



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations III



Evaluation on Finland's Development Policy and Cooperation

2017/5b



EVALUATION 3 ON THE PROGRAMME-BASED SUPPORT THROUGH FINNISH CIVIL SOCIETY ORGANIZATIONS, FOUNDATIONS AND UMBRELLA ORGANIZATIONS

Disability Partnership Finland

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2017/5b

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ACRONYMS AND ABBREVIATIONS

€	Euro
ADA	African Disability Alliance
AUDA	African Union Disability Architecture
BD	Board of Directors
BoLSA	Bureau of Labour and Social Affairs
CCO	Cross-cutting objective
COWASH	Community-Led Accelerated WASH
CRPD	Convention on the Rights of Persons with Disabilities
CSO	Civil Society Organization
CSO Unit	Unit for Civil Society of Ministry for Foreign Affairs of Finland
DPF	Disability Partnership Finland
DPI	Disabled People's International
DPO	Disabled People's Organization
DPP	Disability Partnership Programme
ECDD	Ethiopian Center for Disability and Development
ENAD	Ethiopian National Association of the Deaf
ENADB	Ethiopian National Association of Deafblind
ETB	Ethiopian Birr
EU	European Union
EUR	Euro
EWDNA	Ethiopian Women with Disabilities National Association
FAD	Finnish Association of the Deaf
FAIDD	Finnish Association on Intellectual and Developmental Disabilities
FDDP	Finnish Disability and Development Programme
FDUV	Association for Swedish-speaking Persons with Intellectual Disability in Finland
FEA	Finnish Epilepsy Foundation
FENAPD	Federation of Ethiopian National Associations of Persons with Disabilities
FENCE	Federación Nacional de Ciegos del Ecuador

FFVI	Finnish Federation of the Visually Impaired
FIDIDA	Finnish Disabled People's International Development Association
FLC	Fund for Local Cooperation
FPD	Finnish Association of People with Physical Disabilities
GA	General Assembly
GEQIP	General Education Quality Improvement Program
GPDD	Global Partnership on Disability and Development
HPD-O	Help for Persons with Disabilities -organisation
HRBA	Human Rights Based Approach
IDA	International Disability Alliance
IDDC	International Disability and Development Consortium
IGA	Income-generating Activity
ILO	International Labour Organisation
INGO	International non-governmental organisation
JPO	Junior Professional Officer
KAIH	Kenya Association of the Intellectually Handicapped
KEPA	Finnish Service Centre for Development Cooperation
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MANAD	Malawi National Association of the Deaf
MFA	Ministry for Foreign Affairs of Finland
MO	Member Organisation
MoE	Ministry of Education, Ethiopia
MOEHE	Ministry of Education and Higher Education, Palestine
MoLSA	Ministry of Labour and Social Affairs
MTR	Mid Term Review
NFVI	Namibian Federation for Visually Impaired
NGO	Non-governmental Organisation
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
PBS	Programme Based Support

PMELR	Planning, Monitoring, Evaluation, Learning and Risk Mitigation
PO	Partner Organisation
PWD	Person with Disabilities
QAB	Quality Assurance Board
RBM	Results Based Management
RI	Rehabilitation International
SC	Steering Committee
SG	Steering Group
SHF	The Finnish Federation of Swedish Speaking Hard of Hearing (SHF)
SRH	Sexual and Reproductive Health
SVB	Supervisory Board
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNCRPD	UN Convention on the Rights of Persons with Disabilities
UNDP	United Nations Development Programme
UNICEF	The United Nations Children's Fund
UNPRPD	The UN Partnership to Promote the Rights of Persons with Disabilities
USAID	United States Agency for International Development
VAMCPAA	Voluntary Association of Mobility Challenged People in Addis Ababa
VANE	Finnish National Council on Disability
WBU	World Blind Union
WFD	World Federation of the Deaf
WISE	Organization for Women in Self Employment
ZAEPD	Zambia Association on Employment for Persons with Disabilities
ZNAPD	Zambia National Association of Persons with Physical Disabilities

TIIVISTELMÄ

Suomen ulkoministeriö (UM) on jakanut ohjelmatukea kansalaisjärjestöille vuodesta 2003 alkaen. Käsillä oleva Vammaiskumppanuuden saaman ohjelmatuen arviointi on osa laajempaa kansalaisjärjestöjen vuosina 2010-2016 saaman ohjelmatuen arviointia.

Vammaiskumppanuus on rekisteröity kansalaisjärjestö. Ryhmä suomalaisia UM:n rahoittamia kehitysyhteistyöhankkeita toteuttavia vammaisjärjestöjä perusti sen vuonna 1989. Se työskentelee kehitysmaissa olevien vammaisten oikeuksien puolesta ja on jäsentensä palvelu- ja koordinaatioelin vammais- ja kehitysasioissa. Sillä on erityinen vammaisnäkökulma ja täten myös suhteellinen etu vammaisjärjestönä.

Hankkeisiin perustuva ohjelma on melko perinteinen eikä erityisen omaperäinen, ja jotkut viiteryhmät näkevät toiminnan tietystä määrin hyväntekeväisyytenä. Järjestön pitäisi painottaa nykyaikaisempia ja innovatiivisempia tukitapoja, kuten työllistymisen valtavirtaistamiseen liittyvien näkökulmia. Tuloja tuottavaan toimintaan ei pitäisi ryhtyä tekemättä kunnollista riskianalyysia ja markkinakelpoisuus- ja arvoketjuanalyyseja eikä ilman riittävän teknisen tuen varmistamista.

Hankekokonaisuus on hajanainen eikä resurssien yhdistämisestä koituvia mahdollisia synergioita ole maksimoitu. Tulospohjaiseen hallintotapaan ja kattavaan tarve- ja maakohtaiseen analyysiin perustuvat yhteishankkeet loisivat vankan pohjan tällaiselle uudistukselle.

Ensimmäisiä askeleita on otettu tulospohjaiseen hallintoon (RBM) siirtymisessä, mutta tämä muutos on tehty aivan vastikään. Seuranta- ja arviointijärjestelmät kaipaavat parannuksia etenkin käyttäytymisen ja transformatiivisten muutosten kohdalla, ja myös muutosten mittaamista tarvitaan. Evaluointien tekemisen tarve on ilmeinen.

Kumppanien kapasiteetti vaihtelee merkittävästi. Siksi tarvitaan koordinoitua työtä ja riittävällä teknisellä kapasiteetilla toteutettuja yhteishankkeita. Realistisia ja konkreettisia lopetussuunnitelmia olisi myös laadittava.

Kansalaisjärjestöyksikön kanssa tehtävä yhteistyö on lähinnä hallinnollista eikä siitä ole saatavissa sisällöllisiä neuvoja. Tukea pitäisi saada teema-alueiden neuvonantajilta.

Avainsanat: arviointi, kehitysyhteistyö, kansalaisjärjestöt, tulospohjainen hallinto (RBM), Vammaiskumppanuus

REFERAT

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. Denna utvärdering handlar om PBS-programmet hos Samverkan inom funktionsnedsättning och ingår i en mer omfattande utvärdering av alla PBS-program hos CSO åren 2010-2016.

Samverkan inom funktionsnedsättning är en registrerad icke-statlig organisation. Den grundades år 1989 av en grupp finländska organisationer bestående av personer med funktionsnedsättning som genomförde projekt kring utvecklingssamarbete finansierade av finländska utrikesministeriet. Den arbetar för att förverkliga rättigheterna för personer med funktionsnedsättning i utvecklingsländer och fungerar som ett service- och samordningsorgan för sina medlemmar i samband med funktionsnedsättning och utveckling. Dess specifika nisch är frågor kring funktionsnedsättning och komparativa fördel att den är en organisation "bestående av" personer med funktionsnedsättning.

Planeringen är projektbaserad, ganska konventionell och saknar originalitet och vissa intressegrupper uppfattar aktiviteterna i viss mån handla om välgörenhet. Fokuset på moderna och innovativa sätt att stöda måste ökas, till exempel för att integrera tillvägagångssätt kring sysselsättning. Inkomstbringande verksamhet ska inte inledas utan verkliga analyser av risker, omsättningsbarhet och värdekedjor och tillräckligt tekniskt stöd.

Projektportföljen är splittrad och potentiella synergifördelar av att slå samman resurser har inte maximerats. Gemensamma projekt baserade på ett resultatbaserat tillvägagångssätt och en omfattande analys av behov och förhållandena i ett land skapade en solid grund för ett sådant initiativ.

Åtgärder har vidtagits för att introducera programbaserad resultatbaserad styrning men övergången har skett mycket nyligen. Övervaknings- och utvärderingssystemen måste förbättras, särskilt i samband med beteende- och omvälvande förändringar samt mätning av förändringen. Det är uppenbart att det behövs utvärderingar.

Kapaciteten hos partners varierar stort. Mer samordnade satsningar och gemensamma projekt med tillräcklig teknisk kapacitet behövs. Realistiska och konkreta exitstrategier ska tas fram.

Samarbetet med CSO-enheten är främst administrativt och kan inte erbjuda råd om substansen. Tematiska rådgivare ska involveras för att ge stöd.

Nyckelord: *utvärdering, utvecklingssamarbete, organisationer i civilsamhället, resultatbaserad styrning, Samverkan inom funktionsnedsättning*

ABSTRACT

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. This is an evaluation on the PBS programme of Disability Partnership Finland it is part of a wider evaluation of all CSO PBS programmes during 2010-2016.

Disability Partnership Finland is a registered non-governmental organization. It was founded in 1989 by a group of Finnish Organizations of People with Disability which implemented development cooperation projects financed by the Ministry for Foreign Affairs of Finland (MFA). It works for the realization of the rights of persons with disabilities in developing countries, and is a service and coordination body for its members regarding disability and development. Its specific niche is in disability issues, and comparative advantage being an organisation “of” people with disabilities.

Programming is project-based, rather conventional, lacking originality, and some stakeholders perceive activities to a certain extent charity-oriented. More focus on modern and innovative ways of support is required, such as to mainstream employment approaches. Income-generating activities should not be started without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support.

The project portfolio is fragmented and potential synergies of pooling resources together are not maximized. Joint projects, based on a results-based approach and comprehensive needs and country context analysis would provide a sound basis for such an initiative.

Steps have been taken towards programmatic Results Based Management (RBM), but the shift is very recent. Monitoring and Evaluation (M&E) systems need improvement, particularly related to behavioural and transformative changes, and measuring the change. Need to carry out evaluations is evident.

Partners significantly vary in capacity. More coordinated efforts and joint projects with sufficient technical capacity are required. Realistic and concrete exit strategies should be developed.

Cooperation with the CSO Unit is mainly administrative, and not in a position to provide substance-related advice. Thematic Advisors should be involved to provide support.

Key words: *evaluation, development cooperation, CSO, RBM, Disability Partnership Finland*

YHTEENVETO

Tausta ja menetelmät

Suomen ulkoministeriö (UM) on jakanut ohjelmatukea kansalaisjärjestöille vuodesta 2003 alkaen. Tällä hetkellä tukea saa 17 järjestöä, kolme säätiötä ja kaksi kattojärjestöä. Kansalaisjärjestöjen ohjelmien evaluoinnilla on neljä päätavoitetta: (1) saada näyttöön perustuva yleiskäsitys valittujen järjestöjen ohjelmien toiminnasta ja tuloksista; (2) tähdentää niiden ohjelmien arvoa ja ansioita; (3) antaa käytännön ohjeita, joilla ohjelmatuen strategiaa ja hallintoa voidaan parantaa; ja (4) tunnistaa ohjelmatuesta saadut opit ja edistää hyviä käytänteitä, joista sidosryhmät voivat oppia. Näitä seikkoja tulisi tarkastella politiikan, ohjelmien ja edunsaajien näkökulmasta.

Tämä evaluointiosan raportti koskee Vammaiskumppanuutta. Evaluointi toteutettiin keräämällä ja analysoimalla seuraavia tietolähteitä: asiakirjojen tarkastelu, haastattelut Suomessa sekä maaliskuussa 2017 tehty vierailu Etiopiaan, johon sisältyi tapaamisia hankkeita toteuttavien kumppaneiden, hyödynsaajien ja muiden avainsidosryhmien edustajien kanssa. Tutkimuksessa käytettiin kvalitatiivisten ja kvantitatiivisten metodeiden yhdistelmää.

Vammaiskumppanuus on rekisteröity kansalaisjärjestö. Ryhmä suomalaisia UM:n rahoittamia kehitysyhteistyöhankkeita toteuttavia vammaisjärjestöjä perusti sen vuonna 1989. Vuoteen 2014 se tunnettiin nimellä Vammaisjärjestöjen kehitysyhteistyöyhdistys FIDIDA (Finnish Disabled People's International Development Association). Järjestön tarkoituksena on toimia kehitysmaiden vammaisten oikeuksien toteutumisen puolesta ja toimia järjestön omien jäsenten palvelu- ja koordinointielimenä vammaisuuteen ja kehitykseen liittyvissä asioissa.

Keskeiset havainnot

Tarkoituksenmukaisuus (Relevance)

Vammaiskumppanuus on selvästi löytänyt oman paikkansa vammaisasiatoimijana. Sen suhteellinen etu on olla vammaisjärjestö. Ohjelmatuki on yhdistänyt jäseniä ja lisännyt erityisesti vammaisuuteen liittyviä ongelmakokonaisuuksia koskevaa ymmärrystä parantaen samalla tietojenvaihtoa. Teemapainopiste on erittäin merkityksellinen vammaisten tarpeiden kannalta, etenkin kun vammaisten asiaan kohdistuvat julkiset budjetit ovat hyvin pienet. Ohjelματοiminta on yhä hyvin hankepohjaista ja melko perinteistä, ja sidosryhmät näkevät sen hyväntekeväisyytenä. Strategisempaa ja fokusoidumpaa ohjelmasuunnittelua ja nykyaikaisempia, innovatiivisempia tapoja vammaisten tukemiseen tarvitaan, mikä lisäisi myös ohjelmien vaikuttavuutta ja vaikutuksia. Ohjelman merkitys hyödynsaajien näkökulmasta on vähäistä, koska kullekin kumppanille ja hankkeelle on käytettävissä vain hyvin vähän rahoitusta. Jo sinällään rajalliset resurssit jakautuvat hyvin ohuesti monille järjestöille, ja varsinkin vammaisjärjestöjen kohdalla tämä on johtanut siihen, että vain harvat saavat suoraa hyötyä ohjelmatoiminnoista.

Kumppanien valinta perustuu pääosin vammaisluokitukseen, joskin esim. kattojärjestöjen tukeminen on yksi harvoista poikkeuksista. Vammaiskumppanuuden vuosikertomuksen 2015 mukaan 26 kumppanista 14 (54 %) on ollut mukana vammaisten henkilöiden oikeuksia koskevan YK:n yleissopimuksen (UNCRPD, ”vammaissopimus”) edistämistyössä ja joillain kumppaneista on mahdollisuus toimia tässä myös tärkeässä roolissa. Tuki perustuu entistä enemmän tilanne- ja/tai tarveanalyysiin, mutta niitä ei vieläkään tehdä systemaattisesti ja syvällisesti. Esimerkiksi asiakirjatarkastelussa ei tullut vastaan mitään kumppanuusmaiden koulutus- tai työllisyyspolitiikkaan tai vammaissopimuksen seurantaraportteihin liittyviä analyyseja, vaikka kaikkien vammaissopimuksen ratifioineiden maiden on annettava raportit YK:n vammaiskomitealle. Raporteissa annetaan tietoja siitä, miten oikeuksia toteutetaan keskeisillä sektoreilla. Asiakirjoista ei löytynyt myöskään yksityiskohtaista sidosryhmäanalyysia tai siihen kuuluvaa vastuunkantajien ja oikeuksien haltijoiden ja näiden roolien ja vastuiden ja näihin liittyvien kapasiteettivajeiden analyysia. Ohjelma on hyvin linjassa Suomen kehityspolitiikan prioriteettien kanssa ja on etenkin ihmisoikeusnäkökulman ja vammaisuutta koskevien periaatteiden mukainen. Tarkoituksenmukaisuus ja ohjelmanmukaisuus on lisääntynyt, ja vuoden 2016 politiikassa vammaiset mainitaankin erikseen. Hanketoteutuksesta vastaavat pelkästään paikalliset kumppanit, mikä on osaltaan ”elinvoimaisen kansalaisyhteiskunnan” ja paikallisten kansalaisjärjestöjen vahvistamista koskevien vaatimusten mukaista.

Johdonmukaisuus, täydentävyys ja koordinaatio (Coherence, complementarity and coordination)

Vammaiskumppanuus koordinoi toimintaansa pohjoismaisten vammaisverkostojen ja järjestöjen ja kansainvälisten vertaisjärjestöjensä kanssa. Jäsenjärjestöt tekevät merkittävää globaalia politiikkatyötä, mitä ei kuitenkaan raportoida, koska se ei saa ohjelmataukea. Järjestö on lisännyt yhteistyötään muiden suomalaisten kansalaisjärjestöjen kanssa ja tarjonnut vammaisasian valtavirtaistamista koskevaa koulutusta ja asiantuntijapalveluja.

Ohjelmatuella rahoitetun kehitysyhteistyön toimeenpano erillishankkeiden sijasta on ollut oppimisprosessi. Jäsenten omat hankkeiden toimeenpanotavat ja niiden vahva omistajuus ovat aluksi synnyttäneet jonkin verran muutostarainta. Jäsenten sitoutuneisuus kehitysyhteistyöhön vaihtelee, mikä vaikuttaa niiden kiinnostukseen lisätä koordinaatiota. Joillekin niistä kehitysyhteistyö edustaa vain hyvin pientä osuutta budjetista. Näkemyseroja on myös sihteeristön roolista, käytänteiden yhtenäistämistä ja paremman koordinaation ja yhteisprojektien tarpeesta. Jäsenten ja niiden hankkeiden ja kumppanien välinen koordinaatio maatasolla on vähäistä. Maantieteellinen fokus on parantunut, kun viisi kumppania toimii nyt aktiivisesti Etiopiassa, mutta tämän toimintatavan tuottama lisäarvo ja synergia on vähäistä. Mahdollisuuksia yhdistää ohjelmatuon tuomia etuja ei ole maksimaalisesti hyödynnetty. Kumppanien välinen kilpailu, vammaisluokitukset ja vain oman ryhmän asian edistäminen rajoittavat täysipainoisen koordinaation mahdollisuuksia. Myönteisiäkin esimerkkejä on, mm. seurantakäyntien koordinoinnista, toisten hankkeisiin tutustumisesta ja yhteisistä teematyöpajoista.

Vammaiskumppanuuden ja kansalaisjärjestöyksikön yhteistyö ohjelmatukiasioissa on pääosin hallinnollista. Tieto rahoituspäätöksistä tulee UM:ltä hyvin myöhäisessä vaiheessa, mikä vaikuttaa suunnitteluun. Suomen Etiopian suurlähetystö on tehnyt esimerkillistä proaktiivista koordinoitua avainsidosryhmien, mm. lahjoittajien, tällä teema-alueella toimivien kansalaisjärjestöjen ja myös julkisen vallan parissa. Tämän seurauksena eri avustusmallit ovat onnistuneesti täydentäneet vammaisasioissa toisiaan.

Tehokkuus (Efficiency)

Ohjelmallisen tulosperustaisen hallinnon (Results Based Management, RBM) periaatteita on ruvettu noudattamaan, mutta asia on vielä hyvin tuore eikä se perustu muutosteoriaan (Theory of Change, ToC).

Nykyjärjestelmä muistuttaa loogisen viitekehyksen lähestymistapaa (Logical Framework Approach, LFA), mutta on kattavampi. Järjestelmä, joka määrittää vähimmäislaatustandardit, mittaa ihmisoikeuksien toteutumisessa ajan mittaan tapahtuneet laadulliset muutokset, ilmaisee yhteiskunnallisen muutoksen joko suoraan (#) tai epäsuorasti (yhteissummana). Tulos- ja vaikutusraportointi ei ole vielä näyttöön perustuvaa eikä se anna riittävän luotettavaa näyttöpohjaa paikallisten toteutuskumppaneiden käyttäytymisen muutoksen mittaamiselle tai kestävyuden tai kapasiteetin kasvattamisen arvioinnille.

Ulkoisen evaluoinnin sijaan prioriteettina on ollut kehittää työn kriittistä itsearviointia. Ulkoisten teemakohtaisten ja strategisten arviointien tarve on ilmeinen mm. tulonhankintatoimintojen vaikutusten kohdalla. Olisi myös tehtävä toimintaympäristön strategista arviointia, jotta voitaisiin ymmärtää perinpohjin, mitä politiikasta todella seuraa ja millaisia mahdollisuuksia siitä tarjoutuu fokusmielessä. Evaluointeja suunniteltaessa on kriittisen tärkeää laatia luotettava ja teknisesti korkealaatuinen toimeksiannon kuvaus (Terms of Reference, TOR), jonka tavoitteet ovat realistiset, sekä varmistaa että evaluoijalla on riittävä kapasiteetti toteuttaa toimeksianto. Evaluointeja voi käyttää myös oppimiskokemuksena ja kapasiteetin kasvattamistoimenpiteenä. Esimerkiksi kehitysyhteistyön piiriin voitaisiin saada uusi vammaissukupolvi ottamalla evaluointeihin vammaisasiantuntijoiksi henkilöitä, jotka eivät ole aiemmin olleet mukana käytännön kehitysyhteistyössä.

Vaikuttavuus (Effectiveness)

Tavoitteet (outputs) on yleensä saavutettu, ja useimmat hankkeet on toteutettu melko tehokkaasti ja aikataulussaan. Joitain viivästymisiä on ollut, mutta ne eivät ole merkittävästi vaikuttaneet suunniteltuun toteutukseen. Aikatauluja on ollut mahdollista muuttaa vastaavasti, koska ohjelmatuki on välineenä joustava.

Ohjelmatuki on ollut suurelta osin erillisten hankkeiden yhdistelmä, ja niiden yhdistäminen suuremmiksi, pitempään kestäviksi kokonaisuuksiksi ei ole vielä johtanut merkittävään vaikuttavuuden kasvuun. Hankekokonaisuus on pirstaleinen eikä resurssien yhdistämisestä koituvia mahdollisia synergioita ole hyödynnetty maksimaalisesti. Tulosperustainen lähestymistapa ja kattava kumppanimaiden tarveanalyysi antaisi ohjelmalle vankan perustan.

On olemassa hyviä esimerkkejä onnistuneesta poliittisen tason vaikuttamis-toinnasta, kuten myös elinikäisestä oppimisesta. Esimerkiksi viittomakie-len opettajia ja koulunkäyntiavustajia on koulutettu Kosovossa, ja nyt opetus on hallituksen hyväksymää; Ecuadorissa on perustettu koulutuskeskuksia, joiden erikoisopettajat ovat itsekin vammaisia; Etiopiassa syrjimätöntä kasvatusta ja yliopisto-opiskelijoille tarjottuja apuvälineitä koskeneet hankkeet ovat laajentuneet yhdestä neljään yliopistoon kestäväällä tavalla.

Tarve omaksua nykyaikaisempia lähestymistapoja on erityisen ilmeistä tulonhankintaa edistävien toimintojen kohdalla. Tulokset saattavat olla ristiriidas-sa syrjimättömyystavoitteiden kanssa ja niitä voidaan pitää jopa haitallisina hyödynsaajille. Tulonhankintaan liittyvät toiminnot eivät ole linjassa jäsen-ten tai kumppanien asiantuntemuksen kanssa, ja niissä piilee merkittävä riski. Tukea ei pitäisi jatkossa aloittaa ilman edeltävää kunnollista riskiana-lyysia ja markkinakelpoisuus- ja arvoketjuanalyysia tai riittävän teknisen tuen varmistamista. Kannattavan liiketoiminnan aloittaminen edellyttää tek-nistä asiantuntemusta ja apua. On tarpeen siirtyä eriytyneestä tulonhankin-nan edistämisestä (esim. suojatyöpaikat) työnsaannin valtavirtaistamiseen, koska vammaisille tarkoitettuja työpajoja ei pidetä tuottavina työpaikkoina. Monet jäsenet ovat olleet etulinjassa kehittämässä innovatiivisia ratkaisuja esimerkiksi työllistämisen valtavirtaistamiseen, ja ne tuntevat Euroopassa ja muualla maailmassa kehitettyjä uusia malleja. Tämä kokemus pitäisi siirtää kumppanuusmaihin.

Korkeatasoinen syrjimättömyyspolitiikka ja kansallisia toimintaohjelmia on olemassa, mutta toimeenpano on valtava haaste, koska vammaiskysymyksiä ei käsitellä yhdenvertaisesti budjeteissa siten kuin politiikan kehittäminen antaa ymmärtää. Vastuutahoilla ei ole tietoa ja kokemusta syrjimättömyyden huomioinnista ja valtavirtaistamisesta kehityksessä, ja ne ovatkin kertoneet tarvitsevansa lisäoppia valtavirtaistamisen toteutuksesta. Sekä hallitukset ja vammaisjärjestöt tarvitsevat teknistä ja budjettitason tukea innovatiivisten mallien toimeenpanossa sekä konkreettisia neuvoja etenkin valtavirtaistami-nessa, myös syrjäisemmällä maaseutualueilla ja -taajamissa. Pelkät lakimuu-tokset eivät riitä vaikuttamaan laajasti ja merkittävästi ihmisten elämään. Näkökulman muutos edellyttäisi perinpohjaisempaa kontekstianalyysia, joka tällä hetkellä puuttuu. Tuen pitäisi rakentua tällaisen analyysin pohjalle.

Vaikutus (Impact)

On ilmeistä, että hankkeilla on ollut myönteistä vaikutusta vammaisten elä-mään. Esimerkiksi viittomakielisten parissa tehdyn työn hyödynsaajat ovat kokeneet elämänsä muuttuneen syvällisesti. He ovat saaneet kielen, identitee-tin, koulutuksen ja toimeentulon, joita heillä ei olisi ilman hankkeiden tukea. Tutustumiskäynneillä mainittiin myös säännönmukaisesti, että ohjelmatukea saaneet vammaisjärjestöt ovat tarjonneet monille vammaisille tilaisuuden toistensa tapaamiseen ja vertaistuen saamiseen ja että ilman järjestöjä he oli-sivat jääneet kotiin. On myös näytetty, että vammaisopiskelijoiden saama tuki on merkittävästi parantanut heidän läsnäoloastettaan ja suoriutumistasoan. Merkittäviä tuloksia on saatu myös lainsäädäntöön vaikuttamisessa, mikä on puolestaan parantanut vammaisten ihmisoikeuksia.

Tuki on yhä hyvin hajanaista ja jotkut vuosibudjetit äärettömän pieniä. Etenkin heikompien vammaisjärjestöjen kohdalla vaikutuspotentiaali rajoittuu vain hyvin pieneen hyödynsaajajoukkoon, yksilötasoon, ja se on liian pieni aiheuttaakseen mitään merkittävää muutosta hyödynsaajien elämässä. Tarvitaan koordinoitumpaa panostusta, johon sisältyy yhteisrahoitus ja ohjelmapohjaiset toimet yhdessä riittävänsuuruisen budjetin, teknisen asiantuntemus ja kapasiteetin tukemisen kanssa. Ohjelmatuen etujen yhdistämistä ei ole maksimaalisesti hyödynnetty.

Kestävyys (Sustainability)

Yhteiskunnallis-kulttuurisessa kestävyudessa on saatu aikaan jonkinlaisia onnistumisia, mutta kumppanien taloudellinen kestävyys on vaikeasti saavutettavissa, ja niiden kapasiteetti vaihtelee suuresti - hyvin heikoista hyvin etabloituneisiin. Vammaisjärjestöjen, kansalaisjärjestöjen ja eritasoisten hallintorakenteiden kanssa toimiminen on mahdollistanut paikallisen yhteiskunnallisen ja kulttuurisen kestävyuden luomisen. Taloudellinen kestävyys (tai muutamien eloonjäänti) on vaikeasti saavutettavissa ellei kapasiteettia kasvateta. Joidenkin kansalais/vammaisjärjestöjen hallinto- ja vammaisosaimisen ja suuren joukon palvelemisen välillä on epätasapaino. Vammaisille tarkoitetuilla (heitä "varten" perustetuilla) kansalaisjärjestöillä on suhteellisesti parempi organisatorinen kapasiteetti, ja niillä on ollut parempia käytäntöjä kuin niillä, jotka on perustettu jäsenien palvelemiseksi (vammaisten yhdistyksinä). Kumppanit ovat kokonaan riippuvaisia lahjoitusvaroista, ja rajallinen perusrahoitus johtaa heikkoon kestävyteen. On tärkeää, että myös heikommat vammaisjärjestöt ovat mukana, mutta on kyseenalaista, johtaako tämä tuki lopulta riittävään kapasiteettiin, jonka varassa ne voivat saada lisärahoitusta. On silti tärkeää tunnustaa jälkimmäisten eli vammaisten yhdistysten arvo "ei mitään meistä ilman meitä" -näkökulmasta.

Vammaiskumppanuuden hallituksella on eriäviä näkemyksiä järjestön sihteeristön täsmällisestä roolista ja johtamisesta, ja tämä haittaa sen toiminnan kehittämistä. Näitä näkemyksiä ovat mm. se, pitäisikö sen ensisijaisesti palvella jäsenjärjestöjä ohjelmatuen toimeenpanossa ja etsiä myös uusia toimintatapoja, joita olisivat mm. vammaisuuteen liittyvät valtavirtaistamispalvelut, mikä nähdään varainkeruustrategiana. Sen kasvattaminen nykyiseltä varsin rajalliselta tasoltaan seuraavalle portaalle edellyttää lisäpanostusta ja laajempaa alaan liittyvää asiantuntemusta ja sen tunnustamista, että valtavirtaistamisen todellinen mandaatti on vastuunkantajilla.

Suosituks

Strateginen suunta ja ohjelmafokus

1. Vammaiskumppanuuden pitäisi jatkaa työtään olemassa olevien vahvuuksiensa ja vammaisasioiden asiantuntemuksensa pohjalta ja käyttää nykyaikaisia ja innovatiivisia vammaisten tukemisen tapoja YK:n vammaissopimuksen mukaisesti ja käyttäen hyödyksi omien jäsenjärjestöjensä asiantuntemusta. Vammaisopettajien ja -fasilitaattorien käyttöä tulisi jatkaa, ja heille pitäisi antaa enemmän vastuuta suunnittelussa ja toimeenpanossa ja ottaa nuoria vammaisia mukaan suunnittelemaan tukea ja sisäisiä evaluointeja.

2. Maakohtaisia olosuhteita, menettelyjä, strategioita ja toimintaohjelmia sekä niiden tarjoamia mahdollisuuksia pitäisi analysoida ja hyödyntää tuen lähtökohtana. Teknistä tukea tulisi tarjota myös julkisen vallan eri tasoilla vammaisuuden valtavirtaistamisessa ja ulottaa toiminta myös maaseudulle ja maaseututaajamiin.
3. Vammaiskumppanuuden tulisi siirtyä tulonhankintatoimintojen tukemisesta työllistymisen valtavirtaistamisen edistämiseen. Jäsenjärjestöjen asiantunte-
mista työllistymisen valtavirtaistamisessa tulisi hyödyntää. Nykyistä tulo-
hankintatoimintaa pitäisi perusteellisesti arvioida eikä sen tukemiseen
pitäisi ryhtyä tekemättä kunnollista riskianalyysia ja markkinakelpoisuus- ja
arvoketjuanalyysia tai ilman riittävän teknisen tuen varmistamista.

Synergiat ja hankekokonaisuuden hajanaisuus

4. Vammaiskumppanuuden pitäisi omaksua ohjelmallisempi lähestymistapa yhteishankkeiden suunnittelun ja toimeenpanon avulla. Niiden pitäisi perustua tulosperustaiseen hallintoon ja kattavaan tarveanalyysiin kumppanuusmaissa.

Tulosperustainen hallinto

5. Vammaiskumppanuuden tulisi kehittää seuranta- ja arviointijärjestelmiään ja erityisesti indikaattoreita käyttäytymis- ja transformatiivisten muutosten mittaamiseksi. Suosituksena on, että se hakee tulosten kartoitus- ja haravointimenetelmiä (outcome mapping and harvesting) ja muita vastaavia menetelmiä tämältyyppisen tiedon tarkemman keräämisen apuna. Tulosten ja käyttäytymisen muutoksia kuvaavia mittareita tulee edelleen parantaa, jotta ne olisivat luotettavia ja hyödyllisiä seurannan kannalta. On myös suositeltavaa, että tulos- ja vaikutustason mittaukset tehtäisiin harvemalla frekvenssillä mutta syvällisemmin.
6. Vammaiskumppanuuden pitäisi suorittaa itsearviointin rinnalla hyvälaatuista ulkoista arviointia ja tehdä ensisijaisesti teema-arviointi tulonhankintaa tukevista toiminnoista. Poliittisten seuraamusten ja niistä kumpuavien fokusmahdollisuuksien ymmärtämisen edellyttämän toimintaympäristön eli politiikkakontekstin arvioinnin pitäisi sisältyä ohjelmatukeen, mutta se voidaan myös suorittaa toimintakohtaisena asiakirja-analyysina.
7. UM:n pitäisi harkita harvemmin (ts. vain kahdesti puitesopimuskaudella) suoritettavia tulos- ja vaikuttavuusmittauksia ohjelmatukikaudella, jatkaen ainoastaan tulosraporttien vaatimista vuosikohtaisesti.

Kumppanien kestävyys ja kapasiteetti

8. Vammaiskumppanuuden ei välttämättä tarvitse lopettaa heikoimpien vammaisjärjestöjen tukemista, mutta jos tukea jatketaan, tarvitaan koordinoitua toimintaa, mm. etabloituneiden vammais/kansalaisjärjestöjen kanssa tehtäviä yhteishankkeita ja ohjelmapohjaista toimintaa sekä riittävänsuuruista budjetti- ja teknisen kapasiteetin tukea. Suosituksena on tehdä perinpohjainen kumppaniarviointi ja määrittää kumppanivalinnan vähimmäiskriteerit. Kun kumppanilla on erittäin pieni vuosibudjetti (jossa palkkojen osuus on suuri), tuen antamista pitäisi harkita uudelleen.

9. Kumppanin tarpeista riippuen Vammaiskumppanuuden tulisi sisällyttää tukeensa resurssien mobilisointia koskeva koulutus. Mukaan pitäisi ottaa myös erityyppisiä kestävyyttä kuvaavia mittareita ja raportoida niistä. Olisi laadittava realistiset ja konkreettiset poistumissuunnitelmat (exit strategy), joiden toimeenpanovaiheita pitäisi seurata, mukauttaa käytännössä ja tehdä asianmukaiset raportit.
10. Vammaiskumppanuuden hallituksen tulisi ensiksi selkeyttää ja tarvittaessa harkita uudelleen sihteeristön roolia ja tehtäviä, etenkin vammaisuuden valtavirtaistamisen alueella. Jos tätä aluetta laajennetaan, fokus tulisi siirtää palvelutarjonnasta vammaisuuden valtavirtaistamiseen oletusarvoisesti syrjimättömyyteen perustuvassa ohjelmakokonaisuudessa niiden hankkeiden sijasta, jotka eivät perinteisesti ole olleet syrjimättömyyteen pohjautuvia. Jäsenjärjestöjen asiantuntemusta tulisi käyttää laajasti näiden palvelujen tarjoamisessa.

Koordinointi kansalaisyhteiskuntayksikön ja UM:n kanssa

11. UM:n tulisi systemaattisesti osoittaa teemakohtaisia neuvonantajia, jotka tarjoavat tukea kansalaisjärjestöasioissa ja ovat mukana vuotuisissa kuulemisissa ohjelmataukea saavien kansalaisjärjestöjen kanssa. Neuvonpitoa pitäisi käydä useammin, mahdollisesti puolivuositain. Kaikkien Vammaiskumppanuuden jäsenjärjestöjen pitäisi olla läsnä yhdessä kuulemistilaisuudessa.
12. UM:n pitäisi harkita myös sitä, että ohjelmataukea saavista kansalaisjärjestöistä vastaavien ministeriön virkamiesten pitäisi käydä tutustumassa hankkeisiin ainakin kerran seuraavan ohjelmataukivaiheen aikana.

SAMMANFATTNING

Bakgrund och metod

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. För tillfället ges PBS åt 17 organisationer, tre stiftelser och två paraplyorganisationer. De fyra huvudmålen för CSO-utvärderingen är att (1) vara en evidensbaserad genomgång av hur de utvalda organisationerna fungerar och vilka resultat de uppnår, (2) beskriva värdet och utbytet av deras program, (3) ge praktisk vägledning för att förbättra strategierna för och ledningen av PBS samt (4) identifiera lärdomar av PBS och främja bästa praxis som intressegrupper kan lära sig av. Dessa aspekter ska beaktas ur följande perspektiv: riktlinjer, program och förmånstagare.

Denna rapport handlar om utvärderingen av Samverkan inom funktionsnedsättning. Utvärderingen utfördes genom att samla in och analysera tre huvudkategorier av data: en skrivbordsgranskning, intervjuer i Finland och fältbesök i Etiopien i mars 2017 som bestod av möten med genomförandepartners, omedelbara förmånstagare i projekt och andra centrala intressegrupper. En kombination av både kvalitativa och kvantitativa metoder och instrument utnyttjades.

Samverkan inom funktionsnedsättning är en registrerad icke-statlig organisation. Den grundades år 1989 av en grupp finländska organisationer bestående av personer med funktionsnedsättning som genomförde projekt kring utvecklingssamarbete finansierade av finländska utrikesministeriet. Ända till 2014 var dess namn Föreningen för handikapporganisationernas biståndssamarbete FIDIDA. Målet för organisationen är att arbeta för att förverkliga rättigheterna för personer med funktionsnedsättning i utvecklingsländer och fungera som ett service- och samordningsorgan för sina medlemsorganisationer i samband med funktionsnedsättning och utveckling.

Huvudsakliga resultat och slutsatser

Relevans

Samverkan inom funktionsnedsättning har klart funnit sin nisch som en aktör inom frågor kring funktionsnedsättning. Dess komparativa fördel är att den är en organisation bestående av personer med funktionsnedsättning. PBS har fört medlemmar samman, vilket ökat förståelsen av problem specifika för funktionsnedsättning och förbättrat informationsutbytet. Tematiska fokusen är mycket relevant för behoven bland personer med funktionsnedsättning eftersom statliga budgetar för att beakta funktionsnedsättning är mycket små. Planeringen är fortfarande projektbaserad, ganska konventionell och i viss grad uppfattar intressegrupper den som välgörenhet. Mer strategisk och fokuserad planering av moderna och innovativa sätt att stöda personer med funktionsnedsättning behövs och kunde ytterligare förbättra effektiviteten och inverkan. För förmånstagarna har relevansen minskat på grund av det mycket

begränsade stödet per partner och projekt. De redan små resurserna har spritts mellan många organisationer, vilket resulterat i att få personer drar direkt nytta av programverksamheten särskilt då det handlar om organisationer bestående av personer med funktionsnedsättning.

