010–2016, FRC worked in 27 countries in five regions, while also supporting global capacity development and advocacy initiatives. In 2015, MFA's allocations to FRC amounted to € 15.4 million for humanitarian projects and € 7.3 million for development projects.

FRC's support is relevant for communities and well aligned with Finland's and Red Cross and Red Crescent (RC/RC) Movement policies. FRC has a reputation within the International Federation of Red Cross and Red Crescent Societies (IFRC) for its collaborative and complementary approach with peer RC/RC Partner National Societies. FRC has succeeded in positioning itself as a specialist in health. FRC has strong humanitarian response capabilities although FRC's specific contributions cannot be easily measured since its humanitarian interventions are multilateral and led by IFRC or the International Committee of the Red Cross (ICRC). FRC's development projects have focused on community-based health projects and disaster management, where they have generally met and often exceeded targets. Support to operational and organisational capacity development has yielded positive outcomes, but FRC lacks an overall capacity development plan and results framework that could provide a basis for assessing performance of relevant activities. It is recommended that FRC uses its comparative advantage to influence positive change within the RC/RC Movement and beneficiary communities by improving measurement of project outcomes and accountability to affected populations, establishing a capacity development results framework, integrating disability inclusion and using lessons learnt and cost efficiency data to inform decision making processes.

Keywords: *Civil Society Organisations, Programme Based Support, Humanitarian Assistance, Finnish Red Cross, Community-Based Health*

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

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

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

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

Suomen Punainen Risti (SPR)

SPR on osa kansainvälistä Punaisen Ristin ja Punaisen Puolikuun liikettä, maailman suurinta humanitaarista verkostoa, joka koostuu 190 kansallisesta yhdistyksestä. Vuonna 2015 UM myönsi SPR:lle kaikkiaan 15,4 miljoonaa euroa humanitaariseen apuun ja 7,3 miljoonaa kehityshankkeisiin. Nämä määrärahat laskivat noin 27 % (humanitaarinen apu) ja 40 % (kehityshankkeet) vuoden 2016 kuluessa. Suurin osa SPR:n operaatioista on ollut humanitaarisia. Kehitysyhteistyöhankkeet ovat keskittyneet katastrofivalmiuteen ja yhteisöterveyteen, kansallisten järjestöjen kapasiteetin kehittämiseen. Vuosina 2010–2016

kaikkiaan 88 SPR:n valtuuttamaa työntekijää toimi 27 maassa viidellä maantieteellisellä alueella.

Keskeiset havainnot ja päätelmät

Tarkoituksenmukaisuus (relevance)

SPR:n työ on relevanttia ja linjassa UM:n kehityspoliittisten linjausten ja UM:n humanitaarisen avun linjauksen kanssa. SPR on profiloitunut Punaisten Ristin ja Puolikuun kansainvälisessä liikkeessä terveyden erityisosaajana. Yhteistyö Punaisen Ristin kansainvälisen komitean kanssa edesauttaa sitä, että UM:n tuki tavoittaa vaikeasti saavutettavat ja heikossa asemassa olevat väestöryhmät. SPR on onnistunut sukupuolten välisen tasa-arvon edistämässä, mutta vammaisinklusiota ei vielä ole täysin sisällytetty SPR:n ohjelmaan ja toimintoihin.

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

SPR toimii yhteistyössä Punaisen Ristin ja Punaisen Puolikuun kanssa kehitysettä humanitaarisessa työssä monenkeskisissä ja kahdenkeskisissä hankkeissa, sekä yhteishankkeissa. SPR tunnetaan osallistavasta ja täydentävästä lähestymistavastaan.

Tuloksellisuus (effectiveness)

Kansallisten järjestöjen kapasiteetinkehittäminen on oleellinen osa SPR:n ohjelmaa. Työllä on saavutettu positiivisia tuloksia. SPR:ltä kuitenkin puuttuu kokonaisvaltainen kapasiteetin kehittämissuunnitelma ja tuloskehys, jotka voisivat resurssien kohdentamisessa, lähestymistavan valinnassa ja tehokkuuden mittaamisessa edistää oppimista ja hyvien käytänteiden jakamista.

Monissa SPR:n ohjelmaturkihankkeista tulostavoitteet on saavutettu ja ylitetty. Lyhyen aikavälin tavoitteiden seurannan lisäksi SPR:llä on potentiaalia arvioida pidemmän aikavälin tuloksia ja saavutuksia mm. naisten voimaantumisen osalta. SPR:n on sitoutunut tilivelvollisuuden periaatteisiin (Accountability to Affected Populations) ja sen linkittäminen ohjelman seurantajärjestelmään tukisi kansallisyjärjestöjen kapasiteetin vahvistumista.

SPR:n toimintaan hätäaputilanteissa vaikuttavat kansallisten yhdistysten ja tukea koordinoivien tahojen toiminta (Kansainvälinen Liitto sekä konfliktikonketeissa Kansainvälinen Komitea). Näissä monenkeskisissä toimissa SPR ei yksistään voi laatia totutussuunnitelmia ja sillä ei myöskään ole keinoja seurata esimerkiksi monenvälisen interventioiden arviointien suositusten toimeenpanoa. Näin ollen evaluoinneista oppiminen voi jäädä vähäiseksi.

Osa SPR:n raportoinnista ei vastaa UM:n vaatimuksia. Useista raporteista puuttuu analyysiä, joka on tarpeen toiminnan kehittämiseksi.

Tehokkuus (efficiency)

SPR:n toiminnan tehokkuutta on vaikea arvioida, koska kustannustehokkuusanalyysiä ei ole tehty. SPR:n uusi hankehallinnan tietojärjestelmä tuo kustannusanalyysin järjestelmällisemmin järjestön päätöksentekoon.

Yhteistyö Punaisen Ristin kansainvälisen komitean kanssa edesauttaa sitä, että UM:n tuki tavoittaa vaikeasti saavutettavat ja heikossa asemassa olevat väestöryhmät.

Kansallisten järjestöjen kapasiteetinkehittäminen on oleellinen osa SPR:n ohjelmaa. Työllä on saavutettu positiivisia tuloksia.

SPR on myös panostanut valmiuskapasiteetin kehittämiseen monialaisissa hankkeissa.

SPR:n tulisi tehostaa monenkeskisistä arvioinneista ja evaluoinneista saatujen tulosten käyttöä.

Äskettäin tehdyssä Kansainvälisen Liiton globaalissa arvioinnissa todettiin, että niin SPR:n kuin myös sen kumppaneiden tulee tehostaa kansainvälisten avustustoiminnan välineiden käyttöä. Ne ovat SPR:n monenkeskisen toiminnan perusta.

SPR toimii monenkeskisesti Kansainvälisen Liiton, tai konfliktikonteksteissa Kansainvälisen Komitean johtamissa hankkeissa. Monitasoisesta hallinnosta syntyy lisäkustannuksia. Vastineeksi saadaan tietoa hankkeista ja voidaan vaikuttaa laadunvarmistukseen. SPR:n ja kansainvälisen komitean kumppanuuden tuoma lisäarvo on melko selkeää, mutta kumppanuutta Kansainvälisen Liiton kanssa voitaisiin vielä kohentaa koordinaation ja laadunvarmistuksen osalta.

SPR:n seuraa hankkeiden toteutusta kenttämissioilla ja auditoinnein. Se on vähentänyt vilppiä ja korruptiota. Seurantakustannukset ovat kuitenkin melko korkeita. UM:ltä saatu ohjeistus voisi tarjota kansalaisjärjestöille kannustimen lisätä riskinhallintalähestymistapojen käyttöä.

Vaikutus (impact)

Vaikka hankkeissa on tuotettu hyviä tuloksia, SPR:ltä puuttuu seurantajärjestelmä, joka perusteella voisi arvioida toiminnan kokonaisvaikutusta ja kestävyyttä.

Kestävyys (sustainability) ja asioidenlinkittäminen (connectedness) humanitaarisiin operatioihin

Vuoden 2013 evaluoinnin jälkeen SPR on panostanut ohjelmatukihankkeiden kestävyuden parantamiseen. SPR on myös panostanut valmiuskapasiteetin kehittämiseen monialaisissa hankkeissa. Koska tämä ei ole SPR:n erityistä osaamisaluetta, on hyvä varmistaa, että kansallisia järjestöjä tuetaan riittävästi. On hyvä esimerkiksi selkeyttää, onko heillä toteuttajan, fasilitoijan vai vaikuttamistyön tekijän rooli.

Suosituks

Suosituksissa otetaan huomioon se, että SPR on osa suurta maailmanlaajuista verkostoa, ja että sen mahdollisuudet suositusten seurannan kontrollointiin vaihtelevat.

1. SPR:n tulisi sisällyttää paremmin sukupuolten välinen tasa-arvo ja vammaisinkluusio ohjelmatukeen ja humanitaariseen apuun;
2. SPR:n tulisi laatia kapasiteetin kehittämisen kokonaissuunnitelma ja sille tuloskehys;
3. SPR:n tulisi varmistaa, että lyhyen aikavälin tavoitteiden lisäksi määrittellään myös muuhun kuin terveyteen liittyvät pitkän aikavälin tulokset, esimerkiksi läpileikkaavat tavoitteet ja naisten voimaannuttaminen;
4. SPR:n tulisi tehostaa monenkeskisistä arvioinneista ja evaluoinneista saatujen tulosten käyttöä ja parantaa omien raporttien laatua ja raportoinnin laadunvarmistusta;

5. SPR:n tulisi integroida seurantajärjestelmiinsä tilivelvollisuus myös hyödynsaajille ja näin kehittää kansallisiin Punaisten Ristien ja Puolikuiden kapasiteettia;
6. SPR:n tulisi käyttää hankehallinnan tietojärjestelmää kustannustehokkuudesta arviointiin;
7. SPR:n tulisi tukea kansainvälisten avustustoiminnan välineiden kehittämistä kustannustehokkuuden parantamiseksi;
8. Yhdessä Punaisten Ristien ja Puolikuiden vertaisjärjestöjen, kansallisten kumppanijyhdistysten kanssa SPR:n tulisi rohkaista Kansainvälistä Liittoa selventämään sen tarjoamien palveluiden lisäarvoa sekä asettaa selkeitä, määrällisesti ja laadullisesti mitattavia tavoitteita;
9. SPR:n tulisi käyttää talousriskinhallintajärjestelmiään seurannan, valvonnan ja kapasiteetin kehittämisen suunnittelussa;
10. SPR:n tulisi parantaa ohjelmatukihankkeiden kestävyyttä rohkaisemalla kansallisia kumppanijhdistyksiä käyttämään ohjelmaperustaista lähestymistapaa ja ulkoistamaan teknistä osaamista tarpeen vaatiessa.

SPR:n tulisi käyttää talousriskinhallintajärjestelmiään seurannan, valvonnan ja kapasiteetin kehittämisen suunnittelussa.

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

Målet är att utvärdera

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

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

FRC ingår i internationella rödakors- och rödahalvmånerörelsen (RC/RC) som är världens största oberoende humanitära nätverk med 190 nationella RC/RC-föreningar. År 2015 uppgick UM:s anslag till FRC till 15,4 miljoner euro för humanitära och 7,3 för utvecklingsprojekt, vilket dock skars ned med runt 27 respektive 40 % år 2016. Flesta insatser har varit humanitära och FRC:s projekt kring utvecklingssamarbete fokuserar på katastrofberedskap och samhällshälsa men den har också stött organisatorisk utveckling och kapacitetsuppbyggnad hos andra nationella RC/RC-föreningar. Åren 2010-2016 arbetade totalt 88 företrädare i fem regioner och 27 länder.

Huvudsakliga resultat och slutsatser

Relevans

FRC:s arbete är mycket relevant för riktlinjerna och särskilt humanitära politiken på UM. Inom RC/RC har FRC lyckats positionera sig själv som en specialist på hälsa. Dess partnerskap med Internationella rödakorskommittén (ICRC) hjälper att säkerställa att stödet från UM når ut till svåråtkomliga sårbara befolkningsgrupper. FRC har gjort framsteg i att främja jämställdhet inom RC/

Dess partnerskap med Internationella rödakorskommittén (ICRC) hjälper att säkerställa att stödet från UM når ut till svåråtkomliga sårbara befolkningsgrupper.

RC men inkludering av personer med funktionsnedsättning har ännu inte integrerats fullt ut i FRC:s program och insatser.

Komplementaritet, samordning och samstämmighet

FRC bildar partnerskap med andra RC/RC-föreningar både i utvecklings- och i humanitära kontexter och utnyttjar då olika samarbetsformer: multilaterala, konsortier och bilaterala. Inom Internationella rödakors- och rödahalvmånefederationen (IFRC) har FRC ett rykte om sig att samarbeta med och komplettera andra nationella RC/RC-partnerföreningar.

Effektivitet

Kapacitetsuppbyggnad hos nationella föreningar utgör en väsentlig del av programmet och har lett till positiva resultat. FRC saknar dock en övergripande plan för kapacitetsuppbyggnad som hjälpte att fördela resurser, välja tillvägagångssätt, mäta effektivitet samt främja inlärning och spridning av bästa praxis.

Resultat- och utfallsmålen för många av FRC:s PBS-projekt har överskridits, vilket antyder att FRC har en möjlighet att mäta även annat än det omedelbara utfallet och förbättra sina resultat inom områden såsom egenmakt för kvinnor. FRC:s starka engagemang för att stärka ansvaret gentemot drabbade populationer (AAP) kunde integreras i dess övervakningssystem och utnyttjas för att bygga upp kapaciteten hos nationella RC/RC-föreningar.

Eftersom insatser i nödsituationer närapå alltid är multilaterala påverkas FRC:s resultat i detta sammanhang av verksamheten hos nationella RC/RC-föreningar, IFRC:s ledning och i samband med konflikter ICRC. FRC saknar ett system för att identifiera och utveckla en handlingsplan och följa upp på rekommendationer från multilaterala utvärderingar, vilket urholkar redovisningsskyldigheten och skapar en risk för att lärdomar inte utnyttjas. Vissa FRC-rapporter motsvarar inte standarderna på UM och saknar den självkritiska analys som behövs för att påvisa redovisningsskyldighet och främja kontinuerlig förbättring.

Resursanvändning

Eftersom det saknas en analys av kostnadseffektiviteten hos strategierna för både HA- och PBS-insatser är det svårt att ställa fast en resursfördelning som maximerade mervärdet. FRC:s nya informationssystem för programledning PMIS utgör eventuellt en nyttig resurs för att mer systematiskt inkludera kostnadsfrågor i beslutsprocesser på FRC.

I en färsk global IFRC-översikt betonades att FRC och motsvarande föreningar måste förbättra effektiviteten av sina globala verktyg som utgör en hörnsten i FRC:s multilaterala svar på humanitära kriser.

FRC arbetar ofta multilateralt i IFRC-ledda insatser eller genom ICRC i samband med konflikter. Merkostnader som beror på flera nivåer kan motiveras med det mervärde som skapas av FRC:s kontakter med UM, kommunikation och kvalitetssäkring. Medan det mervärde som skapas av partnerskapet mellan ICRC och FRC är någorlunda klart kunde mervärdet från IFRC:s samordning och kvalitetssäkring ytterligare ökas.

Kapacitetsuppbyggnad hos nationella föreningar utgör en väsentlig del av programmet och har lett till positiva resultat.

FRC:s ökade fokus på att stöda återhämtningsförmågan genom långvariga integrerade projekt är välvald.

FRC ska bättre utnyttja resultaten av relevanta multilaterala översikter och utvärderingar.

Med sin tillsyn, till exempel ofta förekommande övervakning och projektgranskning, har FRC hjälpt att förebygga bedrägeri och korruption. Detta medför dock höga transaktionskostnader och satsningen kan inte alltid motiveras med risknivån. UM:s riktlinjer för minimistandarder kunde utgöra en sporre för CSO att oftare utnyttja riskhanteringsmetoder för att förbättra resursanvändningen.

Inverkan

Stöd till operativ och organisatorisk kapacitetsuppbyggnad har resulterat i positiva utfall men FRC saknar en övergripande strategi och ett övervakningssystem för kapacitetsuppbyggnad som skapade ett fundament för utvärdering av samlade inverkan och hållbarheten av relevant verksamhet.

Hållbarhet och samband

FRC:s ökade fokus på att stöda återhämtningsförmågan genom långvariga integrerade projekt är välvald fastän inom vissa områden saknar FRC relevant utvecklingsrelaterad sakkunskap och inläring för att kunna ge nödvändigt stöd. Nationella RC/RC-föreningar kunde dra nytta av stöd då de fattar beslut om sin roll i utvecklingsinsatser.

Rekommendationer

I rekommendationerna beaktas det faktum att FRC ingår i ett stort globalt nätverk och hur mycket den kan direkt kontrollera uppföljningen av rekommendationerna varierar.

1. FRC ska förbättra integrationen av jämställdhet och inkludering av personer med funktionsnedsättning i sina PBS- och HA-program.
2. FRC ska utveckla en resultatram för kapacitetsuppbyggnad genom att ställa fast förväntade beteende- och genusrelaterade förändringar.
3. FRC ska se till att projektmålen inkluderar långsiktiga utfall och utfall som inte har att göra med hälsa såsom egenmakt för kvinnor.
4. FRC ska bättre utnyttja resultaten av relevanta multilaterala översikter och utvärderingar och förbättra kvalitetssäkringen i rapporteringen.
5. FRC ska integrera AAP i sina övervakningssystem för att positivt påverka nationella RC/RC-föreningar.
6. FRC ska utnyttja PMIS för att ta fram data om kostnadseffektivitet för sina beslut.
7. FRC:s enhet för hantering av internationella katastrofer ska stöda en utveckling av globala verktygen på basis av IFRC-översikten om att förbättra kvaliteten.
8. Samordnat med liknande satsningar hos andra nationella RC/RC-partnerföreningar ska FRC uppmuntra IFRC att klargöra mervärdet av sina tjänster och ställa upp klara målsättningar som kan mätas kvantitativt och kvalitativt, inklusive samordning, bättre analyser och rapporteringskvalitet.

9. FRC ska utnyttja sina system för att hantera finansiella risker för att bestämma fördelningen av resurser till övervakning, tillsyn och kapacitetsuppbyggnad hos nationella RC/RC-föreningar.
10. FRC ska förbättra sitt stöd till långvariga program genom att uppmuntra nationella RC/RC-föreningar att tillämpa ett programbaserat tillvägagångssätt och hjälpa att finna passande teknisk expertis vid behov.

FRC ska utnyttja sina system för att hantera finansiella risker för att bestämma fördelningen av resurser till övervakning, tillsyn och kapacitetsuppbyggnad hos nationella RC/RC-föreningar.

SUMMARY

Background and methodology

The Finnish Government has provided Programme Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2005. Currently, PBS is channelled to 17 organisations, three foundations and two umbrella organisations. Civil society development cooperation is guided by the Development Policy Programme of Finland and by guidelines for Civil Society in Development Policy. Additionally the humanitarian assistance (HA) of CSOs is guided by Finland's Humanitarian Policy. Support to CSOs is believed to ultimately lead to reduction of poverty and inequality, and in relation to HA to saving lives. Civil Society strengthening is an important condition for this.

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

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 FRC.

FRC is part of the International Red Cross and Red Crescent (RC/RC) Movement, the world's largest independent humanitarian network comprising 190 RC/RC National Societies. During 2015, MFA's allocations to FRC amounted to € 15.4 million for humanitarian projects and € 7.3 million for development projects, which was subsequently reduced by approximately 27% and 40% respectively during 2016. The bulk of FRC's operations have been humanitarian, with development cooperation projects focusing on disaster preparedness and community health while also supporting organisational development and capacity building of RC/RC National Societies. During 2010-2016 there were a total of 88 FRC delegates working in 27 countries across five regions.

Main findings and conclusions

Relevance

FRC's work is relevant to Finnish MFA policies, particularly MFA's humanitarian policy. FRC has succeeded in positioning itself within the RC/RC Movement as a specialist in health. FRC's partnership with International Committee of the

Red Cross (ICRC) helps to ensure that MFA assistance reaches hard-to-access vulnerable populations. FRC has made progress in promoting gender equity within the RC/RC Movement, but disability inclusion is not yet fully integrated into FRC's programme and operations.

Complementarity, coordination and coherence

FRC is working in partnership with other RC/RC Partner Societies in both development and humanitarian contexts using different modalities: multilateral, consortia and bilateral. FRC has a reputation within the International Federation of Red Cross and Red Crescent Societies (IFRC) for its collaborative and complementary approach with peer RC/RC Partner National Societies (PNS).

Effectiveness

Capacity development of the National Societies is an integral part of their programmes and has achieved positive results. However, FRC lacks an overall capacity development plan and results framework that could help guide allocation of resources, choice of approach, measurement of effectiveness, and promote learning and sharing of good practices.

Output and outcome targets for many of FRC's PBS projects have been achieved and exceeded. FRC also has the potential to measure longer-term outcomes and achievements in areas such as women's empowerment. FRC's strong commitment to improving Accountability to Affected Populations (AAP) could be integrated into their monitoring system as a constructive way to build capacities of RC/RC National Societies.

Since its emergency response is almost always multilateral, FRC's performance during an emergency response is influenced by the performance of RC/RC National Societies, IFRC's leadership and, in conflict contexts, ICRC's. FRC lacks a system for identifying, developing action plans and following up on recommendations from multilateral reviews and evaluations, which undermines accountability and poses a risk that lessons are not used. Some of FRC's reporting does not meet MFA standards and lacks the self-critical analysis that is necessary to demonstrate accountability and promote continuous improvement.

Efficiency

The lack of a cost efficiency analysis for intervention strategies for both HA and PBS makes it difficult to determine resource allocations that maximize value-added. FRC's new Programme Management Informational System (PMIS) is potentially a useful resource to bring cost considerations more systematically into FRC's decision-making.

Learning from a recent IFRC global review has highlighted the need for FRC and its peers to improve the efficiency of their Global Response Tools, which are a cornerstone of FRC's multilateral response to humanitarian crises and absorb a large proportion of MFA's HA funding.

FRC frequently works multilaterally in operations led by IFRC or, in conflict contexts, through ICRC. Additional costs due to multiple layers can be justified by the value-added of FRC's role in liaising with MFA, communications and quality assurance. While the value added of the ICRC and FRC partnership

FRC's partnership with ICRC helps ensure that MFA assistance reaches hard-to-access populations.

Capacity development of the National Societies is an integral part of their programmes and has achieved positive results.

FRC's increased focus on supporting resilience through longer term multi-sectoral projects is appropriate.

FRC should improve use of results from IFRC multilateral reviews.

is reasonably clear, IFRC's value-added in coordination and quality assurance could be further improved.

FRC's oversight, in the form of frequent monitoring visits and project audits, has helped to reduce cases of fraud and corruption. However, the transaction costs of this are high and the investments may not always be justified by risk thresholds. MFA's guidance on minimum standards could provide an incentive for CSOs to increase the use of risk management approaches to improve efficiency.

Impact

Support to operational and organisational capacity development has yielded positive outcomes, but FRC lacks an overall capacity development strategy and monitoring system that could provide a basis for assessing the overall impact and sustainability of relevant activities.

Sustainability and connectedness for humanitarian operations

FRC has taken various steps to improve sustainability of PBS projects since the 2013 evaluation. FRC's increased focus on supporting resilience through longer term multi-sectoral projects is appropriate. However, since this is outside FRC's expertise, FRC will need to ensure that RC/RC National Societies are adequately supported when deciding whether an implementation or facilitation and advocacy role is more appropriate.

Recommendations

Recommendations take account of the fact that FRC is part of a large global network and the extent to which it has direct control over follow-up on recommendations will vary.

1. FRC should improve its integration of gender equity and disability inclusion into its PBS and HA programmes;
2. FRC should develop an overall plan and results framework for capacity development;
3. FRC should ensure that project targets include longer-term outcomes and include non-health related outcomes such as women's empowerment;
4. FRC should improve use of results from relevant multilateral reviews and evaluations, and improve quality assurance of reporting;
5. FRC should integrate AAP in its monitoring systems to positively influence RC/RC National Societies;
6. FRC should use the PMIS system to generate cost efficiency data that informs decision making;
7. FRC should support improvement of Global Response Tools based on the IFRC review to improve cost effectiveness;
8. In coordination with peer RC/RC PNS, FRC should encourage IFRC to clarify value-added of its service delivery and set clear targets that can be measured quantitatively and qualitatively;

-
9. FRC should use its financial risk management systems to determine resources allocations for monitoring, oversight and capacity building of RC/RC National Societies; and
 10. FRC should further improve the sustainability of its PBS projects by encouraging RC/RC National Societies to apply a programme-based approach and to out-source technical expertise where appropriate.

FRC should make greater use of its financial risk management systems to allocate resources.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The recommendations below take account of the fact that FRC is part of a very large international federation whose operating model is to work through RC/RC National Societies, IFRC and/or ICRC and it is understood that the extent to which FRC has direct control over acting upon recommendations will vary according to the context. It is assumed that appropriate implementation strategies will be agreed in consultation with FRC’s partners in the RC/RC Movement when developing the management response.

Findings	Conclusions	Recommendations
Strategy and Comparative Advantage		
<p>FRC’s work is relevant to Finnish MFA policies, particularly MFA’s humanitarian policy.</p> <p>FRC has succeeded in positioning themselves within the RC/RC Movement as one of the RC/RC Partner National Societies (PNS) specialised in health. Disaster risk management is another of FRC’s main thematic focus areas. FRC has helped to promote gender equity within the RC/RC Movement, although FRC reporting is often limited to disaggregating gender data and gender analyses are rarely carried out for MFA-funded projects. Environment and disability inclusion are not yet integrated into FRC’s way of working.</p>	<p>FRC’s specialisation in health and disaster risk management are appropriate areas of focus in both Programme Based Support (PBS) and Humanitarian Assistance (HA) programming. FRC’s partnership with International Committee of the Red Cross (ICRC) helps to ensure that MFA’s HA reaches hard-to-access vulnerable populations at a scale that other CSOs cannot match.</p>	<p>FRC should continue focusing on health and disaster risk management in both PBS and HA with improved integration of gender equity and disability inclusion into its programmes by, for example, incorporating these themes into its training programmes, logical frameworks and by developing appropriate monitoring systems.</p>
Capacity Development		
<p>FRC places considerable emphasis on capacity building targeted at RC/RC National Society staff, RC/RC volunteers and FRC’s own staff and members of its roster. Feedback from RC/RC Movement partners about the quality of capacity building was overall positive but monitoring of the capacity development has been generally limited to outputs and has not measured behavioural change. Training has been used as the primary approach for capacity development although FRC also does extensive ad hoc mentoring and coaching. FRC has been actively promoting International Federation of Red Cross and Red Crescent Societies’ (IFRC) gender equality agenda.</p>	<p>FRC’s operational and institutional capacity development is targeted at RC/RC National Societies and at community organisations. At the same time, FRC’s multilateral approach aims to strengthen IFRC (and ICRC) at regional and global level. An overall capacity development plan and results framework could help guide allocation of resources, choice of approach, measurement of effectiveness and promote learning and sharing of good practices.</p>	<p>FRC should develop a results framework for capacity development by defining expected behavioural and gender transformative changes and indicators at all levels: beneficiary communities, RC/RC National Societies, IFRC and other key stakeholders. This framework should link to recommendation 8 below and describe how members from RC/RC National Societies from developing countries participate in FRC’s Global Response Tools.</p>

Findings	Conclusions	Recommendations
Degree to which intended outcomes match those delivered in PBS		
<p>Evaluators of development projects have been challenged by a lack of baseline and monitoring data although available evidence showed that most FRC projects had achieved positive outcomes. However, FRC's project objectives and indicators are generally limited to outputs and immediate outcomes such as awareness raising. FRC has carried out a limited number of ex-post evaluations of its development projects but there has been relatively little measurement of longer term outcomes or impact even while there is compelling anecdotal evidence of sustainable reduction in water-borne disease rates and women's empowerment.</p>	<p>Under PBS, the planned quantitative targets related to community-based health, disaster management projects have generally been achieved or exceeded. Projects have also appeared to have positively influenced women's empowerment. However, FRC's project objectives and indicators are generally limited to immediate outcomes and targets for the projects have often been set too low. It should be possible to measure longer-term outcomes and also measure non-health related outcomes such as women's empowerment.</p>	<p>FRC should ensure that project targets include longer-term outcomes and avoid setting the bar too low when setting targets. Such M&E systems should include non-health related outcomes such as women's empowerment.</p>
Degree to which intended outcomes match those delivered in HA Projects		
<p>FRC has management response and monitoring systems in place for evaluations they commission themselves for PBS projects, but there is no system for ensuring accountability and follow up on relevant recommendations from multilateral reviews led by IFRC or ICRC.</p>	<p>FRC lacks a system for identifying, developing an action plan and following up on recommendations from multilateral evaluations, which reduces accountability and poses a risk that lessons are not used. Lack of a system for identifying, developing an action plan and following up on recommendations from multilateral evaluations reduces accountability and poses a risk that lessons are not used. Some of FRC's reporting is incomplete and lacks the self-critical analysis that is necessary to demonstrate accountability and promote continuous improvement.</p>	<p>FRC should enhance its support to IFRC's and ICRC's efforts to improve their performance through better use of evaluation results and increased accountability by incorporating follow-up actions from relevant multilateral HA reviews and evaluations into FRC's management response systems. Quality assurance systems should be improved so that the reports become more useful both to FRC and MFA.</p>
Accountability to Affected Populations		
<p>FRC has a good track record of engaging with communities and promoting participatory approaches with RC/RC National Societies, but has been less effective with information sharing and community feedback mechanisms, which are an essential part of HA and PBS projects. Accountability to affected populations is not yet integrated into FRC's monitoring system.</p>	<p>FRC's encouragement of participatory approaches demonstrates its interest in improving accountability to affected populations. Accountability to affected populations is not currently integrated into FRC's monitoring systems. Since FRC's monitoring supports positive change within RC/RC National Societies, this could be a useful mechanism to improve accountability to rights holders.</p>	<p>FRC should improve its information sharing and community feedback mechanisms, including greater transparency and sharing lessons, particularly with local government, to promote ownership and replication of good practice. FRC should integrate accountability to affected populations into its monitoring system. FRC should include systematic consideration of community feedback when monitoring performance monitoring.</p>

Findings	Conclusions	Recommendations
Utilisation of financial resources required for the achieved outputs		
<p>FRC does not carry out systematic cost efficiency analyses that could support inform intervention strategies. This makes it difficult to determine, for example, appropriate resource allocation to remote locations based on need or assess the cost effectiveness of different options for Emergency Response Units (ERU). FRC's newly launched Programme Information and Management System (PMIS) should help to link project outputs to costs.</p>	<p>The lack of a cost efficiency analysis for intervention strategies for both HA and PBS makes it difficult to determine resource allocations that maximize value-added. FRC's new PMIS system potentially provides a useful resource to bring cost-efficiency and cost-effectiveness considerations more systematically into FRC's decision making.</p>	<p>FRC should use the PIMS system to generate cost efficiency data to inform decision making to optimise use of resources. FRC should also work with other RC/RC PNS to improve comparability of cost data to be able to better assess cost efficiency of different intervention options during multilateral interventions.</p>
Use of RC/RC Movement Global Response Tools in HA		
<p>FRC's emergency response is almost always done multilaterally in the form of funding, material assistance and/or deployment of Global Response Tools. Capacities of IFRC, ICRC and RC/RC National Societies often influence the timeliness and quality of FRC's response. Findings from reviews and evaluations indicated that both IFRC and ICRC could strengthen performance and value added.</p> <p>IFRC reviews concern several RC/RC PNS, not just FRC, but there are some examples of Global Response Tool deployments where FRC has faced challenges. Health has been identified as needing further improvements in the modular approach to ensure that ERUs are fit for purpose.</p>	<p>Establishment, maintenance and deployment of Global Response Tools are a cornerstone of FRC's response to humanitarian crises and account for a large part of FRC's humanitarian expenditures. Learning from a recent IFRC-led review has highlighted a number of relevant areas of improvements. Specific areas requiring attention include supporting training of first responders on the FRC's surge roster and training RC/RC National Societies in revised emergency needs assessment methodologies.</p>	<p>FRC's International Disaster Management Unit should support improvement of Global Tools in the use of the emergency needs assessment (including disaggregation of risks, contexts and vulnerable groups) so that Global Tools are fit for purpose, are cost effective and have appropriate exit strategies.</p>
FRC's Added Value in relation to their International Network		
<p>ICRC adds value through its access and effective delivery. IFRC adds value in coordination, quality assurance and increased efficiency but is facing challenges in filling such a role. FRC add value through its liaison and quality assurance role. MFA funds received by FRC may pass through as many as three layers; FRC, IFRC (or ICRC) and the RC/RC National Society with overhead costs and programme support costs often being absorbed at each level.</p> <p>Some bilateral donors have chosen to channel a sizable proportion of their funding directly to ICRC and, to a lesser extent, IFRC.</p>	<p>FRC supports multilateral approaches for sound reasons. The value added of ICRC's and FRC's partnership is reasonably clear based on available evidence from this evaluation. On the other hand, IFRC's value-added in coordination and quality assurance could be further improved.</p> <p>Data was insufficient to carry out a cost efficiency analysis, but findings suggest that FRC fills an important liaison and supporting role between MFA and ICRC/IFRC that is valued by all parties.</p>	<p>In coordination with similar efforts by partner RC/RC PNS, FRC should encourage IFRC to clarify value-added of their service delivery and set clear targets that can be measured quantitatively and qualitatively, including coordination, improved analysis and quality of reporting.</p>

Findings	Conclusions	Recommendations
Risk Management		
<p>FRC has acquired a reputation amongst RC/RC National Societies and IFRC as a RC/RC Partner Society that does a significant amount of monitoring and audits. RC/RC National Societies view FRC monitoring as adding value since it helps to build staff capacity, but find financial oversight transaction-heavy. FRC has started using a risk management approach for their international operations but there are limitations to its application due to MFA's requirements. During the scoping period for this evaluation there are substantial investments in a one-size-fits all monitoring and oversight approach, which is not necessarily justified by the risks. FRC has recently started applying a risk management approach to their international operations.</p>	<p>FRC's oversight has helped to reduce cases of fraud and corruption but the transaction costs may not always be justified by the risk levels. MFA's agreement on minimum standards would provide an incentive for CSOs to increase use of risk management approaches to improve efficiency.</p>	<p>FRC should use its financial risk management systems to determine resources allocations for monitoring, oversight and capacity building of RC/RC National Societies while advocating with MFA to develop minimum standards to encourage increased use of risk management approaches that improve efficiency.</p>
Sustainability and Connectedness		
<p>Sustainability planning is now one of the topics included in FRC's training curricula and, as part of their exit strategy for their projects, FRC leaves delegates in place following phase out of activities to provide follow-up support to National Societies to improve the sustainability of their interventions.</p> <p>FRC has taken positive steps in piloting activities such as integrated livelihood projects to improve community resilience but it was not always clear how lessons would be captured, used and interventions scaled-up to promote sustainability.</p>	<p>FRC's increased focus on supporting resilience through longer term integrated projects is appropriate, but it is not yet clear how learning would be captured and successful interventions improved, replicated and scaled-up to promote sustainability. FRC's support to multi-sectoral interventions, such as establishing farmer's cooperatives, requires technical expertise that lies outside FRC's competence and experience. This makes it more difficult for FRC to provide guidance to RC/RC National Societies when making decisions about a suitable role and, when they are implementing, providing technical support.</p>	<p>FRC should further improve the sustainability of its PBS projects by encouraging RC/RC National Societies to apply a programme-based approach and to out-source technical expertise where appropriate.</p>

1 INTRODUCTION

1.1 Background to this Evaluation

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

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

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

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

These organisations are:

- Fida International
- Finn Church Aid
- Finnish Red Cross (FRC)
- Plan International Finland
- Save the Children Finland
- World Vision Finland

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

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

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 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.

FRC specific sampling of projects and countries

The countries selected for field visits based on the overall country selection criteria and agreed with MFA and FRC were Kenya, to visit PBS projects, and Myanmar, to visit Rakhine to evaluate FRC-supported HA projects. Unfortunately, a few days before the planned visit was scheduled to take place it had to be cancelled for security reasons after an attack on a police post in Rakhine that triggered a series of military operations in the area. The visit had to be redirected at short notice to Kayah State on the Thai border to visit community health projects in a post-conflict context. The lack of a visit to HA project sites was addressed through a combination of key informant interviews with FRC and external stakeholders familiar with FRC humanitarian operations together with a careful analysis of secondary data. Summaries of projects visited can be seen in Annex 5.

Evaluation methods and tools

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

1. Document review

During the inception and implementation phase the Sub-Teams analysed available documents, including MFA's general policy documents, and documents specific to the PBS framework agreements and to HA support; MFA's agreements, meeting minutes and correspondence relevant to FRC; policies, strategies, evaluation reports and project specific documents of FRC and its international network, e.g. International Federation of Red Cross and Red Crescent Societies (IFRC), International Committee of the Red Cross (ICRC) and RC/RC National Societies. The Sub-Team also reviewed strategy and project specific documents as well as background and contextual information on countries visited (e.g. policy documents, information on similar projects and actors, background information and evaluations). Data on projects was collected from programme and project documents as well as evaluation reports. The documents and websites reviewed are presented in the Reference list and Annex 3.

2. Interviews and Focus Group Discussions (FGD)

Semi-structured informant interviews based on the questions set in the EM were used as a source of primary data. In addition to some key overall themes, FRC 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 FRC. 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 FRC. This was presented in a Briefing Note shared with the MFA and the FRC prior the field mission.

During the country visits in Kenya and Myanmar, FRC Sub-Team held key informant interviews and FGDs with representatives of refugees, host communities, local government officials and staff of RC/RC National Offices, UN High Commissioner for Refugees (UNHCR), peer NGOs and Community Based Organisations (CBO) with the aim of providing a broad perspective of the range of operational component activities. FGD in communities included disaggregated groups consisting of children, women and community leaders. Apart from FRC's headquarters and regional staff, key informants from IFRC, ICRC, MFA, UN agencies and local government agencies were also interviewed. Interviews were carried out in accordance with 2008 Ethical Guidelines for Evaluation of the United Nations Evaluation Group (UNEG), notably to ensure that key informants understood that their participation was voluntary and that confidentiality would be respected.

In the end of the field missions, debriefings were organised to discuss preliminary findings and obtain additional information. In Kenya these consultations were with FRC regional staff based in Nairobi. In Myanmar, an internal debrief with representatives from the FRC Regional Branch, IFRC, Myanmar Red Cross Society (MRCS) was followed by a broader consultation that also included represented representatives from MFA, ICRC, the Swedish Red Cross and members of the MRCS Executive Committee.

Some additional interviews with key informants, who were not available in the country or regional offices at the time of the field visits, were conducted by Skype. The list of key informants interviewed in the evaluation process is provided in Annex 2.

3. Debriefing and Validation Meetings

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

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 FRC's project portfolio in the evaluation period. This analysis also looked at the insertion of the FRC'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 FRC 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 FRC;
- Descriptive analysis of the CSO's positioning: a tool was developed to be able to arrive at a quick descriptive assessment of FRC in the CSO2 evaluation. Organisations were described through six dimensions: 1) advocacy work; 2) attention to FRC'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 FRC's staff and the evaluators conducted this descriptive analysis. The possible differences in descriptions were subject to further discussion with FRC 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 FRC-specific studies however found the quantity of information and diversity of situations a severe challenge to overcome, for the evaluative analysis.

2.4 Limitations

2.4.1 Evaluation

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

- Difficulty in accessing some of the countries, due to security constraints or difficulties in obtaining visas;

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

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

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

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

2.4.2 FRC specific limitations

The main limitations specific to the FRC evaluation process included:

- As described above, the team was not able to observe HA projects during field visits because the planned visit to Rakhine in Myanmar was cancelled at short notice due to security reasons. The visit had to be redirected at short notice to Kayah State on the Thai border to visit community health projects in a post-conflict context. Furthermore, it was also not possible to visit HA projects in Kenya (Dadaab refugee camp and areas affected by floods in 2013) due to a combination of security and logistics constraints. Although the team could not visit HA project sites in Kenya, Myanmar or Nepal, data was instead gathered on these operations during key informant interviews and the desk review, including key informant interviews with staff from FRC and other parts of the RC/RC Movement and, in Myanmar, with Health and WASH cluster coordinators;

- The time allocated to field visits to project sites in eastern Kenya had to be reduced due to a last-minute change in airline flight schedules and thus community level visit in Kenya was reduced to only one full day at community level so that only two community interviews could be conducted in Kenya;
- There is a lack of FRC-specific reviews and/or evaluations for multi-lateral humanitarian operations since these are IFRC-led or ICRC-led activities where FRC is only one of many RC/RC Societies participating in the response. It was difficult to track FRC's contribution, lessons learned and follow-up actions, particularly at an outcome level, because FRC does not usually document follow up actions. In such cases only key informants had direct knowledge of the operation; and
- While the team had access to many independent evaluations of FRC health-related bilateral projects, no similar documents were available for bilateral interventions related to disaster risk management. Some key multi-lateral documents, such as draft evaluation reports of IFRC's health programme and its flood response in Myanmar was not yet completed at the time of the evaluation and could not be released until it was finalised. Difficulties of accessing ICRC documents due to their potential sensitivity are well-known (DFID, 2016) which meant that very few ICRC evaluations of operations supported by FRC could be accessed.

It was difficult to assess FRC's contribution for humanitarian projects since evaluations are multilateral.

3 CONTEXT ANALYSIS

3.1 Finland's Policy for Support to Civil Society Organisations

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

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

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

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

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

The volume of Finnish ODA to support development cooperation conducted by CSOs has grown steadily over recent years.

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

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

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

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

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

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

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.

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.

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.

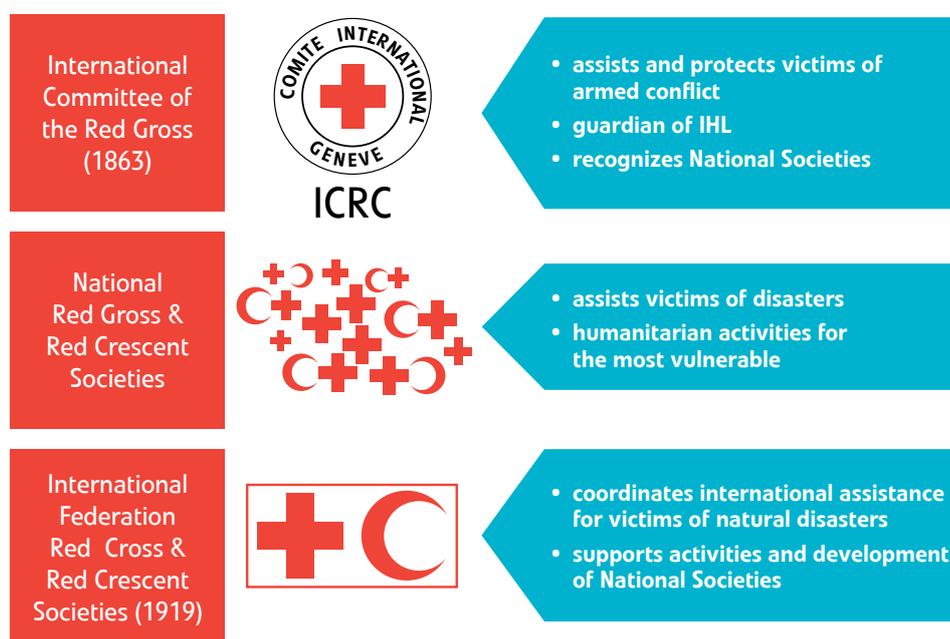
The MFA in its policies and guidelines does not explicitly address the presence and influence of large international networks, while these are of considerable importance for the CSOs considered in this round. While the CSO policy encourages the development of international civil society, only the Guideline 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 FRC

3.2.1 General

FRC is part of the RC/RC Movement, the world's largest independent humanitarian network comprising 190 Red Cross and Red Crescent National Societies, including the FRC. It is governed by the International Conference of Red Cross and Red Crescent, the Council of Delegates and the Standing Commission and its primary role is to prepare for and respond to disasters. Since 2010, FRC has supported development activities in 33 countries and responded to disasters in over 40 countries. Nearly two-thirds of the countries supported with development assistance are in sub-Saharan Africa. Figure 1 illustrates the structure and roles of the Red Crescent Movement.

Figure 1: Structure and Roles of the Red Cross and Red Crescent Movement



Source: IFRC.

Structure and Roles of the FRC within Finland

Since 1994, staffing structures in FRC’s International Division were intentionally integrated in recognition of the importance of linking HA with longer term development. However, it became apparent over time that the integrated structure with such large geographical coverage put pressure on FRC desk officers to split their time between many different operations, which adversely affected quality. In 2014, it was decided to both reduce the number of country programmes and create two separate units, the Programme Unit and Disaster Management Unit, supported by common logistics, international finance administration and human resource units. One of the key tasks of desk officers continues to be to maintain coherence between disaster management and development cooperation, but the separate disaster management unit has allowed FRC to both improve its investment in disaster management systems and engage more robustly in a disaster response.

One of unique characteristics of FRC amongst Finnish CSOs is that it not only has extensive international operations, but also a significant domestic role with branches in almost every municipality in Finland. The domestic organisational structure has three layers: local branches, districts and the national headquarters. Volunteers are involved in decision making. FRC is one of the key members of the National Disaster Risk Reduction Platform established by the Finnish Ministry of the Interior in 2010. At the time that a United Nations Office for Disaster Risk Reduction (UNISDR) led peer review took place during 2013 (UNISDR et al, 2014), the FRC had 500 branches and some 30 000 volunteers who offer courses in first aid and organises campaigns aimed at resilience-building. The peer review found FRC’s work particularly impressive in supporting local communities to build risk awareness in scenarios such as win-

A unique characteristic of FRC is that it not only has extensive international operations, but also a significant domestic role in Finland.

FRC uses different channels for MFA funding taking into account the nature of the project/programme, the operating context and implementation capacities.

ter power cuts or storms as well as in supporting women's roles in resilience-building. FRC has a major auxiliary response capacity role in supporting the Finnish Rescue Act and is closely involved in public preparedness planning. This includes organizing major disaster management exercises for Finnish communities. FRC also manages a Disaster Relief Fund for domestic disasters with non-earmarked funding sourced through FRC's own fundraising efforts.

Funding Profile

FRC's major source of funding for international operations and programmes is MFA's HA funding, followed by PBS. FRC also receives funding from the MFA under a separate budget as one of two Finnish CSOs to help meet Finland's commitments to the Ottawa Convention in implementing humanitarian mine action (Bennett et al., 2015). FRC is also a regular recipient of European Civil Protection and Humanitarian Aid Operations (ECHO) and Disaster Preparedness ECHO programme (DIPECHO) project funding. During 2015, FRC received € 3.5 million for four of its ECHO projects. FRC raises funds to support its domestic and international activities.

FRC uses different channels for MFA funding taking into account the nature of the project/programme, the operating context and implementation capacities. While the RC/RC Movement Principles allow FRC to work with partners outside the RC/RC Movement, FRC and other RC/RC members acknowledge that IFRC, ICRC and other RC/RC members are their primary and preferred partners (IFRC, 2013a, Principal 7). FRC has thus allocated funding between IFRC, ICRC and national RC/RC members in developing countries where the FRC has been supporting development projects or countries affected by disasters.

3.2.2 Programme Based Support

The strategic objectives of the FRC development cooperation are strengthening the Red Cross/Red Crescent Societies institutional capacity in disaster preparedness and to support them to be able to reach more vulnerable communities and populations affected by disasters; generating continuity and synergy across different working modalities and empowering the most vulnerable communities and people (FRC Annual Plan 2010).

The objectives were further elaborated in the MFA Partnership Agreement Scheme Programme Plan for 2013-2015, where the FRC committed itself to achieve the following Programme Goals:

1. Enable healthy and safe living in vulnerable communities by supporting community-based Disaster Preparedness/Risk Reduction and Health and Social Care programmes via partnering Red Cross or Red Crescent Societies (National Societies),
2. Improve the quality and effectiveness of the FRC's programme support in 2013-2015, including support to . partners in integrating cross-cutting objectives as defined by the MFA and the Red Cross into Programme objectives and ensuring the sustainability of the objectives attained of the Programme activities. Improved Programme effectiveness, in turn entailed sharpening the focus of our thematic activities and reduction of the geographic scope of our technical and financial support.

The total funding used for the FRC's development cooperation programme (PBS) during 2010–2015 amounted to over € 48.5 million (Table 1). FRC covered 15% and MFA 85% of the total expenditures. The bulk of FRC's development cooperation is funded by MFA.

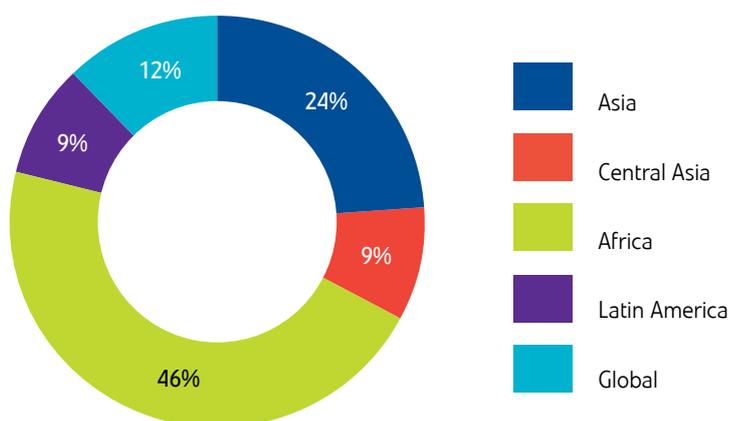
Table 1: Total expenditure (€) of FRC's development cooperation (PBS) in 2010–2015

	2010	2011	2012	2013	2014	2015
	Exp (€)					
Programme costs	6 601 745	5 953 614	5 920 671	5 372 002	6 800 983	5 501 132
Programme support	83 982	83 007	95 885	195 528	256 993	371 797
Delegates	911 518	813 563	826 253	990 000	1 030 919	1 645 336
Communication	141 460	323 552	324 717	73 770	125 821	65 292
Administration	*	793 017	796 392	736 811	899 923	842 617
TOTAL	7 738 705	7 966 754	7 963 918	7 368 111	9 114 639	8 426 174

Source: Financial reports on PBS provided by FRC. * In 2010 administration costs were included in other cost types. (financial data 2016 was not available)

Up until 2015, FRC's development programme covered six regions and programmes: Asia, Central Asia, East Africa, Western and Central Africa, Southern Africa, Latin America and the Caribbean (Figure 2). Almost half of MFA funding to FRC has been channelled to Africa, where FRC has supported long-term interventions in 15–18 countries during 2010–2015 in addition to regional programmes. In 2015, PBS projects were phased out in Central Asia, Latin America and the Caribbean.

Figure 2: Geographical distribution of FRC's development cooperation (PBS) projects in 2010–2014 (expenditure, €)



Source: Financial reports on PBS provided by FRC.

FRC began implementing development cooperation projects in 1964 and established its international role in organisational development and capacity building of sister National Societies in disaster preparedness, health work and youth activities. The community-based approach is the cornerstone of FRC's long-term development cooperation since the RC/RC Movement's worldwide net of volunteers gives access to even the remotest communities in the targeted coun-

Up until 2015, FRC's development programme covered six regions, with half of MFA funding was allocated to Africa.

Most of FRC's development programmes are implemented through RC/RC National Societies.

tries. Through the development cooperation projects, FRC promotes capacity building of local RC/RC National Societies to enhance their disaster management and response capabilities and to increase resilience to disasters and other. FRC has a particular focus on community-based health interventions both in humanitarian and development operations. FRC uses MFA funding also for training purposes and to support longer term staff secondments of delegates to IFRC and ICRC.

In 2015, health was the biggest sector receiving funding from the PBS, although its share declined from 47% in 2014 to 33% in 2015 due to the increase in organisational development and integrated development projects (FRC, 2014a). Community resilience is one of FRC's main strategic objectives. Adaptation of risk-informed, holistic approaches that address the underlying vulnerabilities more comprehensively have led to the increase in the share of integrated multi-sectoral projects, from 20% in 2014 to 27% in 2015.

Most of FRC's development programmes are implemented through RC/RC National Societies. FRC implements some activities by itself, by deploying staff, participating in responses to the disasters and by capacity building at national, regional and global levels. In Finland, FRC carries out communication and educational activities. During 2015 and 2016, FRC took a leading operational role domestically in supporting the Finnish government with reception centres to help deal with the influx of more than 32 000 asylum-seekers from the Middle East, an influx that represented more than a tenfold increase compared to the previous year (FRC, 2016a).

Advocacy

National Societies and the International Federation have a coordinated approach to media and communications that highlight the role and priorities of the RC/RC National Society of the affected country and aim for common advocacy positions around key issues. FRC's advocacy role differs somewhat from other Finnish CSOs due to a combination of the auxiliary role of RC/RC National Societies for governments along with a collective approach to global advocacy in areas such as promoting International Humanitarian Law (IHL) and encouraging countries to promulgate legislation based on International Disaster Response Laws, Rules and Principles (IDRL). In addition, the RC/RC Movement's neutrality and impartiality often acts as a constraint on FRC taking strong advocacy positions.

External advocacy is not considered as a top priority for FRC's international operations. FRC has nonetheless been involved in advocacy in countries such as Mongolia and Philippines, to promote the recognition of the RC/RC National Societies in community-based disaster preparedness work by local authorities (FRC, 2014a). Most of FRC's efforts can be characterized as "behind closed doors" advocacy with the Finnish government or supporting coordinated efforts led by IFRC, ICRC and/or RC/RC National Societies. At the same time, there is a recognition within FRC that advocacy is likely to become a higher priority with their increased focus on resilience (FRC, 2016a).

Advocacy, global education and communication in Finland

FRC's communication, advocacy and global education, which are partly funded by MFA, include a variety of activities and targets for communication activities set on annual basis. In 2013, for example, the overall goal of FRC's communication on development cooperation was to tackle image-related challenges linked to the results and efforts invested in development assistance. Another objective was to improve public understanding of the relevance of development cooperation (FRC, 2013). In 2014, the overall goal of the FRC's communications, global education and advocacy for development cooperation was to position the FRC as a humanitarian organization with a specific role to build community resilience and strengthen the capacities of its partner National Societies to prepare for disasters and reduce risks. Examples of FRC's activities include a mobile application "Riskien keskellä" (Risk Zones) highlighting the specific FRC approach to development cooperation and a communications campaign to mark the 10th anniversary of the Indian Ocean Tsunami. It reached a total of 934 000 viewers.

FRC tracks the results of its campaigns by commissioning an image survey to assess the perceptions of Finns to FRC's work. The most recent which was conducted in 2016 found that 76% of respondents selected FRC as the best-known CSO in Finland. Nearly all respondents were able to mention some activities carried out by the FRC. Most frequently mentioned were disaster relief and emergency assistance (48%), international development work (32%) and blood transfusions (30%). (Turja, 2016).

3.2.3 Humanitarian assistance

FRC has a long history of participating in international HA operations and has received 65-70% of MFA's humanitarian funding allocated to the Finnish CSOs during the period covered by this evaluation. In contrast with other CSOs participating in this evaluation, MFA humanitarian allocations were more than double of FRC's PBS funding.

Through its humanitarian interventions, FRC aims to improve the ability of the RC/RC National Societies to fulfill their government auxiliary role as well as of communities to respond to disasters, save lives and to alleviate their impacts within those communities. FRC has a specific focus on the health and well-being of people and their communities. FRC responds to crises caused by both natural disasters and conflicts.

As shown in Table 2, the total funding has slightly increased during the past five years, while the number of grants has been reducing and the maximum grant size has almost doubled during the past five years. This appears to be partially influenced by the UN-led Transformative Agenda initiative, since the largest grants have been allocated to L3 emergencies in Syria and South Sudan. The geographical distribution of HA funding is shown in Figure 3.

FRC has received 65–70% of MFA's total humanitarian funding allocated to the Finnish CSOs.

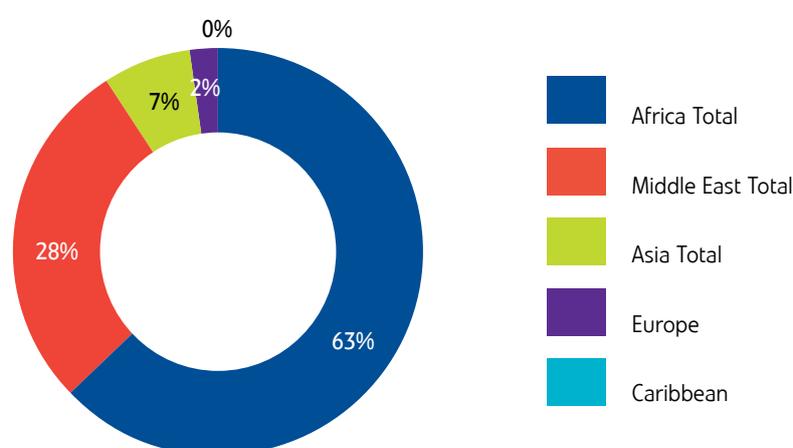
Table 2: MFA's Humanitarian Grants to FRC in 2010-2015 (€)

	2010	2011	2012	2013	2014	2015	2016
Amount (€)	13 750 000	15 850 000	14 000 000	17 480 000	16 264 780	16 000 000	11 700 000
No. of grants	25	27	23	25	18	19	8
Average grant size (€)	550 000	587 037	608 696	699 200	903 599	842 105	1 412 500
Maximum single grant (€)	1 250 000	1 200 000	1 500 000	2 000 000	3 500 000	2 000 000	2 500 000

Source: Financial reports on HA provided by FRC.

Geographical distribution of FRC's humanitarian assistance in 2010-2015 is illustrated in Figure 3 below.

Figure 3: Geographical distribution of FRC's humanitarian assistance in 2010-2015 (commitment, €)



Source: Financial reports on HA provided by FRC.

Whereas development projects at a country level are implemented through national societies or IFRC, FRC regularly intervenes as part of a multilateral response during the disaster responses where it deploys Global Response Tools coordinated by IFRC or, in conflict contexts, by ICRC. Global Response Tools include several different components as follows (IFRC, 2014):

- Emergency Response Units (ERUs);
- Field Assessment & Co-ordination Team (FACT);
- Regional Disaster Response Team (RDRT) and Regional Intervention Team;
- Head of Emergency Operations;
- Household Economic Security teams and Federation Early Recovery Surge Team;
- Shelter Technical Team;
- Shelter Coordination Teams and other emergency shelter cluster coordination resources (excluding the role of the Federation Secretariat itself);
- Regional Response Units; and
- Components of the above as relevant to ICRC's Rapid Deployment mechanism, such as Rapid Response Units (RDU), which are the ICRC's equivalent to IFRC's ERUs.

Establishment, maintenance and deployment of Global Tools account for a large part of FRC's humanitarian expenditures and is the primary mechanism used by the IFRC for an international response, par-

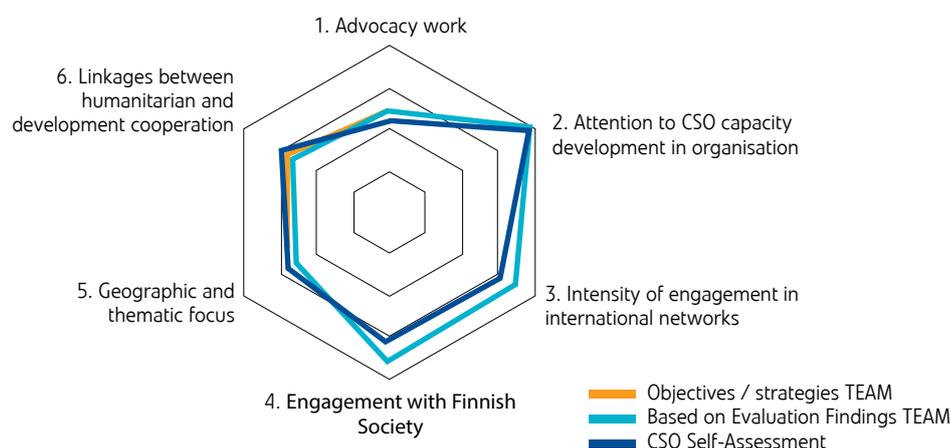
ticularly for quick onset natural disasters (Attfield et al., 2016). FRC is a strong supporter of Global Response Tools and it regularly deploys staff, materials and/or equipment as part of FACT, RDUs and, ERUs in health, relief, logistics and communications/ information technology (IT). During the Nepal earthquake response in 2015, for example, FRC’s HA budget was allocated to support deployment of a Logistics ERU, an x-ray unit, relief supplies and twenty-three FRC delegates to support the IFRC coordinated response (FRC, 2016b).

MFA’s level of contribution qualifies FRC to be a member of ICRC’s Donor Support Group that gives them a direct access to the ICRC’s operations and staff to get an in-depth understanding of the humanitarian challenges that ICRC seeks to address. Both IFRC and ICRC are active members of several global humanitarian coalitions, including the Steering Committee for Humanitarian Response and are observers in Inter Agency Steering Committee meetings. While FRC is the largest humanitarian CSO in Finland, it is a relatively small member in budgetary terms within the RC/RC Movement.

3.2.4 Operational positioning of FRC

As described in the methodology section, part of the analysis was to develop visual profiles of each CSO (Figure 4). This is not performance-related, but rather to illustrate diversity of strategic choices and operating models of each CSO. Scores range from 0-4, which, for most indicators, signify “not at all” to “almost always”. The three lines in the figure compare self-assessments compiled by FRC staff based in HQ and in the Africa region with two scores by the team; one based on a preliminary analysis during the inception phase and another based on an assessment at the end of the evaluation.

Figure 4: Visual Profile of FRC



There was a general agreement on ratings between FRC staff and the evaluation team, including a significant focus on capacity development. In the case of FRC, this focus is not only on RC/RC National Societies, but also on strengthening the IFRC in general to help it fulfil its coordination and leadership function within the RC/RC Movement. The relatively low ratings by FRC and the team for the geographic spread and humanitarian/development linkages are an indication of FRC’s emphasis on a multilateral response to respond to disasters

FRC has a significant focus on capacity development, not only for RC/RC National Societies but also strengthening the IFRC.

FRC's integrated approach to resilience aims to support communities to better prepare for, withstand and recover from disasters.

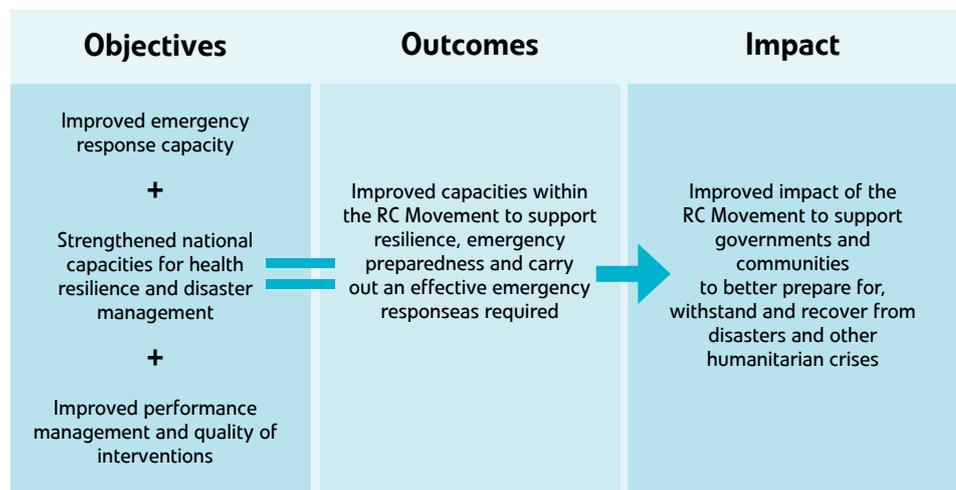
wherever they strike. FRC thus often finds itself in a situation where it is participating in a humanitarian response in a country where it has no longer-term programme. Minor differences in self-assessment ratings and those of the evaluation team can be mainly attributed to different interpretations of the indicator questions and the subjective nature of ratings.

The RC/RC Movement differs in several ways from other CSOs and some of the indicators are not really adapted to FRC. Taking the example of advocacy, FRC considers that promotion of International Humanitarian Law (IHL) and International Disaster Response Law (IDRL) are part of advocacy, but the FRC staff members situated in FRC's domestic division see that the responsibility to advocate lies with IFRC and ICRC. FRC's staff members also consider that it is a strength that HA is primarily based on needs and FRC's standby capacities and not necessarily based on previous development interventions since it is the role of the RC/RC National Societies in the country to make the links between the development and humanitarian continuum.

3.2.5 Theory of Change

A depiction of FRC's ToC is illustrated in Figure 5. It is based on the premise that, by investing in an integrated approach to resilience, particularly with a specific focus on health with FRC, disaster management at local, national, regional and international levels, the capacity of FRC and the wider RC/RC Movement will support communities to better prepare for, withstand and recover from humanitarian crises and disasters.

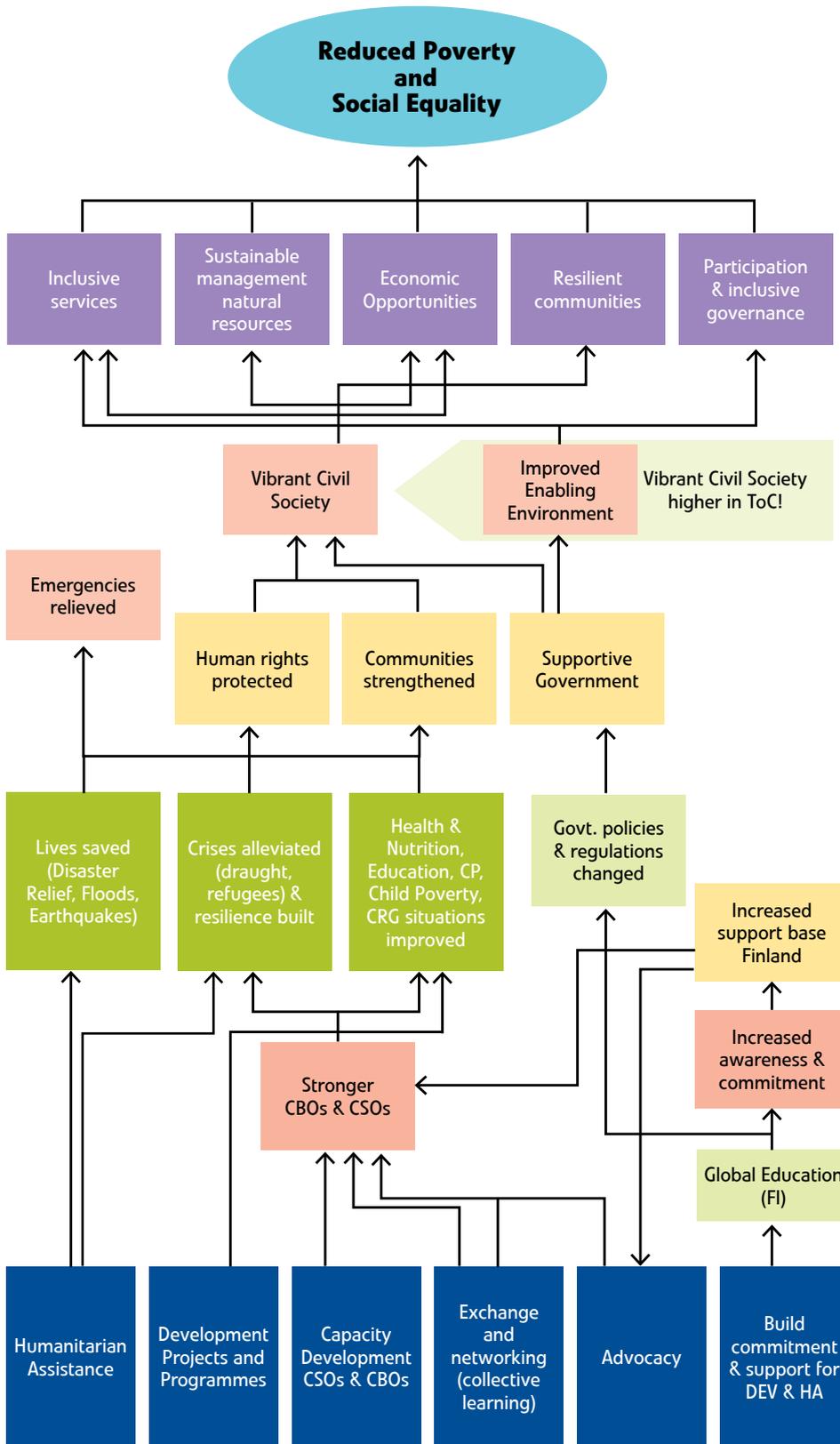
Figure 5: Overall Theory of Change for FRC



Source: ToC developed by the evaluation team based on findings.

Figure 6 illustrates the role of FRC's HA and PBS programmes in the ToC developed during the inception phase for this evaluation to show how support to CSOs contributes to meeting MFA's strategic policy objectives. The lower boxes illustrate how FRC supports MFA's overall ToC through delivery of relief during humanitarian crises, building resilience at a community level and supporting capacity and organisational development at a national and international level. FRC's advocacy role is largely focused on promotion of IHL along with policies and practice to increase resilience of at-risk populations.

Figure 6: Reconstructed ToC for FRC



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

FRC views responses to disasters as an important opportunity to build operational and institutional capacities.

The ToC figure above includes both humanitarian and development interventions. Although FRC's budget for HA interventions is more than double that of its PBS projects, the pathway to "Stronger RC/RC National Societies and CBOs" from "Humanitarian Assistance" illustrates how FRC views responses to disasters as an important opportunity to build operational and institutional capacities. In fact, it is evident that all pathways eventually converge on the box "Stronger RC/RC National Societies and CBOs", illustrates the importance that FRC gives to ensuring that everything they do is linked to capacity building as the primary vehicle for achieving higher level goals. For RC/RC National Societies, this translates into support to organisational development.

At higher levels in the pathway of change, FRC is contributing to save lives, mitigate suffering while more inclusive, and helping to increase the resilience of communities to improve and support long-term enhancement in the quality of community-based health and well-being. The RC/RC Movement's unique auxiliary role with national governments helps to position FRC so that it not only is able to have potential influence at a local level, but also upon policy and legislation at a national level through the RC/RC National Societies and, through IFRC and ICRC, at a global level. As previously noted, FRC's advocacy work also includes promoting IHL and IDRL within Finland.

Another 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 FRC. Here again, FRC's domestic unit has a unique role and comparative advantage amongst Finnish CSOs since its domestic activities reach all Finnish communities providing an entry point for formal and informal education. At a national level, FRC's domestic unit has the responsibility of ensuring that Finnish government policies and capabilities are consistent with IHL and IDRL good practices.

While FRC, and the RC/RC Movement in general, have given priority to building local capacities to prepare to respond, the launch of the "One Billion Coalition for Resilience" in 2015 (IFRC, 2015a) is a recognition of a need for a transformative initiative within the RC/RC Movement to scale-up community and civic action to strengthen individual and community capacity to withstand shocks. One of the results of this transformation has been a greater awareness amongst the humanitarian community of the need for a systems approach that goes beyond preparedness to make risk management as an integral part of development strategies (OECD, 2016).

4 FINDINGS ON FRC'S PERFORMANCE

4.1 Relevance, Appropriateness and Coverage

Strategic Focus

FRC's work is relevant to Finnish MFA development cooperation policies and, in particular, to MFA's humanitarian policy. FRC's membership of the RC/RC Movement, the largest independent humanitarian network in the world, gives the MFA indirect access to significant resources at both grassroots and global level. Its extensive network of tens of millions of staff and volunteers with strong links at grassroots level is a valuable source of in-depth information and advice on how external assistance can add value in reducing vulnerabilities in affected populations. The RC/RC Movement has also provided FRC and MFA with a seat at the table during discussions relating to global initiatives on humanitarian law, human rights and resilience that help to advance its strategic priorities, not only humanitarian issues (such as promoting IDRL) but also Finland's development agenda (resilience, climate change adaptation). Examples of how FRC's value-added include:

- FRC's collaboration with ICRC allows MFA assistance to reach vulnerable populations in fragile and hard-to-access contexts at a scale that other Finnish CSOs cannot match;
- Assisting RC/RC National Societies in strengthening the resilience of communities to withstand disaster shocks through participation in campaigns such as the One Billion Coalition (IFRC, 2015b) advocates for increased public and private investment in risk reduction, climate change adaptation and emergency preparedness;
- Supporting multilateral efforts to promote and build capacities within the RC/RC Movement in gender equality programming and Sexual and Reproductive Health and Rights in line with MFA humanitarian and development commitments;
- FRC's promotion IHL and IDRL, Rules and Principles (both internationally and in Finland); and
- Supporting MFA in meeting their World Humanitarian Summit commitments (MFA, 2016d), including humanitarian mediation, promotion of IHL, combatting sexual and gender-based violence, preparedness and building resilience to disaster shocks.

FRC is one out of a total of 190 RC/RC National Societies within the RC/RC Movement. It has succeeded in positioning itself as a one of a handful of those specialised in health, a primary sector within the RC/RC Movement. The FRC's

FRC's membership of the RC/RC Movement, the largest independent humanitarian network in the world, gives the MFA indirect access to significant resources at both grassroots and global level.

FRC has succeeded in positioning itself as a specialist in health, a primary sector within the RC/RC Movement.

The reduction in MFA funding does not appear to have as much of an effect as with some other Finnish CSOs.

FRC channelled HA funds to 50 countries along with support to regional and global RC/RC Movement activities.

specialisation on health and disaster risk management is appropriate and is area of focus in both PBS and HA programming. FRC's additional areas of focus, logistics and IT, are more relevant to HA interventions. Logistics capacities offers strategic value added in supporting FRC's emergency operations, notably health and provision of relief items. All four focus areas are seen as important capacities to support FRC's domestic disaster management role.

Programme Based Support

Between 2010 and 2015, some 55% of PBS funding was allocated for health-related projects, primarily community-based integrated projects although. This has declined to 33% as more resources have been channeled to organizational development and integrated projects aimed at promoting resilience. Disaster preparedness/disaster risk reduction (DRR) projects accounted for approximately 20%, multi-sector projects for around 15% and organizational development another 10%. € 5.5 million was channeled through IFRC for global support to health, DRR, organizational development and gender programming.

In 2015, FRC decided to reduce the number of countries to enable them to achieve greater impact. Since the FRC had already planned to phase out of some country development programmes and there was an additional injection of funds from the European Union, the reduction in MFA funding does not appear to have as much of an effect as with some other Finnish CSOs. FRC responded to the reduction of 38% in PBS funding in 2015 by phasing out support to the Democratic People North Korea RC/RC Society and the Burundi RC/RC Society. It was able to target cuts at multilateral operations so that IFRC had opportunities to seek replacement funding from other sources.

Humanitarian Assistance

The RC/RC Movement has historically been at the forefront in promoting humanitarian principles, exemplified by the RC/RC Movement's lead role in developing the Code of Conduct for the International Red Cross and Red Crescent Movement and CSOs in Disaster Relief. ICRC is the creator and guardian of IHL.

Between 2010 and 2015, FRC channelled HA funds to 50 countries along with support to regional and global RC/RC Movement activities. As shown in Table 3 below, 63% of MFA humanitarian funds were allocated to countries classified by the World Bank as fragile states (World Bank, 2016), mostly in collaboration with ICRC.

Table 3: Channelling of MFA's Humanitarian Funds through FRC (2010-2016)

Funding Channel	TOTAL			FRAGILE STATES		
	No. of Projects	Amount (€)	Percent	Projects	Amount (€)	Percent
ICRC	73	67 700 538	65%	58	50 950 000	78%
IFRC	49	31 829 462	30%	21	13 400 000	20%
Bilateral projects	10	4 950 000	5%	1	1 250 000	2%
TOTAL		104 644 780	100%		65 600 000	63%

Source: HA funding data provided by MFA.

In comparison with PBS, MFA's HA allocations were slightly less affected by the funding cuts in 2016, when FRC experienced a reduction of some 29%. FRC also managed to increase funding from other donors, including ECHO and DIPECHO, so its overall budget has been less affected than some other Finnish CSOs. FRC's contributions to IFRC programme resources and global support for IFRC policy development were significantly reduced.

The Finnish government views FRC and the RC/RC Movement as a valued partner. The combination of a longstanding partnership, strong disaster response capacity and global reach, including at a grassroots level, has resulted in a situation where MFA views the FRC as both a provider of valuable advice on conflict and emergency situations and a reliable delivery channel for operational support and emergency aid. FRC's standby disaster response capacity is also important for the Finnish government for domestic responses.

Alignment to Needs

The RC/RC Movement provides a major resource for the Finnish government to address vulnerabilities in fragile states in line with MFA's 2012 and 2016 Development Policies (MFA, 2012b; MFA, 2016c). Not only is most of MFA's funding for humanitarian operations in fragile states channelled through FRC and ICRC, but this relationship with ICRC provides FRC and MFA with direct access to in-depth assessment and analysis about the situation of affected populations.

The RC/RC Movement is guided by the RC/RC Movement's Principles and Rules (IFRC 2013a), which recognize the importance of strengthening organizational, coordination and delivery capacities of RC/RC National Societies to respond to the increasing number and complexity of disasters and the growing number of vulnerable people. They call for greater collective learning, adaptation, innovation and leadership to ensure that the Movement achieves greater humanitarian impact. FRC's efforts to comply to these rules and principles of the RC/RC Movement in addition to its own policy guidance has helped to ensure that activities have been implemented in alignment with Finnish development and humanitarian priorities, notably in terms of gender equality, community-based resilience, community health services and building of national and regional capacities.

Being present in vulnerable communities before, during and after disasters positions FRC and other RC/RC Societies help to strengthen the resilience of vulnerable people. The resilience approach highlights the overlapping nature of preparedness, relief and recovery work bridging these to more developmental work.

Programme Based Support

Around 20% of PBS resources have been allocated to projects that specifically address disaster preparedness and disaster risk reduction (DRR), but this does not fully take account of the fact that preparedness/DRR has been integrated as a way of working by FRC. In the countries visited, integrated health projects not only achieved increased health awareness, but also left behind community disaster preparedness plans that had been developed through participatory processes.

The Finnish government views FRC and the RC/RC Movement as a valued partner.

Being present in vulnerable communities before, during and after disasters positions FRC and other RC/RC Societies help to strengthen the resilience of vulnerable people.

FRC has supported community satisfaction surveys to collect feedback. However, there were no systems in place to track and follow-up on community complaints.

Improving the quality and use of assessments was recommended by IFRC's review of Global Tools.

In line with IFRC policy guidance, FRC applies a standardized Vulnerability and Capacity Assessment (VCA) methodology that uses various participatory tools to gauge the exposure of communities to and capacity to resist disaster shocks. The VCA is a key component of FRC's core Disaster Preparedness/DRR Programme as it complements national and sub-national risk, hazard, vulnerability and capacity mapping exercises that identify communities most at risk. FRC, in consultation with RC/RC National Societies and IFRC, uses this to determine intervention approaches and locations. In Myanmar, for example, FRC had used VCA's results to progressively shifting its project locations to focus on more vulnerable and less stable areas such as the Thai border area that was just emerging from decades of conflict.

Field observations, interviews and document review demonstrate that FRC-supported projects have been participatory. In all projects visited, there had been extensive community sensitization at the beginning of the projects to ensure that target community receives information about the project and its implementation. In addition, community satisfaction survey tools had been used during project implementation to collect feedback. However, there were no systems in place to track and follow-up on community complaints and feedback in either Kenya or Myanmar, findings that resonate with some FRC evaluations. For example, a Mid-Term Review of the Cote d'Ivoire health project found that *"Based on the desk review and FGDs it seems that there is no systematic beneficiary feedback process nor forms used to collect feedback by volunteers, supervisors or project staff"* (FRC, 2016c, page 14)

This can leave an important gap in assessment of needs and the relevance of assistance during implementation. A general lack of community feedback systems has been identified throughout the RC/RC Movement (DFID, 2016).

Humanitarian Assistance

The RC/RC Movement has a specific advantage with respect to other CSOs in that it has extensive coverage at grassroots level around the world and the RC/RC Movement is often one of the first sources of information following a disaster event. In large scale disasters, the overall needs assessment is the responsibility of the Field Assessment Coordination Team (FACT) and the host RC/RC National Society, with ERUs supplementing these assessments for their specific functions (health, logistics, etc.). Needs assessment is one of the key components of the Global Tools deployed as part of the response. Improving the quality and use of assessments is a key recommendation emerging from IFRC's review on Global Tools (Attfield et al., 2016).

There are also tensions within the RC/RC Movement since some RC/RC PNS feel that IFRC should use capacity from across the RC/RC network where there are opportunities to reach vulnerable people that are beyond the capacities of the host RC/RC National Society. Other RC/RC PNS favour scaling the crisis response to fit the capacity of the host RC/RC National Societies, while working at the same time to expand its response capacity gradually in line with the wishes of the host RC/RC National Society, an issue identified with the FRC-led ERU in Jordan (Lawry-White & Schloffer, 2014).

Cross-Cutting Objectives

FRC has increasingly focused its efforts in promoting gender awareness. The evaluation of the delegate programme (Venäläinen, 2014) found that the presence of the Finnish delegates has increased gender awareness and use of gender disaggregated data in national societies. FRC has also helped to promote gender equity within the RC/RC Movement, although FRC reporting is often limited to disaggregating gender data and gender analyses are rarely carried out for MFA-funded projects. FRC, in line with the RC/RC Movement priorities, has worked towards preventing sexual and gender-based violence in emergencies focusing on situations of armed conflict, disasters and other emergencies by strengthening programming, policies and advocacy in line with the UN Security Council Resolutions 1325 and 1820 on Women, Peace and Security (FRC, 2016a).

The disability inclusion has not been systematically integrated in the projects and programmes (Venäläinen, 2013) during 2010-2015, although some activities have been implemented in the past targeted to persons with disabilities. FRC has for example worked with ICRC to provide prosthesis for victims of conflicts. The lack of attention to disability inclusion was noticed during interviews and observed during field visits when FRC and RC/RC National Societies experienced challenges in identifying disabled persons as key informants. In Myanmar, one of the RC/RC Committee members is an amputee who had not been able to attend any RC/RC district meetings since taking up the post several months earlier since he felt there were no facilities for him. FRC has determined to give greater priority to disability and is reportedly planning an intervention with a disability component in Syria.

A greater focus by MFA on disability inclusion as an important cross-cutting objective together with IFRC's Resolution on Promoting Disability Inclusion (IFRC, 2013c) has led to increased attention by FRC. The basis for the RC/RC Movement's position in the promotion of equality lies in the Fundamental RC/RC Principle of impartiality prohibiting discrimination. Recognizing the need to improve the inclusion of people with disability, the Council of Delegates in December 2015 adopted Movement-wide Strategic Framework on Disability Inclusion 2015-2019.

Although addressing effects of climate change was mentioned in project proposals in countries visited, implementation and monitoring was variable. In Kenya, climate change was integrated into the livelihood project, but in Myanmar it received relatively little attention. FRC frequently carries out joint VCAs with the host RC/RC National Society using a "climate-smart" tool developed by IFRC's VCA that measures vulnerability in different geographical areas. This has been used by FRC to inform resilience and disaster risk reduction interventions. It provides a useful reference when conducting assessments following a disaster event. The VCA also identifies vulnerable groups and individuals who can be targeted by activities to promote equitable and inclusive practices, such as promotion of gender equity, addressing needs of displaced people, disability inclusion and persons living with HIV/AIDs.

Along with the "climate smart" examples from Asia, FRC's regional staff in Africa reported that they have carried out an environmental impact assessment in

FRC, in line with the RC/RC Movement priorities, has worked towards preventing sexual and gender-based violence in emergencies.

FRC has made efforts to prevent sexual and gender-based violence. A greater focus by both MFA and IFRC on disability inclusion has led to increased attention by FRC.

FRC generally has good connections to the governments through RC/RC National Societies, but links with other CSOs, UN agencies and other external agencies are sometimes tenuous.

Kenya during project preparation. FRC has also supported awareness raising activities in communities focused on climate change impacts and adaptation options in particular for livelihoods in DPRK, Kenya, Malawi and Zimbabwe (FRC, 2014a).

4.2 Complementarity, Coordination and Coherence

FRC generally has good connections to the governments through RC/RC National Societies, but links with other CSOs, UN agencies and other external agencies are sometimes tenuous. The evaluation team observed in both Kenya and Myanmar that one of the underlying factors behind FRC's overall success with its community-based health activities is that RC/RC National Societies play an important communication and liaison role between the governments and communities. RC/RC National Societies often have good connections with international agencies at national level, supported by IFRC and RC/RC PNS.

Collaborations, such as the FRC's work with the Swedish Red Cross in Myanmar, offers a good practical example of how harmonisation between RC/RC PNS can enhance quality, coherence and learning, and also support sustainability by making it easier for RC/RC National Societies to take a programmatic approach to interventions rather than being limited to project funding timelines.

Nevertheless, based on interviews and field observations, there appeared to be a lack of awareness of capacities or interventions of other CSOs (or other external actors) at local level which made it difficult to understand how RC/RC National Society is positioned. Similarly, the interviews found that all key stakeholders were not well informed about the work of the FRC or RC/RC National Societies compared to activities of other CSOs. For example, UNICEF's WASH cluster coordinator was not aware of the Myanmar Red Cross Society's (MRCS) health awareness projects supported by FRC. In Kenya, the Kenya Red Cross Society (KRCS) delegates were not aware of the cooperative development activities in World Visions Area Development Programme in a neighbouring sub-county. Some of these gaps can be attributed to a lack of coordination by local government, particularly in Myanmar where, up until recently, there has not been a significant presence of CSOs.

FRC has a reputation within the IFRC for its collaborative and complementary approach with peer RC/RC PNS in both HA and PBS operations. FRC is increasingly working jointly with RC/RC PNS and many of these joint deployments appear to have had positive results. Some, however, have encountered significant challenges such as deployment of a FRC-led hospital in the Syria crisis. It faced several implementation challenges due to the operational and administrative constraints that were identified in external evaluations (Lawry-White & Schloffer, 2014; AED & URD, 2016). Since these were multilateral/interagency evaluations there were no recommendations targeted at FRC, and lessons learned and follow-up actions specific to FRC were not documented

FRC has just begun implementing pilot interventions in partnership with some of the stronger RC/RC National Societies in developing countries like Kenya and the Philippines as part of its PBS programming. The integrated livelihood

project in Kenya provides a good example of a strategic pilot. While the disaster management component of the project appeared to have been very successful, based on observations and interviews by the evaluation team, FRC's support to a pilot long-term livelihood project has so far achieved limited success due to the gaps in technical knowledge of FRC and RC/RC National Societies on value chains, cooperative business plans, etc. which are not FRC's areas of core expertise.

Programme Based Support

During the 1990s, FRC mainly used a bilateral approach working directly with RC/RC National Societies, and shifted in 2000 to multilateral cooperation with channelling resources through IFRC. However, currently more than half of FRC's PBS projects use bilateral approaches where FRC works directly with RC/RC National Societies. The reasons for this shift include increased pressure from back donors on RC/RC PNS to show results, and declining confidence in IFRC's leadership along with a desire for greater visibility by some RC/RC PNS (INTRAC, 2016).

In addition to the strengthened bilateral cooperation there has been a subsequent move towards consortium arrangements involving RC/RC PNS working together to support a RC/RC National Society. FRC has been trying out this together with its sectoral partners (mainly the German and Swedish Red Cross) and as part of the "Nordic Consortium". A recent independent review of the Nordic Consortium (INTRACT, 2016) found both advantages and disadvantages with this approach. The review found that consortia which brought together like-minded RC/RC PNS with clear roles and shared objectives functioned best. The evaluation team observed a good example of a harmonised approach in Myanmar involving FRC together with the Swedish and the Danish RC/RC PNS. Obtained benefits included peer learning, a more coherent approach and mitigation of risk, since other partners were able to step in when funding was reduced for one of the RC/RC PNS.

Humanitarian Assistance

The bulk of FRC's emergency response is multilateral, in the form of funding, material assistance and deployment of Global Response Tools such as the secondments of delegates, FACT team members or ERUs under the umbrella of IFRC or RDUs with ICRC. The capacities of IFRC, ICRC and the host RC/RC National Societies have a significant influence on the timeliness and quality of FRC's response.

Although the RC/RC Movement supports equitable participation in disaster responses, in practice the bar is too high for many RC/RC National Societies to set up and maintain Global Tools. This is particularly true of ERUs because of the financial resources required to meet minimum standards (Attfield et al., 2016). The 2016 IFRC Global Tool Review recommended that IFRC and RC/RC PNS should introduce a system of partnering and sponsoring in developing countries to promote their participation to bring more RC/RC National Societies into surge responses. It was suggested that, apart from being more equitable, deployments from regions would usually be more cost effective due to their relative proximity and cultural affinities.

There has been a subsequent move towards consortium arrangements involving RC/RC PNS working together to support a RC/RC National Society.

The bulk of FRC's emergency response is multilateral, in the form of funding, material assistance and deployment of Global Response Tools.

FRC led or participated in 19 ERU deployments during 2010-2015, mostly jointly with peer RC/RC National Societies.

FRC's projects funded under PBS usually met or exceeded targets.

Interviewees from FRC and IFRC noted that ERU Technical Working Groups meet once a year to share updates and learning, and agree on follow-up actions. During 2016, these meetings were hosted by FRC, which brought together close to 70 experts on different ERUs. Besides the annual meetings, several working groups are working with specific topics, technical or more strategic. In health, for example, FRC key informants reported that there are currently working groups on sexual reproductive health and public health in emergencies, where FRC is one of the main contributors.

Coherence with Humanitarian Arrangements

The RC/RC Movement is one of the key actors in the UN-led humanitarian reform. As noted above, the IFRC and ICRC are both observers during global IASC meetings, and delegations have a similar role in Humanitarian Country Teams (HCT), which are responsible for developing strategies and prioritising needs. At the same time, whereas IFRC is co-leading the global emergency shelter cluster for natural disasters, ICRC is not taking part in the cluster approach although coordination between the ICRC and the UN continues to the extent necessary to achieve efficient operational complementarity and a strengthened response for people affected by armed conflicts (IASC, 2006).

The RC/RC Movement usually prefers to issue its own appeals for the disaster responses rather than combine funding with the UN-led appeals or Humanitarian Response Plans. Most of the interaction with HCTs or clusters at a country level is via IFRC and, increasingly, the RC/RC National Society of that country. FRC's involvement with Humanitarian Reform mechanisms largely depends on the role it is playing during the emergency response. For example, although most engagement with clusters is by IFRC and/or the RC/RC National Societies, FRC's members of health ERUs may participate in health cluster meetings at a local level. During the response to the Nepal earthquake, a FRC delegate seconded to IFRC played a critical role as Partnership Coordinator as different RC/RC National Societies, both invited and uninvited, flew in teams and relief materials (Baker et al., 2015).

FRC led or participated in 19 ERU deployments during 2010-2015 out of a total of 108 ERU deployments (Attfield et. al., 2016). Most (89%) were carried out jointly with other RC/RC National Societies, which was over twice the average (48 out of 108 were joint ERUs).

4.3 Effectiveness

Outcomes of CSO programmes (intended and unintended)

FRC's annual reports 2010-2015 indicate that the planned quantitative targets have largely been achieved. Field visits in Kenya and Myanmar confirmed that FRC's community-based health and disaster management projects, and organisational development activities funded under PBS usually met or exceeded targets. Overall, the results of evaluations have been positive (for example, Bhardwaj, 2013; Mukherjee, 2014) with increased health awareness and levels of participation, notably in mobilisation of volunteers. FRC has a good track record of engaging communities and promoting participatory approaches with

RC/RC National Societies, but has been less effective with information sharing and community feedback mechanisms, which is an essential part of CBHFA. Findings from country visits suggest that the targets should include both outputs and outcomes, and should be based on a realistic analysis so that too low expectations and targets could be avoided.

The evaluation team visited in Kayah State in Myanmar both sites where projects had already been completed and where the next phase of a 3-year project was just starting. An important difference in women's participation during focus group discussions between the new sites and those where projects had been completed was observed. It was evident that the project had positively influenced women's empowerment. In communities where projects had just started, it was mostly men who spoke whereas in villages where committees had been working for several years women were much more articulate and self-assured. This was attributed by the evaluation team to a combination of organisational development of committees along with a feeling amongst committee members and volunteers of having greater control over the health of their communities. Subsequent interviews with FRC staff confirmed that these were not isolated cases but this wasn't being documented since women's empowerment was not routinely being measured during monitoring and evaluations. Related positive outcomes included strengthened CBOs at a village level and improved preparedness for disaster shocks. Document research, interviews and observations during field visits to Kenya and Myanmar confirmed that FRC has a robust development model for their community-based health and first aid projects that has been refined over the course of several years.

As part of the Evaluation of the FRC Development Cooperation Programme 2010–2012 (Venäläinen, 2013) a perception survey was conducted with a sample of RC/RC stakeholders to assess the effectiveness of the FRC's contributions. In this survey, FRC was seen to perform particularly well in programme planning, implementation, health and disaster risk reduction and preparedness. Improving self-reliance and volunteerism were lowest-ranked, which was consistent with findings from country level evaluations (for example, Research Centre for Economic and Social Development, 2014). The survey also found that there is space for improvement in the development for DRR at the community level to address the needs of vulnerable people. Other areas for improvement identified included volunteer development, and support to the national societies to move towards self-sufficiency. During the current evaluation, it was clear that FRC was addressing these issues, including leaving FRC staff in place after a project has ended to help ensuring sustainability.

FRC invests significantly in capacity development, both in operational and organisational development. This takes place at different levels in communities and RC/RC National Societies, It contributes to IFRC's and ICRC's multilateral trainings as well as capacity building of FRC's own staff, roster and volunteers. FRC uses its own funds for much of this training; MFA funds are mainly used to help in meeting FRC's goal in its 2013–2018 strategy of strengthening the resilience of vulnerable communities in partnership with National Red Cross/Red Crescent Societies. During 2015 alone, FRC reports indicated that it has contributed to building capacities of 155 Red Cross and Red Crescent branches or sub-branches, mostly in remote areas (FRC, 2016a). MFA funds were also

It is evident that FRC projects have positively influenced women's empowerment.

FRC has rightly been channelling more resources to integrated projects to better address resilience.

used for regional and global trainings in gender and health, and supported the organizational development of RC/RC National Societies. Observations during field visits and interviews with the key informants from RC/RC National Societies confirmed that FRC has been successful at integrating a capacity development approach into its M&E system.

Programme Based Support

Interviews with district health staff, community focus groups and RC/RC National Society staff and volunteers along with observations during field visits in both Myanmar and Kenya indicated that there had been improvements in health awareness and that as a result of improved health awareness, traditional healers are consulted less frequently. Availability of latrines and clean water sources in targeted communities has increased, but no data was available on the use of those latrines and clean water sources. Anecdotal observations and consultations suggest that there is still a need to monitor maintenance of these facilities.

Interviews with local health authorities and community members in Kayah State in Myanmar indicated that the PBS support has contributed to the decrease in incidence of water-borne diseases, together with the efforts of local government. A decrease of 30% was reported over the PBS project period. Malaria incidence may possibly have decreased even more. Projects results from Magway Region in Myanmar were mixed. For instance, comparing the data on referrals to health facilities in 2012 with data from 2011, it was noted that the number of malaria and dengue cases were almost the same or have only slightly decreased. Interviews also suggested that, although awareness on washing hand before a meal and after latrine has been increased, it was not consistently practiced.

IFRC's regional health staff in Africa reported anecdotal evidence that completed FRC projects appeared to have created "islands" in Ghana where no infections were recorded during a recent cholera outbreak. The evaluation team visited a pilot integrated livelihood project in Kenya that is designed to break the cycle of asset loss due to successive droughts and floods to increase resilience. The project appeared to be conceptually sound, based on a good quality needs assessment and had some positive results.

FRC has been channelling more resources to integrated projects to better address resilience, which was viewed by the team as an appropriate shift. An increased focus on resilience within the RC/RC Movement has led to a situation where RC/RC National Societies are becoming more involved in integrated multi-sectoral development activities, an area where the RC/RC Movement, including FRC, does have as much experience as CSOs who have a development focus. One of the results has been, as observed during the team's visit to FRC's integrated livelihood project in Kenya, that resilience projects have unrealistically short timeframes that are determined by availability of funding rather than a credible assessment of time needed to achieve specific outcomes. In addition, RC/RC National Societies sometimes have difficulty in determining whether their role in a development intervention related to resilience is as implementer or as facilitator.

There was a consensus amongst interviewees that there are issues with the quality of morbidity data of the government health authorities, but it should be possible to measure intermediate and long-term indicators of disease incidence and women's empowerment during household surveys. There was interest amongst some of the district health staff in using the FRC project as an opportunity to improve the quality of their data.

Humanitarian Assistance

Since 2010, FRC has responded to disasters in over 40 countries, of which two-thirds have been in sub-Saharan Africa. FRC's International Personnel Reserve comprises approximately 1 100 professionals trained on FRC's basic and further training courses, of which an average of 150 are deployed on international assignments every year for short and long term assignments. FRC's main contribution during a response is material assistance and deployment of surge personnel as part of IFRC's Global Response Tools. FRC's staff are also often seconded to IFRC or ICRC to strengthen the multilateral approach and FRC's strategic influence. In Myanmar, for example, FRC seconded a staff member as the DRR Delegate of IFRC Myanmar Office.

An independent review of IFRC's Global Response Tools (Attfield et al., 2016) highlighted several issues related to effectiveness that are directly relevant to FRC, including:

- Lack of clarity about decision-making for deployments of Global Tools;
- Need to plan for both the pre-disaster and transition phase/exit strategy, not just focus on response;
- Importance of strengthening approaches to needs assessment and evaluation of responses to enable the RC/RC Movement to analyse response options based on evidence and learning; and
- Recommended developing a methodology to incorporate lessons from an emergency response into preparedness planning for cyclical and seasonal disaster risks.

As noted above, in contrast to FRC's development work, there is a lack of documentation of FRC's performance or lessons learned for multilateral responses since evaluations and reviews are usually led by IFRC or ICRC. FRC's and IFRC's key informants reported that the resulting lessons are reviewed by working groups composed of different RC/RC PNS on annual basis and agree on follow-up actions. The evaluation team was not able to obtain any record of these meetings and interviews indicated a lack of systematic follow-up on recommendations. IFRC has fairly detailed management responses to evaluations and publishes them on its evaluation database, but the team found little evidence that FRC was involved in follow-up on relevant recommendations.

MFA Budget Cuts

Since the FRC had already planned to phase out of some country development programmes, the reduction in MFA funding in 2015-2016 does not appear to have the effect as with other Finnish CSOs. Other mitigating factors included that most of FRC's funding is HA, which was not reduced as much as PBS, and

FRC's main contribution during a response is material assistance and deployment of surge personnel as part of IFRC's Global Response Tools.

Monitoring and reporting systems focus on outputs and proxy indicators for immediate outcomes (awareness), outcomes and contribution of FRC-supported activities were at times difficult to assess.

that it was also able to target cuts at multilateral operations to maximise opportunities for IFRC to seek replacement funding from other sources. FRC had also managed to increase funding from other donors, notably funding from the Disaster Preparedness ECHO programme (DIPECHO) and ECHO, so its budget has been less affected than some of the other Finnish CSOs.

FRC responded to the reduction of 38% in PBS funding in 2015 by dropping support to the Democratic People's Republic of Korea RC/RC Society and the Burundi RC/RC Society and reducing planned FRC contributions to several RC/RC partner countries. Contributions to IFRC's programme resources and global support for IFRC's policy development were drastically reduced.

Recurrent Factors Affecting Performance

FRC uses IFRC's Planning, Monitoring, Evaluation and Reporting (PMER) system when selecting indicators for the Community-Based Health and First Aid (CBHFA) projects (IFRC, 2013b). Since monitoring and reporting systems focus on outputs and proxy indicators for immediate outcomes (awareness), outcomes and contribution of FRC-supported activities were at times difficult to assess. As described above, anecdotal evidence indicate that FRC's community-based health projects are very effective, not just in raising awareness about health issues, but since FRC's PMER systems were not designed to measure intermediate or long term outcomes and changes in women's empowerment and CBOs' capacities these changes were not captured.

FRC has management response and monitoring systems in place for evaluations they commission, mainly on PBS projects. FRC takes a multi-lateral approach for humanitarian responses and it is thus IFRC or ICRC who commission and manage evaluations. There is however no comparable system in place for following up on recommendations relevant to FRC from these multilateral evaluations.

FRC's emergency response is mostly provided as part of a multilateral response led by IFRC or ICRC in the form of funding, material assistance or deployment of global response tools such as Emergency Response Units. The capacities and performance of IFRC, ICRC and RC/RC National Societies therefore have a direct influence on the timeliness and quality of FRC's responses. DFID's Multilateral Review found that ICRC largely exceeded DFID's benchmarks in all performance components apart from transparency and accountability (DFID, 2016). The relatively low score was given since, while understanding the need to protect sensitive data, DFID felt that ICRC should be more transparent in demonstrating its performance against targets, use evaluations more systematically and integrate accountability to affected populations into its operational management.

A significant gap identified by successive IFRC evaluations and in the 2016 IFRC Global Tools Review is the need to deploy the global tools based on a good quality and timely assessment of needs and national capacities. There have been a few examples when FRC-led joint ERUs focused on a limited number of international commodities, such as in the Philippines (Greenhalgh et al., 2014). In Syria the RC/RC National Society staff felt that the assistance was partly inappropriate, that they were being excluded (Lawry-White & Schioffer, 2014).

As noted above, these IFRC reviews apply to several RC/RC National Societies, not just FRC, although health and logistics were both identified as needing an improved modular approach to ensure that ERUs were fit for purpose.

The evaluation team compared FRC's reporting to MFA with the results of the available independent evaluations covering the same activities. It was found that FRC's reporting does not always meet MFA standards. Some of the FRC reports were found to be incomplete and there was a lack of self-critical analysis to demonstrate accountability and promote continuous improvement. One example cited in the IFRC Global Tools review (Attfield et al., 2016) was the deployment of a joint health ERU with the German Red Cross to establish and maintain Azraq Hospital in Jordan to support the Syrian refugee crisis response. The FRC and its German partners worked as part of a larger FRC-led consortium supported by ECHO. According to the FRC's report, objectives were met and everything went according to plan. In contrast, independent reviews found that there were a number of problems with this ERU deployment which were not mentioned in the FRC's report (Lawry-White & Schloffer, 2014; AED & URD, 2016).

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

FRC's policies and guidance related to cross-cutting objectives are very much in alignment with both the MFA and the RC/RC Movement. FRC has chosen to focus on gender equality and diversity, climate change adaptation and, more recently, on social inclusion including disability.

Programme Based Support

FRC has a relatively strong focus on gender equality. As indicated earlier in this report, the Evaluation of the Development Cooperation Programme 2010-2012 (Venäläinen, 2013) found that gender has been one of the issues where the delegate programme has made an impact. FRC's reporting is often limited to disaggregating gender data with a limited amount of gender analysis. FRC's health programming offers a good entry point to achieving meaningful results, including women's empowerment. Other evaluations have found increased awareness on gender equality and income of the primary beneficiaries together with a strengthened capacity of RC/RC National Societies at a local level to address gender-related issues (e.g. Research Center for Economic and Social Development, 2014).

Humanitarian Assistance

FRC has proactively promoted greater attention to gender issues within IFRC through its support to regional trainings and interactions with RC/RC National Societies. Interviews with IFRC key informants confirmed that FRC is amongst the RC/RC PNS who are seen to have been most active in supporting gender issues within the IFRC. FRC has been supporting IFRC's Psychosocial Centre to promote Sexual and Reproductive Health and Rights, which conducts regular training on sexual and gender-based violence.

ICRC, in turn, was one of the highest scoring agencies on gender in the UK 2016 Multilateral Review (DFID, 2016), notably in its work on preventing and

FRC has a strong focus on gender equality although FRC's reporting is often limited to disaggregated data with a limited amount of gender analysis.

Deployments of health ERUs are rarely combined with development programming due to their specific purpose and different standards.

Since most of FRC's humanitarian assistance is delivered via RC/RC Movement's Global Tools means that FRC's humanitarian operations have a de facto global reach and FRC often operates in countries where it has had no development programming.

responding to sexual and gender-based violence in conflicts. IFRC, on the other hand, was found not to be adequately demonstrating that it is targeting the most vulnerable systematically, including girls and women, (IFRC, 2013d; IFRC, 2015b; IFRC, 2015c).

Degree to Which PBS and Humanitarian Assistance are Successfully Combined

FRC's health interventions, which are the major focus of both their PBS and HA programme provide a good example of how the two funding streams combine. In Myanmar, FRC successfully applied learning from development programming over several years to establish health interventions in Rakhine when the situation deteriorated. The other area of alignment is integration of disaster preparedness and DRR activities in all FRC's development projects. The intervention in Rakhine was perceived as successful since FRC had already been working in the country. However, FRC often deploys to countries where it has no long-term programming, thus combination of PBS and HA depends on the willingness of FRC to commit to a longer-term presence and the availability of funding. Deployments of health ERUs are rarely combined with development programming due to their specific purpose and different standards (FRC, 2016a).

Coordination of PBS and HA as separate funding instruments

Since virtually all of FRC's humanitarian assistance is delivered through multi-lateral operations led by IFRC or ICRC, the structure and functioning of the RC/RC Movement's Global Tools means that FRC's humanitarian operations have a de facto global reach. FRC is thus often operating in countries where it has had no development programming. Links are nevertheless observed when a disaster strikes a country where FRC has long term programming, such as severe flooding in central Myanmar in mid-2016 where the pre-existing relationship with the Myanmar Red Cross facilitated FRC's response. FRC may also opt to remain in a country to participate in longer-term recovery and development efforts, such as in Sierra Leone following the Ebola crisis where FRC provided longer-term support to strengthen community-based health systems (FRC, 2015c). FRC's work is facilitated in this respect through cooperation with the host RC/RC National Societies which have a dual development and humanitarian mandate.

4.4 Efficiency

Adequacy of Resources to Achieve Outputs

Based on a review of selected financial reports, FRC's administration costs usually amount to 10% which is relatively low. Like most other CSOs, FRC does not carry out systematic cost efficiency analyses. FRC's newly launched Programme Information and Management System (PMIS) should help to link project outputs to costs but data was not yet available. A limitation for the use of PIMS will be that, since FRC frequently works multi-laterally or in consortia, the data would need to be comparable to other RC/RC PNS to be able to undertake an analysis. The lack of data to be able to carry out cost efficiency analysis

of both HA and PBS projects makes it difficult for FRC to, for example, make informed decisions about:

- Appropriate resource allocations to remote locations based on need (IRC, 2016);
- Different designs and approaches for deployment of Global Tools (INTRAC, 2016; Fisher & Houston, 2015; Baker et al., 2013);
- Cost efficiency of workshops for volunteers and RC/RC staff (FRC, 2016a); and
- The value-added of staffing options, e.g. regional structures.

A unique strength of FRC and its RC/RC Movement partners is their institutional emphasis on building and maintaining a large cadre of volunteers. A review (IFRC, 2015b) found that volunteering is often cost-efficient. During field visits, it was evident that some volunteers appear to have the level of knowledge and communication skills that could be used for training and coaching other volunteers. During the debrief in Myanmar for the Myanmar RC/RC National Society, it was suggested that they could make use of this resource to improve access to communities in hard-to-reach areas. Challenges faced include the volunteer's availability due to his/her normal workload and a tendency for RC/RC volunteers to be recruited by international NGOs during a major response.

MFA decisions in confirming funds for a disaster response are usually within 2-3 days, which is relatively rapid in comparison with other donors such as ECHO. FRC's warehouse and standby stocks allow FRC to quickly deploy relief supplies and ERUs in response to a disaster internationally and within Finland.

FRC has a reputation within IFRC for not only respecting the RC/RC Movement's coordinated mechanism, but actively supporting it. In practice, however, during responses to large natural disasters many RC/RC National Societies do not ask for authorisation from IFRC but deploy spontaneously, particularly with already active in the region (Greenhalgh et al., 2014; Baker et al., 2015). This causes duplication, increases transaction costs and other inefficiencies. FRC enhances its effectiveness by actively participating in a coordinated multi-lateral response. Other inefficiencies are due to the fact that the needs assessments are not sufficiently informing the response (Velkoska, 2016). Although FRC has been one of the primary RC/RC PNS promoting use of modular ERUs that can adapt to specific needs within IFRC, further modularisation of logistics and health ERUs are needed in the future (Greenhalgh et al., 2014; INTRAC, 2016).

Quality of Management (including M&E and Risks)

Key informants from IFRC and RC/RC National Societies expressed the view that FRC's financial oversight was relatively resource intensive compared to other RC/RC Partner National Societies. They understood the necessity of financial oversight, but questioned whether this level of investment of financial and human resources can be justified where risks are low.

Successive audits (KPMG, 2012; KPMG, 2014; KPMG, 2016) have recommended FRC to improve its risk management of projects. FRC has been using a risk man-

A unique strength of FRC and its RC/RC Movement partners is their institutional emphasis on building and maintaining a large cadre of volunteers.

FRC's financial oversight was relatively resource intensive compared to other RC/RC Partner National Societies.

The RC/RC Movement strongly encourages its members to partner with other members of the RC/RC Movement.

Multiple layers can be justified depending on their added value.

agement approach within Finland for some time, but has now started applying this to the international programmes. Following the 2014 audit, FRC committed to put in place specific risk assessments and risk management plans as part of the minimum project management requirements (FRC, 2016a). FRC has described its risk management approach in the PBS framework for 2013-2015. Related tools have also been developed as part of the cooperation with peer Nordic RC/RC PNS.

FRC conducts assessments at three levels: project, partner and international level. These assessments tend to focus on a combination of financial risk, accessibility of communities and scheduling, and do not typically set specific objectives. Other risks considered are organizational, reputation, environment (disaster, political) and strategic risks.

Value Added of Networks

Although FRC can work with external partnerships under RC/RC Movement's rules, the RC/RC Movement strongly encourages its members to partner with other members of the RC/RC Movement (IFRC, 2013a). FRC can choose to fund through one of three channels: bilateral projects with RC/RC National Societies, through IFRC or through ICRC. Of the funds received from MFA, 7% is often allocated as overhead for FRC. PSB framework allows also the use of programme support costs, which are typically salaries and M&E costs. If funds are channeled via IFRC or ICRC, an additional percentage may be added to cover overhead costs plus any additional programme support costs. Funds channeled through IFRC or ICRC for country-level activities are subsequently transferred to the RC/RC National Society, which usually also absorbs a percentage for their overhead and programme support costs. There is no fixed percentage for the overhead cost, so the amount that finally arrives to the implementing partner and at community level varies.

Multiple layers can be justified depending on their added value. These layers include FRC, since it is possible for MFA to transfer HA funds directly to ICRC, IFRC or even RC/RC National Societies. Finland is one of the countries that has chosen to transfer funds via FRC, apart from an annual direct transfer to ICRC of € 2 million towards its global Appeal (ICRC, 2016). Other countries, including many of ICRC's major donors, channel most of their funds directly to ICRC. The evaluation team could not find evidence that either the MFA or FRC has carried out a review that could assist in understanding how to maximise cost efficiency while still meeting necessary quality standards using different funding channels.

ICRC adds value through its access and effective delivery performing functions that FRC and other RC/RC PNS would have difficulty doing bilaterally (Baker et. al., 2013). FRC can add value in assuring quality and financial oversight and ensuring that policy issues are understood and addressed. It is also in Finland's own interest to maintain a robust operational capacity within FRC, given their key role in any domestic emergency response (UNISDR et al., 2014). An example of which was the recent deployment of Finnish and German ERUs within Finland to support the government's efforts to cope with an influx of refugees from the Middle East. The FRC's Logistics Centre located in Kalkku is an exam-

ple of shared interests since it ensures that the FRC maintains the capacity to deploy teams and relief items both nationally and internationally.

IFRC can add value in coordination, quality assurance and efficiency through, for example, reducing transaction costs for RC/RC National Societies working with multiple partners or making it unnecessary for RC/RC Partner Societies to be based in a country. However, based on interviews and reviews (e.g. DFID, 2016), it is evident that IFRC sometimes faces challenges in adding sufficient value. Some RC/RC PNS, such as the Danish Red Cross Society, have chosen to channel most of the development resources bilaterally because it has found that IFRC has not been performing at a level that justifies the additional investment and because the capacities of many RC/RC National Societies have significantly increased over the past few years. Some donors, including the UK and Sweden, are reportedly putting in place performance-related contracts for IFRC.

The trend towards bilateralism has increased throughout the RC/RC Movement, including for FRC, who now channels approximately half of its PBS funding through bilateral channels (funds for emergency responses are almost all channelled through IFRC or ICRC). The trend towards bilateralism is not without its own costs, however. RC/RC PNS often have to have a presence in country, which increases their programme support costs, and places an additional coordination burden to the RC/RC National Societies. In post-earthquake Nepal there are over twenty RC/RC PNS implementing bilateral projects, which places a significant transaction load on the Nepal Red Cross Society. In countries like Myanmar, the MRCS strongly encourages RC/RC PNS to channel funds through IFRC as a way of alleviating their transaction costs when dealing with multiple RC/RC PNS.

In comparison to its peers, FRC tends to have a relatively small bilateral presence, but instead often opts to second FRC's staff to strategic positions in IFRC. This was the case in Myanmar, where instead of establishing a bilateral presence like some other RC/RC PNS FRC chose to second a delegate (Disaster Management Advisor) to IFRC. This doesn't only reduce the coordination load on the RC/RC National Society, but allows FRC to strengthen IFRC's capacity in a strategic area that supports FRC's operations.

4.5 Impact

Intended impact (including Cross-Cutting Objectives)

From interviews with staff from FRC and RC/RC National Societies, it was clear that FRC values long-term relationship with national societies, which helps to promote mutual ownership and trust, and builds capacities for achieving long-term impact. IFRC and ICRC key informants noted that FRC has a reputation as a proactive member that not only provides financial support, but also technical and organisational development support to national societies. It also undertakes regular monitoring visits. Resilience, DRR and the links between humanitarian and development interventions have been core areas in designing FRC's programmes.

The trend towards bilateralism has increased throughout the RC/RC Movement.

FRC values long-term relationship with national societies.

FRC's integrated health programmes were having a significant positive impact on women's empowerment.

A review of evaluations covering the period 2010–2014 indicated that short-term impacts during the life of the project were generally satisfactory. The main challenge has been longer-term impact linked to the sustainability of FRC's interventions (Venäläinen, 2013). As noted under effectiveness section above, there is anecdotal evidence that FRC integrated community health projects are exceeding targets and having positive impacts that are not being captured by FRC's M&E systems. A noteworthy example of unintended impact for PBS-supported projects were observations during the field visits to Kenya and Myanmar that indicated that FRC's integrated health programmes were having a significant positive impact on women's empowerment, although this was not being captured by the M&E.

4.6 Sustainability and Connectedness for Humanitarian Operations

Ownership and Participation

As RC/RC National Societies are drawn more and more into development-type activities to meet targets in the One Billion Coalition for Resilience, there is some confusion about whether the role of RC/RC National Societies should be as implementer or facilitator.

Programme Based Support

Based on the two field visits, it was evident that FRC promotes participatory approaches. Many of the beneficiary groups confirmed that they had been part of the planning and implementation and there was evidence of a good level of ownership since volunteers and RC/RC committees continued activities months, or even years, after the project had ended. Participation did, however, have limits and RC/RC National Societies showed reluctance to share budget information with local government or communities. Emergency services, such as the police and fire department, confirmed that they saw the RC/RC National Society as a critical component in their initial response capacities to both minor emergencies, such as traffic accidents, and larger disaster shocks.

FRC has achieved good results for its DRR and climate change interventions in Cambodia, Nepal and the Philippines, where RC/RC National Societies are reported to have assumed full ownership of rolling-out trainings at national, branch and community level with only minimal support from FRC. Training of community volunteers and the community disaster management committee members in disaster management had become routine for the RC/RC National Societies (FRC, 2014a).

Humanitarian Assistance

A key Principle of the RC/RC Movement is that members must make a commitment not to provide international assistance without the consent of the National Society of the disaster-affected country. In general, FRC makes efforts to comply with this commitment although evaluations and the 2016 Global Tools Review (Attfield et al., 2016) found that RC/RC National Societies sometimes felt that their integration and inclusion was insufficient and recommended deploying surge personnel who had local knowledge.

Organisational, cultural, social, ecological and financial sustainability

Programme Based Support

Many of FRC's projects contain a revolving fund component to help with sustainability by, for example, using the additional funds generated by interest payments to replenish first aid kits. Based on a sample of reports reviewed and field observations, there is a reasonable retention of capital but very little interest is generated since decisions on how these funds will be managed, including levels of interest rates, are left up to communities.

There are several challenges in working with a local CSO that plays an important auxiliary function for governments and are, in some countries, a legal part of the government. Equally, there are challenges in working within a large international federation. However, these can also strengthen sustainability since there are many partners ready to support. FRC also encourages RC/RC National Societies to identify local resources to promote sustainability, but relatively few cases like this were observed.

Programme Based Support

Sustainability from a FRC perspective has two main goals: to ensure the sustainability of supported core project activities and projects' achievements and to strengthen RC/RC National Societies it works with. Since FRC does not have an overall capacity development strategy with attached measurable objectives or baselines, it is difficult to assess how successful the capacity development activities have been. Feedback from RC/RC National Society key informants was overall positive, citing examples of how they have used learning from FRC-sponsored trainings. At the same time, the monitoring approach of FRC is appreciated by RC/RC National Societies since it is seen as a capacity building opportunity in addition to helping improve quality.

Based largely on observations and key informant interviews during the two field visits, including visits to sites where projects had been completed 1-3 years previously, there are indications that FRC's integrated community health work is reasonably sustainable provided there is sufficient capacity in the RC/RC sub-delegations. Concrete tool for promoting sustainability are the post project action plans developed at the end of the project for the volunteers. Conversely, the multi-sector programmes with livelihood components appear to be still struggling with setting reasonable objectives around sustainability.

Reinforcement of Other Objectives, Handover and Exit Strategies

A rights-based approach underpins the Rules and Principles of the RC/RC Movement, notably the commitments to ensure the protection of vulnerable persons and respect the dignity of all people affected by disasters, including their meaningful involvement in decisions that affect their lives and livelihoods. ICRC is the guardian of IHL and FRC has been actively promoting its application, not just within its own staff, but also with Finnish government (FRC, 2016a).

Programme Based Support

A heavy reliance on Red Cross volunteers and close links with relevant government departments, including Department of Health, helps to promote sustain-

While there are challenges working within a large international federation with RC/RC National Societies that have an important auxiliary function for governments, this can also strengthen sustainability since there are many partners ready to support.

RC has now a Sustainability Advisor based in FRC HQ who works with the delegates and national societies in a participatory manner to help ensure that FRC's projects consider sustainability from the very beginning.

ability. However, interagency coordination by local government is not always effective, and as a result RC/RC National Societies lack knowledge of similar activities being implemented by CSOs who could potentially support the exit strategies.

Disaster risk management is integrated into the way of working for the RC/RC Movement (including FRC) and use of tools such as post-project action plans for integrated community health projects have promoted sustainability. However, whereas FRC has long experience of working in both humanitarian and development contexts in community-based health, a number of development activities relevant to resilience lie outside the comfort zone of FRC, such as the integrated livelihood and cash transfer projects in Kenya.

The Evaluation of the Development Cooperation Programme 2010-2012 identified sustainability of FRC's projects as a significant gap (Venäläinen, 2013). FRC has since changed its structure and approach. FRC has now a Sustainability Advisor based in FRC HQ who works with the delegates and national societies in a participatory manner to help ensure that FRC's projects consider sustainability from the very beginning. The Evaluation also concluded that FRC could improve its interventions through sustainability analysis and strategies. FRC subsequently commissioned a consultant to enhance the sustainability vis-à-vis the exit from over 10 partner countries through identification of best practice (Venäläinen, 2014). Sustainability strategy development is now one of the topics included in FRC training curricula and, as part of its phase out strategy, FRC has started the practice of leaving delegates in place to provide follow-up support to National Societies in an effort to improve the sustainability of their interventions after the phase-out of activities. The phase-out of FRC's operations in some MFA-supported country programmes offers an opportunity to carry out an ex-post assessment of the sustainability of FRC's interventions in addition to providing an initial assessment of the consolidation and transition process.

Humanitarian Assistance

Based on FRC's reports and key informant interviews, the main legacy of FRC's HA projects is the strengthened operational and institutional capacities of partner RC/RC National Societies (e.g. FRC, 2014b; FRC, 2015b). In Sierra Leone, FRC supported the redesign of the national community-based health programme which included a strengthened disaster preparedness and surveillance component (FRC, 2015c).

5 CONCLUSIONS

Strategy and Comparative Advantage

Conclusion 1: *FRC's specialisation in health and disaster risk management is appropriate areas of focus in both PBS and HA programming. FRC's work is relevant to Finnish MFA policies, particularly MFA's humanitarian policy. FRC's partnership with ICRC helps to ensure that MFA's HA reaches hard-to-access vulnerable populations at a scale that other CSOs cannot match. FRC has made progress in promoting gender equity within the RC/RC Movement, but disability inclusion is not yet fully integrated into FRC's PSB programme and HA operations.*

FRC is closely connected with the RC/RC Movement, and this gives the MFA indirect access to in-depth information and advice on how Finland can add value in reducing vulnerabilities in affected populations. FRC has succeeded in positioning itself within the RC/RC Movement as one of the agencies specialized in health. The RC/RC Movement provides FRC and MFA with a seat at the table involved with global initiatives on humanitarian law, human rights and resilience that help to advance its strategic priorities, not only in humanitarian issues (such as promoting IDRL) but also relevant to Finland's development agenda around issues such as gender equity, resilience and climate change adaptation.

FRC has helped in promoting gender equity within the RC/RC Movement, although FRC reporting is often limited to disaggregating gender data and gender analyses are rarely carried out for MFA funded projects. DRR is one of FRC's main thematic areas. Environment and disability inclusion are not yet integrated into FRC's way of working.

Capacity Development

Conclusion 2: *FRC's operational and institutional capacity development is targeted at RC/RC National Societies and at community organisations. At the same time, FRC's multilateral approach aims to strengthen IFRC (and ICRC) at regional and global level. Training has been used as a primary capacity building approach, although FRC's delegates carry out mentoring and coaching but largely on an ad hoc basis. An overall capacity development plan and results framework could help guide allocation of resources, choice of approach, measurements of effectiveness and promote learning and sharing of good practices.*

FRC places considerable emphasis on capacity building targeted at RC/RC National Society staff, RC/RC volunteers and FRC's own staff and members of its roster. This capacity development has mainly focused on project specific issues, such as CBHFA and DRR, with some attention to organisational and institutional capacity development. FRC uses RC/RC Movement tools and approaches to design capacity development activities, and its national level institutional objectives are based on organisational development plan of each RC/RC National Society.

FRC's specialisation in health and disaster risk management is appropriate areas of focus in both PBS and HA programming.

An overall capacity development plan and results framework could help guide allocation of resources, choice of approach, measurements of effectiveness and promote learning and sharing of good practices.

In some cases, the targets for the projects have been set too low.

FRC lacks a system for identifying and developing an action plan, and following up on recommendations from multilateral evaluations.

Accountability to affected populations is not currently integrated into its monitoring systems.

Evidence from evaluations and feedback from RC/RC Movement partners about the quality of FRC's capacity development was positive. However, there was no coherent FRC's capacity development plan or framework that showed how these different activities linked together to support specific objectives.

Degree to which intended outcomes match those delivered in PBS projects

Conclusion 3: *Under PBS, the planned quantitative targets related to community-based health and disaster management projects have generally been achieved or exceeded. The projects have also appeared to have positively influenced women's empowerment. However, FRC's project objectives and indicators are generally limited to immediate outcomes and, in some cases, the targets for the projects have been set too low. Measurements of longer-term outcomes and non-health related outcomes such as women's empowerment have been lacking.*

Evaluators were challenged by a lack of baseline and monitoring data, although available evidence showed that most FRC's projects have achieved positive outcomes and project objectives have been met. However, even though there is compelling anecdotal evidence e.g. of sustainable reduction in water-borne disease rates and women's empowerment, FRC's project objectives and indicators are generally limited to immediate outcomes such as awareness raising, thus not reaching the intended behaviour changes and longer term outcomes or impacts. In some projects visited, it was noted that that the targets were set low.

Degree to which intended outcomes match those delivered in HA Projects

Conclusion 4: *FRC lacks a system for identifying and developing an action plan, and following up on recommendations from multilateral evaluations. This reduces accountability and poses a risk that lessons are not used. Some of FRC's reporting is incomplete and lacks the self-critical analysis that is necessary to demonstrate accountability and promote continuous improvements.*

FRC has management response and monitoring systems in place for evaluations it commissions, mainly for PBS projects. For humanitarian responses FRC mostly takes a multi-lateral approach and it is thus IFRC or ICRC who commission and manage evaluations. There is, however, no comparable system in place for following-up on recommendations relevant to FRC from these multi-lateral evaluations. There is a lack of a system for identifying, developing an action plan and following up on recommendations from multilateral evaluations reduces accountability and poses a risk that lessons are not used.

Accountability to Affected Populations

Conclusion 5: *FRC's encouragement of participatory approaches demonstrates its interest in improving accountability to affected populations. However, reviews and evaluations have identified this as a gap within the RC/RC Movement. Accountability to affected populations is not currently integrated into its monitoring systems. Since FRC's monitoring generally supports positive change within RC/RC National Societies, this could be a useful mechanism to improve accountability to rights holders.*

FRC has a good track record of engaging communities and promoting participatory approaches with RC/RC National Societies, but has been less effective with information sharing and community feedback mechanisms, which are an essential part of CBHFA.

Utilisation of financial resources required for achieved outputs.

Conclusion 6: *The lack of a cost efficiency analysis for intervention strategies for both HA and PBS makes it difficult to, for example, determine resource allocations that maximize value-added. FRC's new PMIS system potentially provides a useful resource to bring cost-efficiency and cost-effectiveness consideration more systematically into FRC's decision making.*

FRC is working in partnership with other RC/RC Partner Societies in both development and humanitarian contexts using multilateral, consortia and bilateral modalities. FRC achieves a broad coverage through IFRC, ICRC and the different RC/RC National Societies. FRC is increasingly working jointly with RC/RC PNS and most of these joint deployments appear to have had positive results. MFA funds received by FRC may pass through as many as three layers: FRC, IFRC (or ICRC) and the RC/RC National Society with overhead costs and programme support costs often being absorbed at each level.

In common with most other CSOs, FRC does not carry out systematic cost efficiency analyses. This makes it difficult to determine, for example, appropriate resource allocation to remote locations based on need, choice of capacity development activities or to assess the cost effectiveness of different options for Emergency Response Units (ERU).

Use of RC/RC Movement Global Tools in HA

Conclusion 7: *Establishment, maintenance and deployment of Global Response Tools are a cornerstone of FRC's response to humanitarian crises and account for a large part of FRC's humanitarian expenditures. Learning from a recent IFRC-led review has highlighted several relevant areas of improvements, which are a cornerstone of FRC's response to humanitarian crises. Specific areas requiring attention include supporting training of first responders on the FRC's surge roster and training RC/RC National Societies in revised emergency needs assessment methodologies.*

FRC's emergency response is almost always done multilaterally in the form of funding, material assistance and/or deployment of Global Response Tools such as Emergency Response Units (ERU). The capacities of IFRC, ICRC and RC/RC National Societies often influence the timeliness and quality of FRC's response. Findings from the reviews and evaluations indicated that both IFRC and ICRC could strengthen performance and value for money, use the results from evaluation in a better way and improve integration of accountability to affected populations into the operational management. There are also some examples of Global Tool deployments where FRC has faced challenges. Health has been identified as needing further improvements in the modular approach to ensure that ERUs are fit for purpose. In the view of FRC's own Global Tools and its important role within the IFRC, FRC's participation in IFRC-led efforts to addressing gaps identified in the IFRC's Global Tools review will be critical.

FRC's new PMIS system potentially provides a useful resource to bring cost-efficiency and cost-effectiveness consideration more systematically into FRC's decision making.

Learning from a recent IFRC-led review has highlighted several relevant areas of improvement for Global Response Tools.

IFRC's value-added in coordination and quality assurance could be further improved.

FRC's oversight has helped to reduce cases of fraud and corruption but the transaction costs may not always be justified by the risk levels.

FRC's Added Value in relation to their International Network

Conclusion 8: *FRC supports multilateral approaches for sound reasons. The value-added of ICRC's and FRC's partnership is reasonably clear based on available evidence from this evaluation. On the other hand, IFRC's value-added in coordination and quality assurance could be further improved.*

While other bilateral donors have chosen to channel a sizable proportion of their funding directly to ICRC and, to a lesser extent, to IFRC, most of MFA's funding to ICRC and IFRC goes through FRC. FRC's emergency response is almost always carried out multilaterally in the form of funding, material assistance and/or deployment of Global Response Tools such as ERUs and deployments. FRC's performance during an emergency response is often influenced by the performance of RC/RC National Societies, IFRC's leadership and, in conflict contexts, ICRC's. Findings from reviews and evaluations indicated that both IFRC and ICRC could strengthen performance and value for money, use the results from evaluation in a better way and improve integration of accountability to affected populations into the operational management.

As described above, MFA's funds received by FRC to fund multilateral projects at country level may pass through as many as three layers: FRC, IFRC (or ICRC) and the RC/RC National Society. ICRC is seen to add value through its access to vulnerable populations, effective approach to provide protection and assistance in conflict areas and effective delivery. IFRC can potentially add additional value in terms of coordination, quality assurance and efficiency through, for example, reducing transaction costs for RC/RC National Societies working with multiple RC/RC PNS or making it unnecessary for RC/RC PNS to spend resources on a country-based delegate. However, evidence suggests that IFRC is facing challenges in filling such a role which has led to a situation where some other RC/RC PNS are pressuring IFRC to improve its performance. Findings suggest that FRC fills an important quality assurance, liaison and supporting role between MFA and ICRC/IFRC that is valued by all parties.

Risk Management

Conclusion 9: *FRC's oversight has helped to reduce cases of fraud and corruption but the transaction costs may not always be justified by the risk levels. MFA's agreement on minimum standards would provide an incentive for CSOs to increase use of risk management approaches to improve efficiency.*

Lack of a cost efficiency analysis for intervention strategies for both HA and PBS makes it difficult to, for example, determine resource allocations that maximize value-added. This makes it difficult to determine, for example, appropriate resource allocation to remote locations based on need or assess the cost effectiveness of different options for ERUs. FRC's new PMIS system potentially provides a useful resource to bring cost-efficiency and cost-effectiveness considerations into their decision making.

FRC has acquired a reputation amongst RC/RC National Societies and IFRC as a RC/RC Partner Society that does a significant amount of monitoring and audits. RC/RC National Societies view FRC monitoring as adding value since it helps to build staff capacity, but find financial oversight transaction-heavy.

FRC has been using a risk management approach for its international operations but there are limitations to its application due to MFA's requirements. As one of its actions to follow up on recommendations in performance audits, FRC has recently started applying a risk management approach to its international operations. This should help in guiding resource allocations not only for monitoring and financial oversight, but also prioritisation of investments for capacity development. FRC could further increase its efficiency if there was MFA's agreement on minimum standards for national CSO partners, which would encourage implementation of a common risk management approach.

Sustainability and Connectedness

Conclusion 10: *FRC's increased focus on supporting resilience through longer term integrated projects is appropriate, but it is not yet clear how learning would be captured and successful interventions improved, replicated and scaled-up to promote sustainability. FRC's support to multi-sectoral interventions, such as establishing farmer's cooperatives, requires technical expertise that lies outside FRC's competence and experience. This makes it more difficult for FRC to provide guidance to RC/RC National Societies when making decisions about a suitable role and, when they are implementing, providing technical support.*

An increased focus on resilience has encouraged RC/RC National Societies, including FRC, to be more involved in development activities such as integrated livelihood projects. This is, however, a domain where RC/RC Movement, except for community-based health, lacks expertise and experience. Generally, the project designs are lacking in-built mechanisms for capturing lessons learned, replicating and scaling up of the interventions to promote sustainability.

Project funding timelines can put pressure on RC/RC National Societies to design resilience projects which often have unrealistically short timeframes instead of being based on realistic assessments of sustainable outcomes. Moreover, RC/RC National Societies need to better understand how they can best add value in a development intervention, whether to implement or to facilitate the involvement of government departments, development agencies and CBOs, and to advocate on behalf of communities where they are working.

FRC aims to ensure that its projects support RC/RC National Societies' self-sufficiency. A reliance on RC/RC volunteers and close links with relevant government departments, including Department of Health, helps to promote sustainability. FRC has nevertheless faced various challenges with sustainability, including with retaining unpaid volunteers. To address these challenges, sustainable strategy development is now included in FRC's training curricula and, as part of its exit strategy for projects, FRC leaves delegates in place to provide follow-up support to RC/RC National Societies to improve the sustainability of their interventions.

FRC's increased focus on supporting resilience through longer term integrated projects is appropriate, but it is not yet clear how learning would be captured and successful interventions improved, replicated and scaled-up to promote sustainability.

Because the design requires strong community participation, the results have not just been limited to health outcomes, but also women's empowerment and increased resilience.

6 LESSONS LEARNED

1. Observations and interviews with community members, Kenya RC/RC Society and FRC highlighted a lack of adequate technical support and some of the project activities, notably the establishment of cooperatives, appeared to have been designed based on funding availability rather than how much time would be needed to achieve sustainable outcomes. This will be an important learning opportunity for FRC as it will require a new way of working, including stronger engagement with development actors.
2. A key finding from the visit to Myanmar was that prior projects would probably have had greater impact with an integrated approach so that community needs are addressed more equitably rather than just focusing on a single sector, similar to the pilot project in Kenya.
3. Community-based health and first aid programmes funded under PBS have been an effective vehicle for FRC to make a positive contribution. These interventions are relevant to communities and, because the design requires strong community participation, the results have not just been limited to health outcomes, but also women's empowerment and increased resilience.
4. An increased focus on resilience has raised awareness within FRC, and the RC/RC Movement in general, regarding the importance of long-term interventions. Although FRC has demonstrated that they are comfortable working in both humanitarian and development contexts in community-based health, expertise in designing and implementing long-term development projects is limited within the RC/RC Movement. FRC and their RC/RC partners have thus had to look externally for partners and technical advice.
5. The 2016 IFRC Global Tools Review highlighted the importance of having surge capacity that can be adapted based on a good quality needs assessment and built in mechanisms for capturing and using learning from multilateral deployments involving two or more RC/RC National Societies.
6. FRC's shift following their 2013 evaluation to dedicate resources to post-project follow up appears to have paid off in terms of improved sustainability.
7. FRC's reputation amongst RC/RC National Societies and IFRC is that they are amongst the RC/RC PNS that has a hands-on approach to monitoring, making frequent visits and spending a significant amount of time at project sites. While these monitoring visits impose transaction costs on RC/RC National Societies, they are seen as value-added since FRC's approach to monitoring does not only focus on quality issues, but also integrates capacity-building elements. Since quality assurance and building national capacities are objectives of both FRC and MFA, this is a win-win situation.

7 RECOMMENDATIONS

The recommendations below are targeted specifically at FRC. They have been formulated while taking account of the fact that FRC is part of a very large international federation whose operating model is to work through IFRC, ICRC and RC/RC National Societies while adapting to various global and country level strategies, policies and standards. It is understood that the extent to which FRC has direct control over follow-up on recommendations will vary and it is assumed that appropriate implementation strategies will be agreed in consultation with FRC's partners in the RC/RC Movement when developing the management response.

Recommendation 1: Strategy and Comparative Advantage

FRC should continue focusing on health and disaster risk management in both PBS and HA with improved integration of gender equity and disability inclusion into its programmes by, for example, incorporating these themes into its training programmes, logical frameworks and by developing appropriate monitoring systems.

Recommendation 2: Capacity Development

FRC should develop a results framework for capacity development by defining expected behavioural and gender transformative changes and indicators at all levels: community, RC/RC National Societies, IFRC and other key stakeholders. This framework should link to recommendation 8 below that also describes how members from RC/RC National Societies from developing countries participate in FRC-led Global Tools. Innovative, cost-saving capacity development means could be applied e.g. by using of volunteers as facilitators to help increasing coverage in remote areas.

Recommendation 3: Degree to which intended outcomes match those delivered in PBS

FRC should ensure that project targets include longer-term outcomes and avoid setting the bar too low when defining the targets. M&E systems should include non-health related outcomes such as women's empowerment.

Recommendation 4: Degree to which intended outcomes match those delivered in HA

FRC should enhance its support to IFRC's and ICRC's efforts to improve their performance through better use of evaluation results and increased accountability to affected populations by incorporating follow-up actions from relevant multilateral HA reviews and evaluations in FRC's management response systems. Quality assurance systems should be improved so that the reports become more useful both to FRC and MFA.

Recommendation 5: Accountability to Affected Populations

FRC should improve its information sharing and community feedback mechanisms, including greater transparency and sharing lessons, particularly with local government, to promote ownership and replication of good practice. FRC's should integrate accountability to affected populations into its monitoring system. FRC should include systematic consideration of community feedback when monitoring performance.

Recommendation 6: Utilisation of financial resources required for the achieved outputs

FRC should use the PIMS system to generate cost efficiency data to inform decision-making to optimise use of resources. FRC should also work with other RC/RC Partner Societies to improve comparability of cost data to be able to better assess cost efficiency of different intervention options during multilateral interventions.

Recommendation 7: Use of RC/RC Movement Global Tools in HA

FRC's International Disaster Management Unit should support improvement of Global Tools in the use of the emergency needs assessment (including disaggregation of risks, contexts and vulnerable groups) so that Global Tools are fit for purpose, are cost effective and have appropriate exit strategies.

Recommendation 8: FRC's Added Value in relation to their International Network

In coordination with similar efforts by partner RC/RC PNS, FRC should encourage IFRC to clarify value-added of their service delivery and set clear targets that can be measured quantitatively and qualitatively, including coordination, improved analysis and quality of reporting.

Recommendation 9: Risk Management

FRC should use its financial risk management systems to determine resources allocations for monitoring, oversight and capacity building of RC/RC National Societies while advocating with MFA to develop minimum standards to encourage increased use of risk management approaches which improve efficiency.

Recommendation 10: Sustainability and Connectedness

FRC should further improve the sustainability of its PBS projects by encouraging RC/RC National Societies to apply a programme-based approach and to out-source technical expertise where appropriate.

REFERENCES

- ADE and URD. (2016). Evaluation of the ECHO response to the Syrian Crisis 2012-2014 Final Report. http://ec.europa.eu/echo/sites/echo-site/files/syria_evaluation_report.pdf
- Attfield K., Austin L., Kessler R., O'Neil G. (2016). Global Tools Review: Final Report. International Federation of Red Cross and Red Crescent Societies.
- Baker, J. et al. (2013). Study: How to Define and Measure Value for Money in the Humanitarian Sector. Sida and ICRC <http://www.alnap.org/resource/12404>
- Baker, J. et al. (2015). IFRC Real-Time Evaluation of the Earthquake Response . International Federation of the Red Cross and Red Crescent Societies. <http://www.alnap.org/node/23313.aspx>
- Bhardwaj, A. (2013). Community Based Health Development Project Magway, Myanmar: 2012-2017
- Bennett, J., Millard, A. S., Kärkkäinen, K. and Kan, V. (2015). Evaluation of Finland's humanitarian mine action <http://formin.finland.fi/public/default.aspx?contentid=336117&contentlan=2&culture=en-US>, Helsinki: Ministry for Foreign Affairs of Finland.
- DFID. (2016). Raising the standard: the Multilateral Development Review 2016 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/573884/Multilateral-Development-Review-Dec2016.pdf
- Fisher, M. and Houston, C. (2015). Nepal Earthquake ERU Evaluation. Canadian Red Cross (unpublished).
- FRC. (2014a). FRC/MFA Annual Consultation Minutes, Helsinki: Finnish Red Cross.
- FRC. (2014b). Final Report / Serbia, Bosnia and Herzegovina 2014 / IFRC.
- FRC. (2015b). Final Report/Annual Emergency Appeal in the Democratic Republic of Congo.
- FRC. (2015c). Final Report / Ebola IFRC.
- FRC. (2016a). Annual Programme Report 2015.
- FRC. (2016b). Assistance Operation/Earthquake in Nepal: Financial Report for 2105.
- FRC. (2016c). Midterm Review of the Community Based Health and First Aid project in Gontougo Region, Cote d'Ivoire (2013-2015).
- Greenhalgh, L., Bamforth, T., Neudorf, G. and Siddiqui, A. (2014). IFRC Real-Time Evaluation of the Philippines Haiyan Response <http://www.alnap.org/resource/12476>
- IASC. (2006). Guidance Note on Using The Cluster Approach To Strengthen Humanitarian Response. http://www.globalprotectioncluster.org/_assets/files/about_us/IASCGN_using_the_Cluster_Approach_to_Stengthen_Humanitarian_Response_24NOV2006-EN.pdf
- ICRC. (2016). 2015 Annual Report. ICRC <https://www.icrc.org/en/document/annual-report-2015-icrc>
- IFRC. (2013a). Principles and Rules for Red Cross and Red Crescent Humanitarian Assistance. International Federation of Red Cross and Red Crescent Societies. <http://www.ifrc.org/Global/Documents/Secretariat/Accountability/Principles%20Rules%20for%20Red%20Cross%20Red%20Crescent%20Humanitarian%20Assistance.pdf>

IFRC. (2013b). Planning Monitoring Evaluation and Reporting (PMER) Toolkit for Community-Based Health and First Aid (CBHFA). International Federation of Red Cross and Red Crescent Societies.

IFRC. (2013c). Promoting Disability Inclusion in the International Red Cross and Red Crescent Movement: Resolution. International Federation of Red Cross and Red Crescent Societies.
<https://media.ifrc.org/ifrc/document/promoting-disability-inclusion-in-the-international-red-cross-and-red-crescent-movement/>

IFRC. (2013d). Strategic Framework on gender and Diversity Issues 2013-2020. International Federation of Red Cross and Red Crescent Societies.

IFRC. (2014). Review of Global Response Tools TOR (v.7 final draft - 12.05.14) International Federation of Red Cross and Red Crescent Societies.

IFRC. (2015a). The One Billion Coalition for Resilience. International Federation of Red Cross and Red Crescent Societies. <http://www.ifrc.org/Global/rw/one-billion/resources/IFRC-OneBillionCoalition-external-A4-EN-02.pdf>

IFRC. (2015b). Minimum standard commitments to gender and diversity in emergency programming. International Federation of Red Cross and Red Crescent Societies.

IFRC. (2015c). Unseen, unheard: Gender-based violence in disasters. IFRC Global Study. International Federation of Red Cross and Red Crescent Societies.

IRC. (2016). Cost Efficiency Analysis: Treating Severe Acute Malnutrition.
<https://www.rescue.org/sites/default/files/document/959/nutritiondesignedbrieffinal.pdf>

INTRAC. (2016). Report for the Review of Consortia as a Cooperation Mechanism for the Nordic National Red Cross Societies (NNSs).

KPMG. (2012). Appendix I - IFRC. Audit of Finnish Red Cross development aid projects Ministry for Foreign Affairs of Finland.

KPMG. (2014). Performance Audit of the Finnish Development Aid to Nepal: Finnish Red Cross. Ministry for Foreign Affairs of Finland.

KPMG. (2016). Performance Audit of the Finnish Red Cross. Ministry for Foreign Affairs of Finland.

Lawry-White, S. and Schloffer, M. (2014). Real Time Evaluation: IFRC Response to the Syria Crisis 2012-2014
<http://www.alnap.org/resource/20798>

MFA. (2007). Development Policy Programme 2007; Towards a Sustainable and Just World Community, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2010). Guidelines for Civil Society in Development Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2012a). Finland's Humanitarian Aid Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2012b). Finland's Development Policy Programme 2012, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2014a). Ministry for Foreign Affairs' Democracy Support Policy, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2014b). Finland's Development Policy and Development Cooperation in Fragile States; Guidelines for Strengthening of Development Cooperation, Helsinki: Ministry for Foreign Affairs of Finland.

MFA. (2015a). Human Rights Based Approach in Finland's Development Cooperation; Guidance Note, Helsinki: Ministry for Foreign Affairs of Finland.

- MFA. (2015b). Guideline Concerning Humanitarian Funding Granted by the Ministry for Foreign Affairs of Finland, Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2016a). Development Cooperation Appropriations, Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2016b). Terms of Reference for Evaluation 2 on the Civil Society Organisations receiving Programme-based Support and Support for Humanitarian Assistance, UHA2015-025677, Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2016c). Finland's Development Policy; One world, common future - towards sustainable development, Government Report to Parliament, 4 February 2016, Helsinki: Ministry for Foreign Affairs.
- MFA. (2016d). Finland's National Commitments at the World Humanitarian Summit <http://formin.finland.fi/public/download.aspx?ID=158612&GUID=%7BD463B4A9-8CD5-425A-B33B-8C1CDA143131%7D>
- Mukherjee, G. (2014). Final Evaluation of Community Based Health and First Aid Program. IFRC Timor Leste.
- OECD. (2016). OECD resilience systems analysis: Turning strategy into action. Brief Number 02. <https://www.oecd.org/dac/conflict-fragility-resilience/publications/Resilience%20brief.pdf>
- Research Center for Economic and Social Development. (2014). Final Evaluation of Gender and Social Inclusion Project. Nepal Red Cross Society.
- Turja, T. (2016). Finnish Red Cross. Image -survey 2016. Taloustutkimus Oy.
- UNISDR et al. (2014). Finland peer review report 2013 - Building resilience to disasters: implementation of the Hyogo Framework for Action (2005-2015) UNISDR, EUR, EC, OECD. http://www.unisdr.org/files/38523_20140717finlandpeerreport.pdf
- Venäläinen, R. (2013). Evaluation of the Development Cooperation Programme 2010 -2012. (SPR:n kehitysyhteistyöohjelman 2010-2012 arviointi). Appraisal Consulting RV Ky. 27.8.2013.
- Venäläinen, R. (2014). Mid-term review of Delegate support (Henkilöavun väliarviointi). Appraisal Consulting RV Ky.
- Velkoska, V. (2016). Review of Real Time Evaluation Reports: Typhoon Haiyan in Philippines, Earthquake in Nepal and Tropical Cyclone Pam Vanuatu. IFRC Working Paper. International Federation of Red Cross and Red Crescent Societies.
- World Bank. (2016). Harmonized List of Fragile Situations FY 17. World Bank. <http://pubdocs.worldbank.org/en/154851467143896227/FY17HLFS-Final-6272016.pdf>

THE EVALUATION TEAM

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

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

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

ANNEX 1: TERMS OF REFERENCE

1. BACKGROUND

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

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

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

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

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

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

2. CONTEXT

Programme-based support for development cooperation

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

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

The budget for 2015 through the Unit for Civil Society (KEO-30) contained € 114 million in support for CSOs' development cooperation and € 83 million of that was for programme-based support. The total sum for 2016 has been reduced to € 65 million. The support awarded to CSOs receiving programme-based support and operating grants was cut equally by about 38 per cent for 2016 and 2017. The MFA is planning reforms to the grant mechanism for CSOs' development cooperation. All currently 22 qualified CSOs for programme-based support will in 2017 apply for funding for a 4-year period, i.e. 2018-21. The aim is to open up the following funding cycle (2022-25) for programme grant applications to any interested CSO. Calls for proposals for project support (max. 4-year grants) as well as information and global education grants (max. 2-year grants) will in the future be held every second year (2016 for grants 2017 and onwards, 2018 for grants 2019 and onwards etc.).

Humanitarian assistance

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

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

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

Humanitarian assistance channeled through CSOs is guided by the Development Policy Programme of Finland

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

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

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

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

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

Programmes of the selected six organisations

Fida International

www.fidadevelopment.fi

Fida International is a Christian non-governmental 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.

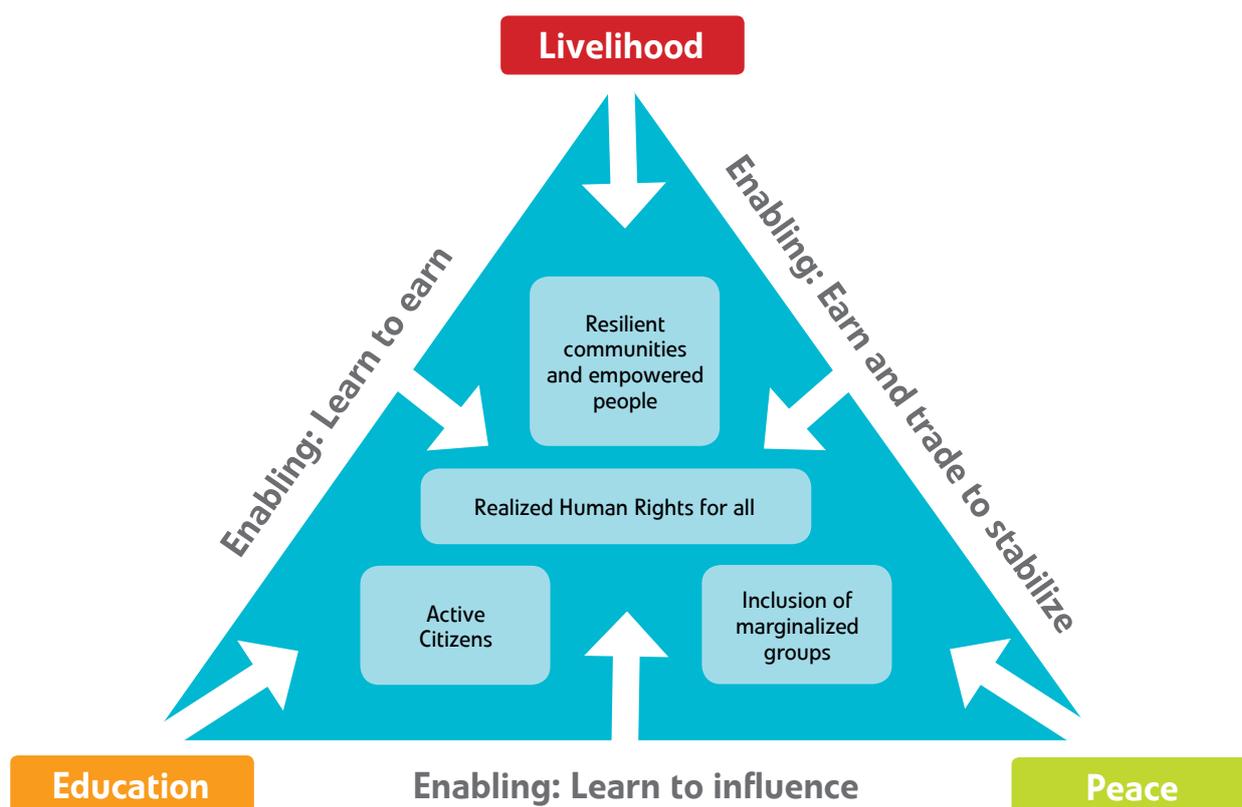
Fida's history in development cooperation dates back to 1974 which was also the first year Fida received support from the Ministry for Foreign Affairs of Finland. Fida implements 42 development cooperation projects in 24 countries in Eastern Africa, Middle East, South America and Asia. The emphasis is 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 for humanitarian aid in 2015 and has granted € 4 700 000 for the implementation of the programme in 2016. **Finn Church Aid** <https://www.kirkonulkomaanapu.fi/en/work/>

Finn Church Aid (FCA) is the largest Finnish development cooperation organisation and the second largest provider of humanitarian assistance. FCA has over 60 years of experience and operates in around fifteen countries across four continents. FCA will also respond to L3 level humanitarian crises outside its long-term programme countries.

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



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

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

Finnish Red Cross

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

The Finnish Red Cross (FRC) is the most significant Finnish civic organisation providing humanitarian aid including health, water, sanitation, hygiene, shelter, relief, and food security assistance. The Emergency Response Units (ERU) of the Finnish Red Cross provide expertise in humanitarian aid: field hospitals and clinics as well as delegates, which can be sent to the disaster area with only a few hours' notice. The FRC sends aid to dozens of countries and, having one of the largest reserves of trained humanitarian aid workers, several hundred delegates to field operations across the globe every year.

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

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

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

Plan International Finland

<https://plan.fi/en>

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

Plan International works in 70 countries and runs development programs in 50 countries; Plan Finland works directly in 17 countries. The thematic areas covered in the Partnership Programme with the MFA are Education and Early Childhood Care and Development; Youth Economic Empowerment; Child Protection and Global Citizenship Education (work mainly takes place in Finland). Plan strives for gender equality in all its work and since 2007, has been running a major annual advocacy campaign on the topic of the rights of the girl child (Because I Am a Girl). In 2012-2014, 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 programme countries in East-Africa (Ethiopia, Kenya, Somalia), West-Africa (Burkina Faso and a regional project in Benin, Burkina Faso, Mali, Niger, Ivory Coast, Togo) and South-Asia (India, Nepal). We expect to reach 1 060 000 children and 340 000 children will benefit directly from programme activities. Save

the Children Finland had a subsidy decision for 2014-16 frame funding for 14,6 MEUR but due to cuts in ODA, new decision for 2016 (2,87 MEUR) reduces the total amount to 12,37 MEUR. Subsidy decision for 2011-13 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

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

World Vision Finland

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

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

The purpose

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

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

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

The objectives

The objectives of this evaluation for

a) programme-based support are

1. to provide independent and objective assessment on the results (outputs, outcomes and impact) achieved by the programmes of the six CSOs and

2. on their value and merit from the perspective of the policy, programme and beneficiary level;

b) humanitarian assistance are

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

c) programme-based support and humanitarian assistance funding instruments

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

4. SCOPE OF THE EVALUATION

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

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

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

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

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

Priority evaluation questions on programme-based support

Relevance

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

- Assess the extent to which the CSO programmes have been in line with the Finnish Development Policy (2007, 2012) priorities.

Impact

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

Effectiveness

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

Sustainability

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

Complementarity, Coordination and Coherence

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

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

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

Effectiveness

- Assess the extent to which the assistance provided by the CSOs has achieved its objectives. Synthesise and verify the reported outcomes (intended and unintended) and assess value and merit.

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

Complementarity, Coherence and Coordination

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

Coverage

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

Connectedness

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

Both programme-based support and humanitarian assistance

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

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

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

6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

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

A. START-UP PHASE

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

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

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

Venue: MFA, Helsinki.

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

B. INCEPTION PHASE

Inception report

The Inception phase is between June and August 2016 during which the evaluation team will produce a **final evaluation plan with a desk study** (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis, an analysis on the humanitarian assistance and pro-

grammes of the selected six CSOs. It shall also include mapping of programmes and their different funding.

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

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

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

Inception meeting

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

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

Other team members may participate.

Venue: MFA, Helsinki.

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

C. IMPLEMENTATION PHASE

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

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

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

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

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

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

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

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

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

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

ANNEX 1: REFERENCE AND RESOURCE MATERIAL

GENERAL GUIDELINES AND POLICIES

Development Policy Programme 2012

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

Development policy programme 2007

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

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

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

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

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

Ministry for Foreign Affairs' Democracy Support Policy (2014)

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

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

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

Other thematic policies and guidelines

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

EVALUATION GUIDELINES

Evaluation Manual of the MFA (2013)

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

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

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

GUIDELINES AND POLICIES RELATED TO PROGRAMME-BASED SUPPORT

Instructions concerning the Partnership Agreement Scheme (2013)

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

Support for partnership organizations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

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

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

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

LAWS, GUIDELINES AND POLICIES RELATED TO HUMANITARIAN ASSISTANCE

Finland's Humanitarian Policy (2012)

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

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

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

Guideline Concerning Humanitarian Assistance and the Use of Funding Granted by the Ministry for Foreign

Affairs of Finland (2013) (not found online, will be given to the selected evaluation team)

Humanitarian aid, MFA website

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

Good Humanitarian Donorship principles

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

European Consensus on Humanitarian Aid (2007)

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

UN resolution: Strengthening of the coordination of humanitarian emergency assistance of the United Nations

<http://www.un.org/documents/ga/res/46/a46r182.htm>

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

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

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

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

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

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

Finland's State Budget (Valtion talousarvioesitykset)

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

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

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

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

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

EVALUATIONS AND REVIEWS

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

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

Independent Review of Finnish Aid (2015)

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

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

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

Strengthening the Partnership Evaluation of FINNIDA's NGO support programme (1994). Report of Evaluation Study 1994:1, available only in printed version (MFA Library).

ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Antti Putkonen, Counsellor, Deputy Director

Tessa Rintala, Programme Officer, (MFA focal point for FRC)

Humanitarian Unit

Satu Lassila, Special Adviser, Humanitarian Assistance

Finnish Red Cross – International Operations and Programmes

Maria Suoheimo, Head of Programmes

Krista Brandt, Programme Coordinator

Kalle Löövi, Director of International Operations

Andreas Weissenberg, Head of International Disaster Management

Niklas Saxen, Programme Officer

Ari Mäntyvaara, Logistics Coordinator

Jukka Tervonen, Head of Finance and Administration

Eeva Maijala, Desk Officer for East Africa

Lotta Vallaskangas, Head of International Human Resources

Hannele Virtanen, Senior Health Adviser

Tiina Saarikoski, Emergency Health Adviser, Disaster Management Unit

IFRC Secretariat Geneva

Sylvie Chevalley, Senior Officer, Partnerships and Resource Development Department

Valpuri Saarelma, Senior Disaster Policy Advisor

Daniel Boalnos Gonzalez, Surge Capacity Lead

Suzana Harfield, Team Leader, Operation Coordination and Integration

Finn Jarle Rode Manager, Partnerships and Resource Development Department

Glenn O'Neil, Consultant for the IFRC Global Tools Review

ICRC Geneva

Nicolas Roggo, Head of Unit, External Resources Division, ICRC Geneva

Vanja Pavlovic Programme Manager, External Resources Division, ICRC Geneva

Pieter de Rijke National Society Human Resources Advisor

KENYA

Embassy for Finland in Kenya

Toni Sandell, Team Lead for Somalia, Finnish Embassy in Nairobi

Ramses Malaty, Deputy Head of Mission

Finnish Red Cross Regional Delegation in Nairobi

Tiia Haapaniemi, Country Delegate, Burundi and Kenya

Norwegian Red Cross Regional Delegation in Nairobi

Vinay Sadavarte, Country Cluster Manager

IFRC Regional Delegation in Nairobi

Dr. Adeiza Ben Adinoyi Adinoyi, Head of Health and Care Unit for Africa

ICRC Regional Delegation in Nairobi

Julien Chalier, Humanitarian Partnership & Liaison Delegate

Lili Heinrichs, Regional Coordinator

Kenya Government

Stephen Kioko Musimba, County Drought Response Officer, NDMA Kilifi

Assistant Chief of Baricho Sub County

Simon Lokorio Deputy County Commissioner, Magarini

Kenya Red Cross National Society

AbdulAziz Mirza, Group Head of Finance

Mr Elijah Muli, Head of Programme, Disaster Risk Management

Ms Sylvia Khamati, Head of Health and Social Services

Ms Lydia Atiema, Head of PMER

Mahdi Mohammed, Head of Disaster Management

James Kisla, Special Projects Coordinator

Hassan Musa, Regional Manager for the Coast

FGD Programme Staff, Malini Sub-Delegation

FRC Project Sites in Kenya

FGD Farmers Group Lukole Village

FGD Community Health Volunteers and Farmers Group, Kwandezi Village

MYANMAR

Diplomatic Mission of Finland

Maria Suokko, Deputy Head of Mission

Myanmar Red Cross National Society

Prof Dr. Mya Thu, President

Pro Dr. Nang Htwan Hla, Vice President

U Kim Bwai, Executive Committee Member

Dr. Amara Maw Naing, Executive Committee member

Dr Aung KyawHtut, Dy Secretary General - Programme Services

Ms. Shwe Cin Myint, Dy SG - Support services

Dr. MaungMaungHla, Health Director

Dr Naing Naing, Deputy Health Director

Hein Htet Kyaw, Programme Officer

Daw KhinMyoMyat Thein, OD Director

Ms. San San Maw, Gender and Diversity Focal Point

U Sai Pe Thein, Deputy Director, OD

Kyaw Oo Khine, Senior Admin/ HR Manager

Akayi Thant, Senior Finance Manager

Sel Lin, Chaw Su, Aung Kyaw Phyo, Bu Myar Aung, Myat Noe Nge, CBHFA Facilitators, Loikaw Township

Zaw Zaw Aung, Grade 1 Officer, Kayah State

Myo Thant Zaw, Mora Naing Oo, Kyaw Zeyar Lin, Sithu, Khine khin Oo, Ni Ni Lwin, Field Officer (2), Field Supervisor (2), Field Assistant (1) Assistant Field Supervisor (1), Loikaw Township

Shar Myar, Law Myar, Kay Mo, Baw Myar, Say Myar, Volunteers, Loikaw Township

Win Bar, Htet Htet Naing, Phyu Phyu San, Kaung Htet Lin, Sithu Lin, CBHFA Facilitators, Loikaw Township

Ku Reh, Kalaw Myar, Wah Reh, Tu Reeh, Soe Myar, Pray Myar, Volunteers

U Aung Myint Oo, Supporting Officer, MRCS

IFRC Myanmar

Araceli Lloret, Acting HoCO and DRR/DM Delegate

Jessie Kanhutu, Health Delegate

KyawOoKhine, Senior Admin/ HR Manager

Akayi Thant, Senior Finance Manager

Sari Autio, Disaster Management Advisor

Jesper Fridolf, Programme Coordinator IFRC/Flood Operations Manager

Ana Zarkovic, WASH delegate

ICRC Myanmar

Leslie Leach, Head of Cooperation

Aye Thantar Tun, Cernior, Delegate

Danish Red Cross Myanmar

Nuria Beneitez Rodriguez, Country Coordinator

Swedish Red Cross Myanmar

Sofia Malmqvist, Country Representative

Finnish Red Cross - Asia Regional Office

Sonja Bjorklund, Regional Representative, Kuala Lumpur

Ritva Jäntti, Programme Support Delegate, Kathmandu

IFRC Regional Delegation Asia and Pacific

Chrissy Haneef, Gender and Diversity Coordinator

United Nations and UN-led Clusters

Philip Mann, Health Cluster Coordinator, WHO Myanmar

Dr Allison Gocotano, Health Cluster Coordinator, WHO Sittwe

Helena Mazarro, Humanitarian Affairs Officer, UNOCHA

Norwin Schafferer, Humanitarian Affairs Officer, UNOCHA

James Robertson, UNICEF WASH Coordinator, a.i.

Myanmar Government

Daw Ei Ei Khin, Staff Officer, Department of Rural Development, Loikaw

Daw Kyu Kyu Thin, Midwife, Rural Hub Centre

U Myo Naing, Staff Officer, Department of Rural Development, Demawso

U Htay Aung, Head Master, Primary School

Dr. Khin Maung Aye, Social Minister, Magway Regional Government

Dr. Mon Mon Myint, Team Leader (MNCH)/Dy HO, Magway Regional Health Department

Myanmar Government / MRCS Township Committee Members

U Aung Ko Latt, Deputy Township Administrator Loikaw

Dr Thauung Lin, Township Medical Officer, Loikaw

U Aung Win, Deputy Township Education Officer, Loikaw

U Aung Thu Latt, Second in Commender

U Than Htwe, Staff Officer, Fire Bridgage

U Phyar Reh, Health Assistant 1

Dr. Win Htet, Township Medical Officer, Demawso

U Kyaw Min Htun, Audit, Demawso

U Ivan Nan, Deputy Staff Officer, Fire Bridgace, Demawso

U Yan Myo Kyaw, Deputy Township Administrator Demawso

U Khun Htet, Retired Education Officer, Demawso

U Aung Tha Pyay, Police Officer, Demawso

U Kyaw Nyein, Deputy Township Education Officer, Demawso

Daw Hla Hla Win, Grade 2 Officer, Myanmar Red Cross

U Kyaw Thet Win, Township Administrator, Demawso

Aung Thann Tun, Head master, Adjunct Middle School, Wae Daunt village

Aye Thaung, Cluster head, village administrative Department, Wae Daunt village

Aye Paing, Myat Thu, Aung Thura Ko, Teachers, Wae Daunt village

Khin Maung ko, head, village administrative Department, Ah Shay Lay Ein village

Project Sites – Kayah State

So Lo Sal Village Committee

Women's FGD, So Lo Sal Village

RC Committee, Htee Saw Daw Village

RC Committee, Daw Saw Kee Village

Project Sites – Magway State

Committee members of Zaung Chan Gone village, Pwint Phyu Township

Committee members Zee Kaing village, Pwin Phyu Township

Committee members Wae Daunt village

Women FGD Villagers, Wae Daunt village (7 females)

ANNEX 3: DOCUMENTS CONSULTED

- ALNAP. (2015). The State of the Humanitarian System Report 2015. <http://www.alnap.org/resource/21036.aspx>
- Arup International Development. (2013). Danish Red Cross Integrated Programming Study: DRC Integrated Programming Guideline. http://www.arup.com/~media/Files/PDF/Publications/Research_and_whitepapers/Final_DRC_Integrated_Programming_Guideline.ashx
- Baker, J. (2014). Independent Review of the value added of the Central Emergency Response Fund (CERF) in Myanmar https://docs.unocha.org/sites/dms/CERF/CERF_Myanmar_Country_Review_Oct2014.pdf
- Baker, J. and Narayanan, U. (2016). Independent Evaluation of the NRC Expert Deployment/NORCAP Response To The Nepal 2015 Earthquake. <https://www.nrc.no/resources/evaluations/evaluation-of-norcaps-response-to-the-2015-nepal-earthquake/>
- Cabot-Venton, C. (2013). Value for Money of Multi-year Approaches to Humanitarian Funding.
- DFID. (2012). DFID Value for Money in Humanitarian Programming. CHASE reference for partners https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/405978/VFM-guidance-partners.pdf
- Development Initiatives & Global Humanitarian Assistance. (2016). Global Humanitarian Assistance Report 2016. <http://www.globalhumanitarianassistance.org/report/gha2016/>
- Development Initiatives & Global Humanitarian Assistance. (2016). Think Piece: Humanitarian Financing. http://www.globalhumanitarianassistance.org/wp-content/uploads/2015/03/Final_Financing_Think_Piece_20140116.pdf
- Development Initiatives & Global Humanitarian Assistance (2015) Global Humanitarian Assistance Report 2015. <http://www.globalhumanitarianassistance.org/report/gha-report-2015/>
- FRC. (2015). Final Report/Bilateral Azraq Hospital Project and IFRC Emergency Appeal. Finnish Red Cross.
- FRC. (2016). Results-Based Management mechanisms at the Finnish Red Cross. Unpublished . Finnish Red Cross.
- Hanley, T. & Binns, R. & Murray, J. & Tribunalo, B. (2014). Inter-agency Humanitarian Evaluation of the Typhoon Haiyan Response. UN OCHA <http://www.alnap.org/resource/19318.aspx>
- Hirvonen, S. (2013). Final Evaluation of the project: Development of Primary Organisations. Red Crescent Society of Tajikistan.
- IFRC. (2011). Global Water and Sanitation Initiative (GWSI): A ten year initiative 2005-2015. International Federation of the Red Cross and Red Crescent Societies.
- IFRC. (2014). IFRC Framework for Community Resilience. International Federation of Red Cross and Red Crescent Societies. <http://www.ifrc.org/Global/Documents/Secretariat/201501/1284000-Frame-work%20for%20Community%20Resilience-EN-LR.pdf>

IFRC. (2015). Sexual and gender-based violence in armed conflict and disaster: Follow-up on recommendations of workshop 9 of the 2013 Council of Delegates. Council of Delegates of the Red Cross and Red Crescent Movement. International Federation of the Red Cross and Red Crescent Societies

IFRC. (2015). Global Review on Volunteering Report International Federation of the Red Cross and Red Crescent Societies. <http://www.ifrc.org/what-we-do/volunteers/global-review-on-volunteering/>

INTRAC, Tana, Indevelop. (2013). Evaluation of Danish Support to Civil Society. https://www.oecd.org/derec/denmark/CS_strategien_web_DANIDA.pdf

INTRAC, Tana and Indevelop. (2013). Evaluation of Danish Support to Civil Society Annex L: Learning Review on Danida evaluations Informal background working paper.

Lawday, A & Adjibade, K., Dahrendorf, N., Kubwayezu, F. and Morinière, L. (2016). Inter-Agency Humanitarian Evaluation (IAHE) of the Response to the Central African Republic's Crisis 2013-2015. UN OCHA. <http://www.alnap.org/resource/23027>

Murray, A., Majwa, P., Robertson, T., Burnham, G. (2015). Real-time Evaluation (RTE) of IFRC West Africa Ebola Virus Disease operations. IFRC.

Murray, J. & Landry, J. (2013). Placing protection at the centre of humanitarian action: Study on Protection Funding in Complex Humanitarian Emergencies <http://reliefweb.int/sites/reliefweb.int/files/resources/protection-funding-study-final-report-1.pdf>

Rouvinen, K. (2014). Mid-Term Review Community Based Health and First Aid Project in Brong Ahafo and Central Regions, Ghana (2013-2015).

Scott, R. (2015). Financing in Crisis? Making humanitarian finance fit for the future. OECD Development Co-operation Directorate. <http://www.oecd.org/dac/OECD-WP-Humanitarian-Financing-Crisis%20.pdf>

Scott, R. (2014). Imagining More Effective Humanitarian Aid: A Donor Perspective. OECD Development Co-operation Directorate. <http://www.oecd.org/dac/imagining-humanitarian-aid.htm>

Sida, L. & Trombetta, L. & Panero, V. (2016). Evaluation of OCHA response to the Syria crisis. UN OCHA <http://reliefweb.int/report/syrian-arab-republic/evaluation-ocha-response-syria-crisis-march-2016>

Tsukamoto, M. (2015). Meta evaluation of 2014 IFRC evaluations. International Federation of the Red Cross and Red Crescent Societies.

World Health Organisation. (2013). Classification and minimum standards for Emergency Medical Teams in sudden onset disasters http://www.who.int/hac/techguidance/preparedness/emergency_medical_teams/en/

ANNEX 4: EVALUATION MATRIX

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ1: Relevance, appropriateness and coverage (for humanitarian operations)</p> <p>EQ1.1 To what extent do the CSO's international activities align with its strategy and comparative advantage?</p> <p>EQ1.2 To what extent have activities aligned to the needs of beneficiaries (particularly women and girls and the marginalised), and countries? Do these reflect needs assessments, and consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence? Are they part of UN Humanitarian Response Plans and Global Appeals?</p> <p>EQ1.3 To what extent have activities implemented Finnish Development Policy (2007,2012) priorities, Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015)? In particular what linkages have been established between needs assessment and rights based approaches, and 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>EQ1.5 Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs</p>	<p>The strategic choices made by the CSOs in terms of interventions and how they are undertaken:</p> <ul style="list-style-type: none"> • are aligned to country development policies, priorities and programmes, and major humanitarian strategies • are based on needs assessments carried out by the CSO or its key international or national partners, and are based on Human Rights Based Approaches. Does one approach inform the other? • target issues that are a priority for country stakeholders and beneficiaries, especially unprotected, marginalised or vulnerable population groups. • include concerns for gender equality and the inclusion of people with disabilities in the formulation and delivery of the activities • take into account what donor partners and UN humanitarian coordination bodies perceive and define as priority • take into account the development situation and fragility of the country, in particular the risks and costs of operation. • are aligned with aid effectiveness commitments / principles, and are needs based and impartial. Some may be neutral and independent, if so the detail of why and how. 	<ul style="list-style-type: none"> • Degree to which the higher levels of the ToC as interpreted by the present evaluation (in particular short term and long term outcomes) has been achieved, or instances of deviation from this ToC. Extent to which this is justified by the CSO. • Presence and quality of contextual analysis, including situation reports, needs assessments, rights based approaches. • Frequency of mention in CSO guidance material to needs assessments, rights based assessments, and the frequency to which there is reference other guidance (MFA Guidance, Guidelines, UN Consolidated Appeals, alliance or network guidance concerning the targeting and quality of assistance). • Number of evaluations that report better than average performance in the criteria listed above. • Field visit evidence of needs or rights and duties which have not been taken into account in the delivery of the interventions. 	<p>Partner country humanitarian and development strategy and policy documentation, CSO programming and reporting documents.</p> <p>Finland's development policies, Guidance documentation (e.g. instructions, templates), in Finland, international partners, in countries and regions.</p> <p>Previous evaluations, reviews and reports.</p> <p>Humanitarian and country development statistics, and secondary literature on country development status and priorities. Utilisation of any information for the period 2010-2016.</p> <p>OECD/DAC guidance, studies and reviews, evaluations of the same operations by other donors or the same organisations.</p> <p>Studies and reviews from various sources on CSO performance.</p> <p>National development strategies/documents (such as PRSPs or planning documents), Consolidated Humanitarian Appeals, strategies, individual appeals and strategies, Humanitarian Needs Overview and other needs assessments.</p> <p>Interviews with government officials (commerce Department or Ministries officials responsible for CSOs, disaster response, DRR and resilience, technical sector), local government officials, private sector, country-based donors, UN agencies, technical experts and civil society.</p>

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

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

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<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>	<ul style="list-style-type: none"> CSOs have facilitated more effective aid management at a HQ level and better upstream results reporting within MFA <p>Activities have contributed to appropriate targeting of results and objectives given Finland's relative financial contribution as a development and humanitarian partner.</p> <p>Key constraints and core strengths are documented and easily reflected in interviews. Operational adjustments reflect taking these into account.</p> <p>The CSO is able to call on un-earmarked funding or standby personnel for sudden new emergencies. Contingency plans exist and are updated. Agreements are signed that reflect scenarios for a surge of activity.</p> <p>Planning and monitoring incorporate the HRBA and gender, environment and vulnerable person priorities as stated in the 2012 DPP, their implementation is monitored and progress reported on.</p>	<p>Other funding has been used to achieve the same goals as envisaged in the programming approved by the MFA.</p> <ul style="list-style-type: none"> Cases where similar results could have been achieved with fewer costs. Estimation of those potential savings. Evolution over the years of the evaluation period, within the CSO of the total number of countries covered and the number of programmes or projects. Evidence of high and unnecessary transaction costs. 	<p>Planning, financial reporting, individual intervention reporting</p> <p>CSO guidance documents</p> <p>Interviews as above</p> <p>Direct observation in sample activities</p> <p>Evaluability condition: CSO RBM and reporting systems meet validity standards.</p>

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
	<p>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"> • Presence of the CSO's own description and self-assessment of its current and planned capacities and systems to measure cost efficiency and its comparative advantage. • Number of times to which the question "what systems and processes are you aware of that promote cost efficiency that your CSO has in place and how are these being applied?" is answered in a positive manner. • Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms such as the UN. • Degree to which innovative approaches are used to overcome constraints present in assumptions A3 to A5. • Degree to which cross-cutting issues are an integral part of planning and delivery tools, for example whether there is an operating HRBA tool, and whether disability is given the necessary reporting space. 	

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

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ6.4 To what extent do short-term activities take longer-term development or human rights objectives into account.</p>	<p>CSO guidance and implementation prioritise sustainability and handover or exit strategies. 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"> • 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>Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.</p>

ANNEX 5: DESCRIPTION OF PROGRAMMES VISITED

Project name, partner CSO and budget	Country	Beneficiaries	Goal	Activities
Magarini Integrated Project implemented by KRCS –MFA budget 302,054 Euros	Kenya	7,735 persons	Contribute to strengthened community resilience towards environmental shocks.	construction of the planned 10 latrines at 5 primary schools and installation of hand washing facilities, PHAST training
Ikutha integrated health project implemented by KRCS –MFA budget 60,000 Euros	Kenya	3,500 + 580	Contribute to improved health of target communities by increasing access to improved and sustainable safe water and sanitation.	Water system improvement and PHAST training
Community Based Health Development Project Magway implemented by MRCS – MFA budget of 88,300 Euros	Myanmar	46,698	Community-based health development project aims to enable healthy and safe living.	Disease care & prevention, distribution of mosquito nets, snake bite care & prevention, First-aid training, distribution of rubber boots, health education sessions
Community-based health and first aid Programme in Loikaw and Demosoe townships, Kayah state implemented by MRCS – MFA budget 153,000 Euros.	Myanmar	9,511	Community-based health development project aims to enable healthy and safe living in resilient communities.	Health, WatSan and DRR activities in communities, health education, Behavior Change Communication, First Aid trainings, referral to medical facilities, Hygiene promotion and improvement of wat/san facilities, establishment of disease monitoring and early warning systems, livelihood support to organize community to sustain activities, link with other sectors to support community activities, school-based activities, provision of materials, mid-term and End line surveys.

Sources: FRC reports, Bhardwaj (2013), IFRC Myanmar

EVALUATION

PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS II:
FINNISH RED CROSS
2017



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND