



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations II



Evaluation on Finland's Development Policy and Cooperation

2017/3f



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

World Vision Finland

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2017/3f

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ACRONYMS AND ABBREVIATIONS

€	Euro
ADP	Area Development Programme
CBO	Community Based Organisation
CCO	Cross-cutting objectives
CHS	Core Humanitarian Standard
CSO	Civil Society Organisation
CSO Unit	Unit for Civil Society
CVA	Citizen Voice and Action
DAC	Development Assistance Committee
EC	European Commission
ECHO	European Commission Humanitarian Aid & Civil Protection
EM	Evaluation Matrix
EQ	Evaluation Question
EVA-11	Development Evaluation Unit
FGD	Focus Group Discussion
HA	Humanitarian Assistance
HA Unit	Unit for Humanitarian Assistance and Policy
HQ	Headquarters
HRBA	Human Rights Based Approach
LEAP	Learning through Evaluation with Accountability and Planning
MDG	Millennium Development Goals
MFA	Ministry for Foreign Affairs Finland
NGO	Non-governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PBS	Programme Based Support
RBM	Results Based Management
ToC	Theory of Change

ToR	Terms of Reference
UN	United Nations
UNDG	United Nations Development Group
UNEG	United Nations Evaluation Group
UNFPA	United Nations People's Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USD	United States Dollar
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WV	World Vision
WVF	World Vision Finland
WVI	World Vision International

TIIVISTELMÄ

Suomen World Vision (SWV) vastaanottaa ohjelmatuen ja humanitaarisen avun rahoitusta Suomen valtiolta. Vuosina 2010-2016 SWV on työskennellyt kolmella maantieteellisellä alueella ja kuudessa maassa, joissa sen ohjelmatukirahoitus tuki lapsikeskeistä yhteisökehitystä. SWV saa noin puolet rahoituksestaan kummilapsitoiminnan kautta ja toinen puolikas tulee Ulkoasiainministeriöltä (UM). Vuoden 2015 kuluessa UM:n rahoitus kasvoi miljoonaan euroon humanitaariselle avulle ja 5,5 miljoonaan euroon ohjelmatuelle, mitä sittemmin vähennettiin yli 40 % vuonna 2016. SWV:n tuki on merkityksellistä yhteisöille ja hyvin linjassa Suomen ja kansainvälisen World Visionin käytäntöjen kanssa. SWV:n seuranta on auttanut kapasiteetin kehittämisessä World Visionin kansallisia toimistoja, yhteisölähtöisiä järjestöjä sekä isäntävaltioita.

SWV:n pitkäaikainen tuki aluekehitysohjelmille näyttää yleistä positiivista kehitystä lasten hyvinvoinnissa. SWV on kohdannut joitain haasteita toimissaan urbaaneissa ja humanitaarisissa toimintaympäristöissä. SWV:n osuutta muutoksen toteutumisessa on vaikeaa arvioida, koska saatavilla ei ole vertailevaa analyysiä. SWV:n yhteinen vaikuttamistyö World Visionin kansallisten toimistojen kanssa on onnistuneesti edistänyt lasten oikeuksia ja sukupuolten välistä tasa-arvoa paikallisella tasolla. Vaikutus on vähemmän selkeää kansallisella tasolla. SWV on saavuttanut huomattavaa menestystä edistäessään vammaisinklusiivisia vesi-, sanitaatio- ja hygienia-aiheisia hankkeita pakolaisasutuksissa.

Keskeiset suositukset sisältävät vammaisinklusiivisuuden lisäämisen, yksityissektorin sitoutuneisuuden arvioinnin kehittämisen, vertailevan analyysin käyttöönoton evaluoinneissa sekä yhteistyön muiden World Visionin humanitaarisessa toiminnassa ja hauraissa toimintaympäristöissä kokemusta hankkeiden toimistojen kanssa. Tehokkuutta voitaisiin parantaa siirtymällä taloudellisessa valvonnassa riskinhallinnan lähestymistapaan.

Avainsanat: Kansalaisjärjestöt, ohjelmatuki, humanitaarinen apu, Suomen World Vision, lapsikeskeinen yhteisökehitys, vammaisinklusiivisuus

REFERAT

World Vision Finland (WVF) får programbaserat stöd (PBS) och humanitärt bistånd (HA) från finländska regeringen. Åren 2010-2016 verkade WVF i tre regioner och sex länder där dess PBS användes för att stöda barncentrerad samhällsutveckling. Cirka 50 % av WVF:s intäkter baserar sig på fadderverksamhet medan andra hälften kommer från utrikesministeriet (UM). År 2015 uppgick stödet från UM till 1 miljon euro för HA och 5,5 för PBS som år 2016 dock skars ned med över 40 %. WVF:s stöd är relevant för samhällen och ligger bra i linje med finländska riktlinjer och riktlinjerna hos World Vision (WV) International. WVF:s övervakning har bidragit till att bygga upp kapaciteten hos nationella WV-kontor, samhällsbaserade organisationer och värdregeringar.

WVF:s långvariga stöd till program för att utveckla områden har generellt positivt påverkat välbefinnandet bland barn. Den har mött vissa utmaningar då den arbetat i städer och humanitära omständigheter. Det är svårt att utvärdera hur WV bidrar till förändring eftersom det fattas jämförande analyser. WVF:s gemensamma påverkansarbete tillsammans med nationella WV-kontor har framgångsrikt främjat barnets rättigheter och jämställdhet på lokal nivå. På nationell nivå är inverkan mindre påtaglig. I flyktingläger har WVF påfallande framgångsrikt främjat vatten-, avlopps- och hygienprojekt som inkluderar personer med funktionsnedsättning.

Det rekommenderas bland annat att WVF ska intensifiera arbetet med att inkludera personer med funktionsnedsättning, bättre utvärdera privata sektorns engagemang och samarbeta med WV-kontor med erfarenhet av humanitära och instabila förhållanden samt inkludera en jämförande analys i utvärderingar. Resursanvändningen kunde effektivieras med en övergång till en fokus på riskhantering i finansiella tillsynen.

Nyckelord: *organisationer i civilsamhället, programbaserat stöd, humanitärt bistånd, World Vision Finland, barncentrerad samhällsutveckling, inkludering av personer med funktionsnedsättning*

ABSTRACT

World Vision Finland (WVF) receives Programme Based (PBS) and Humanitarian Assistance (HA) funding from the Finnish Government. In 2010–2016 WVF worked in three regions and six countries where its PBS funding supported child-centred community development. WVF receives approximately 50% of its funding from child sponsorship, with the other half contributed by the Ministry for Foreign Affairs (MFA). During 2015, MFA funding amounted to € 1 million for HA and € 5.5 million for PBS, which was subsequently reduced by over 40% in 2016. WVF's support is relevant for communities and well aligned with Finland's and World Vision (WV) International's policies. WVF's monitoring has helped build capacities of WV National Offices, Community Based Organisations and host governments.

WVF's long-term support to Area Development Programmes shows overall positive changes in child well-being. WVF has faced some challenges when working in urban and humanitarian settings. WVF's contributions to change are difficult to assess due to the lack of comparative analysis. WVF's joint advocacy with WV National Offices has successfully promoted child rights and gender equality at a local level. Influence is less evident at a national level. WVF has achieved notable success with promoting disability-inclusive water, sanitation and hygiene projects in refugee settlements.

Key recommendations include scaling up disability inclusion work, improving assessments for private sector engagement, collaboration with WV Offices with experience in humanitarian and fragile settings, and introducing comparative analysis during evaluations. Efficiency could be improved by moving to a risk management approach for financial oversight.

Keywords: *Civil Society Organisations, Programme Based Support, Humanitarian Assistance, World Vision Finland, Child Centred Community Development, Disability Inclusion*

YHTEENVETO

Tausta ja metodologia

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

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

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

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

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

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

SWV perustettiin vuonna 1983 ja vuonna 1992 siitä tuli kansainväliseen World Visioniin sidoksissa oleva tukitoimisto. SWV tähtää kestäväen, positiivisen muutoksen luomiseen köyhyydessä elävien lasten, perheiden ja yhteisöjen elämissä. Vuosina 2010–2016 SWV työskenteli kolmella maantieteellisellä alueella ja kuudessa maassa, joissa sen ohjelmaturahoitus tukee lapsikeskeistä yhteisökehitystä, työskennellen yhteisöperustaisten järjestöjen kanssa Aluekehitysohjelman toteutuspaikoilla. Alkuvuonna 2016 SWV käynnisti humanitaarisen avun neljännellä toiminta-alueella - Pohjois-Irakissa. SWV saa noin puolet rahoituksestaan kummilapsitoiminnasta ja puolet UM:stä. Vuonna 2015 UM rahoitti miljoonalla eurolla humanitaarista apua ja 5,5 miljoonalla eurolla

SWV saa noin puolet rahoituksestaan kummilapsitoiminnasta ja puolet UM:stä.

kehityshankkeita, mistä UM:n budjettileikkausten jälkeen summa väheni yli 40 % 3,11 miljoonaan vuonna 2016.

Keskeiset havainnot ja päätelmät

Tarkoituksenmukaisuus (relevance)

SWV:n strategia on relevantti ja sen päätös aloittaa humanitaarinen ohjelmasuunnittelu painottaen inklusiivista vesi, sanitaatio ja hygienia -sektoria oli tarkoituksenmukainen. Huolimatta suhteellisen pienestä taloudellisesta merkityksestään World Visionin kansainvälisessä organisaatiossa, Suomen World Vision on saavuttanut mainetta osaamisessaan vammaisinklusiiossa ja yksityissektorin sitouttamisessa, mikä on antanut SWV:lle mahdollisuuden vaikuttaa politiikkaan ja käytäntöihin. SWV on ollut kansainvälisessä organisaatiossa myös sukupuolten välisen tasa-arvon vahva tukija.

Kansainvälinen World Vision - liitto tarjoaa paljon oppimis- ja yhteistyömahdollisuuksia SWV:n puuttuvien valmiusten ja tietämyksen kehittämiseksi. Tämä voimavara voi hyödyttää SWV:ia sen kohdatessa haasteita edetessään ohjelmasuunnitteluun haastavissa toimintaolosuhteissa, esimerkiksi humanitaarisissa operaatioissa ja hauraimissa valtioissa, sekä kasvattaessaan ohjelmasuunnittelua urbaaneissa puitteissa.

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

SWV:n yksityisen sektorin sitouttamisen pilottihanke Weconomy Start ei saanut suoranaisesti UM:n ohjelmaturahoitusta mutta siihen käytettyä työpanosta rahoitettiin osin UM:n ohjelmatuella ja huomioitiin tässä arvioinnissa ottaen huomioon sen mahdollisen relevanssin UM:n kehityspolitiikassa yksityissektorin kanssa tehtävälle yhteistyölle annetun painotuksen myötä.

Tuloksellisuus (effectiveness)

SWV painottaa osallistumista ohjelmatuen ja humanitaarisen avun ohjelmasuunnittelussaan ja -seurannassaan, mutta opettelee vielä kuinka sopeuttaa yhteisöperustaiset lähestymistavat humanitaarisiin konteksteihin, joissa on lyhyet rahoitusaikataulut ja dynaamiset olosuhteet. SWV on aktiivisesti valvonut edunsaajien monimuotoisuutta ja auttanut World Visionin kansallisia toimistoja noudattamaan syrjimättömiä käytäntöjä.

Tehokkuus (efficiency)

World Visionin kansalliset toimistot kokevat painetta World Visionin tukitoimistojen taholta niiden edistäessä maastrategioiden kanssa mahdollisesti ristiriidassa olevia omia asialistojaan. SWV:n yhteistyö World Visionin vertais-tukitoimistojen ja kohdemaissa toimivien World Visionin kansallisten toimistojen kanssa voi auttaa ehkäisemään näitä negatiivisia vaikutteita.

SWV on tehnyt huomattavia investointeja seurantaan ja valvontaan, mille riskit eivät välttämättä anna perustetta. Koska SWV:n on noudatettava UM:n kansalaisjärjestöihin kohdentamia standardivaatimuksia, se ei voi tukeutua World Visionin riskinarvioinnin lähestymistapaan määrittääkseen sopivaa henkilö- ja talousresurssoinnin tasoa kohdennettaessa varoja seurannalle, valvonnalle ja kapasiteetinrakentamiselle World Visionin kansallisissa toimistoissa.

Suomen World Vision on saavuttanut mainetta osaamisessaan vammaisinklusiiossa ja yksityissektorin sitouttamisessa.

SWV on tehnyt huomattavia investointeja seurantaan ja valvontaan, mille riskit eivät välttämättä anna perustetta.

UM:n rahoituksen lyhyet aikaikkunat ovat kuitenkin heikentäneet humanitaarisen avun hankkeiden linkittämistä toisiinsa.

Vaikuttavuus (impact)

Evaluoinneista ja laadullisista arvioinneista käytettävissä olleiden tietojen perusteella SWV:n toiminnalla on vaikutusta, mutta näyttö on epävarmaa jälkitarkastusten ja vertailutiedon puuttumisen vuoksi.

SWV hoiti hyvin UM:n rahoitusleikkaukset. Järjestö ei vielä ole selvillä leikkausten positiivisista ja negatiivisista vaikutuksista.

Kestävyys (sustainability) ja asioiden linkittäminen (connectedness)

SWV:n ei ole tarvinnut yhdenmukaistaa ohjelmattujen ja humanitaarisen avun rahoitusta, koska niiden toiminta-alueet ovat maantieteellisesti eri alueilla. UM:n rahoituksen lyhyet aikaikkunat ovat kuitenkin heikentäneet humanitaarisen avun hankkeiden linkittämistä toisiinsa.

Suosituks

1. SWV:n tulisi jatkaa vammaisinklusiivisten hankkeiden uusintamista ja toteutuksen laajentamista;
2. SWV:n tulisi jatkaa suurempaa tehokkuutta tai laajempia toiminta-alueita tuovien yhteistyömahdollisuuksien ja yhteenliittymien identifiointia World Visionin sisällä ja sisällyttää ne ohjelmastrategiaansa;
3. SWV:n tulisi edelleen parantaa lähestymistapaansa yksityissektori-kumppanuuksiin oppimiskokemusten kautta, kuten menestyksekkäästi toteutetun vammaisinklusiivisen myötä opittujen asioiden pohjalta;
4. SWV:n tulisi edistää tilivelvollisuuttaan oikeudenhaltijoille vahvistamalla osallistavia lähestymistapoja humanitaarisissa interventioissa;
5. Edunsaajayhteisöissä syrjimättömien käytänteiden noudattamiseen kannustamisen lisäksi SWV:n tulisi seurata ja tukea oikeudenmukaista kumppanuutta ei-kristillisten yhteisöperustaisten organisaatioiden kanssa;
6. SWV:n tulisi jatkaa sen viestintä- ja koulutusstrategioiden toteutusta kummilapsitoiminnan ja puolueettomuuden osalta ja samalla auttaa varmistamaan, että World Visionin kansalliset toimistot ja kumppanuusjärjestöt kunnioittavat World Visionin käytäntöjä ja normeja;
7. SWV:n tulisi käyttää riskinarviointiin perustuvaa lähestymistapaa auttaakseen määrittelemään riittävät taloudelliset ja henkilövoimavarat seurantaan, valvontaan ja valmiuksien kehittämiseen World Visionin kansallisissa toimistoissa ja yhdessä muiden suomalaisten kansalaisjärjestöjen kanssa vaikuttaa UM:öön, jotta se omaksuisi vastaavan lähestymistavan;
8. SWV:n tulisi koota parempaa näyttöä kontribuutiostaan muutokseen ja vaikuttamistyön tuloksista, toteuttamalla jälkiarviointeja ja vaikutustutkimusta, joihin tulisi sisältyä verokkiryhminä myös muita kuin kriisistä kärsineitä väestönosia;

-
9. SWV:n tulisi dokumentoida ja todentaa UM:n tukileikkausten vaikutukset välittääkseen vaikuttamistyön keskeisiä viestejä ja parantaakseen SWV:n valmiussuunnittelua tulevien taloudellisten iskujen vaikutusten lieventämiseksi; ja
 10. SWV:n tulisi ottaa humanitaarisissa interventioissa käyttöön tarveperustainen ohjelmalähestymistapa, sen sijaan että ne perustuvat käytävissä oleville projektimäärärahoille.

SAMMANFATTNING

Bakgrund och metod

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2005. För tillfället ges PBS åt 17 organisationer, tre stiftelser och två paraplyorganisationer. Utvecklingssamarbetet med civilsamhället styrs av finländska utvecklingspolitiska programmet och utvecklingspolitiska riktlinjer för civilsamhället. Ytterligare styr finländska politiken för humanitärt bistånd humanitära biståndet (HA) till CSO. Stöd till CSO förväntas slutligen minska fattigdom och ojämlikhet och i samband med HA rädda liv. En viktig förutsättning är att civilsamhället stärks.

År 2015 beslöt finländska utrikesministeriet (UM) att låta utvärdera CSO som får flerårigt PBS i tre omgångar fram till mitten av 2017. Denna andra utvärdering (CSO 2) inleddes i juni 2016 och omfattar sex CSO som får både PBS och HA: Fida International, Kyrkans Utlandshjälp, Finlands Röda Kors, Plan International Finland, Rädda Barnen Finland och World Vision Finland (WVF).

Målet är att utvärdera

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

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

WVF grundades år 1983 och år 1992 blev den ett ömsesidigt beroende stödkontor till World Vision (WV) International. WVF:s mål är att skapa en bestående positiv livsförändring för barn, familjer och samhällen som lider av fattigdom. Åren 2010-2016 verkade den i tre regioner och sex länder där dess PBS-finansiering utnyttjas för att stöda barncentrerad samhällsutveckling. WVF samarbetar med samhällsbaserade organisationer kring program för att utveckla områden. I början av 2016 lanserade WVF HA i dess fjärde region: norra Irak. Cirka 50 % av WVF:s intäkter baserar sig på fadderverksamhet medan andra hälften kommer från UM. År 2015 uppgick stödet från UM till 1 miljon euro för HA och 5,5 för utvecklingsprojekt som år 2016 dock skars ned med över 40 % till 3,11 miljoner euro på grund av budgetnedskärningar på UM.

Huvudsakliga resultat och slutsatser

Relevans

WVF:s strategi är relevant och dess beslut att starta humanitära program med en fokus på vatten, avlopp och hygien var träffande. Trots sitt relativt blygsamma finansiella bidrag inom WV har WVF fått ett rykte om sig att vara expert på att

Cirka 50 % av WVF:s intäkter baserar sig på fadderverksamhet medan andra hälften kommer från UM.

WVF har fått ett rykte om sig att vara expert på att inkludera personer med funktionsnedsättning och engagera privata sektorn.

inkludera personer med funktionsnedsättning och engagera privata sektorn, vilket inneburit att WVF kunnat påverka riktlinjer och praxis. WVF har varit en stark förespråkare för jämställdhet inom WV.

WV-federationen erbjuder många möjligheter till inläring och samarbete för att råda bot på luckor i kapaciteten och kunskaperna hos WVF. Denna resurs kan hjälpa WVF att möta utmaningar då den startar program i utmanande verksamhetsmiljöer, till exempel i humanitära insatser och instabila länder, och utvidgar sina program i städer.

Komplementaritet, samordning och samstämmighet

WVF:s pilotprogram Weconomy Start för att engagera privata sektorn fick inte direkt PBS från UM, men arbetstider för berörd personal har finanserats av PBS och program inkluderades ändå i denna utvärdering med tanke på dess potentiella relevans för fokuset på samarbete med privata sektorn i utvecklingspolitiken på ministeriet. WVF har slutfört första fasen, uppnått vissa framgångar och samtidigt fått värdefulla lärdomar

Effektivitet

WVF betonar medverkan i sina PBS- och HA-program och sin övervakning men lär sig fortfarande att anpassa samhällsbaserade tillvägagångssätt till humanitära kontexter med kortvarig finansiering och dynamiska omständigheter. WVF har aktivt sett till mångsidigheten bland förmånstagare och hjälpt nationella WV-kontor att iaktta diskrimineringsriktlinjer.

Resursanvändning

WV-stödkontor utövar påtryckning på nationella WV-kontor då de främjar sina prioriteringar som kanske inte är förenliga med landstrategier. WVF:s samarbete med andra WV-stödkontor och deras starka relation till nationella WV-kontor i de länder där de verkar kan minska denna negativa inverkan.

Det har satsats mycket på övervakning och tillsyn på WVF, vilket inte nödvändigtvis är motiverat med tanke på riskerna. Eftersom WVF måste följa de standardkrav som UM ställer på CSO kan den inte tillämpa WV:s riksbedömningsmetod för att bestämma lämpliga nivåer på finansiella och mänskliga resurser som ska anslås övervakning, tillsyn och kapacitetsuppbyggnad på nationella WV-kontor.

Inverkan

Utvärderingar och kvalitetsbedömningar pekar på att WVF har en inverkan men något slutligt kan inte slås fast på grund av en brist på efterhands- och kontrafaktiska uppgifter.

UM:s finansieringsnedskärningar hanterades väl av WVF. Den har ännu inte en fullständig bild av positiva och negativa inverkan av nedskärningarna.

Hållbarhet och samband

WVF har inte varit tvungen att justera PBS och HA eftersom de utnyttjas inom skilda geografiska områden. UM-finansieringens kortvarighet har dock försämrat sambandet för HA-projekt.

Det har satsats mycket på övervakning och tillsyn på WVF, vilket inte nödvändigtvis är motiverat med tanke på riskerna.

UM-finansieringens kortvarighet har dock försämrat sambandet för HA-projekt.

Rekommendationer

1. WVF ska fortsätta att verka för att upprepa och intensifiera sina projekt som inkluderar personer med funktionsnedsättning.
2. WVF ska fortsätta att identifiera samarbete och koalitioner inom WV vilka ökar dess effektivitet och tillämpningsområde och beakta dessa i sin programstrategi.
3. WVF ska ytterligare förbättra sina partnerskap med privata sektorn på basis av de lärdomar den fått och relevant inlärning från sina framgångsrika erfarenheter av att inkludera personer med funktionsnedsättning.
4. WVF ska verka för att förbättra redovisningsskyldigheten gentemot rättsinnehavare genom att stärka metoder som bygger på medverkan i samband med humanitära insatser.
5. I tillägg till att verka för att samhällen som är förmånstagare inte diskriminerar ska WVF övervaka och stöda rättvisa partnerskap med samhällsbaserade organisationer som inte är kristna.
6. WVF ska fortsätta att genomföra sin kommunikations- och utbildningsstrategi för fadderverksamhet och opartiskhet och samtidigt se till att nationella WV-kontor och partners respekterar riktlinjerna och normerna hos WV.
7. WVF ska tillämpa en riskbedömningsmetod för att bestämma lämpliga nivån på finansiella och mänskliga resurser som ska anslås övervakning, tillsyn och kapacitetsuppbyggnad på nationella WV-kontor och med andra finländska CSO försöka påverka UM att införa en likadan metod.
8. WVF ska samla in bättre bevis på dess bidrag till förändring och inverkan av dess påverkansarbete genom att göra efterhandsutvärderingar och studier av inverkan vilka omfattar kontrollgrupper utanför program för att utveckla områden.
9. WVF ska registrera och dokumentera inverkan av nedskärningarna på UM för att informera och påverka samt förbättra WVF:s beredskapsplaner för att lindra följderna av framtida finansiella chocker.
10. WVF ska ta i bruk ett programbaserat tillvägagångssätt för humanitära insatser baserat på behov i stället för främst på tillgången till projektfinansiering.

SUMMARY

Background and methodology

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

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

This evaluation aims to assess:

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

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

WVF was established in 1983 and in 1992 became an interdependent Support Office of World Vision (WV) International. WVF aims to create a lasting, positive change in the lives of children, families and communities living in poverty. During 2010-2016 WVF worked in three regions and six countries, where its PBS funding supports child-centred community development, working with Community Based Organisations (CBO) in Area Development Programme (ADP) sites. In early 2016 WVF launched HA in its fourth region - northern Iraq. WVF receives approximately 50% of its funding from child sponsorship, with the other half from the MFA. During 2015, MFA funding amounted to € 1 million for HA and €5.5 million for development projects, which was subsequently reduced due to MFA's budget cuts by over 40% to € 3.11 million in 2016.

WVF receives approximately 50% of its funding from child sponsorship, with the other half from the MFA.

WVF has gained a reputation for expertise in disability inclusion and private sector engagement.

Investments in monitoring and oversight are not necessarily justified by the risks.

Main findings and conclusions

Relevance

WVF's strategy is relevant and its decision to initiate humanitarian programming with a focus on inclusive Water, Sanitation and Hygiene (WASH) was appropriate. Despite its relatively small financial contribution within WVI, WVF has gained a reputation for expertise in disability inclusion and private sector engagement, which has positioned WVF to be able to influence policies and practices. WVF has been a strong supporter of gender equity within WV.

The WV federation offers many learning and collaboration opportunities to help address gaps in WVF's capacities and knowledge. This resource can be useful in helping WVF to meet challenges as it moves into programming in challenging operating environments, such as humanitarian operations and fragile states, and increase programming in urban settings.

Complementarity, coordination and coherence

WVF's pilot Weconomy Start private sector engagement programme did not directly receive MFA's PBS funding, but some of the work inputs for it were funded by MFA's PBS and it was considered in this evaluation, given its potential relevance to the emphasis on cooperation with the private sector in MFA's Development Policy. WVF has completed the first phase and had some successes while learning valuable lessons.

Effectiveness

WVF emphasises participation in its PBS and HA programme design and monitoring but is still learning how to adapt community-based approaches to humanitarian contexts with short funding timelines and dynamic contexts. WVF has been actively monitoring the diversity of beneficiaries and helping WV National Offices to comply with non-discrimination policies.

Efficiency

WV National Offices are subjected to pressures from WV Support Offices pushing their own agendas that may be inconsistent with country strategies. WVF's collaborations with peer WV Support Offices and their robust relationships with WV National Offices in countries where they are working can help mitigate these negative influences.

There are substantial investments in WVF's monitoring and oversight approach, which are not necessarily justified by the risks. Because WVF needs to comply with standard MFA requirements for CSOs, it cannot apply WV's risk assessment approach to help determine the appropriate level of financial and human resources that should be allocated to monitoring, oversight and capacity building for WV National Offices.

Impact

Available evidence from evaluations and qualitative assessments suggest that WVF is having an impact, but it is inconclusive due to lack of ex-post and counterfactual data.

MFA funding cuts were well managed by WVF. Impacts, both positive and negative, of the cuts are not yet fully understood by WVF.

Sustainability and Connectedness

WVF has not needed to align PBS and HA funding since the operating areas are geographically separate. However, the short timeframe of MFA funding has undermined connectedness of HA projects.

Recommendations

1. WVF should continue to promote replication and scaling-up of their disability inclusion projects;
2. WVF should continue to identify collaborations and coalitions within WV that enhance its effectiveness and coverage, and factor these into its Programme Strategy;
3. WVF should further improve its approach to private sector partnership based on lessons learned and relevant learning from its successful experience with disability inclusion;
4. WVF should promote improved accountability to rights holders through strengthening participatory approaches in humanitarian interventions;
5. In addition to promoting compliance of non-discrimination amongst beneficiary communities, WVF should monitor and support equitable partnering with non-Christian CBOs;
6. WVF should continue to implement its communication and education strategy regarding child sponsorship and impartiality while helping to ensure that WV National Offices and partners respect WV's policies and norms;
7. WVF should use a risk assessment approach to help determine the appropriate level of financial and human resources that should be allocated to monitoring, oversight and capacity building for WV National Offices and with other Finnish CSOs to advocate MFA to adopt a similar approach;
8. WVF should gather better evidence for its contribution to change and impact of advocacy, by carrying out ex-post evaluations and impact research that include control groups outside ADPs;
9. WVF should capture and document the impact of MFA funding cuts to inform key advocacy messages and improve WVF's contingency planning to mitigate the effects of future financial shocks; and
10. WVF should adopt a programme approach for humanitarian interventions that is needs-based rather than primarily based on availability of project funds.

The short timeframe of MFA's humanitarian funding has undermined connectedness.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The recommendations below take account of the fact that WVF is part of a very large international federation whose operating model is to work through National Offices that receive funding from several different WV Support Offices. It is understood that the extent to which WVF has direct control for follow-up on recommendations will vary and, where collaboration with other WV partners is required for follow, this will need to be spelled out in their management response.

Findings	Conclusions	Recommendations
Strategic Focus and Positioning		
<p>Despite its relatively small financial contribution compared to other WVI members, WVF's influence has been amplified by a combination of its focus on selected thematic areas, its strong relationships with partner WV National Offices, its constructive approach to monitoring and its reputation as a "team player" within WVI.</p> <p>Disability inclusive approaches by WVF are seen positively both within WV and externally.</p>	<p>WVF's strategy is relevant and WVF's decision to initiate humanitarian programming with a focus on inclusive WASH was appropriate. WVF's experience in disability inclusion, gender equity and private sector engagement has positioned them within WVI to be able to influence policies and practice.</p>	<p>(1) WVF should continue to promote replication and scale-up of its disability inclusion projects.</p>
Coverage and Value Added for Implementation		
<p>Selection of ADPs based on vulnerability mapping is appropriate, although ADP geographical coverage is relatively limited within the country.</p> <p>Many of the MFA's priority countries feature fragile operating contexts. Both urban and fragile contexts pose challenges to the ADP operating model.</p> <p>WVF's experience in joint programming with peer WV Support Offices has been positive.</p>	<p>The WVI federation offers collaborative opportunities to help address gaps in WVF's capacities and knowledge. This resource can be useful in helping WVF to meet the challenges it faces as it undertakes more programming in challenging operating environments such as humanitarian operations and fragile states, and in complex operations in urban settings.</p>	<p>(2) WVF should continue to identify collaborations and coalitions that enhance its effectiveness and coverage, and factor these into its Programme Strategy.</p>

Findings	Conclusions	Recommendations
Private Sector Partnerships		
WVF has completed the first phase of Weconomy and had some successes while learning valuable lessons. WVF has been proactive regarding development of private sector partnerships and is perceived as a leader amongst European WV Support Offices in engaging with the private sector. Results have been mixed, which is usual with innovations.	WVF's pilot Weconomy Start private sector engagement programme did not directly receive MFA's PBS funding, but some of the work inputs for it were funded by MFA's PBS and it was considered in this evaluation, given its potential relevance to the emphasis on cooperation with the private sector in MFA's Development Policy and its likely future role in WVF's PBS. The main lesson learned to date has been that a better quality assessment is needed when matching private sector partners with national-level partners.	(3) WVF should further improve its approach to private sector partnership based on lessons learned from experiences to date and relevant learning from its successful experience with disability inclusion.
Accountability to Right Holders		
WVF monitoring is professional and supports positive change, including opportunities to strengthen WV National Office compliance with relevant policies and codes of conduct such as accountability to right holders. Misunderstandings remain about community roles and responsibilities especially during project phase out and handover, which can be partly attributed to the dynamic nature of the contexts.	WVF emphasises participation in its PBS and HA programme design and monitoring. There is a systematic participatory hand-over process as part of an exit strategy for ADPs. However, WVF is learning how to adapt community-based approaches to humanitarian contexts, with short funding timelines and dynamic contexts.	(4) WVF should promote improved accountability to right holders through strengthening participatory approaches in humanitarian interventions.
Equitable Access by Partners to MFA Funding		
Faith-based organisations face specific challenges in inter-ethnic communities, such as in Busia in eastern Uganda where WVF is working in mixed Christian and Muslim communities.	WVF has been actively monitoring the diversity of beneficiaries and helping WV National Offices to comply with non-discrimination policies. However, there appears to be no monitoring of access by non-Christian CBOs to WVF funding.	(5) In addition to promoting compliance of non-discrimination amongst beneficiary communities, WVF should monitor and support equitable partnering with non-Christian CBOs.
Contribution to WVI Objectives		
Although WV National Offices have multi-year strategies, WV Support Offices are subjected to pressures from different back donors which can lead to inconsistent implementation of country strategies. The recent roll-out of WVI's LEAP 3 approach aims to promote more strategic approaches but the child sponsorship business model can limit the influence that WV National Offices have over WV Support Offices.	WV National Offices are subjected to pressures from WV Support Offices pushing their own agendas that may not be consistent with country strategies. WVF's collaboration with peer WV Support Offices along with their robust relationships with WV National Offices in countries where they are working can help mitigate these negative influences.	(6) WVF should continue to implement their communication and education strategy regarding child sponsorship and impartiality, while helping to ensure that WV National Offices and partners respect WV's policies and norms.

Findings	Conclusions	Recommendations
Risk Management		
WVF is viewed within WVI as being one of the WV Support Offices that make the most frequent monitoring visits and commission the most audits. WV National Offices see frequent monitoring as adding value as it helps in improving the quality of interventions while also building staff and institutional capacities. However, financial oversight is seen to be transaction-heavy and not necessarily value-added.	There are substantial investments in a one-size-fits all monitoring and oversight approach, which is not necessarily justified by the risks. Although WVI uses risk management approaches internally, WVF needs to comply with standard MFA requirements for CSOs.	(7) WVF should use a risk assessment approach to help determine the appropriate level of financial and human resources that should be allocated to monitoring, oversight and capacity building for WV National Offices and advocate with other Finnish CSOs with MFA to adopt a similar approach for mutual benefit.
Understanding WVF's Contribution to Impact		
The long-term approach of ADPs with evaluations at five year intervals using a standardised set of child well-being outcome indicators demonstrates change. WVF's contribution is difficult to assess due to lack of comparators and, in some WV National Offices, focus on outputs.	Available evidence from evaluations and qualitative assessments suggest that WVF is having an impact but it is inconclusive due to a unique focus on ADPs together with a lack of ex-post and counterfactual data. This is partly due to LEAP systems and lack of resources.	(8) WVF should gather better evidence for WVF's contribution to change and impact of advocacy by carrying out ex-post evaluations and impact research that includes control groups outside ADPs. To reduce costs and promote learning these should be done in collaboration with like-minded peer WV Support Offices.
Impact of MFA's Funding Cuts		
WVF's communications and planning for funding reductions were perceived at country level and by WV peers to be well-managed. The suddenness of the decision nevertheless resulted in negative impacts on sustainability, since ADPs were phased out several years earlier than planned and also caused tensions within WVF due to staff cuts.	MFA funding cuts were well managed by WVF despite the lack of warning. The impacts of the cuts, both positive and negative, are not yet fully understood by WVF or the affected WV National Offices.	(9) WVF should capture and document the impact of MFA funding cuts, in order to inform key advocacy messages and improve WVF's contingency planning to mitigate the effects of future financial shocks.
Connectedness of MFA's HA Project Funding		
WVF's ADP areas do not overlap with settlements and camps for displaced populations where they are implementing HA projects. The main challenge for WVF is the short timeframe of the HA funding that, for example, makes it difficult to have meaningful participatory approaches.	WVF has not needed to align PBS and HA funding since the operating areas are geographically separate. However, the short timeframe of MFA funding has undermined connectedness of its HA project.	(10) WVF should adopt a programme approach for humanitarian interventions that is needs-based, rather than primarily based on availability of project funds.

1 INTRODUCTION

Background to this Evaluation

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


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

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

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

These organisations are:

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



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

This evaluation process ran from June 2016 until March 2017. All the major aspects of CSO performance have been reviewed, based on programme documentation produced, in-depth interviews with key stakeholders in Finland and abroad, and visits to nine countries in which HA and development interventions are implemented.

This report is one of the six CSO specific reports and covers the PSB and HA of WVF.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

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

The evaluation team has considered:

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

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

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

The MFA and other stakeholders may use the evaluation findings to make decisions on the setting of priorities, the choice of modalities, or the management or the funding of the CSO operations. Specific CSO recommendations are contained in the six CSO-specific reports. The synthesis part of the evaluation has formulated recommendations which are mainly intended for implementation by the MFA.

2.2 Methodology

2.2.1 Analytical Process

The evaluation team combined three components: the Management Team (led by the Evaluation Team Leader), the Sub-Teams (which are dedicated to each specific CSO) and Quality Assurance. The Team Leader was responsible for the overall planning, management and coordination of the evaluation, and completing the Synthesis analysis and reporting. There were Sub-Teams covering six CSOs, with a degree of cross-participation to ensure coherence and appropriate coverage in terms of expertise.

The evaluation design includes five analytical pillars, which can be described in the following way:

1. A Theory of Change (ToC), which describes the intervention logic of the six CSOs, within the broad policy frameworks established by the MFA;
2. The Evaluation Matrix (EM), which tests specific aspects within the ToC, more particularly the assumptions, drawn from the evaluation questions spelled out in the ToR;
3. A background description, comparing positioning of the CSOs within Finnish cooperation, amongst themselves, and within networks and alliances, which they have formed internationally;
4. Document analysis, interviews and field based observation of projects. As stated in ToR (MFA 2016b, p.14), the purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. The interviews encompass all stakeholders, and are generally in-depth; and
5. The analysis of findings based on the primary and secondary data to CSO-specific conclusions and recommendations, and to the overall synthesis and implications for the MFA. This process included validation meetings to discuss the findings and preliminary conclusions at the country level with the CSOs (and Embassies) as well as with the CSOs and the MFA, and with a broader Reference Group in Helsinki.

The first two, ToC and EM are described in detail in 2.2.2 and 2.2.3, and the other three pillars are discussed in Chapter 2.3.

2.2.2 Theory of Change

Theories of change (ToCs) are used to ensure a common understanding about the potential attribution between overall goals, intermediary effects, and specific activities, and to map the ways in which such activities assume certain

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

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

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

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

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

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

Assumptions

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

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

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

2.2.3 Evaluation Matrix

The ToC provides a framework for the evaluation. The reports have reconstructed individual ToCs for all of the six partner organisations, based on each organisation's results chain, supplemented with a close reading of programme documentation. The findings established for each programme were assessed in relation to the logic of their organisation. This is complemented by the EM. The core of the matrix is that the Evaluation Sub-Questions are framed to probe the achievement of the overall assumptions in the ToC as described above.

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

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

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

2.3 Collection and Analysis of Evidence

The evaluation methodology relied upon a mixed methods approach, including meta-analysis of the secondary data, and the collection and analysis of the primary data gained during the key informant interviews in person in Helsinki and in the visited countries or by phone/Skype. Thus, primary data was used in three ways: 1) to capture novel information on the outcomes and impacts of the visited projects and programmes be it positive or negative, intended or unintended; 2) to confirm or invalidate the broader reporting (secondary data) carried out for these visited countries; and 3) to facilitate a better understanding of the secondary data collected through document analysis.

The evaluation team ensured the validity and generalisation of the evaluation findings in relation to the EM (see Annex 4) questions by triangulating the secondary data gained through e.g. the earlier evaluations with the primary information through the in-depth interviews and first-hand experience during the country visits. In addition, Sub-Team members participating more than in one Sub-Team provided useful cross-reference between the CSOs and the reports. Interpretation of the data was cross-checked by different members of the evaluation sub-teams to eliminate bias. The evaluation matrix questions were adjusted according to the specific CSO being evaluated, in addition to some key overall themes and were used to facilitate the collection, organisation and analysis of the data.

Sampling and country visits in general

The ToR states that “The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis” (MFA, 2016b p. 14). Country selection for carrying out the primary data collection was through a two-step selection process, agreed in the Inception Phase:

- As a first step the evaluation Sub-Teams created a shortlist based on selection criteria agreed with the MFA, including the volume and availability of information. Due consideration was also given to parallel evaluations, which have been conducted by the CSOs in order to not burden particular country offices or create overlap. Logistics and security considerations played a role, as well as a preference for countries where more than one CSO is present, to maximise data collection. For HA the criteria applied were: focus on core humanitarian operations (L3, L2-level crises); and crisis caused by conflicts and natural disasters, combination of slow and sudden onset crises. The criteria applied for development projects were a balance of sectors and/or themes (variety), and the presence of representative projects for the CSO; and
- In a second step the sampling for each CSO was checked for global balance, and some country visits were pooled. There was also a checking of the overall sample to ensure that there was no geographic imbalance. This process was finalised in consultation with all stakeholders at the end of Inception Phase.

The in-country level sampling was based on consultations with the CSOs, with due consideration to the following three sets of parameters: 1) the programmes or projects selected were broadly representative of the CSO's activities in the given country; 2) the selection of activities visited related to the global sampling for that CSO, in a way that fills any gaps left in other visits (for example focusing on PBS or on HA when this has not been done fully elsewhere); and 3) the CSO's own operations and partnerships were taken into account to maximise access to primary information, minimise unnecessary travel risk and time lost for the team, and minimise the burden of the evaluation on the CSO's country team.

WVF specific sampling of projects and countries

Since one of the main selection criteria for countries to be visited was that there should be both PBS and HA, Uganda and Kenya were the only viable choices for WVF. In Iraq WVF's humanitarian project had started in mid-2016. To provide a perspective from another region, Sri Lanka was selected for a focused desk review.

To gain a perspective on MFA-supported HA projects, visits were made to Kakuma refugee camp in Kenya and to Adjumani refugee settlement in Uganda. For PBS projects, the team visited a rural ADP in Kirewa sub-county and an urban ADP in Busia municipality in Uganda. In Kenya, visits were made to two rural ADPs supported by WVF with PBS funding in Meibeki Valley and another ADP supported by WV Canada, for the purpose of comparative analysis. Staff members from WVI and peer WV National Offices were interviewed for a peer comparison. These were WV Austria, as an example of a WV Support Office comparable in size to WVF; and WV Australia, as one of the larger WV Support Offices which has experience of joint programming with WVF. For the desk review, the team developed a summary of WVF evaluations that provided both an external perspective and a synthesis of outputs and outcomes based on the evaluation questions.

Evaluation methods and tools

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

1. Document review

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

2. Interviews and Focus Group Discussions (FGD)

Semi-structured informant interviews based on the questions set in the EM were used as a source of primary data. In addition to some key overall themes,

WVF Sub-Team prepared a set of interview questions based on the matrix. Interviews were conducted in Finland with Finnish Government representatives and with staff of WVF. Prior to the field mission there were consultations concerning the selection of countries and the projects or programmes to be visited. The list of people to be met and interviewed during the country visits was agreed by the Sub-Team and WVF. This was presented in a Briefing Note shared with the MFA and the WVF prior the field mission.

During the country visits, interviews and FGDs were organised with key-respondents representing target groups, staff of WV National Offices, UNHCR, peer NGOs and Community Based Organisations (CBO), and government officials at the local, regional and national level. Management and implementing staff of WV National Offices were interviewed. FGDs were disaggregated into different groups; children, women, refugees, host communities, community leaders and disabled groups in refugee settlements and host communities. Interviews were carried out in accordance with 2008 Ethical Guidelines for Evaluation of the United Nations Evaluation Group (UNEG), notably to ensure that key informants understood that their participation was voluntary and that confidentiality would be respected. WV National Office staff helped to ensure that key informants knew they were in a safe space by introducing team members and invited them to freely express their views and concerns.

In the end of the field missions, meetings were organised to discuss preliminary findings and obtain additional information. In Kenya, interviews were organized with the staff of the Finnish Embassies. In addition, key informants from WVI, WV Australia and WV Austria were interviewed. Some additional interviews with key informants, who were not available in the country or regional offices at the time of the field visits, were conducted by Skype. The list of key informants interviewed in the evaluation process is provided in Annex 2.

3. Debriefing and Validation Meetings

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

4. Analysis of findings

The analysis of findings was carried out in different steps and by combining cross-checking and triangulation of findings from different sources, and through consultation within the evaluation team and the sub-teams. The following analytical instruments and methods were followed:

- Portfolio analysis: analysis of basic financial and narrative information on the entire WVF’s project portfolio in the evaluation period. This analysis also looked at the insertion of the WVF’s portfolio and support in the international network;
- ToC analysis: based on the CSO2 initial global ToC developed during the inception stage of this evaluation, the ToC of WVF and its international network was analysed. This analysis led to a reconstruction of a ToC that the evaluators considered representative for the “de facto” ToC of WVF;
- Descriptive analysis of the CSO’s positioning: a tool was developed to be able to arrive at a quick descriptive assessment of WVF in the CSO2 evaluation. Organisations were described through six dimensions: 1) advocacy work; 2) attention to WVF’s capacity development in organisation; 3) intensity of engagement in international networks; 4) engagement with Finnish civil society; 5) geographic and thematic focus; and 6) linkages between humanitarian assistance and development cooperation. Both WVF’s staff and the evaluators conducted this descriptive analysis. The possible differences in descriptions were subject to further discussion with WVF during the debriefing and validation meeting, and to further analysis of some aspects based on additionally provided documents; and
- Adequate amounts of time were allocated (November to January) to triangulate and validate the results and assessments of the document analysis, the country visits, and to consult key stakeholders about the findings, moving from the specific (in-country debriefings) to the general (CSO-level debriefings and feedback on reports). The draft and final reports were developed in Sub-Teams of three consultants. Teamwork and peer review within the team enabled a balanced analysis and final assessment that is presented in this evaluation report. The WVF-specific studies however found the quantity of information and diversity of situations a severe challenge to overcome, for the evaluative analysis.

2.4 Limitations

2.4.1 Evaluation

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

- Difficulty in accessing some of the countries, due to security constraints or difficulties in obtaining visas;
- The lack of reliable and comparable financial information on the budgets and expenditures of the CSOs inhibited concluding on quantitative efficiency analysis. In qualitative terms such analyses were done by identifying synergies or cases where the same effects could be achieved with fewer resources. However, because the available data on different CSOs (in Finland, within the network, at country or regional levels) cannot be compared, the analysis remains based on case-specific evidence; and

- There was generally an absence of impact level evidence within the programmes, which weakened the analysis.

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

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

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

2.4.2 WVF specific limitations

Since WVF's HA projects were limited to Uganda and Kenya prior to 2016, this meant that the evaluation team was only able to visit one region, which did not allow the team to gain in-depth understanding of WVF's interventions in the Asia or Latin American regions. The focus on two countries was mitigated through a combination of desk research, prioritising evaluations whenever possible, and including questions during key informant interviews to understand the extent to which preliminary findings were relevant outside countries visited.

Although WVI's standardised data collection systems should allow impact measurement in ADPs supported with MFA PBS funding, in practice intended and unintended impacts are difficult to demonstrate due to the lack of control groups and/or ex-post evaluations that could enable an objective assessment of WVF's contributions to change.

3 CONTEXT ANALYSIS

3.1 Finland's Policy for Support to Civil Society Organisations

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

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

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

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

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

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

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

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

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

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

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

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

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The MFA in its policies and guidelines does not explicitly address the presence and influence of large international networks.

World Vision International is one of the largest NGO federations in the world.

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

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

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

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

3.2 Description of CSO

3.2.1 General

World Vision International

WVI is part of the World Vision federation, which was founded in 1950, working on development and HA with approximately half of their funding being generated by child sponsorship. World Vision is a federal partnership of national entities which, overseen by a Board of Directors. It is one of the largest NGOs in the world, with a reported annual income in 2015 of USD 2.73 billion that was used to benefit 41 million children in 99 countries around the world (WVI, 2016c).

World Vision Partnership operates as a federation of interdependent national offices governed by the same agreement but with three different levels of central control:

1. National Offices which are under central control by WVI and are registered in the host country as a branch of the main organization;

2. Intermediate Stage National Offices with a separate board of directors; and
3. Interdependent National Registered Offices which are autonomous in internal decision but are expected to coordinate with WVI, and are bound by World Vision's *Covenant of Partnership*.

The president of WVI has a seat on all WV National Offices that have their own national boards. WVI maintains partnership offices in Geneva, Bangkok, Nairobi, Cyprus, Los Angeles and Costa Rica which coordinate operations of the organization and represent World Vision in international fora.

WVI is an active participant in global policy and advocacy initiatives, particularly those related directly to their mission. It is an executive member of the Global Partnership to End Violence against Children and is committed to the UN Secretary General's Global Strategy for Women's and Children's Health. Some 18-22% of WVI's total global budget is allocated to relief and recovery operations. In common with other child-focused CSOs, WVI has a "Child-Focused Disaster Management" approach, which is appropriate given that UNICEF has estimated that children comprise 50 to 60% of people affected by disasters. WVI is the World Food Programme's largest global partner and is also active in several humanitarian coalitions, including the Steering Committee for Humanitarian Response, where WVI is one of the two child-focused members of this influential coalition (together with Save the Children International).

WVI uses an approach called "Learning through Evaluation and Planning" (LEAP) for programme-level design, monitoring and evaluation, which is applied to all three pillars of global programmes: to 1) Transformational Development; 2) Humanitarian & Emergency Affairs; and 3) Policy and Advocacy. LEAP is defined as

1. **Learning:** Change in thinking and action through reflection on sound information about present and past experience;
2. **Evaluation:** Systematically and objectively assessing the relevance, performance and success, or lack thereof, of ongoing and completed programmes and projects. This is done by comparing available data, monitoring implementation and conducting planned periodic evaluations;
3. **Accountability:** Demonstrating responsibility to provide evidence to all partners that a programme or project has been carried out according to the agreed design; and
4. **Planning:** Identifying and scheduling adequate resources for activities that logically lead to outputs, outcomes and goals; working with management to link programme and project plans to national and regional strategies.

Presently WVI is in the process of transitioning to a third version of the LEAP model (Peligrino, 2014). However, the LEAP 2 has guided design, monitoring and evaluation of WVI operations throughout the scoping period of this evaluation (2010-2016).

18–22% of WVI's total global budget is allocated to relief and recovery operations.

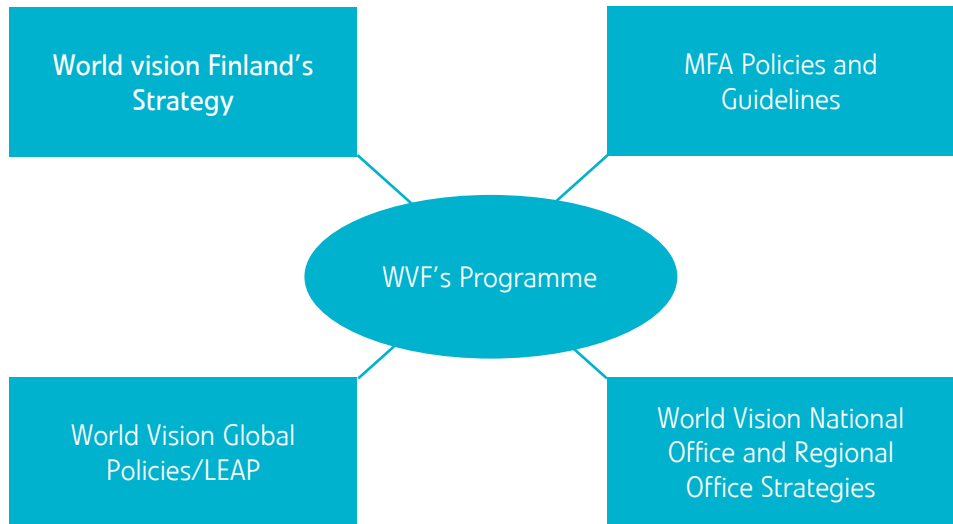
WVF is one of the WV's smallest Support Offices and is the only Nordic member.

World Vision Finland

World Vision Finland (WVF) is a Christian humanitarian organization founded in 1983. In 1992 WVF became an interdependent WV Support Office. WVF is working to create a lasting, positive change in the lives of children, families and communities living in poverty. The strategic objective of the organization is to gain financial support from 600 000 Finnish people to sustainably improve the lives of 380 000 children in developing countries as well as their families and communities (WVF, 2012).

WVF grew rapidly since 2002, from seven employees in 2002 to 37 in 2012 (WVI, 2012). Prior to the MFA funding cuts, WVF had 40 staff, but this has since been reduced to 22. WVF is structured so that different teams focus on fund raising, projects and HA and administration along with communication, private sector partnership, and information and communications technology. Policies, strategies and guidelines influencing WVF's development and humanitarian work are illustrated in the Figure 1 below.

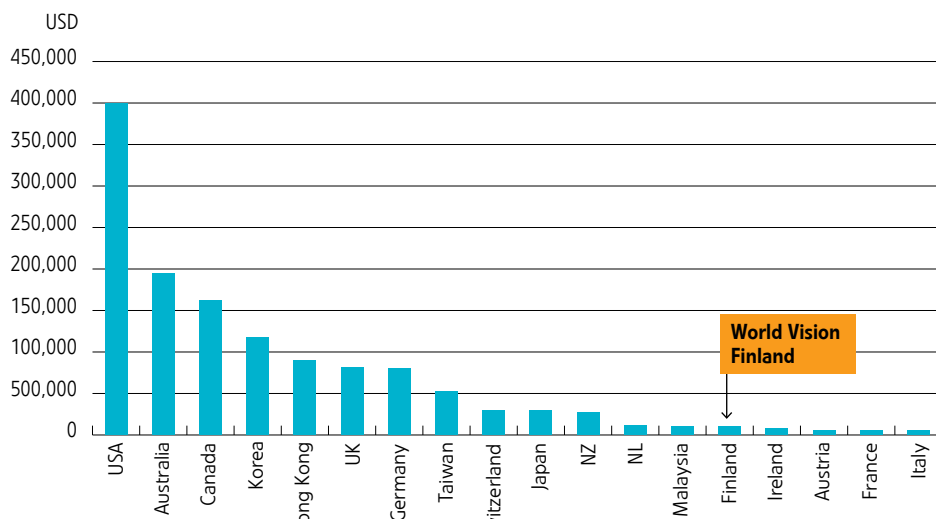
Figure 1: Policies, strategies and guidelines influencing WVF's development humanitarian work



Source: WVF, 2016a.

WVF is one of the WV's smallest Support Offices and is the only Nordic member of WV (Figure 2). As a WV Support Offices, WVF interventions are implemented by WV National Offices. A WV National Office will typically be funded by several Support Offices like WVF, who each support different Area Development Programmes (ADP). For example, during 2016 the WV's National Office in Kenya had a total of 55 ADPs supported by ten different WV Support Offices.

Figure 2: Global Contributions by World Vision Supporting Members in 2015



Source: World Vision, 2016c.

Faith-based organisations, notably CSOs such as WVF that are reliant on child sponsorship programme for funding, are often subjected to tensions between maintaining income by attracting and cultivating sponsors, ensuring quality programming based on impartial needs assessments, and ensuring equity. WVI learned many years ago that the most effective way to help a child is to strengthen the child’s entire community, not just the child and their family, which led WVI to adopt a community-based approach (WVI, 2014). WV has global policies committing its members to non-discrimination, impartiality and opposition to imposing a religious adherence when carrying out development cooperation and HA. With such large financial stakes, compliance can sometimes be a challenge.

In 2010, WVF’s Board endorsed a Position Paper on the Operationalization of Christian Commitments that emphasised the importance of ensuring that it is “...unacceptable to impose a particular religious adherence within the context of development and humanitarian work” (WVF, 2010, p. 1). Based on mission reports and key informant interviews, it is evident that WVF is making efforts to comply with impartiality principles to support the most vulnerable. However, since there is a strong evangelical Christian influence within WV Federation’s governance, staff, supporters and partners, this requires constant monitoring and follow-up.

WVF supports capacity development in coordination with peer WV Support Offices at four primary levels:

- Direct implementation of institutional capacity development for WV National Offices in countries where WVF is operating (programme management, administrative/financial, technical support);
- Direct implementation of regional training for WV National Office staff on priority themes such as gender equity;

WVF is making efforts to comply with impartiality principles to support the most vulnerable.

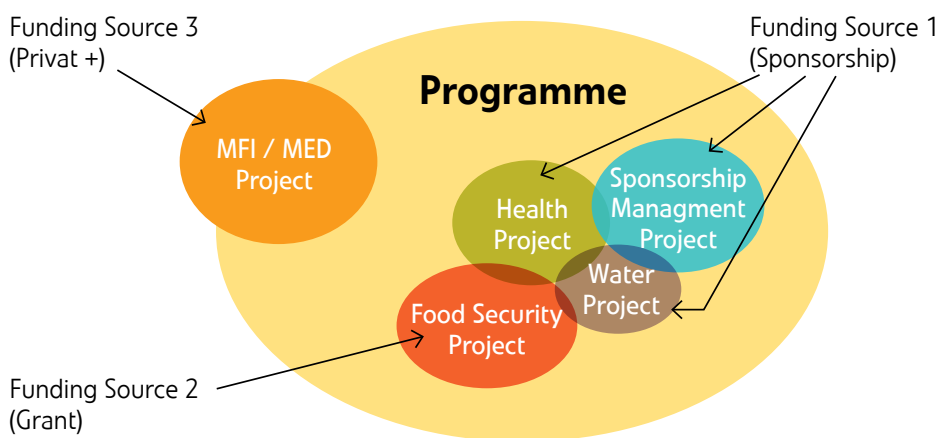
WVF's development work is based on an Area Development Programme approach.

- Support capacity building efforts of WV National Office for CBOs in ADPs and humanitarian contexts; and
- Support collaborative efforts by WV National Offices with government at local and higher levels (district, county, national) to ensure that local efforts align with and leverage government policy and explore collaboration with other stakeholders (NGOs, businesses) who work beyond the local level and can contribute constructively to child well-being in the area.

3.2.2 Programme Based Support

WVF's development programme approach is based on WV's global ADP approach. An ADP is a distinct geographical area where WV partners work with local stakeholders to promote self-sufficiency and improve the wellbeing of children through multi-sector projects to address root causes that negatively impact children. In addition to sectoral projects, all ADPs include social accountability, mobilisation and advocacy through the Citizen Voice and Action (CVA) approach. These geographic areas can vary in size, context and population and they are usually areas in which the beneficiaries reside. Each ADP is typically supported by a different WV Support Office, including WVF, over a period of 10-15 years. As shown in Figure 3 below, technical programmes, including those supported by WVF, are adapted to the specific context for each ADP.

Figure 3: WVF's Area Development Programme Model



Source: WVI, 2007.

ADPs were originally designed for rural settings but, in 2008, it was recognised that there was a need to respond and adapt to the growing trend of urbanisation and its negative impact on the most vulnerable groups, especially children. WVI launched an action-research and learning approach to investigate the relevance of its current development models and frameworks in urban settings (WVI, 2016d). WVF has participated in this evolution by supporting urban ADPs in Latin America and Africa.

WVF Project and programme descriptions

The goals of the WVF are aligned with the International World Vision network shared objective: Sustainable improvement of well-being of 150 million children, especially the most vulnerable, in their families and communities by 2016 and Child Well-being indicators: Reduced under 5 infections and sickness,

Improved under 5 nutrition, Improved functional literacy of 11 year olds and Improved subjective well-being of children. The WVF Programme purpose and specific results are presented below.

Table 1: WVF Programme 2012–2014 purpose and results

WVF Programme 2012-2014					
Programme Purpose:					
Sustainable improvement of well-being of 300 000 children, especially the most vulnerable, in their families and communities in the WVF programme areas – goals and indicators as above					
Result:	Result:	Result:	Result:	Result:	Result:
Sustainably improved knowledge and skill learning opportunities for children	Sustainably improved opportunities for participation of children and improved child protection systems	Sustainably improved child health	Sustainably improved child nutrition and nurture through diversified income of caregivers	Sustainably improved opportunities of children to feel love and make positive social contacts	Sustainably improved child capacity to cope and survive crises and catastrophe situations

Source: WVF Programme 2012–2014 p.23, translated

The thematic focus areas of the 2015–2017 Programme were Child Rights and Child Protection, Equity, Livelihood and Youth Employment as well as Climate and Environment.

WVF works with communities using a child-centred and human rights approach together with partner WV National Offices. During the scoping period, the focus of WVF’s development programming has seen a shift from funding infrastructure and income transfer, to focus more on capacity development, training and partnerships emphasising themes around community development and empowerment, education, livelihoods and health. Table 1 below shows the distribution of the programme interventions between WVF’s selected sectors.

Table 2: Sectoral distribution of WVF’s Programme Based Support interventions (2010–2015)

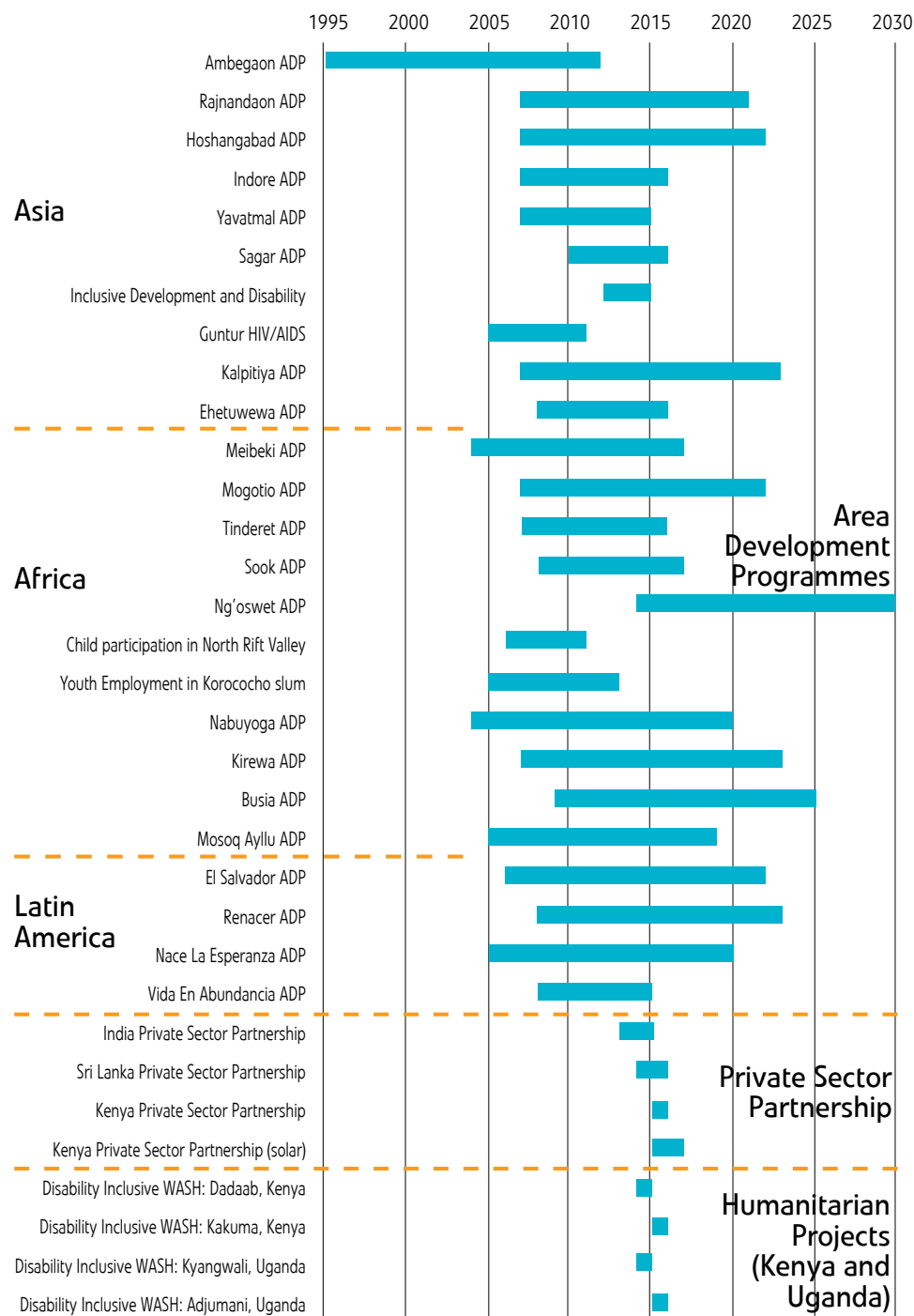
Number of interventions by sector	
Community Development	22
Health	13
Education	14
Food Security & Agricultural Development	6
Gender	6
Water, Sanitation and Hygiene	3

Source: Based on data provided by WVF to the evaluation team.

WVF works with communities using a child-centred and human rights approach.

Figure 4 indicates the timeline of the WVF's present interventions in PBS, HA and with private sector support.

Figure 4: Timeline of WVF's interventions during 2010-2015



Source: Data extracted from WVF project documents 2010-2015.

Table 3 shows the expenditures of WVF's programme funding in 2010–2015. The total expenditure used for the WVF development cooperation programme during 2010–2015 amounted to € 40.4 million, of which some 31% was self-financed. The amount funded by the MFA was almost € 28 million. As shown in Figure 5 below, during the scoping period the MFA has accounted for 57–76% of funds spent for WVF's development programmes, with the WVF self-financing share being sourced from private donors in Finland, mainly through child sponsorship and a small portion through partnerships with private sector.

Table 3: Total expenditure (€) of WVF's development cooperation (PBS) in 2010–2016

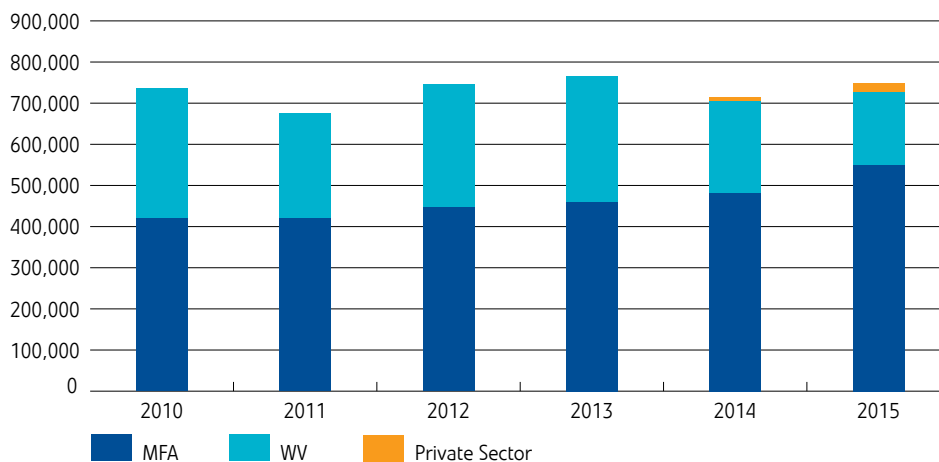
	2010		2011		2012		2013	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	5,886,349	50.26 %	5,390,963	56.36 %	5,831,471	59.95 %	5,917,604	60.08 %
Quality Assurance	541,991	85.00 %	514,717	85.00 %	549,163	59.95 %	538,023	60.08 %
Communication and Global Education in Finland	427,921	85.00 %	358,023	85.00 %	546,480	59.95 %	532,322	60.08 %
Administration	494,118		494,118	85.00 %	525,647	59.95 %	668,862	60.08 %
TOTAL	7,350,379	57.18 %	6,757,821	62.15 %	7,452,761	59.95 %	7,656,811	60.08 %

	2014		2015		2016	
	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)	Exp (€)	MFA share of Exp (%)
International Programmes	5,510,678	68.32 %	5,650,499	75.78 %	4,322,200	56.25 %
Quality Assurance	460,103	68.32 %	572,338	75.78 %	403,500	56.26 %
Communication and Global Education in Finland	455,164	68.32 %	383,330	75.78 %	250,000	56.26 %
Administration	628,659	68.32 %	651,326	75.78 %	552,800	56.26 %
TOTAL	7,054,604	68.32 %	7,257,493	75.78 %	5,528,500	56.25 %

Source: WVF's annual financial reports and plans on PBS.

WVF places considerable importance on being a reliable and active partner.

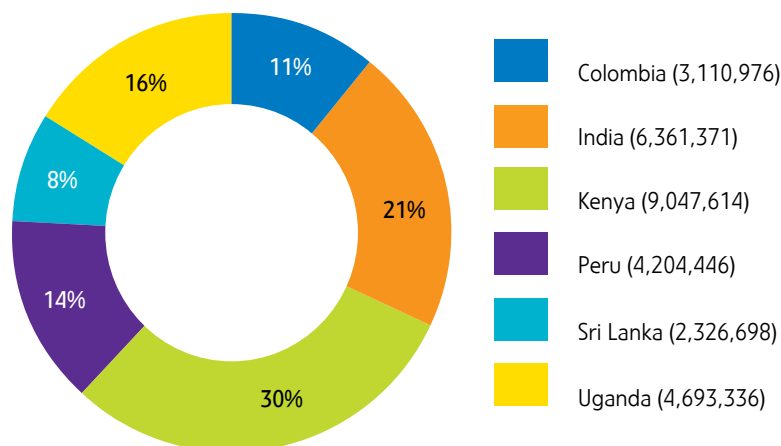
Figure 5: Total expenditure (€) of WVF's development projects in 2010-2015 according to main funding source



Source: WVF's annual financial reports on PBS.

During 2010-2015 WVF has been working in six countries (India, Sri Lanka, Columbia, Peru, Uganda and Kenya) through ADPs and special projects, using a combination of funding from the MFA and child sponsorship. The majority of WVF's programmes are concerned with long-term community development that addresses the causes of poverty and helps people move towards self-sufficiency. Figure 6 shows the geographical distribution of budget allocations 2010-2015. Although recent MFA funding cuts have led to a significant reduction in staffing and in the number of projects per country, WVF has not so far withdrawn their support completely from any of the six countries. During this evaluation it was evident that WVF places considerable importance on being a reliable and active partner for National Offices in targeted countries, an approach that is clearly appreciated by country-level stakeholders.

Figure 6: Geographical Distribution of World Vision Finland's development cooperation (PBS) budget allocation 2010-2015



Source: WVF's annual financial plans on PBS.

Engagement with the private sector

WVF has also been involved in identifying and scaling up innovative practices through pilot studies and regional workshops. One such example has been the “Weconomy Start” programme that aims to link private sector to development cooperation (Seppälä, 2015), which has been piloted in India, Sri Lanka and Kenya. The Weconomy Start programme was not directly funded under MFA’s PBS, but some of the work inputs for the programme have been funded by MFA’s PBS and it has been considered here given its relevance to the emphasis on cooperation with the private sector in MFA’s Development Policy (MFA, 2012b, 2016c).

WVF started piloting the Weconomy Start programme in 2013 using Tekes and WVF funding with the aim of involving private companies in development cooperation and related activities in the programme countries. The concept was developed during 2012-2014 and the active implementation started in 2013. The first pilots involved four Finnish companies in 2013, supporting them to enter markets in India and Sri Lanka, and continued in 2014 with two new companies. These Finnish companies pulled out after a relatively short period for various reasons, but some of the initiatives nevertheless continued in some countries. WVF documented lessons from the pilots, and new tools, processes, design methods, guidelines and practices were developed and tested.

Based on learning from the pilot, the Weconomy Start Global Innovation Programme was rolled out after the Tekes-funded pilot, relying mainly on funding from the participating Finnish companies. The aim of the programme is promoting wider collaboration, new business models and partnerships to create value for low-income communities and local companies. The initiative has evolved so that it now supports smaller number of companies with targeted support and scaling up. The most successful Weconomy project so far has been the Gosol solar energy pilot project in Kenya, which is entering the second phase of intensified production in Kenya. It plans to expand to Tanzania with funding from Wärtsilä secured for the expansion.

The Weconomy Start programme has been a small pilot up to now, with a total funding of around € 465 000. Tekes funded the pilot project 2012-2014 with € 210 700 and additionally there were contributions from the participating companies. A total of € 120 000 received from the Funds for Local Cooperation (FLC) managed by the Finnish Embassy has been utilised in Sri Lanka for a tourism development project. Participating Finnish companies have contributed a total of € 109 250 (including during the Tekes pilot) as payments for the WVF’s services in Finland and in the target countries, especially in project management, partner linkages and local engagement with beneficiaries. An additional € 25 000 was received from Fortum for a project that could not be launched for implementation, and Wärtsilä has committed funds for the Kenya and Tanzania Gosol solar energy project starting from 2017. MFA PBS funds have not been utilised for the Weconomy Programme at any stage of the initiative, but the activities have been reported to MFA as part of the overall WVF activities, and as an example of an innovative modality for working more closely with the private sector.

The Weconomy initiative has evolved so that it now supports smaller number of companies with targeted support.

WVF advocates for disability inclusion within Finland's development community.

Advocacy and communication

Development communications and advocacy are an important component of WVF's strategy, although the budget for related activities was one of the casualties of the MFA funding cuts, since it was cut by more than 50%. The current programme for 2015-2017 (WVF, 2016b) goals for communication and advocacy include strengthening the awareness and understanding of the overall development policy issues, especially related to child rights, and strengthening positive attitudes towards development cooperation in Finland. This is a continuation of similar development communication and advocacy strategies in earlier programmes. WVF works through two lines of communication and advocacy: Programme Communication, focusing on communication of specific issues and experiences related to the development cooperation programme to the wider Finnish public; and the overall Development Communication and Advocacy, working to improve the overall understanding and awareness about development policy issues in Finland.

WVF has been active in several forums advocating for child rights and for special issues such as birth registration and the inclusion of people living with disabilities in all development cooperation and HA. It has been involved in Finnish and European election campaigns to promote inclusion of child rights issues and published articles about relevant issues in print and electronic media. Advocacy work relating to disability inclusion has been particularly effective and WVF is now recognised within Finland's development community as a key advocate for this cross-cutting objective. WVF does not have an actual Global Education programme but some schools are reached through active child sponsors working in education and actively involving their students in learning about the sponsored programme.

Child Sponsorship

WVF publishes periodic newsletters and a yearly magazine that is sent to approximately 14 000 child sponsors and other subscribers. WVF also has active Facebook, Instagram and Twitter sites publishing stories from the projects and programmes. The child sponsorship model requires WVF to spend considerable time and effort on relationship management with sponsors, some of whom have difficulty in appreciating the importance of a community based approach instead of directly assisting the child they are sponsoring. In 2016 WVF had approximately 14 000 child sponsors who, since the MFA cuts, now collectively provide almost half of WVF's development cooperation programme budget (as shown above) and over half of the overall organisational budget.

3.2.3 Humanitarian Assistance

WVF started implementing HA projects in 2014, supported by a grant from the MFA. WVF's HA activities have primarily focused on disability inclusive WASH among refugees in two refugee camps in Kenya and two refugee settlements in Uganda. While humanitarian programming is relatively new to WVF, they have been able to utilise World Vision's global network that numbers in almost 45 000 employees around the globe and which already had a robust capacity to react quickly and effectively to humanitarian crises. Table 3 lists the humanitarian operations funded by MFA in 2010-2016.

Table 4: WVF's allocations for humanitarian operations (2010-2016)

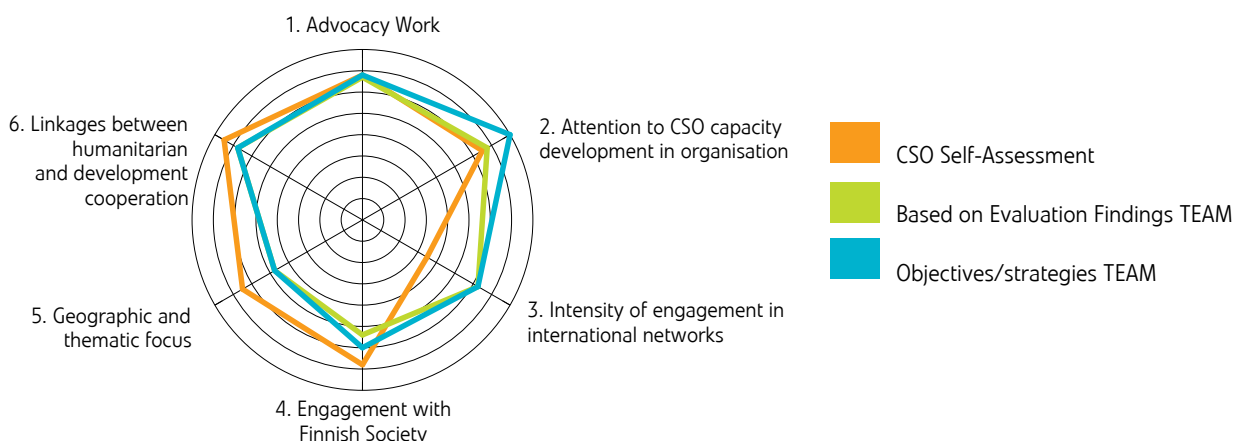
Project title	Country	Location	Start	End	Budget (€)	Direct beneficiaries
Dadaab Camp Disability Inclusive Water Supply and Sanitation Project	Kenya	Dadaab	2014	2015	600,000	132,000
Kakuma Camp Disability Inclusive Water Supply and Sanitation Project	Kenya	Kakuma	2015	2016	500,000	10,000
Disability Inclusive Water Supply and Sanitation Project in Kyangwali Refugee Settlement	Uganda	Kyangwali	2014	2015	400,000	33,000
Disability Inclusive Water Supply and Sanitation Project in Adjumani Refugee Settlement	Uganda	Adjumani	2015	2016	500,000	10,000
Disability Inclusive Water Supply and Sanitation Project in Rhino and Lobule Refugee Settlements	Uganda	Rhino and Lobule	2016	2017	389,336	Rhino: 21,066 Lobule: 3,102
Disability Inclusive Water Supply and Sanitation Project in Kirkuk	Iraq	Kirkuk	2016	2017	389,337	16,000
Total					2,778,673	225,168

Source: MFA Funding Decisions <http://formin.finland.fi/public/default.aspx?nodeid=43283&contentlan=2&culture=en-US>

3.2.4 Descriptive Profile of World Vision Finland

As described in the methodology section, part of the analysis was to develop visual profiles of each CSO. This is not performance-related, but rather to illustrate diversity of strategic choices and operating models of each CSO. Scores range from 0-4, which, for most indicators, signify “not at all” to “almost always”. The three lines compare WVF’s self-assessment with two scores by the team, one at the inception phase and one at the end of the evaluation (Figure 7). WVF does not have any field-based staff so their scoring is a HQ perspective.

Figure 7: Visual Profile of WVF



Source: Survey and self-assessment by World Vision Finland and evaluators.

WVF's operations are planned and resources allocated to promote children's well-being.

Overall, there was a consensus on the ratings. Minor differences can mainly be attributed to different interpretations of the indicator questions and the fact that scoring was based on subjective judgement. The only significant discrepancy was on the intensity of engagement with international networks. The higher rating given by the evaluation team was largely based on feedback from WV National Offices, peer WV Supporting Offices and key informants from WVI. There was strong agreement by these key informants that, even though WVF is a relatively small part of WVI, their influence and support to WVI's programme was greater than that of WV Support Offices of comparable size. The team rated geographic focus lower, due to the lack of fragile states in WVF's programme portfolio, a gap that WVF is already starting to address. Even though WVF has not been supporting relief and development projects in the same geographical location, this has received a high rating for two reasons. One is because of WVF's strong participatory approach, which is characteristic of their development interventions, and the second is that WV National Offices tend to maintain this linkage using funds from other sources.

3.3 Theory of Change

WVF's ToC is based on WVI's ToC (WVI, 2013). It is child-oriented, meaning operations are planned and resources allocated to promote children's well-being, especially the most vulnerable, with the aim of improving the position of children and support their rights. WVI's ToC is described in their Programme Implementation Model as:

- **Problem:** Poverty exists largely because of broken relationships;
- **Assumption:** Children are not only a community's most precious resource, they are also central to addressing poverty overall. How a community treats its children will have major implications for its health and well-being overall; and
- **Proposed Solution:** In order to address poverty, we must work with children, their caregivers, and other stakeholders in the community to restore broken relationships and focus them on the sustained well-being of children.

A child's well-being is defined by WVI as an ability to grow healthy; to have the possibility to train for life; to have a chance to experience the love of God and neighbours; to have a chance to participate; to experience the care; and to grow in a safe environment. This means that WVF's operations are planned and resources allocated to promote children's well-being. The aim of all activities is to improve the position of children and support of their rights. ADPs are the primary model for WVI to promote holistic child development to achieve four "aspirations" (goals or long term outcomes) related to health, education, spiritually and socially and protection.

WVI has set global targets for children's well-being, focusing on the most vulnerable, with the overall aim of improving the welfare of a permanent improvement in families and communities. To achieve these WVI measures changes in the following "Child Well-being" targets in their development programmes

around the world (World Vision, 2011a): Reduced incidence of infections and diseases amongst children (0-5 years); Improved nutritional status of children (0-5 years); Increased functional literacy of 11 year old children; and Improved well-being of their children in experience. There is an emphasis on linking development, disaster management and advocacy work for children's well-being, in order to address root causes of vulnerability and utilise external engagement to help build institutions, networks and partnerships (WVI, 2016).

Within this broader WVI framework, WVF recognises that children live in environments where the attitudes, power structures, legislation and financial resources affect their well-being. WVF has emphasised during its reporting and public communication materials that they view children not just as beneficiaries, but active participants and partners, who should be involved in the design, implementation, monitoring and evaluation of WVF programmes.

WVF has focused on disability-inclusive WASH in its humanitarian programming where WV's ToC (see Singh et al., 2014) can be described as:

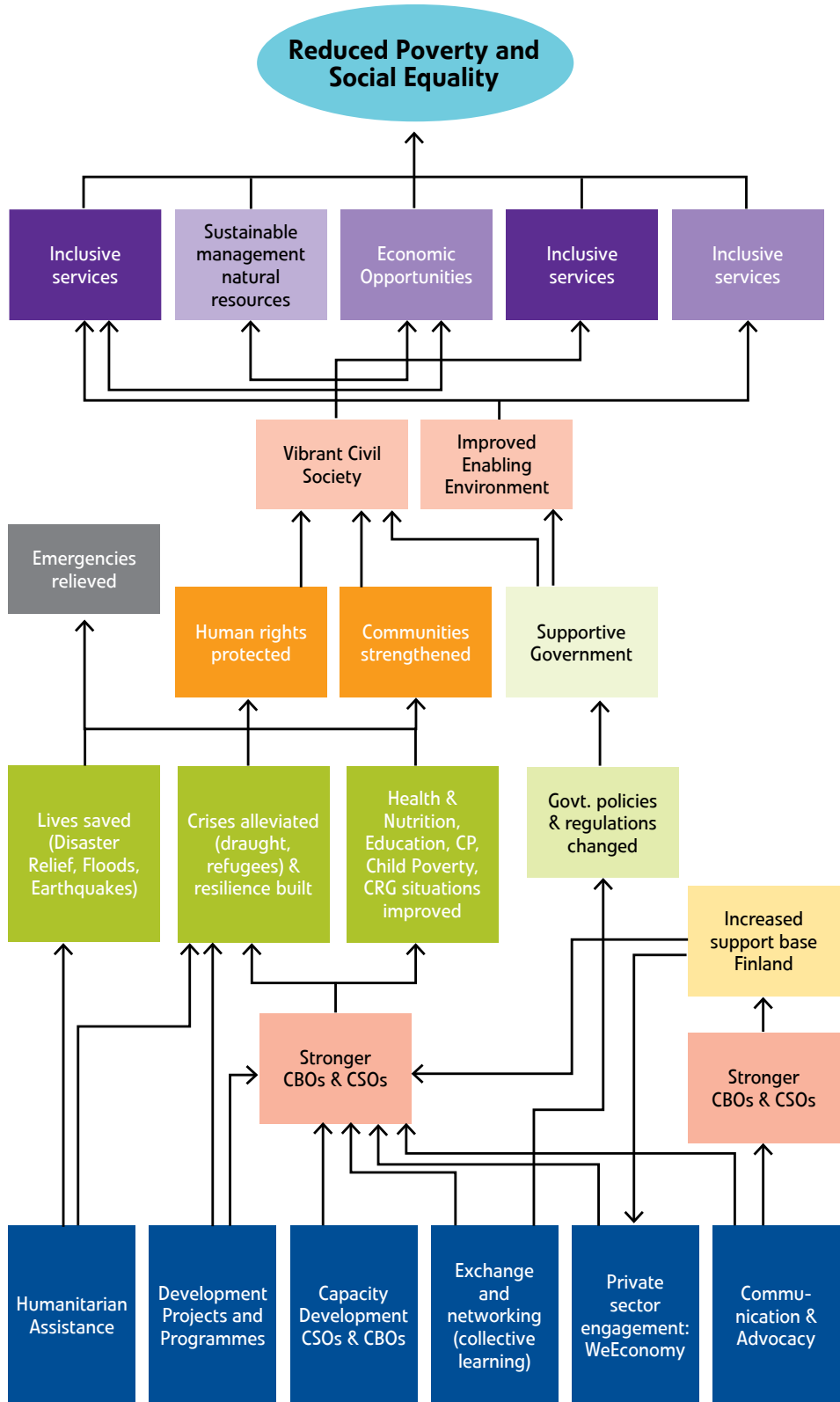
- Disability inclusion becomes the standard approach across all WASH programmes;
- Awareness is built through collaboration with disabled peoples' organisations and capacity development for World Vision staff;
- Advocacy persuades WASH technical leadership, both internal and external (e.g. WASH Cluster Coordinators) to include disability inclusion in policy frameworks and guidelines; and
- Donors routinely support disability inclusion in WASH projects.

Figure 8 below illustrates the role of WVF's HA and PBS programmes in the ToC developed by the team for this evaluation to show how support to CSOs contributes to meeting MFA's policy objectives. The lower boxes illustrate how WVF supports the overall ToC through a combination of inclusive HA, child-focused protection, community resilience¹ and capacity building of CBOs and WV National Offices.

There is an emphasis on linking development, disaster management and advocacy work for children's well-being.

¹ World Vision defines resilience as the capacity of a system, community or society potentially exposed to hazards to adapt, by changing or resisting in order to reach and maintain acceptable levels of functioning and structure (World Vision, 2015a)

Figure 8: Reconstructed ToC for World Vision Finland



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

The ToC figure includes both humanitarian and development interventions. The interventions of WVF focus mainly on longer term development through the ADPs, but since 2014 WVF has also began to engage in HA with the support of the MFA.

WVF focuses on achieving changes in child well-being as well as overall community well-being through multi-sectoral programme approach in ADPs supporting projects for improvement of the local institutions, infrastructure related to education, health, nutrition and WASH. A key component in all ADPs is forming and strengthening CBOs and community groups for action and advocacy. The ADP model aims to promote stronger communities and protection of child rights, higher up in the change pathway of the ToC.

At the highest level in the pathway of change, there is a contribution by WVF to more inclusive and better quality of services, and to increased resilience of communities, as well as more participation and inclusive governance at local level. The effects on economic opportunities range from improvements in livelihoods, rural credit and economic strengthening, to varying levels of sustainability and viability of economic and livelihoods activities in more urban and changing contexts. An example of WVF's contribution to increase economic opportunities is their innovative Weconomy Start programme that links Finnish private sector actors to private sector counterparts in developing countries to enhance mutually beneficial economic opportunities, while promoting sustainable impacts at community level in target countries. WVF does not however engage in a major way with sustainable management of natural resources.

Capacity development of CBOs and WV National Offices in target countries is a third pathway of change that has an effect on the effectiveness and quality of implementation of development projects in the pathway of change described above. WVF focuses its capacity development efforts both at the CBO level in the ADPs and at WV National Offices to improve the quality and efficiency of their programme management.

Capacity development is closely related with the fourth pathway of change that starts with exchange and networking for collective learning, and the fifth pathway of change that starts with advocacy. Together, these three pathways of change aim to build stronger CSOs, not only at the individual level, but also at the collective level. WVF does not work directly with other CSOs in countries where it works and thus has limited direct impact on the broader CSO landscape, although WV National Offices are active in interagency coalitions and networks at a country-level.

A final pathway of change is presented at the right-hand side of the figure and refers to awareness and commitment building in Finnish society to continue to support international development cooperation, with reference to WVF's contribution. WVF works on communication and advocacy both to improve the overall understanding and support for development cooperation in Finnish society and decision makers and to promote wider support for its child sponsorship programme.

In summary, the evaluation team found that WVF fits well within the overall ToC for the CSO2 evaluation, indicating that WVF is in line with MFA policies.

WVF focuses its capacity development efforts both at the CBO level in the ADPs and at WV National Offices.

WVF shows good alignment with relevant MFA policies and international WV policies.

As a relatively small member of a global federation, WVF must make careful strategic choices to maximise value-added.

4 FINDINGS

4.1 Relevance, Appropriateness and Coverage

During 2010-2015 WVF allocated almost € 30 million to 33 project sites covered by the PBS and HA funding of MFA. Of this, € 2 million of MFA humanitarian funding was allocated to WASH projects in two refugee camps in Kenya and two refugee settlement areas in Uganda. WVF shows good alignment with relevant MFA policies and international WV policies and strategic guidance. WVF's programme aims at the realisation of children's welfare based on a rights-based approach. Cross-cutting objectives considered include children's rights and child protection, gender, the development of business opportunities, youth employment, disability, good administration as well as the climate and the environment. As a relatively small member of a global federation receiving MFA funds for projects supporting a global WV development programming model, country level strategies and MFA policies, WVF is in a position where it needs to make careful strategic choices to maximise its value-added.

Programme Based Support

WVF is a member of one of the largest NGO federations in the world, which during 2015 had more than 44 000 staff working in 99 countries (WVI, 2016c). With a relatively small financial contribution in comparison with other WV members, WVF has chosen to maximise its value-added by focusing on selected countries and thematic areas. During the scoping period 2010-2016, WVF's thematic areas have been Community Development, Health, Education, Food Security & Agricultural Development, Gender, Water, Sanitation and Hygiene.

MFA's 2012 Development Policy notes that "... the least developed countries, the most fragile states and those suffering from conflicts or climate and natural disasters have the greatest need for international support" (page 6). WVI's Global Strategy (WVI, 2016a) similarly recognises that current trends indicate that the world's poorest children will be concentrated in fragile contexts and other hard-to-reach areas. World Vision also sees an important role for child-focused agencies in mitigation against radicalisation through improved education and livelihoods.

As noted above, World Vision's ADP model was developed in rural settings but WVF, together with its partners within WVI, have acknowledged that rapidly the increasing urbanisation cannot be ignored. Although children often benefit from better schools in cities, the hardships endured by children in poor urban communities are often concealed by the statistical averages on which development programmes and decisions about resource allocation are based (UNICEF, 2012). In Kenya, for example, over 60% of the urban population live in slums where children are vulnerable because of child labour, early marriage, sexual and gender-based violence and genital mutilation (WVF, 2016b). WVF has been

supporting urban ADPs in different regions. In Latin America, 3 out of 5 of the ADPs are in urban areas.

WVI has found through experience that fragile states pose specific challenges and that the standard ADP models do not function and have adopted an approach of working through local partners, similar to peer international CSOs. WVF has previous experience of working in fragile contexts such as Colombia. The situation in Colombia has since stabilised and, up until 2015, WVF has not been operating in any of the countries listed in the “Harmonized List of Fragile Situations” (World Bank, 2009; World Bank, 2016). In 2016 WVF initiated a youth employment project in northern Iraq and is now planning to further expand its work in fragile states.

Evaluation results indicate that an extended assessment and planning phase of ADPs has helped to ensure good alignment with beneficiaries’ needs and that special focus has been given to the needs of children and women as well as the marginalised groups. Selection of ADPs has been based on several criteria, including physical access, population density (high enough for sponsorship to work, small enough to be manageable), risk factors such as natural disasters and violent conflict, availability of infrastructure, poverty levels and coverage of basic services by other CSOs and/or government, and the community’s willingness to participate. WV National Offices carry out assessments to identify the potential ADPs and WVF then selects which ADPs to support based on a combination of needs, vulnerability, strategic priorities and potential sponsor interest. ADPs are re-designed based on regular reviews, and new activities can be added based on updated needs assessments. Although this flexibility helps to ensure to ensure the continued relevance of the programme some evaluations have found that these shifts contributed to a loss of focus on strategic objectives (WV Uganda, 2012; WV India, 2016a).

Lack of accurate assessment data on disability in the community, an area of specific focus for WVF, has hampered advocacy for resources allocation (Forschung Consultants, 2016). Participation of youth in programming is still relatively limited. Staff capacities need improvement to enable them to take into account peacebuilding and climate change aspects (WV Uganda, 2016a; Community Resource Development Initiative, 2016).

Humanitarian Assistance

WVI has a child-centred approach to HA that aims at addressing both material needs and child-rights through community based approaches. As described in WVI’s disaster management strategy, WVI strives to demonstrate accountability to children and communities affected by disasters by respecting their needs, concerns and preferences; providing critical and timely information; and involving them in the activities and decisions that directly affect their lives (WVI, 2015a). To help meet their commitments, WVI was amongst those CSOs who committed to carry out a self-assessment against the Core Humanitarian Standard (CHS) during the World Humanitarian Summit by the end of 2016 (CHS, 2015).

WVI is regularly represented in global humanitarian coalitions and working groups (e.g. the Inter-Agency Standing Committee, Steering Committee for

WVF is planning to further expand its work in fragile states.

World Vision International is carrying out a self-assessment against the Core Humanitarian Standard.

WVF's support to disability inclusion has influenced how UNHCR partners are considering disability.

Given WVF's child-focused approach, there is a particular focus on gender and child protection.

Humanitarian Response, International Council of Voluntary Agencies and the Humanitarian Director's Forum, and has global strategic partnership agreements with UN humanitarian agencies, including UNICEF and World Food Programme (WFP).² WV National Offices frequently participate in UN-led Appeals. In the case of the two responses to the South Sudan refugee crisis in Uganda and Kenya supported by WVF, the WV National Offices are listed in both UNHCR Appeals, included as one of their main partners for WASH, WVF's area of intervention (UNHCR, 2014a).

In both Kenya and Uganda humanitarian needs assessments for refugee operations are jointly defined by the respective government and UNHCR (field observations; UNHCR, 2014a; UNHCR, 2014b), which are based to a large extent on inputs from CSOs like WV National Offices. Decisions on roles and responsibilities in terms of CSOs' implementation have also been joint decisions by UNHCR and the respective host government based on considerations of needs, CSO's capacities and resources that they are able to contribute. Interviews with UNHCR senior leadership and technical officers in Uganda indicated that WVF's support to disability inclusion via WV Uganda is considered a good practice, and has had a wider effect on how UNHCR's implementing partners are considering disability during their needs assessments.

Alignment to Finnish Policies & Cross Cutting Objectives

WVF's cross-cutting themes are protection, gender, the development of business opportunities, youth employment, disability, good administration, climate and the environment through the lens of child well-being. Given WVF's child-focused approach, there is a particular focus on gender and child protection. At the same time, WVF's programme design aims to promote inclusion of persons with disabilities, and has had a disability inclusion strategy in place since 2014. WVF was in fact the first recipient of an annual prize from Disability Partnership of Finland when these started being awarded in 2014. The prize was given based on the quality of the policies, evidence that the organisation had taken concrete steps to become more disability inclusive (including skills mapping of field personnel, training, budgetary allocations) and implementation of disability inclusive projects along with evidence of active lobbying for disability inclusion in Finland.

The communication and advocacy programmes of WVF are sizable and largely focus on issues relevant to Finnish policies and cross-cutting objectives as well as on communication focusing on serving the existing child sponsors and convincing new sponsors to support the programmes.

Evaluations have at times highlighted a need to carry out additional surveys and analysis to ensure that design and implementation in ADPs takes adequate account of gender, environment, employment and market forces (Forshung Consultants, 2016).

² WVI is WFP's largest global partner.

Access to Target Beneficiaries, Quality of Targeting, especially in relation to Cross-Cutting Objectives

Programme Based Support

Participatory planning of ADPs ensures inclusion of all groups, especially in rural settings. In urban settings targeting can be more challenging and one of the risks is that church-affiliated groups, which are like-minded and have informal contacts with World Vision staff, can more easily obtain insider knowledge of planning and thus can be better placed to capture funding.

Humanitarian Assistance

WVF's humanitarian programme is relatively small scale in comparison with many other WV Support Offices and is focused on refugee-hosting areas in Uganda, Kenya and, as of 2016, displaced populations in northern Iraq. WVF, WV Uganda and/or WV Kenya have not carried out any independent reviews or evaluations that looked at WASH activities. In addition, the team found that WVF's project reports tend to emphasise achievements and do not provide much detail about the difficulties encountered, lessons learned or the subsequent effect on outcomes (WVF, 2016c). These issues only surfaced when assessing WVF's work in the Kakuma refugee camp in northern Kenya. Based on interviews and field observations, WVF faced challenges due to turnover in staff and refugee leadership, delayed start-up and communication gaps with refugee communities.

4.2 Complementarity, Coordination and Coherence

WVF is one of a number of child-focused CSOs supported by MFA. WVF tries to collaborate with like-minded peer agencies in a way which prioritises accountability to targeted communities, promotes peer learning and complementarity, and mitigates against unhealthy competition. Although WVF has not grown significantly during the past few years, WVI has pursued an aggressive growth strategy and now has a global annual budget of over € 2.5 billion (WVI, 2014), which is comparable to budgets of the larger United Nations agencies.

Contact between WVF and the Finnish embassies appear to be ad hoc rather than strategic. Taking Kenya as an example, it has been a long-standing priority country for both Finland and WVF where there are certain overlapping interests including inclusive economic growth, disability inclusion, gender equity and private sector partnerships. Based on discussions with Embassy and WVF staff, contacts between them are opportunistic and infrequent, in part since WVF does not maintain a permanent presence in Nairobi.

Programme Based Support

WV National Offices work closely with local governments. Feedback during key informant interviews from local authorities and communities where WV is working, was overall very positive - both in the case of the quality of work and reliability of WV as a partner. At the same time, the partnership with government and UN agencies was ad hoc with respect to information sharing (such as budgets, evaluation results), and was observed to differ between different sub-districts. Several evaluations have found that the partnership suffers from

WVF faced challenges due to turnover in staff and refugee leadership, delayed start-up and communication gaps.

WV National Offices work closely with local governments.

WVF plays a valuable role as a “team player” within the federation.

Disability inclusion approaches introduced by WVF have been replicated in Uganda by district governments.

a certain amount of jealousy, in part since WV National Offices often find themselves in a position of having more resources and capacity than local governments (WV Uganda, 2016a; WV Kenya, 2011; WV Peru, 2012; WV Peru, 2013; WV Kenya, 2016a).

There appears to be a need for WVF and their WV partners to enhance advocacy, institution building and deepened working relationships with government. Lessons learned studies by peers have highlighted the need to continue to work in interagency coalitions for effective advocacy (WV United Kingdom, 2015).

As noted above, during the past five years WVF has undergone a shift from funding infrastructure and income transfer, to focus more on capacity development, training and partnerships emphasising themes around community development and empowerment, education, livelihoods and health. Based on observations of an ADP in Kenya supported by WV Canada, interviews with WV Support Office staff and a review of relevant literature (WV Australia, 2016; WV United Kingdom, 2015) it is clear that many other WVF’s peer WV Support Offices have undergone a similar evolution, guided by WVI’s policies and WV National Offices’ country strategies. However, based on interviews with WV National Office and WVI staff, it is evident that there is a tendency for some WV Support Offices to continue to push their own agendas, such as continuing to prioritise funding for infrastructure for visibility purposes, even if this does not align with strategic priorities. From the perspective of WV National Offices, WVF is amongst those WV Support Offices that plays a valuable role as a “team player” to help mitigate fragmentation.

Humanitarian Assistance

WVI has been a major actor in promoting humanitarian accountability to beneficiary communities and has reported annually on compliance (WVI, 2015b). This has included promoting participation of children (Langan and Tangonan, 2016) as well as collaborations with other agencies and research institutions to improve ways of measuring achievements (Lansdown and O’Kane, 2014a and 2014b). WVF’s policies, priorities and guidelines have developed so that they are aligned with those of both MFA and WVI. Nevertheless, there may not be a full awareness and compliance of these by WVF’s partners at the country level (see for example, WVI, 2012).

Since WVF humanitarian operations have been limited to refugee emergencies, clusters have not been operating either in Uganda or Kenya. Coordination of refugee assistance activities in Uganda and Kenya have been jointly led by the respective governments and UNHCR. Key informants from government and UN agencies see WV National Offices as a valued partner and rated well on participation (observations by evaluation team; WV Kenya, 2016a; WV Uganda, 2016b). Peer CSOs such as the Lutheran World Federation, which also implements WASH activities in refugee camps and settlements, expressed the desire to continue collaboration with WV Uganda (supported by WVF) in joint activities. Disability inclusion approaches introduced by WVF have been replicated in Uganda by district governments. In Kenya, they have been extended to education activities supported by WV Korea. The lead WASH agency for Kakuma camp, the Norwegian Refugee Council, has developed disability standards based on learning from WVF’s approach and experience.

4.3 Effectiveness

Outcomes of CSO programmes (intended and unintended)

Programme Based Support

WV's ADP model of development provides a proven programmatic model, especially in rural settings. WVF uses WVI's Learning through Evaluation with Accountability and Planning (LEAP) system to measure performance (Peligrino, 2014). The LEAP approach includes a logical framework for planning and monitoring and is also a programme and project management cycle tool. Evaluations are carried out at five-year intervals and so provide a longitudinal picture of outcomes, even though they may not offer a comprehensive assessment. A meta-evaluation (World Vision Australia, 2014) found that measurement of how change happens and describing the contribution of the intervention was the most poorly addressed amongst the evaluative components considered.

All the evaluations of WVF-supported development programmes reviewed for this evaluation (Annex 3) indicate that positive outcomes have been achieved, particularly in terms of community development, WASH and health service delivery, and are perceived to be relevant to communities and partners. Evaluations reviewed from India, Uganda and Kenya indicate good outcomes in most ADPs, notably increased health awareness for improved vaccination coverage, hygiene, giving birth in institutions, enrolment and reduced drop-out rates, livelihoods and saving and credit activities.

In addition to sectoral programmes and livelihoods related activities, all ADPs supported by WVF included social action and advocacy through a social accountability approach called Citizen Voice and Action (CVA). This approach combines several elements of social accountability, including civic education, a community scorecard, a social audit, monitoring of government standards, interface meetings which brings together all stakeholders and community-driven advocacy based on the evidence gathered from the other activities. The CVA activities have been found to be effective in data collection and local level advocacy, especially for improved health (improved relationship with patients, service improvements and improved health-seeking behaviours) and education (reduced absenteeism and improved teacher ratios) service delivery as observed in Kenya and Uganda, as well as by ADP level evaluations.

Lobbying and advocacy by WV National Offices is less systematic, particularly at the national level, sometimes also due to restrictive environments, and varying due to different priorities and capacities of the WV National Offices. There are nevertheless examples of WVF supporting WV National Offices to significantly influence national policies and legislation. In Peru, for example, WV Peru was a major actor during the government's ratification of a Child Rights International Law in 2015 and adopting new legislation to protect children (US Department of Labor, 2016). At the local level in the ADP areas, advocacy is well organised through the CVA process and formed groups for advocacy and action towards local government and other duty bearers to ensure proper services and adherence to the rights of the people. As a result of strong local but limited national advocacy, effects higher up in the pathways of change at the level of

Evaluations of WVF-supported development programmes reviewed indicate positive outcomes.

Citizen Voice and Action approaches have been found to be effective, especially for improved health.

Many evaluations recommend more effective links with local service providers.

policy influencing are less evident than the effects on service delivery and community resilience.

WVF’s focus on disability inclusion has been an appropriate use of resources which has not only improved the quality of their own programming, but also had a positive influence on other stakeholders, including MFA, CSOs in ADPs, local government and other WV supporters.

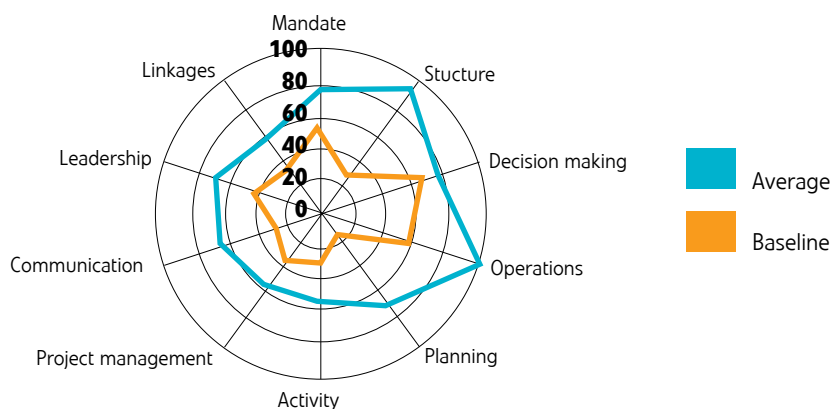
The main challenges in meeting objectives identified in evaluations reviewed by the evaluation team included the low quality of government schools, lack of trained teachers and low functional literacy. Limited access to credit by self-help groups (WV India, 2011; WV India, 2016b) and cases of immunization rates stagnating after an initial improvement (WV India, 2011) were also found in some ADPs. Most of these disappointing results were due to external factors, indicating a need to strengthen advocacy. Many of the evaluations also contain recommendations to forge more effective links with local service providers.

Sanitation and hygiene outcomes have not always been positive in ADPs supported by WVF. Outcomes have been particularly disappointing in Busia, a Ugandan town on the Kenyan border where an evaluation found that only 6% of people had access to hand washing facilities with soap and water. Incidences of malaria and diarrhoea were even higher than baselines (Asiimwe, 2016). Busia provides an example of the challenges of applying the ADP model in urban settings where populations are highly mobile, security risks are higher and governance is more complex. Other ADP examples in India, Uganda and Kenya with higher than expected malaria and diarrhoea cases have been encountered (WV India, 2016; WV Kenya, 2013a).

With livelihood interventions, good results can be seen in projects such as vocational training in Kariobangi slum and as observed by the evaluation team in Kirewa in Uganda. However, sustainability has been identified as problematic with a need for post-training support and linkages to micro credit institutions (WV Kenya, 2013b).

PBS project objectives also include strengthening of CBO structures and functions. The evaluation team could directly observe positive examples of this in ADPs in Uganda and Kenya. An example from an evaluation of an ADP in Sri Lanka that illustrates changes from baseline is shown in Figure 9 below.

Figure 9: Example of CBO Capacity Building Results



Source: WV Sri Lanka/ Institute for Participatory Interaction in Development, 2014.

The communication and advocacy work in Finland is a sizable component in WVF operations, and targets for reaching people in Finland and for fund raising are described in their strategy (WVF, 2012). These targets are quite ambitious, especially for fund raising (an increase from € 9.4 million to € 13.2 million) and for participation of Finnish people in WVF events (from 260 000 to 575 000 people). WVF has frequently commissioned brand recognition surveys which show quite a fluctuating and still relatively low recognition of the WVF brand (Taloustutkimus, 2014, 2016a, 2016b). The advocacy has shown good results at least in bringing up the issues of people with disabilities, as mentioned above. WVF does not have an actual Global Education component in their programme, and only works in schools through some active child sponsors who are teachers.

Private Sector Engagement

As noted above, the Weconomy Start private sector engagement programme was not funded under MFA's PBS, but has been considered here given its relevance to the emphasis on cooperation with the private sector in MFA's Development Policy (2012, 2016). This has been a 3-year pilot programme that has met with mixed results, but is now judged to be ready for scale-up (Seppälä, 2015), and has the potential of being an increasingly important element of WVF's programme. The first three years were generally successful, although the initiatives were not long-lasting. Currently, the programme is being consolidated with a few longer term engagements but the effectiveness of the approach has been hampered by the different expectations on each side and lack of clarity on the role of the WV National Offices.

Humanitarian Assistance

Up until 2016, MFA funding to WVF for HA has only supported inclusive WASH projects aimed at improving access to water, sanitation and hygiene for people with disabilities in two refugee camps in Kenya and two refugee settlements in Uganda, with a third MFA-funded project that continues until 2017. WVF's HA projects in Uganda have met with noteworthy success, as described in the text Box 1 below.

Box 1: Disability Inclusion in WVF's humanitarian project in Northern Uganda

- WV Uganda has completed two disability inclusion WASH projects in refugee settlements and communities in Kyangwali and Adjumani using HA funds allocated through WVF. As a result, more than 2 800 persons with disabilities have improved access to WASH. Operation and maintenance is being supported by monthly contributions from community members and refugees of between 1 000–2 000 Ugandan shillings (0.25–0.5 €) per month. Disability group members and refugees regularly participated in stakeholder meetings.
- Community and refugee leadership and disability groups view World Vision as one of the more advanced CSOs in terms of promoting genuine participation. These activities are being replicated in other communities and refugee settlement with support from WV USA and WV Hong Kong. District water officials in northern Uganda have been impressed with World Vision's work and report that they are replicating some of the designs in other communities. They noted that Uganda lacks adequate

Brand recognition surveys show a relatively low recognition of the WVF brand.

Community and refugee leadership and disability groups view World Vision as one of the more advanced CSOs in terms of promoting genuine participation.

Community and refugee leadership and disability groups view World Vision as one of the more advanced CSOs in terms of promoting genuine participation.

One of the major challenges in poor urban contexts to achieving positive behavioural change is that populations are so transient.

standards for disability inclusion and indicate that they would welcome support from World Vision in helping to develop suitable guidelines and standards.

Source: Good practice example developed by the evaluation team based on evaluation findings.

During interviews with the UN, government and peer NGOs, and focus group discussions with refugees and community members, it was evident that WVF's inclusive WASH project was highly appreciated even though coverage was incomplete. The technical improvements used in Uganda for wells and assistive devices for sanitation at relatively low cost are being replicated by local government and peer CSOs. In Kenya, large 24m³ water tanks in schools have ensured that there are sufficient quantities of water for drinking and hygienic purposes for students, and allowed the possibility of maintaining small school gardens. It was observed that the WVF-supported inclusive WASH projects have not only been successful in terms of improving disabled access to facilities, but also in empowering refugees with disabilities

Recurrent Factors Affecting Performance

Programme Based Support

Key informants from WV National Offices reported that WVF staff visit project sites more frequently than any other WV Support Office. Other WV Support Offices usually visit once every 1–2 years whereas WVF visits 1–4 times a year. Monitoring visits³ were nevertheless not seen as burdensome by WV National Offices, but rather as value-added that helped them to improve the quality of interventions. There is a good working relationship with the WV National Offices and WVF staff who tend to spend a substantial amount of time with communities during field visits. Key informants from WV National Offices felt that expectations of WVF are clear and it was usually easy to reach agreement on how budgets are allocated. With other WV Support Offices that visit only rarely, WV National Offices often experience problems due to un-realistic expectations. WVF's staff also participate in the Programme Support Team meetings that periodically review the status of the WV National Office's programme portfolio with peer WV Support Offices.

Challenges to implementation have included the low quality of government schools and relatively high number of untrained teachers (including in private schools). Cultural norms can be an obstacle where, for example, sex education is a taboo subject and adolescents do not receive the information they need (Peries, 2013). Persistently high levels of malnutrition, low levels of immunisation and the incidence of malaria can often be attributed to external factors which are difficult to control (WV Kenya, 2013b). As an example, one of the major challenges in poor urban contexts to achieving positive behavioural change is that populations are so transient. Slum environments are challenging for CSOs like World Vision with a child sponsorship business model since children and their families move away as soon as their situation improves.

³ This refers to programme monitoring visits, not audits or financial reviews which are seen as transaction-heavy.

As noted above, disability inclusion interventions have been generally successful, not just in terms of improving access for persons with disabilities, but also in terms of empowerment. Further strengthening empowerment by promoting self-sufficiency has been more challenging. Projects aimed to improve the support for women with disabilities by starting small businesses have been found to be too short-term and lacking follow-up. An end of project evaluation found that many of the businesses had already closed or were on the verge of closing (Forshung Consultants, 2016).

Turnover amongst staff in WV National Offices, particularly staff working in the ADPs, has been a recurring challenge. A key informant in World Vision's senior management complained that it sometimes felt like they were building staff capacity so that the UN could recruit well-trained and experienced staff. Among the negative effects of turnover is that it makes it more challenging to address relevant gaps that have been identified in evaluations, something that the team observed in Uganda. These include a need to improve WV National Offices' staff capacities from mere gender awareness to meaningful mainstreaming and women's empowerment (Institute for Participatory Interaction in Development, 2014). Women are not always well represented in WV National Office senior management (WVI, 2011b), although this was not felt by the team to be an issue in countries where WVF is operating.

One of the value-added of CSOs like World Vision from a local government perspective is that they focus on needs, are strict on timelines and production of outputs. Government key informants noted that their resources are often mixed up with political considerations and there are often problems delivering outputs on time and of the required quality.

Humanitarian Assistance

The short-term nature of MFA humanitarian funding is appropriate for quick onset disasters that rapidly transition into a recovery phase. However, for chronic emergencies such as those in Kenya and Uganda, longer-term funding is viewed by WVF as being more appropriate to support longer-term women's and children's humanitarian needs, a finding that resonates with lessons learned in WVI globally (WVI, 2016b).

As a way of adding value in their humanitarian programming WVF has opted to focus on a specific cross-cutting objective of inclusive WASH for people with disabilities. As described above, WVF achieved very positive results in Uganda, although the disability inclusive WASH projects did not meet with similar success in refugee camps in Kenya. Peer agencies did not recognise World Vision as an expert on disability inclusion as was the case in Uganda. WVF's relatively long experience with disability inclusion programming, a cross-cutting objective that has since become a priority both for MFA and internationally, has allowed WVF the opportunity to increase their effectiveness. Peer CSOs such as Disability Partnership Finland has acknowledged both WVF's important advocacy role and as an agency that has demonstrated how disability inclusion can successfully be put into practice.

The other cross-cutting objective that WVF has focused on is gender, and evaluations reviewed by the evaluation team found that gender equity and access to

MFA humanitarian funding is appropriate for quick onset disasters, but for chronic emergencies longer-term funding is more appropriate to support women's and children's humanitarian needs.

Gender equality had been incorporated into WVF's project design.

Humanitarian programming is still a new way of working for WVF and they are facing challenges in integrating its relief and development work.

and control over benefits and resources were taken into consideration (WV Kenya, 2011). WVF's East Africa a Gender regional project was designed to specifically address gender equality issues by capacity building for World Vision and partner staff, improve integration of gender into project design, increase the participation of women and givers, and improve the policy and legal environment in nine countries. The subsequent evaluation found positive results overall, particularly in terms of raised awareness amongst staff and integration of gender equity into WV National Offices' policy documents. Observations by the evaluation team during field visits to Kenya and Uganda indicated that gender equality had been incorporated into WVF's project design; committees in Kenya and Uganda were gender balanced with several women in leadership positions, and there was a good understanding of the project objectives and their role in achieving them.

In contrast to their development work, a recurring gap is that WVF's humanitarian projects have never been subjected to independent review or evaluations, which limits learning and accountability to affected populations.

Degree to which PBS and HA are Successfully Combined

Humanitarian programming is still a new way of working for WVF and they are facing challenges in integrating its relief and development work (Carabine et al., 2014). WVF has made efforts to integrate them into a single coherent programme, but this is challenging given MFA's separate funding streams and the fact that WVF's humanitarian operations are not in the same geographical areas as ADPs. WVF is struggling to adapt their community-based approaches and implement quality and sustainable work in such a relatively short time frame.

4.4 Efficiency

Adequacy of Resources to Achieve Outputs

WVF is one of the few larger CSOs focusing on international assistance that does not have a permanent presence outside of Finland. While a comparative analysis was not available, this is likely to be more cost efficient than basing staff in field locations. This is, however, offset by increased travel costs for project monitoring and oversight. For WVF such an arrangement may be feasible since they cover a relatively small number of countries.

In common with many other CSOs, there is a general lack of analysis of cost efficiency or comparisons to other projects or modalities of support in the WVF's evaluations and reviews. Cost efficiency analyses carried out by peer WV Support Offices (e.g. World Vision Australia and World Vision United Kingdom) are not routinely shared.

The ability of WVF to combine government and private sponsorship funds in a single programme is an advantage. However, dealing with different financial years causes inefficiencies in WV National Offices and in WVF, since reporting cycles are not synchronised and only limited use can be made of World Vision's automated systems.

Programme Based Support

Prior to budget cuts WVF was unique amongst WV Support Offices because it received a larger percentage of government funding than child sponsorship funding. Based on key informant feedback from WVI and WV National Offices, WVF's integration of MFA funding with private funding is viewed as good practice as this approach has helped to forge strong long-term partnerships with WV National Offices. Integration of funding streams gave long-term dependability and flexibility, something that changed when MFA funds were suddenly cut. While MFA's funding cuts encouraged WVF to prioritise and review operational efficiencies, WVF was forced to renege on some of their long-term commitments with ADPs.

From reports and key informant interviews, it is evident that WVF prides itself on maintaining longer-term relationships with specific countries, something that the 15-year planning horizon of the ADP model encourages. Consistent feedback from local government key informants was that WV and other selected CSOs had a reputation for good management, hard work, high motivation and trust. These long-term relationships based on trust help to ensure a smooth working relationship between WVF and its partner WV National Offices and improving efficiency.

As with most other humanitarian and development agencies, WVF's financial and project management systems do not lend themselves easily to measurement of cost effectiveness (Baker et al., 2013). Evaluations commissioned by WVF have not given much attention to measuring cost efficiency and there does not seem to have been an analysis of comparative cost efficiencies for different options for projects or modalities of support (Community Resource Development Initiative, 2016). WV Australia was reported to have carried out a unit cost analysis with WV Uganda, but their analysis does not appear to have been shared with WVF or with the WV National Office.

Numerous evaluations have found that community participation and voluntary work improved efficiency in ADPs. On the other hand, risk management strategies for managing staff turnover and for adapting to sudden changes in funding levels are needed to improve efficiency (WV India, 2016; WV Kenya, 2013).

Humanitarian Assistance

WVF is the only WV Support Office (out of 10) in Kenya that does not allocate 1% to support preparedness for emergencies in ADPs even though lessons learned have repeatedly found that lack of preparedness has undermined efficiency (IFRC, 2000).

Quality of Management

Key informants from WV National Offices noted that, relative to their peer WV Support Offices, WVF has a reputation for commissioning the most audits and has the most detailed ToRs for audits. Each audit usually lasts two weeks and requires constant support from WV National Offices' staff. WVF also require auditors to visit beneficiary communities which, although probably improve accountability to rights holders, it increases transaction costs for staff in WV National Offices. In Kenya, for example, in one year WVF commissioned five

WVF's financial and project management systems do not lend themselves easily to measurement of cost effectiveness.

WV National Offices feel a risk management approach could be more appropriate than the “one-size-fits-all” approach to auditing.

separate audits for three development projects and two humanitarian disability inclusion projects as per MFA requirements. WV Kenya staff estimated the cost of each audit in total to be approximately USD 6 000, including USD 4 000 for the cost of the audit, USD 1 500 for two staff allocated to support the audit during two week and an estimated opportunity cost of USD 500 for meetings involving WV Kenya staff. WV Kenya currently receives funding from ten WV Supporting Offices and seemed very thankful that the others tended to be less stringent.

Key informants from WV National Offices clearly understood the necessity of financial oversight, but some felt that a risk management approach could be more appropriate and efficient rather than the “one-size-fits-all” approach that is being used by WVF. UNICEF, a global strategic partner for World Vision, has been using a risk assessment approach for over a decade using a Harmonized Approach to Cash Transfer Framework (UNDG, 2014). Partners are categorised according to risk levels at a country level, which in turn determines amount of fund instalments, frequency of audits, etc. World Vision already has a global Enterprise Risk Management Policy (WVI, 2012) that stipulates that Boards of all Partnership entities, including WVF and WV National Offices, are responsible for ensuring that their entity has its own Enterprise Risk Management Policy. Apart from increased efficiency, the potential advantages of a risk management approach are that it would provide an incentive for WV National Offices to try and move into a lower risk category and can also be a useful needs assessment of management capacities.

Management issues affecting efficiency include:

- World Vision’s financial year differs from Finland, something that requires additional manual work by both WVF and WV National Offices;
- Better strategies for managing staff turnover in ADPs and for transitioning of activities are needed to improve efficiency (WV India, 2016; WV Kenya, 2013a); and
- Some local government key informants felt that CSOs relied too much on limited government technical resources. In Eastern Uganda, for example, when the ADPs were initially set up there was only one WV Uganda engineer to provide quality assurance for all infrastructure projects and local government had difficulty in providing the necessary support. WV Uganda has since increased their capacity and the collaboration between government and WV Uganda is now more effective.

Humanitarian Assistance

Emergency preparedness is an integral element in strengthening resilience and plays a big role in improving cost efficiency. Lack of preparedness not only increases costs in economic terms, but also in lives, as was observed during mid-2016 when there was a rapid influx of over 100 000 refugees into northern Uganda. WVI declared a Category 2 emergency in August, which was led by the National Office. WV Uganda and other CSOs struggled to cope with the influx and, for reasons that are not clear, WV Uganda did not request any surge staff from the regional roster while CSOs like Médecins sans Frontières deployed teams to fill gaps. There was no evidence that WV Uganda has carried out an

After Action Review or review/evaluation of the response, which makes it likely that there will continue to be similar gaps in preparedness in future.

Value Added of Networks

As a relatively small contributor in the WV Federation, WVF has needed to focus geographically and thematically to try and maximise its influence and value-added while prioritising its limited resources to absorb transaction costs of working within a global federation. The WV federation offers many learning and collaboration opportunities to help address gaps in WVF's capacities and knowledge, notably humanitarian operations and programming in urban contexts and fragile states. Based on interviews and observations, WVF has likewise contributed to learning and improvement within WV, notably in inclusive WASH projects.

WVF's contributions to learning and influencing practice are also evident within Finland, where it has been an active advocate of disability inclusion. As mentioned earlier, WVF was the first winner of an annual award of the Disability Partnership Finland due to their active engagement in disability issues in Finland and their positive global work. WVF's "Weconomy" engagement with the private sector offers an example a network-based innovation with outside funding that is consistent with MFA's 202 and 2016 Development Policy (MFA, 2012a, 2016c).

4.5 Impact

Impact (including Cross-Cutting Objectives)

WVI's LEAP system for ADPs involves collecting standardised data over a 12-15 year period that should allow measurement of long-term impacts in terms of child well-being, strengthening of CBOs, disaster preparedness and the extent to which local, national and global policy and practice are being influenced. In practice, long term impacts, both intended and unintended, are difficult to demonstrate due to a lack of ex-post evaluations and the fact that WV's LEAP methodology does not use control groups or counterfactuals to assess World Vision's contributions. This is a significant gap in the middle-income countries where WVF has been working, since all these countries have made substantial progress towards meeting MDGs during the past few years. There are some efforts within WV to carry out relevant research to address these gaps but WVF has not so far participated in these (see for example, WV Cambodia, 2015).

WVF has not carried out impact assessments themselves and their evaluation summaries (WVF, 2011) would not really qualify as meta-evaluations due to the methodology used. Some larger WV Support Offices have commissioned impact studies (e.g. WV United Kingdom, 2015). A meta-evaluation carried out of 94 evaluations of ADPs and project-based development assistance supported by WV Australia (WV Australia, 2016), which covered some countries where WVF has been working, found that changes were observed in social, economic, environmental and/or physical conditions in the target communities in 29% of the evaluated projects. They also found widespread evidence of increased community capacity. In Uganda, good results were found in improving productivity,

The WV federation offers many learning and collaboration opportunities to help address gaps in WVF's capacities and knowledge.

Impact has been difficult for WVF to demonstrate due to a lack of ex-post evaluations, control groups or counterfactuals.

WVF organises annual impact seminars bringing together staff from partner WV National Offices.

A one year timeline is insufficient for any genuine empowerment of people with disabilities.

but it was recommended to pay more attention to value chain and marketing aspects to improve impact. An unintended impact was that jealousy and misunderstandings regarding the child sponsorship model were found to have caused difficulties and tensions between communities (World Vision Uganda/ Community Resource Development Initiative, 2016).

WV National Offices use gender analysis tools based on seasonal calendars and trend lines to track community perceptions of changes over time to collect and collate disaggregated data on socio-economic effects (WV Kenya, 2013), which WVF has found useful when designing and monitoring HA. While the ADP model addresses cross-cutting objectives identified as policy priorities, WVF has specifically focused on gender and disability inclusion. WVF organises annual impact seminars bringing together staff from partner WV National Offices. WVF's 2016 seminar was focused on people with disability.

PBS projects have generally shown good results, including a halving of malnutrition among children under the age of five in the poorest households in many ADPs supported by WVF. These reductions were often attributed to a combination of livelihood and nutrition activities and increased access to small scale financing (see, for example, WV India, 2016a). During discussions with the evaluation team, local government officials in Kenya and Uganda provided several qualitative examples of impacts of WV interventions, including improved school enrolment, better access to facilities (e.g. clean water, less queuing for latrines), higher quality infrastructure and overall community satisfaction. They attributed this success to a focus by World Vision and a few other CSOs on meeting specific objectives, while noting that government resources tend to be more dispersed and activities fragmented. Local government officials in Uganda also confirmed that most of the toilets constructed by WV were accessible by persons with disabilities.

The main unintended impact observed specific to WVF's PBS projects during this evaluation was the suspension of support to ADPs in Kenya and elsewhere. In Kenya, WVF was supporting five ADPs, but this was reduced to three after the MFA funding cuts. Instead of the planned 12-15 year lifespan, the timelines for these two ADPs was reduced to around half or less and the suddenness of the decision meant that other WV Support Offices were not in a position to take over as their funds had already been allocated.

Humanitarian Assistance

WVF's key informants emphasised that the only real impact that can be achieved in a standalone WASH project with such a short timeframe is good quality infrastructure. Time is needed for preparations and recruiting staff, and there is a constant pressure to finish the work on time. A one year timeline is insufficient for any genuine empowerment of people with disabilities, unless it is a component of a longer-term programme. The project in Dadaab was relatively successful since WV Kenya linked up with Handicap International, which had a longer-term programme in the camp (WVF, 2015).

Although project objectives had foreseen replication of inclusive designs and approaches, an unintended positive impact was the large-scale replication observed in Uganda. The spontaneous replication of the disability inclu-

sive WASH model has the potential of spreading the impact much wider than foreseen in the proposal to MFA and could influence government policy and practice.

4.6 Sustainability and Connectedness for Humanitarian Operations

Ownership and Participation by Local Stakeholders

Programme Based Support

Previous evaluations commissioned by WVF have indicated that participation by the beneficiaries is relatively strong and that the relatively long duration of ADP facilitates ensures good ownership of processes and results. Ownership and participation indicate good changes of sustainability of ADP outcomes and impacts.

During the field visit it was observed that income generating activities have often been supported at a small scale. However, when the more successful ones want to move to a larger scale there is insufficient support and capacity building for business planning and management for adding value at the local level (such as processing and packaging), and not enough support for employment after the vocational training. Similar issues have been found by several ADP evaluations for example: some Self Help Groups have not been effective in implementing saving and credit activities (World Vision India, 2016a); sustainability in Busia ADP would need more business thinking and integration of stakeholders (Asiimwe, 2016); and recommendations to link the vocational trainees better with potential employers and livelihoods opportunities (Institute for Participatory Interaction in Development, 2014).

Interviews with WV staff and partners indicated that the sustainability of the initiatives supported as part of the Weconomy Start programme have faced some significant challenges with sustainability due to a combination of gaps in the needs assessment and a lack of long-term commitment by some of the private sector partners. Supported activities have not always been fully relevant in the local market and, since the perception is that private companies are motivated by profit rather than good will, there have been suspicions at the country level about motives.

Humanitarian Assistance

WVF-supported inclusive WASH projects in refugee contexts have been generally successful, although there have been some difficulties in achieving full cost recovery. Interviewees felt that additional support could have improved further accessibility of toilets (not only ramps but also rails and seats).

The handing over arrangements in both Uganda and Kenya after the project ended were satisfactory at an interagency level, but the beneficiaries and refugee communities lacked a clear understanding of the transition and where they should address any questions or concerns related to WASH after WVF had phased out.

There was insufficient support and capacity building for business planning and management for scale-up of income generating activities.

Hand over of project activities to peer agencies was satisfactory, but beneficiary communities lacked a clear understanding of the transition.

WVF has relied primarily on only two main sources of funding – the MFA and child sponsorship.

Organisational, cultural, social, ecological and financial sustainability

Programme Based Support

Faith-based organisations like World Vision face specific challenges in inter-ethnic communities, such as Busia Municipality in eastern Uganda, where there is a mixed Christian and Muslim population, since there is because there is a risk that World Vision is perceived to have a bias towards supporting Christian communities and CBOs.

As described above, the financial sustainability of some of the livelihood activities is questionable due to a combination of limited technical support from WV National Offices and WVF to help build skills in business planning, management and administration. Observations by the evaluation team indicated that links with external private sector partners who could potentially support the value chain are inconsistent.

WVF has relied primarily on only two main sources of funding - the MFA and child sponsorship and the lack of diversified funding sources was flagged during a Peer Review (World Vision, 2012a). Since 2012, WVF has actively sought, and had some success in achieving resource diversification of funding sources (e.g. EC, ECHO, UNFPA, Private sector engagement and Gift Catalogue). The significant reduction in MFA's development funding in 2015 thus had a significant impact on WVF's programme and operations.

As described above, WVF has not carried out any ex-post evaluations, but based on evidence from other World Vision impact studies (see for example, WV United Kingdom, 2015) ADPs appear to have a reasonable track record of sustainability. Some elements for enhancing sustainability identified in final evaluations of ADPs supported by WVF include:

- Strategies for enforcing good governance to ensure sustainability of results and the real ownership of communities need to be strengthened (WV Colombia, 2014);
- Bylaws need to be strengthened governing the way committees and project leadership conduct their businesses in office. There need to be more active work with stakeholders, including government (Multilevel Consultants, 2016);
- Appropriate partnerships with appropriate agencies with common objectives to ensure community buy-in for the program need to be developed (Institute for Participatory Interaction in Development, 2014);
- Sustainability and impact of activities need more business thinking and integration of stakeholders, while acknowledging that the urban operating environment in Busia is demanding (Asiimwe, 2016);
- Attempts should be made to link the vocational trainees with potential employers and livelihood assistance programs to initiate new enterprises and promote internships (Institute for Participatory Interaction in Development, 2014);
- Structures have not reached weaning off stage and unless proper linkages are forged, the gains made may be lost (Forshung Consultants, 2016); and

- A stronger partnership with government institutions is needed to ensure sustainability of the results. Building institutions should be emphasised (Community Resource Development Initiative, 2016).

Humanitarian Assistance

The disability inclusive WASH projects supported by WVF had some sustainable outcomes, especially in the more developmental context of Uganda where the refugee communities are organised into village-like settlements and refugee committees have continued to maintain the facilities. In Kenya, the operating environment in crowded Kenyan refugee camps is more complex and dynamic. Committees are less well-organised and sustainability of some of the project outputs is questionable. As an example, the livelihood support given to women with disabilities in Kakuma camp in Kenya to start-up livelihood activities was unsustainable, in part due to the short project timeline and the difficult context. Interviews indicated that most of the women are already out of business or are having difficulties in covering the costs of running their business. This was a short-term small project which does not reflect the approaches to livelihoods in the ADPs but gives an example of the difficulties for sustainable livelihoods improvement in the refugee camp settings.

Reinforcement of Other Objectives, Handover and Exit Strategies

Programme Based Support

The ADPs are long-term programmes that support the overall development of the target communities based on priority needs. As such the model takes the longer term development into account. However, several evaluations have highlighted the importance of linking ADPs with local government and other institutions to ensure longer term sustainability of the sought development impacts. An evaluation from Sri Lanka, for example, stresses the importance of a strong partnership between the ADPs and the preschool teachers association, the Pradesiya Sabha and the provincial council to maintain the quality of preschool education (Peries, 2013).

Humanitarian Support

As already mentioned, the main challenge that WVF has faced has been the short-term nature of MFA humanitarian funding for chronic emergencies. Exit strategies involved a reasonably smooth handover between WV National Offices and agencies that were assuming responsibilities, but refugees and other stakeholders were insufficiently involved. In Kakuma camp, this gap appears to have significantly compromised sustainability. Another gap highlighted was the need for stronger emphasis on livelihood activities for people with disabilities in humanitarian projects (WV Kenya, 2016b).

Several evaluations have highlighted the importance of linking ADPs with local government and other institutions to ensure longer term sustainability.

The main challenge that WVF has faced has been the short-term nature of MFA humanitarian funding for chronic emergencies.

WVF's experience in disability inclusion, gender equity and private sector engagement has positioned them within WVI to be able to influence policies and practice.

WVI federation offers collaborative opportunities to help address gaps in WVF's capacities and knowledge.

5 CONCLUSIONS

Strategic Focus and Positioning

Conclusion 1: WVF's strategy is relevant and WVF's decision to initiate humanitarian programming with a focus on inclusive WASH was appropriate. WVF's experience in disability inclusion, gender equity and private sector engagement has positioned them within WVI to be able to influence policies and practice.

Despite its small financial contribution relative to other World Vision members, WVF has found a strategic niche by choosing to focus on priority thematic areas, notably disability inclusion and private sector engagement. The focus on disability inclusion as a cross-cutting objective is particularly relevant not only to policies of both MFA and WVI, but also to affected communities since WVF and WV National Offices are using participatory approaches. The recent move by WVF into humanitarian programming during 2014 with inclusive WASH projects to support displacement emergencies, was relevant and appropriate even though there have been challenges with the short timeframe of the HA. Another factor that has increased WVF's influence relative to its contribution within WVI is that it has developed a reputation as a "team player" and it is widely appreciated and trusted by its peers.

In terms of cross-cutting objectives, WVF's work in disability inclusiveness is viewed positively within World Vision and externally (local government, UN agencies, refugees) and there is some evidence that some replication of inclusive WASH interventions is occurring spontaneously by local government and peer agencies. WVF's work in disability inclusion provides a good practice model for advocacy and replication within Finland, within the global WV network and at a national level in countries where WVF is working. Its status as a MFA partner that prioritises disability inclusion and membership within the global WV Federation provides WVF with useful advocacy channels.

Other cross-cutting objectives receiving specific attention from WVF are gender and child protection, which stems from their child-focused approach. While there is good gender awareness amongst WV staff, it has proved challenging to make the shift to gender mainstreaming and women's empowerment. This is due in part to a relatively high turnover of field-based staff working in ADPs, since they take the learning from the training with them when they leave.

Coverage and Value-Added for Implementation

Conclusion 2: The WVI federation offers collaborative opportunities to help address gaps in WVF's capacities and knowledge. This resource can be useful in helping WVF to meet the challenges it faces as it undertakes more programming in challenging operating environments such as humanitarian operations and fragile states, and in complex operations in urban settings.

Amongst the ten countries prioritised for MFA funding in 2015, WVF has been working only in Kenya. Although none of the countries where WVF has been

working were classified to be fragile states during the scoping period, countries like Colombia were emerging from conflict. Since sites for ADPs have been selected using vulnerability mapping, these are effectively “fragile communities” in middle-income countries where external support is needed.

WV’s ADP model was designed mainly for rural settings and WVF and other WV Support Offices have learned that working in urban and humanitarian environments require a different approach. The challenges can be even greater in fragile contexts. The shift in WVF’s programme strategy to working in more challenging environments is appropriate and well-aligned with MFA’s priorities. However, particularly for humanitarian and fragile states, this is a relatively steep learning curve for WVF to adapt approaches that have been refined in rural settings.

WVF is in the fortunate position to be able to tap the knowledge, experience and tools acquired by peer WV Support Offices and WV National Offices. WVF has the necessary policies and guidelines to be consistent with MFA and internal WV priorities. The selection of sites for ADPs based on vulnerability mapping is appropriate, although ADP coverage is relatively limited geographically within countries. There are challenges to putting these into practice due to a combination to staff turnover at ADP level and pressure on the WV National Office by other WV Support Offices who want to implement different agendas.

Capturing and “translating” learning that WVF can apply to different operating contexts could be improved. The WV federation offers many learning and collaboration opportunities to help address gaps in WVF’s capacities and knowledge. WVF’s experience in joint programming with peer WV Support Offices has been largely positive and cross border learning between Kenya and Uganda and joint programming with peer WV Support Offices have contributed to learning.

Private Sector Partnerships

Conclusion 3: The pilot Weconomy Start programme did not receive MFA’s PBS funding, but has been considered in this evaluation, given its relevance to MFA’s Development Strategy and its likely future role in WVF’s PBS. The main lesson learned to date has been that a better quality assessment is needed when matching private sector partners with national-level partners.

WVF’s Weconomy programme is currently moving into the next phase with selected partners and is likely to feature in the future PBS projects given that private sector engagement is a MFA’s strategic priority. WVF recognises that there is still a need for further clarity on the roles of the different actors as well as improvement of the targeting and market surveys to ensure viability of the started businesses in the local context.

Accountability to Rights Holders

Conclusion 4: WVF emphasises participation in its PBS and HA programme design and monitoring. There is a systematic participatory hand-over process as part of an exit strategy for ADPs. However, WVF is learning how to adapt community-based approaches to humanitarian contexts, with short funding timelines and dynamic contexts.

A better quality assessment is needed when matching private sector partners with national-level partners.

However, WVF is learning how to adapt community-based approaches to humanitarian contexts.

WVF has been actively monitoring the diversity of beneficiaries and helping WV National Offices to comply with non-discrimination policies.

WV National Offices are subjected to pressures from WV Support Offices pushing their own agendas that may be inconsistent with country strategies.

WVF's monitoring is professional and supports positive change, opening opportunities to strengthen WV National Office compliance with relevant policies and codes of conduct, including accountability to rights holders.

WV National Offices tend to have good connections and open communication channels with government, particularly at a local level. Sharing of information is inconsistent, however, and further improvements are needed in increasing participation, including sharing budget information and results of evaluations. Several evaluations have highlighted the need for more engagement with external agencies, including peer CSOs, at a country level.

Accountability and learning reports (WVI, 2015b) and impact reports (WV United Kingdom, 2015) offer a model for how WVF could illustrate its commitments to stakeholders.

Equitable Access by Partners to MFA Funding

Conclusion 5: WVF has been actively monitoring the diversity of beneficiaries and helping WV National Offices to comply with non-discrimination policies. However, there appears to be no monitoring of access by non-Christian CBOs to WVF's funding.

Faith-based organisations face specific challenges in inter-ethnic communities, such as Busia in eastern Uganda whether there is a mixed Christian and Muslim population, since there is often a perception that World Vision has a bias towards supporting Christian communities and CBOs. Discrimination is inconsistent with WVF's and WVI's policies, and there are a number of examples where WVF is working with non-Christian communities. At the same time, there are very few non-Christian CBOs receiving funding from WVF.

Contribution to WVI objectives

Conclusion 6: WV National Offices are subjected to pressures from WV Support Offices pushing their own agendas that may be inconsistent with country strategies. WVF's collaborations with peer WV Support Offices and their robust relationships with WV National Offices in countries where they are working can help mitigate these negative influences.

Although WV National Offices have multi-year strategies, WV Support Offices each have their own approaches and pressures applied by their back donors, which sometimes leads to inconsistent implementation of country strategies by WV National Offices. The current roll-out of WVI's LEAP 3 aims to promote more strategic approaches mitigating this through a greater focus on strategic priorities and peer reviews involving different WVF Support Offices. However, the child-sponsorship business model can contribute to a situation where WV National Offices have limited influence over WV's supporters who wish to promote their own agendas.

WV Offices, including WVF, can find themselves in a position of having to address perceptions and distrust due to WV's evangelical background and different expectations surrounding its child sponsorship business model. This puts WVF in a position where they need to manage risks through a combination of effective advocacy, communication and education, in order to be able to

maintain a consistent funding pipeline from child sponsors without compromising the quality of their programme.

Membership of a large global federation has both advantages and disadvantages, something that has been highlighted by the MFA's funding cuts, since they have forced WVF to review operational efficiency and prioritise accordingly. While there are significant advantages of working in large global networks, membership comes with significant transaction costs. Apart from the effect on WVF's own project implementation capacity, the funding cuts have also reduced WVF's capacity to engage with partners internally within World Vision and external agencies.

WVI's ADP model has been developed over decades and is now a field-tested model that can be implemented relatively efficiently, at least in rural areas. However, an increasing proportion of the world's children are living in urban areas, and many others are living in vulnerable circumstances in fragile states or in communities affected by disasters or conflict. WVF and their peers find themselves needing to spend additional time and resources to adapt their approaches or develop new models to reach this vulnerable population.

An advantage of working through registered independent WV National Offices mitigates WVF's risk of being affected by increasingly tight NGO legislation being promulgated by host governments. A challenge with this model is that WVF is typically only one of many WV Support Offices that work through the WV National Office who are competing for their time and human resources. WVF has been successful at focusing its time and resources to build strong partnerships with specific countries and on specific themes, such as disability inclusion, that are relevant to WV National Offices.

Risk Management

Conclusion 7: There are substantial investments in a one-size-fits all monitoring and oversight approach, which is not necessarily justified by the risks. Although WVI uses risk management approaches, WVF needs to comply with standard MFA requirements for CSOs.

WVF has a one-size-fits all approach to monitoring and financial oversight. While the monitoring has a capacity development role, which is appreciated by both WV National Offices and CBO partners, financial oversight is perceived as relatively transaction heavy compared to other WV Support Offices. Financial oversight could be made more efficient using a risk management approach.

Understanding WVF's Contribution to Impact

Conclusion 8: Available evidence from evaluations and qualitative assessments suggest that WVF is having an impact but it is inconclusive due to a unique focus on ADPs together with a lack of ex-post and counterfactual data. This is partly due to LEAP systems and lack of resources.

The long-term approach of ADPs with external evaluations taking place every five year intervals using a standardised set of child well-being outcome indicators allows WVI to be able to demonstrate change in a reasonably systematic way. At the same time, available evidence from evaluations and qualitative

There are substantial investments in a one-size-fits all monitoring and oversight approach, which is not necessarily justified by the risks.

WVF is having an impact but it is inconclusive due to a unique focus on ADPs together with a lack of ex-post and counterfactual data.

MFA's funding cuts were well managed by WVF despite the lack of warning.

The short timeframe of MFA funding has undermined connectedness of HA projects.

assessments suggest that MFA's support to WVF is having a positive impact. However, WVF's contribution to change is difficult to assess due to the absence of ex-post evaluations and systems that only measure changes within ADPs and do not compare with control groups outside ADPs. In some WV National Offices, there has also been a tendency to focus on outputs only. This is partly due to the limits of WVI's LEAP system that focuses on ADPs and partly due to WVF's lack of human and financial resources to fund additional activities. Impact assessments could be more cost efficient and promote wider learning when they are carried out in collaboration with National Offices and like-minded peer WV Support Offices.

Overall, WVF's monitoring is professional and positively influences project implementation, which provides WVF with an opportunity to strengthen WV National Office compliance with relevant policies and codes of conduct, including accountability to rights holders, through a combination of training, coaching and constructive feedback.

Impact of MFA's Funding Cuts

Conclusion 9: MFA's funding cuts were well managed by WVF despite the lack of warning. The impacts of the cuts, both positive and negative, are not yet fully understood by WVF or the affected WV National Offices.

The suddenness of the MFA's funding decision resulted in negative impacts both in terms of programming and strains within WVF due to staff cuts. Several ADPs had to be phased out prematurely with questionable sustainability. Affected WV National Offices feel that the MFA's funding cuts were well-managed by WVF despite the relatively short notice thanks to pre-existing relationships, good communications and a participatory review process. The impacts of the cuts, either positive or negative, are not yet captured or fully understood. The model of having several WV supporters who can fill gaps would reduce the risk that interventions were unsustainable. However, it is difficult for this system to function efficiently, since other WV Support Offices are tied into their own budget cycles.

Connectedness of MFA's HA Project Funding

Conclusion 10: WVF has not needed to align PBS and HA funding since the operating areas are geographically separate. However, the short timeframe of MFA funding has undermined connectedness of HA projects.

A combination of disaster preparedness and development activities are implemented in ADPs to increase their resilience to shocks. WVF is reported to be the only WV member who does not contribute to ADP preparedness funds. For WVF to work effectively in humanitarian operations and fragile states it will need to integrate resilience, including disaster preparedness, into their programming.

ADPs supported by WVF are far from settlements and camps for displaced populations where WVF is implementing inclusive WASH projects so there is currently no overlap between PBS and HA projects. The main challenge for WVF is the short timeframe of the HA funding that, for example, makes it difficult for it to incorporate meaningful participatory approaches and generate the necessary ownership to achieve self-reliance. However, misunderstandings remain

about community roles and responsibilities especially during project phase out and handing over which is partly due to the dynamic nature of these contexts such as population movements, changes in leadership, etc.

WVF has an appropriate focus on building refugee ownership of completed WASH infrastructure through participatory processes. This is more challenging in refugee camp settings, and WVF is learning how to adapt community-based approaches while facing challenges such as short funding timelines and dynamic populations. A one year timeframe for humanitarian projects is appropriate for quick onset disasters, but in chronic and slow-onset emergencies like droughts, short term interventions are often not cost effective.

6 LESSONS LEARNED

1. Membership of a large global federation can be an asset, but for smaller members it is important to find a strategic niche to be able to add real value and determine how resources can be allocated efficiently to minimise transaction costs yet still meet members' institutional commitments. In WVF's case, it has identified two themes to focus on, disability inclusion and private sector engagement that have attracted interest, not just within WV, but amongst strategic partners including UN agencies and local governments. In the case of disability inclusion, the successful implementation of this inclusive WASH project has had a direct immediate impact on refugees and is now widely known and cited as best practice by WV Uganda, local government and other external stakeholders. These are all indications that the approach is likely to continue to be replicated.
2. Much of the success of the inclusive WASH projects in northern Uganda can be attributed to the participatory approach by both WV Uganda and WVF. This has not only helped to ensure that the interventions are fulfilling their intended purpose, including ensuring sustainability supported by community contributions, but it has also empowered groups of people with disabilities, who have seen this as an activity where they have made a meaningful contribution. Active involvement and participation of local government officials has similarly generated a sense of ownership to the extent that they are not only replicating the planning approach and designs, but also encouraging peers to do the same.
3. More and more governments are restricting space for civil society, as indicated by the increasing trend to introduce legislation as a way of controlling NGOs. WVF's membership has mitigated this risk by working through WV National Offices, which, in some cases, are registered as national entities with independent Boards or organisations with long histories of working in the country and extensive networks at national and sub-national level.
4. WVF has only recently started humanitarian programming and their comfort zone is still in development contexts. However, one of the benefits of the membership of a large global federation that has extensive experience working in humanitarian contexts is that it can benefit from the capacities, guidance, tools, support and learning existing in its global network.

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5. WVF has acquired a reputation within WV as a WV Support Office that it has a hands-on approach to monitoring, making frequent visits and spending substantial amounts of time at project sites with beneficiary communities. While these visits place a demand on WV National Office staff, they are nevertheless seen to add value due to the approach of WVF that both helps build capacity of WV National Office staff and CBOs while also improving project quality. Since quality assurance and building national capacities are objectives of both WVF and MFA, this is a win-win situation.
 6. While faith-based child sponsorship business models can potentially generate a significant amount of funding for CSOs, it also requires proper risk management and communication to ensure that support provided to targeted communities is needs-based and good quality. This is due to different expectations of child sponsors who, unlike donors to other CSOs, have a direct emotional links with individual children in communities.

7 RECOMMENDATIONS

The recommendations below are targeted specifically at WVF. They have been formulated while taking into account the fact that WVF is part of a large international federation whose operating model mainly relies on implementation by WV National Offices based on a coherent set of strategies, policies and standards developed by WVI. It is therefore understood that the extent to which WVF has direct control over implementation of recommendations will vary and it is assumed that appropriate implementation strategies will be detailed in WVF's management response so that roles and responsibilities for follow up are clear.

Recommendation 1 (Strategic Focus and Positioning)

WVF should continue to promote replication and scale-up of its disability inclusion projects. This should preferably be done as a collaborative exercise with WVI, like-minded WV Support Office(s) and WV National Office(s) who can provide a useful "reality check" to help increase value added to beneficiary communities. WVF should collaborate with relevant parts of WV to improve community accountability systems and/or joint programming with peer WV Support Offices which have substantial prior experience of working in fragile states, urban settings and/or humanitarian responses.

Such collaborations could include guidance on developing joint advocacy and communication strategies in addition to identifying collaborative solutions to mitigate the negative effect of staff turnover on meeting key commitments to cross-cutting issues such as promoting disability inclusion and gender equity.

Recommendation 2 (Coverage and Value-Added for Implementation)

WVF should continue to identify collaborations and coalitions that enhance its effectiveness and coverage, and factor these into its Programme Strategy. Such collaborations could include WVF staff joining WVI's emergency rosters and participation in joint reviews and evaluations (including ex-post evaluations) with peer WV Support Offices. WVF should also collaborate with relevant parts of WV to improve community accountability systems and/or joint programming with peer WV Support Offices with substantial experience of working in fragile states, urban settings and/or humanitarian responses.

Recommendation 3 (Private Sector Partnerships)

WVF should further improve its approach to private sector partnership based on lessons learned from experiences to date and relevant learning from its successful experience with disability inclusion (use of participatory approaches, promoting replication). Clarity of roles and responsibilities as well as good assessments and market surveys in the beginning of initiatives are key to successful private sector engagement. WVF's communication strategy on this issue should include MFA staff at both a global and country level since private sector partnerships are a key feature of MFA's current Development Policy.

Recommendation 4 (Accountability to Rights Holders)

WVF should promote improved accountability to right holders through strengthening participatory approaches in humanitarian interventions. WVF can accomplish this by, for example, including representatives of communities affected by disasters in multi-party handover agreements and strengthening compliance with WVI's accountability commitments by including monitoring of relevant Core Humanitarian Standard indicators during routine monitoring visits.

Recommendation 5 (Equitable Access by Partners to MFA Funding)

In addition to monitoring compliance of non-discrimination beneficiary communities where there are mixed ethnicities and religious affiliations, WVF should also monitor and promote equitable access of non-Christian CBOs to MFA funding. Given that equitable access is already incorporated into WVI policies, positive changes are likely to be achieved through a combination of awareness-raising in WV National Offices, appropriate communication with communities and monitoring compliance with relevant policy commitments.

Recommendation 6 (Contribution to WVI objectives)

WVF should continue to implement its communication and education strategy regarding child sponsorship and impartiality, while doing their part to help WV National Offices to achieve their strategic objectives by collaborating with peer WV Support Offices and encouraging the respect of WV policies and standards.

Recommendation 7 (Risk Management)

WVF should adapt WVI's risk assessment approaches to help determine the appropriate level of financial and human resources that should be allocated to monitoring, oversight and capacity building for WV National Offices to help improve the efficiency. Since MFA does not currently use risk-based approaches with CSOs, efficiency gains will be limited and WVF should advocate with other Finnish CSOs with MFA to also adopt a risk-based approach to oversight.

Recommendation 8 (Understanding WVF's Contribution to Impact)

WVF should gather better quality evidence for WVF's contribution to change and impact of advocacy by carrying out ex-post evaluations and impact research that include control groups outside ADPs. To reduce costs and promote peer learning these should be done in collaboration with other like-minded WV Support Offices.

Recommendation 9 (Impact of MFA's Funding Cuts)

WVF and WV National Offices should assess and document the impact of MFA's funding cuts to better understand how people's lives in ADPs where support was suspended have been affected. This data could potentially be used to inform key advocacy messages with MFA and provide valuable lessons that could inform WVF's contingency planning to mitigate the effects of any similar financial shocks in future.

Recommendation 10 (Connectedness of MFA's HA Project Funding)

WVF should adopt a programme approach for humanitarian interventions that is needs-based rather than primarily based on availability of project funds. This could be done through collaboration with peer WV Support Offices to mitigate funding gaps and benefit from mutual learning.

WVF could also gather evidence to support joint advocacy with other humanitarian CSOs to encourage the MFA to extend timeframes for humanitarian funding for chronic emergencies and slow-onset natural disasters such as droughts.

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ANNEX 1: TERMS OF REFERENCE

1. BACKGROUND

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

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

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

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

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

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

2. CONTEXT

Programme-based support for development cooperation

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

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

The budget for 2015 through the Unit for Civil Society (KEO-30) contained EUR 114 million in support for CSOs' development cooperation and 83 MEUR of that was for programme-based support. The total sum for 2016 has been reduced to EUR 65 million. The support awarded to CSOs receiving programme-based support and operating grants was cut equally by about 38 per cent for 2016 and 2017. The MFA is planning reforms to the grant mechanism for CSOs' development cooperation. All currently 22 qualified CSOs for programme-based support will in 2017 apply for funding for a 4-year period, i.e. 2018-2021. The aim is to open up the following funding cycle (2022-2025) for programme grant applications to any interested CSO. Calls for proposals for project support (max. 4-year grants) as well as information and global education grants (max. 2-year grants) will in the future be held every second year (2016 for grants 2017 and onwards, 2018 for grants 2019 and onwards etc.).

Humanitarian assistance

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

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

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

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

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

The humanitarian policy acknowledges that CSOs play a key role in international humanitarian action. They distribute a significant portion of humanitarian assistance in the field, and they also have consid-

erable knowhow and technical expertise in various related sectors. It also recognises the special status of the International Red Cross and Red Crescent Movement in the international humanitarian system.

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

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

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

Programmes of the selected six organisations

Fida International

www.fidadevelopment.fi

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

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

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

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

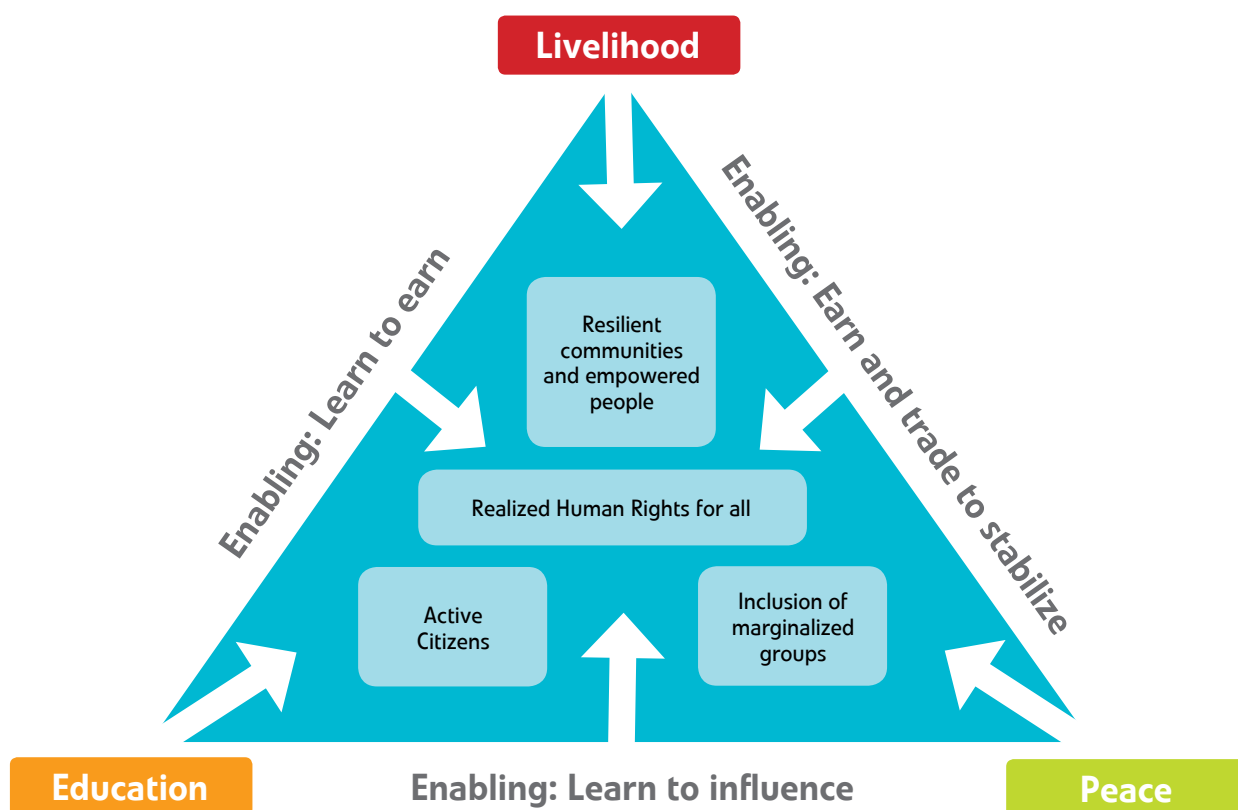
The MFA granted 1 060 000 EUR for humanitarian aid in 2015 and has granted 4 700 000 EUR for the implementation of the programme in 2016.

Finn Church Aid

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

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

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



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

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

Finnish Red Cross

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

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

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

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

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

Plan International Finland

<https://plan.fi/en>

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

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

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

Save the Children Finland

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

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

The overall goal of the Programme is to ensure child rights. Programme has four global outcomes: 1) More children have access to quality education, protection and social services; 2) More children benefit from prochild policies, legislation and budgeting; 3) Strong civil societies and local communities support the realisation of children's rights; and 4) Children are able to express their views and influence decision-making in Save the Children Finland's projects. Programme is implemented in long-term programme countries in East-Africa (Ethiopia, Kenya, Somalia), West-Africa (Burkina Faso and a regional project in Benin, Burkina Faso, Mali, Niger, Ivory Coast, Togo) and South-Asia (India, Nepal). We expect to reach 1 060 000 children and 340 000 children will benefit directly from programme activities. Save the Children Finland had a subsidy decision for 2014-2016 frame funding for 14,6 MEUR but due to cuts in ODA, new decision for 2016 (2,87 MEUR) reduces the total amount to 12,37 MEUR. Subsidy decision for 2011-13 amounts to 12,49 MEUR and for 2010 4,0 MEUR.

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

World Vision Finland

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

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

The purpose

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

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

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

The objectives

The objectives of this evaluation for

a) programme-based support are

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

b) humanitarian assistance are

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

c) programme-based support and humanitarian assistance funding instruments

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

4. SCOPE OF THE EVALUATION

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

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

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

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

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

Priority evaluation questions on programme-based support

Relevance

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

Impact

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

Effectiveness

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

Sustainability

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

Complementarity, Coordination and Coherence

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

Priority evaluation questions on humanitarian assistance:

Relevance and appropriateness

- Assess the extent to which the humanitarian assistance provided by the CSOs have been in line with the

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

Effectiveness

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

Complementarity, Coherence and Coordination

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

Coverage

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

Connectedness

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

Both programme-based support and humanitarian assistance

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

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

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

6. GENERAL APPROACH AND METHODOLOGY

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

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

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

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

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

A. START-UP PHASE

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

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

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

Venue: MFA, Helsinki.

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

B. INCEPTION PHASE

Inception report

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

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

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

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

Inception meeting

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

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

Other team members may participate.

Venue: MFA, Helsinki.

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

C. IMPLEMENTATION PHASE

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

The field work for each organisation should last at least 2-3 weeks but can be done in parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland.

The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

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

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

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

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

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

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

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

D. REPORTING AND DISSEMINATION PHASE

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

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

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

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

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 11.4.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

Development Policy Programme 2012

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

Development policy programme 2007

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

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

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

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

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

Ministry for Foreign Affairs' Democracy Support Policy (2014)

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

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

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

Other thematic policies and guidelines

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

Evaluation guidelines

Evaluation Manual of the MFA (2013)

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

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

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

Guidelines and policies related to Programme-based support

Instructions concerning the Partnership Agreement Scheme (2013)

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

Support for partnership organizations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

<http://formin.finland.fi/public/default.aspx?contentid=206482&nodeid=15457&contentlan=2&culture=en-US> Act on Discretionary Government Transfers (688/2001) (Valtionavustuslaki) <http://www.finlex.fi/fi/laki/ajantasa/2001/20010688>

Laws, guidelines and policies related to humanitarian assistance

Finland's Humanitarian Policy (2012)

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

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

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

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

Humanitarian aid, MFA website

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

Good Humanitarian Donorship principles

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

European Consensus on Humanitarian Aid (2007)

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

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

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

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

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

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

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

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

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

Finland's State Budget (Valtion talousarvioesitykset)

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

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

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

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

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

Evaluations and reviews

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

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

Independent Review of Finnish Aid (2015)

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

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

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

Strengthening the Partnership Evaluation of FINNIDA's NGO support programme (1994).

Report of Evaluation Study 1994:1, available only in printed version (MFA Library).

ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Antti Putkonen, Desk Officer, Unit for Civil Society (MFA focal point for WVF)

Unit for Humanitarian Assistance

Satu Lassila, Special Advisor on Humanitarian Assistance

World Vision Finland

Annette Gothóni, International Programme Director;

Miikka Niskanen, Head of Humanitarian Aid and Grants

Tiina Antturi, Chief Executive Officer

Liisa Ilomäki, Financial and Administrative Officer

Saara Nokelainen, Programme Adviser for India and Sri Lanka

Maija Seppälä, Programme Adviser for Uganda and Kenya

Merja Tikkanen-Vilagi, Programme Advisor, Colombia and Peru

Pauliina Koponen, Communications officer

Maria Paassola, Marketing Manager

Disability Partnership Finland

Anja Malm, Executive Director, Disability Partnership Finland (formerly FIDIDA)

Mari Koistinen - Programme Adviser, Disability Partnership Finland

Solar Fire Concentration Ltd (Weconomy partner)

Eva Wissenz, Chief Executive Officer, Solar Fire Concentration Ltd

World Vision (Other)

Justin Byworth, European Union Representative & Executive Director

Daniel Streit, Head of International Programmes, World Vision Austria

Andrew Binns, Director of Programme Development, World Vision Australia

Eleanor Monbiot, Global Director of Field Operations, World Vision International

Anna Paden, Health Research, Design, Monitoring and Evaluation Associate, Health and WASH

UGANDA

World Vision Uganda - Kampala

James Owona, Director

David Wamboko, Child Prot. Mgr

Tinah Mukieneda, Programme Director

Danisa Siziba, Finance & Support Services Director

Gilbert Kamanga, National Director

John Kisaka, Program Officer

Tinah Mukienda, Programs Director

John Kisaka, Programme Officer

Allen Amana, M&E Officer

World Vision Uganda – Adjumani

Stella Adoch, M&E Officer in Charge

Francis Xavier, Project Manager

Bomax Otim, Project Manager

Saviour Njandre, WASH Assistant

World Vision Uganda – Eastern Uganda

Opoka Freddie, Regional Programmes Manager

Susanne, DM&E Office

Edward Khaukha, Programme Manager

Betty, Daniel, Community Facilitator

Edward Mugeni, Programme Manager - Busia Programmes

Oloka Michael, Programme Manager - Tororo Programmes

UNHCR Uganda

Sarhanand Panchoe, UNHCR Field Coordinator, Officer-in-Charge

Michael Njeru, WASH Officer

Government of Uganda

Assistant Water Officer, Adjumani District

Opio Hassan Bwire, Mayor, Busia Municipality

Idik Bahki, Councilman, Busia Municipality

Sadik Amin, Chairperson, Busia Municipality

Baraza Patrick, Dept of Health, Busia Municipality

Focus Group Discussion with Sector Heads, Tororo District (5 males, 1 female)

Kateeba K. Godfrey, Town Clerk, Busia

Dr. James Ojom, Principal Medical Officer- Busia

Atauti Gorge, Subcounty Chief

Bwire Silvester, Water Engineer - Busia District

Ugandan Communities

FGD Adjumani District Disabled Persons Association (2 males, 4 female)

Uganda Refugee Settlements

Majuch Andrew, Camp Chairperson, Awere

FGD Disabled Group (15 females, 1 male), Awere

WASH Committee, Awere (25-30 participants)

WVF Project Sites – Eastern Uganda

FGD in Busia - Youth Group (Bakery), Pastor, Leader and 5 members

FDG with Busia Citizen's Voice Action group

FDG with Busia Women Empowerment Association, Chairperson, vice-chair, members (11 females)

FDG with Busia Youth Empowerment Group (11 males, 11 females)

FDG Kirewa ADP Citizen's Voice Action Group (15 participants)

FDG Kirewa ADP farmers group, Chairwoman, members (10 male, 8 females)

KENYA

Embassy for Finland in Kenya

Ramses Malaty, Deputy Head of Mission

World Vision Kenya

Mark Mutai, Regional M&E officer, Eldoret

Moses Kiplagen, Area ADP Manager, Eldoret

Thomas Sangut, ADP Manager, Eldoret

Eric Amusela, Regional Security Officer, Eldoret

Victor Mwanyalo, Project Manager - Food Assistance, Accountability and M&E officer, Project Officer, Regional M&E Officer, Kakuma

Victor Mwanyalo, Project Manager - Food Assistance Kakuma

Elizabeth Mburugu, Accountability and M&E officer Kakuma

Abigail Onchaga, Project Officer Kakuma

Jeremiah Nyaga, Operations Director, Nairobi

Lydia Mukai, Associate Director Strategy and Programme Effectiveness, Nairobi

Jacqueline Rioba Nyachieo, Associate Director, Humanitarian & Emergency Affairs, Nairobi

Lorian Egesa, Associate Director - Grants, Nairobi

Samuel Chege, Senior Grants Accountant, Nairobi

Other CSOs in Kenya

Fred Makjumba, Henrik Kibet, Manager, WASH Officer of Norwegian Refugee Council

Collins Onyango, Manager, Lutheran World Federation

Wambui Kangethe, Project Manager for School WASH, Lutheran World Federation

Rafael Nyabala, Camp Coordinator, Field Officer, National Council of Churches in Kenya

Erik Mahagarik, physical therapist, National Council of Churches in Kenya

Government of Kenya

Jonah Kosgei, Noah Kebenei, Water Officer and Deputy Water Officer of Eldoret East Sub-County

William Ruto, Education Officer, Moiben Education Office

Boaz Changach, Chief Education Officer, Elgeyo Marakwet County

Pius Cheserek, Agriculture Director, Elgeyo Marakwet County

Rael Lagat M&E Officer of Elgeyo Marakwet County

Thomas Ruto, Health Director and Chief Officer, Iten

Health administrator in local hospital, Iten

David Ngatia, Acting Camp Manager, Refugee Affairs Secretariat, Kakuma

WVF Project Sites – Kenya

FGD with CHVS and Citizen's Voice Action group, (12 males, 8 females)

FGD with Youth Groups, (4 males, 3 females)

FDG schools and women groups (7 males, 8 females)

FDG with water committees, Project manager, chairperson, members (5 males, 3 females)

Kangogo Chepngotie, Farmer supported with drip irrigation by Ng'oswet ADP

Joyce Kiplimo, Chairperson and Sammy Chebii, vice-chair Ng'oswet Planning committee,

Christopher Komen, Walter Kimutai, Ismael Kemboi, Citizen's Voice Action Group, Ng'oswet ADP

Sammy Tharus, Roden Kibet, Chairperson of the water committee, Ng'oswet ADP

Sheila Kibrob, Jen Kiptop, Moses Kiprof, Nicholas Koiech, Ng'oswet ADP CBO

FDG with users' committee of one water reservoir (under construction), Ng'oswet water committee

FDG with children supported by Soin ADP

FDG with CBO supporting Soin, Chairperson, treasures, member, coordinator, Soin ADP

FDG with community health volunteers, Soin ADP

Kakuma Refugee Camp – Kenya

Edward Olang, Principal, Kakuma school

FDG with school girls (7 females)

FDG with school boys (6 males)

FDG with NCKK field workers, refugee volunteers (7 males, 3 females)

FDG with women living with disabilities (12 females)

PERU

World Vision Peru

Jessica Ferreñan, Directora de Operaciones

Aurea Rojas, Coordinadora de Patrocinio.

Zulma García, Coordinadora de DME

Marlene Arroyo, Directora de Incidencia Pública

Jose Lopez, Responsable de HEA

ANNEX 3: DOCUMENTS CONSULTED

ALNAP (2015) The State of the Humanitarian System Report 2015.

<http://www.alnap.org/resource/21036.aspx>

Crowe Clark Whitehill & WVI (2013) An Independent High-Level Assessment of World Vision International's Commitments to the UN Secretary-General's Global Strategy for Women's and Children's Health 'Every Woman Every Child'

<http://wvi.org/child-health-now/publication/independent-assessment-world-visions-commitments-every-woman-every>

DFID (2012) DFID Value for Money in Humanitarian Programming. CHASE reference for partners

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/405978/VFM-guidance-partners.pdf

DFID (2016) Civil Society Partnership Review

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/565368/Civil-Society-Partnership-Review-3Nov2016.pdf

Development Initiatives & Global Humanitarian Assistance (2016a) Global Humanitarian Assistance Report 2016.

<http://www.globalhumanitarianassistance.org/report/gha2016/>

Development Initiatives & Global Humanitarian Assistance (2016b) Think Piece: Humanitarian Financing.

http://www.globalhumanitarianassistance.org/wp-content/uploads/2015/03/Final_Financing_Think-Piece_20140116.pdf

Development Initiatives & Global Humanitarian Assistance (2015) Global Humanitarian Assistance Report 2015.

<http://www.globalhumanitarianassistance.org/report/gha-report-2015/>

Global Partnership to End Violence against Children (2016) SDG 16.2: end abuse, exploitation, trafficking and all forms of violence and torture against children

<http://www.end-violence.org/>

International Center for Non-Profit-Law (2016) Survey of Trends Affecting Civic Space: 2015-16. Volume 7 Issue 4

<http://www.icnl.org/research/trends/trends7-4.pdf>

INTRAC, Tana and Indvelop (2013a) Evaluation of Danish Support to Civil Society.

https://www.oecd.org/derec/denmark/CS_strategien_web_DANIDA.pdf

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

MFA. (2013). Instructions concerning the Partnership Agreement Scheme Updated on 19 July 2013, Helsinki: Ministry for Foreign Affairs of Finland.

Scott, Rachel (2015) Financing in Crisis? Making humanitarian finance fit for the future. OECD Development Co-operation Directorate.

<http://www.oecd.org/dac/OECD-WP-Humanitarian-Financing-Crisis%20.pdf>

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

UNEG. (2008). UNEG Code of Conduct for Evaluation in the UN system. United Nations Evaluation Group.
<http://www.uneval.org/document/guidance-documents>

UNEG. (2016). Norms and Standards for Evaluation. United Nations Evaluation Group.
<http://www.uneval.org/document/guidance-documents>

WV India. (2013). Hoshangabad ADB end of First Phase Evaluation. World Vision India.

WV India. (2014). Yavatmal ADP End of Phase Evaluation. World Vision India.

WV Kenya. (2013). Sook ADP end of Phase I evaluation. World Vision Kenya.

WV Uganda. (2016). Adjumani Inclusive WASH Project Completion Report. WV Uganda.

WVF. (2016). RBM Self-assessment: World Vision Finland.

WVI. (2011). East Africa Gender Coordination and Integration Evaluation. World Vision International.

WVI. (2011). The Handbook for Development Programmes. World Vision International.
http://wvi.org/sites/default/files/Handbook_for_Development_Programmes.pdf

WVI. (2015). Child Well-Being Summary Report 2014: Building a Better World for Children. World Vision International.

WVI. (2016). Child Well-Being Summary Report 2015: Building a Better World for Children. World Vision International.

WVI. (2016). Making Sense of the City: Developing evidence through action research and learning. World Vision International.
<http://www.wvi.org/sites/default/files/Making%20Sense%20of%20the%20City-Revised-FINAL.pdf>

In addition to the above, a collection of relevant internal documents was consulted, including WVF reports and updates to MFA, mission reports and meeting minutes.

ANNEX 4: EVALUATION MATRIX

KEY EVALUATION CRITERIA AND QUESTIONS	TYPE OF EVIDENCE	EXAMPLES OF INDICATORS	SOURCES OF VERIFICATION
<p>EQ1: Relevance, appropriateness and coverage (for humanitarian operations)</p> <p>EQ1.1 To what extent do the CSO's international activities align with its strategy and comparative advantage?</p> <p>EQ1.2 To what extent have activities aligned to the needs of beneficiaries (particularly women and girls and the marginalised), and countries? Do these reflect needs assessments, and consistency with the humanitarian principles, including humanity, neutrality, impartiality and independence? Are they part of UN Humanitarian Response Plans and Global Appeals?</p> <p>EQ1.3 To what extent have activities implemented Finnish Development Policy (2007,2012) priorities, Humanitarian Policy (2012, 2015) and Financing Guidelines (2013, 2015)? In particular what linkages have been established between needs assessment and rights based approaches, between assistance and risk reduction and preparedness?</p> <p>EQ1.4 To what extent has the assistance reached all the major population groups which the resources, mandate and logistical reach would allow to be covered?</p> <p>EQ1.5 Extent of coverage and quality of targeting of geographical areas with greatest humanitarian needs</p>	<p>The strategic choices made by the CSOs in terms of interventions and how they are undertaken:</p> <ul style="list-style-type: none"> • are aligned to country development policies, priorities and programmes, and major humanitarian strategies • are based on needs assessments carried out by the CSO or its key international or national partners, and are based on Human Rights Based Approaches. Does one approach inform the other? • target issues that are a priority for country stakeholders and beneficiaries, especially unprotected, marginalised or vulnerable population groups. • include concerns for gender equality and the inclusion of people with disabilities in the formulation and delivery of the activities • take into account what donor partners and UN humanitarian coordination bodies perceive and define as priority • take into account the development situation and fragility of the country, in particular the risks and costs of operation. • are aligned with aid effectiveness commitments / principles, and are needs based and impartial. Some may be neutral and independent, if so the detail of why and how. 	<ul style="list-style-type: none"> • Degree to which the higher levels of the ToC as interpreted by the present evaluation (in particular short term and long term outcomes) has been achieved, or instances of deviation from this ToC. Extent to which this is justified by the CSO. • Presence and quality of contextual analysis, including situation reports, needs assessments, rights based approaches. • Frequency of mention in CSO guidance material to needs assessments, rights based assessments, and the frequency to which there is reference other guidance (MFA Guidance, Guidelines, UN Consolidated Appeals, alliance or network guidance concerning the targeting and quality of assistance). • Number of evaluations that report better than average performance in the criteria listed above. • Field visit evidence of needs or rights and duties which have not been taken into account in the delivery of the interventions. 	<p>Partner country humanitarian and development strategy and policy documentation, CSO programming and reporting documents.</p> <p>Finland's development policies, Guidance documentation (e.g. instructions, templates), in Finland, international partners, in countries and regions.</p> <p>Previous evaluations, reviews and reports.</p> <p>Humanitarian and country development statistics, and secondary literature on country development status and priorities. Utilisation of any information for the period 2010-2016.</p> <p>OECD/DAC guidance, studies and reviews, evaluations of the same operations by other donors or the same organisations.</p> <p>Studies and reviews from various sources on CSO performance.</p> <p>National development strategies/documents (such as PRSPs or planning documents), Consolidated Humanitarian Appeals, strategies, individual appeals and strategies, Humanitarian Needs Overview and other needs assessments.</p> <p>Interviews with government officials (commerce Department or Ministries officials responsible for CSOs, disaster response, DRR and resilience, technical sector), local government officials), private sector, country-based donors, UN agencies, technical experts and civil society.</p>

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

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

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

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

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<p>EQ4 Efficiency</p> <p>EQ4.1 To what extent are the costs and utilisation of financial and human resources required for the achieved outputs?</p> <p>EQ4.2 Degree to which the interventions reflect risk based management and demonstrate clear management structures?</p> <p>EQ4.3 What is the added value of Finnish CSOs versus their international networks, and what are the pros and cons of the current MFA practice to channel funds through the Finnish CSOs?</p>	<p>How is it possible to define the value added to MFA funds of using this CSO?</p> <p>What is the leverage created in terms of the achieved development results?</p> <p>The risks are identified in plans and individual interventions and represent a thorough assessment of risks and the management of risks is appropriate given development goals and objectives.</p> <p>The distribution of CSO activities around the world reflects an overall logic which would be affected if there were fewer interventions. The dispersal of projects creates a greater chance of achieving good performance than a smaller number of projects.</p> <p>Disbursements of Finnish resources have been predictable / timely.</p> <p>The CSO's instruments used represent the most cost-effective choice of objectives and interventions, given Finnish resources (including financial, human and partnership resources). Any evidence of waste or on the contrary of synergies and symbiotic relationships.</p> <p>CSO processes use MFA resources (financial, human, time) efficiently to produce outcomes.</p> <p>CSO operational guidance is clear, comprehensive and coherent, resulting in efficient and effective processes and documentation.</p> <p>The CSO has contributed to rapid implementation and sound risk management, i.e. balancing risks and benefits of intervention choices appropriately</p> <p>The CSO has contributed to the selection of interventions which achieve the greatest results considering the given resources.</p>	<ul style="list-style-type: none"> • Other funding has been used to achieve the same goals as envisaged in the programming approved by the MFA. • Cases where similar results could have been achieved with fewer costs. Estimation of those potential savings. • Evolution over the years of the evaluation period, within the CSO of the total number of countries covered and the number of programmes or projects. Evidence of high and unnecessary transaction costs. • Presence of the CSO's own description and self-assessment of its current and planned capacities and systems to measure cost efficiency and its comparative advantage. <p>Number of times to which the question "what systems and processes are you aware of that promote cost efficiency that your CSO has in place and how are these being applied?" is answered in a positive manner.</p> <ul style="list-style-type: none"> • Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms such as the UN. • Degree to which innovative approaches are used to overcome constraints present in assumptions A3 to A5. • Degree to which cross-cutting issues are an integral part of planning and delivery tools, for example whether there is an operating HRBA tool, and whether disability is given the necessary reporting space. 	<p>Planning, financial reporting, individual intervention reporting</p> <p>CSO guidance documents</p> <p>Interviews as above</p> <p>Direct observation in sample activities</p> <p>Evaluability condition: CSO RBM and reporting systems meet validity standards.</p>

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<p>EQ5: Impact</p> <p>EQ5.1 Describe the value of intended impact, positive or negative, to the beneficiaries or rights holders.</p> <p>EQ5.2 Describe the value of unintended impact, to the beneficiaries and rights holders.</p>	<p>Impact is accurately reported, including short term impact in emergency operations.</p> <p>In the absence of timely data against relevant impact measures, documentation and key respondents highlight signs of impact.</p> <p>The implied pathway from specific objectives to the development or humanitarian goal in the TOC and in underlying country programme logic model is feasible.</p> <p>Project planning and implementation have contributed to better operational thinking on impact, and optimal pathways to impact.</p> <p>There have been changes in the way in which gender and disability and climate adaptation are considered amongst the direct partners of the Finnish CSOs.</p> <p>The humanitarian assistance provided reaches the maximum proportion of persons in need, there are no cases of unmet need which could have been met with existing resources.</p>	<ul style="list-style-type: none"> • Degree of validity or realisation of Assumptions A1 and A2 in the ToC. • Presence of verifiable impact information (quantitative or qualitative). • Evidence of impact assessment methods being used, in particular amount of resources dedicated in CSO evaluations to the question of impact. • Field visits, interviews and document analysis demonstrate a recurrent pattern of positive or negative impact. • Number of evaluations which document impact in a methodologically rigorous manner. • Changes in the rating, scoring or markers during and after the implementation as regards gender inequality, adjustments for people with disabilities, and climate change adaptation. 	<p>CSO documentation, including in particular annual reports to the MFA and management responses, and evaluations.</p> <p>Interview as above, country case studies and separate interviews with officials in HQ of other organisations.</p> <p>Independent evaluations or reviews that describe coverage and connectedness, Government reports, multilateral reports, media and social media coverage for the case studies selected.</p>
<p>EQ6: Sustainability and connectedness for humanitarian operations</p> <p>EQ6.1 Degree to which the ownership and stakeholder participation process of different operational entities has been defined and developed, as well as for beneficiary groups?</p>	<p>The results targeted and achieved are able to persist even after funding ends, given institutional and financial factors.</p> <p>Increase of partner or international or government or private sector expenditure focusing on the objectives initially identified by the CSO.</p> <p>CSO interventions are ecologically sustainable and contribute to ecological sustainability, where this is relevant.</p>	<ul style="list-style-type: none"> • Percentage of CSO projects in which sustainability aspects have been taken care of (e.g., percentages of projects funded by the government budget after the completion of project). • Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored. 	<p>CSO network and alliance as well as individual project reporting</p> <p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p> <p>Interviews with all stakeholders after the intervention has ended, or when the end point can be anticipated</p>

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<p>EQ6.2 Degree of organisational, social and cultural, ecological and financial factors of sustainability of the programme</p> <p>EQ6.3 Degree to which benefits continue to accrue after the Finnish funding ends.</p> <p>EQ6.4 To what extent do short-term activities take longer-term development or human rights objectives into account.</p>	<p>What is the contribution to enhanced resilience?</p> <p>CSO guidance and implementation prioritise sustainability and handover or exit strategies.</p> <p>Capacity building has been sufficient to sustain development or humanitarian processes</p> <p>Evidence of the engagement of local-level institutions and individuals (experts or otherwise) in project design and implementation as well as commitment to institutional and human resource development.</p> <p>Result information management systems are well-developed</p> <p>The presence of the CSO is adapted to implementation experience, changing country contexts</p> <p>The CSO has contributed to better reporting within the MFA on results from Finnish aid, which has supported the sustainability of Finnish aid.</p> <p>Is/was there a viable exit strategy in place?</p> <p>How have lessons learned from this and previous projects considered in the formulation and implementation of the operation?</p> <p>CSO activities have reinforcing effects for other operations, and no harmful consequences can be detected, in particular in relation to capacity development, protection of human rights, and private sector development.</p>	<ul style="list-style-type: none"> • Evidence of improvements in reporting over the years in the areas that are connected to the existing humanitarian operations by taking these operations into account. • Citation of lessons learned, evaluation findings, real time monitoring, in the documents formulating proposals and planning. • Continuation of the achievement of results after the end of the operational support provided by the CSO. 	<p>Interviews with government officials, country-based donors and project managers of various projects</p> <p>Note on criteria: Connectedness will be applied instead of sustainability, for humanitarian interventions.</p>

EVALUATION

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WORLD VISION FINLAND
2017



MINISTRY FOR FOREIGN
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