Partners väljs främst på basis av en kategorisering av funktionsnedsättning med få undantag, till exempel stöd till paraplyorganisationer. Enligt Samverkan inom funktionsnedsättnings årsberättelse för 2015 hade 14 av 26 partners (54 %) sysslat med påverkansarbete för FN:s konvention om rättigheter för personer med funktionsnedsättning (UNCRPD) och några partners har bra möjligheter att spela en ledande roll i att främja den. Stöd baseras allt mer på situations- och/eller behovsanalyser men dessa är fortfarande varken systematiska eller ingående. I genomgången av dokument uppdagades till exempel varken analyser av relevanta politiken inom till exempel utbildning och sysselsättning i partnerländerna eller någon hänvisning till UNCRPD-övervakningsrapporter som alla parter är förpliktade att lämna FN:s kommitté för rättigheter för personer med funktionsnedsättning. Dessa rapporter innehåller information om hur rättigheterna förverkligas inom viktiga sektorer. Bland dokumenten fanns inte heller en detaljerad analys av intressegrupper inklusive en analys av ansvariga och rättighetsinnehavare, deras roller och ansvar samt brister i kapacitet. Programmet ligger bra i linje med finländska utvecklingspolitiska prioriteringar, särskilt tillvägagångssättet baserat på mänskliga rättigheter och principerna för funktionsnedsättning. Relevansen och inriktningen har förbättrats eftersom personer med funktionsnedsättning tas uttryckligen upp i riktlinjerna för 2016. Projekt genomförs endast via lokala partners och därmed bidrar de till att stärka ett livskraftigt civilsamhälle och lokala CSO.

Samstämmighet, komplementaritet och samordning

Samverkan inom funktionsnedsättning samordnar med nordiska nätverk kring funktionsnedsättning samt dess nordiska och internationella motsvarigheter. Medlemsorganisationer utför separat viktigt policyarbete globalt men detta rapporteras inte eftersom arbetet inte får PBS-finansiering. Samverkan inom funktionsnedsättning har allt mer samarbetat med andra finländska CSO och erbjudit utbildning och sakkunnigtjänster i integrering av funktionsnedsättning.

Att genomföra PBS samfällt i stället för enskilda projekt har hittills handlat om en inlärningsprocess. Egna sätt att genomföra projekt och en stark känsla av ägarskap hos medlemmarna väckte till en början visst motstånd mot ändringarna. Hos medlemmarna varierar engagemanget för utvecklingssamarbete, vilket påverkar deras intresse att öka samordningen. Hos några står utvecklingssamarbete för en mycket liten andel av budgeten. Ytterligare varierar åsikterna om sekretariatets roll, harmonisering av praxis och behovet av att öka samordningen och antalet gemensamma projekt. Det förekommer endast lite samordning mellan medlemmarna, deras projekt och partners på nationell nivå. Geografiska fokuset har förbättrats eftersom fem partners verkar nu i Etiopien men detta tillvägagångssätt medför mycket lite mervärde och få synergifördelar. Möjligheten att "slå samman" nyttan av PBS har inte maximerats. Konkurrens mellan partners och deras kategorisering av funktionsnedsättning och att de endast främjar sina egna frågor begränsar möjligheten till fullfjädr-

rad samordning. Det finns positiva exempel på samordning av övervakningsbesök, besök hos varandras projekt och gemensamma tematiska workshoppar.

PBS-samarbetet mellan Samverkan inom funktionsnedsättning och CSO-enheten är främst administrativt. UM sänder mycket sent information om finansieringsbeslut, vilket påverkar planeringsförmågan. Finländska ambassaden i Etiopien är ett exemplariskt exempel på proaktiv samordning bland centrala intressegrupper, inklusive donatorer och CSO aktiva inom detta temaområde samt regeringen. Detta har resulterat i signifikant komplementaritet av frågor kring funktionsnedsättning mellan skilda bidragssystem.

Resursanvändning

Åtgärder har vidtagits för att följa principerna för programbaserad resultatbaserad styrning men övergången har skett mycket nyligen och är inte baserad på förändringsteori. Nuvarande systemet liknar metoden med logiska ramar men är mer omfattande och tar till exempel upp lägsta kvalitetsstandarder, mäter kvalitativa ändringar i rättighetssituationen över tid och kvantifierar social förändring antingen direkt eller indirekt (genom att slå samman). Rapporteringen om resultat och inverkan är ännu inte evidensbaserad och skapar inte en tillräckligt tillförlitlig grund för mätning av beteendeförändring, hållbarhet eller kapacitetsuppbyggnad hos lokala genomförandepartners.

En förbättring av egna förmågan att kritiskt självutvärdera arbetet har prioriterats över externa utvärderingar. Behovet av att låta utföra externa tematiska och strategiska utvärderingar/bedömningar är uppenbart, till exempel av följderna av inkomstbringande verksamhet. Verksamhetsmiljön ska strategiskt bedömas för att fullt ut inse vad politiska följderna innebär och vilka möjligheter erbjuds med tanke på fokus. Då utvärderingar planeras är det essentiellt att utforma välgrundade mandat av hög teknisk standard och med realistiska målsättningar samt säkerställa att utvärderarna har tillräckligt med kapacitet att utföra sitt arbete. Utvärderingar kan också utnyttjas för inlärning och kapacitetsuppbyggnad. En ny generation av personer med funktionsnedsättning kunde till exempel skapas för utvecklingsarbete genom att engagera personer med funktionsnedsättning som ännu inte haft kontakt med praktiskt utvecklingsarbete som experter på funktionsnedsättning i utvärderingar.

Effektivitet

Målsättningar (utfall) har generellt uppnåtts och flesta projekt har genomförts ganska effektivt och i tid. Det har förekommit vissa förseningar men de har inte markant påverkat planenliga genomförandet. Man har kunnat justera tidsplanen därefter eftersom PBS är ett flexibelt instrument.

PBS har till stor del handlat om att kombinera ett set individuella projekt och att de samlats i större långvariga portföljer har ännu inte resulterat i en klar förbättring av effektiviteten. Portföljen är fortfarande splittrad och potentiella synergifördelar av att slå samman resurser har inte maximerats. Ett resultatbaserat tillvägagångssätt och ingående behovsanalyser i partnerländerna skapade en solid grund för ett sådant program.

Det finns exempel på framgångar i att påverka politiska nivån samt livslångt lärande. Lärare i teckenspråk och lektionsassistenter har till exempel utbildats

i Kosovo och detta har nu ackrediterats av regeringen. I Ecuador har det grundats utbildningscentrum med specialiserade utbildare som själva är personer med funktionsnedsättning och i Etiopien har inkluderande utbildning och handikapphjälpmedel för universitetsstudenter utvidgats från ett universitet till fyra på ett hållbart sätt.

Behovet av att övergå till modernare tillvägagångssätt är särskilt uppenbart i samband med inkomstbringande verksamhet. Resultaten kan vara oförenliga med integrationsmålen och kan anses vara till och med potentiellt skadliga för förmånstagare. Inkomstbringande verksamheten ligger inte i linje med expertisen hos medlemmarna och deras partners och det finns stora risker. I framtiden ska sådan verksamhet inte inledas utan verkliga analyser av risker, omsättningsbarhet och värdekedjor och tillräckligt tekniskt stöd. Det krävs teknisk expertis och hjälp för att starta lönsam affärsverksamhet. Det måste övergå från segregerad inkomstbildning (t.ex. skyddade verkstäder) till integrerade tillvägagångssätt för sysselsättning eftersom verkstäder avsedda för personer med funktionsnedsättning inte uppfattas som produktiv sysselsättning. Många medlemmar har gått i bräschen för att utveckla innovativa tillvägagångssätt för till exempel integrerad sysselsättning och känner till de nya modeller som tagits fram i Europa och globalt. Denna erfarenhet ska spridas till partnerländerna.

Det finns inkluderande riktlinjer och nationella åtgärdsplaner av hög kvalitet men genomförandet är en enorm utmaning eftersom frågor kring funktionsnedsättning inte får det utrymme i budgetar som policyutvecklingen antydde. Ansvariga saknar information om och erfarenhet av inkluderande utveckling och integrering och ansåg att de måste lära sig mer om genomförande av integrering. Både regeringar och handikapporganisationer (DPO) behöver tekniskt och budgetstöd för att ta i bruk innovativa modeller och konkreta råd särskilt om integrering också på landsbygden och i centrum på landsbygden. Lagändringar räcker inte till i sig för att klart påverka människors liv i större skala. Ett byte av tillvägagångssätt förutsatte mer ingående kontextanalyser som för tillfället saknas. Stödet ska baseras på sådana analyser.

Inverkan

Det är uppenbart att projekt påverkat positivt livet för personer med funktionsnedsättning. De som dragit nytta av arbetet med teckenspråk har till exempel upplevt djupgående förändringar i sina liv. De får ett språk, en identitet, utbildning och försörjningsmöjligheter som de inte skulle ha haft om projektet inte hade existerat. Under fältbesöken nämndes också regelbundet att de DPO som stötts via PBS erbjudit många personer med funktionsnedsättning en möjlighet att träffa andra och få inbördes stöd. Utan dessa organisationer hade de varit tvungna att stanna hemma. Det finns också belägg på att stödet till studenter med funktionsnedsättning klart ökat deras närvaro och förbättrat deras prestationer. Påfallande resultat har också uppnåtts i att påverka lagstiftning och på så sätt har mänskliga rättigheterna för personer med funktionsnedsättning förbättrats.

Stödet är fortfarande mycket splittrat och vissa årsbudgetar är extremt små. Särskilt i samband med svagare DPO sträcker sig potentiella inverkan inte utanför en mycket begränsad grupp av förmånstagare och individuella nivån

och den är för liten för att klart förändra livet för förmånstagarna. Det behövs mer samordnade satsningar inklusive gemensam finansiering och program-baserade åtgärder tillsammans med en tillräcklig budget, teknisk sakkunskap och kapacitetsstöd. Möjligheten att "slå samman" nyttan av PBS har inte maximerats.

Hållbarhet

Viss framgång har nåtts i sociokulturell hållbarhet men ekonomisk hållbarhet hos partners är en svår fråga och deras kapacitet varierar stort från mycket svag till väletablerad. Arbetet med DPO, CSO och skilda förvaltningsnivåer har skapat en potential för lokal social och kulturell hållbarhet. Det är svårt att uppnå ekonomisk hållbarhet (eller överleva i vissa fall) om inte kapacitet byggs upp. Det finns en obalans mellan expertis på organisatorisk förvaltning och kapacitet specifik för funktionsnedsättning hos några CSO/DPO. CSO som etablerats för personer med funktionsnedsättning (organisationer "för") har en relativt bättre organisatorisk kapacitet och har visat sig kunna förbättra sin praxis jämfört med CSO som bildats för att betjäna deras medlemmar (organisationer "bestående av"). Partners är helt och hållet beroende av stöd från donatorer och med begränsad kärnfinansiering är hållbarheten svag. Det är viktigt att också svagare DPO deltar men det kan ifrågasättas huruvida detta stöd till sist leder till att de har tillräckligt med kapacitet för att få ytterligare finansiering. Det är ändå viktigt att inse det värde som "organisationer bestående av" medför ur perspektivet "ingenting om oss utan oss".

Styrelsemedlemmarna har olika åsikter om exakta rollen för sekretariatet för Samverkan inom funktionsnedsättning och vilken riktning den ska ta, vilket hindrar en vidareutveckling av dess verksamhet. Åsikterna går isär bland annat huruvida sekretariatet främst ska betjäna medlemsorganisationerna i genomförandet av PBS eller också identifiera nya verksamhetssätt, till exempel erbjuda tjänster för integrering av funktionsnedsättning som anses vara en insamlingsstrategi. En utvidgning från nuvarande ganska snäva nivå till nästa förutsätter ytterligare insatser, mer omfattande sektoriell expertis och en insikt att egentliga mandatet för att integrera ligger hos de ansvariga.

Rekommendationer

Strategisk riktning och fokus för programplanering

1. Samverkan inom funktionsnedsättning ska vidareutveckla sin nuvarande styrka och sakkunskap inom frågor kring funktionsnedsättning och utnyttja moderna och innovativa sätt att stöda personer med funktionsnedsättning enligt UNCRPD och med stöd av expertisen hos medlemsorganisationerna. Personer med funktionsnedsättning ska engageras som utbildare och kontaktpersoner också i fortsättningen och de ska ges mer ansvar för planering och genomförande, inklusive unga med funktionsnedsättning som planerare av stöd och interna utvärderare.
2. Landspecifika kontexten, riktlinjerna, strategierna och åtgärdsplanerna och de möjligheter de erbjuder ska analyseras och utnyttjas som en utgångspunkt för stöd. Tekniskt stöd ska erbjudas också regeringen på olika nivåer av integrering av funktionsnedsättning och för att nå ut till landsbygden och centrum på landsbygden.

3. Samverkan inom funktionsnedsättning ska övergå från att stöda inkomstbringande verksamhet till tillvägagångssätt för integrerad sysselsättning. Medlemsorganisationernas expertis på integrering av sysselsättning ska utnyttjas. Nuvarande inkomstbringande verksamhet ska utvärderas ingående och inkomstbringande verksamhet ska inte inledas i framtiden utan verkliga analyser av risker, omsättningsbarhet och värdekedjor och tillräckligt tekniskt stöd.

Synergifördelar och splittrad portfölj

4. Samverkan inom funktionsnedsättning ska utveckla ett mer programbaserat tillvägagångssätt genom att ta fram och genomföra gemensamma projekt på basis av ett resultatbaserat tillvägagångssätt och ingående behovsanalyser i partnerländerna.

Resultatbaserad styrning

5. Samverkan inom funktionsnedsättning ska vidareutveckla övervaknings- och utvärderingssystem och särskilt indikatorer för att mäta beteende- och omvälvande förändringar. Det rekommenderas att överväga att kartlägga och fånga resultat och utnyttja andra liknande metoder för att mer noggrant fånga upp sådan information. Indikatorer för resultat och beteendeförändring måste ytterligare förbättras så att de är tillförlitliga och nyttiga för övervakningen. Det rekommenderas också att dessa mätningar av resultat och inverkan utförs mer sällan men mer ingående.
6. Samverkan inom funktionsnedsättning ska låta utföra externa utvärderingar av hög kvalitet parallellt med självutvärdering och prioritera en tematisk utvärdering av inkomstbringande verksamhet. I PBS ska inkorporeras en bedömning av verksamhetsmiljön, det vill säga politiska kontexten, för att fullt ut inse vad politiska följderna innebär och vilka möjligheter erbjuds med tanke på fokus, men den kan till stor del göras som en åtgärdsinriktad skrivbordsgranskning.
7. UM ska överväga mer sällan förekommande mätningar av resultat/inverkan (t.ex. endast två under ramperioden) som en del av PBS och endast förutsätta årliga rapporter om utfallet.

Hållbarhet och kapacitet hos partners

8. Samverkan inom funktionsnedsättning ska inte nödvändigtvis sluta stöda de svagaste DPO men om detta fortsätts krävs mer samordnade satsningar inklusive gemensamma projekt och programbaserade åtgärder med väletablerade DPO/CSO och med en tillräcklig budget och tekniskt kapacitetsstöd. Det rekommenderas att utföra en grundlig bedömning av partners och ta fram minimikriterier för val av partners. Ifall årliga budgeten för en partner är mycket liten (hög andel av löner) ska stödet omprövas.
9. Utbildning i att mobilisera resurser för Samverkan inom funktionsnedsättnings partners ska inkorporeras i tillämpliga fall och på basis av behovet hos partnern. Indikatorer för olika slags hållbarhet ska inkluderas och rapporteras. Realistiska och konkreta exitstrategier ska tas fram och steg under genomförandet gås igenom, anpassas i praktiken och rapporteras.

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10. En prioritet för styrelsen för Samverkan inom funktionsnedsättning är att klargöra och vid behov ompröva sekretariatets roll och uppgifter särskilt i samband med integrering av funktionsnedsättning. Om den utvidgas ska fokusen överföras från att erbjuda tjänster kring integrering av funktionsnedsättning i program som i sig är inkluderande till traditionellt icke-inkluderande projekt. Sakkunskapen hos medlemsorganisationerna ska utnyttjas i stor omfattning när dessa tjänster erbjuds.

Samordning med CSO-enheten och UM

11. UM ska systematiskt involvera tematiska rådgivare för att stöda CSO-enheten i samband med tematiska frågor och årliga samråd med CSO som får PBS-finansiering. Samråd ska förekomma oftare, eventuellt två gånger om året. Alla medlemsorganisationer i Samverkan inom funktionsnedsättning ska vara närvarande vid ett av dessa samråd.
12. UM ska också överväga att den handläggare som svarar för CSO som får PBS besöker deras projekt åtminstone en gång under nästa PBS-fas.

SUMMARY

Background and methodology

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. Currently PBS is channelled to 17 organisations, three foundations and two umbrella organisations. The four principle aims of the CSO evaluation are to (1) provide an evidence-based overview of the performance and results of the PBS programmes of selected organisations, (2) highlight the value and merit of their programs, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

This is the sub-evaluation report on the PBS programme of Disability Partnership Finland (DPF). It was realised by gathering and analysing three main categories of data: desk review, interviews in Finland, and field visit in Ethiopia in March 2017 which included meetings with the implementing partners, direct beneficiaries of their projects and other key stakeholders. Combination of tools and instruments, both qualitative and quantitative, were used.

Disability Partnership Finland is a registered non-governmental organization. It was founded in 1989 by a group of Finnish Organizations of People with Disability which implemented development cooperation projects financed by the Ministry for Foreign Affairs of Finland (MFA). Till 2014 it was known as FIDIDA - Finnish Disabled People's International Development Association. The purpose of the organisation is to work for the realization of the rights of persons with disabilities in developing countries and serve as a service and coordination body for its member organisations in questions related to disability and development.

Main findings and Conclusions

Relevance

Disability Partnership Finland has clearly found its own niche as an actor in disability issues. Its comparative advantage is being an organisation of people with disabilities. PBS has brought members together which has increased understanding in disability-specific problematics and improved information sharing. Thematic focus is of high relevance for the needs of the persons with disabilities, as government budgets for addressing disability are very limited. Programming approach is still project-based, rather conventional and to a certain extent perceived by the stakeholders as a charity approach. More strategic and focused programming on modern and innovative ways of supporting persons with disabilities is required and could further enhance effectiveness and impact. Relevance to the beneficiaries is decreased due to very limited funding for each partner and project. The already limited resources are thinly spread

amongst several organizations, which particularly in case of organisations of people with disabilities, has resulted in a limited number of persons directly benefitting from the programme activities.

Selection of partners is mainly based on disability categorization, with few exceptions e.g. support to umbrella organizations. According to the DPF Annual Report 2015, 14 out of 26 partners (54 %) have been engaged in the UN Convention on the Rights of Persons with Disabilities (UNCRPD) advocacy and some partners are well positioned to play a prominent role in advancing it. Support is increasingly based on situation and/or needs analysis but those are not yet conducted systematically and in-depth. For instance, the document review did not find analysis of relevant e.g. education and employment policies in the partner countries or any reference to the CRPD monitoring reports which all parties are obliged to submit to the Committee on the UNCRPD. These reports present information on how the rights are being implemented in main sectors. Similarly, a detailed stakeholder analysis, including analysis of duty bearers and rights holders, and their roles and responsibilities as well as capacity gaps was not found in the documents. Programme is well aligned with the Finnish development policy priorities, particularly Human Rights Based Approach (HRBA) and disability principles. Relevance and alignment have increased as the 2016 policy explicitly mentions persons with disabilities. Projects are implemented only through local partners, and thereby contribute to the requirement of strengthening a “vibrant civil society” and local CSOs.

Coherence, complementarity and coordination

Disability Partnership Finland coordinates with Nordic disability networks, its Nordic and international peers. Significant global level policy work is done individually by member organisations, but not reported as it is not funded by the PBS. It has increasingly collaborated with other Finnish CSOs and has provided trainings and experts services in disability mainstreaming.

Implementing PBS jointly instead of single projects has so far been a learning process. Own ways of implementing projects and strong ownership of them by members caused some change resistance at first. Commitment by members to development cooperation varies, which affects their interest in increasing coordination. For some development cooperation is a very small percentage of their budget. Views also differ on the role of the Secretariat, harmonization of practices and a need for increased coordination and joint projects. There is only limited coordination between members, their projects and partners at the country level. Geographical focus has improved, as five partners are now active in Ethiopia, but the added value and synergies this approach brings are very limited. Possibility to “pool” benefits of PBS support is not maximized. Competition between partners and their disability categorization and promotion of only their own cause limits possibilities for full-fledged coordination. Positive examples of coordinating the monitoring visits, visiting each other’s projects and joint thematic workshops exist.

Cooperation between Disability Partnership Finland and the CSO Unit regarding PBS is mainly administrative. Information on funding decision comes very late from the MFA which affects ability to plan. Finland’s Embassy in Ethiopia is an exemplary case of proactively coordinating amongst the key stakeholders,

including donors and CSOs active in this thematic area and also the government. Significant complementarity of disability issues between different aid modalities have been achieved as a result.

Efficiency

Steps have been taken in adhering to programmatic Results Based Management (RBM) principles, but the shift is very recent and not based on Theory of Change (ToC). The current system resembles the Logical Framework Approach (LFA), but is more comprehensive, e.g. a system which demonstrates the minimum quality standards, measures qualitative change in the rights' situation over time, quantify social change either directly (#) or indirectly (by aggregating). Reporting on outcomes and impact is not yet evidence-based, and not providing a sufficiently reliable evidence base for behavioural change measurement, sustainability or capacity development of local implementing partners.

Priority has been given on raising own ability to critically self-assess the work over carrying out external evaluations. The need to carry out external thematic and strategic evaluations/assessments is evident, e.g. on effects of income-generating activities. Strategic assessments of the operating environment to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus should be conducted. When planning for evaluations, it is critical to design sound and technically high-standard Term of References with realistic objectives and to ensure that the evaluators have sufficient capacities to conduct evaluations. Evaluations can also be used as a learning experience and a capacity building measure. For instance, a new generation of persons with disabilities in development work could be created by engaging persons with disabilities who have not yet been exposed to practical development work in evaluations as disability experts.

Effectiveness

Targets (outputs) have been generally met, and most projects have been implemented rather efficiently and in a timely way. Some delays have occurred but they have not significantly affected planned implementation. It has been possible to adjust the timeframes accordingly as PBS as an instrument is flexible.

PBS has been largely a combination of a set of individual projects, and packaging the projects in larger portfolios with a long-term duration has not yet resulted in significant increases in effectiveness. The portfolio is still fragmented and potential synergies of pooling resources together are not maximized. The results-based approach and comprehensive needs analysis in the partner countries would provide a sound basis for such a programme.

Successful examples of policy level advocacy exist, as well as in life-long learning. For example, sign language trainers and class-room assistants have been trained in Kosovo, now accredited by government; in Ecuador training centres with specialised instructors, who are persons with disabilities themselves, have been established and in Ethiopia inclusive education and providing assistive devices for the students at the universities has been scaled up from one university to four in a sustainable way.

Need to move towards more modern approaches is particularly evident regarding income-generating activities. The results can be contradictory to inclusion objectives and can be considered even potentially harmful to beneficiaries. Income generating activities are not in line with the expertise of the members or their partners, and have significant risks. Support should not be started in the future without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support. Starting a profitable business requires technical expertise and assistance. There is a need to shift from segregated income-generation (e.g. sheltered workshops) to mainstreaming employment approaches because workshops dedicated to persons with disabilities are not perceived as productive employment. Many members have been in front line in developing innovative approaches for instance to mainstream employment and they are familiar with the new models developed in Europe and globally. This experience should be transferred to the partner countries.

High quality inclusive policies and national action plans exist but implementation is a huge challenge as disability issues are not reflected equally in budget terms as policy development would imply. The duty bearers lack information and experience on inclusive development and mainstreaming and expressed their need to learn more about the implementation of the mainstreaming. Both governments and Disabled People's Organizations (DPOs) need technical and budgetary support in implementing innovative models and concrete advice particularly in mainstreaming, including the more rural areas and rural centres. Changing the laws only is not sufficient to have significant impact on the lives on a wider scale. Changing the approach would require more thorough context analysis which currently is missing. The support should be built on such analysis.

Impact

It is evident that projects have made a positive impact in the life of the persons with disabilities. For example, beneficiaries of the sign language work experience profound changes in their lives. They acquire language, identity, education, and livelihood that they would not have done if the projects did not exist. It was also regularly mentioned during the field visit that the DPOs supported through the PBS have provided an opportunity to many persons with disabilities to meet others and to get peer support and without these organisations they would have remained at home. It is also evidenced that the support to the students with disabilities has significantly improved their school attendance and performance. Notable results have also been achieved in affecting the legislation, thereby improving the human rights of persons with disabilities.

Support is still very fragmented, and some annual budgets are extremely low. Particularly in case of weaker DPOs, the potential impact does not go beyond a very limited number of beneficiaries, individual level and is too small to bring a significant change in the life of the beneficiaries. More coordinated efforts, including joint funding and programme-based action together with a sufficient budget, technical expertise and capacity support is required. Possibility to "pool" benefits of PBS support is not maximized.

Sustainability

Some success has been achieved in socio-cultural sustainability, but financial sustainability of partners is difficult and they significantly vary in capacity, from very weak to well-established. Working with DPOs, CSOs and with different levels of governance structures has created potential for local social and cultural sustainability. Financial sustainability (or survival of some) is difficult unless capacity is built. There is imbalance between organizational management expertise and disability-specific capacity of some of the CSOs/DPOs versus serving the mass. The CSOs, which are established for people with disabilities (called associations ‘for’) have a relatively better organizational capacity and they have demonstrated improved practices than those who are formed to serve their members (associations ‘of’). Partners solely depend on donor funding, and with limited core funding sustainability is weak. It is important to have also the weaker DPOs on board, but it is questionable, whether this support will eventually lead to sufficient capacity for them to get additional funding. Still it is important to recognize the value inherent to the “associations of” from the point of view of “nothing about us without us”.

There are differing views on the exact role and direction of the Disability Partnership Finland Secretariat by the Board members which is holding back further development of its activities. Such views include whether it should primarily serve its member organisations in the PBS implementation, or also find new ways of operating, such as providing disability mainstreaming services which is considered as a fund-raising strategy. Expanding it from the current, quite limited level to the next requires additional inputs and broader sectoral expertise, and acknowledging that the actual mandate to mainstream is with the duty bearers.

Recommendations

Strategic direction and focus of programming

1. Disability Partnership Finland should build on its current strengths and expertise in disability issues and employ modern and innovative ways of supporting persons with disabilities, in line with UNCRPD and using the expertise of the member organisation. Include people with disabilities as trainers and facilitators should continue, and they should be given more responsibilities in planning and implementation including young persons with disabilities as planners of the support and internal evaluators.
2. The country specific context, policies, strategies and action plans, and opportunities they provide should be analysed and utilized as the starting point for support. Technical support should be provided also to the government at different levels on mainstreaming disability and to reach rural areas and centres.
3. Disability Partnership Finland should move from supporting income-generating activities to mainstream employment approaches. Expertise of member organisations in mainstreaming employment should be utilized. Current income-generating activities should be thoroughly evaluated and support to income-generating activities should not be started in the future without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support.

Synergies and fragmentation of portfolio

4. Disability Partnership Finland should develop a more programmatic approach through designing and implementing joint projects, based on a results-based approach and comprehensive needs analysis in the partner countries.

Result-based management

5. Disability Partnership Finland should further develop Monitoring and Evaluation (M&E) systems and particularly indicators to measure behavioural and transformative changes. It is recommended to look at outcome mapping and harvesting and other similar methods to capture this type of information more accurately. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. It is also recommended that these measurements at outcome and impact level are carried out less frequently and more in-depth.
6. Disability Partnership Finland should carry out good quality external evaluations parallel to self-assessment, and as a priority carry out a thematic evaluation on income-generating activities. Assessing the operating environment i.e. policy context to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus should be incorporated in the PBS, but can be largely done as an action-oriented desk review.
7. The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.

Sustainability and capacity of partners

8. Disability Partnership Finland should not necessarily discontinue its support to the weakest DPOs, but if continued, more coordinated efforts, including joint projects and programme-based action together with well-established DPOs/CSOs, and with a sufficient budget and technical capacity support is required. Carrying out a thorough partner assessment and developing a minimum criteria for partner selection is recommended. In cases of very limited annual budgets for a partner (high % of salaries), providing support should be reconsidered.
9. Training in resource mobilization for Disability Partnership Finland's partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated, reported on. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.
10. The Board of the Disability Partnership Finland should as a priority clarify and if need be, reconsider, the role and tasks of the Secretariat, particularly regarding disability mainstreaming. If expanded, the focus should shift from providing services to mainstream disability in by default inclusive programming, to traditionally non-inclusive projects. Expertise of member organisations should be extensively used in providing these services.

Coordination with CSO Unit and MFA

11. MFA should systematically include thematic advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Consultations should take place more often, maybe bi-annually. In one of these consultations all member organisations of the Disability Partnership Finland should be present.
12. MFA should also consider that the desk officers in charge of CSOs receiving PBS visit their projects, at least once during the next PBS phase.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategic direction and focus of programming		
<p>The Disability Partnership Finland together with its member organisations focuses on disability issues as well as functions and role of the disability organisations in promotion of human rights. The programme implementation is based on this expertise. Persons with disabilities themselves are in the programme implementation.</p> <p>High quality inclusive policies and national action plans exist in countries of operation. Implementation is a huge challenge as disability issues are not reflected equally in budget terms as policy development would imply. The duty bearers lack information and experience on inclusive development and mainstreaming and expressed their need to learn more about the implementation of the mainstreaming. This has not sufficiently directed PBS programming.</p> <p>Focus on changing the laws only is not sufficient to have significant impact on the lives on a wider scale.</p> <p>Income generating activities can potentially be harmful to beneficiaries. They are not in line with the expertise of the members or their partners, and have been carried out without a proper risk analysis, marketability and value-chain analysis, and sufficient technical support.</p>	<p>Disability Partnership Finland has clearly found its own niche as an actor in disability issues and comparative advantage of being an organisation of people with disabilities.</p> <p>Programming approach is still project-based and rather conventional and to a certain extent resembles charity approach. More strategic and focused programming on modern and innovative ways of supporting persons with disabilities is required, is in high demand, and could further enhance effectiveness and impact. Information sharing between members has enhanced.</p>	<ol style="list-style-type: none"> 1. Disability Partnership Finland should build on its current strengths and expertise in modern and innovative ways of supporting persons with disabilities. Engaging people with disabilities as trainers and facilitators should continue including engagement of young persons with disabilities as future resource. 2. The country specific context, policies, strategies and action plans, and opportunities they provide should be analysed and utilized as the starting point for support. Technical support should be provided also to the government at different levels on mainstreaming disability and to reach rural areas and centres. 3. Disability Partnership Finland should move from supporting income-generating activities to mainstream employment approaches. Expertise of member organisations should be utilized. Current income-generating activities should be thoroughly evaluated and support to income-generating activities should not be started in the future without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support.

Findings	Conclusions	Recommendations
Synergies and fragmentation of portfolio		
<p>PBS has been largely a combination of a set of individual projects.</p> <p>There is only limited coordination between members, their projects and partners at the country level. Geographical focus has improved, as five partners are now active in Ethiopia, but the added value and synergies this approach brings are very limited.</p>	<p>The project portfolio of Disability Partnership Finland is still fragmented and potential synergies of pooling resources together are not maximized. The results-based approach and comprehensive needs analysis in the partner countries would provide a sound basis for such a programme.</p>	<p>4. Disability Partnership Finland should develop a more programmatic approach through designing and implementing joint projects, based on a results-based approach and comprehensive needs analysis in the partner countries.</p>
Result-based management		
<p>The current RBM system resembles the Logical Framework Approach, but is more comprehensive, e.g. a system which demonstrates the minimum quality standards, measures qualitative change in the rights' situation over time, quantify social change either directly (#) or indirectly (by aggregating).</p> <p>Reporting on outcomes and impact is not yet evidence-based, and not providing a sufficiently reliable evidence base for behavioural change measurement, sustainability or capacity development of local implementing partners.</p> <p>Priority has been given on raising own ability to critically self-assess the work over carrying out external evaluations.</p>	<p>Steps have already been taken in adhering to programmatic RBM principles, but the shift is very recent and not based on Theory of Change. Current reporting and M&E systems and methods still need improvement.</p> <p>There is an evident need to carry out external thematic and strategic evaluations/assessments.</p>	<p>5. Disability Partnership Finland should further develop M&E systems and particularly indicators to measure behavioural and transformative changes. It is recommended to look at outcome mapping and harvesting and other similar methods to capture this type of information more accurately. It is also recommended that these measurements at outcome and impact level are carried out less frequently and more in-depth.</p> <p>6. Disability Partnership Finland should carry out good quality external evaluations parallel to self-assessment, and carry out a thematic evaluation on income-generating activities. Assessing the operating environment i.e. policy context to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus should be incorporated in the PBS.</p> <p>7. The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.</p>

Findings	Conclusions	Recommendations
Sustainability and capacity of partners		
<p>As regards the financial and organizational sustainability of the DPF, more than 90% of the programme costs are covered by the MFA. Partners solely depend on donor funding.</p> <p>There are no exit strategies for the ongoing programme countries/projects, where projects will continue.</p> <p>Ownership of MOs varies as many of them are not as such development cooperation organisations, and exact direction of the DPF is not clear.</p>	<p>Some success has been achieved in socio-cultural sustainability, but financial sustainability of partners is difficult and they significantly vary in capacity, from very weak to well-established. Different types of sustainability are not measured.</p> <p>There are differing views on the exact role and direction of the Disability Partnership Finland Secretariat by the Board members, which is holding back further development of its activities, especially when the human resources are limited.</p>	<p>8. Disability Partnership Finland should not necessarily discontinue its support to the weakest DPOs, but if continued, more coordinated efforts, including joint projects and programme-based action together with well-established DPOs/CSOs, and with a sufficient budget and technical capacity support is required. Carrying out a thorough partner assessment and developing a minimum criteria for partner selection is recommended. In cases of very limited annual budgets for a partner (high % of salaries), providing support should be reconsidered.</p> <p>9. Training in resource mobilization for Disability Partnership Finland’s partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated and reported on. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.</p> <p>10. The Board of the Disability Partnership Finland should clarify and if need be, reconsider, the role and tasks of the Secretariat, particularly regarding disability mainstreaming. If expanded, the focus should shift from providing services to mainstream disability in by default inclusive programming, to traditionally non-inclusive projects. Expertise of member organisations should be extensively used in providing these services.</p>
Coordination with CSO Unit and MFA		
<p>The Civil Society Unit does not have necessarily hands-on and in-depth knowledge or technical expertise to make statements or contribute to the work of Disability Partnership Finland. Desk officers have various other responsibilities and limited time allocation for one single CSO, and the high staff turnover is a challenge. Annual consultations are considered useful, but take place very rarely, and do not include all member organisations. Interaction and exchange of information between CSO Unit, sector and thematic advisers is not sufficient.</p>	<p>Cooperation between Disability Partnership Finland and the CSO Unit regarding PBS is mainly administrative, and the Unit is not in a position to currently provide substance related advice.</p>	<p>11. MFA should systematically include thematic advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Consultations should take place more often, maybe bi-annually. In one of these consultations all member organisations of the Disability Partnership Finland should be present.</p> <p>12. MFA should also consider that the desk officers in charge of CSOs receiving PBS visit their projects, at least once during the next PBS phase.</p>

The evaluation will promote both accountability and learning

1 INTRODUCTION

The Finnish Government has provided Programme-Based Support (PBS) to Finnish Civil Society Organisations (CSOs) since 2003. Currently PBS is channelled to 17 organisations, three foundations and two umbrella organisations.

The aim of this evaluation is to provide evidence of the performance of the PBS programmes of 10 CSOs supported by the Ministry for Foreign Affairs of Finland (MFA). According to the Terms of Reference (ToR) in Annex 1, the evaluation will explore results achieved over the period 2010-16 and also give guidance on how to enhance the strategic planning and management of the PSB funding modality.

This evaluation is the third in a series of evaluations of the development cooperation programmes of Finnish CSOs receiving multiannual PBS. It completes the individual assessments of the development cooperation programmes of Finnish CSOs receiving multiannual PBS support. It will use comparable evaluation criteria to those in CSO1 (Stage et al., 2016) and CSO2 (Brusset, 2017) in order to build a consistent overall assessment of performance.

The evaluation will promote both accountability and joint learning in terms of future policy, strategy, programme and funding allocation of the CSOs, foundations and umbrella organisations as well as the MFA. The results of this evaluation will be used in the reform of programme-based support, in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, foundations' and umbrella organisations' next programmes. This process has already started, and it planned that there will be a PBS application in 2021 that will be open to all CSOs (not just the 22 CSOs currently receiving such funding)

CSOs are a highly visible and active part of Finland's international development cooperation, alongside country-based 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 12 % of the development cooperation ODA budget which stood then at € 991 million (MFA 2016, Development cooperation appropriations). There were significant budget cuts in ODA in 2015-2016 that have also impacted CSO plans going forward. The total support for CSOs in the 2016 budget was reduced by over 40% from 2015 figures of € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is € 65 million during 2017, while the budget for 2018 is still to be confirmed (MFA, 2017).

This report presents a description of the programmes and structures of the Disability Partnership Finland, based on preliminary desk study, consultations a range of informants in Finland and in the following country of operation: Ethiopia.

The four principle aims are to (1) provide an evidence-based overview of the performance and results of the PBS programmes of the selected organisations, (2) highlight the value and merit of their programs, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

The evaluation questions are drawn from recognised international evaluation standards

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

2.1.1 General approach of the evaluation

The evaluation approach will be based on the tenets of Finnish development cooperation policy as it relates to civil society engagement - key policy documents including Development Policy Programmes of Finland (MFA, 2007; MFA, 2012; MFA, 2016), Guidelines for Civil Society in Development Policy (MFA, 2010) and Instructions Concerning the Partnership Agreement Scheme (MFA, 2013a). The evaluation is also guided by the norms and standards expressed in the MFA Evaluation Manual (MFA, 2013b). The evaluation questions to be addressed are drawn from recognised international evaluation standards as established by Organisation for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) (OECD/DAC, 2010). These relate to:

- **Relevance:** have the CSO programmes responded to the needs of the beneficiaries, partner country contexts and the Finnish priorities?
- **Coordination, Coherence and Complementarity:** has the work of the CSOs been complementary, coordinated and coherent with other interventions?
- **Effectiveness:** What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?
- **Impact:** is there evidence of impact (either positive or negative, intended or unintended) of the CSO programmes in partner countries or Finland?
- **Efficiency:** have the available resources - financial, human and material - been used optimally for achieving results?
- **Sustainability:** will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?

The distinctive values and objectives of each CSO derive from their origins and their evolution within Finnish society, as well as the international networks and principles that they align to. At the same time, the use of standardised evaluation approach and an overarching theory of change (ToC) allow for comparisons to be made and learning to be shared.

This report forms one of seven individual evaluation reports. The overall suite of reports covers five CSOs, two ‘umbrella’ organisations and three special ‘foundations’. The most important findings from these separate reports will be synthesised as aggregate results in a synthesis report. In a final stage, the meta-analysis will draw together results using the OECD/DAC evaluation criteria from all 22 CSOs covered over the three rounds.

A key objective is to assess the strengths and weaknesses of the PBS approach through the experiences of these different CSOs. The three syntheses of the CSOs’ programme evaluations aggregate the most important findings of the individual CSO programme evaluations. The meta-analysis then again synthesizes the results of all three rounds of CSO evaluations (CSO1, CSO2 and CSO3), including the strengths and weaknesses of the PBS funding modality. The meta-analysis should especially focus be on instrumental (PBS) level and provide recommendations for the MFA to make strategic changes in this area.

PBS is interpreted by MFA as in Box 1.

Box 1. MFA interpretation of PBS.

- A partnership organisation’s development cooperation programme should be an entity, which is based on its own strategy and special expertise and which has clearly formulated objectives. A development cooperation programme comprises a range of geographical, thematic or otherwise specified functions. The programme must be scheduled to reach a set of sustainable objectives over a certain period of time in accordance with a specified plan of action.
- In order to ensure the quality and effectiveness of development cooperation programmes, partnership organisations have to employ a sufficient number of personnel and have systems to manage the programmes and their subcomponents, evaluate the results, assess the impacts and prepare the reports. The systems and their development will be reviewed in partnership consultations between the organisation and the Ministry. The objective is to bring about high-quality and effective development cooperation which leads to sustainable results and impacts. Attaining these objectives is supported by systematic planning, management, follow-up and reporting.

Source: MFA, 2013a.

2.2 Methodology

The methodology of the evaluation on Disability Partnership Finland follows the overall methodology for the CSO evaluation. The theory of change provides a framework and reference for the evaluation, and the evaluation matrix (Annex 6) for both data collection and analysis. It was realised by gathering and analysing three main categories of data, and using combination of tools and instruments, both qualitative and quantitative:

Desk review

The documents reviewed can be categorised as follows:

- MFA: general policy documents, downstream guidance documents, minutes of the Quality Assurance Board (QAB) and minutes of the annual consultations with Disability Partnership Finland;
- MFA: documents specific to the PBS;
- Disability Partnership Finland: Strategy and PBS documents, project specific documentation, evaluations and methodological guidance documents;
- Implementing partner(s): Strategy and PBS project specific documentation;
- Background and contextual information on the country visited: Policy documents, information on similar projects and actors.

Interviews in Finland

Interviews were conducted with key informants in Finland, which included Disability Partnership Finland staff, member organisations and Board members. In addition, staff from the different MFA Departments/Units (previous and current), including the CSO Unit, were interviewed to examine key areas of this evaluation.

Interviews with external stakeholders

Nordic sister organizations form an important stakeholder group for DP, and one of them was interviewed by skype.

Country visit in Ethiopia

The field mission in Ethiopia was conducted in March 2017, for ten days. Alemneh Taddele, a professional Ethiopian consultant, assisted in the preparation of the mission programme, participated in the data collection and country-specific analysis. In-depth discussions with implementing partners of Disability Partnership Finland's member organizations i.e. Voluntary Association of Mobility Challenged People in Addis Ababa (VAMCPAA), Ethiopian Women with Disabilities National Association (EWDNA), Ethiopian Center for Disability and Development (ECDD), Ethiopian National Association of the Deaf (ENAD), Ethiopian Association of Deafblind (ENADB) and Federation of National Associations of Persons with Disabilities (FENAPD) in Addis Ababa were carried out. Interviews and focus group discussions were conducted also with the relevant Government ministries Ministry of Labour and Social Affairs (MoLSA), Ministry of Education (MoE) and local governance structures in Addis Ababa. Other stakeholders included United Nations Development Programme (UNDP), International Labour Organisation (ILO) and relevant Finland's bi-lateral project staff (e.g. inclusive education and Community-Led Accelerated WASH (COWASH)). Interviews were also conducted with the Embassy of Finland in Ethiopia.

Project site visits

Another source of data gathered is observations by the evaluators themselves, obtained during specific site visits in project areas. Site visits were made in two locations in Ethiopia, Addis Ababa and Debre Birhan in Amhara Region. In both locations, interviews and focus group meetings were conducted with the project beneficiaries and local governance levels. In Addis Ababa, an income-generating project implemented by VAMCPAA, and in Debre Birhan to Help for Persons with Disabilities -organisation (HPD-O) and ENAD PBS supported projects were visited. In addition to interviews and focus group discussions, this enabled direct observation of activities carried out.

Debriefing meetings: presentation of initial findings

An important element of the evaluation process was conducting debriefing meetings to discuss preliminary findings. After the country visit in Ethiopia, a debriefing meeting was conducted in Helsinki with the Disability Partnership Finland staff, with participation of the CSO and Evaluation Units of the MFA.

Debriefing meetings resulted in a provision of additional documents, further explanations and interviews with Disability Partnership Finland staff members. These were carried out in order to shed light on aspects not yet sufficiently covered by the evaluators. In the debriefings, there were no significant differences, if any, in opinions between the evaluators and Disability Partnership Finland. This additional information (interviews and desk-study) and its analysis are integrated in the text of this evaluation report.

The debriefing session in Helsinki revealed, however, that there is no clear understanding by some of the Disability Partnership Finland member organisations, of the difference between a joint project (an intervention implemented by two or more partners) or a joint programme which contains a set of interventions implemented for instance by different partners. This is further elaborated in the report.

In the end of each evaluation the evaluators summed up the findings. Evaluators decided not to carry out a joint debriefing at the end of the country visit in Ethiopia, because bringing partner organisations to a joint briefing would have required more time and the evaluators considered that some of the issues at hand were organisation-specific and sensitive. That evaluators also did not want to raise the issues jointly prior to carrying out a full-fledged analysis. Instead, feedback was given to the partners at the end of each interview.

Sampling of projects and countries

In Ethiopia, there are projects implemented by four of the Disability Partnership member organizations, namely, The Finnish Association of People with Physical Disabilities (FPD), The Finnish Association of the Deaf (FAD), Threshold and the Finnish Federation of the Visually Impaired (FFVI). This enabled evaluators to get a comprehensive picture of the PBS channelled through the Disability Partnership Finland. At the same time it enabled assessment of various approaches the members are applying in promoting the rights of the people with disabilities. There are currently seven PBS projects on-going by the member organisations. All projects were subject to evaluation, and at least one

project by each member organisation was visited by evaluators. Country selection was carried out in collaboration with the Disability Partnership Finland and approved by the MFA. Country visit was carried out latter part of March in 2017.

Analysis of findings

The analysis of findings was carried out in different steps and by combining, cross checking and triangulating findings from different sources and through consultation within the evaluation team.

The following analytical instruments and methods were used:

- **Portfolio analysis:** analysis of basic financial and narrative information on the entire Disability Partnership Finland project portfolio during the evaluation period; and
- **Strategy and Theory of Change analysis:** based on the initial global ToC that was developed in the inception stage of this evaluation, the current planning system of Disability Partnership Finland was analysed, in the absence of their own ToC.

In the implementation phase information the evaluators received during the desk review was triangulated, and any identified gaps in information were filled. Interviews carried out during the country visit constituted an important way to verify information gathered during the desk review and interviews in Finland.

Evaluation questions for the different stakeholders (briefing note) was prepared, coordinated closely with the questions of other sub-teams in order to maintain consistency, but also questions that were specific to the activities of the members of the Disability Partnership Finland.

The draft and final reports were developed in a team of two consultants. In-country interviews took into account the country context. In this respect, a professional Ethiopian consultant was recruited to deepen the understanding of the operating environment, culture and practices and to contribute to the country-specific analysis. Teamwork and peer review within the team enabled a balanced analysis and final assessment that is presented in this evaluation report.

Evaluation was considered as a participatory learning process, and based on dialogue between the Disability Partnership Finland, its member organisations and the evaluation team.

The list of key informants interviewed during the evaluation process is provided in Annex 2.

2.3 Limitations

The planning and implementation of fieldwork in the Disability Partnership Finland evaluation generally proceeded smoothly, and limitations encountered were minor. The fieldwork could be carried out within the planned period. A few specific limitations mentioned below were encountered during the Disability Partnership Finland sub-study.

The number of evaluations conducted on Disability Partnership Finland is limited and vary in quality. They do not necessarily follow the OECD/DAC criteria, which made it difficult for evaluators to make a comprehensive assessment based on external assessments. Findings of the reports were thereby complemented with more in-depth assessment of internal project reporting. For some projects there was no or limited information on key performance indicators.

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

It is also noted that visiting only Ethiopia does not provide a full picture of the DPF's programme implementation and achievements but the field visit provides an insight on how PBS funding is implemented at country level. The evaluation included only one country mission and Ethiopia was selected together with the DPF, as it has most member organisations active and it could be considered representing most the programmatic approach.

Findings of the evaluation reports were complemented with more in-depth assessment of internal project reporting

PBS has emerged as the main channel for funding to the CSOs

3 CONTEXT ANALYSIS

3.1 Finnish policy context and programme-based approach for CSO support

PBS has emerged as the main channel for funding to the CSOs, foundations and umbrella organisations selected for CSO3 since 2010. Programme-based aid now provides the bulk of MFA funding to the civil society sector and is intended to provide more predictable and flexible financing to those more established CSOs that meet the requirements set by the MFA for PBS. On the policy level, all are guided by the same policy guidelines as the rest of Finland's support to CSOs. Annex 4 provides further details of the principles related to PBS and to Results Based Management (RBM). Although the CSOs subject to the evaluation have activities that are broader than the PBS funding provided by MFA, the analysis focuses on PBS funded activities only. The programmatic approaches at the CSO organisation-wide level were also analysed as being contextual to the PBS supported activities.

The amount of MFA support to civil society organisations increased during the evaluation period up until 2015, however staying in around 12% of total cooperation in 2008-2015.

Significant changes were made to support for development cooperation by CSOs during 2015 and 2016, with the new government and the ODA cuts. This included cancellation of the application round during 2015 - for work to begin in 2016 - for small and medium-sized organisations and for international Non-governmental Organisations (NGOs). In addition there was no application round for communications and global education project support in the autumn of 2015.

Overall, there was a cut of approximately € 300 million to the development cooperation budget in 2016. The total support for CSOs in the 2016 budget was reduced by some 40% from € 113 million to € 70 million (MFA, 2015a). Similar cuts were applied with bilateral funding which was reduced by 40% and multi-lateral funding by 60%. The organisations receiving programme support and operating grants all faced cuts of about 38% over the period of this Government (i.e. during 2016 and 2017 at least).

The organisations receiving programme support and operating grants all faced cuts of about 38% over the period of this Government (ie. during 2016 and 2017 at least). The budget for CSOs is € 65 million during 2017, while the budget for 2018 is still to be confirmed (MFA, 2017).

3.2 Origins and mandate of Disability Partnership Finland's Development Co-operation

Disability Partnership Finland is a registered non-governmental organization which was founded in 1989 by a group of Finnish Organizations of People with Disability (DPOs) which implemented development cooperation projects financed by MFA. Till 2014 it was known as FIDIDA - Finnish Disabled People's International Development Association. The purpose of the organisation is to work for the realization of the rights of persons with disabilities in developing countries and serve as a service and coordination body for its member organisations in questions related to disability and development.

Disability Partnership Finland's own strategy is based on the UN Convention on the Rights of Persons with Disabilities (UNCRPD, 2008), which forms both the ideological and practical normative guide for the Disability Partnership Finland's development cooperation programme. The Convention states that People with Disabilities shall benefit from international development programs and meaningfully participate in them. There are eight guiding principles that underlie the Convention and each one of its specific articles:

- Respect for inherent dignity, individual autonomy including the freedom to make one's own choices, and independence of persons
- Non-discrimination
- Full and effective participation and inclusion in society
- Respect for difference and acceptance of persons with disabilities as part of human diversity and humanity
- Equality of opportunity
- Accessibility
- Equality between men and women
- Respect for the evolving capacities of children with disabilities and respect for the right of children with disabilities to preserve their identities.

The history of Disability Partnership Finland work as a "disability cluster" dates back to early 2000's, when the MFA gave an assignment to the Disability Partnership Finland (that time FIDIDA) to assess the "disability relevance" of NGO-project proposals submitted to the MFA. For this assignment the member organisations collaboratively developed criteria for disability relevance. In June 2010 the Ministry for Foreign Affairs of Finland granted the Disability Partnership Finland (then FIDIDA) the Finnish Partnership Organization status. Whereas Disability Partnership Finland's member organizations had been applying for funding for their own development cooperation projects individually from the MFA until then, under the Partnership Scheme, the funding is applied on a program basis.

Originally, only DPOs engaged in development cooperation were eligible members of Disability Partnership Finland. A DPO, as per the Partnership's statutes, is an organization, whose highest decision making body has a majority of per-

Disability Partnership Finland's own strategy is based on the UN Convention on the Rights of Persons with Disabilities

Disability Partnership Finland work as a "disability cluster"

sons with disabilities or guardians of children with disabilities. According to the new regulations adopted in 2015 the Disability Partnership Finland can have three kinds of membership: 1) full members 2) associate members and 3) support members. Only Organizations of Persons with Disabilities (DPOs) are eligible for full membership in Disability Partnership Finland. Full members, are parties to the Disability Partnership Programme whereas other members are not eligible for programme membership, i.e. cannot receive funding through the programme. Associate members can be NGOs which work in line with the Disability Partnership Finland principles and which promote the realization of the rights of the persons with disabilities. (DPF, 2016a). The members are:

1. Finnish Association of the Deaf (FAD) is an advocacy, expert and service organization of the deaf using sign language as their mother tongue. FAD is a national umbrella organisation of 43 member associations. The goal of the FAD's development cooperation is to strengthen the legislative status of sign languages and to develop access to information in sign language in the partner countries. Sign language interpreting and deaf education as well as establishing and strengthening national deaf associations are central areas of development.
2. The Finnish Association of People with Physical Disabilities (FPD) is a national advocacy and service association. FPD promotes the interests of people with physical disabilities and people with limited functionality to enable them to participate in society, move about and lead a fulfilling life. FPD advocates for the human rights of persons with disabilities. FPD has 149 member associations and 30,000 individual members.
3. Finnish Association on Intellectual and Developmental Disabilities (FAIDD) develops services and promotes research in the field of intellectual Developmental Disabilities. It promotes good life, equality and participation for people with intellectual disabilities and others who need support with learning, understanding and communicating. It has nearly 100 members, consisting of municipalities, NGOs, foundations. Individuals can be support members.
4. Finnish Federation of the Visually Impaired (FFVI) is a special service provider and an advocacy organization for the blind and the partially sighted. The FFVI is an umbrella organisation of 14 regional and 10 activity related associations established by visually impaired around Finland. The aim of the Federation is to secure the blind and partially sighted an equal status with other Finnish citizens and strengthening the capacity of local associations of the visually impaired.
5. FDUV Förbundet De Utvecklingsstördas Vål (Association for Swedish-speaking persons with intellectual disability in Finland) is an organisation for Swedish-speaking persons with intellectual disability and their relatives. It represents eleven regional associations (approximately 2,700 members) and the national association Steg för Steg (Step by Step). FDUV's goal is that people with intellectual disabilities should be able to influence their own lives and decide on issues that affect them to the extent possible.

6. Threshold Association (the Threshold) is a cross-disability organization with focus on the promotion of basic and human rights of persons with disabilities. To reach the aim, the Threshold Association supports and activates persons with disabilities to advocate for their own rights, advocates towards decision makers and other authorities to consider the needs of people with disabilities in decision making and acts as an expert on disability issues. Persons with different types of disabilities run the organization.
7. Finnish Epilepsy Association (FEA) promotes equality and care for people with epilepsy. The FEA is the national umbrella organisation for the 24 local affiliates in Finland. The number of members is 8,500. They are mostly people with epilepsy and their family members. The FEA received project support from the MFA in 2014. The project is still continuing on project based support in 2017 and will be part of Disability Partnership Finland programme in 2018.
8. The Finnish Federation of Swedish Speaking Hard of Hearing (SHF) is a federation of nine local associations with over 3,400 individual members. The federation advocates for the rights and services of the Swedish speaking hard of hearing community in Finland. The federation has plans to continue cooperation with their Bolivian counterpart to improve the status of hard of hearing students. The project will receive its funding through the Partnership from the beginning of 2018.
9. Abilis foundation was founded in 1998 by people with disabilities in Finland. Abilis funds small projects planned and run by DPOs and self-help groups in Asia, Africa, Latin America and Eastern Europe. Abilis projects are funded through another modality with the MFA (currently also inside the PBS scheme although called “special foundations”), and thus it did not implement the Disability Partnership Finland programme. However it partnered in the communication and advocacy activities and in experience sharing in 2015, when the new Disability Partnership Finland statute with different membership categories was introduced, Abilis membership status was changed to associate member.

During the evaluation period 2010–2016 there have been changes on the membership base of Disability Partnership Finland. It has received two new members (FDUV and SHF). The membership status of Abilis foundation was changed to associate member. The Finnish Federation of Swedish Speaking Hard of Hearing changed its membership status from full member to associate member in spring 2016. It will change back to full member in 2018, when its project is transferred from project support to the Disability Partnership Finland’s PBS programme. Thus, in 2016, Disability Partnership Finland had eight full members: Finnish Association of People with Physical Disabilities (FPD), Finnish Association of the Deaf (FAD), Finnish Association on Intellectual and Developmental Disabilities (FAIDD), Finnish Epilepsy Association (FEA), Finnish Federation of the Visually Impaired (FFVI), the Threshold Association, Association for Swedish-speaking persons with intellectual disability in Finland (FDUV) and the Finnish Federation of Swedish Speaking Hard of Hearing.

Disability Partnership Finland's vision is a world where the human rights of People with Disabilities are fulfilled

International drivers and core mandate of the Disability Partnership Finland

The UNCRPD, which entered into force in 2008, serves as the ideological and normative foundation of the Disability Partnership Finland. More specifically, the 32nd article of the UNCRPD on International Cooperation stresses the importance of mainstreaming the disability issues into all development cooperation and the participation and capacity building of DPOs, all of which are included in the Disability Partnership Finland's main programmatic approaches of the PBS.

Disability Partnership Finland strategy for 2013-2018 defines its values in accordance with the UNCRPD, which are: Human rights, justice and equality, Global responsibility, Participation of People with Disabilities, Solidarity between People with Disabilities, Courage and "We are able!"

Disability Partnership Finland's vision is a world where the human rights of People with Disabilities are fulfilled and where People with Disabilities work themselves to develop their own communities at local, national and international levels. Disability Partnership Finland is a nationally and internationally renowned and respected expert of Disability and Development issues in the fields of development cooperation and development policy. (DPF, 2012).

3.3 Operational principles related to Development Co-operation and Programme-based Support

During the evaluation period Disability Partnership Finland has implemented three partnership programmes: 2010-2012, 2013-2015 and 2016-2021. In 2009, the Disability Partnership Finland applied a partnership status and developed its first partnership programme, Finnish Disability and Development Programme (FDDP). The first partnership agreement between MFA and Disability Partnership Finland was signed for a period 2010-2012. The second partnership programme covered years 2013-2015. The present development cooperation programme covers years 2016-2021 and PBS has been provided by the MFA for years 2016-2017. In the process of preparing for the programme-based support, Disability Partnership Finland developed a strategy for 2010-2015. The strategy has been updated and covers years 2014-2018.

Programme 2010-2012

In 2011, eleven interventions were financed through the programme modality. In parallel, some member organisations had ongoing projects and they continued project implementation with project-based funding from the MFA. When this (one-year) project-based funding agreement came to an end, the project funding was included in the programme framework. Till the end of 2012, Disability Partnership Finland also implemented its own project in Zambia.

The objectives of the 2010-2012 programme were:

- Finland has ratified the UNCRPD and applies the article 32 of the convention the charter which implies that People with Disabilities must benefit from international development programs and meaningfully participate in them.

- Disability perspective is mainstreamed in all development policy and it will be monitored accordingly.
- Partner organizations have been strengthened and the development cooperation interventions promote the situation of persons with disabilities and reduce poverty.
- Increased awareness on disability aspects and increased commitment to development goals among member organisations and wide public.

Programme 2013–2015

The second Partnership Agreement for the PBS funding was signed between Disability Partnership Finland and the Ministry for Foreign Affairs of Finland for a three year period, 2013–2015. The objectives of the programme were as follows:

- Partners in the developing countries are strengthened and the development cooperation projects have concretely promoted the situation of persons with disabilities and reduced their poverty;
- Disability mainstreamed in the Finnish development policy has advanced and monitored; and
- Increased awareness among the Disability Partnership Finland Member Organizations and among the wide public on the rights of persons with disabilities and about the UN Convention of the Rights of Persons with Disabilities, there is an increased commitment to development goals.

During this period all disability projects had been integrated into the programme. The Annual Programme Report 2015 included 28 projects implemented by five member organisations. FAIDD ended its last project but kept its seat in the Board.

Programme 2016–2021

Disability Partnership Finland has now developed a longer term development cooperation programme for PBS which covers years 2016–2021 and two financing periods. The programme has five expected outcomes: Work towards the capacity building outcome (Able Organisations) and gender equality outcome are obligatory for all projects, while work towards reaching the remaining three outcomes (Advocacy for Inclusion; Education and Learning; Work and Livelihood) is project-specifically determined.

In 2016, the programme comprised 22 projects, out of which one was new, three were in the exit stage (cooperation ends at the end of 2016), eight were ongoing and nine were in a so called “year zero” stage. The year zero is an option that provides the cooperation parties to pick up the planning from where it was left off in June 2015, when cuts in development cooperation funding were announced by the MFA. Nine partners chose this option. They did strategic planning in 2016 to be able to cope with the lower budgets. (DPF, 2015).

Communication and Global Education

The global education and development communication are part of the PBS. Disability Partnership Finland developed a communication strategy in 2012 and set up a communications working group. Communications working group consists of communications professionals of the member organisations. In 2011,

The move towards a programme was done gradually during years 2010–2013

the job description of one project coordinator was changed so that the emphasis was on communications tasks.

The Annual Plan 2013 set the objectives for communication activities as follows: The objective was raising the profile of Disability Partnership Finland among the Finnish development policy actors and increase the knowledge about disability and development issues in Finnish development policy; and increasing the knowledge about disability issues in development cooperation among the members of the member organisations and among the broad public and to get more People with Disabilities to work actively in development cooperation. Disability mainstreaming is also part of communication (DPF, 2013). According to the current plan 2016–2021 communication in Finland aims to make Disability Partnership Finland work visible to the members of the member organisations and to the general public.

The Disability Partnership Finland’s PBS does not include global education. With the limited communication resources allocated to the Secretariat, emphasis on the communication work is on the member organisations, leaving the Secretariat with the role of coordination of the members’ work only (DPF, 2015). Thus, during the evaluation period the Finnish Association of People with Physical Disabilities (FPD) implemented a global education project (2012–2013) and in 2013, Abilis implemented a global education project with expert support from Threshold staff.

Programme portfolio

The move towards a programme was done gradually during years 2010–2013. When the first PBS agreement was made with the MFA in 2009, the member organisations continued implementing their individual projects including the project in Zambia implemented by the Disability Partnership Finland itself under the project-funding modality. Nine projects were grouped under the first programme and when a new project was introduced or a new funding cycle started the projects were incorporated in the programme. The number of projects implemented under PBF during period 2011–2016 is presented in Table 1 below.

Table 1: Number of projects by Member Organisation under the DPP 2011–2016

	2011	2012	2013	2014	2015	2016
FAD - Finnish Association of the Deaf	3	7	9	10	10	9
FAIDD - Finnish Association on Intellectual and Developmental Disabilities	2	2	1	1	-	-
FFVI - Finnish Federation of the Visually Impaired	2	2	3	4	4	2
FDUV - Association for Swedish-speaking persons with intellectual disability in Finland	-	-	1	1	1	1
FPD - Finnish Association of People with Physical Disabilities	-	2	3	3	3	3
Threshold Association	4	8	9	10	10	7
FEA- Finnish Epilepsy Foundation	-	-	-	-	-	-
SHF - The Finnish Federation of Swedish Speaking Hard of Hearing	-	-	-	-	-	-
Total Number of projects under DPP	11	21	26	29	28	22

Source: Provided by DP to the Evaluation team

Projects by Member Organisations

During the evaluation period 2010–2016, **Finnish Association of the Deaf (FAD)** supported 10 development cooperation projects in eight countries the Balkan region, in Africa, and in Southeast Asia. The FAD supported projects include: Advocacy, Organizational and Interpreter Training Project in **Albania**; Deaf Women's Empowerment and HIV/AIDS Prevention Project in **Ethiopia**; Organisational Capacity Building Program for the Deaf and Hard of Hearing in **Gambia**; Deaf Empowerment and Awareness in Cambodia; Advocacy, Organisational, Sign Language and Interpreter Training Project in **Kosovo**; Organisational Development and Training Project in Malawi; Poverty Reduction Project for the Deaf Population in **Tanzania**; Sign Language Training and Advocacy Project in **Uganda**; Development of Deaf Specific Survey - Qualitative Base Line Survey and Advocacy Tool and Manual for Sign Language work-project. Due to cuts public funding, cooperation with sister organisations in Gambia and Tanzania was ended in 2016. Cooperation will continue in Albania, Cambodia, Ethiopia, Kosovo, Malawi and Uganda.

Finnish Association of People with Physical Disabilities (FPD) carries out development cooperation work in Zambia and Ethiopia. The projects with Zambia National Association of Persons with Physical Disabilities (ZNAPD) aim at improving the organisational sustainability of ZNAPD, and enhancing ZNAPD members' livelihood, food security and participation. The project in Ethiopia enables the Ethiopian partner VAMCPAA (Voluntary Association of Mobility Challenged People in Addis Ababa) to provide vocational and business training for small businesses of persons with disabilities, combined with a micro loan.

Until 2014, **Finnish Association on Intellectual and Developmental Disabilities (FAIDD)** supported girls' and women empowerment project in Zambia. FAIDD also had a long partnership in Mozambique. The last project phase ended in 2012. Currently FAIDD is launching a new project with FDUV and Inclusion Finland KVTL in Zanzibar.

Finnish Federation of the Visually Impaired (FFVI) has development cooperation projects in Namibia, Ecuador, Bolivia and Palestine. In Namibia FFVI has supported establishment of two rehabilitation centers with the National Federation of Visually Impaired. Capacity building of the Namibian partner organisation was an integral part of the work.

In Ecuador, FFVI has worked with the National Association of Visually Impaired supported establishment of a Braille printing and learning facilities and on enhancing the daily living skills of people with visual impairments. In the Palestinian Territories support has been provided to the local partner's rehabilitation center for training teachers, and support to higher education students with visual impairment in use of IT. Since 2014 FFVI also has a project in Ethiopia. The projects in Namibia and Palestine were phased out due to funding cuts.

FDUV Förbundet De Utvecklingsstördas Väl (Association for Swedish-speaking persons with intellectual disability in Finland) supports a project in Kenya with Kenya Association of the Intellectually Handicapped in Kenya (KAIH). The goal of the project is to support people with developmental disabilities and their families to influence their communities, and have better living conditions.

The Steering Group is the platform for programme level monitoring and peer learning

During the evaluation period, Threshold has supported 10 projects. The cooperation projects in Central Asia support networking of women with disabilities in five Central Asian countries: Kazakhstan, Kirgizstan, Tajikistan, Turkmenistan and Uzbekistan. In Bosnia-Herzegovina and Kosovo the focus was on promotion of human rights of persons with disabilities and the independent living movement. In Ethiopia, the Threshold supports the organization of women with disabilities, the Deafblind of Ethiopia and students with disabilities in several Ethiopian universities. It has also supported also FENAPD and another Womens' DPO's but has phased out this support. The Threshold Association also had a project in Zambia (Promoting independent living and culture), and in Ethiopia they had a project supporting the DPO umbrella FENAPD.

Organizational structure of the Disability Partnership Finland

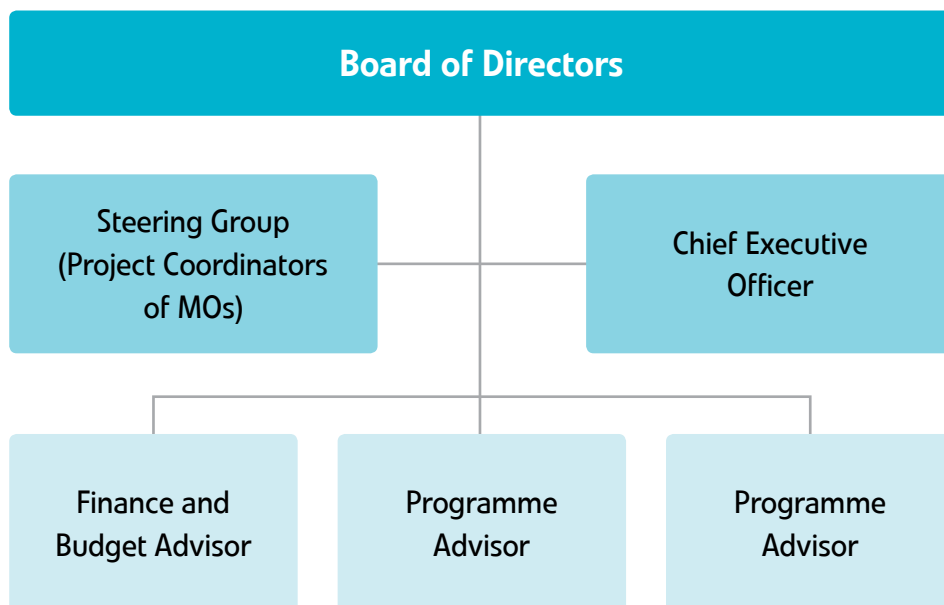
The General Assembly (GA) of the Disability Partnership Finland is the highest decision making body. According to the new statutes, the GA elects the Chair and the Deputy Chair. There was a system of rotating chairpersonship by member organisations, but it is not followed any more as the election is not restricted to the Board Members only. Member organisation can freely propose candidates for the positions.

The Board of Directors (BD) is responsible for the preparation of documents for the GA. It makes decisions on the constitution and membership fees, validates the strategies and budgets of the Disability Partnership Finland, and approves the financial statements and annual reports. This Board decides on the budget allocations for each member organisation and the Secretariat. The BD approves new projects of the Disability Partnership Finland and major changes to the Programme. The BD meets seven to nine times a year.

The Steering Group (SG) is the platform for programme level monitoring, peer learning, information exchange and organizational development activities. The SG comprises has at least one member from each member organization and it meets about seven to eight times a year. The member organisations' development cooperation coordinators are the members of the Steering Group and also in many cases deputy members of the Board. The SG has a central role in the programme planning and monitoring as well as in preparation of approval of the project proposals.

The Organizational structure of the Disability Partnership Finland is presented in Figure 1.

Figure 1: Organogram



Source: KPMG, 2013.

The Secretariat has coordination and monitoring role. It consists of four staff members Chief Executive Officer, two Programme Advisors, and a Finance and Budget Advisor. The Secretariat prepares programme documents and annual reports to the MFA and it monitors the programme level operational and financial performance. The Secretariat also coordinates information flow within the programme and gives technical advice to member organizations. The Programme Advisor reviews the narrative reports received from member organisations and comments them if needed. Budget and Finance Advisor reviews the financial reports. The Secretariat also works for disability inclusion, organizes trainings, and does advocacy work. In addition, in the PBS framework the Secretariat together with member organisations has provided consulting services in form of consultation, training and peer support to Finnish CSOs in mainstreaming and inclusive development. The work started in 2013 with Finnish Bible Society and U-landshjälp från Folk till Folk i Finland rf (UFF).

Implementation arrangements

The Southern Organizations of People with Disabilities (DPOs) implement the project activities and the role of the Finnish member organisations is to support the planning and implementation of the projects and follow up and monitor the projects implementation. They are responsible for the narrative and financial reporting to Disability Partnership Finland board as per the agreement between the Disability Partnership Finland and the member organizations. The roles and responsibilities are stipulated in project agreements.

Each member organisation has different level of human resources dedicated to development cooperation. During the evaluation period, nine full-time or part-time Project Managers were employed by the Disability Partnership Finland's nine member organisations in Finland. In addition, work time of some directors and other MO's employees work time is dedicated to development cooperation

The Southern Organizations of People with Disabilities (DPOs) implement the project activities and the role of the Finnish member organisations is to support

So far, the MFA funding has been the only source of funding for the DPF

All member organisations are responsible for acquiring their own self-financing contributions

issues. The Project Managers are responsible for the projects with their partners in the South, while the Disability Partnership Finland's Secretariat focuses on the program, as well as a large part of influencing, communication and global education.

The programme documentation does not elaborate the explicit development cooperation management, decision making or reporting procedures within the member organisations or implementing partner organisations.

The Partners are Organizations of People with Disability (20 out of 26) or other organizations promoting the realization of the rights of the persons with disabilities in the given country. The programme level documentation contains little information about the partner organisations and their operation environment.

Other partners / networks of the CSO

In Finland, the Disability Partnership Finland participates in the Partnership forums which are organised to allow for broad based dialogue between the MFA and partnership organisations. It is a member of KEPÄ, UN-Association, KIOS foundation and Kehys ry. During the evaluation period Disability Partnership Finland also participated in several international networks such as International Disability and Development Consortium and Global Partnership on Disability and Development (GPDD). The International Disability and Development Consortium (IDDC) with its task groups and Northern organisations are important networks for Disability Partnership Finland. It also cooperates with IDA (International Disability Alliance).

Member organisations provide links and connections to the Nordic, European and Global organizations such as World Blind Union (WBU), World Federation of the Deaf (WFD), Disabled People's International (DPI), Rehabilitation International (RI) and International Disability Alliance (IDA).

3.4 Funding profile

So far, the MFA funding has been the only source of funding for the Disability Partnership Finland. During the evaluation period 2010-2015 the MFA funding has constituted 92.5%-97% of Disability Partnership Finland's annual income. The self-contribution part of the Programme funding is covered by membership fees and an operating fee collected from member organisations. Disability Partnership Finland has a permit for fund raising, however so far they have not organised fund raising events. Moreover, due to umbrella organisation status, Disability Partnership Finland's financial statements do not take into account the member organisations' self-funding shares, that in total accounted for instance in 2016 for about € 172,000.

The Programme Based Support - Development Cooperation is presented in Table 2.

Table 2: Programme Based Support – Development Cooperation

	2010		2011		2012	
	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)	Exp (€)
Project Costs	0	0	932,191	824,529	1 624,047	1,492,954
Project Planning and Evaluation, Resource Development	106,538	21,213	162,239	137,712	176,243	148,246
Information and Publicity Activities	47,138	2,126	98,706	122,150	123,613	104,210
Administration	94,453	1,942	130,586	69,014	87,493	84,212
TOTAL	248,129	25,281	1,323,722	1 153,404	2,011,396	1,829,622

	2013		2014		2015		2016
	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)	Exp (€)	Budget (€)
Project Costs	2,449,291	2,310,484	2,634,744	2,457,322	2,709,515	2,556,745	2,031,355
Project Planning and Evaluation, Resource Development	140,579	162,380	214,395	160,747	234,568	205,998	197,981
Information and Publicity Activities	122,514	101,065	100,175	84,572	88,876	57,791	68,279
Administration	75,647	80,903	91,882	77,845	91,850	79,622	86,677
TOTAL	2,788,031	2,654,831	3,041,197	2,780,486	3,124,809	2,900,155	2,384,291

Source: Provided by Disability Partnership Finland to Evaluation Team.

Majority of programme funding is channelled to Africa followed by Balkan Region.

Part of the self-funding share has been covered by service provision. All member organisations are responsible for acquiring their own self-financing contributions. The self-funding share of member organisations is not channelled through the bookkeeping of the Secretariat and thus does not appear in annual financial statements. However, Disability Partnership Finland reports it to the MFA as part of total programme costs. The administrative costs of the member organisations are presented as part of project costs and not presented separately as administration costs (KPMG, 2013). These administration costs incurred in the projects generally amount to 10%. FIDIDA's (prior to name change to Disability Partnership Finland) administration costs have been 4–8% of FDDP's costs (KPMG, 2013) and according to the Disability Partnership Finland, less than 4% in 2015 and 2016. Many of the member organisations apply the 7% flat rate. The member organisations' contribution and other income cover the self-funding requirement of a minimum of 7.5% of the total programme costs.

As a result of the funding reductions in 2015, each MO had to make adjustments in their portfolio. For instance, FAD's cooperation with sister organisations in Gambia and Tanzania ended at the end of 2016. As a result of the cuts FFVI also exited from Namibia and Palestine. The Threshold also had to discontinue funding for the FENAPD and reduce the budget to the HE project with ECCD, too. The Threshold Association closed a project in Zambia at the end of 2015, and a project in Tajikistan was closed in the end of 2016 and one project in Ethiopia is on hold. The FFVI closed the long term cooperation in Palestine at the end of 2015. (DPF, 2016b).

4 FINDINGS

4.1 Relevance of CSO's development co-operation

4.1.1 Comparative advantage and strategic alignment

In this section, we assess:

- Has the Disability Partnership Finland's development co-operation strategy has been in line with its comparative advantage?
- Has the Disability Partnership Finland's programme been aligned with its strategy?
- Have the activities chosen the Disability Partnership Finland's been the most relevant for achieving the programme goals?

For this evaluation, we define comparative advantage as the relative strength of a CSO against other potential in actors - a CSO has a comparative advantage, if it possesses unique or superior expertise, operational model, networks and/or influence in comparison to other actors in a given context. By strategic alignment we refer to consistency of the CSO development co-operation program goals, related planning and activities with the mission, strategic goals and comparative advantage of the CSO.

The perceived role of the CSOs in the development policy framework of Finland is presented in Table 3.

Table 3: Perceived role of the CSOs in the development policy framework of Finland

Development Policy 2007–2012	Development Policy 2012–2015	Development Policy 2016–2019
<p>The special value that NGOs can add is their direct contacts with the grass-roots level and their valuable work to strengthen the civil society in developing countries.</p> <p>NGOs are considered an important means of providing humanitarian assistance.</p>	<p>Civil society is an important actor and partner in the implementation of human rights-based development cooperation. Civil society demands accountability from the government, public authorities and enterprises and thus advances democratic change.</p> <p>CSOs are proposed as a means to continue cooperation when bilateral projects end.</p> <p>CSOs are considered important in support to conflict and fragile states.</p>	<p>The participation of the Finnish civil society in the strengthening of civil societies in developing countries is important.</p> <p>In all activities, NGOs are to build on their own expertise and networks.</p> <p>Finnish CSOs are important in countries or groups which cannot be reached by the means and tools of Finnish ODA.</p> <p>Finnish civil society is encouraged to work in the poorest countries.</p>

Source: MFA, 2007, 2012a and 2016a.

Alignment with Disability Partnership Finland's comparative advantage

The Disability Partnership Finland together with its member organisations has a niche, comparative advantage of deep understanding of disability issues as well as functions and role of the disability organisations in promotion of human rights. The programme implementation is based on this expertise, also in the partner countries. Persons with disabilities themselves are in the programme implementation which is a unique feature promoting “ownership” of disabled people in all work.

The Finnish member organisations have a long history in disability movement, disability lobby, advocacy, service delivery, rehabilitation and human rights. The experience and expertise of some of them in working with local networks as well as institutions and municipalities (such as FAIDD, FFVI, FAD) could be relevant to the partner organisations particularly in environments where local administration is taking a more active role in service delivery. Many of them have also been in front line in developing innovative approaches for inclusive education, to mainstream employment and they are familiar with the new models developed in Europe and globally. This experience however has not been transferred to the partner countries.

Alignment of the Disability Partnership Finland programme with its strategy

The programme of the Disability Partnership Finland was constructed from ongoing projects in 2010, when eleven projects were financed under the PBS modality Disability Partnership Finland revised its strategy during the second programme period 2012-2015 and the new strategy came into force in 2015. Its strategic targets 2013-2015 are equal to the targets of the Disability Partnership Programme (DPP) and for 2016-2021 new targets have been introduced. The targets 2013-2015 are:

- The partners in the developing countries are strengthened and the development cooperation projects concretely promote the situation of persons with disabilities and reduced their poverty;
- Disability issues are mainstreamed in the Finnish development policy and their realization is being monitored; and
- There is an increased awareness among the member organizations and among the wide public on the rights of persons with disabilities and about the UN Convention of the Rights of Persons with Disabilities, there is an increased commitment to development goals.

Among the MOs, only FAD has a written development cooperation strategy. For the other member organisations, the role of development cooperation varies.

The unique feature of the Disability Partnership Finland is that the work is carried out by the persons with disabilities and their own organizations. The Project Manual (2016) introduces a concept “disability relevance”, which refers to a true ownership of disabled people in all work. The programme and the projects are OF persons with disabilities, not FOR them. Thus, persons with disabilities participate in all stages of the project and are the experts of disability issues.

The Disability Partnership Finland together with its member organisations has comparative advantage of deep understanding of disability issues

The PBS programme of DPF was constructed of ongoing projects in 2010

The unique feature of the Disability Partnership Finland is that the work is carried out by the persons with disabilities and their own organizations

The partnership programme implements the core principles of its member organisations, where human rights standards, as laid out in the Universal Declaration of Human Rights and the UNCRPD guide the programming (goal setting) and the processes conducted by members of the program. All the member organisations are in principle committed and work towards the realization of the rights of persons with disabilities and the guiding principle of “nothing about us without us” which means that persons with disabilities as rights holders are the owners. In line with this principle, partner organisations are expected to report to what extent they have persons with disabilities as their members and among staff, as well as board members, but similar requirement is not applied for the Finnish member organisations or the Disability Partnership Finland Secretariat. Their commitment to development cooperation varies. The projects are based on disability categories represented by the Finnish member organisations. So far the programme has not supported coalitions of disability organizations such as Disability Partnership Finland itself or Finnish National Council on Disability (VANE) - which follow the decision-making in the society, give statements and promote the implementation of human rights of disabled people, with an exception of Threshold, which has supported FENAPD, the Federation of Ethiopian National Associations of Persons with Disabilities.

This programme 2013-2015 replaced the UN Convention pillars with three thematic focus areas:

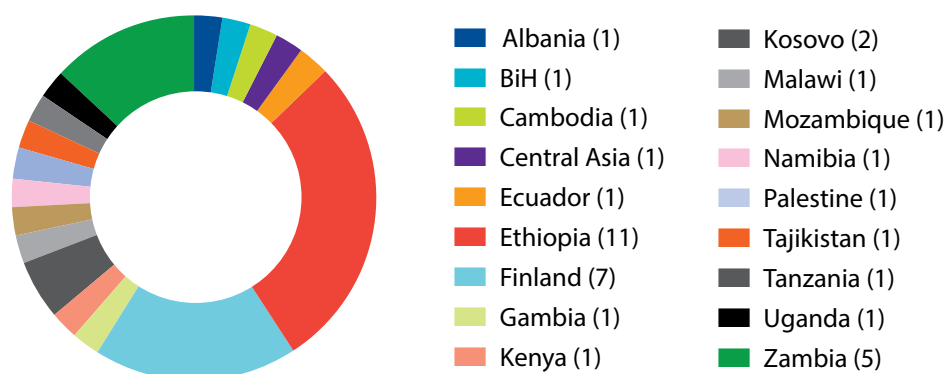
- Strengthening the capacities of the Disability Organizations aims to strengthen the capacities of the Partner Organisations (PO) in the South to plan, manage and resource their work;
- Lobbying and advocacy is implemented at local, national and international level.
- Life Long Learning aims to strengthen the inclusive early childhood education, education at all levels and non-formal education as well as life skills and vocational education. (DPF, 2015).

Geographic coverage

There are no specific criteria for country selection but they are selected by the member organisations based on their contacts. Majority of project funding is targeted to African countries (Ethiopia, Gambia, Kenya, Malawi, Tanzania, Uganda, Zambia) which receive 60% out of the total funding. There are also projects implemented in Ecuador, Bolivia, Cambodia, Palestine, Kosovo, Bosnia and Herzegovina, Albania and all the Central Asian former Soviet Union countries. In Africa, focus is in Ethiopia, where five member organisations carried out a project. The Central Asia includes regional women network programmes supported through the Threshold Association. The proposition for Finland includes domestic costs from few member organisations, all do not report them separately.

The distribution of projects by country is presented in Figure 2.

Figure 2: Project Distribution of projects by Country



Source: Provided by DPF to the Evaluation Team.

Relevance of chosen implementation strategies and activities

The themes of the first programme 2010–2012 were derived from the key pillars of UNCRPD. Attempts were made to categorize the ongoing projects under the pillars of: 1) Accessibility (6 projects); 2) Empowerment of DPOs and persons with disabilities (8 projects); 3) Equal rights to education, employment and social welfare (7 projects) and 4) Equal Rights of Disabled Women (4 projects). However, the member organisations had difficulties in meaningfully to group projects in these categories and in December 2011 the Board decided to replace this categorization for the next programme period 2013–2015. As shown in the Table 1, the number of projects within the programme increased from 11 to 22 during the programme period. Similarly, the overall programme budget grew from € 1,3 million to € 2 million.

The programme implementation strategies are to a large extent in line with the area of expertise of the member organisations. For instance, the **Finnish Association of the Deaf (FAD)** supports access to information in sign language. Sign language interpreting and deaf education as well as establishing and strengthening national deaf associations are central areas of development. The **Finnish Federation of the Visually Impaired (FFVI)** has strengthened the national associations of visually impaired and helped them to establish support services for persons with visual impairments. For instance, in Namibia FFVI has supported establishment of two rehabilitation centers and in Ecuador, FFVI has supported the National Association of Visually Impaired by establishment of a Braille printing facilities and learning centers. **Threshold**, in turn has supported networking of women with disabilities in five Central Asian countries, supporting the independent living movement in Western Balkans. In Ethiopia, the Threshold supports the organization of women with disabilities, the Deafblind of Ethiopia and students with disabilities in Ethiopian universities and the DPO umbrella FENAPD.

The programme includes also livelihood projects. For instance the **Finnish Association of People with Physical Disabilities (FPD)** in Ethiopia has enabled the Ethiopian partner VAMCPAA (Voluntary Association of Mobility Challenged People in Addis Ababa) to provide microloans to its members. Also in Zambia the FPD has supported mixed farming projects. Threshold has supported

The programme implementation strategies are to a large extent in line with the area of expertise of the member organisations

The strategic priorities have been inherited from the long term cooperation with the partners

micro-loan system of Ethiopian Women with Disabilities National Association (EDWNA). These areas are not fully in line with the expertise of the member organisations or their partner organisations and according to the stakeholder interviews, though livelihood and income generation is important, such projects have significant risks. The issue of income-generating activities is further analysed in the Chapter 4.4.2. It is also notable that Ethiopia has adopted an inclusive employment law and would need support in its implementation. The member organisations have expertise e.g. in supported employment, social firms and workplace adaptations.

Realization of programmatic approach

As indicated earlier in this report, the programme is equal to the Disability Partnership Finland's organisation-wide strategy. The strategic priorities have been inherited from the long term cooperation with the partners and they are in line with the general guiding principles of the strategy and the UNCRPD.

The programme is fully funded by the MFA apart from the self-financing contributions by the member organisations. The share of development cooperation varies between the member organisations. For the FAD, it consists of 14% of the annual budget while for the FFVI and FPD it is only a minor part of their actions.

Comparative advantage of the CSO in its development co-operation work

As indicated above, the comparative advantage of the Disability Partnership Finland is its deep understanding of disability issues and high level commitment to the UNCRPD. The members have unique expertise for instance in the development of sign language and DPOs. Also some of its partners (FENAPD) are well positioned to play a prominent role in advancing the Convention on the Rights of Persons with Disabilities at national levels. However, the expertise of the implementing partners and cross-learning has not yet been fully employed to benefit the overall programme. The evaluation found only few planned or reported experiences on cross-learning between the Disability Partnership Finland funded projects but e.g. in the regional Central Asia programme peer learning exist. The organization has benefitted from the support from the Threshold and Embassy in promoting the rights enshrined in the Convention.

4.1.2 Alignment with beneficiary and stakeholder needs

In this section, we assess:

- Has the Disability Partnership Finland's work been aligned with the beneficiary needs?
- Has the Disability Partnership Finland work been aligned with the stakeholder needs?

In this evaluation, we consider two types of beneficiaries - direct and indirect beneficiaries. The direct beneficiaries are those individuals and/or organizations that are directly targeted by the CSO activities, while the indirect beneficiaries are those who are expected to ultimately benefit from the CSO work.

Stakeholders refer to those who are not direct or indirect beneficiaries of the CSO work, but are involved in or relevant for that work.

Thematic focus of the support is of high relevance for the needs of the persons with disabilities. As the government budgets for addressing disability are very limited, as evidenced e.g. in Ethiopia, there is a real danger that they will remain without any support.

The estimated 1 billion people with disabilities worldwide represent some 15 per cent of the global population and 20 per cent of the world's poor. An estimated 82 per cent of disabled people in developing countries live below the poverty line, and often lack access to key areas of development, including health, education, training and employment. In many developing and developed countries, unemployment among persons with disabilities is widespread, due to a lack of access and adequate services. When they do work, disabled persons are more likely to be underemployed, earn less money, experience less job security and have fewer chances for advancement. Yet, access to training and sources of employment are critical to overcoming poverty and exclusion. (WHO, 2011).

So far the beneficiary groups are categorized by the group served by the Finnish MO: The FFVI supports the visually impaired, FAD focuses on deaf and hard of hearing (in Gambia), and FAIDD and together with its Swedish-speaking sister organisation works with DPOs of persons with intellectual disabilities and their families. Threshold is a cross-disability organisation addressing all disability categories through its partners.

Promoting right to education for persons with disabilities is highly relevant. According to the Global Partnership on Education and The United Nations Children's Fund (UNICEF), children with disabilities are less likely to attend school. Support employment and livelihood of persons with disabilities is also highly relevant as according to the International Labour Organization (ILO, 2015), persons with disabilities accordingly face greater degrees of poverty and unemployment relative to the rest of the population. The programme also promotes the right to participation through supporting the DPOs. Similarly, the duty bearers lack information and experience on inclusive development and mainstreaming. This was verified e.g. in Ethiopia, where the regional authorities expressed their need to learn more about the implementation of the mainstreaming.

Alignment with the partner country priorities

Here we refer to the partner country priorities as indicted in policies and strategies. For some CSOs alignment is a complex issue e.g. in the case of human rights work, where alignment with host government policies may not always be appropriate.

According to the information provided to the evaluators, context, situation and/or needs analysis in the partner countries is increasingly used. For instance, KAIH in Kenya has conducted a baseline studies, problem analysis and stakeholder analysis to determine the direction of the project. However, for instance in Ethiopia, though the projects address the basic needs of the rights holders, a situation and needs assessment could have been used to anchor the employment and livelihood measures with the national mainstreaming policies and to develop means which would strengthen the duty bearers capacities

The estimated
1 billion people with
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In most cases thorough analysis on the gaps and ways on how the partners' plan to influence national policies is missing

in the implementation of the UNCRPD. Lately, emphasis has increasingly been placed also on governance structures and bringing together local stakeholders and national government counterparts, i.e. both duty bearers and rights holders. The evaluations and Mid Term Reviews (MTRs) also do not systematically assess the changing needs or policy environments in long term partnerships. Similarly, no reference is made to the monitoring reports of the Committee on the UNCRPD submitted to the UN which contain information on the status and implementation of the Conventions and remaining gaps.

Alignment with the partner country policies and strategies

While some individual project plans refer to national policies and strategies, in most cases a thorough analysis on the gaps and ways on how the partners' plan to influence those policies is missing. For instance, in case of Ethiopia, the income generating projects do not analyse the employment situation and labour market relevance of the interventions neither refer to the employment policies which call for all public authorities to employ persons with disabilities. Though BASR has participated in the development of the national plan for the inclusion of students with impaired vision with the Ministry of Education and Higher Education (MoEHE), this strategy is not explicitly analysed in the documents to verify the relevance of the intervention. In case of Palestine, no reference is made to the Inclusive Education strategy developed by the MoEHE. Many countries have adopted a broader approach to inclusive education including school-based development and interventions and development of individual educational plans which would benefit from the expertise of the DPOs. The project preparation guidelines do not specifically call for aligning the programmes with national policies and strategies.

The disability work has been supported in countries where there is great variety on national ownership and capacity in advancing the Convention on the Rights of Persons with Disabilities.

4.1.3 Alignment with development policy priorities of Finland

In this section, we assess if Disability Partnership Finland's development co-operation work has:

- been aligned with the thematic development policy priorities of Finland?
- been aligned with the development policy cross-cutting objectives (CCO) of Finland?
- been aligned with the Human Rights Based Approaches (HRBA) adhered to by Finland?
- been aligned with the geographic development policy priorities of Finland?

The 2010–2016 evaluation period has covered three Finnish development policies, with somewhat varying thematic and geographic priorities. The common themes throughout the evaluation period have been *reduction of poverty and inequality, promotion of human rights as well as sustainable development*. *Gender equality and the reduction of inequality* have been common CCOs. By the most vulnerable we refer here, for example, to the extremely poor, children, ethnic

and linguistic minorities, indigenous people, the migrants, the disabled or sexual minorities.

HRBA aims to integrate the norms, principles, standards and goals of the international human rights system into the plans and processes of development (MFA, 2015b). Toward this end, it identifies key legal basis for the CSO work as well as the rights-holders and duty bearers. Although many can hold dual roles depending on a point of view, rights-holders are usually the individuals and community organizations and duty-bearers refer to government bodies responsible for realization, facilitation or protection of the rights of the citizens.

The development policy priorities of Finland are presented in Table 4.

Table 4: Development policy priorities of Finland

Development Policy 2007–2012
<p>Key goals – Poverty eradication – Sustainable development.</p> <p>Themes – Promoting ecologically, economically and socially sustainable development in accordance with Millennium Development Goals – Climate and environment – Respect for and promotion of human rights – Links between development, security and human rights.</p> <p>Cross-cutting objectives – Gender equality, women and girls – Social equality and equal opportunities for participation – Combating of HIV/AIDS as a health and social problem.</p> <p>Geographic priorities – Least developed countries.</p> <p>Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Nicaragua – Tanzania – Vietnam – Zambia.</p>
Development Policy 2012–2015
<p>Key goals – Poverty reduction – Human rights and societal equity.</p> <p>Themes – Democratic and accountable society – Inclusive green economy that promotes employment – Sustainable management of natural resources and environmental protection – Human development.</p> <p>Cross-cutting objectives – Gender equality – Reduction of inequality – Climate sustainability.</p> <p>Geographic priorities – Least developed countries – Fragile states.</p> <p>Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Tanzania – Vietnam – Zambia.</p>
Development Policy 2016–2019
<p>Key goals – Poverty reduction – Reduction of inequality – Realisation of human rights – Support for the Sustainable Development Goals.</p> <p>Themes – Rights of women and girls – Reinforcing economies to generate more jobs, livelihoods and well-being – Democratic and well-functioning societies – Food security, access to water and energy, and the sustainable use of natural resources.</p> <p>Cross-cutting objectives – Gender equality – The rights of the most vulnerable – Climate change preparedness and mitigation.</p> <p>Geographic priorities – Least developed countries – Fragile states.</p> <p>Partner countries – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal – Somalia – Tanzania – Zambia.</p>

Source: MFA, 2007, 2012a and 2016a.

Finland's 2016 Development policy specifically mentions persons with disabilities as one of the primary beneficiary groups

Alignment with Finnish Development priorities

The programme is well aligned with the Finnish development priorities. Its relevance and alignment has even increased because Finland's 2016 Development policy specifically mentions persons with disabilities as one of the primary beneficiary groups. Also, strengthening the DPOs is important part of civil society development, and as projects are implemented only through local partners, support thereby contributes to the requirement of strengthening a "vibrant civil society" and local CSOs. The programme is based on the needs and initiatives coming from the south. The minutes of the Quality Assurance Board of the MFA for the Disability Partnership Finland also confirm that work is complementary and coherent with Finland's development policies especially related to the human rights and disability issues.

Disability Partnership Finland's work aims at promoting the rights of persons with disabilities. Its programme applies HRBA principles of participation, non-discrimination, enhancing the awareness of the rights of the rights holders and duty bearers (see MFA, 2015b), and entails participation of persons with disabilities in all phases of the project cycle. Also, an important part of the HRBA-analysis of the capacity gaps of the duty bearers and rights holders - is mission form the documents. This analysis is needed to ensure that the interventions - employ relevant measures to address them. Also the programme does not include information about human rights situation of persons with disabilities in a given country. Such information is relatively easy to find e.g. from Education for All (EFA) reports, UNICEF's reports and CRDP monitoring reports). Similarly, in the document review evaluators did not find much information about the country contexts or the implementation environment of the NGO work.

The Disability Partnership Finland members report that the partners are involved or are in charge of the project design, but it is unclear to what extent the partners have been involved in the design of the overall programme. It would be good to analyse how relevant this participation would be and what added value it would bring to all involved. Also limited information is available on to what extent the partners themselves have engaged their members in the project planning. Field mission findings in Ethiopia also suggests that to some extent accountability to the rights holders is applied by the partner organisations, but it is not fully applied by the member organisations. The UNCRPD forms both the ideological and practical normative guide for the Disability Partnership Finland's programme (UNCRPD, 2008). The Convention states that People with Disabilities shall benefit from international development programs and meaningfully participate in them.

The stakeholder interviews in Ethiopia suggest that in such a big country regional inequalities exist and limited attention is given to the most disadvantaged areas where persons with disabilities face the highest challenges. It is also evident that there are inequalities between the disability categories and age groups which have not yet been addressed. The programme applies both mainstreaming and targeted interventions to support realisation of the gender equality. Environmental sustainability and climate change has not been considered a feasible CCO for many of the projects. This should have been recognised at the program level, though, since environmental and climate change

issues have been a cross cutting objective, and again an important aspect of the current 2016 Development Policy Programme. This is a noticeable gap in the programming and should be addressed.

Alignment with geographic development policy priorities of Finland

During the evaluation period, the PBS was targeted to the following countries presented in Table 5.

Table 5: Geographical coverage of Disability Partnership Finland programme in 2010–2016

Continent	Countries
Africa	Ethiopia (FPD, FAD, Threshold, FFVI), Kenya (FDUV), Zambia (FPD, Threshold, FAIDD), Malawi (FAD), Namibia (FAD, FFVI), Tanzania (FAD), Mozambique (FAIDD), Uganda (FAD) and Gambia (FAD).
Asia	Cambodia (FAD)
Central Asia	Kazakhstan, Tajikistan, Kyrgyzstan and basically also Uzbekistan and Turkmenistan (Threshold)
Middle East	Palestine (FFVI)
Western Balkan	Albania, Kosovo (FAD and Threshold), Bosnia-Herzegovina (Threshold)
Americas	Bolivia, Ecuador (FFVI)

Source: Prepared by the Evaluation Team.

The geographical alignment with is Finland’s development cooperation priorities is relatively strong. All target countries belong to Least Developed Countries. Five out of them are long term partner countries of Finnish Development cooperation (Ethiopia, Kenya, Zambia, Tanzania, Mozambique, and Palestine). In the Central Asia the focus of Finnish Development has been narrowed down to Kyrgyz Republic and Tajikistan, which remained as partner countries in the 2016 development policy.

4.1.4 Alignment with the Theory of Change

Overall Theory of Change

As part of the inception stage of this evaluation, a generic Theory of Change (ToC) was developed for Finland’s civil society engagement in development cooperation. The ToC is illustrated in Annex 5, and captures the logic for how the MFA expects CSOs to achieve their expected outputs, outcomes and impacts.

The aim for this generic framework is to provide a basis against which each of the CSOs can be compared. The ToC uses language expressed in MFA’s Guidelines for Civil Society (MFA, 2010) and is based on the policies and guidelines of MFA – such as the Development Policy (MFA, 2016) and the Guidance Note for Finland’s Human Rights-Based Approach in Development Cooperation (MFA, 2015b).

The generic ToC presumes that civil society is a key driver of social change in all societies, and that civil society in developing countries requires strengthening with external support. The relationships and pathways have been simplified to achieve clarity. In line with HRBA, civil society’s contribution to democratic governance and reduction of suffering and saving of lives is expected to:

The geographical alignment with is Finland’s development cooperation priorities is relatively strong

- Mobilise citizens, including vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes.
- Monitor governments and hold them to account.

These elements are captured in the three key outcomes - (i) a vibrant pluralistic civil society fulfilling its roles, (ii) strengthened, more resilient communities, and (iii) accountable state institutions that expect their duty bearers to protect vulnerable groups and to respect human rights. In turn these then contribute towards the higher order changes of safety, peace, and inclusive societies, in line with the 17 Sustainable Development Goals.

At the input and output level, the ToC shows how Finland’s support to Finnish CSOs - provided by the general public, by the private sector and by the MFA - enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries. While projects may include issue-based advocacy in Finland as well as in a development context, they all contribute to capacity development of partner organisations, civil society more generally, as well as to direct beneficiaries.

The ToC includes seven main assumptions that would need to occur if the changes foreseen in their intervention logic were to happen (Table 6).

Table 6: Key Assumptions in the Overarching Theory of Change.

Short term to long term outcomes
A.1 Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used 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 improved citizen participation, greater government responsiveness and more inclusive service delivery.
Outputs to Short term Outcomes
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 CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.
Inputs to Outputs
A.6 Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence MFA gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort and requires continuing space and support for CSOs).
A.7 Finnish CSOs develop their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland’s bilateral, multilateral and private sector work. This may depend largely on the CSOs partners understanding of the wider, specific institutional and political context within which they work.

Source: Evaluation Team

In this section, we assess:

- Has the Disability Partnership Finland's ToC (if available) been aligned with the generic ToC for the Finnish support to CSOs?

Disability Partnership Finland does not currently have a specific ToC but it uses currently an “extended LFA model” that maps out the pathway to expected outcomes. In the 2013–2015 the programme matrix is applied where goals, objectives and expected results are defined, together with corresponding indicators. No assumptions or specific pathways of change have been defined. The goal of programme is to promote the human rights, participation in the society and the living conditions of the persons with disabilities in developing countries and reduce poverty.

Derived from the programme goal, the objectives for 2013–2015 programme are related to strengthening the capacity of the DPOs in the countries of operation in the South, mainstreaming of disability issues into the development policy and instruments in Finland, and increasing awareness about the global connections of the UNCRPD of its members as well as the general public. This is to be done mainly through capacity building, development of best practises, and advocacy. Projects are seen as vehicles to create best practises e.g. in inclusive formal education and non-formal education, as well as improving the skills and knowledge. Lobbying and advocacy by DPOs is expected to lead to achieving the overall goal.

When compared the Logical Framework Approach (LFA) and results matrix with the ToC of the overall evaluation, it seems that Disability Partnership Finland's mandate is fully compatible and strong in promoting social equality and human dignity and global responsibility to human rights. Human dignity, social equality and reduced poverty for persons with disabilities are the individual level impacts and the core impact of its work as stated in its programme goal. “A world where the human rights of persons with disabilities are fulfilled and persons with disabilities work themselves to develop their own communities at local, national and international levels” is directly linked with the generic ToC desired impact on sustainable human development, health, education, literacy, gender equality as well inclusive employment.

It seems that at long-term outcome level the Disability Partnership Finland is also very compatible with the notion of “vibrant civil society” as building the capacity of partner CSOs is one of its objectives. It is also notable, that this includes also capacity development of member organisations in Finland so that they fulfil the same criteria as is demanded of partners. Programme also aims at promoting active citizenship (persons with disabilities are active citizens in economic, social and political life), creating disability inclusive policies in Finland (development policy) and in partner countries (all policies). As an outcome of advocacy efforts, also public services for the persons with disabilities are expected to be improved.

At the short-term outcome level, Disability Partnership Finland's mandate is compatible with improving enabling environment for civil society, strengthening the CSO capacities and (to a lesser degree) Finnish citizens informed and support development cooperation. An important part of their work is in assist-

Disability Partnership Finland does not currently have a specific ToC but it uses currently an “extended LFA model”

ing their partners to fulfil their role as civil society actors promoting their own rights and duty-bearers “waking up” to take their legal and moral responsibility to advance the lawful rights of persons with disabilities.

Through its members it also contributes to enabling networking and exchange. Disability Partnership Finland seems strong in creating enabling environment for its partner Disabled People’s Organisations (DPOs) by encouraging them to network with other DPOs locally, nationally and internationally. It also networks with mainstream organisations to advance the rights situation of persons with disabilities is encouraged.

At the output level Disability Partnership Finland’s work is fully compatible with the ToC areas of contributing to capacity development of partner CSOs and advocacy to state both in Finland and in countries of operation and communication and education in Finland. One of its main missions is advocacy to states on disability issues both in Finland and in countries of operation which contributes to more responsive government and inclusive policies. It advocates to states on rights of persons with disabilities with aim to affect the laws and policies concerning the equal participation of persons with disabilities in social, economic and civil activities. The UNCRPD is their global guideline and Finnish actors together with partner organisations are to advocate its application and implementation internationally, nationally (in partner countries as well as in Finland) and locally.

Disability Partnership Finland is not involved in provision of basic services or provision of relief goods and services and those pathways to change. Security issues and humanitarian aid operations are not part of the programme, although persons with disabilities are the most vulnerable in crisis situations as well.

4.2 Complementarity, Co-ordination and Coherence

In this section, we assess:

- Has the Disability Partnership Finland development co-operation work been co-ordinated with the work of other CSOs and development partners?
- Has the Disability Partnership Finland development co-operation been complementary to the Finnish development co-operation?
- Have the MFA policies and interventions with regard to Disability Partnership Finland development co-operation been coherent?

In this evaluation, **Co-ordination** refers, for example, to joint activities and regular information exchanges with other CSOs, bilateral and multilateral interventions as well as with private sector initiatives. Here the other CSOs refer to those CSOs that are not direct beneficiaries or stakeholders of the CSO work – for example, sister organizations in Finland or other developed countries could fall into this category. **Complementarity** is seen in terms of division of labour between different development actors and MFA interventions – according to the MFA, complementarity refers to benefiting from the strengths of different actors, modalities and financing instruments in order to reach the objectives

of MFA development policy in a changing environment. **Coherence** focuses on assessing whether MFA support to the CSO is in line or in contradiction with other MFA policies and interventions - and vice versa.

Coordination, complementarity and coherence are assessed at different levels and from different perspectives: within the member organisations themselves, within the Disability Partnership Finland and PBS, with other CSOs, other MFA supported interventions and other development partners and disability networks.

Coordination with international development partners

The Disability Partnership Finland is an active member e.g. of Nordic disability networks but it remains unclear whether these networks are used to coordinate or complement activities of others. It participates actively in CSO forums in Finland and works with its Nordic and international peers. Annual meetings between the leadership and at the programme level are carried out with the Nordic peers. According to interview with one of the peers, these meetings are valuable in terms of strategizing, e.g. on common themes (CCOs, gender, anti-corruption). Disability Partnership Finland's experiences of more established Monitoring and Evaluation (M&E) systems and disability mainstreaming have been valuable to other Nordic peers and concrete tools are also shared. During the evaluation period it has increasingly collaborated with other Finnish CSOs. It has provided trainings and experts services to e.g. agriculture projects managed by UFF Finland. It has also been active for instance by contributing voluntarily to the country strategy development in Myanmar. So far, no coordination with other donors and development partners has been reported.

In Addis Ababa, the ECDD supported by Threshold has been working with Info Mind Solutions PLC (IMS), a private employment agency with nearly 95 per cent of market share, to help job seekers with disabilities access employment opportunities.

Coordination with CSOs in Finland

The Disability Partnership Finland has started providing expert services to other projects and Finnish CSOs. Some 60 days have been used for providing expert services by the Secretariat and member organisations to external stakeholders, according to information provided to evaluators and based on interviews with staff. According to the programme reporting, the expenses of this expert service are eligible costs and can be included into the expenses of the CSOs using these services. Disability Partnership Finland considers this as one of its future fundraising means.

Mainstreaming consultancies were initiated through personal contacts. Now a more strategic marketing has been planned for, or is ongoing. Provision of mainstreaming services has included trainings, consultancies and peer reviews and field missions. These activities nor the results have not been reported on and followed-up.

The Disability Partnership Finland has started providing expert services to other projects and Finnish CSOs

PBS has enhanced better coordination and communication between the DPOs and member organisations

A joint programme which would address all disability types has been discussed but concrete actions have not been made

Internal coordination between Disability Partnership Finland and its member organisations

Programme-based support has enhanced better coordination and communication between the DPOs and member organisations. The review of the programme documentation and interviews with the staff of the Disability Partnership Finland and its member organisations suggest that in the beginning of the programming there were challenges in generating a common understanding and effective communication among the member organisations (see e.g. KPMG, 2013). Each had their own way of implementing cooperation projects and strong ownership in the projects, which caused some change resistance. Since then coordination and collaborative working has improved.

Programme-based support generated a new modality of work where the partners do not assess the projects of other NGOs from the funding agencies perspective, but from the programme's perspective. (DPF, undated; KPMG, 2013). The role of the Disability Partnership Finland in promoting collaboration is influential. However, both interviews and the self-assessments by the Disability Partnership Finland suggest that there is still space to improve in communication and shared understanding about the partnership (Seppo, 2016). Implementing a joint development cooperation programme instead of single projects has so far been a learning process. Understanding the benefits and need for harmonising the implementation structure among members is being realised (KPMG, 2013), but their views still differ on the role of the Secretariat, harmonization of practises and need for increased coordination, as stated in the interviews with the Disability Partnership Finland staff and member organisations. Differing levels of commitment of member organisations to development cooperation also affect their interest in increasing coordination. Only one of the member organisations has its own development cooperation strategy, and for most of them development cooperation is a very small percentage of their budget.

The issue of a joint programme which would address all disability types has been discussed within the Disability Partnership Finland, concrete actions towards such programme have not been made. In the evaluation process it became evident that there is no common understanding on what a joint programme means and what would be its potential added value. Some of the member organisations believe that in a joint programme the disability-specific needs will be lost. The concept and approach of a joint programme is also mixed with the concept of a joint project which is an intervention implemented by two or more partners jointly. Joint programme, in turn, has one common goal and it includes a set of interventions implemented for instance by different partners. It is developed based on dialogue and joint planning, capacity needs assessments, and joint monitoring systems (at least at outcome level). Each implementing partner may have its own interest, stake, beneficiary group but the work focuses on a jointly agreed goal. The results-based approach and comprehensive policy and needs analysis in the partner countries would provide a sound basis for a programme.

The Disability Partnership Finland self-assessment (Seppo, 2016) concluded that the PBS and work of the Disability Partnership Finland has broadened the perspectives of the member organizations. Interviews with them revealed, similar to the results of the self-assessment, that most of the member organisations

prefer broader strengthening of the disability scene rather than focusing only on own projects of each MO. In addition to joint projects, joint advocacy efforts were brought up as a possibility. This, however, depends on the commitment of the member organizations both to development cooperation and work of the Disability Partnership Finland. Both interviews with the Disability Partnership Finland staff and member organizations, as well as the self-assessment, revealed that thinking in practice is still own project-specific rather than holistic and programmatic. Some joint activities have been conducted (e.g. Accessibility Workshop in Addis Ababa in March 2017) and there is a joint project in Zanzibar (planning mission in February 2016). A joint project of women with disabilities is in the pipeline for 2018.

It is evident, that as a result of the Disability Partnership Finland, the member organizations have received e.g. monitoring and other RBM tools which they might not have gained as individual actors. In Finland, the member organizations have received tools for project planning and reporting. It was also reported in many self-assessment workshops that peer-learning has taken place and that the Disability Partnership Finland is more than a sum of its members.

Coordination at national level in programme countries

The findings of both the document review, interviews with member organizations and field mission in Ethiopia suggest that there has been only limited coordination between the Disability Partnership Finland member organisations and their projects, and other partnership programmes and NGO projects at the country level. Both reporting and interviews confirm that the programmatic approach has influenced the geographical focus of the programme and that five partners are now active in Ethiopia. However, the added value and synergies this approach brings seem very limited.

Disability Partnership Finland considers that the disability-specific approach is its strength as it will bring specific expertise to the programme. This may also generate a challenge that DPOs only promote their own cause in Finland as well as in the developing countries. Disability categorization may also limit possibilities for full-fledged coordination. In Ethiopia, the Disability Partnership Finland is supporting FENAPD and EWDNA which are a cross-disability organisations. This is very much valued by the FENAPD itself and by the stakeholders. In HPD-O it was noted that when the FVI took over the project from the Embassy, the support was targeted only to the visually impaired which was criticized by MoLSA as the HPD-O is a cross disability organisation and was now forced to develop “disability-specific” actions. Evaluators also found out, that stakeholders in Ethiopia were not aware of the Disability Partnership Finland which indicates the low level of promotion of Disability Partnership Finland as the “umbrella” organisation by its member organisations.

There are some positive examples of coordinating the monitoring visits, and visiting each other’s projects, though. For example in Ethiopia, at least once a year a monitoring visit is made by FPD and it is often incorporated with a thematic workshop and e.g. during spring 2017 a seminar on accessibility and design for all for local key stakeholders, and a following 3-days training on accessibility auditing. This is conducted in collaboration between PBS supported partners VAMCPAA and ECDD.

There has been only limited coordination between the DPF member organisations and their projects at country level

Capacity development of DPOs is crucial and they need to collaborate more closely representing themselves in one voice

As a result of long-term focus on disability in Ethiopia, Finland is highly recognized as a country promoting disability issues

In Ethiopia, interviews imply that FENAPD as an umbrella organization of DPOs and ECDD as a CSO addressing disability as part of their mandate seem to coordinate activities significantly better than disability-specific DPOs. FENAPD is the official umbrella organization of DPOs and the highest representative body of persons with a disability in Ethiopia. The Federation has six members of national associations organized on different forms of disabilities. However, there are limitations in its networking philosophy, as only single-disability associations are allowed to become a member of the umbrella organization. There are also more than 17 DPOs officially operating in Ethiopia without being a member of the FENAPD. Donors' interest to provide fund for consortiums, such as FENAPD, has gradually reduced due to the legislation which prohibits associations to be formed between those registered as Resident Charities and Member-based Associations.

There is lack of coordination and willingness to stand together to influence for change among the DPOs and CSOs and networks, as interviews in Ethiopia indicate. They are more competing amongst themselves than complementing each other. There is a need to establish a genuine partnership. According to one of the DPOs, there is a huge disconnect among the community of organisations working with disability issues, and funding received from international aid agencies which is usually in small grants and fragmented. This causes fierce competition of scarce resources between CSOs and DPOs. However, collaboration would be essential to realize the disability policies, national plan of actions. The need for all stakeholders to work within the existing policy and implementing frameworks, and maximizing the potential it provides, was acknowledged in most interviews.

Government actors also need to come forward to DPOs and CSOs to facilitate platforms for dialogue and to consider DPOs as part of its development implementers. For example, in Ethiopia the advisory roles and the expertise DPOs could bring to implementation of e.g. the National Plan of Action of Persons with Disabilities 2012-2021 (MoLSA, 2008) should be further recognized and support provided by the Government. Simultaneously DPO capacity needs to be strengthened in particular at regional levels with specific emphasis to emerging regions in Ethiopia, and local governance levels in general. Capacity development of DPOs is crucial and they need to collaborate more closely representing themselves in one voice.

MFA and Embassy support to coordination

The Embassy of Finland in Ethiopia is an exemplary case of proactively promoting coordination amongst the key stakeholders, including donors and CSOs active in this thematic area and also the government. The Embassy also has promoted complementarity of disability issues between different aid modalities. As a result of long-term focus on disability in Ethiopia, Finland is highly recognized as a country promoting disability issues, evidenced in the interviews with the Government officials (MoLSA), DPOs, NGOs promoting disability issues and also multilateral donors, such as UNDP, ILO and other development partners. As an example USAID referred to Finland as a “lead advocate for disability in Ethiopia”. It was widely recognized that Finland is one of the few donors supporting disability issues. This is also evidenced in the results

of responses to the questionnaire sent by the Embassy in 2016 to approx. 20 interventions supported by Finland's multi-, bi-lateral support, Fund for Local Cooperation (FLC) and other CSOs with disability focus. The aim of the questionnaire was to gather essential results information for illustrating the scale and importance of Finnish support to the Ethiopian civil society and particularly the empowerment of women and persons with disabilities.

The Embassy of Finland in Ethiopia has also proactively organized round tables and workshops in disability issues which has increased Finland's visibility and led to concrete recommendations on the way forward. For example in October 2014, the Embassy organized a round table discussion bringing together representatives of the Ethiopian Government, civil society, DPOs as well as development partners and international organizations concerned with disability inclusive development. In total 64 participants attended the event, including the Ambassador of Finland, MoLSA, African Union Department of Social Affairs on the African Union Disability Architecture (AUDA) and United States Agency for International Development (USAID). The round table recommended working within the existing framework of the National Plan of Action of Persons with Disabilities 2012-2021 (MoLSA, 2008), supporting planning and capacity building; utilizing opportunities to address the data gap - support the government in addressing the data gap; and collecting, analyzing and communicating disability disaggregated data in development programmes and projects; and networking, collaborating and continuing dialogue on disability inclusive development. In 2016, USAID led a similar workshop which was organized in coordination with the Embassy in Finland with participation of the representative of Disability Partnership Finland member organization. (Provided by Embassy of Finland in Addis Abeba to the Evaluation team).

Embassy has also organized capacity development workshops for the CSOs, e.g. a mini workshop in November 2016 on Finnish support to disability rights projects supported by different channels of Finnish aid in Ethiopia, especially focusing on ToC, outcomes and impact (RBM training). Approximately 20 DPOs and Finnish funded projects (including FLC projects, Finnish NGO supported projects, bilateral projects, multilateral projects, regional projects) participated.

Linkages with other Finland's funding modalities

There is a clear complementarity in Finland's support in Ethiopia to address disability issues through different aid modalities. Support is provided through PBS funding, bi-lateral funding, multi-lateral funding, FLC, European Union (EU) and the World Bank. It is channeled through regional /global projects and funds (e.g. AUDA; AUDA II; the UN Partnership to Promote the Rights of Persons with Disabilities (UNPRPD) -Ethiopia; UNPRPD-ADA; and UNDP-JPO); PBS funding through Disability Partnership; other Finnish NGOs through project-based funding (FELM: Deaf education; FELM: Community-based Rehabilitation; Interpedia); bilateral cooperation in Ethiopia (Inclusive education; COWASH; GEQIP); FLC (Nia, Addis Hivot, Chershire, FENAPD, Hope for the blind).

Finland supports inclusive development and disability rights through its bilateral portfolio through both disability specific projects as well as main-

streaming. The project “Enhancing inclusive education in resource centres and teacher education 2013–2017” aims to pilot inclusive education support at school levels and enhance teachers pedagogical skills for inclusive education through provision of technical and operational support to the ministry of education, colleges of teacher education and regions. The third phase of Community-Led Accelerated WASH (COWASH) includes a specific component to address disability issues, specifically strengthening capacity for disability and accessibility responsive planning. The General Education Quality Improvement programme (GEQIP) provides earmarked school grant financing for students with special needs and Braille learning material for visually impaired students.

An attempt was made in Ethiopia to include Disability Partnership Finland (then FIDIDA) to support implementation of a bilateral Inclusive education project, but it was unsuccessful. In the ToRs of the project which were jointly developed by the MoE of Ethiopia and MFA of Finland, the Disability Partnership Finland was not originally mentioned. In the tender, the lead company and the Disability Partnership Finland agreed on cooperation and it became a consortium partner. Its role was to carry out short-term consultancies according to the needs of the project implementation. During the initial stages of the project, one of the partner organisations unilaterally invited itself to the decision-making structures of the project, Supervisory Board (SVB) and Steering Committee (SC). This caused resistance within the MoE as the highest Ethiopian decision-maker. The role of the Disability Partnership Finland was to provide short-term technical assistance based on the need identified, ToRs prepared and candidates approved by the SVB/SC. Evaluators were informed by the lead company that during the implementation, the short-term expert needs of the project and Disability Partnership Finland’s offer did not meet, and they did not finally have a role in the project. This can be partly attributed to the Disability Partnership Finland being inexperienced in working with a consultancy company. This led to them taking action without communication with the company (nomination of a person for the SC of the project), which resulted in a disagreement with the SVB/SC. This indicates that prior to starting provision of consultancy services, the CSOs need to understand what the rules of cooperating with e.g. consultancy companies are.

Finnish funding has served as a reference for continued cooperation through another funding channel. For example, a former local cooperation fund partner has become a beneficiary of the PBS (e.g. HPDO) and vice versa (e.g. FENAPD). Due to the budget cuts Threshold could not anymore support FENAPD, and FLC support was provided by the Finnish Embassy. Threshold was also planning on supporting the Joy Center for the autistic children, which is now supported by the FLC. HPDO was earlier supported by FLC for approx. ten years and is now supported by FFVI through Disability Partnership Finland. Finland supports also NIA foundations in its work with autism, and Addis Hiwot Center for the Blind through the FLC.

Finland funds a joint cooperation project of the European Commission and member states in Ethiopia with € 200,000. This 4-year project, “Bridging the Gap” project is now in a formulation phase. The project is implemented by the Austrian Cooperation and co-financed by the EC, Austria and Finland and it

will be implemented in collaboration with MoLSA. It provides small grants for DPOs and emphasizes coordination and dialogue.

ILO collaborates with Irish Aid and other actors in country, in the promotion of employment opportunities for people with disability. UNPRDP as a programme is global programme, and ILO leads the current phase of the Ethiopia project which has received support from the global UNPRPD project ILO made significant contributions to the legislation process of the disability employment law, advocacy efforts to support UNCRPD and the inclusion of disability as a development issue in the national planning frameworks.

Interviews revealed that high coherence is because of a mixture of issues, including interest of the Finnish Ambassadors, Finland's special bi-lateral focus on inclusive education, and proactive approach of the member organisations and Disability Partnership Finland secretariat to interact with the Embassy. Background and interest of the Embassy staff also affects how high disability issues are on the agenda and should be incorporated in the job description of the Embassy staff.

Added value to other development cooperation interventions of the Finnish Government

Added value of particularly focusing the Disability Partnership Finland' support in Ethiopia is that it has increased Finland's weight as a disability actor, has enabled annual workshops amongst many DPOs and NGOs focusing on disability, enhanced the technical skills of these actors (e.g. RBM skills) and enables increasing the capacity also in the future (planned workshop on indicators). It enables Embassy having an active role in strengthening the vibrant civil society and supporting the most marginalized.

Contradictions in terms of policy objectives

Disability Partnership Finland's development co-operation interventions are in fully in line with other MFA support or interventions such as bilateral and multilateral policies, and there are no cases of contraction in terms of policy objectives. Complementarity in disability funding is hampered to a certain degree as for 2018 there is no funding allocation for FLC for the Embassy by the Africa Department of the MFA. A concern is that this will lead to decreased visibility of Finland as the leading actor in disability issues, and according to some interviewed DPOs, possibly closing of the supported organization and/or decreased support to the most marginalized. Some CSOs/DPOs strongly felt that decisions such as this are demotivating and at worst can put their operations at risk. Whether this is real or not, it is strongly felt as the continuity of the support is challenged in a very difficult operating environment in Ethiopia. This decision is also in contradiction with promoting vibrant civil society (CSO Guidelines). According to the MFA, there has been a FLC call for proposal in 2017 in Ethiopia, which is a positive sign of continuity of FLC as a funding modality. However, as in principle all FLC projects are for one year, there is no guarantee of a continued partnership for years but each partner has to reapply and compete with new prospective partners.

The CSOs have been able to select the RBM method most suitable for their organizational cultures

Some of the internal practices within the MFA cause challenges for enhancing the country level coherence. For example, the Finnish Embassy in Ethiopia does not know the amount of PBS framework funding in Ethiopia because the MFA finance systems are not able to extract country specific information on PBS funding.

4.3 Efficiency

4.3.1 Results-based management practices

In this section, we assess:

- Has the Disability Partnership Finland focused its planning on programmatic results?
- Does the Disability Partnership Finland have adequate human resources?
- Does the Disability Partnership Finland have adequate financial management?
- Has the Disability Partnership Finland applied results-based monitoring, evaluation and reporting?
- Does the Disability Partnership Finland have adequate risk management practices in place?

The MFA 2015 guidelines on RBM define the Results Chain Model - referring to inputs, activities, outputs, outcomes and impacts - as the key methodology for RBM (MFA, 2015c-d), emphasizing also a six step risk management approach. The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. Although no specific methodology for results-based management (RBM) is imposed by the MFA, the CSOs are expected to have RBM systems with adequate planning, management and monitoring and evaluation (M&E). The CSOs have been able to select the RBM method most suitable for their organizational cultures, as long as they fulfil the following the key requirements:

- **Planning** - The CSOs have to produce clear programme-level plans, based on their own strategies and taking into account Finland's development policy and related guidelines. Clear programmatic objectives with indicators are expected to be defined. The Programme Plan is considered as a strategy-level plan that covers the whole period of the programme concerned, while the Annual Plans form the operational level of planning in the process, where funding is provided annually.
- **Management** - The CSOs are expected ensure adequate programme, staff and financial management. The programme management refers to clear management systems based on strategies, planning processes and systems, M&E and reporting systems, and systems for using M&E data in management for learning. Staff management includes elements such as staffing plans, clear job descriptions and organograms, frequent development discussions and continuous staff training. Financial management comprises systems for budgeting, financial management and reporting and auditing.

- **Monitoring and evaluation** - The CSOs need to prepare Annual Reports for the MFA summarizing the lessons learnt from the monitoring and evaluation processes. The reports are expected to highlight results of the work by the CSOs, including their sustainability.

The MFA Risk Management Approach is presented in Box 2.

Box 2. MFA Risk Management Approach

The risk management approach defined in the RBM guidelines includes the following steps:

- Determine the contextual risks such as global, region / country-level or global / thematic political risks.
- Identify potential programmatic and institutional risks. This includes, for example, programme failure or programme creating adverse impacts in the external environment. Institutional risks are for example related to internal risks of the partner or donor, or operational security and reputational risk issues.
- Estimate the level of likelihood and impact for risks with low/medium/high categories.
- Identify main risks according to their likelihood and impact with focus on risks with high likelihood and high impact.
- Identify risk response measures such as mitigation measures and/or avoidance of risk through reformulation of the programme/project.
- Active risk mitigation strategy during the implementation of interventions, including monitoring of risks and implementation of risk mitigation when necessary.

Source: MFA, 2015c.

In 2009, the MFA conducted the selection process of new partnership organizations in two phases, applying the criteria developed in 2008. MFA carried out the first selection phase and contracted external experts to assess the capacity of the applicant. NetEffect was assigned the task to analyse to what extent the Disability Partnership Finland met the criteria (complementarity, competencies, networks, M&E capacity, development cooperation competencies, alignment with the Finnish development policies, communication and global education, resource mobilization, advocacy and legitimacy) and KPMG was commissioned to audit the overall management, financial management, decision making, internal control and quality assurance of the Disability Partnership Finland.

These assessments concluded that the Disability Partnership Finland met most of the criteria but pointed out that more work was needed to develop the financial management, M&E capacity and to promote the impact of its work. Similarly communication and global education were identified as areas that needed more attention (Uusikylä & Venäläinen, 2009). The KPMG audit noted that the Disability Partnership Finland fulfilled the criteria of networks, resource mobilization (through its member organisations), but more work would be needed to develop risk management, capacities of the local partners and organization of the financial management (KPMG, 2009).

The year 2013 introduced new planning tools which aimed at directing the member organisations and their partners towards a more strategic planning

The implementation of the 2010–2012 programme was evaluated in 2012. This evaluation concluded that efforts had been made to respond to the development needs identified by the evaluations mentioned above. However, the evaluation noted that the focus had been on the development of individual tools with the expenses of strategic planning. The evaluation also concluded that the programme was still a group of individual projects and that the programmatic approach still needed attention. Monitoring was done only at project level and programme level indicators had not been developed. The evaluation also discussed the relationship of Disability Partnership Finland (that time FIDIDA) as an organization and its partnership programme. A recommendation was made to further the programmatic approach and to develop good monitoring systems both at project and programme levels. A recommendation was also made to strengthen the M&E capacities and human rights based approach, in mainstreaming strategies and development policy work (Venäläinen, 2012).

When making the analysis of efficiency, evaluators found out, that e.g. regarding project level evaluations there was only very limited, if any, analysis of efficiency of the projects.

Planning

The year 2013 introduced new planning tools which aimed at directing the member organisations and their partners towards a more strategic planning. Stakeholder analysis, capacity assessment and logical framework were introduced as compulsory tools. Also programme level indicators were introduced for 2013–2015 programme.

For the 2016–2021 programme, Disability Partnership Finland has created its own RBM system that mostly resembles the Logical Framework approach, but is more comprehensive (e.g. includes process management) and borrows elements from other methods. It has developed a system which demonstrates the minimum quality standard that it wants to reach by the end of the programme span, measure qualitative change in the rights' situation over time by quantifying social change either directly by quoting increase in number or indirectly (by aggregating). Planning is guided by the Integrated Planning, Monitoring, Evaluation, Learning and Risk Mitigation (PMELR) system, and several tools have been developed to assist it project planning.

DPOs and/or CSOs focusing on disability issues implement the project activities and the role of the Finnish member organisations is to support the planning and implementation of the projects and follow up and monitor the projects implementation. The planning process is participatory, and led by the implementing partners, as also confirmed during the field mission in Ethiopia.

Partner selection is not based on systematic organisational and capacity assessment and assessment of their role and comparative advantage in the countries of operation. It is mainly based on individual contacts. The challenges faced in partner selection, partly due to fragmentation of the portfolio, is further discussed in the Chapter 4.4.3. In some cases fragmentation is also caused by selecting the partner first, based on individual contacts, rather than carrying out a full-fledged capacity assessment to identify the best possible implementing partner in collaboration with other stakeholders, and then starting

the planning process. In most cases, partnerships have been long-term, which has reduced the need for putting emphasis on new partner selection.

Member organizations assess each other's projects in the Steering Group, which according to the interviews has been excellent, and has added value. It is a sign of increased cooperation between member organizations and the Disability Partnership Finland. Financial management has become unified as a result of the PBS, and assistance in financial management provided by the Disability Partnership Finland is highly appreciated by all member organizations. One of the member organizations indicated that the Disability Partnership Finland has not been able to sufficiently assist its members, and that the paper work has actually increased from previous situation with project-specific funding and felt that the level of paper work is not in proportion to the actual operations, as project budgets are very limited. A possibility to make the need for paper work comparable to the budget was proposed. This is a reflection of the differing views of the members on the role of the Disability Partnership Finland.

Monitoring, reporting and evaluation practices

RBM, baseline/context information and CCOs

Both indicator development as well as programme development have improved during the evaluation period. Tools have been developed and Disability Partnership Finland itself participates more actively in programme planning, as also confirmed in discussions with the CSO Unit.

The first programme 2010–2012 did not have programme level indicators and its monitoring was based on projects' follow-up data. As a matter of fact, it would have been unfeasible to develop such a framework because the member organisations still implemented their "bilateral" projects with project funding. The year 2013 was the first year when all projects were administered under the Disability Partnership Finland's PBS umbrella.

Review of the project documentation and evaluations indicate that there are still some deficiencies in developing indicators and M&E systems, and their implementation at the operational project level, but also examples of efficient implementation. For example, evaluation of the VAMCPAA states that there were generally no input/resource indicators at the level of resource allocation and expenditure to enable effective monitoring and evaluation of efficiency of the income-generating activities over time (CYB Consulting PLC, 2016).

The indicators for development communication aspects are very recent, as currently activities are very limited. For the 2016–2017 funding period, there is a communications plan with simple programme and member organisation level targets and indicators. Member organisations carry out development communication independently and as confirmed by the interviews, many of them have their own communication units.

Disability Partnership Finland's employees make annually 1–2 monitoring trips each employee to the partner countries together with their member organisations. These monitoring trips are usually selected as per need and as per convenience when trips can be combined to seminars or member organisations

Both indicator development as well as programme development have improved during the evaluation period

DPF has opted to follow the outcome mapping system

monitoring trip. Project coordinators prepare reports from these monitoring trips and the reports are visible to Disability Partnership Finland's staff via SharePoint. Programme reports indicate that introduction of the programme based tools and guidance procedures, though time consuming, has been an advantage and has resulted in more effective implementation.

In the process of developing its own monitoring system the Disability Partnership Finland has opted to follow the outcome mapping system. Outcome monitoring is based on results indicators, but PMELR system also focuses on internal and external systems and processes. The focus of the PMELR is to ensure learning within the organization and between projects (Silfverberg, 2016).

The reasons for choosing such approach was elaborated in the Plan for the Use of Funds 2016-2021. This plan indicates that "social change or improvement of the rights' situation of people is challenging to measure and that indicators are tricky especially at outcome level". The Disability Partnership Finland also indicates that an extra challenge is integrating HRBA in the programme structure. As a response to these issues, the Plan for the Use of funds 2016-2021 states that while the Disability Partnership Finland has a common programme, projects are implemented by the member organisations, who have their unique approaches to address the rights of persons with disabilities. The programme outputs therefore reflect the variety of approaches and indicators are set to bring out the different ways chosen (DPF, 2015).

Regarding the relation between the HRBA and results monitoring is not clear. It is described in the plan for 2016-2020, that "As per the human rights based approach, the processes are equally important to the results. Therefore the log-frame outputs and their indicators have been formulated in a way that gives more emphasis on processes, the way that things are done, rather than on actual predetermined outputs. This, it is believed, will make the project teams well aware of the programme priorities without forcing them to perform some "programmatic" duties that might be irrelevant to the project context" (DPF, 2015).

Clarity in reporting

Reporting up to now has been LFA-based and has not provided information on impact. Developments towards more results-based thinking are very recent. Indicators might not have been the most feasible. The monitoring framework included some indicators aimed at tracking capacity of partner organisations, but indicators (training needs mapped out, quality of reports) were not feasible to track the actual changes and outcomes. Whereas partner organisations have received training and peer-support, it is not possible to track the aggregated outcomes at programme level at this point. In Finland, the member organisations have received tools for project planning and reporting. Reporting is in compliance with MFA requirements.

Value for money is not measured or unit costs not indicated in reporting. The evaluation reports and annual reports only give an assessment of efficiency in the sense if the planned activities were carried out within the given budget. "Value for money" has not been measured for the projects, nor have any unit cost been assessed or evaluated. It seems that measuring unit costs and cost-efficiency is not possible for the moment.

Regularity of evaluations and incorporation of recommendations

Based on a strategic decision made in 2014, the Disability Partnership Finland avoids unnecessary external evaluations and focuses more on internal evaluations/assessment. According to the interviews with the staff, disability specific issues require so much expert knowledge that it is rather difficult to find evaluators, whose knowhow is high enough in all three fields required: disability specific knowledge, development cooperation knowledge and evaluation knowhow. It is felt that in the past the findings of the evaluations have seldom brought out information that could be used for learning purposes. That is why Disability Partnership Finland aims to raise their own ability to critically self-assess our work. “Once we have the knowledge, we have it forever” is their motto in this regard (DPF, 2016a).

Review of available evaluation reports indicates that their quality varies significantly depending on the quality of consultants. In this respect it is to a certain degree understandable that external evaluations are not considered to be very useful by the Disability Partnership Finland. However, particularly the field mission in Ethiopia revealed that there is a need to carry out evaluations/assessments which are project and programme related and strategic, assessing for example the operating environment i.e. policy context to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus.

There has not been any specific programme level or thematic evaluations. For instance, evaluations on effects of income-generating or advocacy activities could serve future decision making, advocacy and capacity building. When planning for such evaluations, it is critical to design sound and technically qualified evaluations with realistic objectives and to ensure that sufficient capacities are available. For example, impact evaluations require complex methodologies, which take into account several factors in the project environment.

Disability Partnership Finland has systematically had self-assessment exercises which show that learning is an essential part of the organization. Self-assessment is part of its monitoring plan (Monitoring and Risk Mitigation Plan of Internal and External Systems and Processes), where the Board annually assesses its own and performance of the whole organization to be able to lead strategically and effectively. In the planning session of the Board in January 2016, assessment of changes taken place in the operating environment and organizational assessment were carried out (Seppo, 2016).

Risk management

A programme level risk management was planned in 2013 but it has not been fully operationalized. Disability Partnership Finland considered that there is no need to have project specific risk management plans because the logframe is to cover it (DPF, 2013). The risk analysis and risk mitigation was only integrated to the monitoring and evaluation system of the 2016–2021. This means that programmatic, internal and external risks are to be identified and treated through the PMELR system. It is to monitor risks and offers mitigation measures from three angles: 1) Monitoring the outcome related risks, 2) Monitoring the risks related to internal systems and processes and 3) Monitoring the risks related to

DPF avoids unnecessary external evaluations and focuses more on internal evaluations/assessment

The staff of the Disability Partnership Finland comprises of the staff at the Secretariat, as well as the staff of its member organizations

external systems and processes. Outcome related risks are to be monitored as a part of the programme monitoring process. The three year monitoring matrix serves as an integrated risk monitoring tool and provides risk mitigation measures to the identified risks. For analysing and mitigation of risks related to internal and external systems and processes, there is a separate matrix. Aims related to creation and maintaining of functional systems and processes have been set and certain prerequisites named that have to materialize to reach the aims. Risks that may hamper the fulfilment of the prerequisites have been then identified (DPF, 2016a). As inclusion of risk management as part of PMELR is only very recent, it is beyond this evaluation to assess whether it will be sufficient or a functional tool.

Management

Human resources

The staff of the Disability Partnership Finland comprises of the staff at the Secretariat, as well as the staff of its member organizations. Secretariat has staff of four full-time professionals and the staff working on the PBS in the member organizations varies, but the number of staff is generally very limited. The Disability Partnership Finland staff comprises of the Director, two Programme Advisors and Budget and Financial Advisor. One of the Programme Advisors is mainly responsible for programme development and PMERL issues and the other for disability mainstreaming. None of the staff is specifically assigned to be responsible for the CCOs, but all are to ensure that they are incorporated in programming, in addition to disability.

Currently, altogether 15 staff members are engaged in implementation of the PBS, and this was not significantly affected by the cuts in 2015. Only FAD had to cancel one part-time position, and in some cases the job description was changed to include also other tasks, covered by other funding. Concretely this meant less work force for development cooperation. In some cases, this means that only approx. 1% of coordinator's work is development cooperation, which implies that support from the Disability Partnership Finland is required. To a certain extent, Disability Partnership Finland together with its members faces the challenge to increase efficiency in programme administration. Increasing the project size and/or a joint programme is one approach to increasing efficiency and this was expressed also by majority of the member organization. Small projects but also with lower capacity level CSOs or DPOs require more support from Disability Partnership Finland. The staff of the Disability Partnership Finland has experience in both development cooperation and disability issues, and financial management.

Adequacy of resources to achieve outputs

Unfortunately, in this evaluation it was not possible to conduct a value for money analysis. Such a study would require detailed information at many different levels of the organisation (Secretariat, member organizations, implementing partners) in order to be able to for example, assess management and transfer costs. The overall administration percentage at the level of Disability Partnership Finland suggests that the organisation is efficient in keeping its administrative and transfer costs limited, however costs at different levels and between

layers still add to the costs. Some of the projects of the Disability Partnership Finland are very small, which reduces cost efficiencies.

The member organisations have a great deal of expertise in various disability issues and their role is to support local partners in implementation. Currently, their technical expertise is underutilized and physically far from the implementation level, which reduces efficient use of available human resources.

Implementing through local partners brings another layer into the structure, but it increases relevance and ownership of projects at the community level. Working with partners also adds a reporting and information sharing layer. Training and introducing the partners to Disability Partnership Finland's own and the PBS policies and tools can be time-intensive and is a further challenge for efficient implementation.

Disability Partnership Finland's own fundraising, provision of expert services in disability issues, has provided some limited additional funding, and has enabled covering some costs of the staff.

Financial management

Review of audit reports indicates that Disability Partnership Finland's PBS has been in compliance with the MFA's Financing Guidelines. Funding to member organisations goes according to requests. Member organisations are allowed to request for 25% of the annual project budget prior to submitting the adjusted project plan and budget. Disability Partnership Finland combines member organisations' financial reports (projects and its own). The whole budget goes via Disability Partnership Finland which is another additional administrative step. Own funding percentage varies, some are paying more than the required 7.5% (FPD 15%). Own funding for the Disability Partnership Finland is divided between member organisations. Other fund raising comprises of selling the expertise and donations. Membership fees are € 200/year and for the associate members € 500/year.

Financial management is affected by availability or capacity of the auditing companies. Auditing in countries of operation is generally quite reliable, with few exceptions such as Ethiopia. Sometimes audit companies change annually, which affects continuity. They are also very expensive, particularly now when the funding is very limited and take a large part of the project budget, depending on the country of implementation and size of the project budget. Sometimes formats of the companies are different from those required. Efficiency of auditing is an issue with its multiple layers, including the projects and the Disability Partnership Finland itself.

Funds are sent to the field quarterly after receipt of each quarterly report. Reporting has improved and has become more harmonized. Interviews with the Disability Partnership Finland indicate that there has been a clear change to better between 2012 and now. Also the formats have been changed and member organisations have internalized the logic, which has increased efficiency of reporting.

Insufficient finance management capacity of local partners, particularly in the beginning of partnerships and projects has decreased efficiency. Capacity

Funds are sent to the field quarterly after receipt of each quarterly report

Insufficient finance management capacity of local partners has decreased efficiency

development by Disability Partnership Finland to local partners is provided to improve not only their financial management capacity, but also their overall implementation capacity. However, according to the interviews with the Disability Partnership Finland staff, the financial management capacity of local partners varies, but is generally very limited and causes additional work. Support in financial management is provided by the Disability Partnership Finland to its member organisation, which includes administrative meetings with each member bi-annually, as well as support in programme monitoring. This support is highly appreciated by member organisations.

Similarly, a pooled fund run by the Disability Partnership Finland for project design and evaluation have been highly appreciated by the member organisations. It covers e.g. design (fact finding), evaluations, additional monitoring trips (regular monitoring visits are covered from project budgets), additional project components or workshops, member organisation's board member visits and short-term experts. According to interviews with member organisations this has enabled more consultative planning and implementation, and capacity development of DPOs e.g. in workshops. The size of the joint budget varies, but e.g. in 2015 it was € 100,000. Due to the budget cuts, in 2015 approx. € 56,000 was used and the rest was transferred to 2016. In 2016 the amount was € 20,000 but no new openings were made. In 2017 the budget is approx. € 50,000. This is funding for the member organisations which can be used for quality assurance and ensuring the programmatic approach. In addition, member organisations pay their own funding percentage, minimum of 7.5%.

4.3.2 Management of programme-based support by the MFA

In this section, we assess:

- Does the MFA have adequate framework and resources for overseeing Disability Partnership Finland's work?
- Has the MFA incentivized and supported results-based management by the Disability Partnership Finland?

Here we discuss the role of the MFA in efficient management of PBS.

According to the interviews with the member organisations, they feel that MFA is not very sensitive to implementation of the UNCRPD and DPOs are not involved in discussions. There is no discussion with the DPOs on how e.g. the bi-lateral projects/programmes should address disability issues.

Guidance by the MFA has not been result- and/or need-based. Interviews with the MFA imply that objectives of the PBS have been only vaguely formulated and that there has not been clarity on what the expected outcomes should be. It has not been necessarily very clearly communicated to the CSOs what reports should actually include, as stated in the interviews with the CSO Unit. It has also been unclear whether core funding could be provided, which has given the CSOs a possibility to either include it or not.

Cooperation between Disability Partnership Finland and the CSO Unit is mainly administrative and therefore is somewhat distant from project implementation. This has caused that the CSO Unit does not have knowledge of the details of the projects beyond project and PBS reporting. The current desk officer has

not visited any of the PBS projects, but in previous years MFA staff has visited Disability Partnership Finland's projects and experiences have been shared with the CSO Unit. All Civil Society Unit officers manage several CSO, both PBS CSOs and organisation receiving project-based funding which limits the time s/he has for each CSO. There is also some concern with staff turnover which affects continuity; this is a larger problem known at MFA.

Annual negotiations with the MFA are considered useful by the Disability Partnership Finland, but more informal communication in between negotiations is even more useful. Added value of annual negotiations to the CSOs is also partly person - based, depending on the knowledge and capacity of the desk officer and/or other participants to provide meaningful advice, in addition to administrative issues.

The funding decision comes very late from the MFA. In this case planning precedes budget information which might result in unrealistic planning which decreases efficiency. It results in waste of resources in planning and also increases competition between member organisations. The PBS agreement with the MFA includes a statement that MFA keeps a right to adjust the annual funding allocation. This applies to all CSOs in the PBS funding scheme.

4.4 Effectiveness

4.4.1 Achievement of outputs

In this section, we assess:

- Have the Disability Partnership Finland's PBS outputs matched the intended targets?
- Have the Disability Partnership Finland's PBS outputs been of good quality?

In this evaluation, outputs refer to CSO activities such as capacity building, service and goods provision, networking and exchanges as well as advocacy in partner countries and Finland.

Reporting of Disability Partnership Finland's PBS does not explicitly reflect on the extent to which targets have been achieved in absolute or relative terms; that is reporting is done by contrasting planned and implemented activities and therefore the available information on outputs is only quantitative. The annual reports 2010-2015 and available evaluations indicate that the planned quantitative targets have been relatively well achieved. Reporting does not allow full assessment of the quality of the activities. It can only be inferred based on the outcomes of the outputs.

Field visit in Ethiopia further confirmed that projects have been implemented efficiently and in a timely way, and that the set targets have been more or less met. Some delays have been reported but they have not significantly affected planned implementation. It has been possible to adjust the timeframes accordingly. In Ethiopia some delays in funding, even when the amount was adequate, were noted to greatly affect both profitability and sustainability of income-

Projects have been implemented efficiently and in a timely way, and that the set targets have been more or less met

generating project of FPD and implemented by VAMCPAA (CYB Consulting PLC, 2016).

Regarding the programme objective of life-long learning, it remains unclear to what extent the programme has contributed to the objective of “increasing skills and competencies of primary school teachers”. Some small-scale output is reported: the FAD supported projects has trained 15 sign language trainers and class-room assistants in Kosovo and the training programme is now accredited by the Ministry of Education, Science and Technology. In Ecuador, the FFVI supported 30 training centres with 77 specialised instructors who are persons with disabilities themselves, 59 teachers are on the GNVN payroll and 18 are paid by local administration. No outcome measures are available about the effects of these trainings.

HPD-O in Ethiopia has provided support to students attending formal education in Debre Birhan town. It has supported families and the students themselves in many ways. The organization reported that interventions implemented to benefit students with blindness have motivated other families break the silence and sent their children with visual impairment to school. Support has included provision of assistive tools (Braille, paper, audio recorders) for blind students. The Centre has a small library of Braille books (school books) and computers. Students have received mobility training and white canes. Maps in tactile format have been procured. Project funds have also been used to provide school uniforms but it has discontinued. Some criticism was expressed because school uniforms are a precondition for access to school. Project also provides scholarship to 15 university and college students (selection of these students was not asked). Due to the exams, the evaluation team was not able to visit schools.

HPD-O is well recognized partner in the community with close relationship with MoLSA office. It has also trained other local CSOs in disability inclusiveness and it was reported that one CSO has adopted mainstreaming as a general practise. The project has employed four Community Based Rehabilitation (CBR) workers who work with the beneficiaries and their families. The beneficiaries reported that they were happy for the support they get and also the centre serves as a meeting point for them. They also noted that they could do better if more resource materials were available. The students considered that their needs are still very material: transport, hygiene and sanitation. Eleven special needs education teachers have received a two weeks training course in Braille (3M/8F). Also 78 officials and supervisors from 17 zones have received training on inclusive education. It was reported that the organization follows-up students’ performance, but it remained unclear how and when. Also from inclusive education perspective, it remained unclear what support is provided to other students with special educational needs in schools (e.g. slow learners, learning difficulties) and teachers of inclusive education classes. The idea of inclusive education is that necessary support is available in the school and e.g. for homework.

Evaluators were also told that there are 56 NGOs in the zone around Debre Birhan, and the HPD-O has trained the leaders of these NGOs to raise their awareness in disability. It has organized trainings to other CSOs on main-

streaming and accessibility and two NGOs have adopted this mainstreaming approach, according to HPD-O. In Debre Birhan there is one resource centre in a school. Finland is supporting as bilateral development cooperation establishment of resource centres at schools but in different regions. This is an opportunity for learning and complementarity. The Ministry of Education is also preparing to transcribe textbooks into Braille but complementarity was not mentioned in discussions with the HPD-O.

Climate sustainability has not been considered as a relevant objective for the Disability Partnership Finland's PBS programme, and no targets have been set. This should have been recognised at least at the program level, though, since environmental and climate change issues have been a cross cutting objective, and again an important aspect of the current 2016 Development Policy Programme. This is a noticeable gap in the programming and should be addressed.

4.4.2 Achievement of outcomes

In this section, we assess:

- Has the Disability Partnership Finland's development co-operation work yielded intended outcomes?
- Have the Disability Partnership Finland's outcomes been significant and have there been unintended outcomes?

In this evaluation, outcomes refer to CSO achievements such as strengthened capacity for example in terms of skills, financing and organizational strength, access to quality services, increased awareness or improved legislation.

Quality of the evaluation reports and ToRs of the evaluations vary significantly, which is reflected in the content and focus areas of the reports. Only few evaluations have used the OECD/DAC criteria, which makes it challenging to assess the outcomes. In the annual reports some achievements are presented with regards to all dimensions of the PBS programme: partners' capacities, life-long learning as well as advocacy and mainstreaming. Because of the limitations of the programme level indicators, the achievements are presented mainly in anecdotal success stories. The Disability Partnership Finland itself has also noted that some indicators (e.g. training needs assessment, quality of reports) do not track the actual achievements of the programme. Lack of outcome indicators has been generally identified as a challenge also in the evaluation reports, in which many conclusions of the evaluation are based on anecdotal information and assumptions. One positive example is Threshold-supported FENAPD's external evaluation 2010-2014, in which results have been analysed in the context (Parviainen, 2015).

In general, the findings suggest that interventions which involve both operational project activities and policy work have been relatively successful (e.g. FAD Kosovo). Global level policy work is done by the member organisations and is not reported in the Disability Partnership Finland reports.

Increased awareness, improved legislation and policies

As regards advocacy and mainstreaming several achievements in Finland are reported. The current Finland's development policy outlined in the Government

Lack of outcome indicators has been generally identified as a challenge

Report on Development Policy (February 2016) states that “The rights of children and the most vulnerable, notably the disabled, are taken account of in all our activities. Finland has the appropriate knowhow and resources to support the disabled, who are in a particular need for support because they are often excluded from other support” (MFA, 2016). Though increased emphasis on disability cannot be attributed to the lobbying and advocacy of the Disability Partnership Finland and its members only, interviews of stakeholders indicate that they had the major role in the emphasis change. In addition, Disability Partnership Finland has done a lot of advocacy work and also organised several events together with the MFA to raise awareness, and has contributed to visibility and awareness through this advocacy work in Finland, and within the MFA.

Most of the partner countries, apart from Albania and Gambia, had ratified the Convention on the Rights of Disabled prior to the evaluation period. Albania ratified it in 2013 and Gambia 2015. However, though it does not explicitly fall under the evaluation period, the stakeholders in Ethiopia confirmed that the cooperation with Finnish DPOs strengthened their position and capacity to participate in the dialogue and advocacy for the UNCRPD. However, since the UNCRPD was ratified not much support has been provided to support the actual implementation and monitoring. Implementation remains as a challenge which would require a different role and approach by the member organisations and implementing partners.

In Kosovo, the FAD together with its sister organizations has through extensive operational work and policy advocacy entered to an agreement with the Ministry of Education and Science, that the Government is committed to financing 30% of training programme of classroom assistants and sign language trainers (DPF, 2015). However, further work and lobbying is needed to ensure that these trained people are employed by municipalities and by the state to support learning of deaf children in special schools and in the mainstream schools.

The awareness raising and information sharing gathering at the centre of EWDNA, was highly appreciated by the members, claiming that the members have got a means for social connection, peer discussion and supports and other information being disseminated by the association, on a regular basis. The management and staff of EWDNA also highly appreciated the support, and stated that their organization would not be as strong as it is now, without the support of Threshold. The funds provided to the organization were targeted on the critical needs of the organization, such as human resource and other organizational capacity development issues. While the support was highly appreciated, it was also clear that the resources were too small to bring an impact in the wider population of women with disabilities. The organizational support was also not directly geared towards mainstreaming disability in a larger scale.

EWDNA is a member of FENAPD, and there has been good cooperation with EWDNA and FENAPD which is a positive sign. These local DPOs have contributed to the development of the Employment Law. FENAPD has played an important role in the law preparation process. EDWNA has had good cooperation with a WISE-poverty reduction programme which included an element of inclusive employment, and has worked with vocational training institutes on selected skill areas.

FFVI/ NFVI Project “Improving Prerequisites for Independent Living and Social Status of the Namibian People with Visual Impairment 2010–2012” interventions created noticeable impacts as seen from the positive changes in the lives of the persons with visual impairment and attitudes of communities towards the visually impaired ” (Mwanza & Phuti, 2013). Improvement in beneficiaries’ confidence and self-esteem as reflected by their participation in society, was also reported. The general impression among the communities is that the occurrences of exclusion of the visually impaired have reduced. As for the question of sustainability, the project is not sustainable without external funding, funds contributed by the Ministry of Health and Social services and other partners are not sufficient for the organisation. According to Disability Partnership Finland, the funding is now secured by the Namibian Vocational Education Authority, but evaluators are not in a position to assess how sufficient the secured funding is.

In Malawi, it is reported in the interviews that as a result of the Disability Partnership Finland mainstreaming support there is openness among the community in terms of including the people with disabilities in various development works, and greater inclusion has been achieved. Parents/relatives to people with disabilities are no longer hiding their people with disabilities. As a result, people with disabilities are now having self-confidence and self-importance to the community as they are part of the beneficiaries. The Ministry of Gender and Disability has also visited the clubs in the project area in Dowa, which encouraged the community and parents/relatives.

It is reported that by 2015, ten cooperation agreements were made with other CSOs receiving support from the MFA and as a result of this cooperation, for instance among the beneficiaries of a farming project of UFF (Humana People to People) in Malawi 11% are persons with disabilities (DPF, 2015). Steps towards inclusion started with the targeting and quotas. In the Dowa project, it was designed that at least 10% of the beneficiaries should be persons with disabilities. Then Disability Partnership Finland organised trainings for the project staff including management staff, and in the second year it included some community members. Some of them were persons with disabilities. In Malawi, the Development Aid from People to People (DAPP) which is a partner to Finnish UFF is implementing the project in collaboration with one of the government disability organisation, Malawi Council for the Handicapped (MACOHA). The Traditional authority (TA) was involved in the initial process of identification and sensitization. The response by the community was encouraging and more people with disabilities were registered. A lesson learned was that there is a need to consider different types of disabilities at the time of programme design and their associated demands and requirements, In Dowa for example, the para-physiotherapy for easy access to those in the community was opted for.

In addition to outcomes achieved at the project level, one of the important outcomes is related to the change of attitudes related to the position of women in the decision-making structures of the partner organisations. The Annual Report 2015 indicates that nearly half of the Board members in the partner organisations are now women and in terms of numbers gender equality has advantaged. However, no analysis is made to what extent they are able to speak aloud as in many cultures empowerment is much more than being present

Effects of capacity development actions are not measured in the form of increased capacities and performance of partners

or participation. The reports and plans do not indicate what strategies and approaches are used to mainstreaming gender in the projects and how successful they have been. The 2016–2021 programme addresses this with its crosscutting outcome on promoting gender equality.

Strengthened capacity of partners and civil society

Disability Partnership Finland operates through local partners and defines capacity development as one of their main objectives which makes the organisation very relevant in the framework of the CSO funding modality. Effects of capacity development actions are not measured in the form of increased capacities and performance of partners. According to Disability Partnership Finland, a comprehensive capacity assessment of all partners is planned for 2017.

The monitoring framework for 2013–2015 programme included some indicators aimed at tracking capacity of partner organizations. However, the Disability Partnership Finland itself noted that those indicators (training needs mapped out, quality of reports) were not feasible to track the actual changes and outcomes. Whereas implementing partners have received training and peer-support, it is not possible to track the outcomes at programme level at this point. In addition to targeted training activities and peer support, the Disability Partnership Finland has engaged their Southern partners in educational activities, not only as trainees but also as trainers and facilitators. This strengthens their capacity.

The capacity of the partners is measured e.g. through increase of the number of members, though. It is reported (DPF, 2015) that they have increased the number of their members by 6,4%. This change refers to 2013, when data on membership started to be collected systematically. Out of the total number of members persons with disabilities totalled 81.6% and the proportion of women was 41.4%. There are still issues related to the reliability of data and challenges, how to reach the most rural areas. Increase in the number of members might not be a relevant measure to track capacity of the organisation alone, as many members may not be active and it is challenging for the partners to keep updated membership records.

Disability Partnership Finland's support is flexible and it has been used also for operational running costs/core costs (salaries) which is not always possible with other partners. For instance the support of Threshold to FENAPD has helped to keep the human resources and has significantly contributed to organizational capacity development. Now FENAPD is a well-established and multi-funded organization which has a strong expertise in disability mainstreaming and also has the voice of six key national DPOs in Ethiopia. FENAPD has also received funds from Abilis for economic empowerment and is currently funded by the FLC.

Income-generating activities: planned vs. achieved outcomes

In Namibia, the FFVI supported modification of employment opportunities for persons with visual impairment so that they could continue in their profession. In Tanzania the FAD promoted access to microcredits for persons with disabilities and ZNAPD in Zambia have set up 13 income-generating activity

(IGA) groups. These programmes may have generated some income for the beneficiaries in short term, and probably also in long term as FAD informed that according to an external evaluation of the FAD project in Tanzania, years after the project has ended, a significant amount of participants are still able to earn their living. However, based on the evidence available to the evaluation team it is evident that planned outcomes expected to result in sustainable changes are yet far to be achieved due to external and project specific issues.

Therefore, one of the focus areas evaluators wish to address with caution, is on one hand the focus of PBS support to income-generating activities, and their performance on the other. For example, although some of the evaluation reports (e.g. ZNAPD, 2012) give quite a positive view of the achieved results, there are also differing views. The stakeholder interviews also suggest that supporting “sheltered workshops” and entrepreneurship for persons with disabilities only, may have counterfactual impacts as they promote segregation instead of inclusion and integration. In many countries the DPOs themselves are the only organisations which can take true action on promoting inclusive employment as this might require a change of mind set among persons with disabilities.

The investments being made in socio-economic empowerment of the people with disability are too small to bring change in the life of the beneficiaries. There is also a huge mismatch between the population and the existing services. So far, collaboration has taken place with DPOs located in urban areas only, and less actions are supported in the regions. FENAPD for instance has regional offices but it remains unclear whether Finnish support has reached them and their members. There is very limited innovation and even perhaps promoting counterproductive practices in economic empowerment of people with disabilities as unintended outcomes. One such example is FPD -supported VAMCPAA in Ethiopia which has provided vocational training and microcredits to persons with disabilities.

The current economic empowerment interventions being implemented by VAMCPAA are focused on provision of business skills trainings in thematic areas pre-identified by the government’s Micro and Small Enterprises Office, followed by distribution of revolving fund for established groups of people with mobility challenges in Addis Ababa. Groups are engaged on hides and leather processing, farming (dairy, poultry, mushroom) and related small business. The revolving fund was distributed to beneficiaries and is to be repaid in a specified period of term and it is interest free. There are follow-up and technical supports being provided by the organization.

The evaluation team visited four groups, hosted more than 60 individual members, who are engaged in poultry production. The poultry farm has currently a population of around 5,000 hens. The members collect incomes from the sale of eggs. There is a full time technical expert in the farm, hired by the organization. The organization also conducts continuous monitoring and follow-up visits to groups. There are also supports being provided by the organization, in relation to marketing and linkages to other service providers. The evaluation report (CYB Consulting PLC, 2016) states that beneficiaries have started to pay back the loans, but no current and exact data is available in the monitoring reports.

The cooperation of FPD and VAMCPAA started in 2012 with a base line study on the living conditions of people with physical disabilities in Addis Ababa. The groups were gradually established 2013-2015, and the latest groups started first end of 2015. The government has provided land, free of lease, at least for five years to the groups producing poultry product. The groups were provided with a loan of 500,000 ETB (approx. € 21,000). The evaluators carried out a rough Cost Benefit Analysis, taking the main cost factors and recurrent expenses, as presented by the group members. The rough estimation shows that the groups, after paying all the costs associated with the feeding, utilities, transportation, vaccination and other expenses as well as repayment of the loans received from the organization, will not have a significant amount of money on hand. There was no profit distributed to members so far, and the members, reported to be 14-18 in each group, have no regular income related to or outside of these income generating activities. “We only have hope, of course we are yet to get it right. Until then, we are working hard to pay back the loans and have an asset for the members” said one of beneficiary group members, engaged in poultry production.

Lack of market was mentioned as a major barrier for the groups. There was also a significant decline in the value of the products that the supported groups are currently producing. The situation partially indicates that there was no intensive analysis on the marketability of the products and market linkages related to the IGA options. Evaluators observed also a big issue of sustainability facing the association, in relation to the land on which they are currently conducting the business. Lease was provided only for five years, which could be taken anytime in after a 1-2 years from now. There are no undertakings in this regard, by the organization, to extend the lease or managing the risk around it. Poor implementation practices were also clearly indicated by the interviewees in the management of the poultry farm, and also reported that there were diseases that, sometimes ago, killed a share of the poultry.

Now the name has been changed from VAMCPAA to Disability Development Initiative (DDI) and the status of the organization from membership organization to a DPO (end of March 2017). It will now be able to work nationwide. There is a plan to expand operations to Regions, but evaluators are of the opinion that this might not be realistic with the current, very limited resources. VAMCPAA believes that resources exist in the Regions and establishing enterprises will be profit making, which can be channeled back to own activities.

There are also other income-generating activities supported which were visited during the country visit. Ethiopian Women with Disabilities National Associations (EWDNA) has been supported by Threshold’s PBS funding in two rounds, aimed at bringing socio-economic changes on the lives of women with disabilities. Women with different types of impairment were provided skills trainings, follow-up assistance and provision of information related to access to services. The organization has also been representing women with disabilities in different movements. There is a micro-finance institution established independently, by women organizations, initiated by the organization called Organization for Women in Self Employment (WISE), which offered loans to trained women beneficiaries from EWDNA.

Support has increased access to loan for disabled women, who used to be highly discriminated by financial institutions and reportedly have changed the lives of selected members, as stated by the beneficiaries during the field mission. Women (a partial blind, a deaf and a mobility challenged) were trained on food and beverage making business. These women received training from the institution, having the costs paid by EWDNA, and later, they were linked to the micro finance institution, which provided loans of about 20,000 ETB each (equal to € 900). The selection was made in a participatory way, within the members of the association. Options provided by EWDNA were very important and were reported to have brought a change in their lives. However, it was hard to observe credible evidence regarding the changes in their lives. The food making business (preparing local liquors, Potato-Chips) are very commonly occupied business ideas, which even may not need a skills and vocational training. There is an indication, based on the interviews with benefitting women, that loans are only the reasons for these women to be happy about, and the loans, perhaps are being used for purposes other than the business they claim they are engaged in. There are 1,165 members currently active, in EWDNA, but it was only 27 in IGA and 9 in higher education and training, 36 in total, while almost all members are in need of support.

Help for Persons with Disabilities -Organization. (HPD-O) (FFVI) is registered as an NGO, exclusively working on issues of disability, especially visual impairment, and is also supported by Austria, Czech Republic and FFVI. It is a cross - disability organization and has also non-disabled members. This DPO was supported by the FLC and support covered all disability groups but as it was taken over by the FFVI support is targeted to visually impaired only “because of the nature of the FFVI, support is targeted to persons with visual impairments only” (direct quotation). FFVI’s PBS support has assisted HPD-O to implement education and economic empowerment activities in two districts, reaching a total of 305 beneficiaries (227 Male and 78 Female). Support includes training in vocational and entrepreneurship skills, and is linked with micro-finance for access to loan, on which they set up their business. Support has included provision of assistive tools (Braille, paper, audio recorders) for blind students. The Centre has a small library of Braille books (school books) and computers. The beneficiaries were very proud of white sticks, provided by the project.

The FFVI also supports livelihood project of the HPD-O. A workshop has been set up for blind or visually impaired people to produce brooms and brushes. The members of the “cooperative” pay a membership fee and so far profit has not been shared. It was told that many workshop members were begging in the streets prior joining the “business”. The project has provided seed money for sheep breeding and seed money of 6,000 Birr for carpet making IGA (for 10 families). The centre has computers but it was not possible to check whether they are operational. The IGA beneficiaries mentioned that they are now well equipped with the necessary capital, including machineries and raw materials. However, the visit to the workshop showed that so far the members have not received any money as most of the funds raised are used for the business itself. It also remained unclear whether the broom and brush workshop entrepreneurship is based on a market analysis.

Ethiopian National Association for the Deaf (ENAD) is supported by Finnish Association of Deaf (FAD). There are 78 members directly being reached through the project and it is one of the smallest PBS projects in Ethiopia. According to the discussions with the ENAD staff, the PBS support has contributed to deaf women's empowerment through creating venues for peer discussion information sessions, and there are indications that the awareness on the HIV/AIDS and Sexual and Reproductive Health (SRH) issues among the deaf community has increased. However, the evaluation findings were somehow contradictory: The interviewees (beneficiaries) in Debre Birhan were not able to tell whether they have deaf people living with HIV/AIDS in their community and whether specific activities are targeted to them. The ENAD has developed very good linkages with the government office of MSE.

In Debre Birhan there is a sewing workshop where 3-4 women produce sweaters for school children. These sweaters are sold in the market but so far, no significant income is raised. ABILIS has supported the workshop providing raw material. It was observed that more focus should be put on the quality of products because the sweaters were not of very good quality (e.g. the sleeves were too small).

According to interviews with the multi-lateral stakeholders, employment of persons with disabilities is seen still in Ethiopia as charity work by the private sector. In order to break this perception and to promote employment of persons with disabilities in the open labour market, ECCD and ILO initiated the establishment of Ethiopian Business Disability Network. It is led by an owner of a company which serves as a flagship for employment of disabilities and its members include the Addis Ababa Chamber of Commerce and Sectoral Associations. ILO has provided trainings to network members, using the ILO tools designed to promote employment for people with disability. The network has directly influenced some companies to hire people with disabilities. The opinion of ILO is that establishment of sheltered workshops for persons with disabilities only is not supporting inclusion but it is segregating people. However, ILO was not well aware of the recent EU trends promoting employment opportunities for the persons with disabilities which the Finnish DPOs are part of developing.

These interviews also revealed, that efforts of DPOs and CSOs, especially FENAPD, EWDNA and ECDD (all Threshold supported) are considered significant in promoting employment opportunities for people with disability through micro and small enterprises. However, it is stated that DPOs are mainly engaged in disability focused projects, and there should be a shift to the mainstream-employment market. Focus of advocacy and lobbying work should be an influencing work on private sector to increase employment opportunities for people with disabilities. For instance, ECDD is supported by the International Labour Organization-Irish Aid Partnership Programme's INCLUDE project to promote disability inclusion in services and programmes, in advocating for employment of persons with disabilities in open labour market through Irish support.

This was also confirmed in discussions with FENAPD. FENAPD has a huge doubt on the feasibility of the current practises regarding income-generating

activities and, according to them, it is highly unlikely to attain the economic needs of people with disabilities through the income-generating portfolios currently being followed by the organizations. According to them there is a lack of ideas and directions on how to engage with current and potential employers in the country, in order to promote the opportunities of people with disabilities. From the positive side, there are also organizations or companies with the intension of hiring people with disability, partly a change brought as a continuous efforts made by associations (such as Dashen Brewery and A Road Construction Company in Debre Birhan). There were also people with disabilities who were refused equal opportunity at employment, and currently trained on business skills, to set-up a small business. There were a lot of cases reported during the interviews that people with disabilities, even when they are equally qualified, for the job, are being discriminated.

4.4.3 Contribution to outcomes

In this section, we assess:

- How well can the Disability Partnership Finland's outputs be linked to outcomes?
- How well can the outcomes be attributed to Disability Partnership Finland and the PBS?

Here we seek to assess the links between inputs, activities, outputs and outcomes.

The Disability Partnership Finland and its member organisations support projects and programmes that focus on varying activities, address multiple disability -specific challenges and work at different levels, from policy and advocacy to community level. Thus, it is difficult to address contribution of its support to broader outcomes at a general level. As regards the supported projects, the clarity of the links from inputs and activities to outputs is often quite clear. The contribution of the set outputs to broader outcomes is often less clear and as the development of programmatic RBM is quite recent, and the guidelines have not been providing enough guidance towards clear indicator setting at this level. Outcomes of the projects vary, as analysed in the Chapter 4.3.3.

The supported advocacy and policy work is generally contributing to larger processes where there are many actors working on the same issues and the political and context changes can play a crucial role in achievement of outcomes. Thereby, the actual level of contribution of the supported activities is often hard to measure or verify. In some cases there are outcomes that can be more directly linked to the contribution of the work supported by the Disability Partnership Finland, e.g. the work carried out by its partners FENAPD and EWDNA in Ethiopia regarding the employment law, or advocacy of Disability Partnership Finland itself as regards Finland's 2016 development policy and its explicit emphasis on the disability issues.

Behavioural changes often depend on many factors and influences and not only on specific project interventions. In many countries, e.g. in Ethiopia, there are quite coherent policy frameworks and actions of several different actors

The links from activities to outputs is often clear unlike the contribution of the outputs to the broader outcomes

to influence behaviour and opinions on disability issues. In such situation the longer term behavioural changes cannot only be attributed to the support provided by the Disability Partnership Finland and its partners. It should be noted, though, that Disability Partnership Finland's partners especially in Ethiopia cover most of the key DPOs, where the direct attribution is easier to observe.

The project reports and evaluations present many anecdotic proofs of outcomes in the direct context of the projects and both partners and persons with disabilities as benefitting rights holders confirm the strong support they have had from Disability Partnership Finland. Therefore it is obvious that many outcomes can at least partially be attributed to the support provided by them. These organisations have received direct support and respondents confirm that the support has made organisations in some cases stronger and more effective, as observed e.g. in Ethiopia. This has been less with weaker DPOs but with them the support provided is often a major part of the activities that the supported organisations implement as a whole attribution is obvious. In case of more well-established organisations other factors, such as having multiple donors, have contributed.

More outcomes of the Disability Partnership Finland projects can be seen in the establishment and strengthening of groups and cooperatives. The projects supporting groups with not much other funding or other project activities e.g. income-generating groups can demonstrate clear contribution and even attribution of the achievement to the implemented work. This might not always be positive, as analysed in the 4.4.2 but it is a direct effect of the support provided.

One of the major outcomes of the supported projects at all levels is often the development of capacity and confidence of the supported persons with disabilities. This is in many cases a clear contribution of the funding and support from the Disability Partnership Finland. This contribution can be the major outcome of the supported projects in many cases and lead to realization of the rights of the persons with disabilities at the concrete level.

Attribution of outputs and outcomes to PBS approach

Fragmentation of portfolio

The Disability Partnership Finland's support in Ethiopia is still very fragmented, and some annual budgets are extremely low, which affects achieving the set targets and outcomes. Large portfolio in terms of number of small projects has resulted in financial support being very limited for some of the projects.

Portfolio of projects included in the Disability Partnership Finland's PBS is fragmented, and fragmented per member organisation. The potential to combine different projects in a more programmatic approach is clearly recognised, but has not yet become a practice. During the evaluation period, the PBS support has been largely a combination of a set of individual projects, and packaging the projects in larger portfolios as PBS with a long-term duration has not yet resulted in significant increases in effectiveness. The Annual Plan for 2013 indicates that the programmatic approach contributed to the geographical focusing, and in since 2013 four member organizations have had projects in Ethiopia. However, the programme documentation does not elaborate what

synergy benefits have been sought for and what benefits this approach has brought in, and evaluators found only very limited signs of synergies between the PBS projects.

There is very limited, if any, cooperation between the supported partners and the possibility to “pool” benefits of PBS support is not maximized. Weak capacity of some of the supported CSOs and DPOs and competition amongst themselves add to the challenges, as evidenced during the field mission in Ethiopia. A challenge is that DPOs, based on disability categorization, only promote their own cause, as to a large extent also in Finland. This has been verified in interviews both in Finland and Ethiopia. There is imbalance between organisational expertise and capacities on issues of disability versus serving the mass. The CSOs, who are established for people with disabilities (called associations ‘for’) are relatively at a better organizational capacity and demonstrated improved practices than those who are formed to serve their members (associations ‘of’).

Some initiatives for joint projects between two member organizations have recently been initiated in Zanzibar by FAIDD and FDUV, but this was not yet done through pooling of resources into one funding-basket. Pooling funds will lead to increased efficiency only if procedures and practises are harmonized. Also as a positive sign, Threshold which has had most projects in numbers in Ethiopia, has started limiting its focus on three organizations only: EWDNA, ECCD and ENADB. Evaluators are of the opinion that this is a right direction to increase outcomes of their work.

Fragmentation of the portfolio has also led to fragmentation when selecting implementing partners. Support provided to well-organized NGOs, such as ECDD, EWDNA and FENAPD (support of Threshold already ended) achieves its set targets even in a relatively sustainable way. Support provided to DPOs, which are poorly organized and without strategic direction does not seem to lead to good results. Funding for projects is very limited, and particularly in case of DPOs, the potential impact does not go beyond a very limited number of direct beneficiaries. In case of FENAPD as an umbrella organization and ECDD as relatively well-established CSOs, the impact goes beyond the PBS supported activities.

Relevance of the support to the beneficiaries is also decreased due to very limited funding for each organization and project and are thinly spread amongst several organizations. This, particularly in the case of DPOs, has resulted in a very limited number of beneficiaries and annual budgets. An example of such a situation is the Ethiopian National Association of the Deafblind (ENADB) supported by Threshold. The PBS funding started in 2012, and the support received was the first for the association ever received from donors. Interviews confirmed that the support received was vital in getting organized, expanding its reach to regions (5 regions outside of Addis Ababa), increasing awareness among the general community about deafblind, and providing skills trainings to deafblind people or their families. In 2012-2013 the funding was relatively large (€ 60,000-70,000) but in 2013 it was recognized that ENADB did not have capacity to administer such a large budget, and the budget was decreased to the steady level of € 10,000-20,000.

The organisation is, however, the smallest and most challenged among other DPOs visited at the time of data collection for the evaluation mission in Ethiopia. There is critical lack of capacity and resources faced by the organization. They explained that it had become very challenging to identify, register and participate members in the association, due to the severity of the impairment. Also the services by the organisation are too costly compared to the overall budget available for the organisation, as individual interpreter for each deafblind is needed every time. It was reported, though, that because of an improvement in the association's capacity, MoLSA has, since three years ago, started to allocate support budget for the organisation. Evaluators could not verify the amount received annually, but it is not expected to be significant to guarantee sustainability. ENADB receives also some support from local sources, which has increased as a result of the capacity improvement by Threshold's support.

Interviews with the ENADB staff indicate that as a result of the support, regional coverage and membership has increased (currently around 200 deafblind are registered as members). Organisation has contributed to influencing the Central Statistics Authority (CSA) to include an indicator that can capture data related to deafblind in general population surveys. Support is seen critically small, though, if the organisation is expected to reach out to its members and address the socio-economic needs. Staff recruited for the project has repeatedly left. This was related to the low payment level by the interviewees. Limited funding has also affected the number of people who could be included in trainings. It was mentioned that less than 35 people participated in skills trainings during a year.

It is a strategic challenge, that should support be provided to the weakest DPOs and their beneficiaries in the most vulnerable situation at the expense of results achieved. Evaluators are of the opinion that the financially limited support provided to the weakest DPOs is not fully justified in its current form. In most cases, DPOs are fully dependent on the funding of one funding channel, Finland's PBS, and they are not in a position even to raise any additional funding. It is questionable, whether this support will eventually lead to sufficient capacity for them to get additional funding. This type of support should not be discontinued, but if continued, more coordinated efforts, including joint funding and programme-based action together with a sufficient budget and technical capacity support is required.

Added value of the PBS support particularly focusing in Ethiopia is that it has increased Finland's weight as the main disability actor, has enabled annual workshops amongst many DPOs and NGOs focusing on disability, enhanced the technical skills of these actors (e.g. RBM skills) and enables increasing the capacity also in the future (planned workshop on indicators). This cannot be directly attributed to the Disability Partnership Finland, but to the active role taken by the embassy and Finland to systematically support addressing disability issues using multiple funding channels.

Interviews with multi-lateral agencies in Ethiopia imply that if meaningfully supported, DPOs and CSOs have the will, experience and the commitment to work and bring change for people with disabilities. However, there should be sufficient support to build the organizational capacities of DPOs and CSOs,

such as in areas of project management, monitoring and evaluation, governance and financial management, knowledge management, networking and association building. Open and general supports to DPOs and CSOs is considered less effective in bring the ultimate change - and hence, there should be an agreed and properly designed results framework for the projects being funded, with a built in monitoring and evaluation plan.

Influence of specific country contexts in outcomes

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

Many CSO have had to register as charities and societies rather than mass based organisations. As charities and societies they are not allowed to do advocacy work. However there are exceptions for DPO's and for instance FENAPD and its member organisations are registered as charities and societies but de facto are allowed to do some advocacy on disability issues.

DPOs are exempted from the 30% rule and this allows organisations to mobilise more staff and equipment. This context is not specific to Disability Partnership Finland but to all international non-governmental organisations (INGOs) working in Ethiopia. Disability Partnership Finland in its development cooperation tries to continue to work as much as possible with local partners, but nonetheless investing in capacity development and strengthening civil society as a whole is very difficult in the Ethiopian context. It would be expected that INGOs together with bilateral and multilateral partners would further discuss this situation and investigate ways to put more pressure the Ethiopian Government or find alternative implementation arrangements.

Review of legal framework of countries of operation of the Disability Partnership Finland implies that legislative and policy framework for promoting the rights of the persons with disabilities exists. For example, in Ethiopia, legal framework exists for inclusive development and employment (FDRE, 2015). According to its Proclamation No. 916/2015 all government ministries have to increase the number of persons in risk of exclusion (disabilities, HIV, elderly) in their work/ strategy (FDRE, 2015). The realization of this law is monitored by the Social Commission of the Parliament. Even National Plans of Action exist, like in Ethiopia, but implementation lacks behind due to insufficient allocation of budgets.

4.5 Impact

In this section, we assess:

- How well can the Disability Partnership Finland's development co-operation outcomes be linked to a wider impact?

In this evaluation, impact refers to the CSO contribution or hindrance to wider development, for example, in terms of reduced poverty and better living conditions, sustainable development, human development in terms of improved health or skills, vibrant civil society, changed attitudes, enhanced democracy as well as improved human rights and security situation.

Particularly in case of weaker DPOs, it is difficult to verify to what extent the potential impact goes beyond a very limited number of beneficiaries. Some impacts at individual level are reported such as stronger self-esteem, and it is also evident that obtaining sign language makes a permanent impact to deaf people's life. In-come generating activities have provided short term impacts but it is difficult to verify to what extent this has made a significant change in the overall livelihood or life of the beneficiaries or reduce poverty. It is also not possible to verify, whether or to what extent the changes in legislation have actually resulted in significant changes in the lives of the beneficiaries or operational environment of the DPOs. The impact of projects is also not always concretely reported upon in evaluations although some elements of impact, blurred with outcomes of typical projects, are mentioned below.

Interviews during the field mission in Ethiopia indicate, that assessing the outcomes and impacts suffers from the lack of reliable data, which is partly a result from unclear definitions of who is considered disabled (for instance mental disabilities tend to be ignored); limitations in data collection methodologies; as well as stigma and discrimination associated with disability that may prevent persons with disabilities to be recorded. The next census planned by the Government should address the data gap and provide more accurate data on disability. Further disability disaggregated indicators are needed throughout the governments as well as donors' development programmes and projects.

Improved human rights

Interviews during the Country visit in Ethiopia revealed that there are indications of Government starting to recognize the importance of DPOs, especially FENAPD. It is also reported that many partner DPOs have been engaged in lobbying and affecting legislation and promotion of the UNCRDP. They are being represented in different national and local movements, representing people with disabilities. This could be used as an entry point for advocacy and policy dialogue more widely. For instance, support provided by Threshold has enabled FENAPD to advocate for UNCRDP and get engaged in policy and strategy work. According to FENAPD, UNCRDP gave them a ground to function for the rights of the persons with disabilities. FENAPD indicated that collaboration with Threshold has been an excellent partnership, and truly affected the work positively. The support has also had multiplier effects as FENAPD was able to train its members and establish four regional coordination offices. The evaluation team did not have an opportunity to assess how functional these coordination

offices are but concludes that, supporting the capacity of the organization may have potential wider impact in terms of wider geographical coverage for promoting human rights.

FENAPD has been in an important role in the development of national policies and e.g. inclusive education strategy, verified e.g. in discussions with the multi-lateral agencies. Participation of CSO and DPOs, and FENAPD's contribution has been explicitly mentioned in the 2016 National Report of the Committee of the UNCRPD (Committee on UNCRPD, 2016) In Ethiopia, the common practice is that any policy initiative should ensure popular participation and contribution. Hence, the Government has been encouraging persons with disabilities and their representative organizations not only to be involved in matters concerning them but also make practical contributions to any national development undertakings.

It is stated in the interviews with the Government that by the time the Ministry of Urban Development and Construction was preparing draft laws on accessibility, FENAPD as an umbrella organization representing DPOs was involved and gave invaluable input. Particularly, the building regulation (accessibility) and directive issued in 2011 were developed with close participation of such organizations. FENAPD and its member organizations actively participated in public hearings and parliamentary debates on the employment right legislation, which is now in force. Besides, the electoral draft legislation was forwarded to the Federation of Ethiopian National Associations of Persons with Disabilities for comments and inclusion of any disability concerns. FENAPD also attended the parliamentary deliberation and voiced their concern particularly on the procedure of voting by persons who have no hands or fingers. As a result, a more disability friendly provision has been included in the electoral law. Because of the positive intervention of the Federation and member associations, the voting procedure became more favourable to the exercise of their rights. (Committee on UNCRPD, 2016).

Improved living conditions

Key objectives of the Disability Partnership Finland's support are linked to life-long learning and accessibility. Outputs provided within these objectives have in some cases resulted in increased awareness which has led to improved living conditions of persons with disabilities. Such example is the Threshold supported and ECCD implemented project which focuses on providing assistive devices for the students at the universities, increasing awareness among the university communities, and providing trainings to university management and staff in order for the universities to better provide inclusive education. Evaluators consider this as one of the most positive and sustainable interventions of the Disability Partnership Finland's PBS.

Interviews in Ethiopia with the Addis Ababa University, including students, indicate that as a result of the support provided the awareness of both the university students, as well as the university staff has increased to the level, that universities have started to allocate proportion of their financial resources (budgeting) to disability specific services as well as have started to modify accessibility and fulfil the special needs of the students attending the uni-

versity. Increased awareness, as an outcome, has again been translated into improved living conditions of the students with disabilities. Interviewees reported improved academic performance of students with disabilities, more favourable environment for students with disabilities, and improved awareness of the school community and others outside of the university. Interviews with ECDD imply that as a result targeted higher education institutes have undergone a lot of changes, including hiring assistants and translators for people with disabilities (up to 53 hired in Hawassa University) as well as providing different materials and assistive equipment with their own budget.

The project started initially in Addis Ababa and later scaled up to other three universities in Amhara (Gonder University), Tigray (Mekele University) and Southern Nations, Nationalities, and Peoples' Region (Hawassa University) regions in Ethiopia, and is planning to reach another university in Oromia Region (Haremaya) in 2017. Inclusion policy preparation at each University is used as a key tool for increased awareness, and thereby improving the living conditions of students with disabilities.

Important factor in the success has been that the interventions are designed to reach out all types of disability, and that ECDD as a well-established organisation is engaged in multiple development issues, including Sexual and Reproductive Health (SRH), Family Planning (FP), Inclusive Urban and Rural Development, Inclusive Education, Health and Livelihood opportunities for people with disability. Thereby, it has a holistic view of issues related to disability. Concrete investments on physical accessibility are not reported, but some evidence was observed during the mission in Ethiopia.

At the same time, ECDD gives a high emphasis on employing people with disabilities as staff which has improved their living conditions through mainstream employment opportunities. Currently, 60% of ECDD staff are persons with disabilities, while more than 80% of its Board also constitutes of people with disabilities. It also focuses on policy influence as regards people with disability, through indirectly capacitating people with disabilities to demand for their rights and other provisions in key international and national policy and legal frameworks. Lack of access to advanced technologies for people with disabilities and limited employment opportunities for university graduates with disabilities were reported as the key challenges by the ECDD staff and project beneficiaries, and as a result, other students with disabilities get discouraged at school, with the expectation that they will experience the same after finishing school. This further underlies the importance of policy and advocacy and actual operational activities related to formal employment market.

4.6 Sustainability

In this section, we assess:

- How sustainable the Disability Partnership Finland outcomes have been or are likely to be?
- Has the Disability Partnership Finland ensured partner ownership of its work?

- Have the Disability Partnership Finland practices fostered financial sustainability?

In this evaluation, we consider economic, socio-cultural, environmental, institutional and financial, aspects of sustainability.

Sustainability of outcomes

Monitoring of sustainability

The sustainability of outcomes of the Disability Partnership Finland's project work can be assessed only through anecdotal evidence at the project level, gained through evaluations and reported by the member organizations. Project plans do not have indicators to measure sustainability and exist strategies exist only for few projects. Annual reporting includes some reporting on sustainability at different levels, e.g. 2014 Annual Report, at the individual, organizational, community, national and international level but proper analysis of sustainability measures is missing. Reporting is focusing more on general aspects of how sustainability could be reached at different levels than actual achievements based on set targets which can be attributed to not having exact indicators or exit plans. Some of the assumptions presented in the documentation e.g. that empowerment and enhancement of self-confidence of persons with disabilities at individual level is by default sustainable. For instance in the case of the deaf, it is a sustainable outcome when a person acquires language, identity and human dignity. These cannot be taken away. However there might be also vcases where sustainability of individual level may be questionable as they may be context specific. Format for annual reporting of projects includes a section to reflect on sustainability and exit strategy, which is positive as the progress in principle can be followed. However, no concrete plans which could be considered as exit strategies exist. In project reporting, emphasis is on financial sustainability aspects.

Review of available evaluations shows that majority of them do not address sustainability issues. This implies that there might not be sufficient focus on sustainability when preparing the ToRs for evaluations, and quality assurance during the report writing.

Sustainability of outcomes

The core of Disability Partnership Finland's strategy is to achieve transformational change and address multiple challenges faced by persons with disabilities. These by definition are long-term goals. This practise is evidenced in the duration of its presence in countries and continuing projects over funding frameworks. Long-term partnerships with DPOs are expected to enable slow development processes to develop DPOs' capacity and position themselves in the society. The duration of a series of sequential projects is generally long-term. This is an important factor in rooting sustainable development solutions as transformative changes need considerable time. However, context and needs also change, and require regular follow-up, which then should be reflected in the partner selection.

While in general reasonable conditions for institutional sustainability have been created through working with government structures in projects, it is

The sustainability of outcomes can be assessed only through anecdotal evidence at the project level

Transformative changes need considerable time

not clear what the situation is when Disability Partnership Finland's member organisations and their local partners are no longer present and with the 'push-factor' provided by that presence. Financial sustainability is still very weak and most of the organisations depend fully on the support provided by donors. For example in Ethiopia, the government is well organised and committed to support service delivery, but the rights-based approach is very difficult to implement. The policy level commitments to address disability issues do not sufficiently transfer into budgets and enforcement. The formal multi-sectoral structures to address disability should be in place at the regional level according to the National Plan of Action, but implementation is at its very initial stages and requires significant support. Working through and with the government structures have contributed to sustainability to a varying degree.

Field visits within Ethiopia confirmed, though, that enhancing linkages and working relationship between DPOs, CSOs and with different levels of governance structures, the Disability Partnership Finland with its partners has created some potential for institutional and social sustainability. For instance the visited Bureau of Labour and Social Affairs in Amhara Region (Debre Birhan) was well aware of the new regulation that each government office should employ persons with disabilities, but did not know how to implement it and what would be needed e.g. in work place adaptations. Evaluators observed clear willingness and readiness from the government side to work with the DPOs in this respect, given the technical assistance and funding required. They showed awareness on disability issues and national policy framework, both at the national and lower governance levels, but also expressed the need to learn more about concrete mainstreaming actions. The FENAPD project in Ethiopia supported by Threshold has tried to increase sustainability and ownership of the government bodies in various ways, e.g. involving the authorities, schools and local communities into the project activities, even if still with some difficulties (Parviainen, 2015).

Financial sustainability is very weak in general, but there are also positive examples. An encouraging example of financial sustainability is observed in the Threshold's project "Empowering students with disabilities in Ethiopian Universities" implemented by ECDD in Ethiopia (see Chapter 4.5). Interviews during the field mission with the Addis Ababa University students with disability and ECDD confirmed that universities have started to allocate proportion of their financial resources (budgeting) to disability specific services as well as have started to modify accessibility and fulfil the special needs of the students attending in the university with their own budget. This has enabled the project to expand their support and move on to other four universities in Ethiopia. Also despite of ending the support to FENAPD by the Threshold, it has managed to keep its four regional offices operating after the Threshold exit (Parviainen, 2015), thus showing a relatively good degree of sustainability. Evaluators were informed that the support was cut suddenly and no exit strategies or plans were developed. This forced FENAPD to search other funding agencies where it was relatively successful. The Embassy has bridged sustainability after the CSO support has been phased out through FLC funds (FENAPD) and when the Embassy funding to HPDO phased out, FFVI took over and started to support it.

Government support has been essential also regarding the earlier work of ECDD to strengthen the Office of the Ombudsman in Ethiopia. The project was supported by Threshold, and it is recognized in the 2016 UNCRPD Annual Report of Ethiopia. A free telephone line has been created for persons with disabilities to report on violation of their rights. This support has already ended but the telephone line has remained active, but not very much utilized by persons with disabilities. The UNCRPD report indicates that a total of 45 complaints have been received. However, a sustainable system has been created.

In Namibia, the Ministry of Health and Social Services contributed financially to the work of the FFVI/ NFVI Project “Improving Prerequisites for Independent Living and Social Status of the Namibian People with Visual Impairment 2010-2012”. The project worked closely with the local leaders at the national and regional levels, and attempted to strengthen local ownership during project implementation in order to sustain the project initiatives. The Mid Term Evaluation which was conducted in 2013 concluded that project was not sustainable without external funding funds, as contributions by the Ministry of Health and Social services and other partners were not sufficient for the organisation, but now the FFVI informed that the funding is now secured and comes from the Namibian vocational training authority.

In Ecuador, the partner of the FFVI, the Ecuadorian Confederation of the Blind FENCE, has become institutionally and at least partly financially sustainable. The Disability Partnership Finland supported the development of local-level support centres and as the Finnish funding ended, the government authorities funded the centres (DPF, 2015). FENCE has become the strongest country cooperation organisation for the persons with disabilities and it has been selected as the recipient of the Enrique Elizade Price in 2017, as stated in the interviews with the FFVI. Local authorities were involved in the development of the project from the beginning.

The evaluation of the “Empowerment of Palestinian People with Visual Impairment and Promoting their Inclusion in Society” (Partners in Creative Solutions, 2012) found that from institutional and management aspects the project is sustainable, but from the financial side it is obvious that with no external support it is difficult to sustain the key activities and achievements. The resource centre for students with visually impaired at the university was expected to continue to function, as its sustainability is the sole responsibility of the university. No reference in this evaluation was made to the Inclusive Education strategy and the Education Sector Support Plans of the Ministry of Education and Higher Education, which are also financed by Finland through pooled funding mechanisms. Finland is also part of the Inclusive Education task force.

A positive example of providing core funding and its effect on sustainability is evidenced in Zambia. FPD provided Zambia National Association of Persons with Physical Disabilities (ZNAPD) core funding as part of the Ngwena River Farming project. Evaluation report shows that the project has demonstrated potential for sustainability, and to a certain extent is a self-sustainable project (ZAMIRL Development Consultants 2014). Potential for sustainability is linked to employing persons with disabilities and core funding provided to ZNAPD. Evaluation recommends a more comprehensive approach with a more practical

approach, including donor communication and fund raising to guarantee sustainability. Further collaboration with other NGOs, especially with the mainstream NGOs is also recommended, in order to come up with joint proposals. (ibid.)

Disability Partnership Finland's partner selection is geared towards weaker DPOs, and of it ends up being the main or the only donor for the organisation. It is obvious that achieving institutional and particularly financial sustainability is very challenging and could be easily challenged when comparing to the potential outcomes had selection of the partner been different. For example in Malawi, the Malawi National Association of the Deaf (MANAD) was supported by the FDDP as the major donor. It is evaluated to be heavily donor dependent (Lii-kamaa & Hoti, 2015). Department for International Development United Kingdom (DFID) and Deaf Action of Scotland had supported MANAD previously towards specific activities. Government of Malawi had also made some contribution but this was towards specific activities. According to the evaluation MANAD has, at times, managed to make contributions through fund raising activities however its contribution has been minimal in comparison to its perceived needs. The countrywide network of branches was expected to promote ownership and greater participation of persons with disabilities, but in the absence of required funding it was not possible even in the conducive operating environment. Parliament had enacted the Malawi Disability Bill (2012) into law, and Government also had domesticated the UNCRPD through the Disability Act of 2012. (ibid.)

Guidance on types of sustainability

Concrete guidance provided by the Disability Partnership Finland in the operational manual does not explicitly differentiate between different types of sustainability. The Project Manual for Disabled People's Organisations working under the Finnish Disability and Development Partnership Programme (DPF, 2014), indicates that sustainability should be kept in mind from the earliest stages of project design, and special emphasis should be placed on sustainable structures to secure the continuity of the progress made with the project's input. It emphasizes that Southern partners must be truly committed to take over the responsibilities after the project ends, and that there should be written plans and commitments to ensure sustainability of the project results. Preparedness and strategies of strengthening sustainability of projects and project results vary.

Ownership and participation by Disability Partnership Finland's partners

Participation of partners and beneficiaries in planning and decision making

Sustainability is shown particularly in Disability Partnership Finland's South-centred approach, in which partners of the MOs in the South lead the development process. This is considered vital for rooting transformational changes at the community level, in networking for strengthening civil society and in improving legislation and its compliance. Ownership by the partner DPOs and CSOs in the South is part of the strategic direction in the Disability Partnership Finland's programming (DPF, 2016b).

Interviews with Disability Partnership Finland's partners in Ethiopia confirmed that in all cases they are the ones preparing the proposals to Disability Partnership Finland which then gives feedback for finalization of the proposal. Disability Partnership Finland is considered as a very reliable partner, which consults and supports by all partners. At least once a year a monitoring visit is made and often incorporated with a thematic workshop and e.g. during spring 2017 on Accessibility and Design for All followed by a 3-days accessibility audit training for 15 Ethiopian students. This was conducted in collaboration between PBS supported partners VAMCPAA and ECDD.

Recruitment and training of persons with disabilities and local staff, and building and developing the programme management capacity of local partnerships are considered essential building blocks of sustainability.

Organizational/financial sustainability

Disability Partnership Finland as a Secretariat

More than 90% of the Disability Partnership Finland's programme costs are covered by the MFA. It has searched for new funding sources but has not yet actively applied fund from alternative sources apart from a joint programme proposal with other partnership organizations to Syrian refugee work. The dependency on the MFA funding was recognised in the KPMG audit report which recommended that PDF should increase its efforts in building up an efficient and competent fundraising system for the development cooperation that would ensure a more balanced financial status for the organisation (KPMG, 2013).

There has also been an attempt by Disability Partnership Finland to provide services in Finland's bi-lateral inclusive education programme in Ethiopia. According to the interviews, the role of the Disability Partnership Finland was not clear in the bi-lateral project and the contract management was challenging. The role between providing "consultancy services" through the consultancy company responsible and a supporting NGO was unclear to the Disability Partnership Finland. Probably this was due to Disability Partnership Finland being inexperienced in working with a consultancy company, which led to Disability Partnership Finland taking action without communication with the company (nomination of a person for the SC of the project) which resulted in a disagreement. There are mixed experiences and opinions about CSOs providing consultancy services. It seems that in general the role of a CSO as expert service provider needs to be clarified as many member organisations express that they are asked consultancies free of charge.

Member organisations

The Disability Partnership Finland Board's self-assessment workshop (Seppo, 2016) discussed the challenges Disability Partnership Finland may face in terms of sustainability, including ownership. It was revealed that the member organisations are committed to their own projects but the ownership and commitment to the development work varies between members and individual staff members and administrative organs of member organisations (Seppo, 2016). This was confirmed also in the discussions with the Disability Partnership Finland staff. Many of the member organisations are not as such development cooperation organisations, which might be a risk for sustainability of the PBS

The ownership and commitment to the development work varies between members and individual staff members

programme. Whereas approx. 50% of the budget of Threshold is allocated to development work, the proportion of development cooperation in Finnish Association of People with Physical Disabilities (FPD) is less than one percent of the total volume. Many DPOs in Finland are engaged in service delivery which also takes majority of the budget. Whilst the budget share has been small, there has been relatively strong commitment at management level to the development cooperation up to now. One of the objectives of the Disability Partnership Finland's communication strategy is to increase interest and commitment to development work among the members, including meetings and consultations with their management. Also, currently there are very few players who will bring to the public information about disabilities in conflict and humanitarian situations. The Board and the Steering Group are very committed which is a positive sign.

Thinking within the member organizations is still own project -specific rather than holistic and programmatic, as confirmed in interviews with them and the Disability Partnership Finland staff, as well as the self-assessment. Joint efforts have been discussed in the Steering Group and in the Board, but this has not resulted in anything concrete, yet. It is evident that there are different views and the role of the Disability Partnership Finland is not clear, as observed in the discussions with the Board. On one hand, some members consider that its main function should be solely to serve its members, on the other, joint projects and expansion possibilities e.g. towards providing mainstreaming services are discussed as options. Most of the members prefer broader strengthening of the disability scene rather than focusing only on own projects, which is similar to the findings of the self-assessment (Seppo, 2016). To a certain extent these differences limit possibilities to strengthen the Disability Partnership Finland.

Fully understanding the structure of the Disability Partnership Finland as the Secretariat coordinating the work of its members, its mandate, and agreeing jointly on its main functions and building a joint identity of identities of different members is still work in process. Understanding of specific challenges of different categories of persons with disabilities has increased, but are members at the level where e.g. critique can be taken from another member, and to what extent is Disability Partnership Finland in a position to give critical feedback regarding members' projects. This has started taking place to a certain extent already which is very positive.

The key issue is whether the added value of the Disability Partnership Finland is considered significant enough so that compromises on its direction are possible. Commitment of the Board members to participate in the Board meetings is not necessarily very strong, which affects the possibility to make decisions. Interviews suggest that there should be stronger leadership in the Board, probably an external chairperson, to be able to lead the discussion beyond individual interests of Board and other members.

Members are quite satisfied with the work of the Board and decision-making is considered transparent, as confirmed in the interviews. These are also some aspects which could be improved. In the Board, there are members of different status within the member organisations (leadership, coordinators). Thereby, some of them are making decisions regarding their own work which can be con-

sidered as a conflict of interest. Information sharing is a common investment, and within the Board could be more open.

Availability of core funding and level of fund raising by partners

One of the key factors for organisational growth of the CSOs is availability of core funding. Disability Partnership Finland's PBS includes also core funding support to the partners. Capacity development is not only focused on project-specific issues. In Ethiopia, the interviewed partners indicated that this is the added value of Disability Partnership Finland's work, as core funding is not included in the support of any other donor.

As a result of co-operation with the Finnish DPOs, some Ethiopian partners have gained self-confidence and skills to obtain funding from different sources. This is the case e.g. with FENAPD which considers itself relatively sustainable even though funding from Threshold has ended. It received funding e.g. from the Finnish Embassy through the Fund for Local Cooperation. However, in the absence of domestic funding mechanisms for CSOs, all partners supported by the Disability Partnership Finland are fully donor dependant. In some cases, particularly of supported DPOs, Disability Partnership Finland was the only significant donor, e.g. ENADB, which makes the DPO extremely vulnerable financially. Out of the PBS-supported partners, the ECDD is a well-established CSO with multiple donor support. By default, partners are not expected to carry out their own fund-raising in Ethiopia.

The programme documentation does not include information which would show the funding sources of the partnering organizations (both MOs and POs). The MOs in Finland have multiple donors, Finnish lottery foundation and EU among them, but development cooperation is merely financed by the MFA, with a few exceptions. The programme documentation does not indicate what is the proportion the Finnish support accounts in the specific partner organisation and whether the partners have managed to attract other external support.

As a result of budget cuts a strategic decision was made by the Disability Partnership Finland that cuts will be directed more towards those DPOs and CSOs which have capacity to get funding from alternative sources. During the field mission in Ethiopia it became clear to the evaluators that this results in contradiction regarding quality of results and raised the question of feasibility of the strategic decision taken.

Exit strategies

There is no exit strategy for the PBS programme as such, or the ongoing programme countries, where projects will continue. In general, funding of partner organizations and their projects has been long-term funding. As a result, preparation of exit strategies has not been a priority. Lack of exit strategies was particularly felt when the budget cuts resulted in decreasing the number of the projects and exits had to be prepared on a rather short notice.

Projects are implemented in specific geographical areas. Further expansion and replication depends on successful acquisition of project funds and on working with other key stakeholders and Government actors (in Ethiopia government is a strong actor). Disability Partnership Finland has increasingly placed emphasis

Funding of partner organizations has been long-term preparation of exit strategies has not been a priority

on working with governance structures, bringing together local stakeholders and their national government counterparts to increase sustainability. However, exiting and transfer of projects is not reviewed and adapted to real perspectives locally, and there is no guidance on handover after exiting.

At the project level, there is a question on the exit strategy of the project in the project planning format and it has been reported on since 2012. However, no fully-fledged exit strategies beyond the projects exist. Projects are ended at a short notice without paying sufficient attention to institutional and financial sustainability. Exiting without a well-planned project cycle step was observed during the field mission, particularly in the support to FENAPD by Threshold in Ethiopia. Cooperation with Threshold had been good and flexible, as indicated in the interviews, which implied, however, that the support was cut suddenly and no exit strategies or plans were developed. This forced FENAPD to search other funding agencies where it was relatively successful. Very long-lasting projects might also cause risks for sustainability as CSOs and DPOs become accustomed to and reliant on donor funding.

At the same time field mission revealed that even a positive example of having an exit strategy is not necessarily sufficient. In a FPD's project "Programme for Independence and Economic Empowerment of Mobility Challenged People" implemented by VAMCPAA, an exit strategy was articulated at the programme inception and progress towards its achievement to be regularly reported on. The exit strategy meant establishment and strengthening of saving and credit cooperatives that would be capacitated to take over the economic empowerment processes. During the field mission it became evident, however, that this was not sufficient. On the contrary, interviews with the VAMCPAA staff and beneficiaries indicated that income generating activities have been able to create only very little additional income which has been used only to pay back the loans. This was confirmed also by the evaluation carried out in 2016 (CYB Consulting PLC, 2016) which stated that although exit strategy was well formulated and achievable, the greatest threat to its attainment is the human resource and capacity constraints faced by the micro-loan groups.

Findings of this evaluation team are in contradiction with the evaluation of the project carried out in 2016 (CYB Consulting PLC, 2016) which implied that IGAs initiated by the project have immense potential for sustainability in the long term. According to the interviews with the VAMCPAA staff and the project beneficiaries, these prospects seem to be very distant. Selection of products e.g. mushrooms, poultry, leather etc. were considered to offer good market opportunities because of their high demand in Addis Ababa market. At this stage of the project it was clear to the evaluation team, that current sustainability prospects of the income-generating activities very weak, and even counterfactual to beneficiaries who are facing quite heavy loan pay-backs, and are not sure of being able to retain the land allocated to them by the Government.

5 CONCLUSIONS

5.1 Validity of the Theory of Change Assumptions

5.1.1 From inputs to outputs

In this section, we assess the validity of the following key assumptions of the generic TOC related to how resources for Disability Partnership Finland's development co-operation link to outputs:

- MFA's long-term programme partnership with Disability Partnership Finland, based on mutually agreed objectives, is able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence MFA gives to its PBS over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort and requires continuing space and support for CSOs).
- Disability Partnership Finland develops their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland's bilateral, multilateral and private sector work.

Since 2003, the PBS support provided by MFA to Disability Partnership Finland during the evaluation period has enabled Disability Partnership Finland to build longer-term relations with its partners in its programme countries and to a certain extent work on longer-term capacity development processes, strengthening capacity of the implementing partners in often difficult operating environments. The focus has throughout been on one of the most vulnerable in a society, persons with disabilities, and their organisations.

The Disability Partnership Finland has not been able to translate the longer-term PBS frameworks into a programmatic approach at the country level, yet, as coordination and cooperation between its member organisations and their specifically supported partners is limited. This has resulted in fragmentation of the portfolio. Due to, in some cases very small project budgets, it has not been able to significantly scale up the support in rural areas or even rural centres. Continuation of working mainly with the same implementing partners over the years, has enabled them to have more secure financial base for operations, but as a result of budget cuts some cooperation has been discontinued. Disability Partnership Finland always works with local partners but has not enabled to pool resources more effectively and efficiently together which is required to reach the rural areas. Due to the small size of the project-specific budgets, presence in rural areas is extremely localised.

Disability Partnership Finland develops its projects together with local implementing partners. Its project interventions are not sufficiently based on context- and needs analyses and comprehensive partner assessments are planned only as part of the forthcoming PBS period. The overall programme strategy is well aligned with Finland's development policy, particularly with its priority area of disability and its adherence to a Human Rights Based Approach, and has strong coherence with disability-focused interventions through other channels e.g. in Ethiopia.

5.1.2 From outputs to short-term outcomes

In this section, we assess the validity of the following key assumptions of the generic ToC related to how the outputs of CSO development co-operation link to short-term outcomes:

- Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.
- A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSOs' identification and ownership of the same values.
- CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.

The contexts, in which Disability Partnership Finland is realising its PBS projects, are quite diverse. While in countries like Ethiopia, it can be observed that freedom of organisation and expression of civil society has become much more restricted, this is less the case e.g. in Kenya. Despite of increased restrictions, in most countries governments are less strict with the organisations of people with disabilities, as also evidenced in Ethiopia. On the contrary, they are given some privileges compared to other CSOs, such as being able to count salaries of employees as programme costs, or tax reductions when employing persons with disabilities.

Disability Partnership Finland's partner selection varies and is based mainly on disability categorization, and done largely by its members. In some cases selection has been based only on personal contacts. Thereby there is a mixture of partners with significantly varying capacities. In all cases, there is a close and appreciated relation and exchange with partners, which facilitates sharing of values and principles. This sharing is further facilitated by the generally long-term partner relations with specific partners. Design of the projects is very much partner-led. This might have affected to the fact that the experiences and knowledge of the Finnish member organisations on modern trends in disability issues in Finland, Europe and globally, is not incorporated in the development cooperation of the Disability Partnership Finland. For instance, the focus groups of beneficiaries in Debre Birhan noted that although Ethiopia is a poor country, the use of modern technology for communication could be more effectively promoted. The students pointed out that even though they still have some basic needs to be fulfilled, they would benefit from using cell phones,

audio books, and tablets for learning purposes. In terms of employment, many countries have introduced a concept of a social firm which engages both persons with and without disabilities as an alternative to sheltered workshops.

Member organisations of the Disability Partnership Finland carry out awareness raising independently, outside the PBS framework. In many cases this is done very professionally by the communication units of the members, but further assessment of that work is beyond this evaluation.

5.1.3 From short-term to long-term outcomes

In this section, we assess the validity of the following key assumptions of the generic ToC:

- Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.
- A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.

In the programme countries of the Disability Partnership Finland, implementing partners operate relatively independently. Information is exchanged amongst them, but this has not led to close cooperation in projects on the ground. Implementing partners have good relations with the Government institutions at the national level, and they provide even support in concrete terms e.g. by allocating land as technical capacity building in business related issues in Ethiopia. Partners are also in several working groups regarding disability and follow-up groups related to UNCRPD implementation. Support has reinforced this relationship, and particularly in Ethiopia added to the specific focus of Finland's assistance in disability issues. It is evident that support provided has also enhanced the visibility of the DPOs and disability issues in general, as evidenced in Ethiopia.

It is evident that the space for the civil society is shrinking in many developing countries, if not due to restrictive governments then because of decreasing budgets. This also applies to some developed countries, including in the European Union. There is a need also to look other partnerships, e.g. with the private sector. This has not been done systematically by the Disability Partnership Finland, yet, apart from cooperation with Finnpartnership. When doing this particular emphasis should also be put on these relationships in partner countries.

5.2 Main Conclusions

Strategic direction and focus of programming

Conclusion 1: Disability Partnership Finland has clearly found its own niche as an actor in disability issues and comparative advantage of being an organisation of people with disabilities. Programming approach is still project-based and rather conventional and to a certain extent charity approach. More strategic and focused programming on modern and innovative ways of supporting persons with disabilities is required, is in high demand, and could further enhance effectiveness and impact. Information sharing between members has enhanced.

The Disability Partnership Finland together with its member organisations has a niche, comparative advantage of deep understanding of disability issues as well as functions and role of the disability organisations in promotion of human rights. The programme implementation is based on this expertise, also in the partner countries. Persons with disabilities themselves are in the programme implementation which is a unique feature promoting “ownership of disabled people in all work. The thematic focus area is highly relevant and should continue and be improved.

When comparing the activities carried out within the PBS programme and the UNCRPD, the approach adopted by the Disability Partnership Finland has remained very conventional, and to a certain extent a charity approach.

Working towards the full inclusion of persons with disabilities in all levels of society takes time and is part of a long-term process. High quality inclusive policies and national action plans exist but implementation is a huge challenge as disability issues are not reflected equally in budget terms as policy development would imply. The duty bearers lack information and experience on inclusive development and mainstreaming and expressed their need to learn more about the implementation of the mainstreaming. Both governments and DPOs need technical and budgetary support in innovative models to implement them, and concrete advice particularly in mainstreaming, including the more rural areas and rural centres. Changing the laws only is not sufficient to have significant impact on the lives on a wider scale.

Need to move towards more modern approaches is particularly evident in the case of income-generating activities, regarding which the evaluators have great concern. The results can be contradictory to inclusion objectives and can be considered even potentially harmful to beneficiaries. For example, in accordance with the UNCRPD the programmes should focus on mainstream employment approaches. Many member organisations have been in front line in developing innovative approaches for instance to mainstream employment and they are familiar with the new models developed in Europe and globally. This experience, however has not been transferred to the partner countries.

Changing the approach would require more thorough context analysis which currently is missing. The support should be built on such analysis. For example, Ethiopia has adopted an inclusive employment law and would need support in its implementation. The member organisations have expertise e.g. in supported employment, social firms and workplace adaptations.

As promotion of income generating activities are not fully in line with the expertise of the member organisations or their partner organisations and such projects have significant risks. Support to income-generating activities should not be started in the future without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support. Starting a profitable business requires technical expertise and assistance. The current income-generating activities should be thoroughly evaluated.

Synergies and fragmentation of portfolio

Conclusion 2: The project portfolio of Disability Partnership Finland is still fragmented and potential synergies of pooling resources together are not maximized. The results-based approach and comprehensive needs analysis in the partner countries would provide a sound basis for such a programme.

The project portfolio is still fragmented, even though after the budget cuts there has been some decrease in number of projects. Fragmentation is further enhanced as there is very limited, if any, cooperation between the supported partners, and the possibility to “pool” benefits of PBS support is not maximized. Projects are largely based on disability categorization. In order to make programming more effective, make significant changes and wider impact in the lives of the person with disabilities, is joint programming. This does not necessarily have to mean that the disability-specific needs would be lost. The results-based approach and comprehensive needs analysis in the partner countries would provide a sound basis for such a programme. It would also potentially bring together the weaker and more established DPOs.

Result-based management

Conclusion 3: Steps have already been taken in adhering to programmatic RBM principles, but the shift is very recent and not based on Theory of Change. Current reporting and M&E systems and methods still need improvement. Reporting on outcomes and impact is not yet evidence-based, and not providing a sufficiently reliable evidence base for behavioural change measurement, outcomes and impact, sustainability or capacity development of local implementing partners as local civil society actors.

Disability Partnership Finland’s programmatic RBM and indicator development have improved during the evaluation period. Tools have been developed, and the new strategy includes a relatively good system called Integrated Planning, Monitoring, Evaluation, Learning and Risk Mitigation system but it is not based Theory of Change. Progress at the level of outcomes and impact is very difficult to measure in the absence of such indicators. There is a need to take also monitoring to the next level to capture the social transformation caused by activities carried out. Currently, reporting or indicators do not yet capture these qualitative changes. Stories of change and outcome harvesting are not yet utilized or capacity of partners towards this direction developed. It should also be recognized by MFA that the more is required in terms of evidence-based outcome and impact results, the more it costs, including also training the partners in countries of operation. Already the audit costs are high and take a significant part of the budget, thereby decreasing the amount for actual programming.

Conclusion 4: Disability Partnership Finland has prioritized raising their own ability to critically self-assess the work over carrying out external evaluations. However, the need to carry out external thematic and strategic evaluations/assessments is needed.

Disability Partnership Finland has made a decision to avoid external evaluations and aims to raise their own ability to critically self-assess the work. However, evaluations (and mid-term reviews) are a standard part of the project cycle and there is a need to carry out thematic evaluations e.g. on effects of income-generating or advocacy activities. These evaluations could serve future decision making, advocacy and capacity building and cross-learning among the member organisations. Strategic evaluations/assessments which are project and programme related and assessing for example the operating environment i.e. policy context to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus.

When planning for such evaluations, it is critical to design sound and technically high-standard Term of References with realistic objectives and to ensure that the evaluators have sufficient capacities to conduct evaluations. Evaluations can also be used as a learning experience and a capacity building measure for instance by including the new generation of persons with disabilities in the team, to complement the expertise evaluators without disabilities have. Carry out better quality evaluations, less often. The Secretariat could have a stronger role in ensuring that the ToRs are of good quality and that the evaluation reports meet the quality standards. Evaluations (external), as part of RBM, also need more focus, ensuring better quality and systematically using OECD criteria.

Sustainability and capacity of partners

Conclusion 5: Some success has been achieved in socio-cultural sustainability, but financial sustainability of partners is difficult and they significantly vary in capacity, from very weak to well-established. Different types of sustainability are not measured.

Working with DPOs, CSOs and with different levels of governance structures has created potential for local social, cultural and in some cases institutional sustainability. Financial sustainability (or survival of some) is difficult unless capacity is built. There is imbalance between organisational expertise and capacities on issues of disability versus serving the mass. The CSOs, which are established for people with disabilities (called associations 'for') are relatively at a better organizational capacity and demonstrated improved practices than those who are formed to serve their members (associations 'of'). Partners solely depend on donor funding, and with limited core funding sustainability is weak. It is important to have also the weaker DPOs on board, but is questionable, whether this support will eventually lead to sufficient capacity for them to get additional funding.

Conclusion 6: There are differing views on the exact role and direction of the Disability Partnership Finland Secretariat by the Board members, which is holding back further development of its activities, especially when the human resources are limited.

There is some vagueness related to the future role of the Secretariat, e.g. whether it should simply serve its member organisations in the PBS implementation, or also find new ways of operating. Providing mainstreaming services has been one of the new initiatives and is considered as a fund-raising strategy. Expanding it from the current, quite limited level to the next requires additional inputs and broader sectoral expertise. In addition, until now, the focus of the Disability Partnership Finland has been on already by default inclusive programming, like inclusive education. The focus, however, could be on projects such as water and other traditionally non-inclusive projects to mainstream disability. When providing support in mainstreaming disability, it is important to acknowledge that the mandate to mainstream is with the duty bearers, i.e. the MFA and the partner governments. In order to provide such support, the capacity of the Disability Partnership Finland needs to be enhanced.

Coordination with CSO Unit and MFA

Conclusion 7: Cooperation between Disability Partnership Finland and the CSO Unit regarding PBS is mainly administrative, and the Unit is not in a position to currently provide substance –related advice.

The Civil Society Unit does not have necessarily hands-on and in-depth knowledge or technical expertise to make statements or contribute to the work of Disability Partnership Finland. Desk officers have various other responsibilities and limited time allocation for one single CSO, and the high staff turnover generally within the CSO Unit is a challenge. In case of Disability Partnership Finland there has been continuity, though. Annual consultations are considered useful, but take place very rarely, and do not include all member organisations. Sector and thematic advisers are not systematically consulted.

6 LESSONS LEARNED

6.1 Strategic programme-based choices

In this section, we consider what wider lessons MFA, Disability Partnership Finland and other CSOs may draw from the experience arising from Disability Partnership Finland's adoption of PBS in terms of strategic alignment.

Specific expertise and well-defined niche

The experience of Disability Partnership Finland in the implementation of different projects in the PBS framework has shown that a strong thematic focus on disability has enabled Disability Partnership Finland to develop a clear niche and a specific complementary role in development projects. Joining PBS as the Disability Partnership Finland has brought the key disability actors together. Specialisation and development of specific expertise is on one hand important to increase relevance and quality of project interventions and on the other it also provides a starting point to explore possibilities for coordination and cooperation with other CSOs and Government institutions, in this case e.g. through providing expert services in mainstreaming disability.

Collaboration between member organisations

Exchange of information between different member organisations and between implementing partners at the country level, even when aligned under the PBS arrangement does not necessarily lead to coordination and cooperation in project implementation at the country level. The preferred practice among member organisations, at least in the case of disability-specific organisations, is to implement projects on their own. There is fear of losing independence and specific expertise if more coordinated and especially joint activities are planned for. When encountering such fear, the positive examples of cooperation should be used and benefits clearly explained, such as with two member organisations of the Disability Partnership Finland have already initiated. Programming should also be designed in a way, that there are both joint activities, maybe designed over a certain theme (e.g. gender), and then specific activities which require specific expertise. After all, in the current situation when the funding is limited, joint programming and collaborative action is a way to stay relevant.

Coherence with Finland's other funding channels

Specialisation and development of specific expertise brings added value and comparative advantage which can be utilised in other funding channels of development cooperation, but this should not be done before the CSO is fully aware and clear of the conditions, and ready to take up their role in e.g. Finland's bi-lateral interventions. Disability Partnership Finland entered this too early in the inclusive education project in Ethiopia, but the potential exists. Participation of implementing partners in such activities should be promoted

on local contract basis, as done in a small scale by COWASH team. They involved FENAPD in their awareness raising activities.

Strong focus on one thematic priority by MFA at the country level

The example of Embassy of Finland in Ethiopia shows that by proactively and systematically focusing on a thematic CCO/HRBA area, in this case disability, can result in significant gains in visibility, coordination and coherence (ref: Chapter 4.2). Key success factors have been continuity of keeping disability high on the agenda; providing support systematically through various funding modalities; experience and expertise of the Embassy staff in disability issues; visibility through organizing round tables systematically, including at the high level and in support of DPOs.

6.2 Programme implementation and results performance

In this section we consider what wider lessons MFA and other CSOs may draw from Disability Partnership Finland's experience of managing and delivering using a PBS:

Utilising the national policy, strategy frameworks and action plans as starting point for support

Analysis of the national development frameworks should be more thoroughly utilized in the design of the support. In many cases, these frameworks are of high quality, and reflect more modern thinking than might be expected. Interventions which involve both operational project activities and policy work have been relatively successful (e.g. FAD Kosovo).

Holistic support

There should be sufficient support to build the organizational capacities of DPOs and CSOs, such as in areas of project management, monitoring and evaluation, governance and financial management, knowledge management, networking and association building.

Evaluations

Evaluations should be kept as an essential part of the PBS cycle, in addition to any self-assessments. Evaluations (and mid-term reviews) are a standard part of the project cycle and without them programming and implementation might take unintended turns. The role of the evaluations should be considered more as a management tool for future decision making, advocacy and capacity building and cross-learning.

As evaluators have found out, not only in this sub-evaluation but also similarly in some others, the quality of evaluations varies significantly. Because of this, they are not considered as valuable as expected as a management tool. As already stated in the Chapter 5.2., it is critical to ensure a sound and technically high-standard Terms of References with realistic objectives and to ensure that the evaluators have sufficient capacities to conduct evaluations. In the times of

budget limitations, evaluations should be carried out less often to ensure the high standard, and focus on the most critical issues, and systematically using the OECD criteria.

Measuring transformative change

Behavioural and transformative change processes take a long time and are not easy to measure. This requires specific techniques and methods of outcome measurement, such as outcome mapping or outcome harvesting. It is not possible and also not relevant to try to capture behavioural change processes merely with quantitative indicators. Measuring and analysing outcomes, particularly of behavioural changes, institution building and policy development is challenging. There is an observed tendency of “over-measuring”, “over-quantifying” and “over-reporting” on these aspects, which goes beyond this sub-evaluation. This can create a “parallel reality” of changes, because measuring is not based on reliable and realistic indicators. There is also a need for changes in when and how outcomes and impact are measured in PBS funding frameworks.

6.3 Cross-cutting objectives and HRBA

In this section, we focus on drawing wider lessons related to CCOs and HRBA:

Links to international human rights conventions

When working on HRBA, it is of utmost importance to draw your programming from the international human rights conventions. It gives a credible framework for programming, and collaboration with governments. Most governments have signed and ratified various conventions, and also set up weaker or stronger monitoring and follow-up mechanisms. Drawing the programming from these conventions brings CSOs, representing claim holders, and governments as duty bearer closer together, enables and enhances dialogue. Analysis of and references to the human rights conventions should be part of the context analysis, as well as their linkages to programming.

7 RECOMMENDATIONS

7.1 Strategic direction and focus of programming

1. Disability Partnership Finland should build on its current strengths and expertise in disability issues and employ more modern and innovative ways of supporting persons with disabilities, in line with UNCRPD and using the expertise of the member organisation..Including people with disabilities as trainers and facilitators should continue, and they should be given more responsibilities in planning and implementation, including young persons with disabilities, as planners of the support and internal evaluators.
2. The country specific context, policies, strategies and action plans, and opportunities they provide should be analysed and utilized as the starting point. Technical support should be provided also to the government at different levels on mainstreaming disability and to reach rural areas and centres.
3. Disability Partnership Finland should move from supporting income-generating activities to mainstream employment approaches. Expertise of member organisations in mainstream employment should be utilized. Current income-generating activities should be thoroughly evaluated and support to income-generating activities should not be started in the future without a proper risk analysis, marketability and value-chain analysis, and ensuring sufficient technical support.

7.2 Synergies and fragmentation of portfolio

4. Disability Partnership Finland should develop a more programmatic approach through designing and implementing joint projects, based on a results-based approach and comprehensive needs analysis in the partner countries.

7.3 Result-based management

5. Disability Partnership Finland should further develop M&E systems and particularly indicators to measure behavioural and transformative changes. It is recommended to look at outcome mapping and harvesting and other similar methods to capture this type of information more accurately. Outcome and behavioural change indicators still need further improvement to become reliable and useful in monitoring. It is also recommended that these measurements at outcome and impact level are carried out less frequently and more in-depth.
6. Disability Partnership Finland should carry out good quality external evaluations parallel to self-assessment, and as a priority carry out a thematic evaluation on income-generating activities. Assessing the operating

environment i.e. policy context to understand fully what the policy implications mean and what kind of possibilities it provides in terms of focus should be incorporated in the PBS, but can be largely done as an action-oriented desk review.

7. The MFA should consider a less frequent outcome/impact measurement (e.g. only twice during the framework period) as part of the PBS duration, maintaining only output reporting requirements annually.

7.4 Sustainability and capacity of partners

8. Disability Partnership Finland should not necessarily discontinue its support to the weakest DPOs, but if continued, more coordinated efforts, including joint projects and programme-based action together with well-established DPOs/CSOs, and with a sufficient budget and technical capacity support is required. Carrying out a thorough partner assessment and developing a minimum criteria for partner selection is recommended. In cases of very limited annual budgets for a partner (high % of salaries), providing support should be reconsidered.
9. Training in resource mobilization for Disability Partnership Finland's partners should be incorporated, when applicable and based on the need of the partner. Indicators on different types of sustainability should be incorporated and reported on. Exit strategies which are realistic and concrete should be developed and steps during implementation reviewed, adapted in practice, and reported on.
10. The Board of the Disability Partnership Finland should as a priority clarify and if need be, reconsider, the role and tasks of the Secretariat, particularly regarding disability mainstreaming. If expanded, the focus should shift from providing services to mainstream disability in by default inclusive programming, to traditionally non-inclusive projects. Expertise of member organisations should be extensively used in providing these services.

7.5 Coordination with CSO Unit and MFA

11. MFA should systematically include thematic Advisors to support the CSO Unit in thematic issues and in annual consultations with CSOs receiving PBS funding. Consultations should take place more often, maybe bi-annually. In one of these consultations all member organisations of the Disability Partnership Finland should be present.
12. MFA should also consider that the desk officers in charge of CSOs receiving PBS visit their projects, at least once during the next PBS phase.

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THE EVALUATION TEAM

Pirkko Poutiainen, the sub-team leader of this evaluation, is a Social Scientist and has over 25 years of experience in international development co-operation. Most of her experience is linked to the Ministry for Foreign Affairs of Finland and multi-lateral development agencies, from concrete implementation to aid agency level with policy and management issues and cross-cutting objectives (gender, human rights). This includes work at the World Bank HQ, in two UNDP country offices, 10 years of permanently living in Sub-Saharan Africa, 1.5 years in a post-conflict country and numerous consultancies in Sub-Saharan Africa, South East Asia, East Asia, Caribbean and East and Central Europe. It also includes implementation of a Finland-supported rural water supply and environment project in Ethiopia (CTA, 4.5 years). She has comprehensive experience in result-based project cycle management from design, planning, appraisal and implementation to project, policy, multi-country and -sector evaluations. In this evaluation, she focused on all aspects of the Disability Partnership Finland -specific evaluation. Pirkko Poutiainen has led two sub-teams in the CSO 2 evaluation (Disability Partnership Finland and Demo Finland) and conducted fieldwork in Zambia and Ethiopia.

Raisa Venäläinen holds Master of Education (M.Ed.) from the University of Tampere. She has 25 years of experience in international development co-operation. Throughout her career she has integrated disability and inclusion issues in her work. She started her international cooperation career in a special vocational training project for people with disabilities in Zambia and since then she has developed and evaluated several inclusive education projects and programmes in Africa, the Western Balkans and Asia. She has worked as a long term expert in Zambia and Palestine and in the World Bank Head Quarters as an RBM expert and Inclusive Education focal point for the Global Partnership on Education. She has conducted more than 30 evaluations, including Team Lead of the evaluation of the UNICEF's global girl's education and evaluation of Finnish support to Inclusive Education. In this CSO evaluation, she was a team member of two evaluations (Disability Partnership Finland and FS Global) and conducted fieldwork in Ethiopia.

ANNEX 1: TERMS OF REFERENCE

Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations

1. BACKGROUND TO THE EVALUATION

Civil society actors are an essential and integral element of Finland's development cooperation in its entirety. Previously, the volume of development cooperation conducted by civil society organisations (CSOs) increased steadily, e.g. the programme-based support from the Ministry for Foreign Affairs of Finland (MFA) arose from € 59,335,460 in 2010 to € 83,776,140 in 2015. Budget cuts were decided upon in 2015 and implemented in 2016, leading to reductions also in CSO funding.

The development cooperation of the CSOs has been part of several thematic and policy level evaluations and reviews during the recent years; the most recent, comprehensive and relevant being: Complementarity in Finland's Development Policy and Co-operation (2013) and Results on the Ground, an Independent Review of Finnish Aid (2015). The Complementarity evaluation highlighted the limited complementarity between the Finnish Non-governmental Organisations (NGOs) and other aid modalities as well as between different NGO instruments. Finnish Development policies encourage complementarity but there is no systematic coordination across program types. However the evaluation concludes that complementarity in general was supported by the MFA and most NGOs, whereas some feared that the distinction between state and civil society might become blurred.

The independent review concluded that the assessment of results in the Finnish CSO support was difficult due to lack of evaluations on results. The latest evaluation about the MFA support to Finnish foundations and Partnership agreement scheme was conducted in 2008 and the support to DEMO was evaluated in 2009 and KEPA in 2005 but little is said about the results in any of these evaluations. The latest comprehensive evaluation on the results and impact of CSO development cooperation funded by the MFA dates back to 1994. MFA commissions regularly performance audits on the cooperation of the partnership scheme organizations: two organizations are audited each year, the most recent being FIDA International and Free Church Federation of Finland.

In 2015 the Development Evaluation Unit (EVA-11) of the MFA initiated a series of evaluations to assess the **multiannual programme-based support through Finnish CSOs, umbrella organisations and special foundations**. The decision to carry out these CSO evaluations was made when the **MFA's guidelines for the evaluation of development cooperation were revised in February 2015 to cover all development cooperation funded by the MFA**. The Guidelines (in Finnish) can be found on the MFA webpage:

<http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08-B410EF-C5B309}>. The evaluation practices of the MFA are based on the principles agreed internationally within the OECD and the EU. The **MFA evaluation manual** steer the implementation of evaluation of Finland's development cooperation.

The first CSO evaluation will be finalized in September 2016. The second CSO evaluation is on-going and will tentatively be ready in March 2017. This evaluation is now the third and last CSO-evaluation of the series and will cover the programmes of the ten remaining CSOs, umbrella organisations and special foundations.

The CSOs included in this evaluation are:

- Political Parties of Finland for Democracy (Demo Finland)
- Free Church Federation in Finland (Frikyrklig Samverkan, FS)
- Trade Union Solidarity Centre of Finland (SASK)
- International Solidarity Foundation (ISF)
- Disability Partnership Finland

The umbrella organisations are:

- Service Centre for Development Cooperation (Kepa)
- The Finnish Non-governmental development organization NGDO Platform to the EU (Kehys)

The special foundations are:

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

The evaluation will produce 9 reports: a separate report on each of the CSO programme evaluations of the five CSOs, a report on the programme evaluations of the umbrella organisations, a report of the programme evaluations of foundations, a report synthesizing and aggregating the most important findings of these evaluations and furthermore a meta-analysis to synthesize the results of all three rounds of CSO evaluations (CSO₁, CSO₂ and CSO₃).

2. CONTEXT

The development cooperation objective of civil society actors and organizations is a vibrant and pluralistic civil society. The Ministry for Foreign Affairs uses many forms of support to contribute to CSOs' development cooperation activities: programme-based, project support, development communications and global education support and the national share of EU funding for CSOs.

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

Partnership agreement organisations

According to 2013 instructions concerning the Partnership Agreement Scheme of the MFA, the aim of partnerships between the MFA and CSOs as well as organisations' mutual collaboration is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors. The ongoing dialogue between the MFA and the partnership organisations includes annual partnership consultations, partnership forums and seminars for CSOs as well as close contacts between the CSO and the responsible official in the Unit for Civil Society (KEO-30).

The Finnish CSOs have their own partners in developing countries with whom development cooperation is carried out. The partners have various roles in societal development - they promote social equity, carry out global education and activate people to improve their personal situations.

Finnish CSOs support their partners and strengthen their capacities, contributing to the strengthening of civil societies in developing countries. The partnership organisations are thus important to the MFA as partners of dialogue and advocacy.

The third round of CSO programme-based support evaluations includes five CSOs of which four are partnership organisations: SASK, International Solidarity Foundation, Disability Partnership Finland and FS. Demo Finland receives programme-based support.

Special foundations

Through its special foundations modality, the MFA supports three Finnish foundations which each provides small grants to NGOs in developing countries. Each special foundation focuses on different issues: Abilis on disability, KIOS on human rights issues and Siemenpuu on environmental issues. All three foundations were established in 1998. Whereas Abilis and KIOS have been receiving MFA funding since the beginning, Siemenpuu received its first grant only in 2001. Siemenpuu has received public funding also from the Ministry of Environment.

The foundations were originally established by a group of Finnish NGOs and civil society activists to manage small-scale flexible grants to support the development of civil society in developing countries. More than 90% of the funding to these foundations comes from the MFA, but other sources of funding have emerged, including other official development cooperation donors, multilateral organisations and individual donations. The contributions by the partner organizations funded by the foundations are considered as the required self-financing. Since over 50% of the funding is received from the Government of Finland, the foundations are required to follow the Government regulations on the use of discretionary Government transfers.

The foundations were evaluated in 2008. The evaluation confirmed that the foundations are relevant for providing smallscale NGO support. The foundations assist to implement Finnish development cooperation policy by supporting key cross-cutting objectives and the human-rights based approach to development.

Umbrella organisations

The MFA grants programme-based support also to umbrella organisations Kepa and Kehys. Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global affairs. Kehys, offers services to NGOs on EU development policy issues. Kepa and Kehys have received programme-based support from the beginning since their role as providing support, guidance and training to Finnish CSOs has been seen as instrumental in improving the quality, effectiveness, impact and efficiency of development cooperation by CSOs.

PROGRAMMES OF THE SELECTED CSOS

Political Parties of Finland for Democracy, Demo Finland

<http://demofinland.org/?lang=en>

Demo Finland functions as a co-operative organisation of all the eight Finnish parliamentary parties. It seeks to enhance democracy by carrying out and facilitating collaborative projects between Finnish political parties and political movements in new & developing democracies.

Demo Finland works to strengthen equality in participation, constructive cross-party cooperation, a pluralistic political discussion and the ability of politicians to peacefully impact socio-political development. With its partners, it organises multi-party training programs and dialogue initiatives, which help to promote understanding between opposing parties and a discrimination-free political culture. Demo Finland bases its operations in the particular needs of its partners and parties. According to its strategy, Demo Finland focuses on ensuring that more equal possibilities exist for women and youth to participate in politics, and to establish co-operation that spans across party lines.

Currently, Demo Finland has long-term activities in three countries: Myanmar, Tunisia and Zambia. Long-term projects in Nepal and Tanzania ended in 2015 as well as a more recent project in Sri Lanka.

The MFA granted Demo Finland's 2013-2015 programme-based support € 900,000 in 2014, € 1,000,000 in 2015 and € 570,000 in 2016, even though first actual programme document is for 2016-2018. Earlier Demo Finland was funded through the political department of MFA, but then MFA decided to shift Demo into the programme-based support scheme.

SASK – The Trade Union Solidarity Centre of Finland

<http://www.sask.fi/englanti>

SASK is the solidarity and development cooperation organisation of Finnish trade unions. Approximately 1,7 million Finns belong to SASK through their trade unions. SASK was founded by the Central Organisation of Finnish Trade Unions and its affiliated unions in the end of the year 1986. Since then, SASK has become a widely representative solidarity body of the Finnish trade union movement with two central organisations and 35 national federations as affiliated members.

As part of the Finnish and international trade union movement the function of SASK is to strengthen trade unions in every corner of the world, in order for them to raise their members out of poverty and defend their human rights. Strengthened unions also contribute to broader societal changes, such as improving labor legislation and social security. SASK strives to put an end to exploiting cheap labour and child labour abuse. Improving dangerous working conditions is also at the core of SASK's work.

SASK's partners are Global Union Federations, other solidarity support organisations and trade unions in the South. It has more than 40 development cooperation projects in Africa, Asia and Latin America - the main countries being Philippines, Indonesia, India, Nepal, Mozambique and Columbia.

Through a partnership agreement, the MFA supported SASK with € 4,530,000 in 2014. MFA's framework agreement with SASK included a support of € 5,000,000 in 2015 and € 2,930,000 in 2016.

The International Solidarity Foundation (ISF)

<http://www.solidaarisuus.fi/in-english/>

The ISF is a Finnish non-governmental organisation established in 1970. The ISF mission is to support development that strengthens democracy, equality and human rights internationally and challenge people in Finland to work to build an equitable world. Through long-term development cooperation projects, ISF aims at improving living conditions of the poorest people in Somaliland, Kenya and Nicaragua.

ISF development cooperation programme has two main goals. First, to promote gender equality by prevailing harmful traditions, violence against women and high total fertility rates that restrict women's opportunities to decide upon their lives. Second, to improve men and women's livelihood resilience in economically and ecologically sustainable way.

In all projects, ISF encourages women to participate in the development of their communities. The main objective is to strengthen women's social, economic and political status and to provide the poorest people with opportunities for decent work.

The MFA supported ISF's 2013-2015 programme with € 2,377,700 in 2014, € 2,450,000 in 2015 and € 1,470,000 in 2016.

Disability Partnership Finland

<http://www.vammaiskumppanuus.fi/development-cooperation/>

Disability Partnership Finland's work is based on the principles of the UN Convention on the Rights of Persons with Disabilities. The Partnership's development cooperation programme is implemented by the Partnership's member organisations (at the moment 7 Finnish Disabled People's Organisations) and coordinated by a Secretariat.

The work aims at a world where the rights of persons with disabilities are fulfilled and persons with disabilities work themselves to develop their own communities at local, national and international levels. With a true human rights based approach to the work, persons with disabilities in developing countries - the Rights Holders - and the Southern organisations that represent them, are the ones that set the objectives for the work. The programme imposes two of the five programme components on all project implementors: Each organisation receiving funds from the Partnership should commit to create and maintain adequate administrative systems and democratic decision making mechanisms in their organization (Outcome 1) and work towards eradicating gender based discrimination in their work (Outcome 5). Other than that, the Southern organisations are free to choose the approach how they address the rights issues of persons with disabilities. Many partners choose to combine advocacy (Outcome 2) with more direct means of improving the educational (Outcome 3), employment (Outcome 4) or social circumstances of persons with disabilities in their respective countries.

Disability Partnership Finland supported almost 30 projects in Africa, Balkans, Central Asia, South America and Middle East in 2015 (21 projects in 2016 and 18 in 2017).

The MFA granted Disability Partnership Finland's programme € 2,600,000 in 2014, € 2,700,000 in 2015 and € 2,630,000 in 2016.

The FS

<http://www.frikyrkligsamverkan.fi/wp1303/in-english>

The Free Church Federation in Finland (FS), which was founded in 1936, is an umbrella organization for six Swedish speaking evangelical free church denominations in Finland. FS represents about 4,500 members in the Swedish speaking parts of Finland. Swedish is used as the main work language. The cooperation through FS has developed over the years and today the main function of the organization is to coordinate the member organizations development aid projects. The coordination of the member organizations development aid projects is called FS Global. The mission of FS Global is to help the poorest and most vulnerable people in the world. This is realized thru the development program which is concentrated on two components, education and health. The projects takes place in societies where member organizations work in collaboration with local partners and local authorities.

FS Global targets countries are in Asia, Africa and South America. The organizations work is based on broad and long missionary work and on long experience and personal relationships contacts in the work field. The development aid work is well rooted in the civil society since long time, most of the member organizations are more than 100 years old. This provides a broad and strong support in the civil society through the member organizations local churches and their broad networks. FS Global is currently

working in Benin, Burundi, Ethiopia, Kenya, South Sudan, Tanzania, Zambia, Zimbabwe, Afghanistan, Cambodia, India, Laos, Philippines, Thailand, The Palestinian territories and Guyana.

The MFA's framework agreement with FS included a support of € 1,814,000 in 2014, € 1,962,000 in 2015 and € 1,160,000 in 2016.

PROGRAMMES OF THE SUPPORTED FOUNDATIONS

Abilis Foundation

<http://www.abilis.fi/index.php?lang=en>

Abilis Foundation, found in 1998, supports project activities that contribute toward equal opportunities for persons with disabilities in society in the Global South through human rights, independent living, and economic self-sufficiency. Special priority is given to projects on advocating for human rights of persons with disabilities, to projects at the grassroots, and to activities developed and implemented by women with disabilities.

Abilis Foundation gives small grants to projects planned and implemented by persons with disabilities in the Global South. Abilis supports organisations that are run by persons who have a disability, be it related to mobility, vision, hearing or any other type of disability. Organisations that are run by parents of children with disabilities can also be supported by Abilis. Abilis' objective is to support projects that promote equal opportunities, independent living, human rights and independent livelihood. Abilis supports projects in countries which the United Nations and the OECD have defined as qualifying for Official Development Assistance (ODA). The focus countries in 2014-2015 were: Bangladesh, Ethiopia, Kyrgyzstan, Mozambique, Myanmar, Nepal, Tajikistan, Tanzania, Thailand, Uganda, Vietnam, and Zambia.

The MFA granted Abilis Foundation € 2,800,000 in 2014, € 2,900,000 in 2015 and € 2,750,000 in 2016.

Kios Foundation

<http://www.kios.fi/en/>

KIOS Foundation strengthens the realization of human rights by supporting the human rights work of civil society in developing countries. In the supported projects, human rights are strengthened by human rights education, awareness raising, campaigning, monitoring and documentation of the human rights situation, advocacy work and legal aid, among other activities. In addition to project funding, KIOS supports the organisations by strengthening their capacity, networks and security. KIOS was founded by 11 Finnish human rights and development NGOs.

Support is mainly channeled to 6 focus countries in East Africa and South Asia. Work is supported in East Africa in Kenya, Rwanda and Uganda. In South Asia support is channeled to Nepal, Sri Lanka and to Tibetan civil society organisations in exile. Some long-term partner organisations of KIOS are also supported in Bangladesh, Burundi, Ethiopia and Pakistan. In Finland, KIOS raises awareness on the significance of human rights and the work of human rights defenders in developing countries. In addition, KIOS advocates for the development of good practices to Finnish foreign and development policy to support human rights defenders.

The MFA granted KIOS € 1,800,000 in 2014, € 1,900,000 in 2015 and € 1,120,000 in 2016.

The Siemenpuu Foundation

<http://www.siemenu.org/en>

The Siemenpuu Foundation supports environmental work and global cooperation of civil society organisations (CSOs) in developing countries. In addition to environmental issues, focus is also on human rights, social justice and cultural diversity. Siemenpuu's support is channeled to projects planned and implemented locally by CSOs. The projects aim to strengthen the rights of local communities, improve the state of the environment, advocate comprehensive ecological democratisation of society, and enhance the transition to a sustainable economy. Sharing and learning from the experiences in the Global South is an integral part of Siemenpuu's work; for instance through the production of publications and events.

The Siemenpuu Foundation was founded in 1998 by fifteen Finnish environmental and development policy CSOs. Since 2002 it has funded more than 600 environmental projects in over 50 developing countries. Siemenpuu has regional and thematic programmes, through which most of the financial support is directed. Currently, Siemenpuu has programmes in India, Indonesia, Nepal, Mali, the Mekong Region as well as in Latin America. It also grants project support to some Eastern and Southern African CSOs.

The MFA granted Siemenpuu Foundation € 2,000,000 in 2014, € 2,100,000 in 2015 and € 1,250,000 in 2016.

PROGRAMMES OF THE UMBRELLA ORGANISATIONS

Kepa

<http://www.kepa.fi/international/english>

Kepa is the umbrella organisation for Finnish CSOs who work with development cooperation or are otherwise interested in global development. At the moment Kepa has more than 300 members, ranging from small voluntary-based organisations to major national organisations in Finland.

Kepa was founded in 1985 to coordinate the Finnish Volunteer Service, through which professional volunteers were sent to work in developing countries. The service was scaled down after 1995, and today Kepa's work mainly involves strengthening civil society both in Finland and in developing countries, with the ultimate goal of eradicating poverty and inequality. Kepa together with the member organisations aims at influencing political decision making and creating public awareness in Finland, and strengthening the capacities of CSOs.

The key themes of Kepa's work are development cooperation, global economic policies, climate justice and strong civil society. Kepa's main activities include advocacy, awareness raising and global education, capacity development services and national and global networking. Currently Kepa has field operations in Mozambique and Tanzania where it has partnerships with local CSOs.

The MFA's cooperation agreement with KEPA included a support of € 5,900,000 in 2014 and € 6,000,000 in 2015, and € 3,680,000 in 2016.

Kehys

<http://www.kehys.fi/en>

The Finnish NGDO Platform to the European Union, Kehys, is an advocacy network of Finnish NGOs. Kehys works for Policy Coherence for Sustainable Development; better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Kehys also works for active citizenship and a stronger civil society. Kehys functions include advocacy on EU development policy, global citizenship education and networking, and advice and training on EU funding. Kehys has approximately 40 member associations which are Finnish NGOs working on development issues.

Kehys is the Finnish national platform within the European NGO confederation for relief and development CONCORD. CONCORD has 28 national associations, 20 international networks and 3 associate members that represent over 2,600 NGOs, supported by millions of citizens across Europe. Through Kehys the Finnish NGOs are represented in the CONCORD hubs and can affect actively on European development cooperation debate.

The MFA granted Kehys € 360,000 in 2014, € 500,000 in 2015 and € 300,000 in 2016.

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose

This evaluation serves the dual purpose of accountability and learning. It will provide evidence-based information on the CSOs', foundations' and umbrella organisations' performance and results achieved through programme-based support. The evaluation will also give guidance on how to enhance the strategic planning and management of the programme-based support funding modality in the MFA.

As such, the evaluation will promote joint learning of relevant stakeholders by providing lessons learned on good practices and needs for improvement in terms of future policy, strategy, programme and funding allocation of the CSOs, foundations and umbrella organisations as well as the MFA. The results of this evaluation will be used in the reform of programme-based support, in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, foundations' and umbrella organisations' next programmes.

Objectives

The objectives of this evaluation are to provide independent and objective assessment

- 1) on the performance and results achieved by the programmes of the five CSOs, three foundations and two umbrella organisations;
- 2) on their value and merit from the perspective of the policy, programme and beneficiary level; as well as
- 3) on the management of CSO programmes from the point of view of MFA, CSOs, foundations, umbrella organisations and partners.
- 4) In addition based on all three CSO evaluations the meta-analysis will synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality.

4. SCOPE OF THE EVALUATION

The evaluation consists of the programmes of the five selected CSOs, three foundations and two umbrella organisations and their main objectives (described earlier). It covers both financial and nonfinancial operations and objectives in their programmes.

All findings, conclusions and recommendations will be published in an individual report for each CSO, one report for the special foundations and one for umbrella organisations. The most important findings from the seven separate reports will be presented as aggregated results in a synthesis report. In addition, there will be a meta-analysis to synthesize the evaluation results, including the strengths and weaknesses of the programme-based support funding modality. This meta-analysis covers all three CSO evaluations.

The evaluation covers the following policies and guidelines: Development Policy Programmes of Finland (2007 and 2012), Guidelines for Civil Society in Development Policy (2010) and Instructions Concerning

the Partnership Agreement Scheme (2013). In addition 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 MFA's Democracy Support Policy are important documents in this particular case (links to these and other policies can be found in the annex 1). Democracy Support Policy is particularly important with the assessment of Demo Finland. The special characteristics of democracy support, which are partly different to the basis of development cooperation, have to be taken into account in the assessment of especially relevance and effectiveness of Demo Finland.

The evaluation covers the period of 2010-2016.

5. EVALUATION ISSUES IN ACCORDANCE WITH THE OECD-DAC 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 the compilation of the synthesis report.

Evaluation issues on CSOs and foundations

Relevance

- Assess the extent to which the programme has responded to the needs, rights and priorities of the partner countries and stakeholders and beneficiaries/rights-holders, including men and women, boys and girls and especially the easily marginalised groups.
- Assess the extent to which the programme has been in line with the Finnish Development Policy (2007, 2012) and the Guidelines for Civil Society in Development Cooperation.
- Assess the selection of themes and partner countries of the programmes.

Impact

- Assess the value and merit and validate any evidence or "proxies" of impact, positive or negative, intended or unintended, that the programme has contributed for the beneficiaries/rights-holders including the empowerment of civil societies.

Effectiveness

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

Efficiency

- Assess the costs and utilization of financial and human resources against the achieved outputs.
- Assess the risk management including the efficiency of monitoring practices.
- Assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- In the case of foundations, assess the value-added of the funding model.

Sustainability

- Assess the ownership and participation process within the programme.
- Assess the organisational, social and cultural, ecological and financial sustainability of the programme and its results.

Coordination, Coherence, Complementarity

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

Evaluation issues for umbrella organisations

Relevance

- Assess the extent to which the programmes have been in line with the CSOs' overall strategy and comparative advantage.
- Assess the selection of themes, partner countries and different activities of KEPA's programme.

Impact

- Assess the value and merit and validate any evidence or "proxies" of impact, positive or negative, intended or unintended, the programme has contributed for the beneficiaries/rights-holders in Finland and partner countries.

Effectiveness

- Synthesize and validate the outcomes (intended and unintended) and assess their value and merit.
- Assess the factors influencing the successes and challenges.
- Assess the outcomes in relation to different roles of Kefa/Kehys.

Efficiency

- Assess the costs and utilisation of financial and human resources between different activities against the achieved outputs.
- assess the management of the programme at different levels, including guidance by the Unit for Civil Society and the MFA.
- Assess the monitoring (how it supports reporting and internal learning).

Coordination, coherence and complementarity

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

Additional issues for the meta-analysis

- Aggregate the results of all three CSO evaluations using the OECD DAC criteria.
- Assess the strengths and weaknesses of the programme-based support to various types of CSOs, foundations and umbrella organisations.

6. METHODOLOGY

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

This evaluation of the selected CSOs, foundations and umbrella organisations consist of document analysis, interviews of the key informants in Helsinki, field visits to a representative sample of projects and operations by each CSO and foundation.

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 policies and strategies, guidance documents, previously conducted CSO or 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 the MFA and the CSOs is only available in Finnish.

The results, incl. the results-based management systems of the five CSOs, three foundations and two umbrella organisations from the first round of CSO evaluations are available for this evaluation. The preliminary results from the second round of CSO evaluations will be available for this evaluation as soon as they are ready. The draft reports will tentatively be ready by February 2017 and the final reports by the end March 2017.

The field visit countries will tentatively include **at least** Kenya, Mozambique, Zambia, Uganda and India. The field visit countries should include projects and operations of more than one CSO/foundation. 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. During the inception phase the evaluation team will propose the final list of field visit countries on the base of the desk study and consultations.

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 if the schedule changes.

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

EVA-11 will be responsible for the overall management of the evaluation process. EVA-11 will work closely with other units/departments of the MFA 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 on the deliverables of the consultant.

The members of the reference group will include:

- representatives from the KEO-30 and possibly some other members from the MFA or embassies.
- one representative (with a substitute) from each of the ten CSOs, foundations and umbrella organisations.

The tasks of the reference group are to:

- participate in the planning of the evaluation;
- participate in the relevant meetings (e.g. start-up meeting, meeting to discuss the evaluation plan, validation/debriefing 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 November 2016 and end in August 2017. The evaluation consists of the following phases and will produce the respective deliverables. It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by the 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 reviewer will be given to the Consultant.

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

A. Start-up

The administrative meeting regarding the administration, methodology and content of the evaluation will be held with the contracted team in November 2016. The purpose of the meeting is to go through the evaluation process, related practicalities and to build common understanding on the ToR.

Participants in the administrative meeting in Helsinki: EVA-11 and the Team Leader, the CSO-evaluation coordinators and the Home-Office coordinator of the Consultant in person. Other team members may participate.

The meeting with the reference group will be held right after the administrative meeting and its purpose is to establish a community to enable dialogue and learning together as well as to get to know the evaluation team and the CSOs/foundations/umbrella organisations. The Team Leader/evaluation team will present its understanding of the evaluation, the initial approach of the evaluation and the evaluation questions.

Participants in the meeting with the reference group in the MFA in Helsinki: 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.

Deliverable: Presentation of the approach and questions by the Consultant, Agreed minutes of the meetings by the Consultant.

B. Inception phase

The Inception phase includes a **desk analysis and preparation of the detailed evaluation plan**. It is between November 2016 and January 2017 during which the evaluation team will produce a **final inception report with a desk study** (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis, an analysis on programmes of the selected five CSOs, three foundations and two umbrella organisations. It shall also include mapping of the different parts of each programme and their different sources of funding.

The inception report consists of the evaluation desk study and evaluation plan which include the following:

- context, initial findings and conclusions of the desk study
- tentative theory of change
- elaboration of the methodology (data collection and data analysis), summarized in an evaluation matrix (incl. evaluation questions, indicators, judgement criteria, methods for data collection and analysis)
- work plan, division of work between team members
- tentative table of contents of final reports
- data gaps
- detailed implementation plan for field visits with clear division of work (participation, interview questions, lists of meetings and stakeholders etc.)

The inception report will be presented, discussed and the needed changes agreed in the inception meeting in January 2017. The inception report must be submitted to EVA-11 two weeks prior to the inception meeting.

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 three weeks before going to the field.

Participants to the inception meeting in the MFA: 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.

Deliverable: Inception report including the evaluation plan, desk study, and the minutes of the inception meeting by the Consultant

C. Implementation phase

The Implementation phase will take place in February - April 2017. 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 also be paid 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.

Therefore, 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 of both components 1 and 2 will be arranged in Helsinki in April 2017. 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 workshops in Helsinki on initial findings.

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, 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 May - August 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 them 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 to correct any misunderstandings or factual errors. The time needed for commenting is 2-3 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 **August 15, 2017**.

The final reports will be delivered in Word-format (.docx) 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), methodological note and EU Quality Assessment Grid.

A management meeting on the final results will be organised tentatively in June 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 public presentation on the results will be organised in June 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 computer with microphone and sufficient Internet connection is required.

Optional learning and training sessions with the CSOs (Sessions paid separately. They require 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 other reports in accordance with the process of decentralised evaluations (responsibility of the Unit for Civil Society) as described in the evaluation norm of the MFA. 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 group of the evaluation Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results.

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.

There will be seven CSO-Evaluation teams (one for each CSO, one for the umbrella organisations and one for foundations). One senior expert of each of the CSO-Evaluation team will be identified as a CSO-Evaluation Coordinator. One expert can be a CSO-Evaluation coordinator in different CSO- Evaluation teams. The CSO-Evaluation coordinator will be contributing the overall planning and implementation of the whole evaluation from a specific CSO's/foundation's/umbrella organisations' perspective and also responsible for coordinating, managing and authoring the specific CSO- evaluation work and reports.

The consultant will propose evaluator from the selected field visit countries to include them into the evaluation team. The role of the local experts will be explained by the Consultant.

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 650,000 Euros (VAT excluded).

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

Government Report on Development Policy: One World, Common Future - Toward Sustainable Development (2016)

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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>

Ministry for Foreign Affairs' Democracy Support Policy (2014)

<http://formin.finland.fi/public/default.aspx?contentid=311379&nodeid=15145&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>

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Other thematic policies and guidelines

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

Evaluation guidelines and manuals

Norm for the Evaluation of Development Cooperation in the Ministry for Foreign Affairs (2015) <http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08-B410EFC5B309}>

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

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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-9CB7-A54706CBF1CF}>

Support for partnership organisations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

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

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

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

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>

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<http://formin.finland.fi/public/default.aspx?contentid=153768&nodeid=49728&contentlan=2&culture=en-US>

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ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs of Finland

Unit for Civil Society

Elina Iso-Markku, Senior Officer

Matti Lahtinen (DPF desk officer until 2014)

Department for Development Policy

Gisella Blomenthal, Senior Adviser, Development Policy Health

National Institute for Health and Welfare

Timo Voipio, Director for Implementation Strategy and Partnerships (previous Senior Adviser, Social Protection at MFA)

Disability Partnership Finland

Ville Hirsikangas, Finance and Budget Advisor

Anu Karvinen, Programme Advisor

Mari Koistinen, Programme Advisor

Anja Malm, Executive Director

Disability Partnership Finland – Member Organisations

Abilis

Marjo Heinonen, Executive Director

Association for Swedish-speaking persons with intellectual disability in Finland (Förbundet de utväcklingstördas väl)

Lisbet Hemgard, Director

Laura Rahka, Communications Officer

Felm

Tytti Mantsinen, Coordinator

Finnish Bible Society

Matleena Järviö, Development Specialist,

Finnish Association of People with Physical Disabilities

Terhi Jussila, Member Relations Director

Laura Poussa, Coordinator for international affairs

Finnish Association of the Deaf

Katarina Butera, Project Manager

Johanna Karinen, Project Manager

Inkeri Lahtinen, Project Manager

Ossi Oinonen, Project Manager

Finnish Association on Intellectual and Developmental Disabilities

Sisko Rauhala, Project Coordinator

Finnish Federation of Visually Impaired

Sonja Ronkainen, Coordinator of International Affairs

Timo Kuoppala, Manager of International Affairs

Threshold

Kalle Könkkölä, Executive Director

Mina Mojtahedi, Development Cooperation Coordinator

Tuomas Tuure, Development Cooperation Coordinator

UFF

Aino Himanen, Programme Coordinator (currently Junior Professional Officer)

U-landshjälp från Folk till Folk i Finland rf (UFF)

Minja Huopalainen, Partnerships Manager

ETHIOPIA

Embassy of Finland in Ethiopia

Paula Malan, Counsellor, Senior Specialist, Education

Ministry of Labor and Social Affairs (MoLSA)

Baleher Assefa, Special Advisor to the State Minister (Social Sector), Ministry of Labor and Social Affairs

Hailu Engidaget, Zonal Head, Office of Labor and Social Affairs, Debre Birhan

Shumet Teshome, Social Welfare Coordinator, Debre Birhan

Ethiopian Center for Disability and Development

Girma Emebet, Project Coordinator

Niggusie Gidey, beneficiary, Addis Ababa University Disability Inclusion Center Coordinator

Tekalign Girma, beneficiary, Addis Ababa University Disability Inclusion Center Coordinator

Kedir Kebede, Finance and Admin Manager

Tekle Melaku, Program Director

Negussu Metassebia, Monitoring and Evaluation Specialist

Getachew Retta, Executive Director

Ethiopian National Association of the Deaf (ENAD)

Girma Woinshet, National Project Coordinator

Ayalew Amare, Sign Language Interpreter

Hamdinur Tofik, Chairman

Beneficiary Group, Member of ENAD (M =12 F=14) Members, IGA Beneficiaries

Ethiopian National Association of the Deafblind (ENADB)

Ayichew G/Hiwot, Member

Yenet Meseret, Project Coordinator

Eshetu Mulugeta, Member

Mesfin Roman, Executive Director

Kebede Seifu, Association Chair Person

Gebre Shimelis, Member

Tamiru Getie, ENAD stakeholder, Debre Birham

Dejene Paulos, ENAD stakeholder, Debre Birham

Ethiopian Women with Disabilities National Associations (EWDNA)

Daba Berhane, Executive Director

Shumet Fikirte, Project Coordinator

Getaneh Zenebech, Board Chair

Bacha Zenebech, Social Worker

Beti Yeshe, member, beneficiary

Kenenisa Addis, member, beneficiary

Hussein Kedja, member, beneficiary

Federation of Ethiopian National Associations of People with Disabilities (FENAPD)

Shitaye Astawos, Executive Director

Tesfaye Kebede, PME Officer

Bikila Nebeyou, Project Coordinator

Melese Fanos, Finance and Administrative Manager

HPD-O -in Debre Birhan

Tizazy Abebe

Senbet Wolde, Chair Person for the Board

Beneficiary Group (F = 9; M = 12) Beneficiary group member for IGA, Blind students supported by the project

International Labour Organisation

Melles Fantahun, National Program Coordinator

UNDP

Tomi Lounio, JPO, Programme Analyst on Human Rights, Governance and Peace Building

VAMPCAA

Fekadu Yoseph, Project Manager

Engidawork Birkneh, Director

Girmay Teklit Vice, beneficiary, Chair for the IGA group

Kassahun Mezgebu, beneficiary, Vice Chair for the IGA group

Belete Yohannes, beneficiary, Member for the IGA group

Malawi

Mponya Chimwemwe, Head of Grants Administration, Development Aid from People to People

NORWAY

Marter Svare, Programme Coordinator, Atlas Alliance

ANNEX 3: DOCUMENTS CONSULTED

Bergmann, K. & Makoko, J. (2013). Evaluation report of Organisational Development and Training Project (2007-2012). (Malawin kuurojen liiton järjestön kehittämis- ja koulutusprojekti).

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ANNEX 4: MFA'S PROGRAMME-BASED APPROACH

The current MFA instructions concerning the Partnership Agreement Scheme (MFA, 2013a) outline the following key goals for PBS:

- Poverty reduction
- Changing unsustainable patterns of production and consumption
- Protecting and managing the natural resources base vital for economic and social development

In addition, Human Rights Based Approach (HRBA) and Paris Declaration principles are highlighted, as well as MDGs as strategic backbones. Climate sustainability has also been a key cross-cutting objective since 2012.

Operationally, the PBS focuses on results and RBM with funding provided annually. The principles of the 2015 RBM guidelines (MFA, 2015c) are expected to be applied also in MFA's programmatic support for CSOs. This refers both to the MFA itself - management of the entire programme in the CSO Unit - and to the CSOs and their individual programmes. Although the MFA CSO Unit's own reporting has so far focused on disbursements, a process has been initiated to develop a relevant way for inclusion of the PBS results into the 2018 results reporting concept. The MFA is currently developing a concept for reporting on the results of Finland's development cooperation on the basis of the new 2016 development policy and a report on the achievement of the policy is expected in 2018, following a pilot in 2017. Towards this end, the MFA is now also investigating methods on how the results of CSOs' development cooperation could be presented in the report. While the solutions are yet to be defined, there is a strong push for stronger RBM also from this process.

The Framework of Results-Based Management at the MFA is presented in Box 3.

Box 3. Framework of Results-Based Management at the MFA

The MFA has been applying RBM-related methods in its bilateral projects already since early 1990's. The Guidelines for Project Preparation and Design from 1991 applied the results-chain method, and after Finland joined EU, the LFA approach with EU terminology was adapted in the Guidelines for Programme Design, Monitoring and Evaluation of 1996 (updated in 2000). The Manual for Bilateral Programmes from 2012 was also based on the LFA methodology, while the most recent manual (Manual for Bilateral Programmes, 2016) gives improved guidance on RBM and uses the latest results chain terminology (Impact, Outcome, Outputs), in accordance with the 2015 RBM Guidelines.

After various evaluations had indicated weaknesses in the application of RBM, MFA put more emphasis on strengthening of RBM at all levels of Finnish development cooperation, from individual projects and programmes to country programmes and MFA's aid instruments – CSO Partnership Programme included. The generic MFA guidelines for RBM were published in 2015 and they defined the RBM key principles along the following lines:

- **Ownership** – This includes basing targets on national priorities and ownership with partner country's development policies and beneficiary needs as the basis for Finland's support. Mutual ownership is emphasized.
- **Results-focus** – This refers to setting clear results targets at all levels. Specific results targets with indicators should be set at all levels of cooperation – organizational priorities, country strategies, interventions.
- **Evidence** – This means collecting credible results information. Systematic M&E with functioning data management systems should be applied for gathering credible information on results.

-
- Learning – This refers to using findings of M&E systematically for learning and improving performance as well as for accountability.
 - Results-culture – This implies promoting and supporting a mature results-oriented culture with effective leadership and capacity to learn as essential for RBM.
 - Balanced results – This means balance between short-term and long-term results. The long-term improvements in the lives of poor and vulnerable should form the base for operations, whereby there should be a clear link between short-term implementation and long-term outcomes and impacts.

Source: MFA, 2015c, 2015d and 2016b.

As well as the RBM, risk management and financial management systems, the CSOs are expected to have sufficient financial capacity and human resources to manage and operate their programmes. In terms of financial capacity, minimum of 15% of self-financing is required from the CSOs in general - and 7.5% in the particular case of disability organizations. Although sufficient staff resources are required to monitor and assess operations, evaluate results and impacts and ensure reliable financial management, the MFA has not defined the minimum requirements in this regard.

Along these lines, the key MFA eligibility criteria for the CSOs stress the consistency and complementarity with the Finnish development policy and co-operation, development education and communication activities, capacity and networks of the CSOs as well as good governance.

The MFA Eligibility criteria for CSOs under the Programme-Based Approach is presented in Box 4.

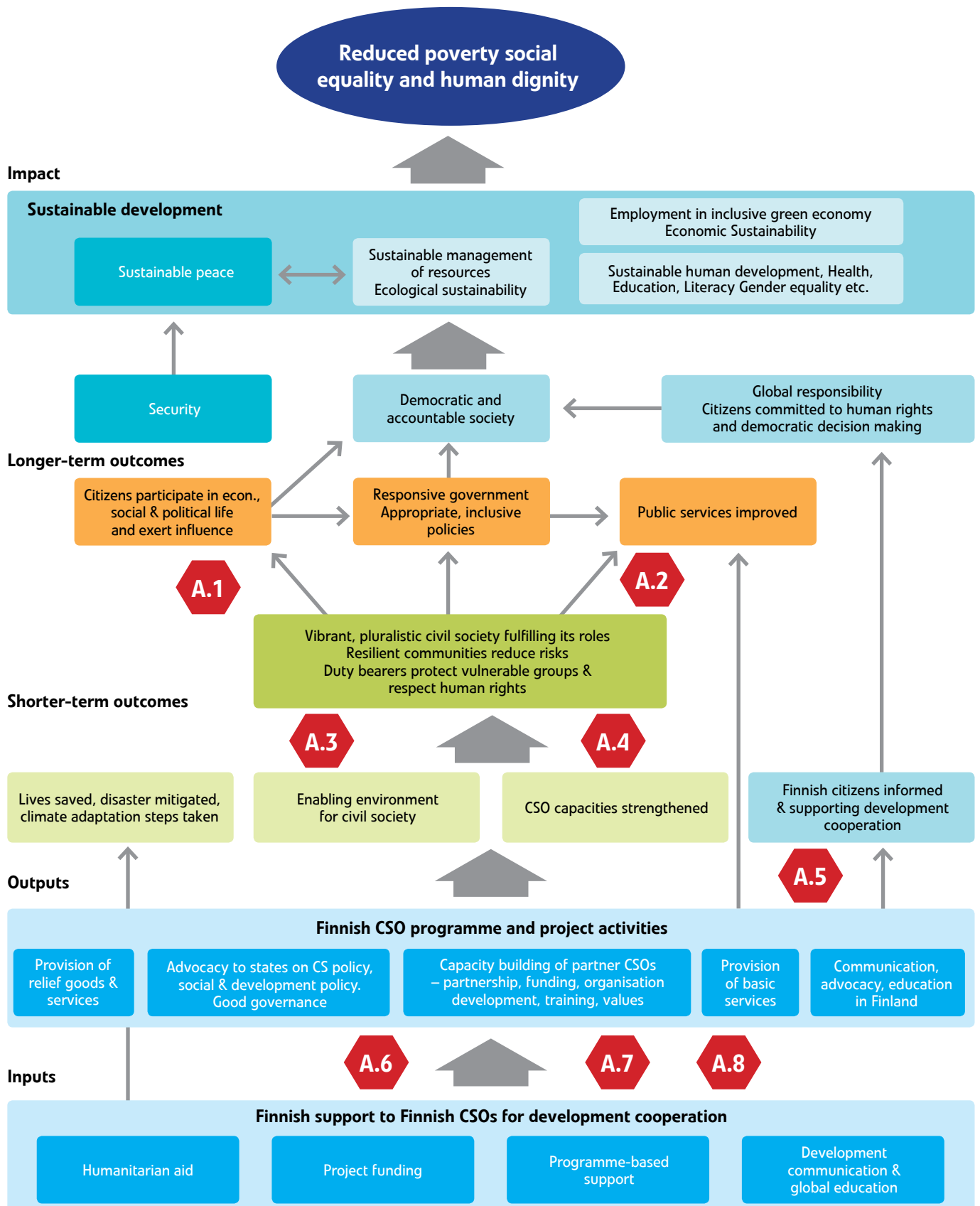
Box 4. MFA Eligibility criteria for CSOs under the Programme-Based Approach

Key MFA eligibility criteria for CSOs include the following:

- Consistency with Finland's development policy.
- Complementarity to Finland's official development cooperation.
- The CSO must have required qualifications, competence and experience, including capacity to monitor and evaluate its activities as well as results and impacts of its programme.
- The CSO must have systematic development communications and development education
- Good governance, including professional financial management.
- Extensive networks both in Finland and internationally, including reliable and competent partners.

Source: MFA, 2013a

ANNEX 5: CSO GENERIC THEORY OF CHANGE



ANNEX 6: EVALUATION MATRIX

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ1. Relevance: Has the work of the organisations been relevant to the beneficiary rights and needs, partner country contexts and the Finnish priorities?			
1.1 Has the CSO programme been in line with its own overall strategy and comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme (2010–2016)	Document review	CSO strategy documents and plans
1.2 Is its programme aligned with the rights and needs of stakeholders and beneficiaries, particularly women and girls and the marginalised?	Qualitative assessment of the extent to which the situation and needs analysis, objectives and implementation processes address relevant rights and priorities	Interviews with CSO management	Previous evaluations, reviews
1.3 Is its programme aligned with national policies and strategies in partner countries?	Qualitative assessment of the level of association with partner countries' national policies and strategies Assessment of role of MFA in supporting alignment	Interviews with CSO and various stakeholders including women and marginalised Interviews with MFA Civil Society Unit	National policy documents in partner countries
1.4 Is its programme aligned with Finnish development priorities including HRBA and the CCOs?	Correspondence with Finnish development policy priorities. The extent that a range of CSOs are supported in terms of geography, theme, target group, approach (pluralism) The extent that the support promotes active citizenship, debate and local ownership (vibrancy) The extent of alignment between the ToC of the CSO's programme and the overarching ToC	Spider web analysis	Finnish government development policy documents Gender/climate/ rights assessments

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ2. Complementarity, coordination and coherence: Has the work of the CSOs been complementary, coordinated and coherent with other interventions?			
2.1 How well has the programme been coordinated with other CSOs, donors and development partners?	Qualitative assessment of the level of exchange between CSO and partners No. of cases/examples of coordination No. of periodic coordination meetings attended Existence & performance of coordination structures Role of MFA in supporting coordination	Interviews Document review Interviews Document review	Local partner organisation, organisations they collaborate with, Finnish Embassy and relevant donor programmes Progress Reports and Minutes of meetings, Media reports / bulletins
2.2 To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multi-lateral) or for other CSOs?	No. of examples where there are synergies with other Finnish interventions No. of references to other actors' policies No. of examples of co-funding or budget alignment Assumption A8 tested	Spider web analysis	Donor reports, other CSOs Finnish embassy and MFA Previous evaluations
2.3 To which extent are CSO development co-operation interventions coherent with other MFA support or interventions such as bilateral, multilateral or budget support or trade and humanitarian policy?	Examples where coherence is strong or weak		
2.4 How well has programme-based support aligned with the strategy, work and comparative advantage of the CSO?	Qualitative comparison between programme-based support and non-programme based activities Level of adherence to MFA's PBS principles	Review of strategy and reporting documents Interviews with CSO, MFA	PBS manual/ guidance Reporting before and after introduction of PBS RBM processes and reports MFA partnership policies & guidelines Partnership meeting minutes

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ3. Efficiency: Have the available resources – financial, human and material – been used optimally for achieving results?			
3.1 How efficiently does the CSO coordinate PBS to influence effectiveness? (in terms of problem-solving, guidance, coordination, communication, monitoring and reporting to MFA)	Adherence to PBS rules (self-contribution, reporting, other agreed MFA criteria) Comparison of outputs using PBS funding with other funding channels Efficiency of how well funding is channelled to partner CSO (% of total funds reaching local CSO) Assumption A6 tested	Document review Interviews with CSO management and MFA Spider web analysis	MFA partnership documents PBS rules / procedures Budget and expenditure reports
3.2 Can the costs of the programme be justified by the achieved or likely to be achieved outputs and outcomes? Is the share of overhead costs justified in relation to the implementation costs and against accepted norms?	The CSO's instruments represent the most cost effective choice given objectives and resources Cases where similar results could have been achieved with fewer costs Comparison of overhead costs with other channels of delivery for same objective Capacity of CSO to track its own efficiency 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	Budget/output analysis Interviews with CSO and partner CSOs Email survey	Budget and results reporting in Finland and in-country In country and international unit costs and overhead norms by type of activity RBM analysis
3.3 How well are M&E systems designed and used to track results	Availability of baseline information, quality of indicators, quality reports; compliance with MFA requirements	Interviews with CSO management and MFA Document review	
3.4 To what extent have risks been identified and managed by the CSO?	Availability of risk assessment tools; Identification of major risks and possible measures taken for handling them.	Document review Interviews with CSO and partner CSOs	Audit reports, Progress Reports Past evaluations Risk management strategies
3.5 Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?	Presence of CCOs and HR aspects in budget and expenditure statements, staffing or activities	Interview Document review	Planning and reporting documents
3.6 How efficiently has the MFA managed the PBS?	Staffing levels over time Allocations v Expenditure Effectiveness of supervision procedures	Interview with MFA, especially CS Unit Document review	Previous evaluations Partnership meeting minutes

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ4. Effectiveness: What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?			
4.1 Have actual outputs and outcomes matched intended targets? Are there unintended results? If targets are not yet reached, are they likely to reach them? How well can the CSO's outputs be linked to the outcomes?	Comparison b/n planned interventions and targets, % achievement of targets Details of unintended results Assessment of linkage / attribution	Past Evaluations, Progress Reports Direct observation (using purposive or random sampling) Interviews with beneficiaries	Annual / quarterly results reports, synthesis reports, evaluations RBM analysis
4.2 To what extent has the CSO built the capacity of partner CSOs (overseas or in Finland) for delivering services or for advocacy?	Quantity and quality of delivered services by each partner across the evaluation period Quality of advocacy by partner CSOs % of funding devoted to capacity building activities Assumption A5 tested	Document review Direct observation of partner CSO Interviews with beneficiaries, opinion makers, duty bearers Press and media Email survey Spider web analysis	Capacity assessments Progress reports and evaluations Fieldwork with partner CSOs Media coverage
4.3 How well has the CSO succeeded in making a contribution towards Finnish development policy objectives, including the HRBA?	Comparison between Finnish policy priorities including HRBA and CSO reported outcomes	Document review Interviews with CSO and MFA	Policy reviews and evaluations Link between reports and CSO's theory of change
4.4 To what extent can the outputs and outcomes be attributed to PBS?	Comparison between programme and non-PBS results (before and after, with and without)	Document review CSO and partner CSO interviews Email survey	PBS agreements and minutes Progress reports Evaluations RBM analysis
4.5 Has the programme contributed to the achievement of CCOs (including gender equality, reduction of inequalities and promotion of climate sustainability)?	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. Evidence of changing attitudes to marginal groups, climate change and inequality amongst decision makers or duty bearers Assumption A7 tested	Document review Direct observation of partner CSO Interviews with marginalised / vulnerable groups	Gender reports Climate reports Human rights reports

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ5. Impact: Is there evidence of impact of the CSO programmes in partner countries or Finland?			
5.1 To what extent have the outputs and outcomes impacted communities and civil societies, rights holders and beneficiaries of the partner countries or – in the case of UOs in particular – in Finland?	<p>Evidence of wider impact based on direct or proxy indicators, contribution analysis</p> <p>Evidence of wider impact on CCOs</p> <p>Level of CSO's contribution to impact observed</p> <p>Assumption A1 tested</p>	<p>Document review</p> <p>Field interviews with ultimate stakeholder groups</p> <p>Media analysis</p>	<p>Evaluation reports</p> <p>Statistical data</p> <p>Other government or donor reports, media</p>
EQ6. Sustainability: Will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?			
6.1 Will any identified achievements of the CSO (Including for CCOs) be sustainable in terms of economic, financial, institutional, socio-cultural and environmental aspects?	<p>Extent to which results achieved persist after funding ends</p> <p>Extent (%) of complementary funding from other sources supporting results or objectives of the CSO</p> <p>Extent to which CSO guidance and implementation prioritise sustainability and handover</p> <p>Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored</p> <p>Assumption A2 tested</p>	<p>Document review</p> <p>Interviews with CSO and CSO partners, and other donors</p>	<p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p>
6.2 Is there adequate ownership by partner organisations and at community level of the programme (in Finland and abroad)?	<p>The extent that partner organisations lead or at least participate in decision processes</p> <p>The extent that beneficiary groups have participated in decisions during implementation</p> <p>The extent that partners take own initiatives to address problems; the extent that the Finnish CSO funding to partner organisations constitutes core support</p> <p>The extent that partners describe programme as theirs</p> <p>Assumption A4 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs and beneficiaries</p>	<p>CSO plans and strategies</p> <p>Meeting minutes</p> <p>Budget/funding reports</p>
6.3 Has an exit strategy been developed and if so, how well is it being implemented?	<p>Documentation of the implementation of an exit/sustainability strategy.</p> <p>Level of own fund raising</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p>

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<p>6.4 Have partners established sound operational and financial practices likely to be able to attract other external support?</p>	<p>Level of adherence to norms for CSO operational / financial sustainability (permanent staffing, financial reserves, legal status, long term plans etc.)</p> <p>Assumption A3 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p> <p>Audit reports</p>

EVALUATION

PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS III:
DISABILITY PARTNERSHIP FINLAND
2017



MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND