



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations III



Evaluation on Finland's Development Policy and Cooperation

2017/5a



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

Synthesis Report

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ACRONYMS AND ABBREVIATIONS

€	Euro
Abilis	Abilis Foundation - Finnish NGO Foundation for supporting people with disabilities
CBO	Community-Based Organisations
CCO	Cross-Cutting Objective
CIVICUS	World Alliance for Citizen Participation
CONCORD	European NGO confederation for relief and development
CSO	Civil Society Organisation
Demo Finland	Political Parties of Finland for Democracy
DP	Disability Partnership Finland
DPO	Organizations of persons with disabilities
EC	European Commission
EQ	Evaluation Question
EU	European Union
FCG	FCG International Ltd.
FGM	Female Genital Mutilation
FLC	Fund for Local Cooperation
FS	Free Church Federation in Finland (Frikyrklig Samverkan)
FSPM	Finland's Swedish Pentecostal Mission (Finland Svenska Pingstmission)
GBV	Gender Based Violence
GUF	Global Union Federation
HIV/AIDS	Human immunodeficiency virus infection and acquired immune deficiency syndrome
HRBA	Human Rights Based Approach
HTP	Harmful Traditional Practices
ILO	International Labour Organisation
ISF	International Solidarity Foundation
Kehys	The Finnish Non-governmental Development Organisation Platform to the EU

KEO-30	Unit for Civil Society of the Ministry for Foreign Affairs of Finland
Kepa	The Finnish NGO Platform
KIOS	KIOS Foundation - Finnish NGO Foundation for Human Rights
LDC	Least Developed Country
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MEP	Member of European Parliament
MFA	Ministry for Foreign Affairs of Finland
MO	Member Organisation
NGO	Non-Governmental Organisation
NIMD	Netherlands Institute for Multiparty Democracy
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	Organisation for Economic Co-operation and Development/ Development Assistance Committee
PBS	Programme-Based Support
RBM	Results Based Management
SASK	Trade Union Solidarity Centre of Finland
Siemenpuu	Siemenpuu Foundation - Finnish NGO Foundation for Environment
ToC	Theory of Change
ToR	Terms of Reference
TUSO	Trade Union Solidarity Organisation
Umbrellas	Kepa and Kehys
UN	United Nations
UNCRPD	United Nations Convention on the Rights of People with Disabilities
UNDP	United Nations Development Programme
WWF	World Wide Fund for Nature



TIIVISTELMÄ

Tässä synteesiraportissa esitetään yhteenveto Suomen ulkoministeriön (UM) kehitysyhteistyön ohjelmataukea vuosina 2010–2016 saaneiden kymmenen kansalaisjärjestön tai säätiön evaluoinneissa tehdyistä havainnoista. Evaluointien päähavaintojen kokoavan esittelyn lisäksi tarkoituksena on valottaa kokemuksia, joista voidaan ottaa oppia, ja samalla esittää UM:lle suosituksia. Evaluointitiimi vieraili yhdeksässä maassa ja haastatteli lukuisia sidosryhmiin kuuluvia henkilöitä UM:ssä, kansalaisjärjestöissä ja paikallisissa kumppaniorganisaatioissa. Tarkastelun kohteena olevien kansalaisjärjestöjen organisatoriset ja johtamisrakenteet poikkeavat toisistaan ja ne myös toimivat eri sektoreilla, eri painotuksin ja kukin omalla erityisasiantuntemuksellaan. Tärkeimmät havainnot ovat seuraavat: (i) Suomen hallitus on ottanut onnistuneesti käyttöön ohjelmataukimallin, jolla on tuettu entistä johdonmukaisemmin ja pitkäjänteisemmin kansalaisjärjestöjä niiden pyrkimyksissä rakentaa elinvoimaisempaa ja moniarvoisempaa kansalaisyhteiskuntaa; (ii) Nämä kansalaisjärjestöt ovat puolustaneet kaikkein haavoittuvimpien väestöosien oikeuksia, tukeneet vaikuttamistoimia ja kasvattaneet asianomaisten toimijoiden kapasiteettia. Kansalaisjärjestöt ovat tuottaneet tehokkaasti tulosta, ja esimerkiksi on myös hyödynsääjiin kohdistuneista vaikutuksista paikallistasolla, mutta silti kokonaissaavutusten punnitseminen on vaikeaa, sillä vasta asteittain käyttöön otettujen tulospöytäsuunnitelmien tuottama näyttö on yhä heikkoa. Hankkeet on otettu paikallisesti erittäin hyvin haltuun, mutta kestävyys vaihtelee ja poistumissuunnitelmiin on kiinnitetty vähäistä huomiota. Raportin suosituksena on, että ohjelmatauen käyttöä jatkettaisiin ja että kansalaisjärjestöjen pitäisi tehdä tiiviimpää yhteistyötä rahoituksen saamiseksi. Tulevia ohjelmia tulisi edelleen virtaviivaistaa ja tuloksia yhdistää paremmin. Suurempaa huomiota pitäisi kiinnittää globaalikasvatukseen, kapasiteetin kasvattamiseen ja poistumissuunnitelmien tunnistamiseen ja laadintaan. Tulosten (outcome) raportoinnin ja evaluoinnin laatua on parannettava. UM:n tulisi kehittää vuotuisia kuulemisiä sisällöltään asiakeskeisemmiksi ja ne pitäisi ajoittaa siten, että tulokset pystyttäisiin paremmin sisäistämään, mikä mahdollistaisi myös tulevan suunnittelun.

Avainsanat: ohjelmatauki, kansalaisjärjestöt, evaluointi, kansalaisyhteiskunta

REFERAT

Denna rapport sammanfattar resultaten av en serie utvärderingar av programmen för utvecklingssamarbete hos tio organisationer i civilsamhället (CSO) och särskilda stiftelser som fått flerårigt programbaserat stöd (PBS) från finländska utrikesministeriet (UM) åren 2010-2016. Syftet är att samlat presentera de viktigaste resultaten av dessa utvärderingar för att lyfta fram viktiga lärdomar och ge UM rekommendationer. Utvärderingsteamet besökte nio länder och intervjuade ett stort antal intressegrupper hos UM, CSO och lokala partners. De CSO som omfattas av studien har varierande organisations- och ledningsstrukturer samt sektorer, fokusområden och sakkunskap. Huvudsakliga resultaten är (i) att finländska regeringen framgångsrikt introducerat programbaserad finansiering för att erbjuda CSO konsekventare och långsiktigare stöd till arbetet med att skapa ett mer livskraftigt och pluralistiskt civilsamhälle samt (ii) att CSO i fråga försvarat rättigheterna för de mest sårbara, understött påverkansarbete och byggt upp kapacitet hos relevanta aktörer. Samtidigt som CSO effektivt levererat resultat och det finns exempel på lokal inverkan på förmånstagare är det svårt att mäta totalresultatet på grund av svaga belägg från resultatbaserade styrningssystem under utveckling. Lokala ägarskapet av projekten är starkt men hållbarheten varierar och det fästs lite uppmärksamhet vid exitstrategier. Det rekommenderas att PBS-kanalen ska bevaras och CSO ska samarbeta närmare för att få tillgång till finansiering. Framtida program ska rationaliseras ytterligare och resultat samlas ihop bättre. Det ska fästas mer uppmärksamhet vid global utbildning, kapacitetsuppbyggnad och att identifiera exitstrategier. Resultatrapporteringen och utvärderingskvaliteten måste bli bättre. UM ska ändra årliga samråden så att de innehåller mer substans och tajmas så att det blir enklare att anamma resultat och planera för framtiden.

Nyckelord: *programbaserat stöd, organisationer i civilsamhället, utvärdering, civilsamhället*

ABSTRACT

This synthesis report summarizes the findings from a set of evaluations of the development cooperation programmes of ten Civil Society Organisations (CSOs) or special foundations receiving multiannual programme-based support (PBS) from the Ministry for Foreign Affairs of Finland (MFA) over the period 2010-2016. Its purpose is to draw together the most important findings from these evaluations in order to highlight important lessons and provide a set of recommendations for MFA. The evaluation team visited nine countries and interviewed a wide range of stakeholders in MFA, CSOs and local partners. The CSOs included in the study possess varying organisational and management structures as well as sectors and areas of emphasis and expertise. The main findings are that (i) the Government of Finland has successfully introduced programme-based funding to provide more consistent and longer-term support for CSOs to build a more vibrant, pluralistic civil society, (ii) the CSOs in question have defended the rights of the most vulnerable, supported advocacy and built capacity of relevant actors. While the CSOs have been effective in delivery of outputs and there are some examples of local impacts on beneficiaries, it is difficult to gauge overall achievements because of weak evidence from emerging result based management systems. Local ownership of the projects is high but sustainability is mixed and exit strategies are given limited attention. The report recommends that the PBS channel should continue and CSOs should cooperate more closely to access funding. Future programmes should be further streamlined and results better aggregated. Greater attention needs to be given to global education, capacity development and identifying exit strategies. Outcome reporting and evaluation quality must improve. MFA needs to change the annual consultations to be more substantive and should be timed to help better digest results and to plan ahead.

Key words: programme based support, CSOs, evaluation, civil society

YHTEENVETO

Johdanto

Tässä synteesiraportissa vedetään yhteen Suomen ulkoministeriön (UM) kehitysyhteistyön ohjelmataukea vuosina 2010–2016 saaneiden kymmenen kansalaisjärjestön tai säätiön evaluoinneissa tehdyt havainnot. Tarkoituksena on evaluointien keskeisimpien havaintojen kokoamisen lisäksi valottaa kokemuksia, joista voidaan ottaa oppia, ja samalla esittää UM:lle suosituksia. Tuloksia käytetään ohjelmatauki-instrumentin uudistamistyössä. Kymmenellä kansalaisjärjestöllä on hyvin erilaiset taustat, osaaminen, toimintatapa ja kehitysyhteistyöstä kertynyt kokemus.

Evaluoinnissa mukana olleet kansalaisjärjestöt olivat Puolueiden kansainvälinen demokratiayhteistyö (Demo), Frikyrklig samverkan (FS), Suomen Ammattiliittojen Solidaarisuuskeskus (SASK), Kansainvälinen solidaarisuussäätiö (ISF) ja Vammaiskumppanuus (DPF). Kattojärjestöjä oli kaksi: kehitysyhteistyöjärjestöjen kattojärjestö Kepa ja Kehitysyhteistyöjärjestöjen EU-yhdistys Kehys ry. Säätiöitä oli kolme: Abilis, Kansalaisjärjestöjen ihmisoikeussäätiö (KIOS) ja Siemenpuu.

Tarkasteluaikana noin 70 % UM:n kansalaisjärjestötuesta on ohjattu 22 ohjelmataukea saaneelle kansalaisjärjestölle, ja kansalaisjärjestötuen osuus on 12 % Suomen kehitysrahoituksesta. Evaluointikaudella (2010–2016) UM:n panostus tässä tarkasteltujen kymmenen kansalaisjärjestöjen ohjelmataukeen oli 152 miljoonaa euroa (472 miljoonan kokonaissummasta).

Ohjelmatauki nojautuu lukuisiin periaatteisiin, joita ovat mm. UM:n politiikkaa noudattavan yhdenmukaisen ohjelman strateginen suunnittelu, tulospohjaisen hallintotavan (Results Based Management, RBM) omaksuminen, läpileikkaaviin tavoitteisiin (Cross-Cutting Objectives, CCO) sitoutuminen, ihmisoikeuspohjainen lähestymistapa (Human Rights Based Approach, HRBA) sekä vankka riskinhallinta. Vaikka UM ei ole edellyttänyt kansalaisjärjestöiltä selkeiden muutosteorioiden (Theory of Change, ToC) laatimista, tämä väline voisi kuitenkin olla arvokas lisä sen osoittamiseksi, miten kansalaisjärjestöjen ohjelmien on tarkoitus yhdistää toiminta lopullisiin ja toivottuihin tuloksiin ja vaikutuksiin, joihin päästään selvää toimenpidepolkua seuraten. Toistaiseksi kolme kansalaisjärjestöä on laatinut oman muutosteoriamaallinsa ja käyttänyt sitä, ja muut ovat tehneet luonnoksia. Kun kansalaisjärjestöjen toiminta-alueet, lähestymistavat ja kapasiteetti ovat luonteeltaan niin erilaisia, kukin niistä asettuu ainoastaan omien valikoitujen polkujensa osalta UM:n yleisen muutosteorian puitteisiin.

Tarkoituksenmukaisuutta (relevance) koskevat havainnot

Kansalaisjärjestöihin kuuluu laaja joukko erilaisia organisaatioita, lähestymistapoja ja maita, mutta silti niiden yhteisenä päämääränä on edistää elinvoimaista ja moniarvoista kansalaisyhteiskuntaa UM:n kehitysyhteistyöpo-

litiikan mukaisesti. Ne toimivat julkilausutusti köyhyyden vähentämisen, ihmisoikeuksien edistämisen ja eriarvoisuuden poistamisen puolesta. Sukupuolten tasa-arvo on joko ensisijainen tavoite tai siihen pyritään läpileikkaavasti. Vähemmän huomiota on kuitenkin kiinnitetty ilmastonmuutoksen ja ympäristökysymysten sisällyttämiseen ohjelmiin. Kansalaisjärjestöjen omiin suhteellisiin etuihin ja laajasti määriteltyihin järjestöllisiin päämääriin ja strategioihin perustuva työ luo pohjan niiden kehitysyhteistyöohjelmille. Ohjelmatukiperiaatteiden valossa kansalaisjärjestöjen ohjelmat ovat olleet jo olemassa oleviin toimintoihin ja arvoihin perustuvia historiallisia konstruktioita pikemmin kuin harkittujen, strategisten pyrkimysten tulosta, ja virtaviivaistamiselle ja fokuksinnille on yhä sijaa. Hankesuunnittelussa otetaan hyödynsaajien tarpeet hyvin huomioon, ja osallistavat menetelmät ja sitoumusten joustavuus tukevat tätä. Monissa tapauksissa olisi kuitenkin ollut hyödyllistä esittää perusteellisempia tilanne- ja tarveanalyyssejä etenkin kumppanivalintaan ja sukupuolianalyysiin liittyvissä perusteluissa.

Ohjelmatuen käyttöönotto on auttanut kansalaisjärjestöjä sitoutumaan pidempiaikaisiin ja kohtuullisen joustaviin yhteistyösuhteisiin kehitysmaissa olevien kumppaneittensa kanssa, sekä edistänyt tulosperustaisen hallintomallin omaksumista. Parantamisen varaa on kuitenkin kansalaisjärjestöjen keskinäisessä yhteistyössä ja vertaisoppimisessa Suomessa ja kumppanien kanssa ulkomailla. UM:lle ohjelmatukiväline on olennaisen tärkeä, koska sillä ei olisi resursseja myöntää vastaavansuuruista rahoitusta ja saada yhteyttä niin monenlaisiin kansalaisyhteiskuntaryhmiin jonkin toisen instrumentin kautta. UM:n vuorovaikutus ohjelmatukea saavien kansalaisjärjestöjen kanssa on ollut läpinäkyvää, joskin pääosin hallinnollista (mikä on kansalaisjärjestöyksikön päärooli), eivätkä muut ministeriön osastot, erityisesti sektorikohtaiset neuvonantajat ole olleet riittävästi mukana sisällöllisissä keskusteluissa.

Vaikka täydentävyys (complementarity) ei ole pakollinen kansalaisjärjestöjen tehtävä, niiden rooli UM:n työn täydentäjänä vaihtelee huomattavasti. Yleisesti tämä on hyväepoliittisen- ja ihmisoikeustyön osalta (jota Kepa, Kehys, Demo ja KIOS tekevät) sekä vaihtoehtoisten tukikanavien tarjoamisen (säätiot) kanalta. Parannettavaa olisi yhteyksien vahvistamisessa Suomen kahdenvälisiin hankkeisiin, joissa kansalaisjärjestöt voisivat esimerkiksi ottaa tehtäväkseen niille sopivaa työtä esimerkiksi ruohonjuuritasolla tai omilla erityisosaamisalueillaan, joista myös kahdenväliset hankkeet hyötyisivät. Suomen suurlähetystöjen tärkeä rooli täydentävyyden edistäjänä näkyi Etiopiassa, jossa vammaisasioiden edistäminen erilaisten rahoitusvälineiden avulla - esimerkiksi Vammaiskumppanuuden ja Abiliksen tapauksissa - on tuottanut merkittäviä tuloksia. UM:n uudet maastrategiat heijastelevat paremmin suomalaisten kansalaisjärjestöjen täydentävää roolia. Koordinaatio (coordination) kansainvälisten kansalaisjärjestöjen välillä ja myös jossain määrin Suomen sisällä on hyvää. Koordinaatio kehitysmaissa olevien kansalaisjärjestöjen, niiden jäsenjärjestöjen ja kumppanien välillä ei ole yhtä tehokasta, ja varojen yhdistämistä tai yhdessä oppimista on vain harvoin. Johdonmukaisuuden (coherence) haaste näkyy jännitteinä kehitysmaiden oman hallinnon kautta kanavoidun UM:n tuen ja ihmisoikeuksia koskevaa vaikuttamistyötä tekevien kansalaisjärjestöjen välillä, sekä yhteisöstä lähtevän kasvun (community-led growth) ja UM:n tukeman yksityissektorivetoisen kasvun (private sector-driven growth) välillä.

Tästä huolimatta on myös alueita, joilla UM pystyy tukemaan kansalaisjärjestöjen työtä arkaluenteisissa oikeuksissa koskevissa asioissa diplomaattisin keinoin ja tietoa jakamalla. Maantieteellinen johdonmukaisuus on parantunut, kun kansalaisjärjestöt ovat enenevässä määrin keskittäneet hankkeitaan Suomen keskeisiin kohdemaihin, vaikka kansalaisjärjestöt yhä toimivatkin UM:n prioriteettimaita useammassa maissa. Kansalaisjärjestöt eivät ole vielä täysin vastanneet UM:n kehoitukseen lisätä yhteistyötä ja rakentaa kumppanuussuhteita yksityissektorin kanssa, paitsi muutamissa Nicaraguan kaltaisissa tapauksissa. Ohjelmatuki sinänsä täydentää muita UM:n rahoituskanavia, mutta UM:n ohjelmatuki- ja kansalaisjärjestöohjeistot eivät ole riittävän yksityiskoh- taisia siinä, miten täydentävyys, koordinaatio ja johdonmukaisuus tulisi ottaa huomioon kansalaisjärjestöjen ohjelmissa.

Vaikuttavuutta ja tehokkuutta koskevat havainnot

Viimeaikaiset evaluoinnit ja vuosikertomukset antavat ymmärtää, että useimmat kansalaisjärjestöt ovat olleet tehokkaita tuotoksien (output) suhteen, joko kehitysmaissa olevien kumppanien ja rahoituksensaajien tai tietoisuuden lisäämisen ja globaalikasvatuksen kautta. Tulosten (outcome) saavuttamista koskevassa raportoinnissa on monia haasteita: monimutkaiset muutospolut, heikkotasoiset evaluoinnit ja tiedon puuttuminen. On kuitenkin monia myönteisiä esimerkkejä positiivisista tuloksista ja tapauksista, kuten kansallisen lainsäädännön ja poliittisen vuoropuhelun parantuminen, tulo- ja työllisyystason nousu tai haavoittuviin väestöryhmiin kuuluvien hyödynsaajien itseluottamuksen ja kapasiteetin kasvu. Vaikuttamistyö on tuottanut hyviä tuloksia Suomessa esimerkiksi vammais- ja globaalikansalaisuusasioissa ja Euroopan tasolla kehityspolitiikan alueella.

Kumppanien kapasiteetti nähdään suurimmaksi rajoitteeksi, mutta silti kapasiteetin kasvattamisessa saavutetut tulokset vaihtelevat ja toimet ovat kohdistuneet pääosin hanketasoon eikä niinkään organisatoriseen tai kansalaisyhteiskuntatasoon. Suurin osa evaluoiduista ohjelmista myötävaikuttaa läpileikkaavien tavoitteiden saavuttamiseen, etenkin sukupuolien välisen eriarvoisuuden vähentämisessä ja syrjäytyneiden yhteisöjen kanssa ja puolesta toimimisessa, kun taas ilmastonmuutos- ja ympäristökysymyksiä ei priorisoida yhtä paljon.

Tehokkuutta (efficiency) koskien kansalaisjärjestöjen yleiskustannukset (overhead costs) arvioidaan olevan hyväksyttävällä ja UM:n normien mukaisella tasolla. Varojen käytössä kansalaisjärjestöt ovat olleet suhteellisen tehokkaita, kun yli 90 % myönnettyistä varoista on käytetty. Henkilöstö on sitoutunutta ja heillä on hyvätasoista alansa erityisosaamista. Tulospurustaisen hankehallinnon taidot ovat heikommalla tasolla, ja vaikka RBM-järjestelmät ovat kehityksessä, niin kustannustehokkuusanalyseja tehdään vähäisessä määrin ja tavoite- (outcome) ja vaikutustason (impact) tuloksia ei vielä kunnolla seurata. Riskianalyseja tehdään, mutta niitä ei aina seurata tai hallita riittävän hyvin.

Ohjelmatuki on instrumenttina oleellinen UM:n näkökulmasta, sillä se on vähentänyt ministeriön hallinnollista taakkaa hankekohtaiseen rahoitukseen verrattuna. UM:n kansalaisjärjestöyksikön resurssit ovat kuitenkin pienentyneet tasolle, joka uhkaa ohjelmatukivälineen hallinnoinnin laatua, etenkin kun

otetaan huomioon se laajamittainen työ, jota muiden kansalaisjärjestöinstrumenttien hallinnointi vaatii. Parempi hallinto, kenttäseuranta ja ohjelmäsäilyä koskeva viestintä edellyttäisivät myös lisäresursseja. UM:n sektorikohtaisten neuvonantajien aktiivisempi osallistuminen tarjoaisi lisäresursseja ja parantaisi ohjelmasisällöistä käytäviä laadullisia keskusteluja. Kun tiedossa on henkilöstön lisäämistä koskevat rajoitukset, kansalaisjärjestöyksikön hallinnollisen työn osittainen ulkoistaminen helpottaisi hallinnollista taakkaa.

Vaikutus ja kestävyys

Vaikutustenmittaamista vaikeuttaa luotettavan näytön puute, monimutkaisten muutosprosessien toteutumisen vaatima, usein pitkäaikainen aikaväli ja tulosten hajanaisuus. Käytössä oleva asiakirjanäyttö kuitenkin osoittaa, että monia tärkeitä paikallisia vaikutuksia on saatu yksilöiden, perheiden ja yhteisöjen tasolla. Kyvystä työskennellä ruohonjuuritason toimijoiden avulla syrjäisillä alueilla ja herkissä konteksteissa on hyvin näyttöä, mikä osoittaa sen, että kansalaisjärjestöt voivat saada aikaan vaikutuksia tavoilla, jotka eivät ole muille kehitysyhteistyökanaville mahdollisia. Koska työ on niin valtavan monimuotoista ja se kohdistuu niin monenlaisiin paikkoihin, vaikutuksia on tästä huolimatta hyvin vaikea vertailla ja varmentaa. Siellä missä ohjelmatuella on luotu tai ylläpidetty pidempiaikaisia kumppanuuksia, kyky saada aikaan vaikutuksia ihmisoikeuskysymysten tai lakireformien tyyppisillä monimutkaisilla ja pitkäaikaisilla osa-alueilla on kuitenkin hyvin todennäköisesti vahvistunut.

Kansalaisjärjestöjen toimien kestävyyttä on vaikea saavuttaa alueilla, joilla kansalaisyhteiskunnan tila on supistumassa tai joilla valtion viranomaiset vastustavat reformeja tai eivät sitoudu niihin tai perusihmisoikeuksien tunnustamiseen. Myönteisiä havaintoja kestävyydestä on kuitenkin tehty monissa ympäristöissä, varsinkin siellä, missä julkinen valta on halukas ottamaan hoidaakseen ja tukemaan kansalaisjärjestöjen hankealoitteita ja yhteys voimaantumisen (self-empowerment), paikallistason omistajuuden (joka onkin usein hyvällä tasolla) ja kestävyuden välillä on vahva. Useimmat kansalaisjärjestöt ovat valitettavasti kiinnittäneet vain vähän huomiota poistumissuunnitelmiin. Taloudellinen kestävyys on myös usein heikkoa silloin kun hyödynsaajat ovat tukeutuneet pelkästään Suomesta tulevaan rahoitukseen eivätkä ole kehittäneet vaihtoehtoisia rahoituslähteitä.

Opitut asiat

Synteesiraportti sisältää 15 opetusta. Niihin sisältyy se, että (i) selkeämmät muutosteoriat ja paremmin mitattavissa olevat ohjelmatavoitteet voivat auttaa toimien kohdistamisessa ja valinnassa; (ii) monivuotinen ohjelmatuki voi parantaa yhdenmukaisuutta (alignment) ja ennustettavuutta, mutta sen kestävyys on altis yllättäville budjettileikkauksille; (iii) kansalaisjärjestöillä on oma erityisroolinsa kansalaisyhteiskunnan tasapainottamisessa siellä, missä kansallisten hallitusten politiikan mukainen toiminta (coherence) ei ole aina mahdollista tai toivottavaa; (iv) heikkojen kumppanien kanssa työskentely edellyttää riskinottoa, ja riskien seuranta on tässä kriittisen tärkeää, samoin kun organisaatioiden kapasiteetin vahvistumisen mittaaminen; (v) pitkällä aikavälillä tapahtuvien muutosten, kuten käyttäytymis- ja politiikkamuutosten tulosten (outcome) mittaaminen edellyttää uusia RBM-lähestymistapoja ja

-välineitä, jotka kehitetään kansalaisjärjestöjen ja UM:n yhteisten keskustelujen pohjalta; (vi) tehokkaita lähestymistapoja sukupuolikiusymyksiin liittyvien transformatiivisten muutosten saavuttamiseksi voidaan kehittää ja toteuttaa vain asianmukaisen sukupuolianalyysin (gender analysis) perusteella; ja (vii) vammaisten osallistaminen on erityinen haaste ja edellyttää siihen keskittyviä lähestymistapoja ja riittävään asiantuntemukseen perustuvia menetelmiä.

Suositukseset

Raportti sisältää 12 suositusta:

1. UM:n tulisi jatkaa ja mahdollisuuksien mukaan laajentaa ohjelmatuki-instrumenttia kattamaan tulevaisuudessa suuremman kansalaisjärjestöjoukon ja säilyttää ohjelmatukirahoituksen kesto nelivuotisena. Instrumentin ennustettavuus on tarpeen kansalaisjärjestöille; toisin sanoen instrumentilla on oltava selkeästi määritetty status Suomen kehitysyhteistyöinstrumenttien osana. Näin kansalaisjärjestöjen on mahdollista suunnitella pitempiaikaisia toimia ja kumppanuuksia johdonmukaisempien ohjelmien varaan, mikä lisää ennustettavuutta ja kestävyyttä.
2. Kansalaisjärjestöjen pitäisi vahvistaa omia ohjelmaperusteisia toimintatapojaan. Tämä merkitsee tulosperustaisen hallinnon työkalujen ottamista käyttöön kaikkialla ohjelmakokonaisuudessa, ja UM:n pitäisi edellyttää jokaiselta kansalaisjärjestöltä erityistä muutosteoriaa, joka kuvaisi niiden interventiopolut ja odotettujen vaikutusten perusteet. Muutosteoria tulisi sisällyttää UM:lle tehtävien hakemusten ohjelmakuvaukseen.
3. UM:n pitäisi kannustaa kansalaisjärjestöjä panostamaan enemmän kattavan tilanne- ja tarveanalyysin tekemiseen kehitysyhteistyötoimiensa suunnitteluvaiheessa. Analyysin ja sitä seuraavan suunnittelun pitäisi sisältää selvä tiekartta ihmisoikeusperustaisen lähestymistavan (HRBA) soveltamisesta.
4. Kehitysyhteistyön hallinnon näyttöperusteisuutta pitää parantaa: (i) Kansalaisjärjestöjen pitäisi parantaa tuloseurannan ja -raportoinnin (outcome monitoring and reporting) laatua ja tuottaa analyttisempaa tietoa, joka täydentäisi sinänsä hyvää mutta anekdoottista tulostietoa. (ii) Kansalaisjärjestöjen pitäisi käyttää riittävästi rahoitusta, kehittää toimeksiantojen kuvauksia (Terms of Reference, TOR) ja käyttää asianmukaisempia menetelmiä evaluoinneissa.
5. UM:n ja kansalaisjärjestöjen tulisi perustaa työryhmä kehittämään asianmukaisia tapoja raportoinnin parantamiseksi. Tämä sisältäisi yhteisten indikaattoreiden määrittämisen ohjelma- ja sektori- tai teematasoilla. Tulosten raportointia pitäisi parantaa harventamalla niiden laatimistiheyttä. Raportointia voitaisiin tehdä alussa (lähtötaso/baseline), keskivaiheessa (Mid-Term, lyhyen aikavälin tulokset) ja lopuksi (End-Term, pitkän aikavälin tulokset), ja tuotosten (output) raportointi voitaisiin suorittaa vuosittain.
6. Kansalaisjärjestöjen hakemusten arvioinnissa UM:n tulisi kannustaa järjestöjä kiinnittämään enemmän huomiota kehitysmaiden paikallisten kansalaisjärjestöjen kapasiteetin kasvattamiseen. Kansalaisjärjestöjen tulisi laajentaa jo käytössä olevien kapasiteetin vahvistamiseen tähtäävien

välineiden valikoimaa ja ottaa käyttöön kattavampia ja pitkäkestoisempia toimintatapoja. Tarvittaessa tämä saattaa edellyttää keskittymistä pienempään määrään suurempikokoisia hankkeita. Paikallisten kumppanien kapasiteetin kasvattamisen seuraamiseksi, arvioimiseksi ja raportoinniksi pitäisi myös kehittää menetelmiä ja välineitä.

7. UM:n tulisi kannustaa kansalaisjärjestöjä panostamaan poistumissuunnitelmiin kehitysyhteistyön alkuvaiheessa ja sitoa ne tiettyihin tuloksiin liittyviin virstanpylväisiin. Kansalaisjärjestöjen tulisi myös seurata ulkoi- sissa olosuhteissa tapahtuvia muutoksia sen varmistamiseksi, että poistu- missuunnitelmat ovat jatkuvasti realistiset ja toteuttamiskelpoiset ja ettei niitä sovelleta mekaanisesti.
8. UM:n tulisi kannustaa kansalaisjärjestöjä hakeutumaan aktiivisemmin yhteistyöhön Suomessa ja kumppanimaissa sekä toisten kansalaisjärjestö- jen (ohjelmatukijärjestöjen ja sen ulkopuolisten kansalaisjärjestöjen) että muiden sidosryhmien, kuten yliopistomaailman ja yksityissektorin kansa- sa. Vahvemman yhteistyön tavoitteena tulisi olla kokemusten ja parhai- den käytänteiden jakaminen ja resurssien yhdistäminen tehokkaammiksi kokonaispaketeiksi.
9. UM:n tulisi priorisoida ja kannustaa kansalaisjärjestöjä laajentamaan globaalikasvatustyötään Suomessa niiden kehitysyhteistyöstä jo saamien tulosten ja kokemusten perusteella. Tämä auttaisi varmistumaan siitä, että kehitysyhteistyön nauttima tuki säilyy vahvana suomalaisten piirissä.
10. UM:n tulisi ottaa vuotuiset kuulemiset uuteen tarkasteluun ja aikataulut- taa ne, jotta sisältöaisoista voitaisiin käydä keskusteluja ja varmistua sii- tä, että kuulemisissa esiin tulleita havaintoja voidaan hyödyntää seuraavan kauden suunnittelussa (ts. seuraavan vuosisuunnitelman laadinnassa). Kuulemiset tulisi käydä joustavasti heti kun vuosikertomukset ovat käytet- tävissä. UM:n sektorikohtaisten neuvonantajien tulisi olla läsnä täysipai- noisemmin tukemassa sisältöön liittyviä keskusteluja.
11. UM:n tulisi kannustaa kansalaisjärjestöjä ottamaan käyttöön yksityiskoh- taisemman ja informatiivisemman kustannustehokkuusmittarin, jotta on mahdollista arvioida kuinka toiminta tarjoaa vastinetta rahalle (value for money).
12. UM:n tulisi varmistaa, että ohjelmatuki-instrumentin hallinnossa on riittä- västi työvoimaa. Sen tulee harkita kansalaisjärjestötyön (sekä ohjelmatuki- että muut työ) hallinnon ottamista uuteen tarkasteluun, jotta ote olisi tule- vaisuudessa strategisempi ja ohjelmatukea saavien kansalaisjärjestöjen tukeminen tehokkaampaa. Henkilöstöresurssien niukkuuden vuoksi UM:n tulisi harkita sitä, että osa kansalaisjärjestöyksikön työstä ulkoistetaan ulko- puoliselle taholle kuitenkin siten, että UM säilyttää itsellään viimekätisen ja rahoituksellisen päätäntävällän. Samantapaista järjestelyä on käytetty esimerkiksi institutionaalisen kehitysyhteistyön instrumentin kohdalla sekä kehitysviestintä- ja globaalikasvatushakemusten sekä ohjelmatuki- hakemusten seulonnessa.

SAMMANFATTNING

Inledning

Denna rapport sammanfattar resultaten av en serie utvärderingar av programmen för utvecklingssamarbete hos tio organisationer i civilsamhället (CSO) och särskilda stiftelser som fått flerårigt programbaserat stöd (PBS) från finländska utrikesministeriet (UM) åren 2010-2016. Syftet är att samlat presentera de viktigaste gemensamma resultaten av utvärderingarna för att lyfta fram viktiga lärdomar och ge UM rekommendationer. Resultaten kommer att utnyttjas då PBS-instrumentet revideras. De tio CSO har mycket varierande bakgrund, expertis, verksamhetssätt och erfarenhet av utvecklingssamarbete. Det handlar om fem CSO - Demo Finland, Kyrklig Samverkan (FS), Finlands Fackförbunds Solidaritetscentral (SASK), Solidaritet (ISF) och Samverkan inom funktionsnedsättning (DP) - två paraplyorganisationer - plattformen för finländska icke-statliga organisationer Kepa och EU-plattformen för finländska icke-statliga biståndsorganisationer Kehys - samt tre särskilda stiftelser - Abilis, KIOS och Siemenpuu. Under perioden gavs runt 70 procent av UM:s CSO-stöd till 22 CSO som får PBS och CSO-stödet står för 12 procent av finländska utvecklingsbiståndet. Under utvärderingsperioden (2010-2016) beviljade UM 152 miljoner euro (utav totalt 472 milj.) till PBS-programmen hos de tio CSO i denna studie.

PBS bygger på flera principer, bland annat att det planeras strategiskt kring ett sammanhängande program som följer UM:s riktlinjer, att resultatbaserad styrning (RBM) tas i bruk, att tvärgående mål och tillvägagångssätt baserade på mänskliga rättigheter (HRBA) iakttas samt att riskhanteringen är sund. UM har inte krävt att CSO ska ta fram uttryckliga förändringsteorier men ett sådant instrument var nyttigt för att demonstrera hur CSO ämnar länka sin programverksamhet till eventuella önskade resultat och inverkan enligt en klar väg för insatser. Hittills har tre CSO tagit fram och utnyttjat ett sådant instrument medan andra tagit fram utkast. Med tanke på variationen i sektorer, tillvägagångssätt och kapacitet lämpar sig endast vissa vägar i UM:s allmänna förändringsteori för varje CSO.

Relevans

Studiens CSO representerar olika slags organisationer, tillvägagångssätt och länder men alla vill ändå kollektivt främja ett livskraftigt och pluralistiskt civilsamhälle i linje med utvecklingspolitiken på UM. De inriktar sig uttryckligen på att bekämpa fattigdom, främja mänskliga rättigheter och minska ojämlikhet. Jämställdhet tas upp antingen som en prioritet eller som ett tvärgående tema. Det har dock fästs mindre uppmärksamhet vid att inkludera klimatförändringen och miljöfrågor. CSO arbetar på basis av sina komparativa fördelar och deras övergripande organisatoriska målsättningar och strategier skapar grunden för deras program för utvecklingssamarbete. Med tanke på PBS-principer har deras program handlat snarare om tidigare konstruktioner baserade på redan existerande verksamhet och värderingar än om ett resultat av

genomtänkta strategiska ansträngningar och det finns fortfarande utrymme för rationalisering och fokusering. Behoven bland förmånstagare beaktas bra i projektdesignen och detta stöds av metoder för medverkan och ett flexibelt engagemang. I många fall hade det dock lönat sig att mer ingående analysera sammanhang och behov - särskilt i samband med grunderna för val av partners och jämställdhetsanalyser.

Introduktionen av PBS har hjälpt CSO att bilda långvariga och tämligen flexibla partnerskap med aktörer i utvecklingsländer och att ta i bruk RBM. Det har ännu inte väsentligen förbättrat lärandet av varandra eller samarbetet mellan CSO i Finland eller med partners utomlands. För UM är systemet outhållbart eftersom ministeriet inte har resurser att förvalta samma mängd finansiering och nådde inte ut till en så mångsidig grupp aktörer i civilsamhället via ett alternativt projektsystem. UM:s växelverkan med CSO som får PBS har varit öppen men främst administrativ (vilket är CSO-enhetens huvudsakliga roll) och det har inte förts tillräckliga diskussioner om innehållet tillsammans med övriga avdelningar och särskilt rådgivarna för sektorerna på ministeriet.

Fastän detta inte uttryckligen krävs av CSO varierar komplementariteten av deras arbete med UM stort. Vanligen är den bra i samband med politiskt och människorättsarbete (t.ex. Kepa, Kehys, Demo Finland och KIOS) och då det handlar om att erbjuda alternativa kanaler för stöd (t.ex. stiftelserna) men det finns utrymme att skapa en starkare koppling till finländska bilaterala projekt. CSO kunde bland annat göra lämpligt arbete som stödde bilaterala projekt till exempel på gräsrotsnivå eller inom sina specialområden. Finländska ambassaders viktiga roll i att främja komplementaritet framgick i Etiopien där det uppnått betydande resultat i att främja frågor kring funktionsnedsättning genom att utnyttja skilda finansieringssystem, inklusive dem hos DPF och Abilis. UM:s nya landstrategier tar bättre upp kompletterande rollen för finländska CSO. Det samordnas bra med internationella CSO-nätverk och i viss grad i Finland. Samordningen mellan CSO samt deras medlemsorganisationer och partners är dock mindre effektiv i utvecklingsländerna och sammanslagning av medel och gemensam inlärning utnyttjas sällan. Samstämmighet är en utmaning och återspeglas i inbyggda spänningen mellan UM som kanaliserar stöd via regeringar i utvecklingsländer och CSO som arbetar för mänskliga rättigheter samt mellan samhällsledd tillväxt och UM:s stöd till tillväxt som drivs av privata sektorn. Likväl finns det också områden där UM kan stöda CSO-arbetet med känsliga rättighetsbaserade frågor med hjälp av diplomatiska kontakter och informationsutbyte. Geografiska samstämmigheten har blivit bättre eftersom CSO har allt mer fokuserat sina projekt på Finlands kärnländer men CSO arbetar fortfarande i många länder som inte prioriteras av UM. I samband med partnerskap med privata sektorn har CSO ännu inte fullt ut följt uppmaningen från UM att öka samarbetet med undantag av vissa fall till exempel i Nicaragua. PBS kompletterar självt UM:s övriga finansieringskanaler men i ministeriets riktlinjer för PBS och CSO redogörs inte detaljerat för hur komplementaritet, samordning och samstämmighet ska beaktas i programmen hos CSO.

Effektivitet och resursanvändning

Färska utvärderingar och årsberättelser tyder på att flesta CSO varit effektiva med tanke på resultat som uppnåtts antingen via partners och förmånstagare i

utvecklingsländer eller via ökad medvetenhet och global utbildning. Det finns många utmaningar då resultat ska rapporteras: komplicerade förändringsvägar, dåliga utvärderingar och brist på data. Det finns dock många exempel på och fall av positiva resultat - antingen bättre nationell lagstiftning och politik, politisk dialog samt inkomster och sysselsättning eller bättre självförtroende och kapacitet hos sårbara förmånstagare. Det finns exempel på bra resultat av påverkansarbete till exempel kring funktionsnedsättning och världsborgarskap i Finland och utvecklingspolitik på europeisk nivå.

Kapaciteten hos partners inses vara ett stort hinder. Ändå är resultaten av kapacitetsuppbyggnad blandade och det har främst fokuserats på projektnivån och mindre på organisationer och civilsamhället. Flesta utvärderade program bidrar till att uppnå tvärgående mål, särskilt främja jämställdhet och arbeta med/för marginaliserade grupper medan klimatförändringen och miljömässig hållbarhet prioriteras i mindre grad.

I samband med resursanvändningen ligger allmänna omkostnaderna inom rimliga gränser och standarderna på UM. Användningen av medel är relativt effektiv då CSO betalat ut mer än 90 procent av anslagna medel. Personalen är engagerad och sakkunnig inom sina områden. Kunskaperna i RBM är svagare och fastän RBM-systemen blir bättre analyseras kostnadseffektiviteten sällan och det följs inte noggrant med resultat och inverkan. Det förekommer riskanalyser men risker hanteras eller minimeras inte alltid bra.

PBS är outhärligt för UM eftersom det minskat administrativa bördan jämfört med projektspecifik finansiering. Resurserna för CSO-enheten på UM har dock skurits ned till en nivå som hotar kvaliteten på styrningen av PBS-instrumentet, särskilt med beaktande av det omfattande arbete som krävs för att styra andra CSO-instrument. Bättre styrning, övervakning ute på fältet och kommunikation kring programs substansen krävde också ytterligare resurser. Om UM:s rådgivare för olika sektorer deltog mer aktivt kunde detta erbjuda något mer resurser och förbättra diskussionerna om kvaliteten på programinnehållen. Då det är svårt att nyanställa kunde administrativa bördan minskas genom att lägga ut en del av det administrativa arbete som CSO-enheten gör.

Inverkan och hållbarhet

Det är svårt att bedöma inverkan på grund av bristen på tillförlitliga belägg, hur länge komplicerade förändringsprocesser tar och fragmenterade tillvägagångssätt. Tillgängliga handlingar pekar dock på många fall av stor lokal inverkan på individ-, familje- och samhällsnivå. Det framgår klart att det finns förmåga att verka via gräsrotter på avlägsna orter och i känsliga sammanhang, vilket påvisar att CSO kan åstadkomma inverkan på sätt som andra samarbetskanaler inte klarar av. Eftersom arbetet och verksamhetsorterna varierar så ofantligt mycket är det dock svårt att sammanställa och bekräfta inverkan. Då PBS lett till eller upprätthållit längre partnerskap har man mycket troligen fått bättre kapacitet att få till stånd inverkan inom komplicerade och långsiktiga områden såsom mänskliga rättigheter eller lagstiftningsreformer.

Det är tufft att uppnå hållbarhet i CSO-insatser då utrymmet för civilsamhället minskar eller statliga myndigheter motarbetar eller inte engagerar sig för

reformer eller grundläggande mänskliga rättigheter. Positiva exempel på hållbarhet kan dock noteras inom flera miljöer, särskilt då statliga myndigheter är beredda att överta och stöda CSO3-projektinitiativ och det finns en stark koppling mellan egenmakt och lokalt ägarskap (som ofta är starkt) och hållbarhet. Flesta CSO har tyvärr fäst endast lite uppmärksamhet vid exitstrategier. Ekonomiska hållbarheten är också ofta svag då förmånstagare totalt förlitat sig på finländsk finansiering och inte letat efter alternativa finansieringskällor.

Lärdomar

Det har identifierats 15 lärdomar. Dessa omfattar bland annat att (i) mer uttryckliga förändringsteorier och mätbara programbaserade målsättningar kan hjälpa att bättre inrikta och välja ut insatser, (ii) flerårigt PBS kan förbättra inriktningen och förutsägbarheten men systemet är bräckligt om det sker plötsliga budgetnedskärningar, (iii) CSO kan spela en särskild roll i att stärka civilsamhället så att det kan utgöra en motvikt då samstämmighet med nationella statliga politiken inte alltid är möjlig eller önskvärd, (iv) arbete med svagare partners kräver att det tas risker och då är det essentiellt att övervaka riskerna samt mäta organisatoriska kapacitetsuppbyggnaden, (v) mätning av resultat såsom beteende- och politisk förändring som uppkommer först efter en längre tidsperiod förutsätter nya tillvägagångssätt och instrument för RBM som ska tas fram i gemensamma diskussioner mellan CSO och UM, (vi) effektiva tillvägagångssätt för att åstadkomma genusrelaterad förändring kan endast tas fram och användas på basis av en verklig jämställdhetsanalys samt (vii) inkludering av funktionsnedsättning utgör en specifik utmaning som förutsätter särskilda tillvägagångssätt och metoder baserade på tillräcklig sakkunskap.

Rekommendationer

Rapporten innehåller 12 rekommendationer:

1. UM ska fortsätta och om möjligt utvidga PBS-systemet i framtiden till att omfatta fler CSO och bevara nya tidplanen på fyra år för PBS-finansiering. För CSO är det också viktigt att instrumentet är förutsägbart på lång sikt, det vill säga att det har en klart definierad status som en del av finländska instrumenten för utvecklingsfinansiering. Görs så skapas en möjlighet för CSO att planera långsiktiga insatser och partnerskap kring mer samstämmiga program, vilket förbättrar förutsägbarheten och hållbarheten.
2. CSO ska stärka sina programbaserade tillvägagångssätt. Detta innebär att de ska ta i bruk RBM-instrument för hela programmet och av varje CSO ska UM särskilt förutsätta specifika förändringsteorier som beskriver deras särskilda insatssätt och grunder för förväntade inverkan. Dessa förändringsteorier ska utgöra en del av programbeskrivningen i ansökan till UM.
3. UM ska ge CSO incitament att satsa mer på att utnyttja ingående analyser av situationer och behov i planeringen av utvecklingsinsatser. Analyserna och efterföljande planeringen ska omfatta en klar färdplan för tillämpningen av HRBA.

4. Faktabasen för att styra utvecklingsinsatser ska förbättras: (i) CSO ska förbättra kvaliteten på övervakningen av och rapporteringen om resultat och ge mer analytisk information som kompletterar existerande bra men ofta anekdotiska uppgifter om resultat. (ii) CSO ska avsätta tillräckligt med finansiering, ta fram bättre förändringsteorier, studera utgångsläget och utnyttja lämpligare utvärderingsmetoder.
5. UM och CSO ska tillsätta en arbetsgrupp för att ta fram lämpliga sätt att förbättra rapporteringen. Detta omfattade att det identifieras gemensamma indikatorer på program- och sektor- eller tematisk nivå. Resultatrapporteringen ska förbättras genom att minska dess frekvens. Rapportering kunde ske i början (utgångsläget), halvvägs (om resultat på kort sikt) och i slutet (om resultat på lång sikt) medan utfallet kunde rapporteras årligen.
6. Genom att utnyttja bedömningen av deras förslag ska UM ge CSO incitament att öka fokuset på kapacitetsuppbyggnad hos lokala CSO i utvecklingsländer. CSO ska utvidga repertoaren av existerande instrument för kapacitetsuppbyggnad till mer ingående och långsiktiga tillvägagångssätt. Vid behov kan detta förutsätta färre men större projekt. Det ska också tas fram metoder och instrument för att övervaka, utvärdera och rapportera resultat av kapacitetsuppbyggnad hos lokala partners.
7. UM ska ge CSO incitament att satsa mer på exitstrategier i början av utvecklingsinsatser och koppla dem samman med specifika milstolpar för resultat. CSO ska också övervaka förändringar i externa faktorer för att säkerställa att exitstrategierna förblir realistiska och genomförbara och inte genomförs på ett mekaniskt sätt.
8. UM ska ge CSO incitament att mer aktivt leta efter samarbetsmöjligheter i Finland och partnerländer - både med andra CSO (såväl inom som utanför PBS) och andra intressegrupper inom till exempel universitetsvärlden och privata sektorn. Målet för starkare samarbete ska vara att utbyta erfarenheter och bästa praxis samt slå samman resurser i effektivare helheter.
9. UM ska ge mer prioritet till och ge CSO incitament att utöka sitt arbete med global utbildning i Finland genom att bygga på resultaten av och lärdomarna från sitt utvecklingssamarbete. Detta hjälpte att säkerställa att stödet till utvecklingssamarbete förblir starkt bland allmänheten i Finland.
10. UM ska revidera sättet att hålla och schemat för årliga samråd för att bättre främja diskussioner om innehållsfrågor och se till att utbytet av samråden kan utnyttjas då nästa period planeras (dvs. när nästa årsplan bereds). Samråd ska hållas flexibelt så snart som årsberättelser är tillgängliga. UM:s rådgivare för relevanta sektorer ska delta i högre grad för att stärka diskussionerna om substansen.
11. UM ska ge CSO incitament att ta i bruk mer detaljerade och informativa mått för kostnadseffektivitet för att bedöma relativa nyttan av medlen.

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12. UM ska se till att det finns tillräckligt med personal för att styra PBS-instrumentet. Ministeriet måste eventuellt gå igenom hur det sköter arbetet med CSO (både inom och utanför PBS) för att öka sitt strategiska engagemang och bättre stöda CSO som får PBS i framtiden. Då personalresurserna är begränsade ska UM överväga att lägga ut en del av det arbete som CSO-enheten gör till en tredje part dock så att slutliga och ekonomiska besluten fattas fortfarande på ministeriet. Ett liknande arrangemang har utnyttjats i samband med till exempel institutionella samarbetsinstrument, granskning av ansökningar om utvecklingskommunikation och global utbildning samt granskning av PBS-ansökningar.

SUMMARY

Introduction

This synthesis report summarizes the findings from a set of evaluations of the development cooperation programmes of ten Civil Society Organisations (CSOs) or special foundations receiving multiannual programme-based support (PBS) from the Ministry for Foreign Affairs of Finland (MFA) over the period 2010–2016. The purpose is to draw together the most important common findings from the evaluations in order to highlight important lessons and provide recommendations for MFA. The results will be used in the reform of the PBS instrument. The ten CSOs have widely varying backgrounds, types of expertise, modes of operation and length of experience in development cooperation. They include Political Parties of Finland for Democracy (Demo Finland), Free Church Federation in Finland (FS), Trade Union Solidarity Centre of Finland (SASK), International Solidarity Foundation (ISF), Disability Partnership Finland (DP), as well as two Umbrella organisations, Kepa - the Finnish NGO Platform and the Finnish Non-governmental Development Organisation Platform to the European Union (Kehys) and finally three special Foundations: Abilis Foundation (Abilis), KIOS Foundation (KIOS) and Siemenpuu Foundation (Siemenpuu). Over the period some 70% of MFA's CSO support has gone to the 22 CSOs accorded PBS and CSO support represents 12% of all Finnish development funding. Over the period of the evaluation (2010–2016), the MFA commitment to PBS programmes of the ten CSOs in this study was € 152 million (out of the total of € 472 million).

PBS is underpinned by several principles including the need for strategic planning around a coherent programme that is aligned to MFA policies, adopting a results based management (RBM) approach, adherence to cross-cutting objectives (CCOs) and to human rights based approaches (HRBA), and sound risk management. While the MFA has not required CSOs to develop explicit theories of change (ToC), such a tool would be valuable as a way to demonstrate how the CSO programmes intend to link their activities to eventual desired outcomes and impacts following a clear intervention pathway. So far, three CSOs have developed and applied such a tool, while others have developed drafts. Given the varied nature of their sectors, approaches and capacities, each CSO only fits with selected pathways within the MFA generic theory of change.

Findings on Relevance

The CSOs embrace a wide range of organisations, approaches and countries, yet together they collectively aim to promote a vibrant and pluralistic civil society in line with the MFA development policies. They explicitly address poverty reduction, human rights and reduction of inequality. Gender equality is addressed either as a priority or in a cross-cutting manner. There has been less attention to incorporating climate change and environmental issues however. The CSOs work on the basis of their own comparative advantages and their

broad organisational goals and strategies provide the basis for their development co-operation programmes. In terms of PBS principles, CSO programmes have been rather a historical construction based on already existing activities and values than a result of deliberate, strategic efforts, and there is still room to streamline and focus. Beneficiary needs are addressed well in project designs and the use of participatory methods and flexible engagement supports this. In many cases, however, the use of more robust situational and needs analysis would have been beneficial, especially around the rationale for partner selection and gender analysis.

Introduction of PBS has helped CSOs engage in longer-term and reasonably flexible partnerships with partners in developing countries and has boosted the adoption of RBM. It has yet to improve peer learning or cooperation between CSOs in Finland or with partners abroad in a substantial way. For MFA, the modality is essential as it would not have resources to administer similar levels of funding and reach so many diverse civil society groups through the alternative project modality. MFA's interaction with its PBS CSOs has been transparent yet mainly administrative (which is the main role of the CSO Unit), and there has been insufficient content-based discussion involving other sections of the ministry, especially of the sectoral advisers of MFA.

Though not an obligatory function of CSOs, complementarity of CSO work with MFA varies significantly. In general, it is good in terms of political and human rights work (such as through Kepa, Kehys, Demo Finland and KIOS) and providing alternative channels of support (such as the Foundations), but there is room to create stronger links with Finland's bilateral projects, such as CSOs undertaking suitable work for example at grassroots level or in their areas of expertise that would support bilateral projects. The important role of Finnish Embassies in promoting complementarity was evidenced in Ethiopia, where the promotion of disability issues using different funding modalities, including those from DPF and Abilis has delivered significant results. New MFA country strategies are better reflecting the complementary role of Finnish CSOs. There is good **coordination** across international CSO networks and to some extent within Finland. But coordination is less effective in the developing countries between CSOs, their member organisations and their partners, and there is little pooling of funds or joint learning. The challenge of **coherence** is reflected in the inherent tension between MFA channelling support through governments in the developing countries and CSOs working on advocacy for human rights as well as between community-led growth and MFA's support for private sector-driven growth. Nevertheless, there are also areas where MFA is able to support CSOs' work on sensitive, rights-based issues through diplomatic engagement and information sharing. Geographic coherence has improved as the CSOs have focused their projects increasingly on Finland's core countries, although CSOs still work in a number of countries that go beyond those that form the priority for MFA. In building partnerships with the private sector, except in a few instances such as Nicaragua, CSOs have not yet fully responded to the call of the MFA for increased cooperation. PBS itself complements other MFA funding channels, but MFA's PBS and CSO guidelines lack detail on how complementarity, coordination and coherence should be taken into account in the CSOs' programmes.

Findings on Effectiveness and Efficiency

Recent evaluations and annual reports suggest that most CSOs have been effective in terms of outputs produced whether through partners and grantees in the developing countries or via awareness raising and global education. Outcome achievement reporting faces several challenges: complex change pathways, poor evaluations, and lack of data. But there are many examples and cases of positive results, whether in improving national legislation or policies, improving political dialogue, raising incomes and employment, or increasing self-confidence and capacity of vulnerable beneficiaries. There have been examples of good advocacy achievements within Finland, for example, around disability and global citizenship, and at European level on development policy.

Capacity of partners is recognised as a key constraint, yet results for capacity development are mixed, and have been mostly focused at project level and less on the organisation and civil society level. Most of the programmes under evaluation are contributing to the achievement of CCOs, in particular reducing gender inequalities and working with/for marginalised communities, while climate change and environmental sustainability are less prioritised.

In terms of efficiency, CSO overhead costs are assessed to be within acceptable levels and MFA standards. In terms of fund use, the CSOs have been relatively efficient with over 90% of allocated funds being disbursed. Staff committed with good expertise in their field. RBM skills are weaker and while RBM systems are improving, little cost-efficiency analysis is done and results at outcomes and impact are not yet tracked robustly. Risk analysis is in place but not always well monitored or mitigated.

PBS is essential for MFA as it has decreased the administrative burden compared with project-specific funding. However, resources of the MFA's CSO Unit have been decreased to a level that threatens the quality of the management of the PBS instrument, especially when taken into account the extensive work needed for the management of other CSO instruments. Better management, field monitoring and communication around programme substance would also require additional resources. More active participation of MFA's sectoral advisors could provide some additional resources and improve the qualitative discussions on the contents of the programmes. Given the constraints to increase staff, outsourcing of some administrative work of the CSO Unit could ease the administrative burden.

Impact and Sustainability

Gauging **impact** is beset by lack of reliable evidence, the often lengthy timeframes for complex change process to occur and the fragmented nature of delivery. Yet, the available documentary evidence points to many important local impacts at the individual, family and community level. The ability to engage through grassroots actors in remote locations and in sensitive contexts is demonstrated well, and shows that CSOs can achieve impacts in ways that other channels of cooperation may not. With the hugely varying types of work and locations reached, impacts are nevertheless hard to collate and verify. Where PBS has introduced or sustained longer term partnerships, the capacity

for delivering impacts in areas that are complex and long term such as human rights or legal reform are very likely to have been enhanced.

Sustainability of CSO interventions is tough where civil society space is reducing, or where state authorities resist or do not commit to reforms or recognition of basic human rights. Nevertheless, positive findings on sustainability are noted in a number of settings, especially where state authorities are willing to take over and support CSO³ project initiatives, and there is a strong link between self-empowerment and local ownership (which is often high) and sustainability. Exit strategies have unfortunately been given limited attention by most CSOs. Financial sustainability is also often weak where beneficiaries have relied solely on Finnish funding, and have not cultivated alternative funding sources.

Lessons

The synthesis identifies 15 lessons. These include the lessons that (i) more explicit ToCs and more measurable programmatic objectives can help align and select interventions better; (ii) multi-year PBS can improve alignment and predictability but is fragile if sudden budget cuts occur; (iii) CSOs can have a specific role to play in building the countervailing role of civil society where coherence with national governments policies is not always possible and desirable; (iv) working with weaker partners requires risk-taking, and monitoring of risks is critical here as is the measurement of organisational capacity development; (v) measuring of outcomes such as behavioural and policy changes that only materialise over longer periods requires new RBM approaches and tools built on joint discussion between CSOs and the MFA; (vi) effective approaches to achieve gender transformative change can only be developed and implemented based on a proper gender analysis; and (vii) disability inclusion is a specific challenge and requires dedicated approaches and methods based on sufficient expertise.

Recommendations

The report puts forwards 12 recommendations:

1. MFA should continue and, if possible, **expand the PBS modality** in the future to include more CSOs and maintain the new PBS funding timeframe of four years. The CSOs also need long term predictability of the instrument, i.e. clearly stated status of the instrument as part of the Finnish development funding instruments. Doing so will create the opportunity for CSOs to design longer-term interventions and partnerships around more coherent programmes and so improve predictability and sustainability.
2. The CSOs should **strengthen their programmatic approaches**. This means adopting RBM tools for the programme as a whole and, in particular, MFA should require specific ToCs from each CSO that capture their particular intervention pathways and rationale for expected impact. These ToCs should form part of the programme descriptions in the applications made to the MFA.

3. The MFA should incentivise the CSOs to invest more on the use of **robust situational and needs analysis** at the planning phase of the development interventions. The analysis and the subsequent planning should include a clear roadmap for the application of HRBA.
4. The **evidence-base for managing development interventions should be improved**: (i) CSOs should increase the quality of outcome monitoring and reporting and provide more analytical information to complement the good, but often anecdotal information on outcomes. (ii) CSOs should devote sufficient funding, develop better TORs, conduct baselines, and use more appropriate methodologies for evaluations.
5. MFA and the CSOs should form a working group to develop appropriate approaches to **improve reporting**. This would include identifying common indicators at programme and sector or thematic levels. Outcome reporting should be improved by decreasing its frequency. Reporting could be done at the start (baseline), Mid-Term (for short term outcomes) and End-Term (for long term outcomes), while output reporting could be done on a yearly basis.
6. MFA should incentivise CSOs using their proposal assessment to increase focus on **capacity development** of local CSOs in developing countries. CSOs should expand the repertoire of existing capacity development instruments to more comprehensive and longer-term approaches. Where necessary this may require undertaking fewer but larger projects. Methods and instruments should also be developed to monitor, evaluate and report on results of capacity development of local partners.
7. MFA should incentivise CSOs to invest more in **exit strategies** at the start of the development interventions and tie them to specific outcome milestones. The CSOs should also monitor changes in the external context to ensure that exit strategies remain realistic and feasible and are not applied in a mechanical way.
8. MFA should incentivise CSOs to more actively look for **cooperation in Finland and partner countries**, both with the other CSOs (PBS organisations and non-PBS CSOs) as well as with other stakeholders such as academia and the private sector. Strengthened cooperation should aim at sharing of experiences and best practices as well as pooling resources into more effective packages.
9. MFA should give greater priority to and incentivise the CSOs to extend their **global education** work in Finland by building on the results and lessons learned from their development cooperation. This would help to ensure that support for development cooperation remains strong among the Finnish population.
10. The MFA should revise the approach and schedule for the **annual consultations** in order to better facilitate discussions on content issues and ensure that the findings of the consultations can be used for planning of the next period (i.e. for the preparation of the next annual plan). The consultations should be conducted flexibly as soon as the annual reports are available. MFA's relevant sectoral advisers should participate more fully to strengthen the substance-related discussions.

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11. The MFA should incentivise CSOs to adopt more detailed and informative measure of cost-efficiency in order to judge the comparative value for money.
 12. The MFA should ensure sufficient human resources for management of the PBS instrument. It may need to review the way it manages CSO work (both PBS and non-PBS) in order to have more strategic engagement and to support the PBS CSOs better in the future. Given the staff constraints, it should consider **contracting out part of the CSO Unit's work** to a third party, with the final and financial decision-making remaining with the MFA. Similar arrangement has been applied for example for the Institutional Cooperation Instruments, screening of Development Communication and Global Education applications and screening of PBS applications.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Relevance of the PBS modality		
<p>While all CSOs have their specific comparative advantages, their work is aligned and complementary with the Finnish development policy goals and priorities.</p> <p>With the several year timeframes, the PBS modality has enabled the CSOs to develop long term partnerships with a wide range of organisations, themes, approaches and beneficiaries.</p> <p>The modality has also enabled some flexibility in operations, such as shifting funding between specific projects based on progress and results as well as development of new partnerships during the funding period.</p>	<p>Altogether the CSOs support vibrant and pluralistic civil society in line with the MFA development policies.</p> <p>The PBS modality has enabled a shift towards more focused and long term operations while being a sufficiently flexible funding instrument.</p> <p>The modality has improved the relevance and complementarity of CSO work.</p>	<p>1. MFA should continue and, if possible, expand the PBS modality to include more CSOs in the future and maintain the new PBS timeframe of four years and in future even extend it. Doing so will create the opportunity for CSOs to develop longer-term interventions and partnerships around more coherent programmes to improve predictability and sustainability.</p>
Use of a programmatic approach and intervention pathways		
<p>The programmes of the CSOs are still mainly portfolios of projects and their true programmatic nature is still in development, although there has been some consolidation recently, partly driven by the budget cuts.</p> <p>CSO ToCs are emerging but are still insufficiently developed. The pathways from activities and outputs to reaching longer-term outcomes and impacts are not sufficiently explicit.</p>	<p>More coherent programme frameworks and explicit expected impact paths would strengthen the rationale for and prioritization of CSO project selection. They would also ensure greater justification for funding.</p>	<p>2. The CSOs should strengthen their programmatic approaches. This means adopting RBM tools for the programme as a whole and, in particular, MFA should require specific ToCs from each CSO that capture their particular intervention pathways and rationale for expected impact. These ToCs should form part of the programme plans part of funding applications to the MFA.</p>

Findings	Conclusions	Recommendations
Planning of development interventions		
<p>Enhanced by participatory planning approaches, the work of the CSOs is generally relevant for the needs of their direct beneficiaries.</p> <p>However, in most cases, the use of robust situational and needs analysis could be more systematic to increase the beneficiary relevance.</p> <p>Although most CSOs seem to broadly align with the key principles of HRBA, its practical application remains incomplete in many cases.</p>	<p>The use of robust situational and needs analysis in the planning phase is not sufficiently systematized for many CSOs.</p> <p>The practical application of HRBA remains also incomplete.</p>	<p>3. The MFA should incentivise the CSOs to invest more on the use of robust situational and needs analysis at the planning phase of the development interventions. The analysis and the subsequent planning should include a clear roadmap for the application of HRBA.</p>
Outcome reporting and evaluation quality		
<p>All CSOs now have systems for RBM at place, but their application is still rather weak.</p> <p>Outcome reporting is generally anecdotal and lacks sufficient baseline and contextual information. This provides limited information on the overall achievement levels of the CSOs.</p> <p>The quality of project evaluations is very diverse and not always of sufficient quality. They do not assess the contribution made by the CSO versus other contextual factors, assumptions are rarely tracked, and data collection methods tend to be relatively conventional and non-participatory.</p>	<p>Without better monitoring and evaluation evidence, the achievements and lessons of the PBS CSO programmes will not be reliably known and will leave the MFA and the public insufficiently informed.</p>	<p>4. The evidence-base for managing development interventions should be improved:</p> <p>(i) CSOs should increase the quality of outcome monitoring and reporting and provide more analytical information to complement the good, but often anecdotal information on specific outcomes.</p> <p>(ii) CSOs should devote sufficient funding, develop better TORs, conduct baselines, and use more appropriate methodologies for evaluations.</p>
Timing of reporting		
<p>The CSOs focus largely on achieving longer-term transformational changes in developing countries. Most of them face challenges in outcome reporting and analysis of these transformational changes.</p> <p>Change processes are often very long, subject to outside forces and take place in sensitive and/or remote locations. Evidence collection may take several years.</p>	<p>Given the timescales and complex interactions involved in civil society work, measuring outcomes is extremely challenging. Current annual reporting provides a limited and a too frequent reporting tool to capture such results.</p> <p>Within four-year PBS arrangements, longer time frames for outcome reporting would be helpful.</p>	<p>5. MFA and the CSOs should form a working group to develop appropriate approaches to improve reporting in a more systematic way. This would include identifying common indicators at programme and sector or thematic levels where possible.</p> <p>(ii) Outcome reporting should be improved by decreasing its frequency. Reporting could be done at the start (baseline), Mid-Term (for short term outcomes) and End-Term (at the end), while output reporting could be done on a yearly basis.</p>

Findings	Conclusions	Recommendations
Capacity development		
<p>Nearly all CSOs have dedicated full-time professional staff with the capacity to attend to international partner relations and programme management.</p> <p>A root cause of more limited project outcomes and impact as well as weak sustainability are weak organisational capacities of local partners. These concern particularly project implementation, financial management and fundraising.</p> <p>Most CSOs identify partner capacity development as core to their approach, but the degree to which this is addressed varies. It also involves a limited range of methods and focuses on the project-level rather than on partner organisation as a whole or wider citizenship.</p> <p>Monitoring and evaluation systems do not generally measure results of capacity development.</p>	<p>While recognised as a priority by the CSOs, building capacity of local implementing partners has not been sufficiently addressed even though stronger capacity will reinforce sustainability of projects.</p> <p>CSOs have yet to address wider organisational needs of partners.</p>	<p>6. MFA should incentivise CSOs to invest more in capacity development of local CSOs in developing countries. CSOs should expand the repertoire of existing capacity development instruments to more comprehensive and longer-term approaches. Where necessary this may require undertaking fewer but larger projects. Methods and instruments should also be developed to monitor, evaluate and report on results of capacity development of local partners.</p>
Exit strategies		
<p>Exit strategies are generally given limited attention. For some local partners, having long term support and a reliance on a single source of funding makes them less likely to seek alternative sources. In many cases, there has been insufficient discussion on exit in the planning stages and design documentation could have been more explicit on this question.</p> <p>Most of the CSOs provide insufficient guidance to local partners on how to prepare for exits when and if funding should end.</p>	<p>Exit strategies and plans are a common weak element in the programmes of the CSOs. This reduces sustainability.</p>	<p>7. MFA should incentivise CSOs to invest more in exit strategies at the start of the development interventions and tie them to specific outcome milestones. The CSOs should also monitor changes in the external context to ensure that exit strategies remain realistic and feasible and are not applied in a mechanical way.</p>
Cooperation and pooling of funds		
<p>There has been only limited cooperation between the CSOs in Finland and in abroad, including with other stakeholders such as academia or the private sector. Opportunities for wider resource sharing, innovation and learning have therefore not been sufficiently utilized.</p> <p>The increased competition for funding among the CSOs and between their members has overall had a negative impact on co-operation and open sharing of experiences.</p>	<p>There is a need to strengthen cooperation among the CSOs as well as with other stakeholders. Formation of alliances/consortia could ensure better spreading of best practices.</p> <p>The criteria for PBS funding do not currently encourage stronger cooperation.</p>	<p>8. MFA should incentivise CSOs to more actively look for cooperation in Finland and partner countries, both with the other CSOs as well as with other stakeholders such as academia and the private sector. Strengthened cooperation should aim at sharing of experiences and best practices as well as pooling resources into more effective packages.</p>

Findings	Conclusions	Recommendations
Global education		
<p>The PBS modality has enabled several CSOs to combine their development cooperation work with global education in Finland.</p> <p>A few CSOs have reported some output level awareness raising and global education results towards the wider public. Some are adopting innovative and interactive approaches, which represent useful models for others.</p>	<p>Global education work is a key complementary tool within the PBS instrument, and deserves greater attention within CSO programmes. This is particularly important given the recent questioning of aid and the budget cuts in Finland, and also in the light of the new 2030 agenda recognising that development challenges are global and require global responses.</p>	<p>9. MFA should give greater priority and incentivize the CSOs to extend their global education work in Finland by building on the results and lessons learned from their development cooperation. This helps raise awareness of global development issues and ensure that support for development cooperation remains strong among the Finnish population.</p>
Communication between MFA and the CSOs		
<p>Although the communication between MFA and the CSOs is generally positive and open, in practice the annual consultations focus mainly on administrative issues and provide limited scope for learning. The sector advisers do not have sufficient involvement in the CSO-MFA dialogue, which weakens CSOs' policy engagement.</p> <p>Also the timing of annual consultations is inappropriate: next years' annual plans are already prepared when the consultations on the previous year are being conducted.</p>	<p>There is a need to deepen substance-related consultations between MFA and the CSOs.</p> <p>The schedule of the consultations between CSOs and MFA need to be revised to enable better learning.</p>	<p>10. The MFA should revise the approach and schedule for the annual consultations in order to better facilitate discussions on content issues and ensure that the consultations take into account planning needs. The consultations should be conducted when the draft annual reports are available and the formal approval could be arranged separately. MFA's relevant sectoral advisers should participate more fully to strengthen the substance-related discussions.</p>
Management of the PBS modality		
<p>There is little information on the cost-efficiency of the programmes of the CSOs, as they vary greatly with regard to their financial and human resources as well as to their goals and working modalities. Further, there is no unified definition for the overhead and administrative costs.</p>	<p>MFA is unable to judge PBS performance in terms of efficiency.</p>	<p>11. The MFA should incentivise CSOs to adopt more detailed and informative measure of cost-efficiency in order to judge the comparative value for money.</p>

Findings	Conclusions	Recommendations
<p>The MFA has limited human resources for the PBS management, further complicated by the high staff turnover. While flexible, the MFA guidance and instructions to the CSOs have not been clear especially with regard to the expected PBS outcomes and the RBM modalities.</p>	<p>The MFA lacks sufficient human resources for the efficient management of the PBS instrument.</p>	<p>12. The MFA should ensure sufficient human resources for management of the PBS instrument. It may need to review the way it manages CSO work (both PBS and non-PBS) in order to have more strategic engagement and to support the PBS CSOs better in the future. Given the staff constraints, it should consider contracting out parts of the CSO Unit's work to a third party, with the final and financial decision-making remaining with the MFA. Similar arrangement has been applied for example for the Institutional Cooperation Instruments, screening of Development Communication and Global Education applications and of PBS applications.</p>

1 INTRODUCTION

This synthesis report summarizes the findings from a set of evaluations of the development cooperation programmes of ten Civil Society Organisations (CSOs) or special foundations receiving multiannual programme-based support (PBS) from the Ministry for Foreign Affairs of Finland (MFA) over the period 2010-2016. Its purpose is to draw together the most important common findings (as well as differences) from the seven separate evaluations in order to highlight important lessons and provide a set of recommendations for MFA. The evaluation promotes both accountability and joint learning in terms of future policy, strategy, programme and funding allocation of the CSOs evaluated under this round, as well as the MFA. The results will be used in the reform of PBS, (Box 1), in the next update of the Guidelines for Civil Society in Development Policy and in the planning of CSOs, Foundations' and Umbrella organisations' next programmes.

This third round (CSO3) follows two earlier rounds conducted in 2016-2017, CSO1 (Stage et al., 2016) and CSO2 (Brusset et al., 2017). Of the 22 PBS programmes in the three rounds, ten have been selected for this third evaluation cycle. These are the PBS programmes of:

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

The PBS programmes of the Umbrella organisations:

- Kepa - The Finnish NGO Platform
- The Finnish Non-governmental Development Organisation Platform to the European Union (EU) (Kehys)

The PBS programmes of the special Foundations:

- Abilis Foundation (Abilis)
- KIOS Foundation (KIOS)
- Siemenpuu Foundation (Siemenpuu)

CSOs are a highly visible and active part of Finland's international development cooperation, alongside country-based cooperation and financial support to multilateral agencies. In 2015 the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 113 million, accounting for 12% of the development cooperation ODA budget, which stood then at € 926 million (MFA 2016b, Development cooperation appropriations). There were significant budget cuts in 2015-2016 that affected the whole development cooperation budget and that as a result impacted on CSO plans (Section 3.1).

Box 1. Programme Based Support

22 CSOs have benefited from development cooperation funding through the PBS modality, administered by the Civil Society Unit of MFA. PBS as used by the MFA in their instructions concerning the Partnership Agreement Scheme, update 19 July 2013 (MFA, 2013) is characterised by several features, which include: an open-ended partnership agreement, multi-annual funding based on an action plan and defined indicators, periodic reviews of progress, shared funding arrangements, adherence to the MFA's cross-cutting objectives, and a commitment to clear communications and ethical practices. The instrument was to be applied flexibly by participating CSOs but should include at least a strategy and long term development cooperation goals, planning, implementation, monitoring and evaluation (M&E) methods (with indicators, including at outcome and impact level), annual reporting, and specifications of different actors' role and responsibilities. Stress was laid on achieving and measuring outcomes and impacts obtained on the ground.

Source: MFA, 2013.

This CSO₃ evaluation started in November 2016, and is scheduled to end in September 2017. All the major aspects of PBS performance of the ten CSOs have been extensively reviewed, based on programme documentation, interviews with key stakeholders in Finland and abroad, and visits to eight countries where development interventions have been implemented by the ten CSOs. MFA contracted a team of independent experts from FCG International Ltd (FCG) to conduct this evaluation.

This report is structured as follows. After the introduction in Chapter 1, Chapter 2 presents the approach methods and limitations to this synthesis, then Chapter 3 provides context information related to MFA policy, PBS and the CSOs' theories of change. Chapter 4 present the main findings and is structured by OECD DAC criteria (OECD, 2010) and by the main evaluation questions (EQs) in the Terms of Reference (ToR, Annex 1). Chapter 5 then presents conclusions, while Chapter 6 sets out broad lessons arising from the CSO₃ study. Chapter 7 then provides a list of recommendations, covering the future use of the PBS instrument and then other topics.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Evaluation rationale and objectives

The synthesis draws on the CSO₃ evaluations in a systematic way following a standard set of evaluation criteria and questions. Findings are aggregated against six OECD DAC evaluation criteria and focus on the main evaluation questions specified in the ToR of this evaluation.

The evaluation team has considered:

- **Relevance** in terms of Finnish policy, CSO policy, the needs of the population
- **Complementarity, coordination and coherence** in terms of alignment with other partner as well as delivery
- **Effectiveness** in the delivery of results
- **Efficiency** in terms of the management of resources
- **Sustainability** as the continuation of benefits after interventions end
- **Impact**, in terms of the wider effects of interventions
- A seventh dimension has been integrated into the above six quality criteria, the notion of cross-cutting objectives (CCOs) which take into account gender equality, reduction of inequality and climate sustainability

The evaluation analyses the individual PBS programmes from the point of view of the CSOs' own objectives and management, and the way in which the CSOs respond to MFA rules and priorities. It also covers the way in which the MFA itself provides an appropriate framework to achieve that.

It is important to note that the ToR do not call for, or require, a ranking of the PBS programmes being evaluated. While there will be an assessment of performance, the scope of the evaluation allows for the specific contribution of each CSO to be assessed in its own terms.

It is expected that the MFA and other stakeholders will 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. For this purpose, the evaluation has formulated recommendations which are mainly intended for implementation by the MFA. Specific CSO recommendations are contained in the individual PBS sub-studies.

2.2 Approach

The synthesis draws on the evidence presented in the seven evaluation reports. The Team Leader was responsible for the overall planning, management and coordination of this synthesis of the CSO sub-report findings. Selected members of the FCG evaluation team who prepared the separate individual CSO reports assisted with the analysis and drafting.

The evaluation design applies three analytical methods:

1. A Theory of Change (ToC) analysis, which describes all the activities of the ten PBS programmes, within the broad policy frameworks established by the MFA (attached in Annex 4 and described in Section 2.2.1).
2. The Evaluation Matrix which tests specific aspects within the ToC, more particularly the assumptions, drawn from the evaluation questions spelled out in the ToR (attached in Annex 5 and described in Section 2.2.2).
3. The document analysis (Annex 3), interviews (Annex 2) and field based observation of a sample of projects reviewed through country visits. As stated in ToR, the purpose of the field visits is to triangulate and validate the results and assessments of the document analysis (described Section in 2.3).

2.2.1 Theory of Change

An overall ToC for Finland's support to civil society guided the evaluation (Annex 4). The ToC is intended to capture the logic for how all the interventions under the 22 CSOs involved in the full evaluation expect to achieve their expected outputs, outcomes and impacts. The aim is also for this generic framework to provide a basis against which each of the CSOs under this third PBS evaluation cycle can compare their different approaches. It should thereby act as a learning tool by helping to clarify how the different modalities, target groups and channels of delivery adopted by the various CSOs may or may not fit with the general overall direction of change captured in the generic ToC. The ToC is based on the policies and guidelines of MFA, such as the Development Policy (MFA, 2016a) and the Guidance Note for Finland's Human Rights-Based Approach in Development Cooperation (MFA, 2015a). In particular the theory uses language expressed in MFA's Guidelines for Civil Society (MFA, 2010).

The generic ToC presented here is not rooted in a specific context, but is based on the assumptions that civil society is a key driver of social change in all societies, and that civil society in developing countries requires strengthening with external support. In line with Human Rights Based Approaches (HRBA), civil society's contribution to democratic governance and reduction of suffering and saving of lives is to: (1) mobilise citizens, including the vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes; and (2) monitor governments and hold them to account.

These elements are captured in the three key **outcomes**: *a vibrant pluralistic civil society fulfilling its roles, combined with strengthened, more resilient communities*, and the achievement of *accountable state institutions* such that duty bearers protect vulnerable groups and respect human rights. In turn these then contribute

towards the higher order changes of safety, peace, and inclusive societies, in line with the 17 Sustainable Development Goals. At the **input** and **output** level, the ToC shows how Finland's support to Finnish CSOs enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries.

As part of the evaluation, the ToCs developed by each CSO have been reviewed, compared and contrasted with the overall ToC. Findings are presented in the individual CSO reports and summarised here in Section 3.2.3.

Eight main assumptions for the generic ToC have been defined. They are grouped according to the level in the ToC and are indicated in Annex 4 in the red hexagons.

2.2.2 Evaluation Matrix

The final evaluation matrix (Annex 5) provides the framework for both data collection and analysis of how the PBS support to CSOs is linked to results and how these may contribute to Finnish policy priorities. Quantitative and qualitative data relevant to the evaluation questions have been gathered as described in the column on sources of verification, with a focus on assessing progress towards expected outcomes and establishing a plausible contributory causal relationship between outputs, outcomes and potential impacts.

A set of six key evaluation questions follow the evaluation criteria described in Section 2.1. A further 20 sub-questions are elaborated within these questions that align with the issues identified in the ToR. In order to achieve a level of comparability with the earlier PBS evaluation cycles of CSO1 and CSO2, and so support the eventual meta-analysis to be completed as part of the CSO3 cycle, a deliberate attempt has been made to incorporate where possible questions from those two earlier exercises. The complete evaluation matrix includes evaluation sub-questions, examples of indicators, methods of data collection and sources of evidence (Annex 5). The matrix acted as guide for the individual CSO3 evaluation reports and for this synthesis.

An important new element is the inclusion of questions around PBS (under relevance, complementarity, coherence and coordination, efficiency and effectiveness), since this topic forms a key theme of the evaluation (and is especially critical given that it was not so explicitly addressed in CSO1 and CSO2). This includes questions on the role and performance of MFA, particularly the Civil Society Unit, since it is also an object of the evaluation. The matrix is also framed to probe the level of influence of the eight assumptions in the CSO3 ToC.

2.3 Methodology

2.3.1 Collection and Analysis of Evidence

The methodology for the CSO3 evaluation was based on certain principles. These included the use of sub-teams with different backgrounds and experience, use of standardised research tools, overlapping field visits to share experience, and use of gender-balanced teams with international and Finnish backgrounds. The individual CSO PBS evaluation followed a fully participa-

tory process, with frequent points of interaction with the CSOs being evaluated, MFA staff and other stakeholders (embassy staff, project staff, and beneficiaries). Site visits took place in nine countries: Ethiopia, Kenya, India, Mozambique, Nepal, Somaliland, Zambia, Belgium (Brussels) as well as Finland. Debriefings in the field and in Helsinki allowed stakeholders to comment and reflect on emerging findings (Figure 1).

The synthesis evidence gathering was structured around the main OECD DAC criteria and matrix. FCG team members were allocated different sections and then guided to draw out the most important findings from each of the seven CSO reports.

Figure 1: CSO3 Evaluation process from data collection to reporting



Source: Evaluation Team.

2.4 Limitations

A number of limitations related to this CSO₃ round of PBS evaluation should be mentioned (Table 1).

Table 1: Risk and Mitigation Measures for CSO₃

Risk	Mitigation measures
<p>CSO scope and complexity</p> <p>The scope of the CSOs work in geographical and grant size terms is complex and diverse, while the delegated nature of implementation by in-country partners means that collating results and basic data on expenditure or beneficiary numbers in a consistent fashion is difficult. This in consequence means that the evidence drawn from our limited country visits will provide the opportunity to assess only particular examples of certain issues or case studies, and as noted already in CSO₂ round, these findings may not accurately represent the overall practices or achievements of the PBS programmes of the CSOs in question.</p>	<p>Consultations, interviews and debriefing meetings in the field and in Helsinki with each CSO and its partners, as well document review, helped build up a triangulated evidence base to mitigate this.</p>
<p>Measuring outcomes</p> <p>Data on results at the higher levels of the results chain normally are unavailable or scarce. Moreover, higher-level effects are typically the result of complex processes involving several different contributing factors and beyond the control of the partners. Project and programmes are usually good at keeping track of the outputs they produce directly, but they seldom collect systematic information about the further effects from outputs.</p>	<p>The team requested the CSOs to surface reports and studies that could provide evidence of outcomes and impacts. These included all pertinent past evaluations relevant to the CSOs that fell within the study period.</p>
<p>CSO grouping</p> <p>The three Special Foundations are grouped into one set for this CSO₃ evaluation. While they share some similarities in their modality of operation, they have differences in their target sector and countries of operation, and work in different policy and technical contexts. Equally the two Umbrella Organisations are grouped into one set for this evaluation, yet they are both distinct entities that require separate data collection and analysis.</p>	<p>There will be a level of compromise over the detailed level of analysis, however the focus was narrowed to certain aspects such as PBS in order to assess how this modality has been effective or otherwise through these two groups.</p>

Source: Evaluation Team.

3 CONTEXT ANALYSIS

3.1 Finland's Policy for Support to Civil Society Organisations

The MFA sees civil society as the 'third' sector between the public and the private sectors - civil society is "*a space where people hold discussions and debates, come together and influence their society*" (MFA, 2010, p. 9). With various possible roles (Box 2), civil society can include a wide range of organisations from associations, Foundations, research institutes and the trade union movement to media, think-tanks and religious communities. According to the MFA, "*a vibrant and pluralistic civil society offers channels for participation in activities of society. At best, civil society can enhance citizens' opportunities to influence their own situation in life and to break free of the vicious circle of poverty*" (MFA, 2010, p. 6).

Box 2. MFA view on roles and tasks for the civil society in development co-operation

The MFA Guidelines for Civil Society outline a number of different roles and tasks for civil society in development co-operation:

- Promotion of human rights, democracy and good governance
- Production of basic and welfare services
- Monitoring of the State and other public-sector actors
- Defending the rights of special groups
- Increasing grassroots participation
- Promotion of a pluralistic and multifarious civil dialogue and participation in such dialogue
- Mobilization of local resources, including volunteer activities
- Testing and development of innovative operational models.

Source: MFA, 2010, p. 6.

At the policy level, support for CSOs is guided especially by the MFA's Civil Society Guidelines, the Finnish development policies and the HRBA guidance (MFA, 2007; 2010; 2012; 2015a; 2016a). The CSOs are viewed more broadly than as mere service providers, covering also advocacy, capacity building and networking functions in a complementary manner - especially with a HRBA at the grassroots level (Table 2). In particular, the role of the CSOs is seen as essential in defending the rights of the most vulnerable such as the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, persons with disabilities or sexual minorities.

Table 2: Expected role for the CSOs in the development policy of Finland

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

Source: MFA, 2007; 2012; 2016a.

The need for the CSOs to contribute to Finland’s overall development policy objectives is at the core of the MFA policy (Table 3). The common development policy themes throughout the evaluation period have been reduction of poverty and inequality, promotion of human rights as well as sustainable development. Gender equality and the reduction of inequality as well as climate and environmental sustainability have been common CCOs, while emphasis has been put on least developed countries (LDCs) and fragile states (MFA, 2007; 2012; 2016a).

Table 3: Development policy priorities of Finland

Development Policy 2007-2012
<p>Key goals – Poverty eradication – Sustainable development.</p> <p>Themes – Promoting ecologically, economically and socially sustainable development in accordance with Millennium Development Goals (MDGs)– Climate and environment – Respect for and promotion of human rights – Links between development, security and human rights.</p> <p>Cross-cutting objectives – Gender equality, women and girls – Social equality and equal opportunities for participation – Combating of HIV/AIDS as a health and social problem.</p> <p>Geographic priorities – Least developed countries.</p> <p>Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Nicaragua – Tanzania – Vietnam – Zambia.</p>

Development Policy 2012-2015

Key goals – Poverty reduction – Human rights and societal equity.

Themes – Democratic and accountable society – Inclusive green economy that promotes employment – Sustainable management of natural resources and environmental protection – Human development.

Cross-cutting objectives – Gender equality – Reduction of inequality – Climate sustainability.

Geographic priorities – Least developed countries – Fragile states.

Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Tanzania – Vietnam – Zambia.

Development Policy 2016-2019

Key goals – Poverty reduction – Reduction of inequality – Realisation of human rights – Support for the Sustainable Development Goals.

Themes – Rights of women and girls – Reinforcing economies to generate more jobs, livelihoods and well-being – Democratic and well-functioning societies – Food security, access to water and energy, and the sustainable use of natural resources.

Cross-cutting objectives – Gender equality – The rights of the most vulnerable – Climate change preparedness and mitigation.

Geographic priorities – Least developed countries, the most fragile states and those suffering from conflicts or climate and natural disasters.

Partner countries – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal – Somalia – Tanzania – Zambia.

Source: MFA, 2007; 2012; 2016a.

The CSOs are also expected to apply HRBA in their work - enhancing the capacities of the rights' holders and duty bearers as well as respecting the principles of equality and non-discrimination, participation and inclusion, accountability and transparency. At the very least, the work of the CSOs is expected to be HRBA-sensitive with a 'do no harm' approach. HRBA aims to integrate the norms, principles, standards and goals of the international human rights system into the plans and processes of development. Toward this end, it identifies the required legal basis for the CSO work as well as the rights-holders and duty bearers. Although many can hold dual roles depending on a point of view, rights-holders are usually the individuals and community organisations and duty-bearers refer to government bodies that are responsible for realization, facilitation or protection of the rights of the citizens (MFA, 2015a).

In financial terms, support to CSOs has been an important part of Finnish development co-operation over the past decade. Total Finnish support for development cooperation by CSOs increased from € 66 million in 2007 to € 113 million in 2015 - forming about 12% of total ODA. In 2016, along with the general € 320 million cut to the overall development cooperation budget, support for CSOs was reduced by 40% back to earlier levels of € 65 to € 70 million per year for both 2016 and 2017 (MFA, 2017a).

3.2 Description of CSOs' development cooperation programmes

3.2.1 Programme Based Support

Even if “Programme based support” (PBS) was applied as a term only in the 2017 application round whereas the 2013 application round was conducted as “Support to Partnership Organisations”, funding for selected CSOs has been channelled through programmatic multiannual framework contracts already earlier under the “Partnership Agreement Scheme” launched in 2003 with five CSOs. The original objectives set by the MFA for the framework agreement were to reduce the administrative burden in the MFA and to improve the overall quality of projects implementation by ensuring financing for the most professionally managed organisations (Stage et al., 2016). The number of partnership organisations has gradually increased and currently altogether 19 CSOs (out of which two are Umbrella organisation) and three special Foundations are funded through the scheme, being recipients of over 70% of Finnish development support channelled through CSOs (ibid.). While earlier PBS rounds were for three years, the next round is to be extended to four years from 2018 to 2021. In 2021 the modality is planned to be opened for new partners through an open application process which will also include the present PBS organisations should they wish to apply.

According to the instructions on the PBS modality “A partnership organisation’s development cooperation programme should be an entity, which is based on its own strategy and special expertise and which has clearly formulated objectives. A development cooperation programme comprises a range of geographical, thematic or otherwise specified functions. The programme must be scheduled to reach a set of sustainable objectives over a certain period of time in accordance with a specified plan of action” (MFA, 2013, p. 3).

In accordance with the instructions, the following key principles are to be applied in the modality:

- The CSO is responsible for the detailed planning and implementation of its programme, based on the instructions of the Ministry and regulations of the Act on Discretionary Government Transfers (Ministry of Finance, 2001).
- The selection criteria for the PBS partners include the following key requirements: compliance with the Finnish development policy and complementarity and value-added within the policy framework; experience and capacity to plan, implement, monitor and evaluate the CSO’s development cooperation programme and to evaluate its results and impacts; systematic development communications and development education as an integral part of the programme; professional financial management; clear ethical principles; extensive own networks in Finland and internationally and competent and reliable partners.
- The programmes should become learning processes by linking systematic monitoring and evaluation with planning and applying results based management approaches.

- Cross-cutting objectives of Finland's development policy need to be integrated to the programmes.
- PBS funding can be used only for development cooperation and global education -related activities. Thereby CSOs who have also other operations must have clear planning and monitoring and evaluation as well as financial management systems to enable clear separation of the PBS funding and other operations of the CSO.

The current instructions concerning PBS are broad and enable development of the programmes in accordance with the CSO's own priorities and working culture. The modality is also rather flexible as the programme plans define the operations in a rather general level. Thereby, PBS CSOs may modify operational planning within the programme framework in accordance with the findings of M&E, e.g. by creating new partnerships with the local partners, and reallocating funds between projects, intending to address shortfalls in CSOs coordination, complementarity with other Finnish development modalities, and cooperation with other development actors in general. The aim of partnerships between the MFA and CSOs is to strengthen the position of civil society and individual actors as channels of independent civilian activity in both Finland and developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between public authorities and civil society actors (Stage et al., 2016).

Results based management (RBM) has been part of CSOs development cooperation for several years, mainly by applying the logical framework approach (LFA) for defining objectives and monitoring indicators. In 2015, MFA published a guideline, *Results Based Management in Finland's Development Cooperation – Concepts and Guiding Principles*. The key principles of RBM are stated in the guidelines as (MFA, 2015b):

1. **Base results targets on national priorities and ownership;** partner country's development policies and beneficiary needs should form the base for Finland's support and mutual ownership is emphasized.
2. **Set clear results targets at all levels;** specific results targets with indicators should be set at all levels of cooperation (organisational priorities, country strategies, interventions (e.g. projects)).
3. **Collect credible results information;** systematic M&E with functioning data management systems should be applied for gathering credible information on results.
4. **Use results information for learning and managing, as well as for accountability;** findings of M&E should be used systematically for learning and improving performance as well as for accountability.
5. **Promote and support a mature results-oriented culture;** results oriented organisational culture and effective leadership as well as capacity to learn are essential for RBM.
6. **Balance between short term and long term results;** the long term improvements in the lives of poor and vulnerable should form the base for operations, whereby there should be a clear link between short-term implementation and long term outcomes and impacts.

In addition, **risk management**, covering programmatic, contextual and institutional risk categories is emphasized in the guideline as stated in a six-step risk management approach.

The principles of the 2015 RBM guideline are expected to be applied also in the PBS modality, both within MFA (management of the entire programme in the CSO Unit) as well as by the CSOs themselves in their individual programmes. As such, RBM is not a new concept in MFA's CSO funding as already in the CSO guidelines of 2000 MFA encouraged CSOs to apply RBM (i.e. Logical Framework Approach (LFA)) in planning and M&E of their projects, even if the term RBM was not yet applied at the time. RBM has been emphasized in general terms also in the PBS instructions of 2013 (Silfverberg, 2016).

The RBM guideline includes as an annex also a summary on quality management/assurance issues, based on a paper prepared by the CSOs themselves in 2010.

In addition to the guidance provided by the guidelines and manuals, the **annual consultations** between the CSO Unit and the CSOs form an important part of MFA's guidance. The need to develop RBM-focused management and reporting was emphasized especially in the annual consultations in 2014. However, due to cuts in the CSO funding, financial issues dominated the discussions in 2015.

To summarize, MFA has given some generic guidance on how RBM should be applied in Finnish development cooperation, including the Partnership Programme. However, MFA has neither dictated the way that CSOs should report on their results nor specified any common indicators to be reported (although currently a common set is being developed on the basis of bilateral cooperation by the MFA). Thereby, each CSO implements RBM in a way best suited for the CSO's approach, capacity and working culture.

Until now, CSO Unit's own reporting has focused on disbursements. MFA is now developing a new concept for reporting on results of Finland's development cooperation, and the planned reporting in 2018 will include also reporting on CSO cooperation. This could be done on the basis of results data of the CSO programmes, case narratives and data on effectiveness of the programmes.

Comparative Profile of the CSOs implementing the PBS Programme: This third evaluation round of the PBS includes ten CSOs with varying organisational and management structures as well as sectors and areas of emphasis and expertise. Annex 7 provides a summary of some key features of each of the organisations. As the Annex shows, a few of the CSOs have received forms of programmatic support since 1998 (Abilis, KIOS) and 2001 (Kepa, Siemenpuu, ISF), whereas for example Demo Finland has only received PBS funding since 2013. Demo Finland is also the newest of the CSOs having been founded in 2005, while many of the CSOs covered in this evaluation are well established and have long histories in development cooperation. Nevertheless, the focus here is on the programmes that the CSOs have implemented using PBS funding, and for all of them this funding forms the majority of the resources that they have available for development cooperation work.

Demo Finland aims to channel the expertise and experience of Finnish political parties into Finland's international development cooperation, particularly by supporting political parties in young, fragile and/or emerging democracies. It

works to promote pluralistic democracy by implementing co-operation projects involving Finnish parties and political movements and parties in developing countries.

Known as FIDIDA until 2014, **DP** aims to further the realisation of the rights of persons with disabilities in developing countries and to serve as a service and coordination body for its member organisations on issues relating to disability and development.

SASK, was established by the Finnish trade unions as part of the Finnish and international trade union movement and has the largest membership, currently including 35 unions and two trade union central federations. As the level of union organisation in Finland is high, about 1.7 million Finns are indirectly affiliated with SASK through their trade unions.

ISF, founded in 1970 is one the oldest non-governmental organisations dedicated to international development cooperation related work in Finland. Its work has developed from its original focus on supporting liberation movements in their struggle against dictatorships to its current focus on supporting small producers and entrepreneurs in achieving economic and ecological sustainability for their rural livelihoods and in tackling gender based violence (GBV).

Kepa and **Kehys** are Umbrella organisations for Finnish CSOs with an interest in development issues or who are involved in development cooperation activities. Kepa is a large Umbrella organisation with approximately 300 member organisations for which it provides services and support through training, advice, and information. Kepa is also an active member in many European and global CSO networks and provides its members access to these and advocacy opportunities. Kehys on the other hand has 37 member organisations with a shared interest in EU development cooperation and policy. Kehys aims to improve access of its member organisations to EU funding and facilitates networking and collaboration between Finnish and European CSOs. In addition to acting as service centres for their member organisations, both Kepa and Kehys are advocacy organisations, though with a different focus. Kepa's advocacy covers development finance, tax justice & corporate accountability, climate finance and Agenda2030 implementation and monitoring. Kepa's advocacy efforts are directed towards Finnish policy-makers (parliamentarians, civil servants, Finnish Members of European Parliament (MEPs)). Kehys focuses on EU-related development issues and particularly policy coherence. It should be noted that DP and FS also act as Umbrella organisations.

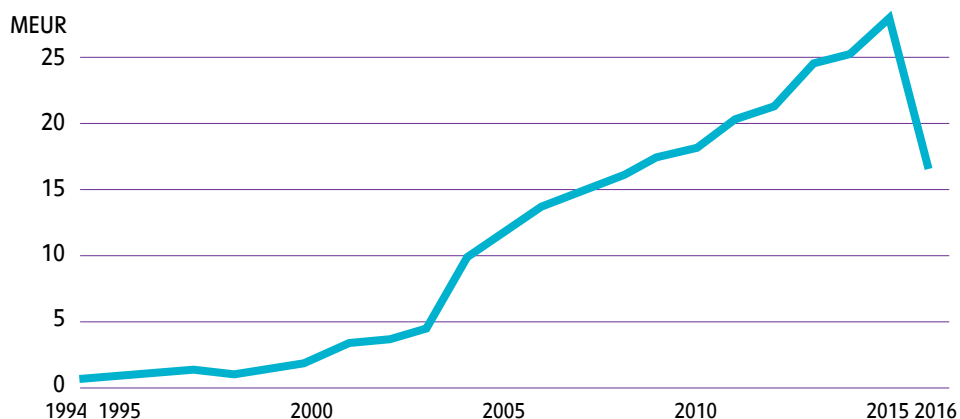
FS is an umbrella organisation for six Swedish speaking evangelical Free Church denominations in Finland. Its main function is coordinating the development cooperation projects of its member organisations. Its thematic areas of focus are education and health.

The three Finnish Foundations covered in this evaluation - namely **Abilis**, **KIOS** and **Siemenpuu** - were all established in 1998 by groups of Finnish NGOs and Foundations working on specific issues related to people with disabilities, human rights and environment. The MFA supports these Foundations as a channel to provide thematic grants to NGOs and Community-Based Organisations (CBOs) in developing countries.

Funding

Figure 2 shows the total funding commitments from the MFA to the ten PBS CSOs in CSO3 round and illustrates the strong growth over the past ten years as well as the sharp cut in 2016.

Figure 2: MFA's Annual Programme Based Support Commitments 1994-2016 (ten CSOs)

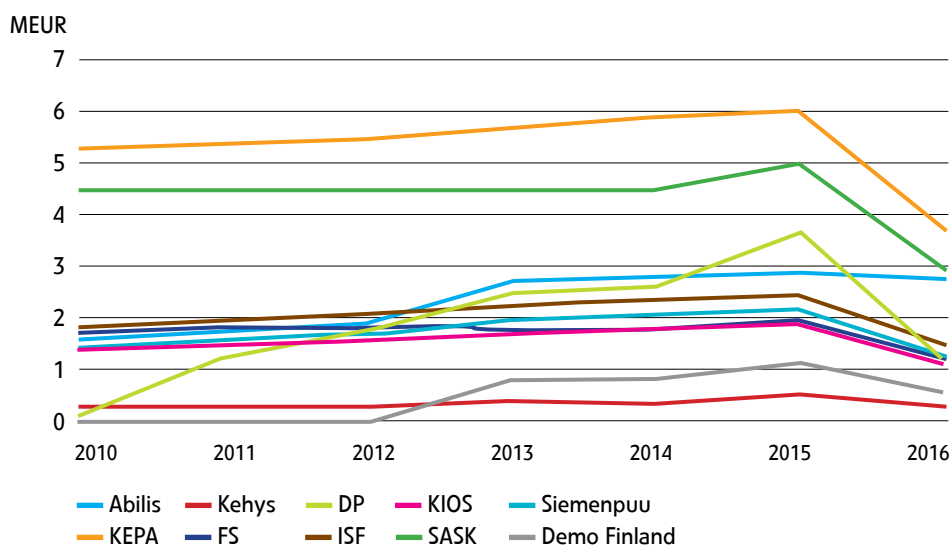


Source: Data provided by MFA to the Evaluation Team.

Figure 3 shows the annual PBS commitments to the individual CSOs included in this evaluation covering the period 2010-2016. All rely for the majority of their funding from MFA and the funding cuts (which affect the whole of Finland's development cooperation) have had a significant impact on their operations and staffing.

As can be seen from Figure 3, the level of funding to the ten organisations varies greatly with SASK and Kapa being the largest recipients with average yearly funding of € 4.4 million and € 5.3 million respectively as compared to Kehys and Demo Finland with the smallest average yearly funding of € 0.34 million and € 0.5 million respectively.

Figure 3: Programme Based Support Commitments by CSOs 2010-2016



Source: Data provided by MFA to the Evaluation Team.

3.2.2 CSO Theories of Change

This section examines the extent to which the individual CSOs in CSO₃ round adhere to or deviate from the generic ToC presented in Section 2.2.1. Annex 4, Table 6 details the main features of alignment and difference for each of the ten CSO ToCs.

The organisations that comprise the set of CSOs under this evaluation cover a very wide range of activities, sectors and intervention modalities. The MFA's formal advice on using ToCs to frame and underpin these elements was introduced only in 2015 in its RBM guidance document (MFA, 2015b), and hence CSOs have in practice deployed a variety of tools including results matrices and logframes as well as ToCs over the course of the study period.

The CSOs have a mixture of on the one hand well-developed and articulated ToCs (KIOS, Abilis, Demo Finland) and on the other either rather broad ToCs (Kepa, ISF, SASK) or no explicit ToC (Kehys, FS, DP). Most use quite broad terminology that does not capture fully how their interventions connect with the desired outcomes and goals, and what assumptions they rely on.

The analysis of the ToCs indicates that the CSOs are still in the process of building a coherent programme-level framework to justify their choice of interventions, and then using this to set out arrangements to monitor and evaluate its implementation in a way that follows sound PBS/RBM practices. Gaps to fill include the need for appropriate assumptions, and more explicit links between outputs, outcomes and impacts.

Rather like a jig-saw, the different CSO ToCs fit within different parts of the generic ToC. Some, like ISF and FS, concentrate on service delivery and capacity development pathways and are more focused on the lower part of the generic ToC, delivering community development and empowerment of local target groups. Others work on supporting local partner CSOs to strengthen capacity to deliver policy influencing, advocating for human rights or the roles of duty bearers (KIOS, Demo Finland). Others work more through networking and advocacy with the aim of building capacity of local partners (DP, SASK). Finally, the Umbrellas (Kepa and Kehys) work along a somewhat distinct pathway, strengthening their members in the policy arena in Finland and in the EU. The specific linkages pursued by some of the CSOs, such as SASK and Kehys, cannot be fully captured in the broad framework presented in the generic ToC.

4 FINDINGS

4.1 Relevance

4.1.1 Alignment to MFA development policy priorities

The CSOs support vibrant and pluralistic civil society in line with the MFA development policies (Section 3.1). As a whole, they embrace a wide range of organisations, approaches and countries. Siemenpuu offers long term and flexible funding for its local NGO and CBO partners, coupled with strong capacity development and networking support enabling communities and partners to voice their concerns. Abilis provides support to a large number of grassroots disability organisations with high local ownership, while DP supports strengthening the local disability CSOs as the implementing partners for all projects based on local needs. The priority goal of SASK is to strengthen trade unions and their common bargaining power, which is an essential part of strengthening civil society. Demo Finland enhances the capacity and interest of political actors to listen, connect with and take into account the interest of their constituencies in the civil society. Also Kepa and Kehys, as Umbrella organisations, have a key role in protecting the space for and making the voice of civil society heard. Overall, civil society is supported in a large number of countries with a main - or at least increasing - focus on the MFA priority countries.

Most CSOs furthermore explicitly address poverty reduction, the long term key goal for MFA development policy over the evaluation period (see Table 3). Support to livelihoods and economic empowerment especially in rural environments is a key area of work for ISF. FS, in turn, aims to reduce poverty by providing and developing educational and health services particularly among marginalised groups, whereas DP and Abilis seek to reduce poverty for the people with disabilities. While the work of SASK on strengthening trade unions seeks to reduce poverty, the links are mostly indirect though improving legislation on labour and social protection issues or successful collective bargaining at sector or firm level. Increasing the relevance of many CSOs, the new Finnish development policy (MFA, 2016a) explicitly highlights the importance of jobs, livelihoods and well-being for development. More indirectly, also the Umbrellas work to empower the CSOs and influence the wider community towards poverty alleviation.

Promoting human rights and reducing inequality especially towards the most vulnerable is at the heart of the CSOs' work and very much in line with Finnish goals and priorities (Table 3). Human rights protection is the core mission of KIOS with attention to various vulnerable groups. Demo's work focuses fundamentally on supporting (political) human rights and pluralistic, inclusive and accountable democracy - a thematic priority for Finland (MFA, 2012; 2016a) - that contribute also to security and conflict prevention in partner countries. DP and Abilis promote human rights and equality from the perspective of the people with disabilities, a vulnerable group that has received explicit atten-

tion in Finnish development policies (MFA, 2016a). SASK contributes to human rights and social equality by promoting labour rights, decent work and living wage. Also ISF's strategy is based on human rights, reduction of inequalities and empowerment, whereas FS promotes the right to education and health especially for the most vulnerable. Reducing inequality is at the core of Kepa's advocacy work: ensuring the poor and most vulnerable are able to adjust to climate change (climate finance), fighting tax avoidance that deepens inequality (tax justice), Kepa's work on corporate accountability focuses on business and human rights, i.e. the responsibility of states to ensure that their companies respect human rights also when operating in poor countries.

As to the other CCOs, the CSOs address gender equality either as a priority or in a cross-cutting manner, whereas there has been clearly less attention to climate change and environmental issues or HIV/AIDS. (Further discussion is given in Section 4.4).

4.1.2 Alignment to CSO strategies

The CSOs have specific comparative advantages within the Finnish development co-operation sphere - building either on their niche area, specific expertise or unique networks (Box 3).

Box 3. Comparative advantages of the CSOs in CSO3

Demo Finland – Demo Finland works on supporting multiparty democracy in young, emerging or fragile democracies and has good access to high-level decision-makers in Finland.

SASK – SASK focuses on promoting decent work and workers' rights with good access to international and Finnish trade union networks.

ISF – ISF combines support for women's physical integrity, Gender Based Violence (GBV) and Female Genital Mutilation (FGM) with economic empowerment approaches in rural environments.

DP – The focus of DP on disability issues in the human rights framework is supported by deep subject expertise and unique feature of involving people with disabilities themselves in project implementation.

FS – Although FS does not have a specific niche or expertise, it has unique access to faith-based grassroots communities in partner countries and the Swedish-speaking community in Finland.

Abilis – Abilis supports and advocates for disability rights at the grassroots level with a unique access to reaching the unreached in the most rural or marginalised communities.

Siemenpuu – In the field of environment and sustainable development in local communities, Siemenpuu has access to grassroots organisations in partner countries.

KIOS – KIOS offers specific expertise on and an untied funding channel for sensitive rights-based issues through its trusted networks in partner countries and internationally.

Umbrella organisations – While Kepa and Kehys work on a shared and somewhat overlapping niche of serving their Finnish Member Organisations (MOs), the two Umbrella organisations are currently exploring possibilities for closer co-operation or even integration.

Source: Evaluation Team.

Consistent with their comparative advantage, **most CSOs have explicit organisational goals and strategies providing the basis for their development co-operation programmes.** The programme and projects of Demo Finland are well aligned with its strategic goal of supporting pluralistic democracy in partner countries by promoting cooperation among political parties, seen as duty bearers of development. The SASK programmes have been well aligned with the overall organisational goal of strengthening trade union movement to promote decent work and workers' rights in developing countries. Also the more precise strategic priorities of SASK have been followed by subsequent development cooperation programmes as well as by over 200 projects, of which most have broadly covered trade union strengthening. The focus of the Foundations on providing and managing small grants - covering, for example, over 1,000 individual projects in the case of Abilis - for the generally well-selected activities of their developing country partners is well aligned with their overall organisational strategies. Their strategic goals and their development co-operation goals are also thematically closely aligned. The programme of Kepa is generally well aligned with its role as an Umbrella organisation and its strategic goals of influencing political decision-making and public opinion in Finland and strengthening capacity of its membership. This is also the case with Kehys, whose strategic objectives include advocacy and strengthening the civil society and networking with a specific focus on EU related issues.

However, **in some cases the CSO programmes have been rather a historical construction based on already existing activities and values than a result of deliberate, strategic efforts** - at least until recently. The FS programme has been based on a long history of missionary work by FS MOs that have not been fully aware about the programme level objectives. The FS programming has mainly consisted of grouping together ongoing and rather diverse education and health projects - over 30 for the evaluation period - for helping the poor in developing countries through partner networks. Also the programme of DP was, in 2010, constructed from the ongoing disability projects that are based on disability categories and expertise of the Finnish MOs. The strategy and the ongoing programme of DP are seen as equal in terms of targets that have been inherited from long term cooperation with partners and align with United Nations Convention on the Rights of People with Disabilities (UNCRPD). Although the vision and goals of ISF have been clarified since 2013 and are in line with its comparative advantage, earlier ISF organisational strategies were seen as too overlapping with the programme goals in a way that it was not clear which one was the driver of the other. In line with its current programme objectives, ISF supports small producers and entrepreneurs to promote economic and ecological sustainability in rural livelihoods with gender equality as a cross-cutting theme.

4.1.3 Alignment to Beneficiary Needs

Overall, **the work of the CSOs can be seen as highly relevant from the beneficiary perspective.** Demo Finland's work is seen as relevant in all countries of operation that have either requested or at least accepted the support for aspiring, mainly female and youth candidates of political parties. SASK focuses on the challenges for and needs of the trade union movement - the issues that are of the utmost relevance for the local trade unions as its direct beneficiaries.

Support by DP to the people with disabilities and their organisations is highly relevant especially in the context where governments often lack capacity and financing for inclusive development issues. Also ISF's support to local partner CSOs and CBOs for sexual reproductive health rights, women's empowerment and economic development is clearly aligned with the needs of individual beneficiaries in their specific socio-economic-cultural contexts. The work of three Foundations, in general, is seen as very relevant to the needs of their individual and partner beneficiaries as well as regional and country contexts. In the case of Kepa and Kehys, particularly the advocacy, capacity building and advisory services are valued by their key beneficiaries, the Finnish MOs.

Most CSOs also address the needs of vulnerable groups at least to some extent.

The three Foundations specifically focus on the rights and needs of highly vulnerable groups - Abilis caters for the people with disabilities, KIOS for children, indigenous peoples, lesbian, gay, bisexual, transgender and queer people and human rights defenders, and Siemenpuu for the indigenous communities and those without land rights. Also DP focuses on the needs of the people with disabilities - a group that represents some 15% of the global population and 20% of the poor (WHO, 2011) - though more attention could be paid on disability issues in the most disadvantaged areas in countries such as Ethiopia, where great regional inequalities exist. Although FS targets vulnerable groups such as minorities, child-headed households and children with disabilities, it is less clear that the support to church-owned private schools enhance education opportunities for the poorest and most disadvantaged. While SASK has considered youth and migration issues in its work and has initiatives to address informal employment, more attention ought to be paid on the informal economy that covers around 90% of the economic activity in developing countries, affecting particularly the poor.

The alignment with beneficiary needs is often enhanced by participatory approaches and, in some cases, also by a robust analytical base.

SASK relies on a highly participatory approach, where the Global Union Federations (GUFs) and local partners bear the main responsibility for the project planning and implementation with SASK staff providing technical and moral support. Abilis and DP apply an approach where the work is carried out by - instead of for - people with disabilities and their own organisations with the concept of 'disability relevance'. Abilis selects applications from grassroots organisations of persons with disabilities without compromising local ownership or dictating the content of the work and KIOS funds long term trusted partners who have been identified as having a recognised local role and track record on human rights issues. In general, the application process and funding criteria for the Foundations' grants are designed to ensure the alignment with the beneficiary needs. While Demo Finland's projects are also planned in a participatory way in consultation with its partners, it has started using a specific Political Context Scan Tool and the Organisation Scan Tool, created by its partner the Netherlands Institute for Multiparty Democracy, to assess the political situation and potential partners. Demo Finland's partner selection has been assessed as very successful, with partners remaining impartial and trusted by political parties in a complex operating environment. ISF applies long project inception phases with the view to ensure a proper context and needs analysis as well as partner involvement.

Most organisations, with the exception of FS and DP, have developed methods and instruments to assess organisational capacities of their local partners and apply these systematically at the start of new partnerships and projects. ISF in particular invests in a long inception phase for baseline assessments. In the case of the Foundations, capacity assessment of partners is part of the requirements of the calls for proposals. In some other cases, such as SASK, the methods and instruments for capacity assessment are not well described and the assessment results are not well documented.

In many cases, however, **the use of robust situational and needs analysis could be more systematic** and, in some cases, also the relevance towards certain beneficiary needs could be clearer. In the case of the Abilis, country profiles do encompass situational and stakeholder needs. SASK conducts contextual and trends analysis as part of its strategy work, but does not have a well-elaborated or systematically documented methodology for project identification, context or needs analysis. While DP is increasingly using context, situation and/or needs analysis in the partner countries, the use has varied across individual projects and references to contextual documentation such as UNCRPD monitoring reports or country strategies are missing. In the case of ISF, a stronger connection to ISF's comparative advantage is needed. While FS targets individual beneficiaries in education and health, it does not usually undertake context, situation and/or needs analysis in the partner countries and/or analyse the international trends relevant to its field of expertise. In the case of Kepa, the Southern programme in particular has been assessed as a less relevant part of activities.

4.1.4 PBS relevance to CSO programme strategies

The relevance of the PBS modality can be judged from two angles - (1) the extent to which the modality brings value added to the CSOs' development cooperation and global education operations, (2) the extent to which the modality improves cooperation from the developing country partners' point of views.

Relevance to the Finnish CSOs

For the ten CSOs that are part of this evaluation, the findings of the individual evaluations indicate high relevance:

- **The PBS support has helped CSOs to engage in long term and reasonably flexible partnerships with the local partners.** Before the funding cuts in 2015, the CSOs considered PBS funding as predictable, which encouraged the application of more long term approaches for planning. The early PBS rounds were for three years of funding, while for the next round of 2018-2021 it has been extended to four years, providing the possibility of a more stable platform for the CSOs themselves to build capacity and more coherent programmes, as well as extending local partnerships for longer. Also for the Umbrella organisations, whose operational focus is mainly in Finland and EU, the modality has enabled a more predictable delivery of their key services and long term advocacy work. On the one hand, the 2016 cuts in funding had a negative impact, as the CSOs had to cut some of their long term operations, and this in turn affected the view of their partners as to their reliability as a funding source. At the same time, the cuts challenged the CSOs also to consider relevance criteria seriously, as all CSOs had to somewhat re-focus their operations.

- **The CSOs appreciate MFA's approach to respect the CSOs' own work-ing culture.** The PBS modality has enabled planning of the programmes based on the CSOs' own mission and strategies, while allowing them to use their own approaches for RBM. While this is relevant for each individual CSO, for the future reporting on results of the whole Finnish development policy, differing approaches for reporting may cause challenges and require joint elaboration between the CSOs and MFA for developing a relevant approach..
- **At the same time, CSO portfolios have remained quite fragmented.** Despite the drive from the PBS modality to build a more strategic framework around portfolios, the inertia of current project funding and partner commitments has meant that CSOs have not moved so rapidly to build coherent programmes and reduce the still scattered nature of their portfolios.

Relevance to local partners

In general, the PBS modality has been highly relevant also for the CSOs' local partners:

- While for some CSOs (such as FS), long term engagement with partners in the developing countries has been the norm in the past, for others (such as KIOS and ISF) **the modality has increased the opportunity to build long term partnerships.** This is appreciated by the developing country partners as better security of funding enables an emphasis on longer-term operations. The 2016 cuts in funding forced the CSOs to close some partnerships and operations, which brought major disruption to the affected partners. But the longer funding period planned for 2018-2021 may help to reverse this.
- **For most local partners PBS is a rather hidden modality as funding appears as conventional project funding from their viewpoint.** While this does not greatly affect the projects themselves, as a consequence, it does not encourage peer learning or boost cooperation between the local partners. Plans are mainly project specific and the partners report to their Finnish CSO by project. The Finnish CSO then tries to bring the findings from project-based reporting to the programme level. The programme plans and programme-level reports are rarely shared with the Southern partners (Kepa being an exception) whereby they hardly know about the wider programme.

4.2 Coordination, Complementarity, and Coherence

These three terms have been key concerns to Finnish development cooperation as noted in the MFA study on complementarity (MFA, 2014). The following definitions draw on www.three-cs.net:

Coordination refers to the harmonising of policies, programmes, procedures and practices so as to maximise the development effectiveness of aid resources.

Complementarity is achieved when two or more actors in development co-operation work to a common goal to achieve shared overall development outcomes, recognising that they will achieve more through a strategic division of labour and joint governance accountability, by combining their capacities, skills and resources in an optimum manner based on their institutional strengths and constraints.

Coherence is the non-occurrence of effects of policy that are contrary to the intended results or aims of policy, and in this way avoiding incoherence between different sets or parts of foreign policy and development co-operation policy.

4.2.1 Coordination

Internationally, several CSOs coordinate their work and exchange information with mainly European and Nordic networks and sister organisations. In addition to a longstanding co-operation with the Dutch Netherlands Institute for Multiparty Democracy (NIMD), Demo Finland has extensive coordination with European networks - it is a founding and a board member of European Partnership for Democracy and Global Partnership for Multiparty Democracy as well as being a member of the Political Party Peer Network and the Nordic Academy, learning network. SASK and other European Trade Union Solidarity Organisations (TUSOs) - particularly the Dutch trade union federation Mondiaal and the Swedish Union to Union - have a longstanding tradition of information exchange and coordination, also in the framework of the International Trade Union Confederation and the Global Union Federations. Both Kepa and Kehys participate in European networks and Abilis is part of the International Independent Living and Disability Rights movement. DP is an active member of Nordic disability networks, for example, through annual meetings and experience sharing.

While several of the CSOs serve, by definition, as collaboration platforms within Finland, some actively coordinate and co-operate also beyond their own membership. For example, Kepa has increased cooperation among other Finnish CSO platforms in order to promote the role of civil society. Regarding Kehys, various non-member organisations (CSOs, academia, administration) participate in its open working groups. DP participates actively in CSO forums in Finland and has increasingly co-operated with other Finnish CSOs, for example, by providing expertise for agricultural projects - seen also as a means for further fundraising. Also Abilis collaborates with several Finnish Foundations and disability organisations as well as with academia through university teaching, internships and publications. In general, the three Foundations share discussions and exchanges over their engagement with the MFA as well as supervising work on behalf of each other. Although Demo's coordination with other Finnish CSOs has been limited (due to the need for impartiality in its work with political parties) it co-operates regularly with the Finnish parliament, for example, by organizing a yearly International Democracy Day and participating in briefings and visits.

However, **coordination – and especially concrete co-operation – at the partner country level seems to remain limited to a few examples.** For instance, Demo Finland's work is particularly tightly aligned with NIMD, which acts as Demo's partner organisation in most field operations, and the co-operation has been

seen as mutually reinforcing with complementary expertise enhancing the effectiveness and efficiency of both organisations. To avoid duplication of work, Demo Finland and NIMD coordinate also with other, bigger actors - such as the German party Foundations or the United Nations Development Programme (UNDP) - engaged in supporting political parties or working in similar thematic areas. Coordination underpins also Siemenpuu's work with country partners, as it often operates through regional networks and alliances and supports engagement in wider fora. Although with generally limited concrete co-operation, both SASK and ISF have undertaken a few initiatives to implement joint projects with other actors in partner countries.

The generally **limited concrete co-operation and pooling of funds within the CSO sphere often relates to donor reporting requirements, but sometimes also to the pressures of competition** (for funding) within the CSOs sphere. For example, a challenge for DP has been that its partner organisations tend to promote their own cause within specific disability categories. The relationship has become more of a competing than a complementary one, also hindering the potential influence on national policies. In the case of FS, funding of schools is kept separate so that each donor can see exactly what results their support has achieved.

Coordination with the MFA and embassies varies across the CSOs, while remaining largely at the level of information exchanges. On the one hand, both Kepa and Kehys are key partners for MFA in discussing the role of civil society in development to the point that the MFA has sometimes specific expectations towards the Umbrellas on CSO capacity development. Demo Finland is proactive in coordinating and meeting with different departments and senior management of the MFA on thematic issues relevant to its work, visiting also embassies for discussions during country missions. The disability coordination group is a unique forum for both MFA staff members and non-MFA disability stakeholders to share information and coordinate efforts. SASK has also frequent contact and exchange of information with embassies in partner countries with the knowledge of the embassy staff on SASK's activities being at a good level. On the other hand, information sharing between FS and the Finnish embassies has been limited to the point that the embassy is not necessarily aware of FS projects in the country. Enhanced coordination with the embassies was called for also in some countries in the cases of KIOS and ISF, although in other settings, KIOS has had close liaison with Embassy staff in coordinating engagement around human rights issues.

4.2.2 Complementarity

Complementarity of the CSOs with the Finnish development cooperation policies and funding modalities varies significantly - as noted earlier (Olesen & Endshaw, 2013; Reinikka & Adams, 2015). It varies from good examples such as Demo Finland's complementary support for political reform and DP's support addressing disability issues with Finnish Embassies in Zambia and Ethiopia, to more limited complementarity particularly related to other funding modalities with Kepa and SASK. SASK works in non-LDCs where MFA has no bilateral engagement but trade union work has been supported by SASK as part of international networks. Kepa's programme in the developing countries has limited

linkage with MFA's other funding channels. Complementarity is the most limited in the case of FS, as it has no linkages with other funding modalities.

The work carried out by the CSOs complements implementation of Finland's development policies at different levels. Kepa and Kehys as Umbrella organisations create pressure through their membership and networking in Finland, globally and within EU on actual realisation of Finland's and EU's development policies. They also have the watchdog role of focusing on how policy coherence is realized in practice. The Foundations, with their grant making mechanisms, are seen as unique in their ability to support partners in sensitive situations and extend the reach of Finnish development policies and other CSOs. At the country level, ISF's activities, for example, have been complementary in areas of gender equality, climate change and poverty reduction through value-chain development with cooperatives, mainstreaming gender equality and organisational capacity development support in all its projects in Nicaragua, Kenya and Uganda. Overall, the CSOs have been able to reach - often the most vulnerable - beneficiaries that no one else addresses, such as persons with disabilities, human rights defenders and those previously excluded from political action, such as youth and women.

The most significant differences between organisations relate to complementarity with other funding modalities, and vary from none to being part of implementing bilateral programmes. The strongest complementarities between the CSOs and other funding modalities are found with the Fund for Local Cooperation (FLC) administered by the embassies at the country level. In Ethiopia for example, the FLC co-funded disability work that DP was also supporting and when the budget cuts occurred in 2016 replaced PBS funding that was no longer available. None of the organisations have notable links with the private sector instruments. A very limited example is SASK which organised a joint Corporate Social Responsibility seminar for Finnish companies in India with the Embassy in India. Only Demo Finland and DP have experiences in implementation of bilateral programmes. For example in Mozambique, Demo Finland is implementing a bilateral project on natural resource governance within the framework of Finland's country strategy. Demo's participation in the project adds value to the bilateral funding modality by bringing appropriate expertise and methods. It has provided a unique channel for the MFA as well as visibility for Finland to be involved in such a thematically sensitive initiative which would not have been possible otherwise. DP's effort to support a bilateral inclusive education project in Ethiopia was less successful, which can be partly attributed to being inexperienced in working in a bilateral project and applying its funding modalities.

The Embassies have an important role to play in promoting complementarity. This was evidenced in Ethiopia, where the Embassy of Finland is an exemplary case of proactively promoting complementarity on disability issues between different funding modalities, including the geographically focused support by DP and Abilis. Support for disability issues is systematically provided through various funding channels in addition to the PBS funding, including bilateral and multi-lateral funding, and the FLC administered through the Embassy. As a result of a long term focus on disability, there is high level of complementarity, and Finland is recognized as a country promoting disability issues.

There are further links and complementarity with the FLC and the ISF, KIOS and DP programmes. For example, ISF and KIOS support in Kenya is complementary with the FLC priorities, as the priority areas of the FLC are supporting human rights defenders, addressing gender based violence and anti-corruption. In Zambia and Tunisia, organisations with similar focus areas have been funded through both FLC and Demo Finland support. There are also examples of FLC-supported organisations becoming later partners of CSOs funded through PBS. For example, the Help for Persons with Disabilities Organization in Ethiopia was earlier supported by FLC for around ten years and is now supported by Finnish Federation of the Visually Impaired through DP. The funding decision by the MFA not to allocate funding for the FLC for 2018 affects this strong complementarity, and is not in line with the policy objective of strengthening ‘vibrant civil society’.

All CSOs, at least to some extent, fill gaps in terms of their geographical presence.

Most of the CSOs have focused their support in Finland’s partner countries, the LDCs and fragile states in line with the priority focus for the CSOs’ work (Section 4.2.3), although the PBS instructions do not restrict or guide on which geographical areas should be selected. The MFA willingly sees CSOs engage also in countries where there is no Finnish Embassy with the implicit purpose of information gathering, and with the purpose of putting Finland “on the map” also in countries without official diplomatic representation.

New country strategies for Finland’s development cooperation in long term partner countries are expected to take into account the work implemented by Finnish civil society organisations.

This is still very limited, their expected role and added value in supporting the same outcomes and outputs is descriptive. CSO results are usually not included in the targets set for the country strategy. Some of the internal practices within the MFA cause challenges for enhancing the country level complementarity. For example, the Finnish Embassy in Ethiopia does not know the amount of framework funding in Ethiopia, as there is no information from the CSO Unit. This is partly due to the difficulty of extracting this information and the limited database systems in the MFA.

4.2.3 Coherence

Coherence with MFA policy

The Finnish Development Programme Policy of 2012 states that: “*Policy coherence is necessary within development policy, between different policies, and among donors. Private sector and civil society activities also play an important role*” (MFA, 2012). The guidelines for civil society support of 2010 mention that “*The development cooperation of civil society organisations, for its part, should adhere to development policy coherence on the basis of the Development Policy Programme and sector policies. Coherence refers to efforts made to ensure that the various policy areas impacting on developing countries support development objectives.*” (MFA, 2010). These principles of coherence have been reconfirmed in the new Finnish Development Policy (MFA, 2016a).

While the Finnish CSO and development policies call for coherence, at the same time they call for developing a vibrant and pluralistic civil society. While the

latter aim is not necessarily incoherent with the former, to a certain extent, these two statements reflect an inherent tension: respecting a vibrant and pluralistic civil society also requires respecting autonomy and independence of CSOs and this will increase the heterogeneity and independence of CSO interventions and allow diverse forms of engagement that while not automatically incoherent with broad aid policy, at times may prove to have less coherence with particular channels of Finnish development cooperation. The CSO evaluation reports do not reveal much useful evidence in this respect, other than around the pattern of country engagement and in terms of the private sector.

Geographic coherence

The current core partner countries of the Finnish Government are: Ethiopia, Kenya, Mozambique, Somalia, Tanzania, Zambia, Afghanistan, Myanmar and Nepal. Over the evaluation period the CSOs have covered a much wider geographic area and have been active in countries where there is no Finnish bilateral presence. For example, Siemenpuu and FS have had programmes in India and South America, where there is very little bilateral aid cooperation. In these countries there is no possibility for coherence with MFA policies, in the sense of jointly working together to pursue policy aims, although there is the possibility for complementarity (see 4.2.1). Nevertheless, from the evolution of the portfolios of the CSOs, and since PBS has been introduced, there is a growing alignment by the CSOs in choice of countries, particularly in Ethiopia, Kenya, Somalia (Somaliland), Zambia, Myanmar and Nepal.

SASK is a notable exception. The portfolio of SASK focuses more on Middle Income Countries. While this might not be coherent with the MFA focus on LDCs, there is the possibility for coherence at the level of economic cooperation and trade policies, because the trade unions' function is relevant in international supply chains and in countries where Finland is sourcing materials and/or investing in economic activities.

In the new country strategies of MFA, support through CSOs is often included as one of the key elements with the intention that this should lead to more coherence of strategy and actions at the country level. In Nepal, Ethiopia and Tanzania, for example, CSOs are recognised as important partners in delivering Finland's aid programme. In terms of actual implementation, there are only a few examples of joint work that reflects this intention. In Mozambique, Demo Finland support for improved governance in the extractive industry sector was included in the country strategic plan. In Ethiopia, DP and Abilis are recognised as joint implementers of MFA's country strategy. However, when examining the overall extent to which bilateral and CSO programmes and projects are coordinated or implemented in cooperation, the evidence suggests that this is only done in a limited way - a point also noted earlier (Reinikka & Adams, 2015). This has limited the level of coherence between CSO interventions and MFA interventions in core partner countries.

Coherence with private sector activities

The earlier MFA development policy (MFA, 2012) explicitly mentions the private sector as an important actor in development cooperation and encourages partnerships between CSOs and private sector actors. The PBS funding channel

also enables CSOs to include specific activities for cooperation with the private sector, but there are only a few practical examples on this. However, overall, many CSOs have not yet responded to the call of the MFA for increased cooperation between CSOs and private sector companies, or do not have the size of investment to attract private partners, and this has limited the opportunity to develop a more coherent and joint response to development cooperation.

In the case of some CSO work there is an important difference in approach or philosophy that limits coherence. For the Foundations, there is a contradiction between community-led growth and private sector driven growth, especially in the environmental field where Siemenpuu in particular supports anti-globalisation advocacy work such as in the World Social Forum. There have been practical examples of incoherence of engagement, where Finnish private sector investments have been challenged by environmental activists supported by Siemenpuu in defence of both the environment and the livelihoods of the local and indigenous people's affected by the private sector land acquisition and natural resource use. (<http://www.siemenpuu.org/en/theme/displacements>).

Coherence with National Governments

The CSOs show mixed coherence and alignment with national government policies, with the exception of Demo Finland, SASK, Siemenpuu, Abilis and Kepa's Southern Programme.

There are two very different situations that limit possibilities for coherence with host government policies:

In some situations, the national state is very weak and this limits the possibilities for CSOs to explore coherence and alignment. In this situation it is clear that national Government commitments in implementing policies and providing services are actually decreasing as a result of CSOs stepping into service provision, as observed in Afghanistan and in Somaliland. While the service provision conducted by the CSOs and their partners might be coherent with national policies it is not coherent with the general principle that Governments as duty bearers have a responsibility to guarantee and provide services to their citizens, including the poorest of the poor. The need for strengthening national Government commitment and capacity could clearly be observed in Somaliland in the case of ISF.

In some other situations, the national state is strong and restrictive and it tries to limit the role and actions of CSOs particularly in the area of lobby and advocacy. This could be observed particularly in Ethiopia and to a lesser extent also in Kenya, Uganda and Mozambique. In these situations coherence with national government policies might actually not be desirable and through support to CSOs countervailing power of civil society should be built. The need for building countervailing power was clearly observed for the Foundations and in the Umbrellas. These cases suggested that space for civil society has been decreasing and laws have been put in place to restrict CSO activities. In these countries support to CSOs is needed to ensure that civil society can remain vibrant and pluralistic. To some extent, this need was also identified for the Demo Finland and SASK, in which case independent political parties and trade unions need

to be strengthened to ensure that there is sufficient countervailing power with national government policies to allow for open and democratic societies.

In these core partner countries, the possibility to explore greater coherence between bilateral dialogue and cooperation from the Finnish Government at national partner government level and the building of countervailing power of civil society is not explicitly recognised. The different support channels and dialogue mechanism remain largely separate.

4.2.4 PBS Contribution to Complementarity, Coordination and Coherence

The PBS modality complements MFA's other instruments by specifically focusing on strengthening of civil society. PBS has strengthened partnerships between MFA and CSOs as well as, in the case of the Umbrellas, mutual collaboration between CSOs. This in turn strengthens the position of civil society and individual actors as independent channels of activity in both Finland and the developing countries. Other objectives are to boost global solidarity, empower locals to exercise influence, and improve cooperation and interaction between the public authorities and civil society actors (MFA, 2013).

While CSOs are also expected to apply MFA's general guidelines and tools such as the RBM guideline and project/evaluation manuals, **MFA's specific PBS and CSO guidelines and instructions lack detailed instructions on how complementarity, coordination and coherence should be taken into account in the CSOs' programmes**, even though the modality has some potential to strengthen them:

- **The programmatic approach enables easier coordination and collaboration with other stakeholders.** New partnerships may be developed within a CSO's programme, and the potential for flexibility in the funding modality makes collaboration administratively easier.
- **The programmatic approach calls for more analytical planning, including stakeholder and situation analyses** which are prerequisites for identifying possibilities for complementarity and coordination. The new instructions developed for the current application round (MFA, 2017b) give more emphasis on coordinated programmes.

However, **the results of the CSO3 evaluation do not indicate any strong contribution of PBS to complementarity, coordination and coherence indicating an underused potential.** In practice, the CSOs tend to focus on their own operations, partly explained by the pressures of competition (for funding) within the CSOs sphere as well as the effects of the budget cuts that has driven CSOs to concentrate on their core activities.

In practice, coordination and collaboration functions best when the CSO programme has a clear focus. CSOs that are part of wider networks (such as SASK) collaborate actively with their sister and/or global umbrella organisations, whereby the specific projects are often collaborative efforts, or at least coordinated within the network- a finding consistent with CSO 1 evaluation.

The Umbrella organisations function as platforms for their members' coordination and collaboration. For example, the quality group of PBS CSOs, for which Kepa has acted as the secretary, has been a good platform for peer learning

which has helped several CSOs in developing their RBM systems. However, practical well-coordinated cooperation is still rare. There are also indications (from interviews in the Kepa evaluation) that the tightened competition on funding has decreased the willingness to share experiences. This has been the case between Abilis and DP for example.

In the recent application round for PBS funding, closing in June 2017, MFA put more emphasis on coordination and complementarity. In the generic application instructions, complementarity is mentioned as a strategic approach, CSOs complementing other forms of development cooperation with their direct contacts and operations with civil society stakeholders (MFA, 2017). For example, the application form requires description on complementarity, the stakeholders with whom the programme is planned and arrangements related. Complementarity is also included in the assessment criteria, and merit will be given also for partnerships which create value added.

4.3 Effectiveness

4.3.1 Achieving Results

Achievement of outputs

Most CSOs have been effective in terms of development co-operation outputs produced, referring in this evaluation to activities such as capacity building, service and goods provision, networking and exchanges as well as advocacy in partner countries and Finland. For example, SASK has achieved well its set outputs in terms of numbers of trainings, events, research / studies conducted or people reached by these outputs. Available aggregated monitoring data shows above 90% achievement rates for planned activities supported during years 2012-2013 and about 50-80% rates for 2014-2015 - likely reflecting the MFA budget cuts and the related downsizing of the programme. Similarly, based on available reporting, most of the large number of projects supported by the three Foundations achieve their set outputs well - in 2016, over 90% of the projects were reported to have met their set outputs for both Abilis and KIOS. Recent evaluations and annual reports suggest that most ISF projects have produced good outputs - such as trainings and donations for agricultural machinery - according to the plans and with appreciation by the beneficiaries. Also Demo Finland's annual reports to the MFA indicate generally good achievement of outputs with projects carried out according to plans. The level of Kepa's training and advocacy outputs has remained rather stable over the evaluation period with slight downsizing over the last years due to the MFA cuts, while Kehys has generally reported having met its intended targets.

In some cases, the achievement of outputs seems to be somewhat less balanced. While the education sector projects supported by FS have generally delivered their planned outputs, there have been challenges in implementing the health sector projects that have not necessarily addressed the intended beneficiaries.

A few CSOs have reported also some output level awareness raising and global education results towards the wider public. The efforts of both ISF and SASK have been effective, for example, in terms of online viewings, Facebook friends

or interest towards consultation. The ISF magazine - Solidaarisuus - was the most recognised publication in a competition among cultural, opinion and/or scientific magazines in 2016, and its global education approach is assessed as innovative and interactive, including a package of educational material that can be ordered by schools. While SASK targets its awareness raising and global education towards the trade unions decision-makers and members in Finland, the overall activity portfolio seems very well adjusted to the main target groups. In particular, the Decent Work Ambassador network and training programme has been seen as effective and appreciated according to stakeholder interviews and the interest towards trainings and events by SASK seems to have grown steadily among active trade union members. Kepa's rather long term outputs include, for example, the World Village Festival, journal and a website.

Challenges in outcome measurement

The evidence on the overall outcome achievement levels of the CSOs is constrained because of several challenges in monitoring and reporting:

- **Anecdotal outcome reporting** - In general, reporting focuses on outputs rather than outcomes and evidence on outcomes in particular remains largely anecdotal for the majority of CSOs, whether drawn from programme reporting or past evaluations of varying quality.
- **A focus on projects rather than programmes** - In many cases, reported results tend to refer to specific projects and/or countries and cannot be taken as representative of the effectiveness of the whole CSO programme, especially in the case of large project portfolios - such as those of the Foundations, DP, FS and SASK.
- **Lack of baseline and contextual data** - Lack or insufficient use of baseline and contextual data make it difficult to assess both the appropriateness of the initial target setting and significance of reported achievements. In many cases, reporting is done based on comparison of planned and achieved targets and/or reporting an increase without indicating a clear baseline. For example, while SASK reports major increases in trade union membership concerning Asia, this seems to refer largely to a few countries with some of the world's largest (working) populations. Although ISF has a monitoring system based on baseline data, not all or the same indicators are annually monitored and the outcome measurements are not always reliable.
- **Measuring challenges** - Many of the most significant intended outcomes of the CSOs cannot be captured over short reporting periods and reliable indicators and data collection methods may be difficult to develop. Measuring progress of sensitive and gradual processes such as promotion of multi-party democracy, human rights protection or environmental change is also intrinsically difficult. The programme reporting of SASK, for example, suggests that work for some of the major reported outcome achievements have started already during the previous programme periods. The outcome measurements may be also affected by cultural response bias, as in the case of ISF projects addressing harmful traditional practices (HTP).

- **Unclear ToCs:** The ToCs of the majority of CSOs are not sufficiently explicit on the causal logic that shows how their outputs link to the short and long term outcomes (see 3.2.2). Without identifying specific areas of change in behaviour or knowledge of civil society actors that may be affected by the selected outputs, and how these may be measured, it is unlikely that the CSOs will generate the appropriate evidence at outcome level.
- **Identifying CSO contributions:** Attributing outcome achievements directly to the work of an individual CSO alone is difficult - rather they are the result of joint contributions from various actors and influenced also by the external context. For example, most of the outcomes of Demo Finland could not have been achieved without its collaboration with NIMD. While many partners of SASK receive support also from other TUSOs, SASK support to partners is not always earmarked to specific projects and several projects also contribute towards a larger, common goals - such as International Labour Organisation (ILO) ratifications - in the longer term. DP works from community to policy levels making it difficult distinguish its specific contribution to broader outcomes, which others have also supported, often in a changing policy context. Also in the case of ISF many actors have contributed to observed outcomes. More direct contribution or even attribution may be easier to distinguish for some projects at the grassroots level, as often supported by the three Foundations. Overall, while such achievements taken as a whole are positive, more explicit intervention pathways and external assumptions would improve the ability to identify a CSO's specific contribution.

Examples of outcome achievement

Some CSOs have delivered contributions towards **improved national legislation or policies** that can potentially impact on the lives of large groups of beneficiaries - if eventually implemented. For example, DP support has contributed to the ratification of the UNCRPD in Albania and Gambia during the evaluation period. SASK support has contributed to a few ILO ratifications or other improvements in national legislation. For instance, trade union campaigns involving SASK partners led to the ratification of the ILO Convention on the rights of the domestic workers in the Philippines and the ILO Convention on organisation in the public sector in Brazil. Also the Southern Programme of Kepa has been found to be contributing to stronger local partners that have a recognisable influence, for example, on civil society and environmental legislation in Mozambique.

A few CSOs have been successful in **fostering national level dialogue processes** on issues of common interests in traditionally divided contexts. In Zambia, Demo Finland as a neutral facilitator has been seen as instrumental in bringing in the idea of multi-party or cross-party cooperation that has helped bring different parties together to discuss issues affecting women in politics. The work has contributed to outcomes such as empowerment of women politicians, sensitised traditional community leaders or local women politicians' fora being integrated into national party structures. SASK, in turn, has supported co-operation among trade unions as important steps in increasing trade union

bargaining power towards improved national legislation. For example, support has been provided for a co-operation platform between various politically fragmented trade union confederations in the post-conflict context of Nepal.

Some projects supported by the CSOs have succeeded in **increasing self-confidence and capacity of vulnerable beneficiaries**. For example, DP-supported projects in Malawi and Namibia, increased the confidence and self-esteem of the people with disabilities. Similarly, outcomes such as increased community engagement as well as improved self-confidence and social networking have been reported for the disability projects supported by Abilis. In the case of KIOS, past evaluations suggest increased confidence and capacity of the beneficiaries, coupled with some examples of reduction of HTP. Also the ISF-supported change projects in Somaliland seem to have reduced the practice of FGM.

Some CSOs showcase also **positive examples in terms of income generation and employment outcomes**. As an important achievement for ISF, bee honey producers in Nicaragua have grown in numbers and are able to produce export-quality honey. The outcomes of the ISF agricultural projects in Somaliland were also generally found to be good, including increased crop production in targeted villages and increased income from alternative income sources. Programme reporting of FS suggests anecdotal outcome achievements in terms of employment. In 2014, for example, about 80% of the graduates of the Word of Faith Community College in Kenya were reported to be employed or self-employed. In 2016, nearly 75% of graduates from media production training in Ethiopia were reported employed or engaged in media production. In addition, DP support for income generation activities in Ethiopia has increased access to loan for some women with disabilities, who used to be highly discriminated against by financial institutions.

Yet, **other income generation activities have not been successful, when taking into account contextual factors**. For example, a rough cost-benefit analysis of the DP supported, loan-based economic empowerment interventions in Ethiopia suggested that the beneficiary groups would not have a significant amount of money left after paying back the loan and all the costs associated with their poultry production businesses. This was influenced by both lack of market and a decline in the value of the poultry products. The field case-studies of SASK supported activities showed that in some cases simple increases in minimum wage can be negative in real terms, when taking into consideration the even higher inflation and growth rates.

Finally, several CSO reports indicate **good advocacy achievements within Finland and in some cases internationally**. DP and Abilis report several achievements with regard to advocacy and mainstreaming of disability issues in Finland, such as promoting an increased emphasis of disability issues in the 2016 Finnish development policy and in contributing to the making of the Humanitarian Disability Charter. Both Kepa and Kehys were invited to contribute to the preparation of the 2012 development policy, which was based on the HRBA approach. Stakeholder interviews indicate that Kehys has actively contributed to the upcoming European Consensus on Development and Kepa contributed to the inclusion of the concept of global citizenship to the new Finnish primary

and secondary education curricula. Demo Finland's advocacy within the Finnish Parliament and political parties for international democracy support has been assessed as relatively successful based on stakeholder interviews. However, advocacy on CSO funding by the two Umbrella organisations prior to the 2015 elections was assessed as less successful as lobbying didn't foresee the cuts in funding. Regarding the development policy of 2016, the CSOs promoted for strong human rights based approach targeting extreme poverty and inequality; issues strongly visible in the final document. PBS contribution to results.

One of the key objectives of PBS is to improve the effectiveness of the CSOs' development cooperation as compared to other potential mechanisms such as project-specific funding. In general, one could assume that PBS improves effectiveness, as the interventions of the CSOs may be based on more long term partnerships and development processes. Also the flexibility of the instrument may improve effectiveness through enabling easier corrective measures and revision of plans than project-based funding.

However, the reporting of the CSOs does not provide sufficient evidence on whether this assumption is realised (Section 4.3.1). The main reason is the fact that none of the CSOs have yet fully succeeded to capture programme-level results in their monitoring and reporting, despite their increasing efforts in translating RBM into practice.

4.3.2 Capacity Development

The pre-existing level of organisational capacities of the local implementing partners of CSOs is diverse. Most CSOs support local partners and/or work with local partners in implementing their projects in developing countries, except for Kehys, which only works in Finland and the European Union. The organisational capacities of these local partners are very diverse depending on the specific context and countries where they operate. While Kepa, ISF, Demo Finland and SASK usually work with more established local partners, the Foundations, FS and DP regularly work with grassroots and less established organisations, with generally weak organisational capacities.

In many cases, these weak organisational capacities of local partners, particularly in project implementation, financial management and fundraising, are identified by the CSOs as the root cause of more limited outcomes and impact of the projects supported by them. Particularly FS, DP and the Foundations, particularly Abilis, face risks in successful project-implementation by their willingness to support weaker and less established partners, even though taking such risks are an essential aspect of building greater inclusivity of the most poor and vulnerable. But also the other CSOs, within their project portfolios also have some poorer performing partners.

The CSOs dedicate systematic attention to capacity development of their local partners. Although the ToCs of the different CSOs vary considerably, most of them explicitly address capacity development of CBOs (ISF, DP), grassroots organisations and movements (Foundations, DP), political parties (Demo Finland), trade unions (SASK), networks and their members (Umbrellas). Some CSOs, such as SASK, ISF and the Umbrellas, mention that capacity development of partners and members is core to their approach. Only FS does not have

a ToC nor does it explicitly address capacity development of local organisations as a change pathway, although one of its leading member Finland's Swedish Pentecostal Mission (FSPM) does invest in leadership development of its local partners.

Capacity development approaches are often limited to training events and not yet developed as coherent capacity development trajectories, consisting of different complementary instruments. This limitation was particularly noted in the case of SASK, FS, Demo Finland and DP where one-off workshops and training courses are delivered. In case of Demo Finland, this argument holds in terms of partner organizations' capacity building, but not capacity building activities of the beneficiaries (political parties), since these are always long term training programmes.

In general, capacity development by the CSOs also remains mostly project focused and less organisation and civil society focused. In most cases project-specific capacity development support is provided by the CSOs and this capacity development comprises planning, monitoring and evaluation (M&E) and financial management capacities. However, attention to organisational capacity is not always explicitly included in the project and partner support.

Nevertheless, several CSOs contribute also to stronger (organisational) capacity development of their local partners. In the case of the Umbrellas and Siemenpuu, capacity development has explicitly supported institutional capacity development, by building and strengthening networks and by building environmental movements. Another way to address collective capacity development is by providing support to developing advocacy capacities of local partners to reach out to external stakeholders and governments to influence policies and programme. This approach has been pursued effectively in the case of Demo Finland (political parties), SASK (trade unions), the Umbrellas and the Foundations (advocacy on human rights, disability and environmental issues).

Effects of capacity development generally are generally not well monitored and there is limited insight into organisational capacity development processes over time. Although the CSOs dedicate attention and resources to capacity development of their partners, the results of these activities are not well monitored, measured and assessed. Project reports focus on results obtained in project implementation at beneficiary and community level and there is little attempt to apply a systematic measurement and assessment tool to monitor the development of organisational capacities of their partners or members. Kepa has developed a tool for organisational partner capacity assessment, but this tool is not applied by any of the 10 CSOs.

In addition, the CSOs, with the exception of the Umbrellas, have limited knowledge on the effects of capacity development at the level of the civil society as a whole. The Umbrellas have a specific interest in collective capacities of civil society, particularly in the current situation of declining space for civil society to express and organise itself. This issue of declining space for civil society is now flagged by the Umbrella and their international network partners, World Alliance for Citizen Participation (CIVICUS) and the European NGO confederation for relief and development (CONCORD), (Firmin, 2017).

4.4 Cross Cutting Objectives and HRBA

4.4.1 Cross Cutting Objectives

For the MFA, cross-cutting policy objectives cover three areas: gender, inequality and the rights of the most vulnerable, and climate sustainability (Section 3.1, Table 2).

The Umbrellas, Kepa and Kehys, are particularly good in their achievement of CCOs either in their projects or through promotion in advocacy activities, particularly in the areas of gender and human rights based approaches, social inclusion, equality and on climate justice. Their global advocacy work and work in developing countries promotes the rights of women, girls and marginalized. They have for example prepared gender messages for position papers on Finnish and EU development policy, and Finnish CSOs represented in the CONCORD gender reference group (<http://library.concordeurope.org>). Kehys has a specific working group for gender and development and for sustainable green economy, and these are also mainstreamed in the work of the other working groups. As CCOs form the key agenda of several of Kepa's and Kehys' MOs (e.g. disability organisations, environmental CSOs), both Kepa and Kehys work together with the respective specialized CSOs. Online learning packages for supporting MOs and their partners, including web courses on gender and advocacy have been developed.

Gender equality is well addressed by most of the CSOs, being given funding priority and made a requirement in project applications (KIOS and Abilis), or prioritised as an overall goal (Demo Finland, ISF). ISF in particular is seen by stakeholders and beneficiaries as doing valuable work on gender, and especially mainstreaming gender into work on other themes.

However, **in some cases gender analysis is not systematically conducted** (FS, DP and SASK), though DP is using its programme monitoring framework, for instance, at an institutional level, to track the number of members of the organisations of persons with disabilities (DPOs) and also the position of women in the DPO's management. Several project plans have also included CCO-specific analysis such as gender or HIV/AIDS, although this practice has not been applied in a consistent manner across all project plans. In the case of FS, no overall gender analysis has been carried out either for the programme and projects or for the partner organisations, which is also reflected in the implementation e.g. having primarily male participants in trainings. This is of concern, as while the programme explicitly aims to target women and children with disabilities, there is no evidence on practises and measures of mainstreaming gender and disability apart from in specific disability projects (Kenya, Thailand). A quota of 50% women has been used, but all projects are not reporting gender disaggregated data and there are concerns of reliability of data.

When gender equality is addressed, the focus remains mostly on increasing numbers of women, both in target setting and reporting, and thereby information remains at the output level. For example, in the case of SASK, the approaches to involve women and youth in trade unions need evolving into gender-equality strategies and actions that not only focus on increasing participation of women

and youth, but that also address transforming gender relations. Experience from Demo's Women in Politics project in Zambia also shows that increased participation of women alone does not necessarily lead to fundamental changes. The Demo Finland experience also shows that only by focusing on women, when aiming even at increased participation of women, is not sufficient. For transformational change to take place, work with men is equally important, and identifying and using male 'champions' would be an appropriate entry point for engaging them.

There are many cases of successful action on the part of CSOs to reach the most vulnerable and socially excluded. The Foundations work to reach the most marginalized persons in highly sensitive settings. This is also the case for DP, whose work with people with disabilities is their primary mandate and niche as the Secretariat of the organisations of persons with disabilities, and it has extended the reach of Finnish assistance. In the case of ISF too, there are signs of extending the reach of Finnish assistance, however perhaps not in their main area on women and FGM, but more so in the mainstreaming of gender into multiple projects on other themes. Conversely, SASK also has projects working to promote the rights of particularly vulnerable groups, however, the direct link between SASK's work and reducing poverty overall is less clear.

Less priority is given to incorporating environmental sustainability and climate change. As previously noted, some CSOs integrate climate sustainability into their operational policies (e.g. Umbrellas and ISF) however, for the main part it is not a priority or has not yet been addressed (for FS, Demo Finland, DP, KIOS). Siemenpuu stands out as having environmental protection and advocacy as its main mission, with positive achievements in for example India, the Mekong region and Indonesia. FS has also had success in promoting climate mitigation in projects focused on environmental sustainability in Tanzania and the Philippines, though in Ecuador the forestry and agricultural projects had weaker impact.

Finally, work on capacity development includes attention to CCOs and human rights based approaches. Gender specific capacity development is done by ISF, capacity development on environmental sustainability is done by Siemenpuu and the Umbrellas, inclusion is covered by Abilis and DP. Human rights are fully addressed by KIOS, as well as by Kepa in the business and human rights context.

4.4.2 HRBA

Most CSOs seem to broadly align with the key principles of HRBA. Guided by the UNCRPD, the programme of DP applies HRBA principles of participation, non-discrimination and enhancing the awareness of the rights of the rights holders and duty bearers. Demo's programme aligns with most relevant United Nations (UN) declarations and covenants, raises awareness among the under-represented about their rights and raises consciousness among duty bearers, the political parties, about their human rights obligations. SASK's work draws on ILO minimum labour standards, while the partner trade unions supported can be seen as serving both as rights-holders towards public authorities and employers and duty-bearers towards their membership and the workers in gen-

eral. The three Foundations directly support rights-holders to empower them to work for and demand the services from duty-bearers and this work is often complemented by policy level advocacy towards duty-bearers. While the core values of FS are in line with the HRBA principles, ISF supports rights-holders and duty-bearers exists in its gender based violence projects in Kenya. In general, most CSOs use participatory approaches in their work and address vulnerable groups.

That being said, **in most cases the practical application of the HRBA remains still incomplete** in a context where the MFA guidance for HRBA (MFA, 2015a) is itself very recent. In the case of DP, for example, their stakeholder analysis does not fully address the capacity needs of the duty bearers and what measures are employed to address them. The DP programme is lacking the use of human rights assessments in its partner countries and the involvement of partners in the programme design has been mixed. In the case of the Foundations, some past evaluations have pointed out the need for a more comprehensive view on the HRBA.

4.5 Efficiency

This section examines the following aspects of efficiency: (i) how efficient are the CSOs in using resources, (ii) whether M&E systems track results, (iii) whether risks have been managed, (iv) whether PBS has improved CSO efficiency and (v) how efficient the MFA is in managing the PBS instrument.

4.5.1 Efficiency of Resource Use

Overall the ten CSOs have RBM systems fulfilling the minimum standards set by the MFA. Although outputs are reported regularly, little can be said about these achieved outputs against the financial, human and material resources deployed (cost efficiency) as the CSOs vary greatly both in terms of their financial and human resources as well as in their working modalities. In terms of finances, Kepa and SASK represent one end of the spectrum with respective PBS funding of € 38 million and € 31 million between 2010-2016 compared with Demo Finland and Kehys who received € 3.3 million and € 2.3 million respectively over the same time period. Whereas Kepa had 48 full-time staff member in 2016 and ISF 17, the smallest, DP, Kehys and Demo Finland had four staff each, while FS only had two part-time staff (see Annex 7). Furthermore, the CSOs working modalities differ greatly between and even within the CSOs which also makes aggregating and comparing results often not relevant. For example, whereas SASK and Demo Finland implement part of their activities through their international partners who have sophisticated RBM systems, the Foundations work directly with a large number of grassroots groups of people sometimes illiterate and/or with disabilities.

In general **overhead costs in relation to the implementation costs are assessed to be within acceptable levels and MFA standards**, but it must be noted that there is no clear definitions of these costs. For example, Kepa recorded 62% of the total budget as staff costs and only 38 % as operational costs in 2014. Since most of the operations are carried out by Kepa staff, these costs could

also be partly calculated as operational costs. Further, depending on the definition used, the implementation through a local CSO partner either brings in an additional layer of administration and requires the Finnish CSO to use its staff time to support the partner in management and finances - or alternatively it is a more cost efficient way to conduct monitoring and the staff time costs in Finland can be seen to be part of the operational costs towards capacitating a vibrant civil society. The unclear definitions of administrative costs were commented earlier also by the Evaluation on Finnish Partnership Agreement Scheme (Virtanen et al., 2008, p. 16) which found out that *“the administrative costs were rather a theoretical figure based on artificial definition of ‘administrative costs’ created by each organisation”*.

Most CSOs themselves are well-established organisations with longer-term experience in supporting local partners in development projects and with dedicated professional staff to attend to international partner relations. FS depends more on volunteers in the support of its local partners and also these partners are often volunteer organisations. The staff of the CSOs are reported to be committed and although they are experts in their respective fields, in many cases have limited skills on RBM.

There is little evidence on the amount and sufficiency of human resources dedicated for integrating CCOs and HRBA - other than that CCOs and HRBA are used in planning and project management and the CCOs are considered, although not all three equally. None of the organisations have staff specifically assigned to be responsible for the CCOs, but it is the responsibility of all staff members to ensure that they are incorporated in all aspects of programming and implementation.

Overall, in terms of fund use against funds received, the CSOs have been efficient over the period 2010–2015, with over 90% of funds received used (Annex 8) and from the evidence in the individual reports and audits that are available, the funds have been used for the intended purposes. In addition, the CSOs have raised their respective levels of self-financing as required under the PBS modality.

4.5.2 Quality of M&E systems

The PBS modality and MFA’s expectations on improved RBM have boosted development of monitoring and evaluation mechanisms and tools in the CSOs. Presently, all of the ten CSOs have at least basic systems for RBM (Annex 6), including improved mechanisms for M&E and reporting. All ten CSOs strive for applying M&E findings and results data more systematically for management and future planning. However, as for most CSOs the systems are very recent their impact on results-reporting is still to be seen - reporting still tends to be rather activity-oriented and lacking a results-focus especially at the programme level. This is partly due to the fact that most of the programmes are still basically portfolios of individual projects. While the CSOs have adopted the programme approach as a concept, it has proved difficult for them to realign the contents of their portfolios, which in the past were quite fragmented, to fit within a more coherent programme framework.

RBM systems are not sufficiently designed and used for tracking results on higher level of outcomes and impact. The ten CSOs all have RBM systems, including guidelines, manuals and/or tools for planning, monitoring and evaluations complying with the MFA requirements - which was also noted by the CSO1 evaluation which looked at the RBM among all the 22 CSOs receiving PBS (Silverberg, 2016). Common findings among the ten CSOs are that a) their projects have been largely carried out as planned, b) the RBM systems produce data on the project level activities and outputs and c) the outputs are regularly reported to the MFA. In the case of Abilis, promising efforts have been made to introduce programme level indicators.

For example, FS has a strong project level focus and in general it can be said that its education sector projects have delivered their short term outputs, although clearly defined common higher level results statements and indicators are lacking. Based on the reporting and past evaluations, also the Foundations achieve their set outputs well. SASK reports a large number of outputs during its three-year programme (such as 2,000-3,000 trainings, 2,500-3,000 organization and advocacy events, 100-200 research and studies). There is little aggregate information on the quality of these outputs, but there are positive stories to showcase activities and projects. Also SASK's M&E system is less capable of producing evidence on wider impact level of social change in both the wellbeing of the union members or changes in national policies, legislation or systems.

Despite outcome level measurement remaining a challenge, the quantitative outputs of DP projects are reported to be relatively well achieved. DP has also made progress in developing several planning and monitoring tools for its MOs since joining the PBS in 2013 and the MOs' financial management has become unified. ISF is also reported to have detailed and anecdotal reporting, however, its outcome data has not been systematically collected over time.

The difficulties of measuring outcomes at programme level may partly be seen as a transitional challenge of moving from project-based to programme-based financing. This challenge still prevails especially with the most recent PBS organisations as the full shift towards programmatic approach takes time. Several CSOs feel that the MFA has not provided sufficient guidance so far on how to implement RBM tools and methods in an affordable and effective way. Many of the CSO reports point out that measuring the outcome level changes - such as behavioural change, increased self-confidence and policy level changes - take longer than the MFA required annual reporting. Outcome measuring take place too frequently and using inappropriate methods and instruments. For example, currently Kepa and Kehys reporting does not capture the longer-term level results of capacity development and advocacy. And while Demo Finland's reporting is informative and based on a good set of guidelines and tools, its indicators at the outcome and impact level do not yet sufficiently take into account external factors such as elections and changes in the political environment.

4.5.3 Risks

The CSOs face the challenge of managing risk in the context of diverse projects and partner organisations and in often difficult contexts and with limited local capacities. All the CSOs have risk management tools which are being applied

to manage risks at different levels. For example, Demo Finland's risk management systems are reported to be of good quality and ISF is reported to have its risk management guidance in place since 2011 and quality of its application is good (KPMG, 2017).

However, for the majority of the CSOs the systematic risk assessment is a recent development (SASK since 2014, DP for the 2016-2021 programme, FS for the 2015-2017 programme). The Foundations and Kepa are reported to need more thorough risk assessment and mitigation measures, and some like Abilis are addressing this through the country profiles mentioned earlier (4.1.3).

In general, risk management is divided into two levels: project-specific risk management and programme-level risk management. Project-level risks are addressed mainly during project planning by guiding the implementing partners in risk identification through providing related guidelines (e.g. Risk Management and Quality Assurance handbook of Abilis). In addition, more ad hoc risk assessments are conducted during supervision/support visits to the projects. Risks are to some extent reviewed also as part of processing the progress reports from the projects. Programme-level risk management focuses on the CSO's internal risks and overall enabling environment as well as on selection of the countries and partners.

However, in practice **there is rather little evidence of how effectively the identified risks are monitored and mitigation measures applied.** Anecdotal evidence on effective application of partner selection as a risk management mechanism exists however. For example, Demo Finland uses its standardised scan tools for assessing the strengths and weaknesses of its potential partners. For all three Foundations, the major risk managing tool is through the selection of partners during the application process and in Abilis' case through small grant size as well as the use of 'hands-on' national partners. While Abilis supports small and often new partners, whose project management capacities are low, the small size of the grants (their fast track grants range from € 500-€ 2,500) and working directly with the beneficiaries reduces the risk of mismanagement together with the follow up done through partner organisations or Abilis facilitators. KIOS manages risks through careful partner selection but also utilising a country context analysis, sometimes knowingly entering into support where the importance of the work outweighs the related risks. Similarly, Siemenpuu has provided support in high risk contexts, but their support is based on long term collaboration with known partners which reduces the risks related to financial mismanagement and quality of work and reporting.

4.5.4 PBS contribution to efficiency

In theory, PBS should improve efficiency by reducing administrative work as compared to a portfolio of separate projects as well as by creating larger entities with critical mass. This is assumed to improve the efficiency of resource usage as well as reduce the need for duplication. More long term partnerships are assumed to improve efficiency as already well-known and trusted partners do not need long periods of learning each other's working cultures. The flexibility inbuilt to PBS may also improve efficiency through smoother processes for corrective actions.

RBM may provide some tools to improve efficiency e.g. by enabling better analyses of cost-efficiency based on results reporting. Basically all ten CSOs in this CSO₃ round have RBM systems fulfilling at least the minimum requirements for RBM. The basic systems are presented in Table 4 and a more detailed summary of each CSO's systems is presented in Annex 6.

Table 4: RBM methods of the CSOs

CSO	RBM methods	Comments
Abilis Foundation	Logical Framework Approach and draft ToC Developing more complete M&E tools in 2016-17	Abilis supports mainly small groups of persons with disabilities – often even illiterate – whereby an RBM approach has been developed to fit their capacity. To facilitate aggregation of results a set of global indicators is developed.
Demo Finland	LFA and ToC	Demo Finland is now in the process of developing a programme level ToC
Disability Partnership Finland	LFA and Outcome Mapping (OM)	DP has started to apply OM method to strengthen the HRBA approach of its operations
Frikyrklig Samverkan	LFA	LFA is applied at programme and project levels
Kehys	LFA	Elements of LFA are applied at programme and project levels.
Kepa	Outcome Mapping	Kepa applies several elements of OM in its RBM
KIOS	LFA and ToC	KIOS applies the principles and key elements of LFA, not the full package. It has drafted a ToC
SASK	Combination of several methods: LFA, ToC, and Results Chain	LFA has been the key method of SASK, but SASK is now developing its ToC for programme level RBM. For global education, Results Chain method is used.
Siemenpuu	Elements of LFA, Results Chain and Outcome Mapping	The combination of methods is due to Siemenpuu's role as a Foundation. A draft ToC is now being developed
ISF	Elements of LFA, Results Chain and Outcome Mapping	

Source: Silfverberg, 2016.

As part of the RBM systems, all CSOs have systems for setting objectives, monitoring and evaluation, and reporting as well as for processing the findings of M&E in management and for future planning. As the CSOs vary in terms of their missions, functions and organisational culture, also the RBM systems reflect this variety. However, as the systems are new or still partly under development, there is not yet evidence on whether this has improved efficiency of operations. The necessary and time-consuming learning process to put the systems into practice may even have had a temporarily negative impact on efficiency, even if in the long run RBM is expected to improve efficiency by providing more accurate results data for resource planning and through improved management processes.

4.5.5 MFA efficiency

Another dimension of efficiency is the **capacity of MFA to manage the PBS modality**. In general, interviews with representatives of both the unit for civil society (KEO-30) and the CSOs show that **the relationship between MFA and the CSOs is good**. Even if the CSOs challenge MFA both at policy level and regarding CSO funding, there has not been any major divergence of views at policy level. Especially during 2011–2015 the CSOs felt that they were well heard when developing the Finnish development policy and CSO-related approaches and tools (Kepa, 2015). There is also a shared interest to develop the PBS modality as well as RBM. Kepa is a special case in this relationship as it is representing CSOs as an umbrella

organisation in most development processes related to CSO funding, including PBS. Regarding the 2017 application round, all CSOs were invited to present their views in development of the PBS procedures.

For MFA's CSO Unit **the modality is essential** as the Unit would not have resources to administer similar levels of funding and reach so many diverse civil society groups and beneficiaries through the alternative project modality. The modality has to some extent improved transparency and accountability. The new application procedures with more detailed criteria and application forms (developed together with the CSOs in 2016-2017) are expected to further improve the transparency and cater for improved RBM.

The cuts in the CSO Unit's resources have further increased the importance of the modality in administrative terms (according to the head of the CSO Unit, its staff numbers fell from 18 full time staff in 2014 to 12 in 2017). Furthermore, for those managing the Foundations the administrative burden has risen as, following a legal ruling in 2016 that found that Foundations cannot disburse state funding independently, each Foundation project (valued at over € 2,500) has to be approved by MFA.

However, even if the relationship as such is positive, the management processes face several weaknesses:

- The annual consultations are an important mechanism for the dialogue between MFA and the CSOs and provide an important platform for discussions and feedback. However, the timing of the consultations is problematic. The discussions on the previous annual reports are conducted in December-January (sometimes even later) whereas all CSOs have prepared their next annual plans well before the consultations. Therefore, the possibility to take into account issues raised during the consultations for annual planning is almost impossible. It would be much more relevant to have the consultations prior to finalization of the next year's work plans. Official approval of the final reports could be done through a separate process.
- Mechanisms of MFA management have mainly been administrative and lacking in strategic communication or discussion on the contents with the CSOs. MFA's sectoral advisers are only occasionally invited to the consultations. In 2017 following the CSO1 more involvement occurred.
- The guidance and instructions for the CSOs provided by MFA are seen as being flexible but also not clearly communicated, especially regarding the RBM and the expected outcomes of the PBS.
- The CSO Unit has suffered from cuts in development funding and the number of staff in the CSO Unit has been reduced. At the same time, demands on fund management have increased, partly due to the recent cuts. Desk officers manage several CSOs and have limited time for content-specific discussions and monitoring visits in the field. The desk offices for Foundations time is since 2016 further burdened by the legal obligation to pre-approve the funding decisions of the Foundations. While this work reduces the cost efficiency of the MFA staff, at the same time this change has brought more active discussion between the MFA and the Foundations.

- High staff turn-over in the CSO Unit also affects communication as many issues in the unit's communication with the CSOs relate to long term processes and staff changes obviously challenge the continuity of communication. Also weaknesses in data management systems weaken "institutional memory" important for communication.

4.6 Impact

"There is strong public support for CSOs' role in Finnish aid. It is commonly felt that they are better able to reach the poor than governments, and that their role in promoting human rights and strengthening citizens' role in development is critical." (Reinikka & Adams, 2015, p.20)

Impact is discussed here in terms of (i) the quality of evidence available and the evaluability of the subject matter, (ii) direct impacts 'on the ground' and (iv) impacts at national level and beyond.

4.6.1 Evaluation evidence

As well as annual progress reports and other internal reviews and studies, some 65 evaluations have been drawn upon in the seven individual CSO3 evaluation reports accompanying this synthesis. Collectively, these provide ample evidence of effective delivery of outputs at ground level in communities and on individuals. Evaluation quality varies, though, and in general is poor in terms of providing convincing (or any) evidence of impact. This is because many are end-of-project assessments conducted to document project results without the means to compare baselines (where they exist), design representative surveys or include comparators, let alone tease out the links between outputs and wider outcomes such as changes in state accountability or civil society 'vibrancy'. The CSO sector is not unique:

"...the absence of indicators, targets and data characterizes most Finnish aid documents, including evaluations and reports to Parliament." (Reinikka & Adams, 2015, p. 11)

Good evaluations are expensive and many smaller CSO investments would not merit state of the art exercises, but there is still a strong case that more robust evaluation evidence will enable impacts to be more reliably examined. Furthermore, design of many CSO projects are not yet done in a way that outcomes are defined well enough to be measurable with affordable yet reliable indicators. As CSOs build their RBM tools, so their capacity to take on this evaluation challenge will improve.

4.6.2 Complexity, timeframes, scale and capacity

The ten CSOs, Foundations and Umbrellas under CSO3 present a hugely diverse group whose pathways to impact do not share much in common (Section 3.2.3). The lengthy timeframes for underlying changes in human rights, national legislation or empowerment are frequently recognised. The fragmented nature of delivery and relatively minor resources available as a proportion of Finland's aid (Section 3.2.2) limit the likely scale of impact or level of attribution that will be possible. The capacity of the majority of the Finnish CSOs in this round

- and even more the capacity of their selected local partners to design, measure and evaluate impact - is recognised as comparatively low. Many CSO personnel come from a non-development cooperation background such as from churches, political movements or trade unions, and are not as familiar with the rubrics of RBM tools as the CSOs part of international networks that formed part of CSO₁ and CSO₂.

4.6.3 Impact on the ground

Despite these barriers, those CSOs in this third round that mainly work at the grassroots delivering services or undertaking advocacy have demonstrated impact in various ways. CSO reports point to many important local impacts at the individual, family and community level. These may relate to changes in status, behaviour, income, reduction of poverty or protection of human rights. The ability to engage through their local actors at grassroots level, in remote locations and in sensitive contexts is demonstrated particularly well, and shows that CSOs can achieve local impacts in terms of reduced poverty and improved human rights in ways that other channels of cooperation may not.

For example, ISF has empowered Somali women through increased literacy and income to recognise and change their status and to challenge social norms supporting FGM. FS has raised school children's confidence and potential life outcomes in India and Ethiopia on their educational journey. The Foundations have raised the status and life chances of many groups and individuals including persons with disabilities, the landless and those whose human rights have been lost or abused. The lives of human rights defenders have been protected by KIOS partners in East Africa and South Asia, for example. For Demo Finland, the most important impact has been the changed attitudes and behaviour of political actors towards peers, the increased presence of women candidates, and improved party political dialogue.

4.6.4 Impact at national and international level

When looking for impact at the level of civil society as a whole there is very little documented evidence available on issues such as reduced poverty, sustainable development, vibrant civil society, enhanced democracy as well as improved human rights. Where it is mentioned, reporting is mostly anecdotal and qualitative. With the hugely varying types of work and locations reached, results are fragmented and often remote and therefore it is hard to gauge their connection to impact.

At the same time, there are cases that are better validated such as in the particular long term engagements in Ethiopia and Nepal, where the CSOs' contribution towards building a more vibrant civil society can be reasonably adduced. There is a plausible link between the results achieved particularly in the areas of disability, human rights, education and media and the wider strengthening of civil society in Ethiopia and in Nepal, as well as changes in the attitudes of duty bearers in government. KIOS can also lay claim to significant influence at national and international level for example in its support for post-conflict transformation processes in Sri Lanka, through its support to the Institute for International Legal Studies.

In specific contexts, some CSOs can legitimately claim to contribute through local partners and grantees to certain impacts. Advocacy efforts by the trade unions supported by SASK have contributed to increases in national or regional minimum wage levels, potentially bringing better income or employment contracts for individual trade union members. SASK's partners, particularly in Asia, have also been able to negotiate better collective agreements - nearly 760 new agreements in total reported over the period from 2009 to 2015. The Umbrellas through their advocacy work have had an influence on the formulation of legislation - for example, in improving the Development Education and Awareness Raising and the European Consensus on Development - although the implementation of these agreements is too recent to deliver results. Demo Finland has had an impact on political dialogue, reducing tensions, raising representation of women, and transforming attitudes.

In general however, the longer-term aim of 'strengthening citizens' participation and influence on economic, social and political life' is yet to be established beyond the mainly community level areas of action where CSOs operate. While there has been extensive lobbying and advocacy work in national and international fora, these broader processes of engagement and support for rights-holders have by and large yet to be shown to achieve a meaningful shift in citizenship building. At the same time, the reducing space for civil society noted by several commentators especially in many of the partner countries also implies that the task facing Finnish CSOs in achieving such fundamental change is growing more difficult.

4.7 Sustainability

MFA guidelines stipulate that PBS CSOs must not act in a way to create dependency and that "*it knows to and can, withdraw from supporting activities once the objectives have been achieved and their sustainability is assured*" (MFA, 2010, p. 22). This is of course much easier said than done.

Under CSO₃ evaluation there is a hugely varying range of contexts and partners that when combined offer different opportunities and challenges for sustainability. Some countries offer much more conducive settings for civil society action to prosper while others are more restrictive. In general, sustainability of CSO interventions is tough where civil society space is reducing, or where state authorities resist or do not commit to reforms or recognition of basic human rights. The range of local partners also show immense variation in their capacity to build the role and functioning of civil society, from fragile grassroots organisations to national bodies with well-established roots and a broad funding base. Often CSOs deliberately select weaker partners for support (as noted in Section 4.3.3.) because of their commitment to working with, for example incipient disability groups or with fragile political or environmental movements that cannot obtain support elsewhere. In these situations the chances for sustainable outcomes are likely to be more challenging, even though the rationale for providing support is strong.

With these conditions in mind, sustainability is examined here in four areas: (i) project outcomes, (ii) partner ownership, (iii) financial sustainability, and (iv) exit strategies.

4.7.1 Outcomes

Evidence of sustainability of outcomes is not widely available from the documented CSO³ round experiences. The pool of evaluations commissioned by the CSOs tend not to address the issue, and even if they do, because they are mostly conducted at mid-term or project closure, they are prognostic rather than able to examine ex-post achievements.

Nevertheless, positive findings on sustainability are noted in a number of settings. It was commonly found that where state authorities were willing to take over and support CSO project initiatives, sustainability was more likely, with examples including FS' work in Ecuador and Thailand, and ISF in Nicaragua. Abilis also made a self-assessment that 90-100% of their fast track project activities were sustainable in five countries, while 70-80% in five others. This success is credited to the full participation of the beneficiaries, their increased capacity and ownership and achieving links with local authorities. There is a strong link made between self-empowerment and sustainability, where groups or individuals are given new confidence or skills that leave them able to maintain the achievements of the projects. At the same time, such a change is often hard to objectively measure, and may not automatically be sustainable as it depends on local contexts as noted in the DP evaluation.

Linking with state authorities is of course not always an option in more contested situations where the CSOs' work is supporting those who are challenging the state's role. Here, long term consistent engagement is often required to maintain the work of human rights defenders. Several CSOs have demonstrated that such an approach can reinforce local capacities and build more sustainable results (Demo Finland, KIOS, Siemenpuu).

4.7.2 Ownership

Local ownership of the CSO projects and programmes is mostly high because the CSOs delegate control, are flexible and especially in the case of the Foundations allow grantees to fully design and manage the projects. The grassroots groups who receive the funds also have very firm ownership of the resources, since they have generally chosen the assets or activities and carry them out directly themselves. DP especially emphasises local ownership as a strategic choice. Recruitment and training of people with disabilities as local staff, and building and developing the programme management capacity of local partnerships are considered essential building blocks of sustainability.

Longer term partnerships can also foster ownership, and long term engagement is needed where changes are slow and the context difficult (DP). On the other hand, some like Abilis emphasise short-term support (such as their Fast Track modality of a year of funding) deliberately in order to avoid dependency.

4.7.3 Exit strategies

Exit strategies are generally given limited attention. For some partners, having long term support and a reliance on a single source of funding makes them less likely to seek alternative sources. In many cases, there has been insufficient discussion in the planning stages and design documentation could have been more explicit on this question. Most of the CSOs were found to provide insuf-

ficient guidance to partners on how to prepare for exits when and if funding should end.

4.7.4 Financial sustainability

Financial sustainability is generally weak where beneficiaries have relied solely on Finnish funding, and have not cultivated alternative funding sources. Local community groups have few contacts or capacity to build such contacts. Abilis found that less than a quarter of a sample of their projects had been able to find new funding sources, even though this can be seen as still a positive result given the challenges facing the target groups concerned. Local trade unions supported through SASK have been able to increase membership but this has not always translated into more payment of fees and greater financial strength. Local partner organisations for people with disabilities supported by DP tend to have limited financial resources or fund-raising capacity. In the case of FS, some of their education projects rely on fees to run the schools and in India and Tanzania this has led to over-reliance on Finnish support (Gustafson, 2014).

Where the local partners have more experience in obtaining funding or already have established multiple funding sources, the question of financial sustainability is much less of a concern. The Socio Legal Information Centre in Delhi, India is a good example where KIOS support has enabled regional expansion of the training of public litigation work, but the Centre's core programme in India is well supported by other donors.

The CSOs themselves are highly reliant on MFA support. This is a risk that became especially serious in the recent period of MFA budget cuts. Without alternative means of funding, rapid and deep cuts to all of the development programmes took place in 2016, causing faster and unplanned closure of some country operations and of individual projects. This had ramifications on the CSOs hitherto sound reputation for reliability, as well as having a multiplier effect on some partners whose activities were also substantially curtailed.

The role of PBS should be expected to enhance the chances of sustainability, since Finnish CSOs can provide longer-term support in a flexible partnership-based manner with a more strategic approach towards providing core support, planned exits and stronger coordination with other actors. This trajectory was notably affected by the cut in budget and the reduction in PBS timeframe from three to two years of funding in 2016. As has been stated elsewhere in this report, the CSOs under CSO3 evaluation are still on a pathway to fully adopting the PBS modality. There are excellent examples of strong CSO partnerships with local partners, where the latter have strong ownership of the projects. While good arrangements are in place at the project level, therefore, we have to concur with MFA's report on complementarity (MFA, 2013) that effective support of NGO sustainability requires concerted action beyond the level of individual projects and organisations, and implies upfront planning for financial sustainability, building capacity to take over and manage, and stronger networking and coordination.

5 CONCLUSIONS

5.1 General conclusions

Context: While globally it is acknowledged that there has been decreasing space for civil society and CSOs to operate, the Government of Finland places a consistent and strong emphasis on the important role that civil society actors can play in reaching its policy objectives for development cooperation (Section 3.1.1.). MFA has until 2016 provided a period of rising funding for CSO work in its many guises. CSOs are viewed more than as mere service providers, but also as a means to deliver advocacy, capacity building and networking functions in a complementary manner - especially with a HRBA and a strong grassroots presence. The role of the CSOs is seen as essential in defending the rights of the most vulnerable such as the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, persons with disabilities or sexual minorities. New priorities following a change of government in Finland in 2015 led to a sharp reduction in funding for development cooperation including for CSOs. This not only affected delivery but reduced predictability, caused sudden changes in programmes and reduced the level of trust between CSOs and their partners.

Over this period, PBS has been an increasingly important funding modality that is driven by the desire for better strategic long term partnerships, consistent multi-year funding, greater policy alignment, coordination and coherence, and for better measurement of results (Section 3.2.1.). PBS has consumed 70% of all funding to CSOs in 2010-2016. The ten CSOs in this third round of the CSO evaluation have joined the modality at different times (from 1998 to 2013), and while they have met the quite recently released RBM principles with mixed success, all are committed to adhering to the regulations and enjoy a positive and open relationship with MFA.

ToCs: This round of CSOs have only recently developed strategic ToCs that can guide and justify the choice of interventions and how they link to the higher desired outcomes and goals of CS support (Section 3.2.3.). Moreover, the varied aims, sectors and modalities of working of the ten CSOs means that the ToCs are built differently and are hard to align into a generic overarching theory. The five standalone CSOs are involved in fields covering trade union strengthening, political reform, disability issues, livelihoods, education and health. The special Foundations operate as grant-makers on behalf of MFA, supporting a wide range of entities in the fields of human rights, environment and people with disabilities. The Umbrellas, Kepa and Kehys, represent and support CSO organisations in Finland, advocating to enhance their roles, building their capacity as well as networking and policy influencing (Section 3.2.2.).

CSO support is aligned and partially complementary. Despite their widely varying backgrounds, expertise and modes of working, the CSOs are in general very well aligned with MFA's policy framework as it relates to strengthening of civil

society both in the developing countries and in Finland. Through their different sectors and areas of expertise they deliver services, advocacy and capacity building in ways that aim to reduce poverty, promote human rights and reduce inequality (Section 4.1.1.).

Although contexts vary immensely, the close linkages between MFA and the PBS CSOs have fostered a moderate level of complementarity (Section 4.2.1.). CSOs offer channels to reach otherwise unreached beneficiaries and to bring support to those citizens in threatened circumstances where few rights are recognised. Such support raises the international profile of Finnish cooperation and underpins core values of Finnish policy in terms of HRBA. There are though few links to private sector actors, and greater coherence could be achieved in terms of working in MFA priority countries.

For most CSOs, the strategic basis for engagement in particular countries, and with selected interest groups and beneficiaries, could be strengthened by better stakeholder analysis especially around gender and human rights (Sections 4.1.3. and 4.3.4.). While their project portfolios are strongly aligned with their overall mission, their programmes have mostly been historical constructions based on already existing activities than a result of deliberate strategic programme-level choices (Section 4.1.2.). But the evolution towards a fully programmatic and RBM compliant approach is underway.

Coordination has been good in terms of international networks. Several CSOs coordinate their work and exchange information with mainly European and Nordic networks and sister organisations. However, coordination - and especially concrete co-operation - at the partner country level seems to remain limited to a few examples (Section 4.2.2.). The CSOs exchange information but there is little pooling of funds of joint action amongst them. MFA and the Embassies are routinely informed of CSO activities, but this in some cases could be taken further to build joint approaches. At the same time, there is a natural tension between CSO work and official government cooperation - respecting a vibrant and pluralistic civil society also requires respecting autonomy and independence of CSOs and this will increase the heterogeneity and fragmentation of CSO interventions, and lead to differences of approach between Embassies and CSOs on the ground (Section 4.2.3.) But there are also strong and important examples of complementary work where CSO work is supported by diplomatic engagement by the Finnish government representatives whether over human rights issues or adherence to international conventions. On the other hand, private sector cooperation has yet to become a leading feature of the CSO programmes (Section 4.2.3.).

Capturing results remains a challenge. The report notes (in Section 4.3.2.) the various reasons for this, including the complexity of measuring civil society changes and the limited experience of the majority of CSOs on RBM. Furthermore, even when results data is available, key challenges include how the results information and other M&E findings are used for learning and future planning, and how the outputs are linked to the expected outcomes and to the theory of change.

Getting reliable evidence on the improved effectiveness of the CSOs' work especially at programme-level requires development of new approaches and methods

for monitoring and reporting and how they are used in management for results. Monitoring against a clear and logical theory of change may provide the base for the method development. Development of an improved methodology for results monitoring requires joint work with the CSOs and the MFA and a recognition that in some instances such as advocacy, monitoring will have to deal with gradual improvements and often marginal contributions from Finnish CSOs.

Nevertheless, anecdotal evidence should not be dismissed lightly and much of the CSO reporting captures many convincing examples of meaningful achievements in altering the lives of beneficiaries (Section 4.3.2.). Even at higher level, there are many important documented impacts at the individual, family and community level that relate to changes in status, behaviour, income, reduction of poverty or protection of human rights (Section 4.5.). At policy level too, there are concrete examples of influencing and reform, whether in national legislation in target countries or in the European Commission (EC) or Finland, where the Umbrellas have made recognised contributions.

Capacity building, while recognised as a crucial area of support by the CSOs for their local partners, is often delivered at project level with conventional methods, and does not sufficiently address wider organisational development needs (Section 4.3.3.).

While most CSO programmes are working well towards **cross cutting objectives** (Section 4.3.4.) especially around gender and inequality, climate change and environmental sustainability are often less prioritised. The CSOs do extremely well at reaching the most vulnerable and socially excluded.

Efficiency appears good though the analysis is constrained by lack of information around cost-efficiency measures as well as the immensely varied staffing and funding levels and of course the very different forms of implementation and programme approaches between the ten CSOs. Disbursement and overhead cost ratios are both acceptable given the evidence available and audits generally suggest sound financial management. However, there is no unified definition of administrative costs. Risk identification is fair and tools are in place, but risk mitigation could be tackled more effectively.

Sustainability does depend on context and the presence of conducive external factors, such as state authorities willing to take over services initiated by CSOs or to recognise and sustain reforms induced by CSO advocacy (Section 4.6.). Linking with state authorities is of course not always an option in more contested situations where the CSOs may be supporting those who are challenging the state's role. Many CSOs encourage local ownership and this has encouraged the continued use of facilities or skills delivered by CSOs. But the evidence also indicates that **financial sustainability is often weak** because no other funding sources are available or identified, and while PBS can provide for longer-term engagement that can help build capacity, at the same time exits seem on the whole to be poorly managed or unplanned.

5.2 PBS

In general, **PBS is a relevant modality** for both the CSOs and MFA. For MFA it decreases the administrative load if compared to project funding. The programmatic approach is also expected to improve effectiveness of the CSOs' development cooperation and it provides a basis for more RBM-based management. However, **in practice evidence on improved effectiveness is lacking** as monitoring and reporting does not yet capture results/outcomes at programme level. All PBS CSOs have developed systems for RBM, some very advanced, but as the systems are new, reporting does not yet capture results at programme level, i.e. outcomes (Section 4.3.1).

For CSOs, the key value-added of the modality is the possibility to develop more long term partnerships with somewhat better flexibility as compared to project funding. PBS also enables better combination of development work and global education as both activities are through the same funding modality (Section 4.1.4).

At more detailed level, the evaluation's key conclusions on the PBS modality are the following:

- Most of the ten CSOs have entered a PBS approach through a project approach whereby the PBS is still mainly project portfolio management. To realise the full benefits of the modality, there still is a need to strengthen the programmatic nature of the programmes. Sound ToCs are needed to strengthen strategic planning and management (Section 3.2.3).
- There is considerable variation in the size and capacities, as well as the types of operation, modalities and focus areas of the CSOs in this evaluation. The challenges and benefits of PBS are somewhat different across the group, therefore and this is reflected in how the CSOs apply PBS and RBM (Section 4.5.4 and Table 4).
- The programmes are based on the strategies and organisational cultures of the CSOs and the style and approach to programme documentation varies considerably. On the one hand, this creates strong ownership, but on the other hand, it also leads to non-harmonized planning and reporting. As a consequence, management of the instrument within MFA becomes a challenge, especially as MFA has decreased its own staff resources to guide the CSOs (Section 4.5.5).

- There is an important challenge with RBM: how to assess and monitor/report on impacts and results related to strengthening of the civil society? Any changes in the status of the civil society are subject to various stakeholders and activities, and the Finnish CSOs' contribution may be very difficult to discern. Changes in the position of the civil society may also be negative, but without CSOs the situation could be even worse. As the contribution may only rarely be shown with quantitative indicators, new kind of qualitative approaches and methods to indicate contribution are needed. Altogether, measuring and monitoring of outcomes and behavioural and policy changes that only materialise over longer periods of time is difficult and require new approaches and tools. (Section 4.3.1 and 4.5.2.).
- PBS requires continuity from the financier's side. Developments in MFA during 2010-2015 catered for good partnerships but the cuts in 2016 had a serious impact on the performance of the CSOs as many activities had to be cut without reasonable time for adjustment. To a small degree, this has caused also some positive impact as the cuts have forced the CSOs to improve their programme focus, make strategic choices and provide stronger rationale to their operations.
- The PBS CSOs have had a good practice of sharing of experiences, joint advocacy work, etc. However, some interviews revealed that increasing competition on funding has had a somewhat negative impact on the open peer learning: CSOs are now more reluctant to share best practices as they face increased competition on the decreased funding.
- Mechanics of MFA management have been too administrative and not strategic enough so far (especially in case of Foundations where each project over € 2,500 has to be signed off), though PBS has overall improved transparency and accountability. MFA may need to review the way that it manages its CSO work, and in this regard whether contracting out aspects of the function resources would allow it to support CSOs better in future and have more strategic engagement.

6 LESSONS LEARNED

6.1 On strategic programme-based choices

1. Achieving a more strategic programming of development projects and the application of PBS requires more weight being given to centralised and top-down planning to guide the selection of specific projects of specific partners in order to improve coherence. A more explicit ToC and more measurable programmatic objectives are needed to steer and align specific interventions of partners in specific locations and themes (Section 3.2.3.).
2. The multi-year PBS allows CSOs to adopt a longer-term focus for their programmes (Section 4.1.4.) This may lead to improved alignment of projects and partners (Foundations, SASK and ISF); sustained advocacy efforts towards achieving policy and legal reform (the Umbrellas and the Foundations) and recognition of human rights (KIOS).
3. Longer-term PBS has also enabled more predictability in planning of support to partners and to projects and the timing of implementation; but this is fragile and can be easily affected by sudden budget changes (Section 4.1.4.)
4. As private sector development and partnership is relatively new in Finnish Development Policy and there are few successful examples so far, it is important that CSOs take sufficient time to prepare strategies for increasing private sector partnership and cooperation (Section 4.2.3.)
5. Alignment and coherence with policies of national governments is not always possible and desirable. Sometimes it is needed to build countervailing power (Umbrellas and Foundations) and this is something where CSOs have a specific role to play, aligned and/or non-aligned (Section 4.2.3.).

6.2 Programme implementation and results performance

6. Community-based inclusive approaches with strong local ownership in terms of planning and implementation increase relevance, effectiveness, impact and sustainability of development interventions (ISF, Abilis, FS); (Section 4.6.2.).
7. Sometimes working with weaker partners requires accepting that risk-taking is needed to develop CBOs at the grassroots. Monitoring of risks is critical here as is the measurement of organisational capacity development (SASK, ISF, Demo Finland, DP and the Umbrellas); (Section 4.4.3.).

8. RBM has proved to be very challenging for most CSOs and these challenges have remained in applying programme based and longer-term approaches. Measuring and monitoring of outcomes and behavioural changes (Foundations, ISF, DP) and policy changes (Umbrellas, Demo Finland, SASK) that only materialise over longer periods of time is difficult and require new approaches and tools (Sections 4.4.2., 4.5.1. and 4.3.2.).
9. CSOs are increasingly adopting internal and external evaluations to measure the effects of their projects, but quality is mixed and often poor. New approaches are needed to better capture complex outcomes such as behavioural change. Furthermore evaluations sometimes focus too much on accountability and are not sufficiently used for learning purposes (DP and ISF). Aggregation of M&E data is challenging and often not relevant, because effects and results in different situations and locations cannot be compared (all CSOs, but aggregation of M&E data is particularly problematic for the Foundations); (Section 4.5.1.).
10. Exchange of information between partners and with embassies does not automatically result in concrete coordination and collaboration on the ground (DP, ISF, SASK). Demo Finland and SASK have developed some first experiences of cooperation on the ground (with World Wide Fund for Nature WWF and NIMD) and Abilis with Nordic partners in Uganda and Tanzania, that could be followed by others; (Sections 4.2.1. and 4.2.2.).

6.3 Cross-cutting objectives and HRBA

11. Effective approaches and methodologies to achieve gender transformative changes (inclusion, inequality and HRBA) can only be developed and implemented based on a proper gender analysis (FS, ISF); (Section 4.3.4.).
12. Effective gender transformative approaches also requires working with men (Demo Finland, ISF, SASK);(Section 4.3.4.)
13. Disability inclusion is a specific challenge and requires dedicated approaches and methods based on sufficient expertise (DP, Abilis, FS); (Section 4.3.4. and Box 3).
14. International policy frameworks and conventions are relevant tools for CSOs and their partners to ensure that their projects and strategies adhere to these and contribute to them (Abilis, DP on disability inclusion, KIOS, Siemenpuu and the UN Guiding Principles for Business and Human Rights (Ruggie, 2010). (framework for SASK);(Sections 4.1.3. and 4.3.1)..
15. HRBA requires more attention to citizenship development. This is particularly needed to lift human rights from the individual, family and community perspective to the higher level civil society perspective (Umbrellas and ISF) (Section 4.4.2).

7 RECOMMENDATIONS

The synthesis has identified the following recommendations.

1. MFA should continue and, if possible, **expand the PBS modality** in the future and maintain the new PBS timeframe of four years and in future even extend it. This will create the opportunity for CSOs to develop longer-term timeframes for their interventions and this will improve predictability and sustainability (Section 4.3.2). An additional benefit is that it will also be easier to capture and report on outcomes and transformational changes (in behaviour, policies, structures) that usually only materialise over longer periods of time.
2. The CSOs should **strengthen their programmatic approaches**. This means adopting RBM tools more fully and, in particular, MFA should require specific ToCs from each CSO that capture their particular intervention pathways and rationale for expected impact (Section 3.2.3). These ToCs should form part of the funding applications to the MFA.
3. The MFA should incentivise the CSOs to invest more on the use of **robust situational and needs analysis** at the planning phase of the development interventions (Section 4.1.3). The analysis and the subsequent planning should include a clear roadmap for the application of HRBA.
4. The CSOs with PBS funding focus largely on achieving longer-term transformational changes in developing countries and most of them face challenges in adapting current reporting to capture outcomes and an analysis of these transformational changes (Sections 4.3.1 and 4.6.2). There is a need to increase the **quality of outcome reporting** and to enable more analytical information in those reports to complement the often anecdotal but good information on specific outcomes. There is also a need to improve **the quality of evaluations**. The quality of project evaluations conducted by the CSO in the PBS framework is very diverse and not always of sufficient quality, while programme evaluations are not routinely done (Section 4.6.1). Improving evaluations requires amongst other things better TORs, sufficient funding, better baselines and more explicit and measurable outcome indicators. The use of more appropriate methodologies is required that should include the use of mixed methods and participatory approaches that can empower beneficiaries and be more cost-effective than conventional evaluation approaches. Alternative approaches such as contribution analysis as well as theory-led approaches such as realist evaluation could be explored in order to understand the complex changes involved in strengthening civil society.
5. MFA and the CSOs should form a working group to develop appropriate approaches to **improve reporting**. While aggregation of outcomes is difficult due to the diverse nature of projects (Sections 4.3.1. and 4.6.2), identification of some common indicators, especially at sector or thematic level would improve the reporting on results, and provide tools for policy discussions and for communication, both for the CSO community and for MFA (Section

4.3.2). The present work on developing MFA's results reporting against the development policy should be taken into account in this process. Outcome reporting would also be improved by decreasing its frequency. Reporting could be done at the start (baseline), Mid-Term (for short term outcomes) and End-Term (for long term outcomes), while output reporting could be done on annual basis.

6. The importance of **capacity development** should be recognised more explicitly in the PBS framework and CSOs should be stimulated to invest more in capacity development of civil society organisations in developing countries. For the CSOs, this also requires expanding the repertoire of existing capacity development instruments to more comprehensive and longer-term capacity development trajectories. Furthermore methods and instruments should be developed to report on results of capacity development of local partners and outcomes at the level of beneficiaries (Sections 4.3.3 and 4.7.1). Greater attention is needed on **citizenship-building and citizens' organisation and mobilisation** in order to broaden the role of rights-holders. Without more comprehensive lobby and advocacy work here, the impact of the CSOs remains limited at the community level (Sections 4.6.4)
7. Exiting strategies and plans are a common weak element in the programmes of the CSOs (Section 4.7.3). MFA should provide incentives to encourage CSOs to invest more in developing **exit strategies** at the start of their development interventions and tie them to specific outcome milestones. They should also monitor changes in the external context to ensure that exit strategies remain realistic and feasible and are not applied in a mechanical way.
8. MFA should incentivise CSOs to more actively look for **cooperation in Finland and partner countries**, both with the other CSOs as well as with other stakeholders such as academia and the private sector. Strengthened cooperation, including alliances or consortia, should aim at sharing of experiences and best practices as well as pooling resources into more effective packages (Section 4.2.1). This will enable CSOs to develop larger and longer-term programmes and benefit smaller CSOs.
9. MFA should further encourage CSOs to extend their **global education** work in Finland to ensure that the Finnish support base for development cooperation remains strong and to raise awareness of development issues. The PBS instrument has included some global education activities of CSOs in Finland to build awareness and support but results are not well tracked (Section 4.3.1). This work is very important, particularly given the recent questioning of aid and the budget cuts in Finland, and also in the light of the new 2030 agenda that recognises that development challenges are international and global challenges require global responses.
10. **MFA should revise the schedule and approach for the annual consultations** in order to better facilitate discussions on findings of results monitoring, factors behind them and needs for adjusting the programme to respond accordingly, and ensure that the consultations may be taken into account in planning, especially for preparation of the next annual plans (Section 4.5.4). In practice, the consultations should be conducted when the draft annual reports are available, i.e. during May-September, depending on the reporting

and planning calendar of the CSO. Thereby, the issues discussed may be taken into account when preparing the work plans for the next year. The formal approval of the final annual report could be arranged separately. MFA's relevant sectoral advisers should participate more fully to strengthen the substance-related discussions.

11. The MFA should incentivize CSOs to adopt more detailed and informative measure of cost-efficiency in order to judge their comparative value for money.
12. The MFA should ensure sufficient human resources for management of the PBS instrument. It may need to review the way it manages CSO work (both PBS and non-PBS) in order to have more strategic engagement and to support the PBS CSOs better in the future. Given the staff constraints, it should consider contracting out parts of the CSO Unit's work to a third party, with the final and financial decision-making remaining with the MFA. Similar arrangement has been applied for example for the Institutional Cooperation Instruments, screening of Development Communication and Global Education applications and of PBS applications.

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THE EVALUATION TEAM

Dr Nick Chapman: Team Leader and Freelance Consultant. He has 35 years of experience working on development cooperation, teaching, researching, designing projects as an agro-economist and geographer, and leading complex evaluations for a range of development agencies. He has experience in Africa, Asia, Caribbean and Middle East. He holds a PhD from University of London, an MA and a Bsc.

Kiira Kärkkäinen (Masters in International Affairs) has extensive international experience in analysis and evaluation as well as in development policy and co-operation issues from the OECD, the European Commission, UNESCO and the Ministry for Foreign Affairs of Finland. While she is the author or co-author of several OECD reports focusing on education, skills and innovation, an essential part of her work has included internationally comparative, quantitative and qualitative analysis with extensive data sets. Ms. Kärkkäinen has conducted several multi-country evaluations and studies - also for the Ministry for Foreign Affairs of Finland, providing her with a solid understanding of the Finnish priorities and cross-cutting issues. Overall she has years of experience in working on development policy and co-operation. Ms. Kärkkäinen is a permanent employee at the FCG.

Marja Laine (Masters of Arts in Anthropology with a minor in Economics) has over 20 years of experience in international development working with and for different donors, including for the EU in Brussels as well as in a Delegation in Uganda. She has managed and quality assured several evaluation assignments ranging from projects and programmes to an instrument level evaluation of the Higher Education Institutional Cooperation Instrument of the MFA. For several years she provided framework contract services to the evaluation unit of the MFA, including a Meta-analysis of the decentralised evaluation of 2010-2011. In this CSO₃ evaluation she is part of the Management Group together with the team leader and sub-team leaders of the seven individual evaluations. She provided quality assurance to the individual reports and is a co-author of this Synthesis report. Ms Laine is a permanent employee of FCG.

Pirkko Poutiainen, is a Social Scientist and has over 25 years of experience in international development co-operation. Most of her experience is linked to the Ministry for Foreign Affairs of Finland and multi-lateral development agencies, from concrete implementation to aid agency level with policy and management issues and cross-cutting objectives (gender, human rights). This includes work at the World Bank HQ, in two UNDP country offices, 10 years of permanently living in Sub-Saharan Africa, 1.5 years in a post-conflict country and numerous consultancies in Sub-Saharan Africa, South East Asia, East Asia, Caribbean and East and Central Europe. It also includes implementation of a Finland-supported rural water supply and environment project in Ethiopia (CTA, 4.5 years). She has comprehensive experience in result-based project cycle management from design, planning, appraisal and implementation to project, policy, multi-country and -sector evaluations. In this evaluation, she focused on all aspects of the Disability Partnership Finland - specific evaluation. Pirkko Poutiainen has led two sub-teams in the CSO₂ evaluation (Disability Partnership Finland and Demo Finland) and conducted fieldwork in Zambia and Ethiopia.

Paul Silfverberg, has a Master's degree in engineering and over 30 years' experience of working in development cooperation acting both as a consultant and as an adviser in the MFA. He has led or participated in over 50 evaluations/appraisals, been responsible for numerous project planning and formulation processes and acted as a capacity development expert, including over 200 training programs on planning, evaluation and management, most recently acting as the key trainer for MFA's evaluation training. He has prepared ten published manuals on project cycle management and results-based management. In addition to working for MFA, he has been a consultant for other Finnish ministries as well as for multilateral agencies including EU, WB, ADB and UN. He participated in 2015-2016 in the first lot of MFA's evaluations on programme-based CSOs, being responsible for evaluating the results-based management of the 22 PBS organizations.

Aino Efraimsson, (BA Hons Development studies) has international experience in development cooperation from Cambodia, Kenya, Nepal and Vietnam and is currently based in Turkey. She has experience as a Junior Evaluation Expert and Research Assistant from two prior large and complex evaluations for the MFA of Finland: Evaluation of Finnish Aid for Trade 2012-2015 and Evaluation of the Civil Society Organisations receiving Programme-based Support and Support for Humanitarian Assistance - CSO2. Additionally, she is currently involved in the evaluation of Danish-Nepalese Cooperation (1991-2016) with particular responsibility for the first two phases of support to the Renewable Energy Sector (1998-2006). Her experience in both short and long term assignments for the MFA has provided her with a good understanding of the particular development policy context of Finnish development cooperation and its cross-cutting objectives.

ANNEX 1: TERMS OF REFERENCE

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

1. BACKGROUND TO THE EVALUATION

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

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

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

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

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

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

The CSOs included in this evaluation are:

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

The umbrella organisations are:

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

The special foundations are:

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

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

2. CONTEXT

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

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

Partnership agreement organisations

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

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

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

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

Special foundations

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

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

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

Umbrella organisations

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

PROGRAMMES OF THE SELECTED CSOs

Political Parties of Finland for Democracy, Demo Finland

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

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

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

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

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

SASK - The Trade Union Solidarity Centre of Finland

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

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

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

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

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

The International Solidarity Foundation (ISF)

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

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

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

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

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

Disability Partnership Finland

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

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

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

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

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

The FS

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

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

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

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

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

PROGRAMMES OF THE SUPPORTED FOUNDATIONS

Abilis Foundation

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

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

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

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

Kios Foundation

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

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

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

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

The Siemenpuu Foundation

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

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

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

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

PROGRAMMES OF THE UMBRELLA ORGANISATIONS

Kepa

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

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

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

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

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

Kehys

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose

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

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

Objectives

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

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

4. SCOPE OF THE EVALUATION

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

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

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

the Partnership Agreement Scheme (2013). In addition guidelines on Results based management (RBM) in Finland's Development Cooperation, Human Rights Based Approach in Finland's Development Cooperation and Finland's Development Policy and Development Cooperation in Fragile States as well as MFA's Democracy Support Policy are important documents in this particular case (links to these and other policies can be found in the annex 1). Democracy Support Policy is particularly important with the assessment of Demo Finland. The special characteristics of democracy support, which are partly different to the basis of development cooperation, have to be taken into account in the assessment of especially relevance and effectiveness of Demo Finland.

The evaluation covers the period of 2010-2016.

5. EVALUATION ISSUES IN ACCORDANCE WITH THE OECD-DAC CRITERIA

The CSO programmes will be evaluated in accordance with the OECD-DAC criteria in order to get a standardised assessment of the CSO programmes that allows the compilation of the synthesis report.

Evaluation issues on CSOs and foundations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Sustainability

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

Coordination, Coherence, Complementarity

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

Evaluation issues for umbrella organisations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Coordination, coherence and complementarity

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

Additional issues for the meta-analysis

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

6. METHODOLOGY

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

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

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

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

The field visit countries will tentatively include **at least** Kenya, Mozambique, Zambia, Uganda and India. The field visit countries should include projects and operations of more than one CSO/foundation. The sampling principles and their effect to reliability and validity of the evaluation must be elaborated separately. The team members for the field visits have to be selected the way that they do not have any individual restrictions to travel to the possible field visit countries. During the inception phase the evaluation team will propose the final list of field visit countries on the base of the desk study and consultations.

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

The Team Leader and the team have to be available until the reports have been approved by EVA-11, even if the schedule changes.

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

The evaluation will tentatively start in November 2016 and end in August 2017. The evaluation consists of the following phases and will produce the respective deliverables. It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by the EVA-11. All the reports have to be sent with an internal quality assurance note and the revised reports have to be accompanied by a table of received comments and responses to them.

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

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

A. Start-up

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

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

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

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

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

B. Inception phase

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

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

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

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

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

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

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

C. Implementation phase

The Implementation phase will take place in February - April 2017. It includes the field visits to a representative sample of projects and validation seminars. During the field work particular attention should be paid to human rights-based approach, and to ensure that women, children and easily marginalised groups will also participate (see UNEG guidelines). Attention has to also be paid to the adequate length of the field visits to enable the real participation as well as sufficient collection of information also from other sources outside the immediate stakeholders (e.g. statistics and comparison material). The team is encouraged to use statistical evidence whenever possible.

Therefore, the field work for each organisation should last at least 2-3 weeks but can be done in parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. The purpose of the field visits is to triangulate and validate the results and assessments of

the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

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

The consultant will organise a debriefing/validation meeting at the end of each country visit. A debriefing/validation meeting of the initial findings of both components 1 and 2 will be arranged in Helsinki in April 2017. The purpose of the seminars is to share initial findings, but also to validate the findings.

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

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

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

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

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

D. Reporting and dissemination phase

The reporting and dissemination phase will take place in May - August 2017 and produce the final reports and organise the dissemination of the results.

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

The final draft reports will be sent for a round of comments by the parties concerned. The purpose of the comments is to correct any misunderstandings or factual errors. The time needed for commenting is 2-3 weeks.

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

The reports will be finalised based on the comments received and shall be ready by **August 15, 2017**.

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

There will be **one Management Team**, responsible for overall planning management and coordination of the evaluation. The Team leader, the CSO-Evaluation Coordinators and the Home Officer of the Consultant will form the Management group of the evaluation Consultant, which will be representing the team in major coordination meetings and major events presenting the evaluation results.

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

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

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

Online translators cannot be used with MFA document materials.

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

10. BUDGET

The evaluation will not cost more than € 650,000 (VAT excluded).

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

ANNEX 2: PEOPLE INTERVIEWED

Only persons in MFA are listed. Please see the individual CSO reports for other persons interviewed.

Finland

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Jyrki Nissilä, Director

Elina Iso-Markku, Senior Officer

Mirja Tonteri, Senior Officer

Sirpa Rajasärkkä, Desk officer for Siemenpuu

Katja Hirvonen, Desk Officer for SASK

Ulla Hiitiö, Desk Officer for ISF

Leila Riitaoja, Desk Officer for FS

Department for Africa and the Middle East

Juhana Lehtinen, Desk Officer (Mozambique team)

Matti Karvanen, Desk Officer (Somalia, Sudan and South Sudan)

Heini Pulli, Team Leader (Kenya Team)

Harri Sallinen, Team leader (Zambia, Zimbabwe and Malawi)

Marja Ahonen, Zambia Team Member, Unit for Southern Africa

Department for Development Policy

Satu Santala, Director General

Riikka Laatu, Deputy Director General

Mika Vehnämäki, Senior Economic Advisor

Pekka Seppälä, Senior Adviser

Leena Akatama, Senior Adviser, **equality** 

Gisela Blumenthal, Senior Adviser, Development Policy Health

MFA, other

Marjaana Pekkola, Senior Advisor, rural development

Lotta Valtonen, Adviser (KEO-20)

Åsa Wallendahl, Senior Advisor, Human Rights, Political Department, Unit for Human Rights Policy

Matti Lahtinen (DP desk officer till 2014)

ANNEX 3: DOCUMENTS CONSULTED

- Chapman, N. & Saarilehto, I. (forthcoming 2017). Draft Final Report, Foundations (Abilis, KIOS and Siemenpuu Foundation). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- Chapman, N. & Venäläinen, R. (forthcoming 2017). Draft Final Report, Free Church Federation in Finland (Frikyrklig Samverkan, FS). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- Van Gerwen, F. & Kärkkäinen, K. (forthcoming 2017). Draft Final Report, Trade Union Solidarity Centre of Finland (SASK). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- Van Gerwen, F. & Silfverberg, P. (forthcoming 2017). Draft Final Report, Umbrellas Kepa and Kehys. Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- Van Gerwen, F. & Seppänen, M. (forthcoming 2017). Draft Final Report, International Solidarity Foundation (ISF). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- MFA. (2012). Latest update 10/2016). Manual for Bilateral Programmes. Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2013). Evaluation Manual. Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2015). Evaluation of Finland's Development Policy Programmes from a Results-Based Management Point of View 2003-2013 (2015:1). Helsinki: Ministry for Foreign Affairs of Finland.
- MFA. (2017). Website: <http://formin.finland.fi/public/download.aspx?ID=167237&GUID={EA4230EC-5BA5-4199-ABDF-ED03094B95F4}>
- MFA. (2017). Country Strategy for development cooperation Nepal 2016-2019. Helsinki, Ministry for Foreign Affairs of Finland.
- Poutiainen, P. & Seppänen, M. (forthcoming 2017). Draft Final Report, Political Parties of Finland for Democracy (Demo Finland). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.
- Poutiainen, P. & Venäläinen, R. (forthcoming 2017). Draft Final Report, Disability Partnership Finland (DP). Evaluation 3 on the Programme-based Support through Finnish Civil Society Organisations, Foundations and Umbrella Organisations. Evaluation Report.

Websites:

MFA: www.formin.finland.fi

Abilis: <https://www.abilis.fi/>

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

Siemenpuu: <http://www.siemenpuu.org/>

Kehys: www.kehys.fi/

Kepa: www.kepa.fi

Demo: www.demofinland.org

Disability: <http://www.vammaiskumppanuus.fi/>

ISF: www.solidaarisuus.fi/

SASK: www.sask.fi/

ANNEX 4: THEORY OF CHANGE FOR FINNISH CIVIL SOCIETY'S CONTRIBUTION TO DEVELOPMENT

Introduction

The generic or overarching ToC developed for CSO₃ builds on the conceptual work undertaken in CSO₁ and CSO₂. Its intention is to provide a very broad yet all-encompassing theory that captures not just the organisations the CSO₃ evaluation round but also the different interventions under CSO 1 and 2 rounds, so that it can reflect the collective logic of engagement that will be presented in the eventual meta-analysis undertaken at the end of the CSO₃ evaluation. The updated ToC therefore combines the ToCs from CSO₁ and CSO₂. The format in Figure 4 follows the vertical presentation of the CSO₁ model however it adds the humanitarian CSO activity details from CSO₂ in the inputs, outputs and short-term outcome levels. The additional ten organisations belonging to CSO₃ round all fit within this generic model though they work in different areas.

Outline of the Theory of Change

As noted in the synthesis report of CSO₁ round, the generic ToC is not rooted in a specific context, but is based on the assumptions that civil society is a key driver of social change in all societies, and that civil society in developing countries requires strengthening with external support. The relationships and pathways have been simplified to achieve clarity.

In line with HRBA, civil society's contribution to democratic governance and reduction of suffering and saving of lives is to: (1) mobilise citizens, including vulnerable and socially excluded, around their human rights and entitlements, empowering them to participate in social, economic and political processes; and (2) monitor governments and hold them to account.

These elements are captured in the three key short-term outcomes: a vibrant pluralistic civil society fulfilling its roles, combined with strengthening the resilience of communities, and the achievement of accountable state institutions such that duty bearers protect vulnerable groups & respect human rights. In turn these then achieve higher order changes of safety, peace, and inclusive societies, in line with the 17 Sustainable Development Goals.

At the input and output level, the ToC shows how Finland's support to Finnish CSOs (provided by the general public, by the private sector and by the MFA) enables them to carry out projects in their specific areas of expertise in partnership with CSOs in the target countries. For CSO₃ round, while projects may include issue-based advocacy in Finland as well as in a development context, they all contribute to capacity development of partner organisations, civil society more generally, as well as to direct beneficiaries.

Important common themes

Given the varied lines of action, contexts, time periods and assumptions of the 22 CSOs covered by the CSO PBS evaluation, the overarching ToC can serve only as broad description. Despite this variation, there are some important common threads in that all 22 CSOs:

- share a programme based approach
- have adopted result based management methods
- contribute to the higher outcomes and impacts expressed in the overall ToC.

It is also proposed that, given the scope and timeframe of the evaluation, and the experience from CSO1 and 2 rounds, the CSO3 evaluation and meta-analysis will focus on the lower part of the ToC (the inputs, outputs and outcomes). Thus the shorter and longer term outcomes will be the ‘impacts’ that the evaluation will aim to capture. These include especially the four areas covering: lives saved and disaster mitigated, an enabling environment for civil society, partner CSO capacities strengthened and Finnish citizens informed and supportive of development cooperation.

Assumptions

Both CSO1 and CSO2 contained a number of assumptions that would need to occur if the changes foreseen in the intervention logic were to happen. These have been refined into eight main assumptions for the aggregated ToC (Table 5). They are grouped according to the level in the ToC and are indicated in Figure 1 in the red hexagons. The order has been revised to make the numbering logical.

Table 5: Key Assumptions in the Overarching Theory of Change

Short to long term outcomes
A.1 - Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation;
A.2 - A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to community resilience, and is firmly rooted in local society where it is perceived as a form of social expression and solidarity, leading to a functional state and sustainable services;
Outputs to Short term Outcome
A.3 - Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support;
A.4 - A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values;
A.5 CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.
Inputs to Outputs
A.6 Long term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence MFA gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long term effort).
A.7 Finnish CSOs enable Finnish aid to reach the grassroots, particularly the vulnerable and socially excluded
A.8 Finnish CSOs develop their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland's bilateral, multilateral and private sector work. This may depend largely on the CSOs partners understanding of the wider, specific institutional and political context within which they work.

Source: Evaluation Team.

Figure 4: Theory of Change for CSO1, CSO2, CSO3

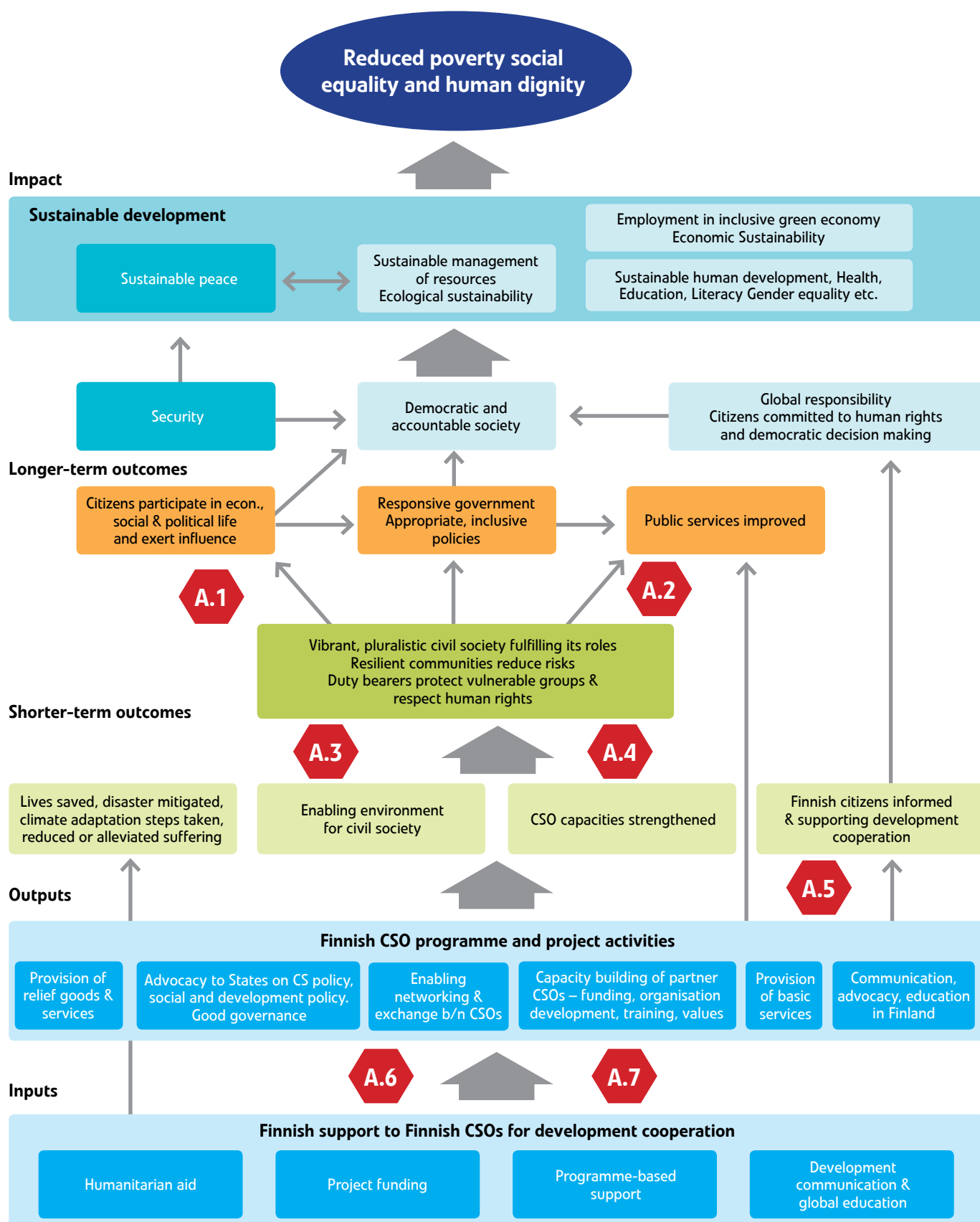


Table 6: Comparison of individual CSO Theories of Change with the generic CSO3 theory.

CSO	ToC available	CSO3 ToC	
		Areas of alignment	Areas of difference
SASK	Yes - from the 2015-17 programme period. Very broad terminology with limited explanation of the intermediate steps. There are no inputs, interventions, assumptions and intermediate outcomes indicated	Capacity building and advocacy are central activities; labour rights, safeguards (eg. decent pay, safe working environment) and social protection fit with HRBA outcomes, duty bearers protecting vulnerable, and more inclusive policies. SASK also works on the pathway to strengthen commitment of Finnish civil society – particularly trade unions – to support international development.	Focus on trade union and labour rights, which are specialised areas within CS and particularly related to private sector engagement. ToC is specific to the tri-partite ILO constituency of workers, employers and government, and is not easily aligned to the generic ToC ToC is termed as ‘actor-based’
Demo Finland	Used PCM/log frame approach in past but draft prepared in 2016 in alignment with NIMD its international partner – not yet applied. Includes two key assumptions. Each programme country is supposed to have its own ToC	Demo Finland falls under the long term democratic and accountable Fociety and responsive government (impact) which designs appropriate and inclusive policies (long term outcome). Also promotes development cooperation amongst Finnish politicians, so keeping citizens informed	Focus is on support for multi-party democracy, and engagement with duty bearers such as political parties and representatives. Less direct engagement with rights holders or with creating a vibrant civil society directly but indirectly through responsive policy formulation
DP	Unwritten ToC, underlying a matrix in the 2013-15 document where results are detailed. Pathways or assumptions yet to be explicit. But initial comments are that the matrix will be elaborated into a reconstructed ToC	Compatible in terms of promoting social equality and human dignity and global responsibility to human rights; and building a vibrant CS at outcome level, and also of MOs in Finland. Also it contributes to enabling environment and to networking, and advocacy	DP is not involved in provision of basic services or provision of relief goods and services and those pathways to change. Security issues and humanitarian aid operations are not part of the programme, although persons with disabilities are the most vulnerable in crisis situations as well.
FS	No explicit ToC yet – but two distinct pathways for health and education are elaborated. The intervention pathways of the members have been implicit and specific to them. The emerging ToC has so far been developed by the FS secretariat rather than by or with the members.	Project funding for provision of education and health services at grassroots level is aligned with service delivery pathway	Limited engagement with wider civil society or government through advocacy, networking or capacity building Limited advocacy in Finland other than through Swedish-speaking members’ organisations

CSO	ToC available	CSO3 ToC	
		Areas of alignment	Areas of difference
ISF	Yes from 2016-18 Programme plan. The ToC is generic and does not contain specific pathways of change, while ISF's activities are quite focused.	Close alignment around development project funding and capacity development. This links to strengthened civil society, sustainable development and reduced poverty. Alignment around awareness raising in Finnish society and global education	ISF appears to have less focus on networking and advocacy in developing countries. In Finland ISF is very active in campaigning and global education and it uses PBS funding for this purpose. Its emphasis on govt. policy and structures, and the enabling environment outcomes is less.
Umbrella	Kepa Basic ToC is a stakeholder and influence sphere map based on outcome mapping. But it does not fully reflect its pathway of change but describes more the actors within the different spheres of influence	A common overall goal. The main activities are aligned – advocacy, networking, capacity building. Building members' capacity especially in the policy arena. Kepa also capacitates its members in development cooperation and Kehys in EU funding.	The focus of the Umbrellas is in serving the member organisations' needs and in advocacy work in Finland and within EU rather than in the South. Kepa's programme does include activities in the South through supporting its partners in advocacy themes relevant to Kepa's strategy. Another aim is to feed lessons learnt from the cooperation in the South to Kepa's advocacy work and capacity development for its members. The focus is fundamentally political and there is no orientation towards direct provision of services.
	Kehys No explicit ToC. Advocacy, capacity development, dissemination and education all focus on the European Union and EU-institutions	The ToCs of Kepa and Kehys are quite concrete in the first layers, when working with their members, media and Finnish public, but there is a considerable distance between these activities and the ultimate impact in the form of reduction of poverty and inequality.	
Foundation	Abilis Yes, focusing on achievement of equality for people with disabilities using a triple track framework: 1) empowerment of persons with disabilities; 2) mainstreaming of disabilities; and 3) including disabilities into policy dialogues	They have compared their ToC with the generic CSO ToC and found strong consistency. Built around HRBA (focusing on persons with disabilities having equal rights)	As Foundations, all three give small grants to many CBOs, and their role is not to provide capacity building support As grassroots organisations, there is less engagement / advocacy with governments or wider civil society, though some partners do this work. Moderate advocacy in Finland though there is engagement with MFA
	KIOS Yes, focusing on realization of human rights at different levels supporting grantees to do advocacy, awareness raising and HR work	Also built around HRBA, and connections to wider human development	
	Siemenpuu ToC developed early 2017. Global environmental issues are addressed through civic engagement including local level	Aligns with advocacy (both in South and Finland), capacity building and funding of environmental development projects	

Source: Evaluation Team.

ANNEX 5: EVALUATION MATRIX

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

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

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

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
3.5 Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?	Presence of CCOs and HR aspects in budget and expenditure statements, staffing or activities	Interview Document review	Planning and reporting documents
3.6 How efficiently has the MFA managed the PBS?	Staffing levels over time Allocations v Expenditure Effectiveness of supervision procedures	Interview with MFA, especially CS Unit Document review	Previous evaluations Partnership meeting minutes
EQ4. Effectiveness: What are the achieved or likely results of the organisations especially in relation to the beneficiaries and how are they supporting the wider objectives of partner countries and Finland?			
4.1 Have actual outputs and outcomes matched intended targets? Are there unintended results? If targets are not yet reached, are they likely to reach them? How well can the CSO's outputs be linked to the outcomes?	Comparison b/n planned interventions and targets, % achievement of targets Details of unintended results Assessment of linkage / attribution	Past Evaluations, Progress Reports Direct observation (using purposive or random sampling) Interviews with beneficiaries	Annual/ quarterly results reports, synthesis reports, evaluations RBM analysis
4.2 To what extent has the CSO built the capacity of partner CSOs (overseas or in Finland) for delivering services or for advocacy?	Quantity and quality of delivered services by each partner across the evaluation period Quality of advocacy by partner CSOs % of funding devoted to capacity building activities Assumption A5 tested	Document review Direct observation of partner CSO Interviews with beneficiaries, opinion makers, duty bearers Press and media Email survey Spider web analysis	Capacity assessments Progress reports and evaluations Fieldwork with partner CSOs Media coverage
4.3 How well has the CSO succeeded in making a contribution towards Finnish development policy objectives, including the HRBA?	Comparison between Finnish policy priorities including HRBA and CSO reported outcomes	Document review Interviews with CSO and MFA	Policy reviews and evaluations Link between reports and CSO's theory of change
4.4 To what extent can the outputs and outcomes be attributed to PBS?	Comparison between programme and non-PBS results (before and after, with and without)	Document review CSO and partner CSO interviews Email survey	PBS agreements and minutes Progress reports Evaluations RBM analysis

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<p>4.5 Has the programme contributed to the achievement of CCOs (including gender equality, reduction of inequalities and promotion of climate sustainability)?</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>Evidence of changing attitudes to marginal groups, climate change and inequality amongst decision makers or duty bearers</p> <p>Assumption A7 tested</p>	<p>Document review</p> <p>Direct observation of partner CSO</p> <p>Interviews with marginalised / vulnerable groups</p>	<p>Gender reports</p> <p>Climate reports</p> <p>Human rights reports</p>
<p>EQ5. Impact: Is there evidence of impact of the CSO programmes in partner countries or Finland?</p>			
<p>5.1 To what extent have the outputs and outcomes <i>impacted</i> communities and civil societies, rights holders and beneficiaries of the partner countries or – in the case of UOs in particular – in Finland?</p>	<p>Evidence of wider impact based on direct or proxy indicators, contribution analysis</p> <p>Evidence of wider impact on CCOs</p> <p>Level of CSO's contribution to impact observed</p> <p>Assumption A1 tested</p>	<p>Document review</p> <p>Field interviews with ultimate stakeholder groups</p> <p>Media analysis</p>	<p>Evaluation reports</p> <p>Statistical data</p> <p>Other government or donor reports, media</p>
<p>EQ6. Sustainability: Will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?</p>			
<p>6.1 Will any identified achievements of the CSO (Including for CCOs) be sustainable in terms of economic, financial, institutional, socio-cultural and environmental aspects?</p>	<p>Extent to which results achieved persist after funding ends</p> <p>Extent (%) of complementary funding from other sources supporting results or objectives of the CSO</p> <p>Extent to which CSO guidance and implementation prioritise sustainability and handover</p> <p>Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored</p> <p>Assumption A2 tested</p>	<p>Document review</p> <p>Interviews with CSO and CSO partners, and other donors</p>	<p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p>

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
<p>6.2 Is there adequate ownership by partner organisations and at community level of the programme (in Finland and abroad)?</p>	<p>The extent that partner organisations lead or at least participate in decision processes</p> <p>The extent that beneficiary groups have participated in decisions during implementation</p> <p>The extent that partners take own initiatives to address problems; the extent that the Finnish CSO funding to partner organisations constitutes core support</p> <p>The extent that partners describe programme as theirs</p> <p>Assumption A4 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs and beneficiaries</p>	<p>CSO plans and strategies</p> <p>Meeting minutes</p> <p>Budget/funding reports</p>
<p>6.3 Has an exit strategy been developed and if so, how well is it being implemented?</p>	<p>Documentation of the implementation of an exit/sustainability strategy.</p> <p>Level of own fund raising</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p>
<p>6.4 Have partners established sound operational and financial practices likely to be able to attract other external support?</p>	<p>Level of adherence to norms for CSO operational / financial sustainability (permanent staffing, financial reserves, legal status, long term plans etc.)</p> <p>Assumption A3 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p> <p>Audit reports</p>

ANNEX 6: SUMMARY OF THE RBM SYSTEMS OF THE TEN CSOS

Abilis Foundation	
RBM system	<p>Abilis is a Foundation providing grants to very grass-root level groups of persons with disabilities. Abilis strategy towards 2021 gives the overall framework for the Foundation's management, concretized in three-year programme plans and annual country plans.</p> <p>The management approach may be described as HRBA-based (all operations and funding must be based on the Foundation's HR principles. Instead of programming operations, Abilis supports projects of grass-root level groups, based on their simple applications. Thereby, the approach is not as RBM-based as with most other CSOs.</p> <p>However, also Abilis has elements of RBM in its management approach including baseline studies, setting of indicators, risk management, and M&E processes. Since 2012 Abilis has developed HR indicators with its partners. Thereby, the focus of RBM is on human rights-related impacts among the beneficiary groups.</p>
Key tools	<p>Abilis has a rather comprehensive package of standardized tools including the following:</p> <ul style="list-style-type: none"> • Guidelines for internal processes (application processing and fund management, decision making, HRBA-guidelines, quality assurance, field visits, reporting) • Manuals for applicants (Project planning manual, Proposal writing manual, Reporting manual, Good governance manual, HRBA manual) • Templates and forms (application form, reporting forms, funding criteria, etc.) • Data base on projects <p>The manuals for applicants are very simple and illustrative (reflecting the low capacity and even illiteracy of the supported groups) and are provided in key languages of Abilis's partners.</p>
Planning	<p>Planning is based on Abilis strategy towards 2021. Programme plans are prepared for three years, and rough operational plans for each country annually.</p> <p>As Abilis is a Foundation, programmatic planning means mainly strategic guidance on selection of partner countries and defining principles for funding; these principles are strongly HR-based.</p> <p>Abilis has facilitators in each country; the facilitators provide training on project planning and management and support the applicants to prepare project proposals as needed. Project planning is made by the applicants, simple templates are used for presenting the plans.</p> <p>Rough baselines are set for projects to enable assessment of results; baselines describe especially the HR situation of the beneficiaries during the planning process. Country profile papers provide baselines at country level.</p>

<p>Monitoring and reporting</p>	<p>Monitoring covers both applicants' own monitoring and reporting as well as field visits by the country facilitators (pre-appraisal visit and field visits during implementation), visits are reported using standardised forms.</p> <p>Monitoring has a strong HR focus: how the beneficiary organisations and individuals have been empowered? The approach includes pre- and post-project questionnaires whereby the individual beneficiaries may report their experiences. This process itself has been found to be an empowering process.</p> <p>All M&E data is stored in Abilis's project data base.</p> <p>In addition, Abilis HQ officers conduct regular monitoring visits, covering about 80–90 projects each year.</p> <p>The indicator development work is now starting to produce results: the reports from 2015 onwards have included some aggregated results data.</p> <p>Reporting is based on the size of the project; less than 2500 euro projects produce a final report, over 2500 euro projects mid-term and final reports. Projects are reporting with the formats provided by Abilis.</p>
<p>Evaluations</p>	<p>An external evaluation in 2015 covered the grant making mechanism at the global level as well as three countries (Cambodia, Ethiopia and Vietnam as case studies).</p> <p>Management responses are prepared for evaluations</p> <p>In addition, evaluative processes are often conducted internally:</p> <ul style="list-style-type: none"> • Grantees self-asses their projects in the final report (form includes a set of questions) • Country facilitators conduct individual interviews to project participants (persons with disabilities) on personal results and self-evaluate their overall grant-making activities. In addition, the research and development manager conducts thematic and country-specific internal evaluations on different aspects of the grant-making process. <p>Finalised projects are visited during HQ monitoring trips, focus being on sustainability issues.</p> <p>The recent indicator development has already enabled better assessment of impacts and results.</p>
<p>Processing of M&E findings</p>	<p>Findings from monitoring are processed rather systematically: after each monitoring trip, a travel report is submitted to the Board, travel presentation sessions are arranged at the HQ, management meetings discuss the findings, and partner seminars are arranged regularly.</p> <p>Findings from evaluations are processed by the HQ and discussed at the Board. Abilis sees evaluations as a tool for learning from good practices and lessons learnt, the aim being improvement of its grant making.</p>

Demo Finland	
RBM system	<p>Until now, Demo Finland has applied the PCM/LFA methodology as its management approach. Altogether, Demo Finland's Planning, Monitoring and Evaluation (PME) approach has been based on the following key principles:</p> <ul style="list-style-type: none"> • Local ownership and participatory planning • HRBA and inclusion • Dialogue to create trust • Impartiality; Demo Finland as a neutral facilitator • Transparency • Flexibility • Long term engagement <p>During 2016 the whole PME system will be revised and the Theory of Change model (developed with Demo Finland's Dutch consortium partner NIMD) with outcomes and intermediate result setting will be applied. The change is expected to strengthen RBM with stronger indicators and clear baselines. Learning through evidence on results will be at the core of the new approach.</p> <p>Risk management is also part of Demo Finland's RBM mechanisms</p>
Key tools	<p>Demo Finland has a comprehensive set of tools:</p> <ul style="list-style-type: none"> • PCM- and LFA-based Project Manual, including guiding principles and tools for PME (including risk management) as well as standard formats for planning and reporting. The manual includes also numerous links to relevant more detailed guidelines and manuals covering a wide spectre of themes (management tools, Demo Finland's substance areas). The manual includes both programme- and project-level tools. • Financial guidelines for all partners • Political and organisational scan tools • Some substance-related toolkits <p>Starting 2016, the new Project Manual and M&E Framework is applied. A new manual includes indicators and indicator reference sheets as well as a toolkit for data collection.</p> <p>Depending on the donor, various guidelines of donors are applied as well.</p>
Planning	<p>Demo Finland's present programme 2016–2018 is based on Demo Finland Strategy for 2016–2021, prepared through a participatory planning exercise. The programme provides the overall framework for management and PME. The strategic goal is exact: Strengthening multiparty system, whereby the focus of operations is also clear.</p> <p>Project design is made through a participatory process with partners, and in the case of Tunis and Myanmar, also with the consortium partner NIMD, applying its tools. Due to the nature of Demo Finland's scope (strengthening democracy), the Theory of Change -approach has been found to be the relevant model for Demo Finland's RBM as it provides necessary flexibility while focusing on outcomes and results.</p> <p>Project plans are presented applying standard forms.</p>

Monitoring and reporting	<p>For monitoring, specific indicators are set for each outcome and intermediate results, and data collection methods and frequency are defined as well. The standard reporting includes the following:</p> <ul style="list-style-type: none"> • Partner or country team reports the progress on quarterly basis and summarizes the results in annual reports. • At outcome / specific objective –level monitoring is conducted normally after three years of implementation. <p>Demo Finland’s own staff and board members conduct regular monitoring visits to the programme countries, and based on findings, facilitate revision of plans.</p>
Evaluations	<p>All projects are evaluated at least once during two consecutive programme periods. In 2015, project evaluations in Tanzania and Zambia were conducted, providing guidance for the preparation of the 2016-2018 Programme.</p> <p>Joint evaluations (with NIMD) are carried out in consortium projects. For example, a MTE will be conducted for the 5-year Myanmar in year 3, and a final evaluation at the end of the project.</p> <p>In addition, programme evaluations will be conducted at the end of each programme period (unless commissioned by other party, e.g. by MFA in 2016).</p>
Processing of M&E findings	<p>The findings and best practices of work with gender equality and female participation in politics have been collected into a specific toolkit, and another toolkit will be prepared on best practices of parties’ internal and external working methods.</p> <p>Monitoring results are discussed in Demo Finland’s Board for guidance of the Demo Finland team.</p> <p>The results of evaluations are discussed jointly with the partners, as well as within Demo Board. The results are used either for improvement of the on-going projects, or planning of new ones, especially for sharing of best practices.</p>
Disability Partnership Finland (DP)	
RBM system	<p>For the programme 2016–2021, DP has created a RBM system that is based on Logical Framework approach but includes also mechanisms for process management and borrows elements from other methods, especially outcome mapping. Like with Abilis, the strategic approach is based on human rights. Thereby, the results-focused approach is supported with focus on quality and HOW things are done.</p> <p>Outcome monitoring is based on results indicators (what?), but DP’s planning, monitoring, evaluation and learning and risk mitigation (PMELR) system also focuses on internal and external systems and processes (how?). The focus of the PMELR is to ensure learning within the organisation and between projects.</p> <p>The development of the comprehensive RBM system was started in 2014, and is still in the process. Thereby, the programme 2013–2015 did not yet fully apply RBM.</p> <p>To summarize, DP’s PMERL system is defined by the following elements:</p> <ul style="list-style-type: none"> Learning loop for analyzing the results of M&E Self-evaluations and when need arises, external evaluations Integrated risk analysis and mitigation Outcome monitoring against programme and project Logframes Internal management systems Monitoring of external risks and risk mitigation.

Key tools	<p>For programme-level management, DP has the following set of tools:</p> <ul style="list-style-type: none"> • Three year plan • PMELR manual (new) • Three-year outcome monitoring plan • Monitoring matrix for internal and external systems and processes • Three-year communication plan • At project level, the following RBM-related manuals and guidelines are used: • Project Manual (PCM processes, LFA-based planning and M&E tools, management and administration processes) • PMELR manual describing DFP's monitoring mechanisms
Planning	<p>All operations must support DP's vision and mission.</p> <p>Programmatic objectives are based on DP's own strategy and partners' (both Southern and member organisations) priorities.</p> <p>The Programme Document defines the operations under 5 outcomes which each have 1–4 outputs. A programme-level logical framework is prepared to provide the base for PMELR.</p> <p>At project level, planning is executed mainly by the Southern partners. The aim is to use the tools described in the Project Manual, but some flexibility is allowed to use also partners' own procedures. Participation with stakeholders is emphasized, and DP's officers support planning as per need, e.g. as facilitators.</p>
Monitoring and reporting	<p>Monitoring and reporting from projects is conducted against the project plans and their Logframes.</p> <p>Projects report against programme outputs and collect data for relevant outcome and output indicators selected from the programme Logframe, thereby providing data for programme-level monitoring.</p> <p>Projects report to DP annually (member organisations receive also quarterly or 6-month reports), based on the M&E plan attached to each project plan.</p> <p>Summaries of a) best practices and achievements of projects, and b) projects' contributions to achieving the programme objectives are compiled annually into one document which links the project and programme levels.</p> <p>At project level, M&E plan and reporting forms guide the reporting. Regular self-assessments are encouraged.</p>
Evaluations	<p>DP made in 2014 a decision to avoid unnecessary external evaluations. It was found out that external evaluations lack expertise on the specific substance of disabilities whereby external evaluations did not sufficiently produce useful results. Now, evaluative processes are based mainly on systematic self-assessments.</p> <p>However, when need arises, also external evaluations will be conducted, especially to support strategic planning.</p>
Processing of M&E findings	<p>The findings of M&E are shared with the Board and steering group annually and after each evaluation. Southern partners have access to all documents through Sharepoint. They also receive feedback from the programme team.</p> <p>Each project has to produce a M&E plan as part of the Project Document. This forms the base for both internal self-assessments as well as for the possible external evaluation.</p>

Frikyrklig Samverkan FS rf – Frikyrklig Samverkan Global (FS Global)

RBM system	<p>For FS Global, the organisation’s background creates somewhat complicated challenge for RBM: FS Global is an Umbrella organisation of six member organisations (MO), i.e. Swedish speaking evangelical free church denominations in Finland. Thereby, FS Global has mainly a coordinating role while the partnership agreements are signed between the MOs and the southern partners. Thereby, execution of RBM is depending on FS Global itself, but at project level to a great extent also on MOs and their partners. However, the PCM and LFA -based mechanisms developed with MOs are applied by all partners.</p> <p>The methodology applied for RBM is LFA both at programme and project levels. The programme plan includes a Logframe matrix while objectives and indicators are given in project plans as narratives. LFA is applied in all phases of the project cycle: project preparation, planning, implementation and M&E.</p>
Key tools	<p>FS Global’s key RBM tools (in English and Swedish) include the following:</p> <ul style="list-style-type: none"> • FSGlobal Project Manual which covers all phases of the project cycle • Templates for project plans, budgets, reports, audits and agreements
Planning	<p>FS Global’s projects focus on two main themes: Education and Health. This gives the strategic focus for the Programme. In practice, programme-level planning is conducted by compiling the individual projects under the Programme Umbrella. Thereby, the Programme plan is a summary of the individual projects of the MOs and their partners; programmatic Logframes are developed for the two key themes. In addition, all projects must fulfil the core values of FSG.</p> <p>At project level, the Project Manual directs the planning processes and includes instructions for conducting baseline surveys, preparation of project plans and proposals, project administration as well as for monitoring and reporting. The Southern partner has the main responsibility and participatory planning is promoted with the actual beneficiaries. Close collaboration with the Finnish MO is emphasized. FS Global provides guidance as per need.</p>
Monitoring and reporting	<p>The reporting processes are described in the Project Manual and templates for both narrative and financial reports are available.</p> <p>Projects report quarterly, annually and a final report is prepared in the end of the project.</p> <p>FSGlobal compiles the Programme-level annual reports from the information provided by project reporting.</p> <p>Monitoring visits (typically with MO representatives) are conducted annually to each project.</p>
Evaluations	<p>1–2 projects are evaluated externally annually. The evaluation function is described in the Swedish manual that caters to personnel and volunteers in Finland, and it is also mentioned in the project agreement that is signed by FS/MO and the partner organisation.</p>
Processing of M&E findings	<p>The findings made during the monitoring trips as well as the monitoring reports are discussed in each member organisation as well in FS Global HQ for reviewing the progress and identification of issues requiring remedial actions.</p> <p>At the end of evaluations, an evaluation meeting is conducted with the evaluator to discuss and share the key findings and agree upon actions to be decided upon.</p> <p>Experiences and results of projects are also used for dissemination purposes, targeting mainly MOs.</p>

Kehys – The Finnish NGDO Platform to the EU	
RBM system	<p>As Kehys is not an actual development cooperation organisation but a platform for Finnish CSOs' advocacy and networking within EU circles, the issue of RBM differs from the other CSOs. However, also in Kehys the management has elements of RBM:</p> <ul style="list-style-type: none"> • Kehys strategy forms the base for the multiannual Programme Plan which includes the objectives, results and indicators for the programme. • Annual plans are based on the same structure as the Programme Plan. • Also staff work plans reflect the same structure. • An activity monitoring tool is applied for monitoring of progress towards set objectives and results. • All plans (including staff work plans) are derived from the overall strategy of Kehys. <p>The RBM system applied is based on the LFA approach whereby objectives with indicators are set at different levels.</p>
Key tools	<p>The key RBM-related tools include the following:</p> <ul style="list-style-type: none"> • Kehys Strategy (2015-2018) and Programme plan (2013-2015) as long term guiding documents • Annual implementation plan, annual work matrix and staff work plans provide the short-term frame for RBM • Activity monitoring tool (matrix)
Planning	<p>Programme plan is set by Kehys' Board and is based on the strategy. The planning process involves consultations with member organisations and other stakeholders, including CSO networks within EU.</p>
Monitoring and reporting	<p>Kehys has been developing a monitoring tool for data collection, using the Programme plan indicators from 2016 onwards. The tool is used for annual reporting and includes both quantitative and qualitative elements.</p> <p>Annual reporting is the main reporting process; from 2016 progress will be reported against respective annual targets. Quarterly reports are also prepared for the Board.</p>
Evaluations	<p>Kehys was subject to an organisation-wide external evaluation in 2008–2009.</p> <p>Self-guided evaluations/reviews are the main method for evaluative processes and are conducted for preparation of new strategy/programme periods. The self-evaluations/reviews involve consultations with member organisations.</p> <p>A thesis work has also been conducted on the operationalization of the current strategy, looking at the processes and mechanisms between drafting the strategy and actual implementation.</p> <p>A continuous external evaluation process will be launched in 2016 for the current Programme.</p>
Processing of M&E findings	<p>Results data from the activity monitoring tool is used for learning and accountability:</p> <ul style="list-style-type: none"> • The data feeds into quarterly action reports to Kehys' Board. • Data is used as background for the bi-annual planning meetings at the secretariat; thereby it guides the operations of the on-going annual plan and preparations for the next annual plan. • Findings are then summarized for the Annual Implementation Report and MFA's report.

Kepa	
RBM system	<p>Kepa as a CSO network differs from the other CSOs funded under the Partnership Programme. At programme-level, Kepa has adapted elements of Outcome Mapping method for its management approach. In actual operations, both Outcome Mapping and LFA are applied. Outcome mapping has its focus especially on the stakeholders (Boundary partners) and desired changes in the behavior, relationships and/or actions of the boundary partners. Progress markers function to some extent as indicators. The goal is to improve flexibility of the programme while ensuring sufficient systemacy in planning and management and enabling monitoring of change.</p> <p>The management framework of Kepa has four key elements: 1) One Global Programme; 2) Planning, monitoring and evaluation system (PME) including also budgeting and financial monitoring; 3) Team based organisational structure; and 4) Risk management.</p> <p>Kepa’s organisational structure at HQ is based on teams while country and regional offices have structures based on line management. This is reflected in RBM through defined team agreements and job descriptions, based on the basic tasks set for the teams within the framework of Kepa’s overall objectives and activities.</p> <p>The highest decision making body is the Annual General Meeting (AGM) with the over 300 Member organisations (MO) twice a year. It approves the annual plans and reports and drafts the overall strategy. The AGM elects the Board that engages in strategic management and supervision of Kepa.</p>
Key tools	<p>Kepa has a set of RBM-related guidelines including the following:</p> <ul style="list-style-type: none"> • Management Charter and Financial and Budget Regulations • Guidelines for Planning, Monitoring and Evaluation in Kepa. The system is structured around the Outcome challenges. • Partnership process description • Programme Monitoring Plan <p>Other tools include e.g. the following:</p> <ul style="list-style-type: none"> • Central Desktop –tool functioning as a comprehensive database (plans, reports, budgets, etc.); through the Central Desktop all staff have access to any relevant documentation. The system is structure around the Outcome challenges. • Templates for operational planning and reporting • Financial management tools • Monitoring data collection system • Team agreements and job descriptions

<p>Planning</p>	<p>Kepa’s mission statement and values and the 6-year strategy form the basis for Kepa’s strategic planning. The present strategy 2012-2017 was prepared through a consultative process with member organisations (MOs), MFA and various interest groups. The preparatory process included self-assessment of the previous strategy as well as analyses of the operating environment. The strategy was updated in 2014. The strategy is operationalized through three-year programmes which focus on Kepa’s three key areas:</p> <ul style="list-style-type: none"> • Influencing political decision-making, • Influencing public, • Strengthening capacity of MOs. <p>Objectives for the three areas are defined as Outcome Challenges Breakdown into more detailed outputs is not done whereby operational planning is rather activity-based. However, all activities must contribute towards the OCs.</p> <p>Since Kepa started to apply the Outcome Mapping method, a key element in planning has been identification of the “boundary partners”, i.e. stakeholders crucial towards long term objectives (OCs) and whom Kepa aims at influencing. This actor-oriented approach lays the Foundation for monitoring Kepa’s results.</p> <p>In addition to the 3-year work plans, annual action plans are prepared. At operational level, teams and offices define annually key priorities and activities that contribute to OCs, and more detailed planning is done for 6-month periods.</p> <p>To strengthen RBM, for the programme 2016–2018, targets will be integrated to the monitoring plan. Number of quantitative and qualitative indicators will also be set for accountability needs.</p>
<p>Monitoring and reporting</p>	<p>At operational level, teams and country offices report quarterly and annually against the OCs and action plans. Assessment against the Progress Markers and indicators for the strategy are documented in the quarterly reports. Qualitative feedback collection is encouraged. Financial monitoring is linked to the narrative reporting.</p> <p>Monitoring and reporting by the teams and offices enable performance monitoring by the Management team and function as an internal learning process for the teams and offices themselves. For results monitoring Kepa applies the simple approach proposed by Max Peberdy: 1) Have we done what was planned; 2) Did it make any change; 3) Did we do the right things in the right way? In practice, reporting is done in the reporting template by assessing the progress and achievements against the OCs and Progress Markers divided by Boundary Partners. Another important element of monitoring is collection of feedback from the MOs.</p> <p>The findings from the operational level are processed to the Programme-level into short annual Programme reports. Six “super-indicators” with sub-indicators are defined for the strategy level and are discussed in the Board and with the teams. However, as these indicators provide only limited information, narrative reporting on learning is considered more important.</p> <p>Kepa has prepared also a results matrix for MFA.</p> <p>The findings from the operational level are processed to the programme level into short annual Programme Reports. Six “super-indicators” with sub-indicators are defined for the programme level and are discussed in the Board and with the teams. However, as these indicators provide only limited information, narrative reporting on learning is considered more important.</p> <p>Kepa has prepared also a results matrix for MFA.</p>

Evaluations	<p>As Kepa was last time evaluated in 2005, Kepa has been requesting MFA to conduct a new evaluation. Due to the present CSO evaluation, new evaluation process is on hold.</p> <p>Altogether, Kepa has not applied external evaluations systematically at programme level. Some evaluative processes are conducted (e.g. MO surveys, external assessment of advocacy work, client satisfaction surveys on World Village Festival and Kepa’s communication channels) and some background surveys are planned to be conducted for the new strategy preparation process.</p> <p>Instead of external evaluations, Kepa tries to apply a culture of learning organisation with constant reflections against the three questions of Max Peberdy (see the row above). The Outcome Mapping approach is considered as a relevant tool for this.</p>
Processing of M&E findings	<p>As noted above, M&E findings are dealt with especially at team/office levels for self-learning, i.e. for identifying issues requiring improvement and for planning. Quarterly meetings are held between teams and their respective manager to assess progress against plans. Twice a year the progress is assessed at the organisational level in internal evaluation and reflection meetings through the structure of OCs crossing teams and offices.</p> <p>The “super-indicators” are used for reviews at management and Board level.</p> <p>As RBM is considered as a management approach, the processing of monitoring data is seen as a continuous dialogue process within and between the teams and between teams and management.</p> <p>Dissemination of results information, best practices, etc. to MOs is an important part of processing of the M&E findings. The target is on one hand to promote best practices, and on the other hand, to get feedback from the MOs.</p> <p>As policy work and communication with public are among Kepa’s four key action areas, findings are used also for dissemination as well as for policy work.</p>
KIOS Foundation (The Finnish NGO Foundation for Human Rights KIOS)	
RBM system	<p>As KIOS is a Foundation established by 11 Finnish CSOs, focusing on human rights (HR) work, its RBM challenges differs to a great extent from the other CSOs funded under the partnership framework. The challenge on RBM is even more complicated as KIOS is providing both project and core funding.</p> <p>At the level of funded projects/operations, the management system consists of applications (which function as project plans), funding and financial management systems, and reporting mechanisms. These are guided by related guidelines (see below).</p> <p>For KIOS itself, RBM is especially about fund management within its strategic framework (support to HR work). Thereby, the RBM system is built mainly for processing funding applications and for fund management. KIOS strategy defines the general principles and values, and country strategies provide the rough framework for country-level strategies.</p> <p>The RBM method applied is roughly based on LFA; in the application template, each project must state its beneficiaries, objectives and activities as well as sustainability analysis in their applications. Usage of indicators is recommended but not obligatory.</p>
Key tools	<p>Key RBM-related tools of KIOS include the following:</p> <ul style="list-style-type: none"> • KIOS Strategy Document 2011-2015 • KIOS Application Guide and application forms • KIOS Project Management and Reporting Guide and reporting forms • Application assessment criteria and template • KIOS budgeting and financial management tools <p>The Programme plan and specific country profiles and strategies provide strategic background for KIOS’s management.</p>

Planning	<p>The mission and strategy of KIOS provides the general scope for the Foundation' operations. Within this background, the Board of KIOS is responsible for strategic planning.</p> <p>At operational level, KIOS has defined the partner countries as well as defined the rules of funding in the strategy as well as in the operational guidelines (see above). Applicants are responsible for planning, guided by the guidelines. As KIOS is able to fund only about 10 % of applications, application review process is the key planning exercise. Simple application and application review templates support this process. The portfolio of projects is thereby depending on the applications submitted.</p>
Monitoring and reporting	<p>Projects Report based on the instructions given in the KIOS Project Management and Reporting Guide. Short narrative reports are prepared, with some focus on results, for financial reporting clear templates are provided.</p> <p>KIOS's coordinators also conduct monitoring trips to projects to enable reviews and discussions with the partners. Reports with recommendations are prepared after each field trip.</p> <p>KIOS itself prepares narrative annual reports which are used both for the Board and for MFA.</p>
Evaluations	<p>KIOS has conducted some evaluations on projects supported by the Foundation.</p>
Processing of M&E findings	<p>Through monitoring and reporting, KIOS aims at ensuring that project partners conduct systematic monitoring for their own learning.</p> <p>The secondary aim of M&E is to ensure that projects are implemented with good governance and get information from projects on the results and progress for identifying issues requiring action from KIOS.</p> <p>The findings of evaluations are discussed at KIOS Board and are used for future planning. However, the partners have the main responsibility for making the recommendations into actions.</p> <p>Internal reviews of the HR situation in the partner countries is an important part of KIOS's planning.</p>

SASK (Trade Union Solidarity Centre of Finland)

RBM system	<p>SASK has been a programme organisation since 2006 and applied LFA-type planning and monitoring at project and programme levels. 2015 is the first year when SASK has started to develop a more systematic programmatic RBM system.</p> <p>At programme level SASK applies now theory of change and pathway of change approaches. In global education, results chain is applied.</p> <p>Altogether, RBM in SASK is based on SASK's strategy cycle, where the base is laid by the 5-year strategies. Based on it, regional, personnel and communication strategies are developed. The MFA programme is basically a 3-year plan based on the strategy. Now a new strategy process is on-going, and SASK aims at developing into a more objectives and results-oriented strategy than the present one.</p> <p>Basically, programmatic RBM is conducted through the programme cycle, i.e. programme formulation (strategy laying the grounds for the programme), programme review towards the end of the programme period, annual operational planning, annual operational reviews, combined with financial planning and monitoring, risk management and internal audits.</p> <p>At project level, the typical project cycle is applied.</p> <p>With the new processes and guidelines now under preparation, SASK aims at more systematic planning with defined indicators and baselines (some common for all projects), and thereby easier aggregation of results for programme level management.</p> <p>In the past, management has consisted of various systems and approaches, not all harmonized and synchronized. Now the aim is to develop a more holistic management system applying the RBM approach.</p>
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Key tools	<p>The RBM-related tools of SASK include the following:</p> <p>Different levels of plans: Strategic plans (SASK’s Statutes, Strategy (present 2012-2016), Regional strategies); Programme Plan (present 2015-2017); annual plans, Project plans (prepared by the partners)</p> <p>Set of guidelines and manuals:</p> <ul style="list-style-type: none"> • Project planning and reporting guidelines (for partners) • Project appraisal form for assessing the relevance and quality of project proposals • Project management guideline (to be replaced with a new one in the near future; the new guideline will cover both project and Programme levels) • Various administrative and management guidelines • Set of planning and reporting guidelines and templates • Evaluation guidelines <p>To support management, SASK has a project management system IRMA. It is the key data management tool and used to collect, collate, synthesize and analyze the performance of the programme on the basis of data provided by the projects.</p>
Planning	<p>The statutes form the base for strategic planning and the strategy to programmatic planning. Programme planning is also based on the situation regarding operational environment in Finland (interests and priorities of the member organisations (MOs)), needs and priorities of the Southern partners, priorities of other international partners, as well as MFA’s policies. SASK Board oversees the strategy process, the final strategy being approved by the General Meeting.</p> <p>The Programme plan is concretised in country level plans which are made based on the regional strategies. These strategies are derived from country stakeholders’ priorities and aligned with Programme objectives and SASK strategy.</p> <p>Regarding projects, partners are responsible for project planning, including setting of objectives and indicators. About 2/3 of funding is channelled through Global Union Federations, about 1/3 is used for bilateral projects. In general, the Global Federations are more capacitated for RBM than the bilateral partners who require more planning support from SASK. Each project has to be in line with the programme’s objectives; to ensure this SAKS representatives often participate in the planning processes (but do not manage the process).</p> <p>The new improved guidelines are expected to somewhat harmonize the planning processes. For example, more attention will be paid on setting of Indicators with baselines.</p>
Monitoring and reporting	<p>At project level, monitoring focuses on comparing implemented activities and spending against work plans and budgets. Annual and mid-term reports, supported by monitoring by SASK’s own staff form the base for monitoring.</p> <p>At programme level, monitoring has focused on Programme-level implementation and financial monitoring, based on compiled information from the projects. Annual report submitted to MFA is based on this information. By now, the process has been rather activity- and input-based. However, with the new systems now developed, more focus will be laid on results monitoring.</p>
Evaluations	<p>External project evaluations are conducted according to a set schedule (end of project, end of two project cycles if cooperation is planned to continue, at points when focus of cooperation is to change significantly). SASK’s evaluation guidelines provide some guidance to evaluation.</p> <p>Internal project reviews are also conducted by the partners, responsible SASK staff participating in the reviews. These reviews are more carried out according to the priorities and schedules of the partners.</p> <p>The programme itself has not been subject to evaluation earlier, but now an external Programme evaluation is being conducted, findings are expected to be available in mid-April.</p>

Processing of M&E findings	<p>At project level, M&E findings are used to improve or redirect project focus or operations. Findings are discussed with partners as well as within SASK's management team to guide future planning. In case of serious problems, funding may be closed or redirected.</p> <p>End-of-project evaluations are used for planning of the next phase of the project, or for preparation of new projects. However, the processes are not very systematic.</p> <p>Results data and case stories are used also for wider dissemination among the MOs and public.</p>
Siemenpuu Foundation	
RBM system	<p>As also Siemenpuu is a Foundation, its RBM approach differs somewhat from the CSOs who themselves are implementing partners of projects. The focus is on fund management whereas the programmatic approach is defined mainly in the organisation's principles and funding criteria, i.e. approved projects must fulfil the criteria defined for funding. Altogether, the key elements of Siemenpuu's RBM system includes the following:</p> <ul style="list-style-type: none"> • Siemenpuu's Charter with its by-laws and the Long term Action Plan (LTAP) set the strategic objectives and operation modes for Siemenpuu's Programme management. • The multi-year operational plan (current one 2016-2018) is a generic document defining the key principles applied in the Programme. Rough strategic objectives (without indicators) are given for the thematic focus areas. • Siemenpuu's project management cycle forms the key level for RBM and is defined by key phases of the project cycle and requirements and procedures set for project applicants. <p>Siemenpuu has identified the need to develop its RBM systems and the organisation is currently reviewing and developing the systems into a more coherent one.</p> <p>For RBM, the key levels of management are the Council which provides strategic guidance and approves the strategies and key documents. The Executive Board provides more hand-on management, i.e. approves the annual and long term targets and provides management guidance. The Office is responsible for implementation, including M&E and reporting. Eight working groups give guidance on thematic issues.</p> <p>Siemenpuu Foundation applies in its RBM a combination of LFA, Results Chain and Outcome Mapping approaches.</p>
Key tools	<p>Key RBM-related tools include the following:</p> <ul style="list-style-type: none"> • Project administration process matrix • Database for project management (internal + partly open for partners to be used for reporting and peer learning) • Project concept paper and application forms • Forms for assessment of applications • Manual for financial management • Progress report form for applicants and internal form for assessment of reporting • Final report form for applicants and internal form for assessment of the report • Guidelines for monitoring trips <p>Other tools include the by-laws, management regulations, guidelines on best practices and various policy documents and communications principles.</p>

Planning	<p>Siemenpuu Foundation Charter approved by the 15 founding partners of Siemenpuu sets the strategic frame for the organisation. Programmatic objectives are defined in the Long term Action Plan (present 2016-2021) and slightly more concretely in the multi-year plan (2016–2018) and concretized in annual plans.</p> <p>The projects are selected through calls for proposals, using the Foundation’s key objectives and criteria as selection tools. The application process is two-step: First Concept Papers are submitted, and based on their review, relevant projects are asked to submit the more detailed applications. Findings from past projects and evaluations are used for developing the calls for proposals.</p> <p>Regarding projects, the applicants are responsible for planning, based on the guidelines given in the application form. Siemenpuu guides the partners to set the results targets when needed. In practice, applications function as project plans. The application form includes statements of objectives and results. A question on indicators is also included, but not in the Logframe matrix style.</p>
Monitoring and reporting	<p>The applicants monitor the projects with their own systems. Reporting to Siemenpuu is conducted with the Foundation’s standard forms (Annual Progress Reports and Final Reports). At Siemenpuu, the reports are reviewed based on internal assessment templates.</p> <p>In Siemenpuu’s annual reports, data from Annual Reports and Final Reports is processed in Siemenpuu’s Annual Report. At the moment, Siemenpuu is in a process to develop some aggregated indicators for cluster (thematic) level results reporting.</p> <p>Monitoring trips to projects by Siemenpuu staff are also conducted. Short mission reports with key findings and recommendations are prepared.</p>
Evaluations	<p>All clusters of projects (thematic programmes) are evaluated approximately every 5 years. Occasionally, also project evaluations are conducted. Evaluations include external and self-evaluation processes. In addition, partners are encouraged to carry out their own self-evaluations and external evaluations. M&E plans are requested to be included in the applications (not an obligatory element of the application).</p> <p>A Programme-level evaluation is planned for 2016-2017 to guide the preparation of the next multi-year plan. Siemenpuu’s book series was evaluated in 2015.</p>
Processing of M&E findings	<p>Findings from project M&E is first of all aimed to be used by the projects themselves for internal learning. At Siemenpuu, reports are reviewed using the report assessment templates, and based on the findings, guidance is given to the projects.</p> <p>At Siemenpuu, results data is collected in the reporting at project, cluster and Programme levels. M&E findings are used for development of the project cycle and guidance, calls for proposals as well as for substance-related developments at cluster level. In general, results feed to Programme planning. To support programming, Siemenpuu tries now to develop some aggregated indicators for more cohesive assessment of results.</p>

Solidaarisuus / The International Solidarity Foundation (ISF)

<p>RBM system</p>	<p>ISF's RBM methodology is based on LFA, including also some elements of the Outcome Mapping and Results Chain approaches. For defining the programme vision and purpose, a theory of change is developed, and Outcome Mapping approach is applied by the use of testimonies in measuring attitude changes.</p> <p>The RBM system includes the following elements:</p> <ul style="list-style-type: none"> • The base for RBM is stated in the ISF Strategy (present 2012–2016); the programme and all projects must be in line with the mission. • In practice, ISF's programme is made of projects supported by ISF, whereby the programme (present 2016-2018) may be seen as an Umbrella framework for the projects. ISF has a clear scope for its programme consisting of two thematic programmes focusing work and livelihood (especially small-scale entrepreneurship in communities) and improvement of women's rights, whereby the programmatic focus is clear. The Programme Plan defines the programmatic objectives and indicators, concretized in LFA-based Programme Monitoring Matrixes (one for livelihood development, the other one for women's rights). The matrixes are updated always when a new project is planned. • ISF selects its partners through open or restricted calls for partnerships/projects. The selection is made using a set of selection criteria. At project level, the partners have the main responsibility for planning. Projects are implemented through a typical project cycle management process, and LFA is applied as the RBM method. • ISF emphasizes also the importance of the experienced Programme Team and continuous field presence as part of the RBM system. In addition to the Helsinki headquarters, the Programme Team includes three country/regional managers based in the field. In addition, locally hired monitoring officers facilitate the partners' work and guide their monitoring and reporting. • Long term cooperation commitments are also seen as important for RBM: through long term partnerships the partners capacities are strengthened. ISF provides systematic capacity building for its partners, covering also RBM. • Risk management is also an important element of the RBM system. It is conducted through monitoring of the changes in the operating environment by the country/regional managers, through visits to projects, through audits, security reviews, etc. However, the project plans do neither include specific risk matrixes nor risk mitigation plans.
<p>Key tools</p>	<p>ISF's key tools for RBM include the following:</p> <ul style="list-style-type: none"> • Programme Manual (2011); a comprehensive manual describing ISF's approaches for PCM and LFA. The manual includes also templates for the project plans, monitoring plans, work plans and budgets as well as for quarterly and annual reports. • ISF administrative and finance management regulations • Programme Document

Planning

The ISF Strategy and the Programme plan set the programmatic base for ISF's work while the concrete content is formed by the several projects supported by ISF. For programme level planning, ISF analyses the lessons learnt through previous projects and conducts additional situation analyses. Another key element of programmatic planning is the selection of partners (mainly NGOs and cooperatives from the partner countries): this is done through open or restricted calls for proposals, proposals being screened through ISF's selection criteria.

The partners are responsible for and have the lead in planning and implementation of projects, ISF providing support and guidance as needed. Each project has to be compatible with ISF's goals and Programme. Participatory planning with beneficiaries is emphasized in ISF's approach.

ISF does not expect to receive ready-made project plans. Instead, detailed project planning is conducted after selection of the partner, based on a separate plan for the planning phase. Capacity development on planning is provided for the partners as needed. To summarize, the project planning process includes the following:

- Preparation of the plan for the planning phase, supported by ISF's country/regional managers and monitoring officers.
- Initial identification of project ideas.
- Project planning by the partner, supported with ISF's field staff's facilitation
- Review of plans by ISF's thematic advisers to ensure a strong linkage between the project and ISF's Programme. In case possible, face-to-face consultations are held.
- If needed, ISF may also hire external advisers to support project planning.

RBM is applied in project plans through LFA tools.

Once the project plan is drafted, a baseline study for defining the baselines for indicators is conducted (or it is prepared in the beginning of the implementation process). Indicators are also revised if needed.

After the project plan is approved by ISF, the detailed budget is prepared.

During implementation, the detailed planning is conducted on annual basis with quarterly updates.

Monitoring and reporting	<p>ISF's Programme-level monitoring is based on theme-specific Programme Monitoring Matrixes. The monitoring at the programme level is carried out annually and every three years. The information for the programme level monitoring and results analyses is derived from project-level monitoring, which is based on quarterly and annual schedules. Thereby, the project-specific monitoring matrixes form the base for monitoring and progress is reviewed against the set baselines. The roles in monitoring are as follows:</p> <ul style="list-style-type: none"> • The partners are responsible for project-level monitoring and reporting. Interaction with the beneficiaries is emphasized by ISF and the ISF team monitors the interaction between the partner and project beneficiaries. The partners prepare quarterly, annual and final reports on their projects. • ISF's country/regional managers and monitoring officers give guidance to the partners and conduct their own monitoring actions for quality control. • ISF's thematic advisers review the reports and give guidance as needed. They also analyze the results and lessons learnt for programmatic monitoring and reporting. • ISF's Programme Director organizes regular programme meetings with the Programme Team to discuss the progress and identify issues requiring action. He/she also is responsible for informing ISF Management Team, Executive Director and the Board of the programme implementation. • ISF's own staff has annual meetings in Finland for assessing programme implementation, and in the partner countries, annual assessment workshops are conducted with ISF field staff and partners. • The findings from the project-specific annual reports are then consolidated into the programme level annual reports. The Annual Reports include analyses of the changes in the operating environments and on the results achieved in the projects. Monitoring Matrixes form the key elements for RBM.
Evaluations	<p>At Programme-level, ISF's Programme was evaluated by and external evaluator in 2010, and a self-evaluation process was conducted in 2014-2015. Next external evaluation is planned for 2017.</p> <p>At project level, external evaluations are conducted regularly. In addition, self-evaluations and impact assessments are noted in the Project Manual as recommended approaches.</p>
Processing of M&E findings	<p>The findings from M&E are used first of all for internal learning for improvement and for finding out the degree of achieving targeted results. Regarding monitoring, the discussions within the Management Team and the Board are key processes for programme level management. M&E results are used especially to guide strategic planning.</p> <p>Regarding evaluations, internal discussions are held after each evaluation and the evaluation results are shared with the ISF Board. Evaluations are carried out together with the partners' project teams to ensure learning among the implementers. The findings and recommendations are discussed with the project teams as well as with local authorities in partner countries.</p> <p>All evaluation reports are published online and press releases are also sent out.</p> <p>Information on results provided by M&E are also used for ISF's campaigning.</p>

Source: Silfverberg, 2016.

ANNEX 7: KEY CHARACTERISTICS OF THE TEN CSOS

Organisations	Founding Year	Number of Full-time Staff	Membership in Finland		Funding			Development co-operation			
			Main Type	Number	PBS funding since (year)	Total PBS funding Commitments 2010-2016*	HA Funding (Y/N)	Geo-graphic coverage	Core Implementing Partners	Funding Channels / Recipients	
CSOs	SASK	1986	14 full-time (2 part-time). 5 regional coordinators.	Trade unions, trade union central federations	37	2003	30,530,000	N	Large	Trade unions and federations	International, Partner country-based
	DP	1989	4	Organisations of disabled persons	9 MOs (7 implementing dev. coop)	2010	12,966,001	N	Large	Organisations of people with disabilities	Partner country-based
	ISF	1970	17	None, but 8200 registered active donors and supporters	None	2001 (within Framework system)	14,311,100	N	Limited	NGOs and co-operatives	Partner country-based
	FS	1936	2 (part-time)	Swedish-speaking evangelical church denominations	6	2003	12,027,000	N	Large	Churches or their congregations	Partner country-based
	Demo Finland	2005	4	Registered political parties	8	2013	3,270,000	N	Limited	Political parties	Partner country-based, Country Offices

Organisations		Founding Year	Number of Full-time Staff	Membership in Finland		Funding			Development co-operation		
				Main Type	Number	PBS funding since (year)	Total PBS funding Commitments 2010-2016*	HA Funding (Y/N)	Geo-graphic coverage	Core Implementing Partners	Funding Channels / Recipients
Special Foundations	Abilis	1998	12	Disability focused CSOs, associations and umbrella organisations	No-membership	1998 (programmatic funding)	16,450,000	N	Large	Organisations of people with disabilities	Partner country-based
	Siemenpuu	1998	7	Environmental CSOs, associations, and umbrella organisations	15	2001	12,006,000	N	Large	NGOs, CBOs and grassroots groups	Partner country-based
	Kios	1998	7	Human rights CSOs, associations, and umbrella organisations	11	1998 (programmatic funding)	11,020,000	N	Large	CSOs	Partner country-based
Umbrella Organisations	Kepa	1985	48	CSOs	300	2001	37,508,000	N	Limited	Advocacy Organisations	Partner country-based, Country Offices
	Kehys	1995	4	NGOs	37	2010	2,370,000	N	Limited	N/A	N/A

Source: Evaluation Team based on data received from CSOs.

*Figures based on commitment data received from MFA 2017.

ANNEX 8: PBS FINANCIAL DATA FOR THE TEN CSOS

SIEMENPUU	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Funding	1,035,000	975,988	974,718	99.87	1,022,000	992,011	992,011	100.00
Project Cycle Management (including Resource Development)	360,000	332,812	332,812	100.00	400,000	326,199	323,486	99.17
Communications Projects	60,000	31,875	31,875	100.00	39,000	112,990	60,400	53.46
Administration	129,000	106,970	106,970	100.00	139,000	123,766	123,765	100.00
TOTAL	1,584,000	1,447,645	1,446,374		1,600,000	1,554,965	1,499,662	

SIEMENPUU	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Funding	1,096,000	1,118,612	1,116,112	99.78	1,498,000	1,290,075	1,289,925	99.99
Project Cycle Management (including Resource Development)	423,025	377,687	374,116	99.05	471,200	396,232	396,232	100.00
Communications Projects	39,000	34,423	31,423	91.28	60,000	26,729	26,729	100.00
Administration	141,975	125,350	125,350	100.00	140,742	137,996	137,996	100.00
TOTAL	1,700,000	1,656,072	1,647,002		2,169,942	1,851,032	1,850,882	

SIEMENPUU	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Funding	1,610,868	1,551,327	1,546,327	99.68	1,573,010	1,347,563	1,347,563	100.00
Project Cycle Management (including Resource Development)	493,000	414,650	414,650	100.00	523,000	470,372	470,372	100.00
Communications Projects	47,000	38,515	38,515	100.00	6,000	6,000	6,000	100.00
Administration	168,000	139,485	139,485	100.00	178,000	144,897	144,897	100.00
TOTAL	2,318,868	2,143,977	2,138,977		2,280,010	1,968,832	1,968,832	

OVERALL 2010-2015						
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project funding	7,834,878	7,275,576	7,266,656	100	93	68
Project Cycle Management (including Resource Development)	2,670,225	2,317,952	2,311,668	100	87	22
Communications Projects	251,000	250,531	194,941	78	100	2
Administration	896,717	778,464	778,463	100	87	7
TOTAL	11,652,820	10,622,523	10,551,729	99	91	100

KIOS	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	912,500	1,150,972	1,150,972	100.00	940,000	1,052,049	1,052,049	100.00
Project Planning and Evaluation, Resource Development	362,500	286,363	286,363	100.00	375,000	319,453	319,453	100.00
Information and Publicity Activities	30,000	19,667	19,667	100.00	35,000	18,998	18,998	100.00
Administration	145,000	88,954	88,954	100.00	150,000	99,774	99,774	100.00
TOTAL	1,450,000	1,545,956	1,545,956	100.00	1,500,000	1,490,274	1,490,274	100.00

KIOS	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,005,000	1,301,838	1,301,838	100.00	1,070,000	1,226,972	1,226,972	100.00
Project Planning and Evaluation, Resource Development	400,000	333,187	333,187	100.00	439,050	338,597	338,597	100.00
Information and Publicity Activities	35,000	30,022	30,022	100.00	35,000	34,159	34,159	100.00
Administration	160,000	110,899	110,899	100.00	155,950	136,134	136,134	100.00
TOTAL	1,600,000	1,775,946	1,775,946	100.00	1,700,000	1,735,862	1,735,862	100.00

KIOS	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,130,000	1,323,036	1,323,036	100.00	1,195,000	1,148,048	1,148,048	100.00
Project Planning and Evaluation, Resource Development	459,550	385,536	385,536	100.00	477,550	433,012	433,012	100.00
Information and Publicity Activities	40,000	48,950	48,950	100.00	40,000	38,156	38,156	100.00
Administration	170,450	129,618	129,618	100.00	187,450	129,541	129,541	100.00
TOTAL	1,800,000	1,887,140	1,887,140	100.00	1,900,000	1,748,757	1,748,757	100.00

OVERALL 2010-2015						
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	6,364,549	7,202,915	7,202,915	100	113	71
Project Planning and Evaluation, Resource Development	2,458,103	2,096,148	2,096,148	100	85	21
Information and Publicity Activities	198,998	189,952	189,952	100	95	2
Administration	918,624	694,920	694,920	100	76	7
TOTAL	9,940,274	10,183,935	10,183,935	100	102	100

ABILIS	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,211,000	1,237,785	1,237,785	100	1,164,768	1,272,488	1,272,488	100
Project Planning and Evaluation, Resource Development	423,000	395,038	395,038	100	430,000	386,009	386,009	100
Information and Publicity Activities	20,000	19,914	19,914	100	50,000	33,796	33,796	100
Administration	158,500	139,686	139,686	100	180,000	145,723	145,723	100
TOTAL	1,812,500	1,792,423	1,792,423	100	1,824,768	1,838,016	1,838,016	100

ABILIS	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,200,410	1,213,013	1,213,013	100	1,762,084	1,664,656	1,664,656	100
Project Planning and Evaluation, Resource Development	475,000	467,621	467,621	100	650,000	474,718	474,718	100
Information and Publicity Activities	20,000	40,912	40,912	100	35,000	52,918	52,918	100
Administration	190,000	178,454	178,454	100	260,000	206,156	206,156	100
TOTAL	1,885,410	1,900,000	1,900,000	100	2,707,084	2,398,448	2,398,448	100

ABILIS	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	2,100,060	2,028,600	2,028,600	100	1,982,393	1,953,925	1,953,925	100
Project Planning and Evaluation, Resource Development	675,000	666,755	666,755	100	700,000	649,802	649,802	100
Information and Publicity Activities	60,000	59,070	59,070	100	60,000	47,335	47,335	100
Administration	270,000	231,904	231,904	100	280,000	265,785	265,785	100
TOTAL	3,107,060	2,986,329	2,986,329	100	3,022,393	2,916,847	2,916,847	100

OVERALL 2010-2015

	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	9,422,715	9,370,467	9,370,467	100	99	68
Project Planning and Evaluation, Resource Development	3,353,000	3,039,943	3,039,943	100	91	22
Information and Publicity Activities	245,000	253,945	253,945	100	104	2
Administration	1,338,500	1,167,708	1,167,708	100	87	8
TOTAL	14,359,215	13,832,063	13,832,063	100	96	100

DISABILITY PARTNERSHIP	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	0	0			932,191	824,529	761,907	92.41
Project Planning and Evaluation, Resource Development	106,538	21,213	19,622	92.50	162,239	137,712	127,384	92.50
Information and Publicity Activities	47,138	2,126	1,967	92.50	98,706	122,150	112,989	92.50
Administration	94,453	1,942	1,796	92.50	130,586	69,014	63,838	92.50
TOTAL	248,129	25,281	23,385		1,323,722	1,153,404	1,066,117	

DISABILITY PARTNERSHIP	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,624,047	1,492,954	1,378,652	92.34	2,449,291	2,310,484	2,119,550	91.74
Project Planning and Evaluation, Resource Development	176,243	148,246	137,128	92.50	140,579	162,380	150,202	92.50
Information and Publicity Activities	123,613	104,210	96,395	92.50	122,514	101,065	90,074	89.13
Administration	87,493	84,212	77,896	92.50	75,647	80,903	74,835	92.50
TOTAL	2,011,396	1,829,622	1,690,070		2,788,031	2,654,831	2,434,661	

DISABILITY PARTNERSHIP	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	2,634,744	2,457,322	2,261,783	92.04	2,709,515	2,556,745	2,354,287	92.08
Project Planning and Evaluation, Resource Development	214,395	160,747	148,335	92.28	234,568	205,998	189,176	91.83
Information and Publicity Activities	100,175	84,572	78,229	92.50	88,876	57,791	53,456	92.50
Administration	91,882	77,845	72,006	92.50	91,850	79,622	73,650	92.50
TOTAL	3,041,197	2,780,486	2,560,353		3,124,809	2,900,155	2,670,569	

OVERALL 2010-2015						
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	10,349,788	9,642,033	8,876,178	92	93	85
Project Planning and Evaluation, Resource Development	1,034,562	836,296	771,846	92	81	7
Information and Publicity Activities	581,022	471,913	433,110	92	81	4
Administration	571,911	393,537	364,022	93	69	3
TOTAL	12,537,283	11,343,780	10,445,155	92	90	100

SASK	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	4,469,900	3,995,063	3,341,219	83.63	3,886,186	3,804,557	3,146,818	82.71
Project Planning and Evaluation, Resource Development	1,027,600	920,213	782,182	85.00	905,600	868,652	736,568	84.79
Information and Publicity Activities	420,000	488,645	415,359	85.00	476,000	475,670	373,789	78.58
Administration	657,500	600,287	410,000	68.30	553,454	572,098	339,000	59.26
TOTAL	6,575,000	6,004,208	4,948,760	82.42	5,821,240	5,720,977	4,596,175	80.34

SASK	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	3,647,740	3,223,939	2,611,721	81.01	3,343,805	3,124,747	2,656,034	85.00
Project Planning and Evaluation, Resource Development	956,960	938,924	794,473	84.62	1,051,000	1,043,298	886,803	85.00
Information and Publicity Activities	428,002	378,488	324,597	85.76	445,800	456,715	388,207	85.00
Administration	480,000	504,594	479,041	94.94	537,800	513,862	432,944	84.25
TOTAL	5,512,702	5,045,945	4,209,832	83.43	5,378,405	5,138,622	4,363,988	84.93

SASK	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	3,702,449	3,069,215	2,608,833	85.00	4,517,500	3,281,689	2,788,000	84.96
Project Planning and Evaluation, Resource Development	884,396	868,806	738,485	85.00	930,000	821,367	698,162	85.00
Information and Publicity Activities	557,500	492,233	418,398	85.00	580,000	592,961	504,017	85.00
Administration	571,594	492,250	418,413	85.00	634,000	521,368	441,446	84.67
TOTAL	5,715,939	4,922,504	4,184,129	85.00	6,661,500	5,217,385	4,431,625	84.94

OVERALL 2010-2015

	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	23,567,580	20,499,210	17,152,625	84	87	64
Project Planning and Evaluation, Resource Development	5,755,556	5,461,260	4,636,673	85	95	17
Information and Publicity Activities	2,907,302	2,884,712	2,424,367	84	99	9
Administration	3,434,348	3,204,459	2,520,844	79	93	10
TOTAL	35,664,786	32,049,641	26,734,509	83	90	100

DEMO	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	466,600	422,070	413,576	97.99	465,050	419,594	413,843	98.63
Project Planning and Evaluation, Resource Development								
Information and Publicity Activities								
Administration	38,400	42,424	42,424	100.00	39,950	39,157	39,157	100.00
TOTAL	505,000	464,494	456,000	98.17	505,000	458,751	453,000	98.75

DEMO	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	547,850	554,390	543,403	98.02	747,350	651,343	647,206	99.36
Project Planning and Evaluation, Resource Development								
Information and Publicity Activities								
Administration	38,600	36,647	36,647	100.00	52,650	45,535	45,535	100.00
TOTAL	586,450	591,037	580,050	98.14	800,000	696,878	692,741	99.41

DEMO	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	880,828	799,278	793,118	99.23	1,141,669.10	985,278.49	983,195	99.79
Project Planning and Evaluation, Resource Development			0				0	
Information and Publicity Activities			0				0	
Administration	62,850	56,983	56,891	99.84	52,000.00	53,283.47	52,920	99.32
TOTAL	943,678	856,260	850,009	99.27	1,193,669.10	1,038,562	1,036,115	99.76

OVERALL 2010-2015							
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure	
Project Costs	4,249,347	3,831,953	3,794,341	99	90	93	
Project Planning and Evaluation, Resource Development	0	0	0		–	0	
Information and Publicity Activities	0	0	0		–	0	
Administration	284,450	274,030	273,575	100	96	7	
TOTAL	4,533,797	4,105,983	4,067,916	99	91	100	

DISCLAIMER: Demo has only received PBS since 2015 and its first programme document has been prepared for 2016-2017. Thus the earlier financial reporting is not in line with the division above. Doing this retroactively is not seen as relevant. Administrative costs have been separated and all other costs are included in the “project costs” line.

SOLIDARITY FOUNDATION	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	2,062,165	1,738,766	1,477,249	84.96	1,826,877	1,734,409	1,474,247	85.00
Project Planning and Evaluation, Resource Development	109,615	111,775	95,009	85.00	159,462	149,202	126,822	85.00
Information and Publicity Activities	163,453	200,888	170,754	85.00	166,638	157,903	134,218	85.00
Administration	0	227,936	193,746	85.00	237,406	226,835	192,810	85.00
TOTAL	2,335,233	2,279,364	1,936,758	84.97	2,390,383	2,268,349	1,928,097	85.00

SOLIDARITY FOUNDATION	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,912,949	1,891,947	1,581,602	83.60	1,908,857	1,701,054	1,445,896	85.00
Project Planning and Evaluation, Resource Development	196,942	179,855	164,430	91.42	202,139	186,155	158,232	85.00
Information and Publicity Activities	194,140	180,545	168,463	93.31	260,646	237,646	201,999	85.00
Administration	256,003	231,103	196,437	85.00	263,516	236,095	200,681	85.00
TOTAL	2,560,034	2,483,449	2,110,932	85.00	2,635,158	2,360,950	2,006,808	85.00

SOLIDARITY FOUNDATION	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	2,175,104	1,967,011	1,629,423	82.84	2,329,027.00	2,282,434	1,878,130	82.29
Project Planning and Evaluation, Resource Development	273,980	270,039	243,035	90.00	247,711.00	197,965	168,270	85.00
Information and Publicity Activities	315,417	298,911	269,020	90.00	324,000.00	316,061	268,652	85.00
Administration	307,001	281,773	253,596	90.00	309,000.00	300,473	255,402	85.00
TOTAL	3,071,502	2,817,734	2,395,074	85.00	3,209,738.00	3,096,933	2,570,454	83.00

OVERALL 2010-2015

	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	12,214,979	11,315,620	9,486,548	84	93	74
Project Planning and Evaluation, Resource Development	1,189,849	1,094,991	955,797	87	92	7
Information and Publicity Activities	1,424,294	1,391,953	1,213,106	87	98	9
Administration	1,372,926	1,504,215	1,292,672	86	110	10
TOTAL	16,202,048	15,306,779	12,948,123	85	94	100

FS	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,747,353	1,611,431	1,474,950	91.53	1,781,000	1,631,298	1,532,503	93.94
Project Planning and Evaluation, Resource Development	135,000	107,804	107,804	100.00	90,000	59,542	59,542	100.00
Information and Publicity Activities	24,000	13,953			36,000	27,854		
Administration		174,929				170,723		
TOTAL	1,906,353	1,908,117	1,582,754	82.95	1,907,000	1,889,417	1,592,045	84.26

FS	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,820,200	2,083,233	1,958,090	93.99	1,915,180	1,758,582	1,667,938	94.85
Project Planning and Evaluation, Resource Development	90,000	83,708	83,708	100.00	9,000	92,446	92,446	100.00
Information and Publicity Activities	48,000	45,727			41,500	47,105		
Administration		209,597			215,700	183,256		
TOTAL	1,958,200	2,422,265	2,041,798	84.29	2,181,380	2,081,389	1,760,384	84.58

FS	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	1,815,998	1,812,575	92,992	5.13	1,962,626	1,748,307	1,652,805	94.54
Project Planning and Evaluation, Resource Development	90,000	87,960	87,960	100.00	108,000	78,958	78,958	100.00
Information and Publicity Activities	46,000	48,658			60,000	53,459		
Administration	214,243	188,332			180,374	172,212	0	
TOTAL	2,166,241	2,137,525	180,952	8.47	2,311,000	2,052,936	1,731,763	84.36

OVERALL 2010-2015						
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	11,042,357	10,645,426	8,379,278	79	96	85
Project Planning and Evaluation, Resource Development	522,000	510,418	510,418	100	98	4
Information and Publicity Activities	255,500	236,756	0	0	93	2
Administration	610,317	1,099,049	0	0	180	9
TOTAL	12,430,174	12,491,649	8,889,696	71	100	100

KEHYS	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	115,385	71,220			143,458	117,121		
Project Planning and Evaluation, Resource Development	147,187	138,628			174,100	164,629		
Information and Publicity Activities	63,144	50,573			60,000	37,996		
Administration	126,870	113,263			133,300	115,187		
TOTAL	452,585	373,685	260,000	69.85	510,858	434,933	275,000	63.23

KEHYS	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs					623,554	577,905		
Project Planning and Evaluation, Resource Development	184,700	215,352			236,274	216,392		
Information and Publicity Activities	57,000	65,483			64,516	55,553		
Administration	130,000	119,295			153,516	144,228		
TOTAL	371,700	400,130	285,000	71.23	1,077,860	994,078	350,000	35.21

KEHYS	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	736,485	762,778			1,014,466	997,375		
Project Planning and Evaluation, Resource Development	49,000	40,767			80,000	143,765		
Information and Publicity Activities								
Administration	329,425	266,785			369,000	199,430		
TOTAL	1,114,910	1,070,329	307,551	28.73	1,463,466	1,340,571	353,314	26.38

OVERALL 2010-2015

	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure
Project Costs	2,633,347	2,526,400	0	-	96	55
Project Planning and Evaluation, Resource Development	871,261	919,533	0	-	106	20
Information and Publicity Activities	244,660	209,605	0	-	86	5
Administration	1,242,111	958,188	0	-	77	21
TOTAL	4,991,379	4,613,726	1,830,865	-	92	100

KEPA	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	3,707,970	3,545,362	3,252,560	91.74	3,836,623	3,854,596	3,494,388	90.66
Project Planning and Evaluation, Resource Development	51,851	50,645	50,645	100.00	52,587	51,792	51,792	100.00
Information and Publicity Activities	1,084,684	1,027,835	932,495	90.72	1,110,713	1,100,144	1,004,673	91.32
Administration	1,126,988	1,035,433	955,618	92.29	1,031,593	1,058,838	986,154	93.14
TOTAL	5,971,493	5,659,275	5,191,318	91.73	6,031,516	6,065,370	5,537,007	91.29

KEPA	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	4,063,474	4,051,526	3,548,140	87.58	4,048,986	3,957,790	3,541,006	89.47
Project Planning and Evaluation, Resource Development	48,697	46,358	46,358	100.00	63,000	69,900	69,900	100.00
Information and Publicity Activities	1,188,045	1,194,469	1,086,905	90.99	1,107,661	1,058,380	972,730	91.91
Administration	1,036,594	1,140,495	1,064,525	93.34	1,156,625	1,182,244	1,107,099	93.64
TOTAL	6,336,810	6,432,848	5,745,928	89.32	6,376,272	6,268,314	5,690,735	90.79

KEPA	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	4,186,977	4,035,004	3,579,262	88.71	4,221,141	4,093,669	3,554,583	86.83
Project Planning and Evaluation, Resource Development	63,200	63,331	63,331	100.00	65,700	61,527	61,527	100.00
Information and Publicity Activities	1,140,054	1,059,190	940,754	88.82	1,120,887	1,130,617	1,018,996	90.13
Administration	1,205,663	1,215,954	1,140,715	93.81	1,281,207	1,147,722	1,112,699	96.95
TOTAL	6,595,894	6,373,479	5,724,062	89.81	6,688,935	6,433,535	5,747,805	89.34

OVERALL 2010-2015							
	Budget (€)	Expenditure	MFA share (€)	MFA share of Exp (%)	% disbursed	% of total expenditure	
Project Costs	24,065,171	23,537,947	20,969,939	-	98	63	
Project Planning and Evaluation, Resource Development	345,035	343,553	343,553	-	100	1	
Information and Publicity Activities	6,752,044	6,570,635	5,956,553	-	97	18	
Administration	6,838,670	6,780,686	6,366,810	-	99	18	
TOTAL	38,000,920	37,232,821	33,636,855	-	98	100	

Source: Evaluation Team based on data received from CSOs.

EVALUATION

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SYNTHESIS REPORT
2017**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**