



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations III



Evaluation on Finland's Development Policy and Cooperation

2017/5d



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

The International Solidarity Foundation

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2017/5d

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ACRONYMS AND ABBREVIATIONS

€	Euro
ADO	Agricultural Development Organisation (Somaliland)
CBO	Community Based Organisation
CCO	Cross Cutting Objectives
CSO	Civil Society Organisation
EU	European Union
EVA-11	Evaluation Unit of MFA (Finland)
FAO	Food and Agriculture Organisation of the United Nations
FCA	Finn Church Aid
FGM	Female Genital Mutilation
FLC	Fund for Local Cooperation
GBV	Gender Based Violence
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights Based Approach
HTP	Harmful Traditional Practices
INGO	International Non-Governmental Organisation
ISF	International Solidarity Foundation
KEO-30	Civil Society Unit of MFA (Finland)
M&E	Monitoring and Evaluation
MFA	Ministry for Foreign Affairs (Finland)
NAFIS	Network Against FGM in Somaliland
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development / Development Assistance Committee
PBS	Programme Based Support
RBM	Results Based Management
SDP	Social Democratic Party
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
VSLA	Village Savings and Loan Association

TIIVISTELMÄ

Solidaarisuus (the International Solidarity Foundation, ISF) on Suomen ulkoministeriön ohjelmataukea saava järjestö. Vuosina 2010–2015 Solidaarisuus ja sen paikalliset kumppanit toimivat Nicaraguassa, Somalimaassa ja Ugandassa. Vuonna 2016 Solidaarisuus lopetti vaiheittain Ugandan ohjelmansa ja ryhtyi työskentelemään kenialaisten kumppaniensa kanssa. Solidaarisuus toteuttaa naisiin kohdistuvan väkivallan poistamiseen tähtääviä hankkeita, ja lisäksi se tekee työtä taloudellisten vaikutusmahdollisuuksien ja toimeentulon parantamiseksi. Maatalouden kehittämisen lisäksi Solidaarisuuden painopisteitä ovat ilmastonmuutos ja vesihuolto. Evaluointijakson aikana Solidaarisuuden vuosikulut vaihtelivat 2,5 miljoonasta 3 miljoonaan euroon.

Sukupuoleen perustuvan väkivallan ja taloudellisen voimaannuttamisen erityisosaamisensa ansiosta Solidaarisuudella on kehitysyhteistyössä oma toiminta-alueensa, jolla ei ole juurikaan muita järjestöjä ja jolla tarpeet ovat valtavat. Solidaarisuus kiinnittää systemaattista huomiota kumppaniensa kapasiteetin kasvattamiseen ja myötävaikuttaa näin elinvoimaisen kansalaisyhteiskunnan rakentumiseen. Hankkeisiin sisältyy myös kohderyhmän elämäntaitoihin liittyvää kapasiteetin kehittämistyötä, joskaan ei aina riittävästi. Solidaarisuus voisi kiinnittää vahvemmin huomiota kansalaisuuskasvatukseen (citizenship development) sekä yhteisötasoa laajempaan edunvalvontaja vaikuttamistoimintaan. Joissain Solidaarisuuden hankkeissa taloudellisen voimaantumisen kestävyys on haaste. Solidaarisuus tähtää käyttäytymisen muuttamiseen ja taloudelliseen kehitykseen, ja vaikka tuloksia syntyykin, niitä ei aina saada riittävästi esitettyä tulosraporteissa. Solidaarisuus toimii kiinteästi paikalliskumppaniensa kanssa, mutta sen yhteistyö muiden kehitystoimijoiden kanssa ei ole aktiivista. Solidaarisuus on innovatiivinen kehityskasvatustoimija Suomessa.

Solidaarisuutta koskevat keskeiset suositukset ovat seuraavat: vaalia omaa sukupuoleen liittyvää ja taloudellista voimaannuttamistyötään; vahvistaa edelleen kapasiteetin kasvattamiseen liittyviä näkökulmiaan mitaten niiden vaikutuksia; työskennellä vahvemmin kansalaisuuskasvatuksen ja vaikuttamistyön aloilla ja kiinnittää enemmän huomiota taloudellista voimaannuttamista koskevien toimiensa kestävyteen.

Avainsanat: kansalaisjärjestöt, naisten taloudellinen voimaannuttaminen, sukupuoleen perustuva väkivalta, maatalouden kehitys, osuustoiminnan kehitys

REFERAT

Solidaritet (ISF) får programbaserat stöd från finländska regeringen. Åren 2010-2015 arbetade ISF med lokala partners i Nicaragua, Somaliland och Uganda. År 2016 avvecklade den sitt program i Uganda och började arbeta med partners i Kenya. ISF genomför projekt fokuserade på att utrota könsrelaterat våld (GBV) och arbetar också för ekonomisk egenmakt. Den sysslar särskilt med utveckling av jordbruket och fokuserar på klimatförändringen och vattenförvaltning. Dess årliga utgifter varierade mellan 2,5 och 3 miljoner euro under utvärderingsperioden.

Kombinationen av expertis på GBV och ekonomisk egenmakt har erbjudit ISF en specifik utvecklingsnisch inom ett område där det inte finns många andra organisationer och behoven är enorma. Den bidrar till att skapa ett livskraftigt civilsamhälle genom att systematiskt fokusera på kapacitetsuppbyggnad hos partners. I projekt utvecklas kapacitet kring livskunskap hos målgrupper men inte alltid tillräckligt mycket. ISF:s fokus på medborgarutveckling samt lobbying och påverkansarbete ovanför specifika samhällen kunde vara starkare. I några av dess projekt kring ekonomisk egenmakt utgör hållbarheten en utmaning. ISF arbetar med beteendeförändring och ekonomisk utveckling och fastän resultat uppnås fångas de inte alltid tillräckligt bra upp i resultatrapporteringen. ISF arbetar intensivt med lokala partners men samarbetar inte aktivt med andra utvecklingsaktörer. Den är en innovativ aktör inom utbildning i utvecklingsfrågor i Finland.

Det rekommenderas bland annat att ISF ska ta hand om sin nisch inom kön och ekonomisk egenmakt, ytterligare stärka tillvägagångssätten för kapacitetsuppbyggnad och mäta deras följder, arbeta mer med medborgarutveckling och påverkan samt öka fokuset på hållbarhet i dess insatser för ekonomisk egenmakt.

Nyckelord: *organisationer i civilsamhället, kvinnors ekonomiska egenmakt, könsrelaterat våld, utveckling av jordbruket, kooperativ utveckling*

ABSTRACT

The International Solidarity Foundation (ISF) receives Programme Based Support (PBS) from the Finnish Government. During 2010-2015, ISF worked with local partners in Nicaragua, Somaliland and Uganda. In 2016 ISF phased out its programme in Uganda and started to work with partners in Kenya. ISF is implementing projects that focus on eradicating Gender Based Violence (GBV) and additionally it works on economic empowerment. ISF engages particularly in agricultural development and focuses on climate change and water management. ISF annual expenditures were between € 2.5 and 3 million in the evaluation period.

The combined expertise in GBV and economic empowerment has given ISF a specific development niche in an area where there aren't many other organisations and where needs are huge. ISF contributes to building a vibrant civil society through systematic attention to capacity development of partners. Life-skills capacity development in projects with target-group is done, but not always sufficiently. ISF's attention to citizenship development and lobby and advocacy above the community-specific level could be stronger. Sustainability of economic empowerment projects is a challenge in some of ISF's projects. ISF works on behavioural change and economic development and while outcomes are achieved they are not always sufficiently captured in outcome reporting. While ISF works intensively with local partners, it does not actively cooperate with other development actors. ISF is an innovative actor in development education in Finland.

Key recommendations to ISF include: foster its niche in Gender and Economic Empowerment; further strengthen capacity development approaches and measure their effects; work more on citizenship development and advocacy and increase attention to sustainability in its economic empowerment interventions.

Key Words: Civil Society Organisations, Women's Economic Empowerment, Gender Based Violence, Agricultural Development, Cooperative Development

YHTEENVETO

Suomen ulkoministeriö (UM) on myöntänyt ohjelmataukea kansalaisjärjestöille vuodesta 2003 alkaen. Tällä hetkellä tukea saa 17 järjestöä, kolme säätiötä ja kaksi kattojärjestöä.

Kansalaisjärjestöjen kehitysyhteistyötä ohjaa Suomen kehityspolitiikka sekä kansalaisjärjestöjen kehityspolitiikkaa koskeva ohjeistus. Kansalaisjärjestöille suunnatun tuen sekä kansalaisyhteiskunnan vahvistamisen uskotaan johtavan köyhyyden ja eriarvoisuuden vähentymiseen.

Vuonna 2015 UM päätti arvioida sen monivuotista ohjelmataukea saavat kansalaisjärjestöjen ohjelmat. Prosessin lopussa vuonna 2017 tehtiin kansalaisjärjestöjen ohjelmatuun yhdistettyjen tulosten ja toiminnan meta-analyysi. Arvioinnin kohteena oli ohjelmaturvaväline ja UM:n toiminta siihen liittyen. Kolmas ja viimeinen arviointikierron (CSO3) kohdistui viiden kansalaisjärjestön ohjelmaturvavälineisiin: Puolueiden kansainvälinen demokratia-yhteistyö (Demo Finland), Vammaiskumppanuus, Solidaarisuus (International Solidarity Foundation), Frikyrklig samverkan (FS) ja SASK; kolmeen säätiöön: Abilis, Kios ja Siemenpuu; ja sekä kahteen kattojärjestöön: Kehys ry ja Kepa ry. Tässä arviointiraportissa käsitellään Solidaarisuus-kansalaisjärjestön ohjelmataukea.

Sen päämääränä on arvioida:

- Solidaarisuuden saamalla ohjelmaturvavälineellä toteutettujen ohjelmien toimintaa ja tuloksia;
- Solidaarisuuden saamalla ohjelmaturvavälineellä rahoitetun ohjelman arvo ja ansiot politiikan, ohjelman ja hyödynsaajien näkökulmasta;
- UM:n ja Solidaarisuuden ohjelmatuun hallinto.

Solidaarisuuteen kohdistuva arviointi kattaa vuodet 2010–2016. Arviointi suoritettiin marraskuun 2016 ja syyskuun 2017 välisenä aikana ja kenttätyö tehtiin Suomessa, Keniassa ja Somalimaassa.

Suomen Sosialidemokraattisen Puolueen vuonna 1970 perustama Solidaarisuus on yksi Suomen vanhimmista kansainväliseen kehitysyhteistyöhön keskittyvistä kansalaisjärjestöistä. Solidaarisuuden päämääränä on parantaa naisten ja miesten mahdollisuuksia elää hyvää ja onnellista elämää. Kaikki Solidaarisuuden ohjelmaan sisältyvät hankkeet ovat paikalliskumppaneiden toteuttamia, ja Solidaarisuuden lähtökohdan ytimessä onkin kumppaneiden hankkeiden toteuttamiseen liittyvän kapasiteetin ja niiden kansalaisyhteiskuntatoimijuuden kehittäminen.

Solidaarisuuden ohjelmalla on kaksinaimainen tarkoitus: parantaa naisten ja miesten toimeentuloa taloudellisesti ja ympäristön kannalta kestävällä tavalla ja b) vahvistaa naisten fyysisen koskemattomuuden suojaa. Solidaarisuus on vähin erin kasvattanut omaa erityisosaamistaan molemmilla alueella ja etenkin

näiden kahden teeman liittämisessä yhdeksi johdonmukaiseksi kokonaisuudeksi. Monet sen ulkopuoliset sidosryhmät tunnustavat tämän osaamisen.

Kehityksissä toteutettavan ohjelmansa lisäksi Solidaarisuus toimii hyvin aktiivisesti Suomessa globaaliin kehityskasvatukseen liittyvässä toiminnassa ja on saavuttanut tässä hyvän maineen suuren yleisön silmissä.

Solidaarisuuden ohjelman vuosibudjetti kasvoi vähitellen vuoden 2015 yli 3 miljoonan euron tasoon, mutta laski 2,4 miljoonaan vuonna 2016. Tämä johtui lähinnä UM:n ohjelmavarojen dramaattisesti vähenemisestä, joka oli seurausta Suomen hallituksen vuonna 2015 tekemistä merkittävistä kehitysyhteistyöbudjetin leikkauksista. Solidaarisuus on onnistunut kompensoimaan tätä vähennystä vain osittain lisäämällä omia varainhankintatoimiaan, mutta sen oli tehtävä ohjelmaan supistuksia lopettamalla Ugandan hanke asteittain vuoden 2016 aikana. Solidaarisuuden tämänhetkistä kehitysohjelmaa toteutetaan kolmessa maassa: Somalimaa, Kenia ja Nicaragua.

Keskeiset havainnot

Solidaarisuuden erityisalue ja muutosteoria (Theory of Change, ToC)

Viime vuosina Solidaarisuus on kasvanut vahvaksi erityisosaajaksi, jonka erikoisala kehitysyhteistyössä koskee sukupuoleen perustuvan väkivallan poistamista ja siihen yhdistettyä maataloudessa työskentelevien naisten taloudellista voimaannuttamista erityisesti Somalimaassa ja Nicaraguassa toteutetuissa ohjelmissa. Somalimaassa ja Keniassa ohjelmiin on sisällytetty naisten sukuelinten silpomisen lopettaminen erityisenä fokusalueena. Maatalousaloilla Solidaarisuus on kumppaneineen kasvattanut merkittävää osaamista ilmastomuutoksen lieventämisessä ja kuivien alueiden vesihuollossa. Lisäksi Solidaarisuudella on islamilaisista maista ja alueista kertynyttä kokemusta.

Solidaarisuuden paikallisten kumppaneiden ja kohderyhmien kapasiteetin kasvattaminen

Solidaarisuuden työtavan keskiössä on kumppanien kapasiteetin kasvattaminen. Tämä tuki ei rajoitu pelkästään projektinhallinta- ja toteutuskysymyksiin, vaan myös kumppanien organisatorisen kapasiteetin kehittämiseen kansalaisjärjestötoimijoina. Solidaarisuus kiinnittää merkittävää huomiota kapasiteetin kasvattamiseen, mutta sen seuranta- ja arviointijärjestelmät eivät kuitenkaan mittaa systemaattisesti vaikutuksia ja organisatorisen kapasiteetin kehitystä ohjelman puitteissa, eikä edistystä raportoida asianmukaisesti.

Myös Solidaarisuuden paikallistason kumppaneiden lähestymistavoissa ja toiminnoissa tärkeää on paikallisten kohderyhmien (enimmäkseen naisia) kapasiteetin kehittäminen. Koulutus- ja kapasiteetin kehittämisaiheita ovat sukupuoleen perustuva väkivalta, naisten sukuelinten silpominen, ja taloudellinen ja osuustoiminnallinen kehitys, ja ilmastomuutosta ja sen lievittämistä käsitellään joka hankkeessa. Toiminnot taloudelliseen kehitykseen liittyvien elämäntaitojen kehittämiseksi käytännössä osoittaa, että taitojen ja osaamisen kehittäminen edellyttää merkittävästi aikaa ja panostusta ja että nykyiset hankepanostukset eivät välttämättä riitä vahvojen ja kestävien tulosten aikaansaamiseksi.

Paikallisyhteisöjen voimaannuttaminen paikallisesti ja ylemmillä tasoilla

Solidaarisuus ja sen kumppanit ovat selvästi läsnä yhteisötasolla, ja yleensä ne saavuttavat hyviä tuloksia paikallisyhteisöjen naisryhmien - joskus myös miesryhmien ja sekaryhmien - perustamisessa ja vahvistamisessa. Vähemmän huomiota kiinnitetään kuitenkin julkisen vallan tahoihin ja muihin kehitystoimijoihin kohdistuvaan vaikuttamistyöhön ja politiikkalinjauksiin kysymyksissä, jotka koskevat sukupuoleen perustuvan väkivallan ja naisten sukuelinten silpomisen sallivia ulkoisen ympäristön haasteita, sekä naisten taloudellista voimaannuttamista ja ilmastonmuutoksen lieventämistä (vedensaanti). Tosin yksi Solidaarisuuden kolmesta kumppanista (Somalimaassa toimiva naisten sukuelinten silpomisen vastainen organisaatio NAFIS - the Network against FGM in Somaliland) keskittyy silpomisen vastaisen kansallisen politiikkaluonnoksen hyväksymiseen tähtäävään päättäväisvaikuttamiseen ja lainsäätäjiiin kohdistuvaan lakia koskevaan lobbaukseen.

Kohderyhmien kapasiteetin kasvattaminen koskee pääosin sukupuoleen perustuvaa väkivaltaa ja naisten sukuelinten silpomista koskevia kysymyksiä sekä taloudellista voimaannuttamista, ja näillä alueilla kapasiteetin kehittäminen on kohtuullisen tehokasta (kuten edellä on todettu). Yhteisöjen ja yhteisöissä olevien organisaatioiden vahvistaminen edellyttää kuitenkin myös kansalaisuuden vahvistamista, jota tarvitaan yhteisöjen kehittämisen ja muutoksen liittämiseksi ylemmän tason tukioorganisaatioihin ja julkisiin instituutioihin.

Taloudelliset ja osuustoiminnalliset mallit ja kestävyys (sustainability)

Solidaarisuus on työskennellyt lukuisten osuuskuntien kanssa ja osuustoiminnan kehittämiseen tähtäävien lähestymistapojen pohjalta, mutta eri tapojen vaikutuksia ei ole vielä laajalti tutkittu, vaikka tämä hyödyttäisi jatkokehitystä ja osuustoiminnallisten kehitystoimenpiteiden käyttöönottoa monissa yhteyksissä.

Solidaarisuus tekee systemaattista ja pitkäjänteistä yhteistyötä yhteisöjen ja osuuskuntien kanssa. Etenkin Somalimaan osuuskuntahankkeissa poistumissuunnitelmiin ja pidemmän aikavälin kestävyteen on panostettu rajallisesti.

Tulosten mittaaminen ja Solidaarisuuden erityisvaikutus muutokseen ja vaikutukseen (impact)

Solidaarisuuden raportit ovat yleisesti hyviä ja niissä on runsaasti tietoa, vaikkakaan tämä tieto ei perustu tutkimukseen. Solidaarisuuden seuranta- ja arviointijärjestelmään (monitoring and evaluation) on kehitetty erillisiä tulos-tason mittareita, mutta niitä ei sittemmin ole käytetty systemaattisesti mittaamaan ajassa tapahtuneita muutoksia, joten vertailua lähtötasoon ei ole mahdollista tehdä. Erityishaaste on käyttäytymismuutosten (behaviour change) mittaamisessa käytettävien indikaattoreiden määrittäminen ja niiden käyttö sukupuoleen perustuvaan väkivaltaan ja naisten sukuelinten silpomiseen liittyvissä kysymyksissä.

Koordinaatio ja yhteistyö (coordination and cooperation) muiden kumppanien ja toimijoiden kanssa

Vaikka Solidaarisuus on luonut vahvat ja pitkät suhteet kumppaneihinsa, näyttää kuitenkin siltä, että Solidaarisuus ei ole näiden kumppanuuksien ohella

juurikaan etsinyt yhteisötasoa ylempiä yhteistyö- ja verkostoitumismahdollisuuksia toimintamaissa.

Gloaalikasvatustyö Suomessa

Solidaarisuuden Suomessa tekemä globaalikasvatustyö on vahvaa, ja järjestö on tunnettu innovatiivisista lähestymistavoista kehityskasvatukseen. Sen lehdelle on myönnetty kehityskasvatusalan palkinto, ja sen kehityskasvatus ja -viestintä on niin ikään Suomessa laajaa.

Suosituks

Suosituksena on, että Solidaarisuus:

1. vahvistaa edelleen omaa paikkaansa sukupuoleen perustuvan väkivallan ja naisten sukuelinten silpomisen vastaisessa toiminnassa, yhdistettynä maaseudun naisten taloudelliseen voimaannuttamiseen ja ilmastonmuutoksen lieventämiseen. Solidaarisuuden pitäisi erityisesti harkita tätä toimintaa islamilaisiin maihin panostaen.
2. säilyttää painopiste kumppaniorganisaatioidensa kapasiteetin vahvistamisessa ja lisäksi parantaa omia edellytyksiä tämän mittaamisessa.
3. tutkia kumppaneidensa kanssa tapoja laajentaa ja rikastuttaa kapasiteetin kasvattamiseen tähtääviä toimenpiteitä lisäämällä niihin taito- ja osaamiselementtejä. Tätä tarvitaan erityisesti elämäntaitojen alueella, johon kuuluu mm. luku- ja laskutaidon ja yrittäjyyden kehittäminen.
4. Laajentaa yhteyksien ja liittoutumien rakentamista ja vaikuttamistoimia yhteisötasolta alueelliselle ja kansalliselle tasolle sen varmistamiseksi, että toimintaa mahdollistavat instituutiot pystyvät paremmin tukemaan ja/tai monistamaan paikallisia toimenpiteitä.
5. täydentää hankkeita kansalaisuuden kehittämisenäkökulmalla ja metodeilla, perustaen tämän jo olemassa olevaan vahvaan yhteisötason tukeen ja kehitystoimiin.
6. parantaa taloudellista kehitystä koskevien toimenpiteiden kestävyyttä ja välttää sitä, että kohderyhmät tulevat riippuvaisiksi ulkopuolisten lahjoittajien tuesta. Taloudellisten tukipalvelujen tarjoamisessa tarvitaan tiiviimpää yhteistyötä muiden järjestöjen kanssa paremman vaikuttavuuden saavuttamiseksi.
7. laatia poistumissuunnitelma ja pohja kestävyydelle jo toimenpiteiden alkuvaiheessa ja määrittellä selkeä siirto paikalliselle toimijalle ja aikataulusuunnitelma poistumista varten (tarpeen vaatiessa myös yksittäisten hankkeiden keston jälkeiselle ajalle).
8. panostaa menetelmiin ja välineisiin, joilla voidaan tuottaa analyttisempaa tulostietoa käyttäytymisen muutosprosesseista. Solidaarisuuden pitäisi myös pohtia UM:n kanssa mahdollisuutta harventaa tulosraportointia samalla kun sen laatua parannetaan.
9. tehostaa tiedonvaihtoa ja koordinaatiota UM:n ja omissa ohjelmamaisissa toimivien Suomen suurlähetystöjen kanssa. Tätä tarvitaan erityisesti Somalimaassa, jonka osalta pitäisi tutkia mahdollisuutta antaa täydentävää kahdenvälistä hallitus- ja kansalaisjärjestötason tukea.

10. jatkaa globaali- ja kehityskasvatus ja -viestintätyötään Suomessa ja selvittää ja jakaa innovatiivisia kasvatuksellisia menetelmiä, kuten Nicaraguan köyhyyden käsittely keinotodellisuuden välinein.

Ulkoministeriötä koskevat suositukset ovat:

11. kiinnittää ohjelmatuen viitekehyksen valmistelussa jatkossa enemmän huomiota kehitysmaissa olevien paikalliskumppanien ja kansalaisyhteiskunnan kapasiteetin kasvattamiseen.
12. harkita ohjelmatuen tulosraportoinnin harventamista yksivuotisesta kaksivuotiseksi ja edistää sitä, että tulostason raportointi olisi analyttisempää ja syvällisempää.
13. Suomen Somaliaa koskevan maastrategian puitteissa tutkia mahdollisuuksia lisätä läsnäoloa ja tukitoimia Somalimaassa ja ryhtyä vahvistamaan julkisia instituutioita ja ohjelmia erityissektoreilla, joilla kansalaisjärjestöt jo toimivat aktiivisesti.

SAMMANFATTNING

Bakgrund och metod

Finlands regering har beviljat programbaserat stöd (PBS) åt finländska organisationer i civilsamhället (CSO) sedan 2003. För tillfället ges PBS åt 17 organisationer, tre stiftelser och två paraplyorganisationer.

Utvecklingssamarbetet med civilsamhället styrs av finländska utvecklingspolitiska programmet och utvecklingspolitiska riktlinjerna för civilsamhället. Stöd till CSO och ett starkare civilsamhälle förväntas slutligen minska fattigdom och ojämlikhet.

År 2015 beslöt finländska utrikesministeriet (UM) att låta utvärdera PBS-programmen hos CSO som får flerårig PBS-finansiering från UM. I slutet av processen i mitten av 2017 gjordes en metaanalys av samlade resultaten och genomförandet av PBS-programmen hos CSO samt utvärderades PBS-finansieringssystemet och arbetet på UM. Den tredje och sista utvärderingsrundan (CSO3) omfattade fem CSO - Demo, Samverkan inom funktionsnedsättning, Solidaritet (ISF), Frikyrklig Samverkan och SASK - tre stiftelser - Abilis, KIOS och Siemenpuu - samt två paraplyorganisationer - Kehys och Kepa. Denna utvärderingsrapport fokuserar på ISF.

Målet för denna rapport är att utvärdera

- hur ISF:s PBS-finansierade program fungerar och uppnådda resultat,
- värdet och utbytet av PBS-finansierade programmet hos ISF med tanke på riktlinjer, programmet och förmånstagare samt
- ledningen av PBS-finansierade programmet på UM och ISF.

Denna utvärdering av ISF omfattar åren 2010-2016. Den utfördes under perioden november 2016-juni 2017 och fältarbete gjordes i Finland, Kenya och Somaliland.

ISF är en av de äldsta finländska icke-statliga organisationerna engagerade i internationellt utvecklingssamarbete. Den grundades år 1970 av Socialdemokratiska Partiet. ISF strävar att förbättra förhållandena för män och kvinnor så att de kan leva ett anständigt och lyckligt liv. Alla projekt i ISF:s program genomförs av lokala partners och centralt för dess tillvägagångssätt är att hos partners bygga upp kapacitet att genomföra projekt och agera i civilsamhället.

Syftet med ISF:s program är tudelat: 1) förbättra försörjningsmöjligheterna för män och kvinnor på ett ekonomiskt och miljömässigt hållbart sätt och 2) stärka skyddet av kvinnors fysiska integritet. Inom bägge områdena och särskilt genom att kombinera dem till en sammanhängande helhet har ISF efter hand fått omfattande sakkunskap som får erkännande av många externa intressegrupper.

I tillägg till sitt program i utvecklingsländer arbetar ISF mycket aktivt med global utbildning i utvecklingsfrågor i Finland och den har ett gott rykte inom detta område bland allmänheten.

ISF:s årliga programutgifter ökade gradvis till dryga 3 miljoner euro år 2015 men de sjönk till 2,4 miljoner år 2016 främst på grund av den drastiska minskning av PBS-finansiering från UM som berodde på de stora nedskärningar i totalbudgeten för utvecklingssamarbete som finländska regeringen gjorde år 2015. ISF har endast delvis kunnat kompensera denna minskning genom att intensivt sin egen insamling av medel och därmed varit tvungen att skära ned sin verksamhet genom att avveckla sina projektaktiviteter i Uganda år 2016. ISF:s nuvarande utvecklingsprogram genomförs i tre länder: Somaliland, Kenya och Nicaragua.

Huvudsakliga resultat och slutsatser

ISF:s speciella nisch och förändringsteori

De senaste åren har ISF utvecklat stark expertis och en speciell utvecklingsnisch genom att arbeta med könsrelaterat våld (GBV) kombinerat med kvinnors ekonomiska egenmakt inom jordbrukssektorn särskilt i sitt program i Somaliland och Nicaragua. I Somaliland och Kenya har det inkluderats en speciell fokus på kvinnlig könsstympning (FGM). Inom jordbrukssektorn har ISF och dess partners ytterligare utvecklat omfattande expertis på begränsning av klimatförändringen och vattenförvaltning i torra områden. ISF har dessutom utvecklat expertis på muslimska länder och regioner.

Kapacitetsuppbyggnad hos lokala partners och målgrupper

För ISF:s tillvägagångssätt är det centralt att bygga upp kapacitet hos partners. Detta stöd är inte begränsat till ledning och genomförande av projekt utan omfattar också organisatorisk kapacitet hos partners som aktörer i civilsamhället. Samtidigt som ISF fäster mycket uppmärksamhet vid kapacitetsuppbyggnad mäter dess övervaknings- och utvärderingssystem inte systematiskt följderna eller utvecklingen av organisatorisk kapacitet i dess program och framsteg rapporteras inte heller som sig bör.

Också kapacitetsuppbyggnad hos lokala målgrupper (främst kvinnor) är viktig för tillvägagångssättet och de insatser som ISF:s partners gör på lokalnivå. I alla projekt erbjuds utbildning och kapacitetsuppbyggnad kring GBV och FGM, ekonomisk och kooperativ utveckling samt klimatförändringen och dess begränsning. Verksamhet för att öka livskunskap i ekonomisk utveckling påvisar att utvecklingen av färdigheter och kompetens kräver mycket tid och arbete och nuvarande projektsatsningar kanske inte räcker till för att garantera starka och hållbara resultat.

Egenmakt för lokalsamhällen på lokal nivå och högre nivåer

ISF och dess partners syns klart i lokalsamhällen och uppnår generellt bra resultat då det handlar om att etablera och stärka kvinnogrupper samt ibland också manliga och blandade grupper i lokalsamhällen. Det fokuseras dock mindre på anpassning med och påverkan riktad mot statliga institutioner och andra utvecklingsaktörer för att beakta utmaningar kring externa förutsättningar för GBV och FGM, kvinnors ekonomiska egenmakt och begränsning

av klimatförändringen (vattenförsörjning). En av ISF:s tre partners (nätverket mot FGM i Somaliland, NAFIS) fokuserar dock på att påverka beslutsfattare för att de ska anta utkastet till nationella riktlinjer mot FGM och lobbar lagstiftare att anta lagen.

Kapacitetsuppbyggnaden hos målgrupper fokuserar huvudsakligen på aspekter kring GBV, FGM och ekonomisk egenmakt och inom dessa områden är verksamheten ganska effektiv (såsom sades ovan) men att stärka samhällen och samhällsbaserade organisationer förutsätter också starkare medborgarskap och detta behövs för att koppla utveckling och ändring av samhällen samman med stödorganisationer och statliga institutioner på högre nivå.

Tillvägagångssätt för ekonomisk och kooperativ utveckling samt hållbarhet

ISF har arbetat med en mängd kooperativa organisationer och kooperativa utvecklingsätt men de skilda följderna av olika sätt har ännu inte studerats ingående, vilket dock kunde gagna framtida utveckling och genomförande av kooperativa utvecklingsinsatser i olika slags sammanhang.

ISF arbetar systematiskt med samhällen och kooperativa organisationer under långa perioder. Särskilt i kooperativa projekten i Somaliland har exitstrategier och hållbarhet på lång sikt lyfts fram endast i ringa grad.

Mätning av resultat och ISF:s specifika bidrag till förändring och inverkan

ISF:s rapporter är generellt bra och innehåller mycket (anekdotisk) information. I dess övervaknings- och utvärderingssystem har specifika indikatorer för resultatnivåer tagits fram men dessa indikatorer har inte därefter utnyttjats systematiskt för mätningar över tid. Därmed kan det inte jämföras med utgångsläget. En specifik utmaning är att ta fram och utnyttja indikatorer för att mäta beteendeförändringar kring GBV/FGM.

Samordning och samarbete med partners och andra aktörer

Även om ISF skapat starka och långvariga partnerskap med sina partners verkar det vara så att utanför dessa partnerskap letar ISF inte särskilt aktivt efter mer samarbete och nätverk i sina verksamhetsländer ovanför lokalsamhällsnivån.

Global utbildning i Finland

I Finland arbetar ISF starkt med global utbildning och den är känd för sina innovativa tillvägagångssätt för utbildning i utvecklingsfrågor och dess tidskrift har vunnit pris inom detta område. Dess utbildning i och kommunikation om utvecklingsfrågor är också vidsträckta i Finland.

Rekommendationer

Det rekommenderas att ISF ska

1. ytterligare stärka sin nisch inom GBV och FGM kombinerad med kvinnors ekonomiska egenmakt och begränsning av klimatförändringen på landsbygden. Dessutom ska ISF överväga att göra detta med en fokus på muslimska länder.

2. fortsätta att fokusera på organisatorisk kapacitetsuppbyggnad hos sina partners och ytterligare utveckla kapacitet att mäta denna organisatoriska kapacitetsuppbyggnad.
3. med partners utforska sätt att utvidga och komplettera insatser för kapacitetsuppbyggnad med element kring färdigheter och kompetens. Detta behövs särskilt inom området livskunskap, till exempel läs- och skrivkunighet, räkneförmåga och företagande.
4. utvidga skapandet av allianser och insatser för påverkan från lokalnivån till regionala och nationella nivån för att garantera att lokala insatser kan stödjas bättre och/eller upprepas genom att göra det möjligt för institutioner.
5. ta fram ett tillvägagångssätt och metoder för medborgarutveckling i sina projekt på basis av sitt nuvarande starka samhällsbaserade stöd och sina utvecklingsinsatser.
6. förbättra hållbarheten av sina insatser för ekonomisk utveckling och undvika att målgrupper blir beroende av externt stöd från donatorer. Det behövs närmare samarbete med andra organisationer för att erbjuda ekonomiska stödtjänster som möjliggör inverkan på högre nivå.
7. ta fram exitstrategier och beakta hållbarhet från första början av sina insatser och ställa upp en klar tidslinje (vid behov och också utanför specifika projektperioder) för utgång och överföring av stöd till lokala organisationer.
8. satsa på metoder och instrument för att producera mer analytisk information om resultaten av processer kring beteendeförändring. Med UM ska ISF också utforska möjligheten att mer sällan rapportera om resultat men samtidigt förbättra kvaliteten på sådana rapporter.
9. öka sitt informationsutbyte och sin samordning med UM och finländska ambassaderna i sina verksamhetsländer. Detta behövs särskilt i Somaliland där komplementariteten av bilateralt statligt och CSO-stöd ska studeras.
10. fortsätta sitt arbete med global utbildning samt utbildning i och kommunikation om utvecklingsfrågor i Finland och ytterligare utforska och dela med sig av innovativa utbildningsmetoder såsom digitala beskrivningen av realiteten kring fattigdom i Nicaragua.

Det rekommenderas ytterligare att UM ska

11. fästa mer uppmärksamhet vid aspekter kring kapacitetsuppbyggnad hos lokala partners och i civilsamhället i utvecklingsländer då PBS-ramen utvecklas i framtiden.
12. överväga att inom PBS minska frekvensen av rapportering av resultat från varje till vart annat år och se till att rapporteringen om resultat blir mer analytisk och ingående.
13. utforska möjligheter i finländska landstrategin för Somalia att öka närvaron och stödsatser i Somaliland för att stärka statliga institutioner och program inom specifika sektorer där CSO redan verkar.

SUMMARY

Background and methodology

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

Civil society development cooperation is guided by the Development Policy Programme of Finland and by guidelines for Civil Society in Development Policy. Support to CSOs and strengthening of civil society is believed to ultimately lead to reduction of poverty and inequality.

In 2015, the Ministry for Foreign Affairs of Finland (MFA) decided to carry out evaluations of PBS programmes of the CSOs receiving multiannual PBS funding from the MFA. At the end of the process, mid 2017, a meta-analysis of collective results and performance of the PBS programmes of the CSOs was realised and the PBS funding modality and performance of the MFA was also assessed. The final third round of evaluations (CSO3) considered five CSOs: Demo, Disability Partnership, International Solidarity Foundation (ISF), Free Church Federation and SASK; three foundations: Abilis, Kios and Siemenpuu; and two umbrella organisations: Kehys and Kepa. ISF is the CSO considered in this specific evaluation report.

This specific evaluation report aims to assess:

- Performance and Results achieved in the PBS funded programmes of ISF;
- Value and merit of the PBS funded programme of ISF, from the perspective of policy, programme and beneficiaries;
- Management of the PBS funded programme by MFA and ISF.

This ISF evaluation covers the period 2010–2016. The evaluation was carried out during the period of November 2016 - June 2017 and fieldwork was done in Finland, Kenya and Somaliland.

ISF is one the oldest non-governmental organisations dedicated to international development cooperation related work in Finland, founded in 1970 by the Social Democratic Party. ISF is aiming to improve the conditions for men and women to lead a decent and happy life. All projects included in the ISF programme are implemented by local partners and it is core to the approach of ISF to develop partners' capacities in project implementation and as civil society actors.

The programme purpose of ISF is two-fold: a) to improve of livelihoods of men and women in an economically and environmentally sustainable way and b) to strengthen protection of women's physical integrity. In both areas and particularly in combining the two areas in one coherent approach ISF has gradually built a strong expertise that is recognised by many external stakeholders.

In addition to its programme in developing countries, ISF is very active in global development education activities in Finland and it has built a good reputation in this area among the general public.

The annual programme expenditures of ISF have gradually increased to over € 3 million in 2015, but in 2016 they decreased to € 2.4 million, mainly due to a drastic decrease of PBS funds from MFA, due to significant cuts in the overall development cooperation budgets by the Finnish Government in 2015. ISF has been able to compensate this decrease only partially by increasing its own fundraising efforts, but it had to downsize its operations by phasing out its project activities in Uganda in 2016. ISF's current development programme is implemented in three countries: Somaliland, Kenya and Nicaragua.

Main findings and conclusions

On ISF's specific Niche and ToC

ISF in the past years has developed a strong expertise and specific development niche by working on Gender Based Violence (GBV) combined with female economic empowerment in the agricultural sector, particularly in its programme in Somaliland and Nicaragua. In Somaliland and Kenya a specific focus on Female Genital Mutilation (FGM) has been included. In the agricultural sectors, ISF and partners have furthermore developed considerable expertise in climate change mitigation and water management in dry areas. And finally, ISF has built experience in Islamic countries or regions.

On capacity development of local ISF partners and of local target groups

Capacity development of partners is core to the approach of ISF. This support is not limited to project management and implementation aspects, but also to development of organisational capacities of partners as actors in civil society. While ISF is addressing considerable attention to capacity development, its monitoring and evaluation (M&E) systems don't address systematically the measurement of effects and development of organisational capacity in its programme nor is progress reported upon properly.

Also capacity development of local target groups (mostly women) is important in the approach and activities of ISF partners at the local level. Training and capacity development is provided on GBV and FGM, economic and cooperative development and on climate change and mitigation is done in all projects. Activities in life skills development in economic development in practice show that the development of skills and competencies requires significant time and effort and the existing project-efforts might still not be sufficient to ensure strong and sustainable results.

On empowering local communities at the local level and at higher levels

ISF and its partners are clearly present at the community level and they achieve generally good results in establishing and strengthening local community groups of women and sometimes also men and mixed groups. Alignment with and advocacy directed to Government institutions and other development actors to address challenges in the external enabling environment of GBV and FGM, women's economic empowerment and climate change mitigation (water provision), however, receive less attention, although one of the three ISF partners

(the Network against FGM in Somaliland, NAFIS) is focusing on influencing policy makers to adopt the draft national anti-FGM policy, and on lobbying the legislators to enact the law.

Capacity development of target groups is mainly focusing on aspects related with GBV and FGM and economic empowerment and in these areas the capacity development is reasonably effective (as was stated above), but strengthening communities and community based organisations (CBOs) also requires strengthening citizenship and this is needed to link community development and changes with higher level supporting organisations and government institutions.

On economic and cooperative development approaches and sustainability

ISF has worked with a variety of cooperative organisations and cooperative development approaches, but the different effects of different approaches have not yet been widely researched, while this could benefit further development and implementation of cooperative development interventions in a variety of contexts.

ISF systematically works with communities and cooperative organisations for longer-periods of time. Particularly in the cooperative projects in Somaliland there has been limited emphasis on exit strategies and longer-term sustainability.

On outcome measurement and ISF's specific contribution to changes and impact

ISF reports are generally good and rich in (anecdotic) information. In ISF's M&E system specific outcome level indicators have been developed, but these indicators have subsequently not been systematically used for measurement over time, so that comparison with baselines cannot be made. A specific challenge is the development and use of indicators to measure behavioural changes in the area of GBV/FGM.

On coordination and cooperation with other partners and actors

Although ISF has developed strong and long-term partnerships with its partners, it seems that beyond these partnerships ISF is not very much exploring more cooperation and networking in the countries where it works, above the community level.

On global education work in Finland

The work of ISF in Finland on global education is strong and the organisation is well known for its innovative approaches on development education and its magazine is prize-winning in the area of development education. Its development education and communication is also widely extended in Finland.

Recommendations

ISF is recommended to:

1. Further strengthen its niche in GBV and FGM, combined with women's economic empowerment and climate change mitigation in rural areas. ISF furthermore should consider doing this, focusing on Islamic counties.

2. Maintain its focus on organisational capacity development of its partners and further develop capacity to measure organisational capacity development of its partners.
3. Explore with partners ways to expand and enrich capacity development interventions with more skills and competency-related elements. This is particularly needed in the area of life skills such as literacy, numeracy and entrepreneurship development.
4. Expand alliance building and advocacy interventions from the community level to the regional and national level to ensure that local interventions can be better supported and/or replicated by enabling institutions.
5. Develop a citizenship development approach and methods in its projects building on its currently strong community-based support and development interventions.
6. Improve sustainability of its economic development interventions, and avoid that target groups become dependent on external donor support. Closer cooperation is needed with other organisations to provide economic support services to enable higher-level impact.
7. Develop exit strategies and sustainability right from the start of its interventions and establish a clear time-line (if needed, also beyond specific project-periods) towards exiting and transfer of its support to community organisations.
8. Invest in methods and instrument to produce more analytical outcome information on behavioural change processes. ISF also should explore with the MFA the possibility to decrease frequency of outcome reporting while increasing quality of such reporting.
9. Intensify its exchange of information and coordination with the MFA and the Finnish Embassies in its programme countries. This is particularly needed in Somaliland, where complementarity of bilateral Government and CSO support should be explored.
10. Continue its work on global education and development education and communication in Finland and further explore and share innovating methods in education such as the digital reality exposure to poverty in Nicaragua.

MFA is furthermore recommended to:

11. Increase attention in the future development of the PBS framework to aspects of capacity development of local partners and civil society in developing countries.
12. Consider decreasing frequency of outcome reporting in PBS reporting from once a year to once every two years and promote that outcome level reporting becomes more analytical and in depth.
13. Explore possibilities in the Finnish country strategy for Somalia to increase presence and support interventions in Somaliland to strengthening Government institutions and programmes in specific sectors where CSOs are already active.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
On ISF's specific Niche and ToC		
<p>ISF in the past years has developed a strong expertise and specific development niche by working on Gender Based Violence (GBV) and Female Genital Mutilation (FGM) and combining this with female economic empowerment in the agricultural sector, particularly in its programme in Somaliland and Nicaragua. In the agricultural sectors, ISF and partners have furthermore developed considerable expertise in climate change mitigation and water management in dry areas. And finally, ISF has built experience in Islamic countries or regions. This specific combined expertise has enabled the organisation to position itself clearly in an area where there are not many other active organisations.</p>	<p>The combined expertise of ISF in (GBV) and (FGM) and economic empowered has enabled the organisation to position itself clearly in an area where there are not many other active organisations and where needs are huge.</p>	<p>1. Further strengthen its niche in GBV and FGM, combined with women's economic empowerment and climate change mitigation in rural areas. ISF furthermore should consider doing this more in Islamic countries.</p>
On capacity development of local ISF partners and of local target groups		
<p>Capacity development of partners is core to the approach of ISF. This support is not limited to project management and implementation aspects, but also to development of organisational capacities of partners as actors in civil society. While ISF is addressing considerable attention to capacity development, its M&E systems don't pay attention to the effects and development of organisational capacity in its programme nor is progress reported upon properly.</p>	<p>ISF is contributing to the MFA aim of building a 'vibrant and pluralist civil society' through systematic attention to capacity development of partners. But the effects of organisational capacity development of partners are not systematically measured.</p>	<p>ISF:</p> <p>2. Maintain its focus on organisational capacity development of its partners and further develop capacity to measure organisational capacity development of its partners.</p> <p>MFA:</p> <p>11. Increase attention in the future development of the PBS framework to aspects of capacity development of local partners and civil society in developing countries.</p>
<p>Also capacity development of local target groups (mostly women) is important in the approach and activities of ISF partners at the local level. Training and capacity development is provided on (GBV) and (FGM), economic and cooperative development and on climate change and mitigation is done in all projects. Activities in life skills development in economic development in practice show that the development of skills and competencies requires significant time and effort.</p>	<p>In spite of systematic attention to capacity development of target groups by ISF and partners, the attention to competency- and life-skills development is not yet sufficient to ensure sustainable results in all target groups.</p>	<p>3. Explore with partners ways to expand and enrich capacity development interventions with more skills and competency-development elements. This is particularly needed in life skills such as literacy, numeracy and entrepreneurship development.</p>

Findings	Conclusions	Recommendations
On empowering local communities at the local level and at higher levels		
<p>ISF and its partners are clearly present at the community level and they achieve generally good results in establishing and strengthening local community groups of women and sometimes also men and mixed groups.</p> <p>Alignment with and advocacy directed to Government institutions and other development actors to address challenges in the external enabling environment of Harmful Traditional Practices (HTP), women's economic empowerment and climate change mitigation (water provision), however, receives significantly less attention.</p>	<p>ISF's and its partners' attention to aspects of lobby and advocacy above the community-specific level is limited.</p>	<p>4. Expand alliance building and advocacy interventions from the community level to the regional and national level to ensure that local interventions can be better supported and/or replicated by enabling institutions.</p>
<p>Capacity development of target groups is mainly focusing on aspects related with GBV/FGM and economic empowerment.</p> <p>Strengthening communities and community-based organisations also requires strengthening citizenship and this is needed to link community development and changes with higher level supporting organisations and government institutions.</p>	<p>ISF has not integrated an approach and capacity development actions to support citizenship development of its target groups and work on countervailing power of communities vis-à-vis higher-level government institutions.</p>	<p>5. Develop a citizenship development approach and methods in its projects to its currently strong community-based support and development interventions.</p>
On economic and cooperative development approaches and sustainability		
<p>ISF's approach and projects that focus on economic empowerment and cooperative development is strong and diverse. In Nicaragua, this work is done in a context of historically more and better established cooperative organisations, the approach is more focused on economic and entrepreneurship development principles (including finance). In Somaliland, the context is one of weak enabling environment and very difficult economic conditions (worsened by persistent drought during the past three years) and the approach is more on training and support in the form of donations. This approach has not benefited a development of cooperative organisations in Somaliland towards economically and financially sustainable structures. Furthermore, cooperative organisations are usually small, with limited external support policies and structures</p>	<p>ISF has worked with a variety of cooperative organisations and cooperative development approaches, but the different effects of different approaches have not yet been widely researched, while this would benefit greatly further development and implementation of cooperative development interventions in a variety of contexts.</p>	<p>6. Improve sustainability of its economic development interventions, and avoid that target groups become dependent on external donor support. Closer cooperation is needed with other organisations to provide economic support services to enable higher-level impact.</p>

Findings	Conclusions	Recommendations
<p>ISF works with communities and cooperative organisations for longer-periods of time.</p> <p>In the cooperative projects in Somaliland there has been limited emphasis on exit strategies and longer-term sustainability.</p> <p>In Nicaragua, the experiences with building sustainability are better, but relations with partner cooperatives are also long-term.</p>	<p>The long-term relations of ISF and partners in economic empowerment projects with economic actors, such as cooperatives, pose a risk to the financial sustainability of these local partners and for the creation of an equal level playing field for economic actors.</p>	<p>7. Develop exit strategies and sustainability right from the start of its interventions and establish a clear time-line (if needed, also beyond specific project-periods) towards exiting and transfer of its support to community organisations.</p>
On outcome measurement and ISF's specific contribution to changes and impact		
<p>ISF reports are generally good and rich in anecdotal information. In ISF's M&E system specific outcome level indicators have been developed, but these indicators have subsequently not been systematically used for measurement over time, so that comparison with baselines cannot be made. A specific challenge is the development and use of indicators to measure behavioural changes in the area of GBV/FGM.</p>	<p>The behavioural changes and the economic development outcomes of the work of ISF are captured at the anecdotal level but not yet sufficiently in systematic and analytical outcome reporting.</p>	<p>ISF:</p> <p>8. Invest in methods and instrument to produce more analytical outcome information and behavioural change processes. ISF also should explore with the MFA the possibility to decrease frequency of outcome reporting while increasing quality of such reporting.</p> <p>MFA:</p> <p>12. Consider decreasing frequency of outcome reporting in PBS reporting from once a year to once every two years and promote that outcome level reporting becomes more analytical and in depth.</p>
On coordination and cooperation with other partners and actors		
<p>ISF maintains generally good dialogue and information change with MFA and embassies, although in the case of Somaliland this is more challenging because the Finnish presence in Somaliland is limited. With other development actors, there is also information exchange, but cooperation on the ground doesn't seem frequent and strong and different development partners are supporting the same partners and sometimes with rather similar interventions.</p>	<p>Despite dialogue and information exchange with other development actors, including Finnish Embassies, ISF does not engage much, with other than its own partners, in active cooperation in projects on the ground.</p>	<p>ISF:</p> <p>9. Intensify its exchange of information and coordination with the MFA and the Finnish Embassies in its programme countries. This is particularly needed in Somaliland, where complementarity of bilateral Government and CSO support should be explored.</p> <p>MFA:</p> <p>13. Explore possibilities in the country strategy for Somalia to increase presence and support interventions in Somaliland to strengthening Government institutions and programmes in specific sectors where CSOs are already active.</p>

Findings	Conclusions	Recommendations
On global education work in Finland		
<p>The work of ISF in Finland on global education is strong and the organisation is well known for its innovative approaches on development education and its magazine is prize-winning in the area of development education. Its development education and communication work is also widely extended in Finland and not only in Helsinki.</p>	<p>ISF in Finland is one of the more active and innovative actors in global development education.</p>	<p>10. Continue its work on global education and development education and communication in Finland and further explore and share innovating methods in education such as the digital reality exposure to poverty in Nicaragua.</p>

1 INTRODUCTION

The aim of this evaluation is to provide evidence of the performance of the programme-based support (PBS) programmes of 10 Civil Society Organisations (CSOs) supported by the Ministry for Foreign Affairs of Finland (MFA). According to the Terms of Reference (ToR) in Annex 1, the evaluation will explore results achieved over the period 2010-2016 and also give guidance on how to enhance the strategic planning and management of the PSB funding modality.

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


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

CSOs are a highly visible and active part of Finland's international development cooperation, alongside country-based cooperation and financial support to multilateral agencies. In 2014, the disbursement of Official Development Assistance (ODA) to support development cooperation conducted by CSOs was € 110 million, accounting for 12% of the development cooperation ODA budget which stood then at € 991 million (MFA 2016, Development cooperation appropriations). There were significant budget cuts in ODA in 2015-2016 that have also impacted on CSO plans going forward. The total support for CSOs in the 2016 budget was reduced by over 40% from 2015 figures of € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

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

This report presents a description and analysis of the PBS programmes and organisational structure and performance of the International Solidarity Foundation (ISF), based on preliminary desk study, consultations with a range of informants in Finland and in the following countries of operation: Somaliland

The evaluation will promote both accountability and learning



and Kenya. The report has seven chapters. The next chapter, 2, presents a summary of the methodology used in this evaluation. Chapter 3 contains a description of the context of the PBS programmes of ISF and the organisation of ISF. In Chapter 4, the main findings of this evaluation research are presented, following the OECD/DAC evaluation criteria. Chapter 5 presents the conclusions of this evaluation and in chapter 6 some findings from this evaluation that are more widely applicable are introduced. The final chapter, 7, contains the recommendations for ISF and for MFA that are based on the findings and conclusions of the previous chapters.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

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

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

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

This reports forms one of seven individual evaluation reports. The overall suite of reports covers the development cooperation programmes of the five

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

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

PBS is interpreted by MFA as described in Box 1.

Box 1. MFA interpretation of the PBS

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

Source: MFA, 2013a.

2.2 Methodology

In the specific sub-study on ISF the following methodology was followed:

1. A desk-study of strategy, programme and project documents; an analysis of budget and expenditures and an analysis of the project portfolio of ISF in the 2010–2016 evaluation period was conducted at the start of the research phase.
2. Interviews in Finland were conducted to acquire a better understanding of ISF’s development education and advocacy work and how the ISF programme management and implemented was handled by the ISF staff and finally how the PBS agreements were discussed and followed up by MFA.

3. ISF is currently focusing its work on two countries in Africa: Somaliland and Kenya and one in Latin America: Nicaragua. In 2016, as a result of the budget cuts of the Finnish Government the programme in Uganda was discontinued. It was decided to conduct field research in the two remaining countries in Africa. With the combination of Somaliland and Kenya it was possible to look at a country of historic presence of ISF with a complete programme covering both its GBV and FGM focused work and its economic empowerment work in Somaliland and to look at a country where interventions were recently started and only covering the GBV and FGM work of ISF.

The visit to Somaliland was conducted by both team members of the ISF sub-team with the assistance of two independent local translators. The visit to Kenya was by only one team member, because the fieldwork in this country was limited to only a few days.

4. The interviews and consultations with different key informants (Annex 2) were based on the questions in the evaluation matrix (Annex 6), but no specific and extensive interview formats were used. In most occasions, interviewing was done in group-settings and several focus-group meetings with different ISF partners were conducted during the fieldwork. In Somaliland, all focus group meetings were conducted in separate male and female groups, with the same gender-composition of the evaluators and translators.
5. A debriefing meeting on the evaluation research took place at the end of the Somaliland with available staff of ISF and with local partners. No separate debriefing session was conducted on the shorter field research in Kenya, but with the ISF regional coordinator, the main findings of the research were shared during the fieldwork in that country. Confidential briefing notes were submitted to the ISF regional coordinator and she has reacted on these briefing notes and provided some additional information on some aspects.
6. At the end of the research phase a descriptive organisational profile questionnaire was used to compare ISF's views and analysis of its own organisational characteristics and the views of the evaluation-team. The comparison of these views served to identify where understanding of the organisation's characteristics was similar and where it was different. In the case of divergence of scores, a discussion was organised with ISF representatives (during the debriefing meeting in Helsinki) to analyse if the differences were caused by missing information to the evaluation team or if it related to different assessments.
7. At the end of the fieldwork period on April 25, an overall debriefing and discussion meeting was organised with the ISF representatives in Helsinki and also a representative of Evaluation Unit of MFA (EVA-11) participated in this meeting. This meeting established the end of the data collection phase of the evaluation. And in the subsequent weeks the evaluators have elaborated the draft evaluation report on ISF in May 2017 and the final evaluation report in July 2017.

ISF is currently focusing its work on two countries in Africa: Somaliland and Kenya

8. In the elaboration of the draft and final evaluation reports, the specific sub-reports of all studies were subjected to a quality control process, by an independent co-reader. In this process, also the alignment of the different sub-reports with a general format was ensured.

2.3 Limitations

Limitations encountered in the sub-study on ISF were minor. The planned research activities, field-visits and interviews and site-visits to two representative ISF countries were realised largely as planned. Security and drought related problems in Somaliland were effectively handled by ISF and their local partners and did not cause any significant problems

- The choice of field-study countries, excluded Nicaragua because that country was difficult to combine with other field visits. Furthermore, Nicaragua is also not a core partner of the Finnish Government. By leaving out Nicaragua from the fieldwork, we missed some on-the-ground and first-hand observation and analysis of ISF's approach on cooperative development in this country. The experience of ISF in the cooperative sector in Nicaragua has accumulated over 2 decades into a rich and varied pallet of approaches and services. The cooperative sector in Nicaragua is also stronger than in Somaliland, the only other country where ISF currently works on agricultural economic development and this means that the evaluators have not been exposed directly to further advanced and larger scale and more economic viable results of cooperative development. However, the evaluators have used insights from evaluations of cooperative projects in Nicaragua.
- The field visit to Kenya was very short, particularly the visit to the project areas. All three partners of ISF were interviewed but on-site interviews with beneficiaries were made only in the case of one project and partner. The shorter field visit to Kenya was justified because ISF only recently started its operations in this country and activities were only covering GBV/FGM work and not economic development. It was not yet possible to observe many impacts on the ground and not possible at all to see aspects of sustainability of projects and support to partners in this country.

3 CONTEXT ANALYSIS

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

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

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

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

Overall, there was a cut of approximately € 300 million to the development cooperation budget in 2016. The total support for CSOs in the 2016 budget was reduced by some 40% from € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also around € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA). The organisations receiving programme support and operating grants all faced cuts of about 38% over the period of this Government (i.e. during 2016 and 2017 at least).

3.2 Origins and mandate of CSO's Development Co-operation

The International Solidarity Foundation (ISF) is one the oldest non-governmental organisations dedicated to international development cooperation related work in Finland. It was founded in 1970 by the Social Democratic Party (SDP). Even though ISF was founded by a political party, the organisation is independent

The work of ISF started as support to liberation movements in their struggle against dictatorships in the 'third' world

from party politics and it is autonomous, having its own statutes, a council and a board. The ISF council formally still has SDP members, but the board of ISF can be composed by any person. ISF's guiding principles are focused on international development cooperation and based on development cooperation objectives of the Finnish Government.

The work of ISF started as support to liberation movements in their struggle against dictatorships in the 'third' world. Very soon it was decided that the focus of the foundation was to be changed from political and international solidarity campaigns towards more structural development aid and cooperation. The first development project of ISF started in Nicaragua in 1982, some years after the Sandinista Revolution of 1979. It was a social development project: a soup kitchen for children. In 1985, ISF expanded its support to Uganda, and in 2000, to Somaliland. Between 2001 and 2012, ISF carried out projects also in the Karelia region of the Russian Federation, but this work had to be phased out due to unavailability of MFA funding for Non-Governmental Organisation (NGO) projects in cross-border Karelia in 2012 (ISF, 2013a). The work in Uganda had to be stopped due to budget cuts decided by MFA in 2015 while a new country, Kenya, was introduced as of 2016.

ISF is one of the founding member organisations of Kepa, the umbrella organisation of Finnish development NGOs, and it was also a founding member of the FairTrade association of Finland. ISF is a member of Finnwatch (a watchdog organisation of Finnish companies operating abroad) and a founding member of the Finnish Somalia Network. ISF also became a member of Kehys, the Finnish Platform of Development NGOs for the EU, and through Kehys, it had access to Concord, the European platform of development NGOs. At the international level, ISF is a member of Solidar, a European network of 60 member organisations, based in 25 EU member states and in 6 candidate countries working to advance social justice in Europe and worldwide. Solidar members work together in Social Affairs, International Cooperation and Lifelong Learning. The Building Learning Societies pillar, in which ISF participates, includes 23 members, covering 18 EU member states (Solidar, 2017). ISF in the past has cooperated with European (Spanish, Austrian) Solidar member organisations in El Salvador and India.

The organisational structure of ISF consists of a council, a Board of Directors (also called Board of Trustees in ISF documentation), an executive director and four operational management units. The organisational structure of ISF is further described in more detail in Annex 7.

3.3 Operational principles related to Development Co-operation

In its current development programme application to the MFA for 2016–2018, of which the first year is subject to this evaluation research, ISF presents itself as follows:

ISF is envisioning in its programme countries and communities to improve the conditions for men and women to lead a decent and happy life. ISF's current development programme is implemented in Somaliland, Kenya, Nicaragua

and Uganda. In Uganda activities were phased out during the first year of the programme. All projects included in the Programme are implemented by local partners of ISF. The local partners in 2016 are estimated to reach approximately 100,000 people. The programme purposes are formulated as follows:

1. Improvement of livelihoods of men and women in an economically and environmentally sustainable way;
2. Strengthened protection of women's physical integrity.

Based on previous experience and results in its programme countries ISF has focused its support to small producers and entrepreneurs to achieve economic and ecological sustainability in their rural livelihoods. This is done through supporting:

- Entrepreneurship and systematic planning of small producers responsible of their own income generation;
- Alternative livelihoods and employment, especially for women and youth;
- Value-chain development and access to markets at fair prices;
- Strengthen organisational structures of producers, like cooperatives, to provide access to markets and to achieve social inclusion;
- Increased capacities of communities to adapt to changing climate conditions in developing their livelihoods, by environmentally sustainable and climate-friendly agricultural practices (water, soil);
- Stimulate cooperation between Finnish and small entrepreneurs in programme countries (at present only applicable to Nicaragua).

ISF sees gender equality both as an aim as well as a necessary tool to achieve its development vision described above. Gender equality is cross-cutting throughout the whole programme, including ISF's and its partners' own organisational development. Specifically, protection of physical integrity of women will be improved through projects preventing GBV in all its programme countries and FGM, in Somaliland and Kenya.

ISF has a clear vision on strengthening of civil society through empowerment and capacity development of people, local actors (CBOs) and its implementing partners. Capacity development of partners is core to ISF's operational development approach.

Finally, ISF also produces global education and information material on international development to improve the knowledge and understanding of Finnish people on global development issues. (ISF, 2015b)

In line with this development vision, the ISF partners implement all development projects in the ISF portfolio. They are supported and monitored by country/regional directors of ISF (one in Nicaragua, and a shared expatriate staff member between Somaliland and Kenya). Furthermore, ISF contracted local staff-members are seconded to the implementing partners to supervise daily project implementation.

The partners of ISF are mostly local CSOs

The partners of ISF are mostly local CSOs and in Kenya, ISF works directly with CBOs. In Nicaragua cooperation is also done with CSOs but more recently also direct support is given to cooperative enterprises that have reached a state of good consolidation.

The strategy of ISF to work together with local partners can also be clearly seen by the strong attention to organisational capacity building of partners. This capacity development is not only equipping partners to become more effective in the implementation of ISF funded projects but also to strengthen their capacities to network, form alliances, to lobby and advocate on behalf of their target groups.

While attention to capacity development is strong, the attention to advocacy is clearly more limited and mostly addressing awareness building and advocacy at the community level with local leaders and local authorities. At higher (regional and national) levels in society, advocacy is not very pronounced in the ISF programme. A full list of projects by ISF over the evaluation period 2010–2016 can be found in Annex 10.

ISF exchanges information and coordinates to a certain extent with other development partners and with the Finnish embassies, but further cooperation on the ground with other development partners in projects is very limited. In Somaliland one example was seen in a cooperative development project in Beer community with the Development Fund from Norway, but otherwise no cooperation was done. In the case of Candlelight, which is a strong partner in Somaliland that receives funds from many other donors (including Finn Church Aid, FCA), different donors don't cooperate at the specific project level. Because of the strong focus of ISF on local communities in rural areas its visibility and relations at the higher societal level is somewhat weak.

ISF has a strong insertion in Finnish society as it is one of the few development organisations with a physical presence also outside of Helsinki. ISF is also active in all relevant development networks in Finland and the EU.

3.4 Funding profile

ISF works with Programme Based Support (PBS) funds from the MFA, since the start of the PBS framework agreements in 2003 and it also raises its own funds. In recent years, ISF has further developed a separate, self-financing fundraising unit that feeds resources into the operational part of the foundation. The fundraising unit does not use development cooperation funds from MFA allocations.

In the years 2010–2016, budget allocations for development cooperation from MFA to ISF have been in total € 14,311,100. The annual or multi-annual funding allocations are in Table 1. The year 2017 will have the same allocation as 2016.

Table 1: MFA PBS-funding allocations to ISF, 2010–2016 (€)

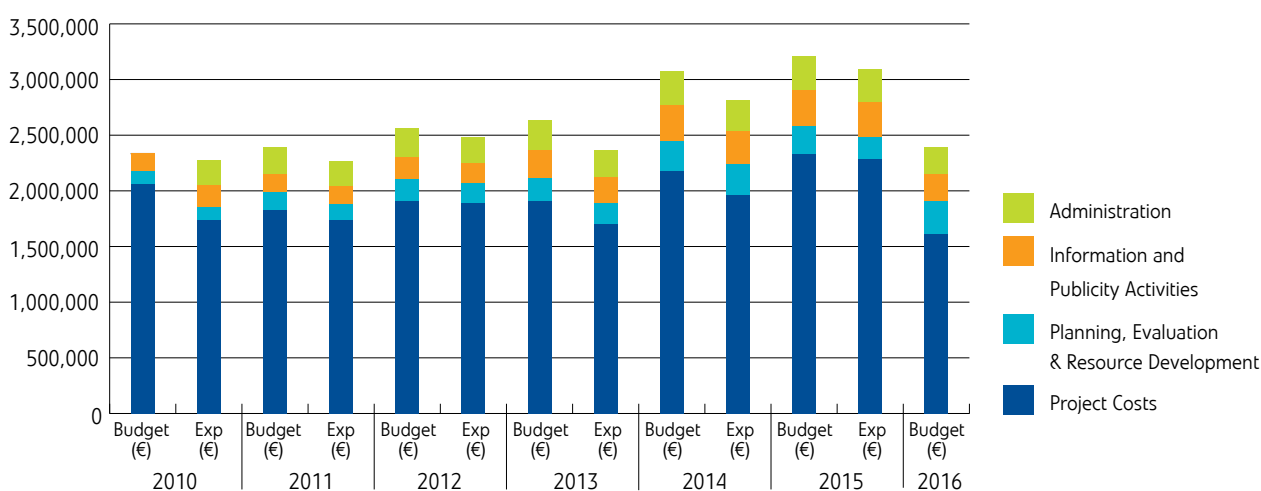
2010	2011	2012	2013	2014	2015	2016
1,800,000	1,918,800	2,072,300	7,050,000	–	–	1,470,000

Source: MFA, disbursements to ISF 2010–2016.

The budget allocation in 2013 was for the entire three-year framework agreement, which explains that there were no specific allocations in the next two years. Full programme funding tables 2010-2016 can be found in Annex 11.

The annual development expenditure 2010-2016 has been between € 2 million and € 3 million (€ 2 million on average), as shown in the table below. ISF's self-financing share in the development expenditures has been 15% up to 2015 and in 2015 it increased to 17% to further increase to approximately 35% in 2016. This increase was needed to cover for the big loss of PBS funding after the MFA budget cuts in 2015. The Website of ISF indicates that currently (2017) 26% of its funds come from donations from the Finnish public, indicating a significant increase of self-financing capacity of ISF.

Figure 1: Total annual development budget and development expenditure of ISF 2010–2016 (€)



Source: Information provided by ISF to the evaluation team in December 2016.

Figure 1. above shows that budget-depletion over the entire period under evaluation has been good with a percentage of 94% on average throughout the entire period. Budget depletion was slightly lower in 2013 and 2014 with 90% and 92% respectively.

The percentage of spending on programmes has been rather stable throughout the entire period at 74% on average. Only in 2013 and 2014 project expenditures were slightly lower at 70% and 72% respectively. Administration expenditures have been fixed at 10% with no variation over the entire period. Information and public awareness activities have shown a slightly increasing budget and expenditures over time. While in 2011 and 2012 this budget item was 7% of expenditures, since 2013 it increased to 10%. The average expenditures on information and public awareness in the entire period were 9%. ISF has also budgeted activities and investments in programme planning, M&E and resource development. On average, 7% of the budget (as well as expenditures) was allocated to such expenses. During the programme, investments in this category increased from 5% in 2010 to 10% in 2014, but in 2015 these expenditures were drastically reduced to 6%. This suggests that the budget cuts in 2015 have particularly affected this specific expenditure category.

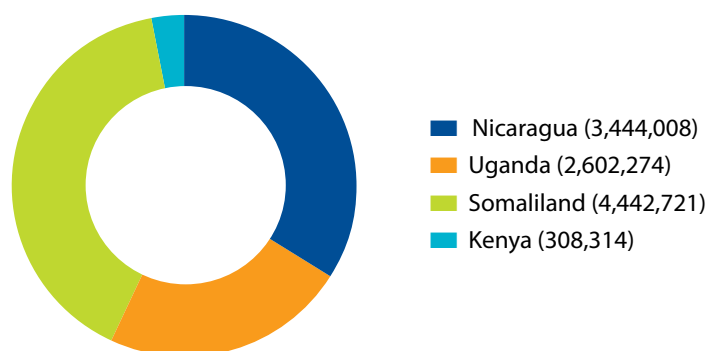
The overall analysis of these financial data, in combination with the recent audit conducted by KPMG (KPMG, 2017) show that financial management, implementation and reporting on the programme has been of good quality throughout the entire period under evaluation. And administration costs at 10% are well within the usually accepted efficiency range in development organisations.

It should be recognised that because ISF implements its projects through local partners, there are also administration costs of local partners included in project expenditures. These administration costs were

not investigated in detail, but according to key respondents they are around or below the percentage of 10%.

The geographical distribution of development expenditures is shown in Figure 2. The largest overall budget between the years 2010 and 2016 has been for Somaliland (€ 4.4 million), against € 3.4 million for Nicaragua and € 2.6 million for Uganda for the entire period under evaluation. The projects in Kenya have only started in 2016 and that explains the low budget for this country of about € 300,000.

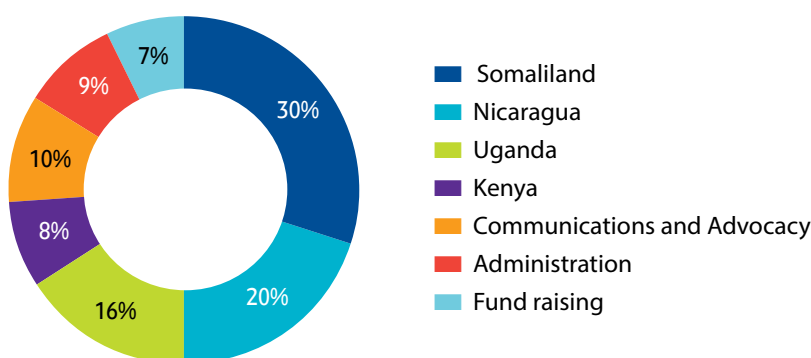
Figure 2: Geographical distribution of development expenditure of ISF 2010–2016



Source: Information provided by ISF to the evaluation team in December 2016.

At the time of the research phase of this evaluation, the financial reports on 2016 were not yet available. Therefore the figure 3 below shows the expenditures for 2015. The support functions of ISF use in total 26% of the resources divided as follows: fundraising 7%, administration 9% and communications and advocacy 10%. 74% of the total funds are allocated for development expenditure.

Figure 3: Total expenditure of ISF in 2015



Source: ISF, 2017.

According to audit reports, overall financial management in Finland has been carried satisfactorily. In project audits, a Finnish accountancy firm auditing the ISF accounts raised some comments about evidence of disbursements and other bookkeeping issues in 2015. These, however, were of minor importance and were replied to by ISF in a management response in a satisfactory manner. The performance audit carried out by KPMG (KPMG, 2017) in late 2016 and early 2017 established that accounting records are properly maintained, sufficient supporting documentation provided, and audit trails exist from ISF programme level annual reporting down to the local partners' bookkeeping.

4 FINDINGS

The findings in this chapter are based on the desk-study in the inception phase (and its continuation in the research phase). Documents consulted are listed in Annex 3, see also Annex 12 for previous evaluations. Field visits and interviews were carried out in Finland and in Somaliland and Kenya between February and April 2017. For the list of people interviews see Annex 2. On the field visits, short notes on the findings were made and these are included in Annex 8 and 9 of this report.

4.1 Relevance of CSO's development co-operation

4.1.1 Comparative advantage and strategic alignment

In this section, the evaluators assess:

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

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

The perceived role of the CSOs in the development policy framework of Finland is presented in Table 2.

Table 2: Perceived role of the CSOs in the development policy framework of Finland

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

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

In the evaluation of the ISF thematic programme 2007-2010 (Suoheimo, 2011), the programme was criticised on grounds that the organisational strategy (support to democracy, equality and human rights) was too much overlapping with programme goals (in brief: reduction of poverty through decent work, equality and equal opportunities for women and men, challenging Finns to support ISF and engage in international solidarity, and sufficient resources of ISF to continue working) so that it was not clear if the programme defined the strategy or vice versa. In the next programme, this overlapping and order of hierarchy between different levels of objectives was corrected.

The development “vision” of ISF is that the conditions and opportunities of poor people to lead happy and decent lives have improved, and the programme 2013-2015 operationalised the programmatic goals in terms of decent work, gender equality and strengthening of civil society organisations (ISF, 2012). The latest, ongoing programme further defines these goals as: “women’s and men’s livelihoods have improved, the protection of physical integrity of women and girls has been strengthened” (ISF, 2015b). A new addition to be taken into account in all projects is climate sustainability and adaptation to climate change.

ISF is among the few Finnish development NGOs that strongly focus on women’s physical integrity and against GBV/FGM in combination with economic empowerment approaches in rural environments. This is a clear niche and comparative advantage, although there are also a few other PBS organisations that address similar issues to a certain extent. Plan Finland’s programme also has a strong focus on girls and women and Save the Children Finland addresses this aspect in much of its work and both organisations also work on GBV and FGM with their target groups.

FinnChurchAid (FCA) in Somaliland works with the same partner (Candlelight) as ISF, but during the field visit it became clear that FCA is focusing its support on humanitarian assistance while ISF is focusing on development assistance. It has not been attempted to link these projects and support together, also because the projects take place in different geographic locations. In the few countries where ISF currently operates, evaluations and the evaluation visits in this evaluation, too, have shown that there is a strong specific comparative advantage of the projects of ISF in the field of livelihoods, cooperative and value chain- development in combination with mainstreaming of gender equality and specific attention to GBV. This is particularly the case in Nicaragua and Somaliland. This combination of gender and livelihoods has become the specific comparative advantage of ISF among the Finnish CSOs that receive PBS funding.

4.1.2 Alignment with beneficiary and stakeholder needs and rights

In this section, the evaluators assess:

- Has ISF's work been aligned with the beneficiary needs and rights?
- Has ISF's work been aligned with the stakeholder needs?

In this evaluation, the evaluators consider two types of beneficiaries - direct and indirect beneficiaries. The direct beneficiaries are those individuals and/or organisations that are directly targeted by the CSO activities, while the indirect beneficiaries are those who are expected to ultimately benefit from the CSO work. Stakeholders refer to those who are not direct or indirect beneficiaries of the CSO work, but are involved in or relevant for that work.

ISF's work is clearly aligned with needs of beneficiaries in the areas of women's Sexual and Reproductive Health Rights (SRHR), women's empowerment and economic development, particularly in rural areas. This is ensured by the realisation of needs assessment exercises at the start of project implementation. The two focus areas of ISF's programme, gender equality and livelihoods (cooperative and value chain development, market access) are integrated and intertwined, historically in Nicaragua and also in Somaliland. The fieldwork in Somaliland showed that in agricultural development and food security projects, women's empowerment received clear attention and results were obtained. In Kenya, ISF so far has only worked on GBV and FGM, but ISF is planning to start livelihood components there in line of its approach in Somaliland also based on needs-analysis at the partner level.

Recent project evaluations (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015 and Kidundo & Doti, 2016) have shown that the ISF projects under the period 2010-2016 are generally considered relevant to beneficiaries' needs and to stakeholders in the concrete socio-economic-cultural conditions and circumstances where the projects were implemented.

ISF dedicates considerable time and effort to identify partners and projects, like was done in a study at the start of the Kenyan programme in 2014 (ISF, 2014b). Furthermore, ISF works with long inception phases in its projects (the "year zero") and this is to ensure that a proper context analysis and needs

ISF's work is clearly aligned with needs of beneficiaries

In the case of human rights work alignment with host government policies may not always be appropriate

analysis is done and that local partners and CBOs are involved (Ayeri Ogalleh, 2016). The selection of the Kisii region for project interventions was done based on balancing the local context and needs with ISF comparative advantage in the area GBV and FGM and assessment of presence of other CSOs in Kenya providing support in this area. Concluded was that FGM was an important human rights and gender equality problem in the Kisii region and that there were few other CSOs providing support in this area.

The project and partner selection in Somaliland was also considered thorough and relevant by different stakeholders. The Government (Ministries of Agriculture and of Labour and Social Affairs) were consulted and informed about the choice of projects and intervention area, although representatives of these institutions also indicated that they would wish more influence on this process of identification and selection. However, the choice for Somaliland was somewhat accidental. Key informants indicated that Finnish Somali diaspora approached the newly elected president Tarja Halonen in 2000 who happened to be the president of the Board of ISF at the time and she used her influence to make ISF start working in Somalia (later reduced to Somaliland due to practical and security reasons).

Overall, the selection of countries, partners and specific regions has been done by balancing the different aspects and interests mentioned above with ISF's own expertise. However, ISF's own specific expertise and comparative advantage in GBV/FGM combined with economic empowerment has not been clearly used to identify new countries for its operations. Were that done, it would be more likely that ISF would, in addition to its current arguments for country, partner, and project selection, also be interested in working in challenging cultural and religious context in Islamic countries and it would also be interested to work in dry-land agriculture, addressing climate change mitigation and water management.

4.1.3 Alignment with the partner country policies and strategies

In this section, the evaluators assess:

- Has ISF's development co-operation work been aligned with the partner country priorities?

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

According to evaluation reports (ISF, 2014a; Tai, 2014 and Kidundo & Doti, 2016), the projects in Somaliland are aligned with national policies and the Somaliland National Development Plan. An exception though is FGM, which does not have support from all public institutions, and there is no national legislation in place to prohibit FGM. NAFIS is lobbying with the government to put such legislation in place, but despite the participation and interest of Government officials, this has not yet happened (Somaliland Sun, 2014). Within the Ministry of Labour and Social Affairs and in other relevant there is support for ISF's and partner's work in FGM, but no active involvement.

Alignment with national policies is also achieved in Kenya and Uganda, where the projects help the government fulfil its own engagements in human and gender rights and in Kenya to help the Government to enforce the anti-FGM law.

In Nicaragua, the IFS programme documentation does not directly address the national development programmes nor the alignment of ISF with them (beyond a mention in the 2013-2015 programme document about unemployment being a core area in the human development programme of the Nicaraguan Government for 2012-2016). Projects are justified primarily in the local context and the practical needs of the local population. Formally Nicaraguan government policies and development strategies support small-scale (agricultural) enterprise and cooperative development and gender equality. Therefore, with respect to the thematic areas, although not directly justified by alignment with national policies, ISF livelihood projects most probably are in line with Government policies and this is also confirmed in project evaluations (Espinosa, 2014). However, with respect to civil society strengthening, particularly as concerns the strengthening of independent women's organisations (not affiliated with the Government), as a cross-cutting dimension in the work of ISF and an important aim in MFA's development policy, alignment is less, because the current government is limiting the space for CSO activities and expressions, and this is presented as one of the reasons to end cooperation with a women's NGO (ISF, 2013b).

4.1.4 Alignment with development policy priorities of Finland

In this section, the evaluators assess if ISF's development co-operation work has:

- been aligned with the thematic development policy priorities of Finland?
- been aligned with the development policy Cross Cutting Objectives (CCOs) of Finland?
- been aligned with the Human Rights Based Approaches (HRBA) adhered to by Finland?
- been aligned with the geographic development policy priorities of Finland?

The 2010-2016 evaluation period has covered three Finnish development policies, with somewhat varying thematic and geographic priorities. The common themes throughout the evaluation period have been *reduction of poverty and inequality, promotion of human rights as well as sustainable development. Gender equality and the reduction of inequality as well as climate and environmental sustainability* have been common CCOs. By the most vulnerable the evaluators refer here, for example, to the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, the disabled or sexual minorities.

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

ment bodies responsible for realization, facilitation or protection of the rights of the citizens.

The development policy priorities of Finland are presented in Table 3.

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

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

The ISF programme is well aligned with Finnish development priorities, HRBA and MFA's crosscutting objectives. In the programme documents and the programme-level evaluation it was observed that ISF's programme is aligned with Finnish development policies. Livelihoods (reduction of poverty) and gender equality are ISF's main thematic areas; in addition, one of the goals is the reduc-

tion of inequality (Development Policy Programme 2012) and, more recently, adaptation to climate change. The programme works in favour of vulnerable groups (women's and girls' physical integrity, against domestic violence) and strives to empower rights-holders. In minutes and other documents of MFA on the PBS framework with ISF, this alignment is confirmed and appreciated. In interviews with MFA staff, ISF is seen as a positive element of Finnish development cooperation, and ISF's work is well known among the relevant staff (advisors, country desk officers).

On the other hand, the interviews at the Embassy in Nairobi concerning Finland's development cooperation in Kenya showed that communication and information sharing is sometimes not sufficient. It was also observed that there is no coordination with the Fund for Local Cooperation (FLC), although the FLC priorities in Kenya are quite complementary with the work of ISF (GBV, women's and girls' rights, human rights defenders).

Somaliland as a specific "country within a country" is covered in the Somalia country strategy, but one can see that the Finnish involvement in and support to Somaliland is still quite limited. And this produces a specific challenge in this country, because while there is considerable support to local civil society organisations, support to build up and strengthen government capacity in providing services for social and economic development is still very limited. Despite the sensitive nature of cooperation with Somaliland due to its unresolved diplomatic status, more complementarity of the bilateral (and possibly also multilateral) support to Somaliland with the CSO support could give a powerful boost to increased coordination and cooperation between the Government and civil society in this country.

Nicaragua was a development partner country of Finland up to 2012, and Kenya continues in the list of official partners of Finland. Somaliland as part of Somalia is an official partner country of Finland from 2016, but even before that year, it was included in the category of fragile states (Development Policy Programme of 2012-2015) and in that of least developed countries (2007-2012). This means that ISF is currently implementing projects in 2 Finnish partner countries.

Cross-cutting objectives are built in the ISF programme and in individual projects. ISF's strategy is based on human rights, reduction of inequalities as cross-cutting objectives of Finnish development policies, and there is an ongoing internal gender equality strategy with monitoring and annual reporting according to indicators. That is, ISF applies cross-cutting objectives internally too. ISF supports and implements advocacy and awareness building against HTP, GBV and FGM. Additionally, a specificity of ISF projects is the inclusion and mainstreaming of gender equality in all its livelihoods and decent work projects and this is rarely seen among other development organisations. This process is the most advanced in Nicaragua and was later also introduced in a food security project in Somaliland. Also in the anti-domestic violence project in Uganda, there was a component of women's economic empowerment. However, one gender project in Somaliland (women's political participation, 2009-2012) was criticised precisely because it left aside the other part of empowerment; economic empowerment.

A specificity of ISF projects is the inclusion and mainstreaming of gender equality in all its livelihoods and decent work projects

Concerning HRBA, ISF supports rights-holders and strives towards empowerment of rights-holders but is not often coordinating or collaborating with duty-bearers, although it is expected that at the community level, working with local partners such coordination does exist. But at the higher (regional or national) no lobby and advocacy is done on Human Rights and CCO issues except the national anti-FGM project with NAFIS in Somaliland.

Climate sustainability has been introduced as a cross-cutting objective in the ISF programme. At the level of projects, especially those in the focus area of livelihoods, it is present in the form of support to adaptation to climate change. Disability is not a special thematic speciality of ISF and this aspect is not yet explicitly included in its projects.

ISF is also a strong actor in global education and awareness raising of the public in Finland, and this aspect of ISF's work is very much aligned with the overall support of MFA for this kind of activities (e.g. with the special funds of the Development Communication Unit destined to development information and global education projects of NGOs). The magazine, appearing twice a year, informs about the activities and achievements of ISF, but also increases awareness about development problems more generally. In 2016, the ISF magazine *Solidaarisuus* was the most voted among 59 cultural, opinion and/or scientific magazines with 20% of all votes, in the annual competition organised by the Finnish association of cultural, scientific and political magazines *Kultti ry*. The ISF website is clearly designed and uses innovative interactive ways of global education, for instance virtual reality videos on poverty in Nicaragua and a playful quiz about development. ISF is also present on social media (Facebook, Instagram, Twitter, YouTube). ISF participates in the annual World Village festival in Helsinki, and other events organised in several cities in Finland. ISF also participates in education related fairs in Finland (*Educa*), and has a package of educational material that can be ordered by schools. One special fact in ISF's activities is that ISF is not only based in the capital, Helsinki, but is present in many towns around the country.

4.1.5 Alignment with the Theory of Change

In this section, the evaluators assess:

- Has ISF's Theory of Change (ToC) been aligned with the generic ToC for the Finnish support to CSOs?

Here the evaluators reflect on the explicit or implicit ISF ToC with the generic ToC constructed for the Finnish support to CSOs.

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

The aim for this generic framework is to help this evaluation establish a basis against which each of the development cooperation programmes of the CSOs can be compared. The ToC uses language expressed in MFA's Guidelines for Civil Society (MFA, 2010) and is based on the policies and guidelines of MFA - such

as the Development Policy (MFA, 2016a) and the Guidance Note for Finland's Human Rights-Based Approach in Development Cooperation (MFA, 2015b).

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

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

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

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

The ToC includes seven main assumptions that would need to occur if the changes foreseen in their intervention logic were to happen in Table 4.

Table 4: Key Assumptions in the Overarching Theory of Change.

Short term to long term outcomes
A.1 Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than would have been possible without this cooperation.
A.2 A strong, pluralistic civil society which demonstrates an active respect for human rights and inclusive values is a key contributor to improved citizen participation, greater government responsiveness and more inclusive service delivery.
Outputs to Short term Outcomes
A.3 Civil societies in developing countries have the required operational, civic and cultural space to exercise their influence after receiving external support.
A.4 A continued and supportive partnership between Finnish CSOs and CSOs in partner countries strengthens national CSO's identification and ownership of the same values.
A.5 CSOs can use their knowledge of and linkages with the grassroots to raise awareness of and educate the Finnish public about development cooperation.

Inputs to Outputs

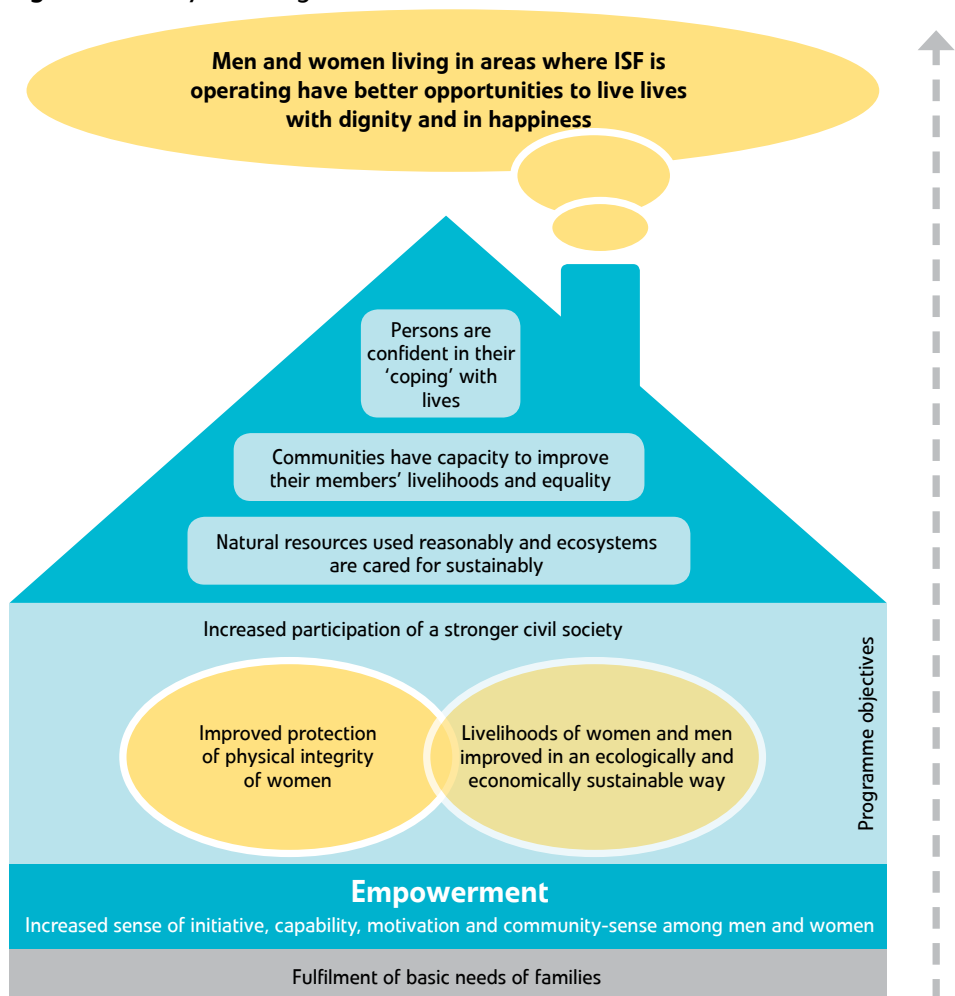
A.6 Long-term programme partnerships with Finnish CSOs, based on mutually agreed objectives, are able to deliver support to CSOs in developing countries and reach the grassroots, including the vulnerable and socially excluded. (This assumption is implicit in the precedence MFA gives to its programme-based support over other forms of civil society funding. It also recognises that strengthening civil society and development change more generally is complex and requires long-term effort and requires continuing space and support for CSOs).

A.7 Finnish CSOs develop their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way, complement Finland's bilateral, multilateral and private sector work. This may depend largely on the CSOs partners understanding of the wider, specific institutional and political context within which they work.

Source: The Evaluation Team

In this section, the evaluators present the ToC of ISF as presented in its Programme Plan document 2016-2018. The evaluators will also compare how it is applied in the practical project implementation as well as against the generic ToC of MFA. This comparison is done to be able to see to which extent ISF's ToC and approach fit with this more generic ToC. The ToC of ISF is presented in Figure 4.

Figure 4: Theory of Change of ISF



Source: ISF, 2015b (Translated from Finnish by the CSO3 evaluation team)

The ToC of ISF is generic, both in what the organisation wants to achieve on the longer term; “men and women have better opportunities to live life with dignity and in happiness” and where it wants to do this; “in areas where ISF is operating”. The described changes in the roof of the ISF “building” also are quite generic, particularly the first outcome that states “confident in coping with life”. The other two described changes are more concrete: “improved livelihoods and (gender) equality” and “sustainable use of natural resources”. Although ISF does not consider the changes in the roof of the building in ToC terminology they correspond best with longer-term outcomes.

In ToC terminology, the pathway of change between the ‘longer-term outcomes’ and the long-term vision (impact) is not described and there might be several steps needed in the pathway of change to arrive from the longer-term outcomes to the overall impact. For ISF it is important to recognise that interventions lead to increased confidence in coping with life of target groups, but in a way this change is also conditional for the other two changes presented in the roof of the building. The two lower-level outcomes in the roof of the building are more logically integrated in the rest of the building and to the programmatic objectives and interventions of ISF. In these the two core areas of intervention that are applied in projects in an integrated or also sometimes separate way:

- improved protection of physical integrity of women;
- improved livelihoods of men and women in a sustainable way.

ISF’s ToC would allow in theory very diverse interventions. When looking at the projects that are supported in practice, there is more focus than is suggested in the ToC:

- the work on physical integrity of women is focused on GBV, HTP and FGM
- the work on livelihoods is focused on agricultural production and livelihoods in mostly rural contexts. And within this livelihoods work, gender equality is systematically integrated.

The intervention strategy in the ToC, again is quite general: “building increased sense of initiative, capability, motivation and community-sense of men and women” and it does not adequately describe what it is exactly what ISF does. The wording suggests that it is related with awareness-raising, capacity development and training of communities and their members, but this is not explicit. However, a further analysis of the projects shows that this is indeed the case.

ISF is investing much effort in organisational capacity development of its local partners and strengthening civil society, but this is not specified as a specific pathway of change in ISF’s ToC, and other more specific pathways towards economic empowerment, gender equality and climate change mitigation also could help clarify ISF’s specific approach in its development projects.

ISF ToC versus Generic ToC

ISF’s ToC matches with the generic ToC of MFA particularly strongly in the pathways of change that start with development projects and programmes and with capacity development of CSOs and CBOs.

ISF is more focused on community development and empowerment of local target groups and less on policy development and transformation

ISF's approach also includes exchange and networking and enabling collective learning of its partners. The projects of ISF don't have a strong component of advocacy and influencing of government policies yet, but ISF is planning to strengthen this dimension in its work in the near future.

With respect to ISF's base in Finnish Society, ISF is very active in building commitment and support for development cooperation, including ISF's own resource base. This work is done by the communications department and includes development communication and global education. Most of this work is done in the Finnish language and therefore not all of it was captured clearly in the available English documents on ISF. The pathway of change in communication and global education in ISF is also described as a building (in the same way as in Figure 1). The pathway of change in global education will be subject to further investigation in the implementation phase of this evaluation.

Because the work of ISF is mostly on beneficiary groups and organisation specific changes, ISF's longer-term outcomes are mostly related with strengthening civil society, particularly at the community level. Its influence on government policies and enabling environment is less, although to some extent it is done and ISF is planning to intensify this work.

At the impact level, the most visible impacts of ISF and partners are in sustainable resource management and in developing economic opportunities (livelihoods) and this work is done while addressing gender equality. Some impact can be noted in the form of more resilient communities, but at this level, the impact is mostly related to specific organisations within communities and not necessarily the community as a whole. The strategy to reach these impacts is largely through empowerment of target-groups, which is core in the approach of ISF.

ISF is mainly targeting specific groups and community organisations directly and it is less working on establishing a higher-level and external (government and national civil society) support and service delivery structure for poor people and communities, not even targeting them as active citizens in a process where "the rights and capacities of citizens are strengthened in a way that they are able to demand just, efficient and transparent public sector and economy" (Kontinen, Ranta et al., 2017). Nor is ISF working directly with government structures and organisations above the community level to support more participatory governance structures at the national level, which are important for effectiveness and sustainability of changes at the local level.

To summarise the aspects mentioned above indicate that, compared with the generic ToC of CSO3 (see Annex 5) ISF's specific ToC is focused on the service delivery and capacity development pathways and it is more focused on the bottom part of the generic ToC, on community development and empowerment of local target groups and less on policy development and transformation.

4.2 Complementarity, Co-ordination and Coherence

In this section, the evaluators assess:

- Has ISF's development co-operation work been co-ordinated with the work of other CSOs and development partners?
- Has ISF's development co-operation been complementary to the Finnish bilateral development co-operation?
- Have the MFA policies and interventions been coherent with regard to ISF's development co-operation?

In this evaluation, **Co-ordination** refers, for example, to joint activities and regular information exchanges with other CSOs, bilateral and multilateral interventions as well as with private sector initiatives. Here the other CSOs refer to those CSOs that are not direct beneficiaries or stakeholders of the CSO work - for example, sister organizations in Finland or other developed countries could fall into this category. **Complementarity** is seen in terms of division of labour between different development actors and MFA's bilateral cooperation interventions. **Coherence** focuses on assessing whether MFA support to the CSO is in line or in contradiction with other MFA policies and interventions - and vice versa.

The new Finland Development policy highlights that "In Finland's partner countries, civil society representatives are urged to interact with Finnish diplomatic missions and to take account of other activities supported with Finnish development cooperation funding and all Finnish development cooperation actors are encouraged to engage in regular exchange of information and interaction. Businesses, NGOs, local authorities and higher education institutions are invited to cooperate more closely and will be supported in these efforts. The aim is to make better use of the actors' complementary strengths to support sustainable development".

Coordination of ISF programme and projects with other international development actors, other Finnish CSOs and national development actors in programme countries

ISF in the implementation of its programme works with local partners and also brings these partners together in networks to exchange experiences and work together. Most exchange and networking is done at the national level, because international exchanges are quite difficult and expensive to organise. Regional exchange is also occasionally done, particularly at the level of the Horn of Africa and Central America, including Mexico. In fact, ISF-Nicaragua has more coordination with regional and international actors than within the country; probably reflecting the situation in the partner country.

Interviews with stakeholders and development partners in Somaliland and Kenya indicate that information sharing is a normal practice among different organisations, but when it comes to systematic cooperation at the project level this is rarely done. In the fieldwork, the evaluators have encountered one concrete example of cooperation at the project level in Beer community, where ISF and the Development Fund of Norway were providing support to the same cooperative and project activities and investments were complementary to each other.

In the same community, a remarkable sign of poor coordination by Food and Agriculture Organisation of the United Nations (FAO) was observed in a project with the Ministry of Agriculture. The FAO project was not discussed with the local community, leading to serious dis-functionalities in its design. The project (digging water canals) causes additional problems to cooperative members because the water is led away from the land to be cultivated and not towards it. Local partners have tried to raise this issue to the Ministry of Agriculture but no response is given by them and by FAO. It is also remarkable that the local partners, ISF and Development Fund of Norway have not yet coordinated to take joint actions against the Ministry and FAO. This shows challenges in coordination and cooperation between different partners because all focus on their own specific projects.

In Nicaragua, ISF operates bilaterally with specific partners in different projects, sometimes funding several projects with one partner, and there is coordination with other CSOs and private sector actors, most notably also with agricultural universities and lately with handicraft and design experts of Mexico and Finland (Aalto University) (ISF, 2015a).

Stakeholders in interviews confirm that ISF coordinates its projects with authorities and that local partners are working with authorities, particularly at the community and district level. However, particularly in Somaliland it was clear that authorities are extremely weak and lack means to provide support or complementary services. And quite frequently the local authorities (Ministries) in coordination meetings try to lobby for allocation of funds to them instead of to local partners and communities and this puts additional pressure on coordination with Government institutions.

During the fieldwork in Somaliland, the evaluators came across an initiative of ISF to partner with the University of Burao and other partner universities in Ethiopia, Finland and Norway to set up a dry-lands agricultural research institute. ISF and its partner universities have looked for funding opportunities but nothing has yet materialised. The current idea is to present a joint project to the EU. Discussions and preparation are still ongoing, but potentially this project of setting up a dry-lands agriculture research centre could have a major impact on agricultural development in Somaliland in the future.

Complementarity and coherence of ISF with Finnish bilateral cooperation.

In Nicaragua and Kenya (and previously also in Uganda), ISF's activities have been complementary and increased the effect of (other) Finnish development policies, in areas of gender equality, climate change particularly and in social-economic development in general. Thematically, ISF complements Finnish (intergovernmental) poverty reduction projects in the area of agricultural and economic development through value-chain development with cooperatives, mainstreaming gender equality and organisational capacity development support in all its projects. Geographically there has been complementarity of actions, but possibilities for this are decreasing, because both ISF and the Finnish Government are withdrawing from different countries. Finland phased out Nicaragua as of 2012 as an official development partner country. KEPA closed

down its Central American office in Managua in 2016. ISF now is one of the few Finnish CSOs still present in Nicaragua.

Somaliland is a specific case because this country is not a direct partner of Finnish development cooperation, because the bilateral cooperation is officially with Somalia. In Somaliland, there is very limited bilateral cooperation, including Finland, although some projects are implemented in Somaliland and the Embassy has been visiting Somaliland the week after this evaluation mission. At the de-centralised level, the Municipality of Turku also has established relations with municipalities in Somaliland, but up until now this seems to be a rather isolated initiative, in which the MFA and the Somalia Embassy in Nairobi are not actively involved.

The three PBS receiving CSOs are active in Somaliland all work on projects in the area of gender-equality, social-economic (agricultural) development, climate change, Sexual and Reproductive Health Rights, including FGM, HTP and GBV. And all three CSOs lack strong and reliable Government counterparts. This is a serious challenge for further development impact of the CSOs in this country. There has not yet been a common and coordinated effort of the CSOs and/or the Embassy/MFA to address this challenge and investigate possibilities for more complementary actions in bilateral and CSO projects.

The support of the MFA to ISF has been coherent with its own development policies, particularly in the area of the crosscutting objectives. The programmes of ISF focus on all three of the crosscutting objectives of the MFA: in gender, ISF works addresses FGM/GBV; in equality, it works on economic empowerment of target groups, particularly women. In climate change, ISF focuses on water management and climate change mitigation in agricultural production. The HRBA approach is also well integrated in the work of ISF by supporting the physical integrity of women and the defence of their sexual and reproductive rights.

4.3 Efficiency

4.3.1 Results-based management practices

In this section, the evaluators assess:

- Has ISF focused its planning on programmatic results?
- Does ISF have adequate human resources?
- Does ISF have adequate financial management?
- Has ISF applied results-based monitoring, evaluation and reporting?
- Does ISF have adequate risk management practices at place?
- Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?

The MFA 2015 guidelines on RBM define the Results Chain Model - referring to inputs, activities, outputs, outcomes and impacts - as the key methodology for RBM (MFA, 2015c), emphasizing also a six-step risk management approach. The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. Although no specific methodology for

results-based management (RBM) is imposed by the MFA, the CSOs are expected to have RBM systems with adequate planning, management and M&E. The CSOs have been able to select the RBM method most suitable for their organizational cultures, as long as they fulfil the following the key requirements:

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

Box 2. MFA Risk Management Approach

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

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

Source: MFA, 2015c.

Efficiency of programme (PBS) implementation

Working with local partners in planning and implementing programmes

Within the ISF organisation, local partners are the main “instruments to realise the development interventions”. As these local partners are well embedded in local communities and recognised and respected by Government institutions, they can quickly and easily operate in community development projects and thus are generally very efficient in project implementation.

The local partners of ISF employ local staff and this has two important benefits. On the one hand, projects can be implemented against low salary costs and on the other hand, the implementation by local staff members also contributes to capacity development of staff members and this is an important contribution to local civil society development.

The local partners have longer presence and are closer to communities and this will allow them to implement project with less recurrent costs of outside visits and visits can also be organised more quickly and timely. Errors in project-implementation can also be corrected more easily.

In Somaliland, there is an additional security benefit. International staff cannot move around the country freely and if they do, security costs are considerable. But now that most of the activities at the community level are done by local staff, these additional security costs can be avoided.

While the implementation of the programme of ISF by local partners brings additional administration costs with an estimated maximum by the evaluators of around 10%, the extra benefits brought by implementation by partners by far outweigh these additional administration costs.

ISF's staff on the ground and accompaniment of local partners

Country and Regional Coordinators report back to Helsinki about changes in the external project environment quarterly, or in urgent cases, immediately. According to evaluations, monitoring and reporting are efficient (Kidundo & Doti, 2016). Evaluation reports further indicate, when addressing this issue, that ISF disbursements to projects are timely (idem) and this increases the partner's operational or management efficiency to implement their projects. On the other hand, the same evaluations have also reported that ISF is not always sharing information and is not always coordinating activities with its partners and with other CSO. The fact that most of the project planning and reporting and some of the evaluations too are written only in Finnish contribute to these difficulties in sharing information more widely.

ISF's staff in Helsinki

ISF has a relatively large number of staff in the Helsinki office, 16 in total. The Executive Team, consisting of the Executive Director, the Programme Director, the Director of Finance and lately also the Head of Fundraising, is in charge of coordinating the programme implementation. The programme team is formed by two advisors, one for livelihoods and entrepreneurship, another for gender equality. Both advisors are highly qualified with cross-cutting expertise (agriculture plus anthropology, economics plus gender studies) that supports the mutual mainstreaming and interpenetration of the two operational priority

The local partners have longer presence and are closer to communities

sectors of ISF. The staff further includes a communications team, also responsible for global education activities, and a fund-raising team. The latter does not use PBS funds but is self-funding and feeds resources into the programme implementation. The administration consumes about 10% of the funds, with a total of about one quarter of funds used for supporting activities (communications and fund-raising) together with administration.

Results of recent audit of ISF's programmatic and financial and administrative performance

In 2016, KPMG was commissioned by the MFA to conduct a performance audit of the programme and management and administration of ISF. In this performance audit, a visit was made to Somaliland. The findings of this audit were largely positive.

The 2013-2015 program total budget was € 8.9 million with annual budgets ranging between € 2.6-3.2 million. Country activities totalled € 6.4 million with the Somaliland budget being the highest with € 2.6 million and the Kenya budget lowest with € 317 thousand. The projects portfolio varies in the countries. In Nicaragua, ISF focuses mainly on livelihood projects through cooperatives whereas in Somaliland, focus is both on GBV and livelihood projects. In Kenya, projects were started with new partners in 2015. The programme was mainly implemented without deviations from the program plan. In gender and anti-FGM work, drought caused some challenges in Somaliland since the beneficiaries were struggling with food production, making significant efforts to get food and water. Drought had also caused challenges in livelihood and agriculture projects and thus the focus is changed to support dry land cultivation and irrigation solutions even more.

The program 2016-2017 is implemented with less funding and to adapt the decrease in funding, ISF left from Uganda. Due to increased self-financing, ISF is financing more in the current program comparing to the previous program. Currently the MFA share of the total funding is approximately 66% and the ISF share 34%. The budgets for Somaliland and Nicaragua has been decreased while in Kenya the 2016 budget has been increased by 50% comparing to 2015 since the implementation was started in 2016. The total Program annual budget 2016 is € 2.4 million.

KPMG observed that simultaneously when implementing the Programme 2013-2015, ISF had focused on supporting the local NGO's capacities in Somaliland. According to the KPMG review, the capacity has been strengthened by providing financial management training and monitoring training. Due to the trainings, the financial management capacity has strengthened in the three reviewed organisations and is currently on an adequate level.

Most the Programme costs are incurred on the project level by the local partners (53%). The Programme staff salaries including the Programme Director and programme thematic experts in Finland and country coordinators salaries abroad have been allocated to the project costs during 2013-2015 in relation to the project size. Other Programme level costs are related to the administration (10% of Programme level costs), planning, monitoring and capacity building costs (9%) and communication (10%). The administration costs cover most

of ISF other costs, mainly salaries and rental expenses, external accounting, IT- and audit services.” (KPMG, 2017. p. 6-7).

Furthermore, the audit confirmed:

- According to the KPMG review, the monitoring process in program level is systematic, monitoring processes are in place and reporting is reliable (but crop figures in Somaliland have not been realistically assessed).
- Based on the KPMG procedures the financial reporting process is appropriately organised and audit trail exists from the ISF program level annual reporting to the local organisations bookkeeping.
- ISF has however mitigated the capacity risk by systematically supporting partner organisations’ capacity development. (KPMG, 2017. p. 7-8).

Monitoring and Evaluation instruments and practices of ISF

ISF has M&E instruments and methods in place and through the ISF staff accompaniment of the projects of partners, monitoring too is close and frequent. ISF uses the Logical Framework Approach to plan and report on its projects. ISF documents the project identification and inception phase and some projects (like the agricultural development projects in Somaliland and the FGM project in Kenya) also have baseline data. The monitoring activities at the project level produce regular project reports that are integrated in ISF’s overall annual reports to the MFA. All projects are evaluated at the end. The procedures are well described in ISF’s 2011 Programme Manual (ISF, 2011).

While the project reports and evaluation reports cited above generally provide good qualitative data at the anecdotic level the reports don’t always generate good and reliable quantitative and qualitative data on outcomes obtained at the aggregate level and it is even doubtful if this is even possible. Similarly, the interviews and field visits conducted in this evaluation confirm the outcomes that are reported in reports and evaluations at the anecdotic level, but quantitative and aggregated information on different projects at the country or overall programme level is scarcer.

The experiences with M&E data and comparison of baselines and end-reviews show that the instruments and methods for data collection are not always reliable and not applied in a consistent way. This was for example observed in the evaluation of the agricultural project in Somaliland (Kidundo & Doti, 2016). The fact that this is the case with rather straightforward production data also indicates that behavioural changes related with GBV and FGM are even more difficult to measure.

Cost-effectiveness and efficiency of the ISF projects and organisation

It is difficult to provide an assessment of “value for money” or cost-effectiveness aspects of the work of ISF. Its interventions are quite diverse and this makes it impossible to compare cost-effectiveness of different projects in different countries or calculate an average investment per beneficiary or community.

Outcomes are reported at anecdotic level

Despite this difficulty some things can be said on cost-effectiveness:

- First or all working with and through local partners, as was already indicated above, is cost-efficient. For less than 10% additional administration costs, projects are implemented against low costs and additionally the project implementation itself generates stronger capacities among partners;
- The percentage of administration costs of ISF in relation to the total overall programme costs (see section 3.4) is 10%. Total expenditure for communications and education and M&E, amount to 16%, but these activities contribute to capacity development and global education and should not be considered administration costs. When considering administration costs only against the project implementation costs in developing countries, the percentage would slightly rise to 12%, but this percentage is still well within international standards for administration costs that can amount to 25%.
- Evaluations have shown that economic and cooperative development projects of rather high costs of construction of sometimes large and underutilised infrastructure (Lindo, 2012), meagre return on investment in value chain development projects (Ordeñana & Montoya, 2013), and inefficiency in staff utilisation in some projects (Ndiddle & Karimbe, 2012). These findings are confirmed also in the field research in this evaluation in Somaliland, where the evaluators have observed several high-value infrastructure investments (water management, machinery) for cooperative development projects, these high investments were (largely) provided as donations. But these donations in the context of economic development projects bring in risks of creating unequal level playing fields and poor sustainability in amortisation of investments for future activities.

Risk Management aspects

The Programme Manual of ISF (ISF, 2011) provides instructions and guidance for risk-management. The same information has been included in the RBM analysis carried out during the CSO1 evaluation exercise. In the RBM analysis (Silfverberg, 2016), no critical findings were encountered. Additionally, the 2016 audit was generally positive on risk assessment and found that “ISF has assessed risks systematically and risks are regularly reported to the ISF Board. ISF has recognised risks well and managed them adequately” (KPMG, 2017. P 8). The audit also identified a few (though not major) challenges: “According to the Risk Assessment for the 2013-2015 programme, political and economic changes in the cooperation countries might cause challenges to the local NGO’s to operate. In the post-conflict countries, this is a risk for the security of the employees and to the partner organisations. ISF follows situations and communicate with other INGOs (UN organisations) about the security and ISF has crisis communication plan. To mitigate corruption and fraud, ISF projects are audited yearly and semi-annually. Also, low fundraising is seen as a risk and ISF will develop it during the programme period. Workload of the expatriate staff is also seen to be heavy. Also, workload in financial management in

Finland will be prevented by outsourcing to an external accounting office. In the risk analysis for the 2016–2018 program period, decrease in funding was assessed most likely risk and also effect as high.” (KPMG, 2017. P 25)

The latter risk of decrease in funding materialised in 2016 and although it heavily impacted the ISF organisation. At the programme level, the activities in Uganda had to be phased out, but with these measures no further negative impact could be found on project operations in the other programme countries. ISF, in 2016 has been able to increase fundraising income and this provides a better perspective for the further future, but in the first period investments still need to be earned back.

Financial risks with partner funding have rarely materialised because ISF is always quite close to implementing partners and it also provide considerable capacity development to its partners in financial management and administration. In the period under reviewed only one concrete example of mismanagement and fraud of a partners was reported in 2012. This partner organisation in Uganda had for a longer period been the object of fraud: its bookkeeper, in coordination with the local audit company, had embezzled funds by falsifying checks and manipulating budgets over the years for over € 170,000. The fraud was identified in a regular inspection by the ISF partner. As the fraud was committed by an individual staff member with external support, the partner was cleared from wrong-doing and ISF could complete the project normally in agreement of MFA, although it had to pay back the lost sum to MFA. The result of this experience within ISF and partners was that internal reviews were tightened and more emphasis was put on good financial management and more capacity development support was provided.

4.3.2 Management of programme-based support by the MFA

In this section, the evaluators assess:

- Has the MFA adequate framework and resources for overseeing ISF work?
- Has the MFA incentivized and supported results-based management by ISF?

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

Exchange of information and dialogue between ISF and the MFA has been perceived as good and constructive by both sides. The guidance received from the MFA on administrative requirements was sufficient and there have not been any major problems or issues related with narrative and financial reports during the entire period under evaluation.

In the eyes of ISF the dialogue and cooperation with the MFA has remained largely administrative. There have not been frequent content-wise exchanges or visits by the MFA to ISF project countries or partners, but Embassy staff sometimes does. The MFA is seen as rather flexible in instructions and guidance for the CSOs in preparing plans and reports.

The yearly consultation meetings are not frequent enough nor very timely to enable good feedback by MFA on previous year’s reporting and next year’s planning of ISF. This means that although the dialogue is appreciated it has not

ISF provides considerable capacity development to its partners in financial management and administration

The dialogue and cooperation with the MFA has remained largely administrative

been very helpful to steer and provide critical inputs to PBS programme development of ISF, particularly with respect to contents, for example in the area of gender equality.

Although the PBS funding framework has enabled ISF to engage in multi-annual planning and programmatic approaches, these possibilities have not been fully used by ISF. ISF's country programmes are still largely specific partner and project based, consisting of several partners per country.

4.4 Effectiveness

4.4.1 Achievement of outputs

In this section, the evaluators assess:

- Have ISF's outputs matched the intended targets?
- Have ISF's outputs been of good quality?

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

The most important outputs that are presented in the annual ISF report on 2015 (ISF, 2016a) are listed below;

- In Nicaragua, bee honey producers have grown in numbers and all of them are able to produce export-quality honey; and trees have been planted in Northern Nicaragua to fight erosion;
- In Somaliland, three projects build water systems based on capillarity or rain water harvesting, and barriers were built to channel rain water to fields, and the production of milk increased despite the drought; accessibility of fodder increased;
- In Uganda, some families saw a reduction in domestic violence and decreasing consumption of alcohol.

Most of the projects of ISF have, according to recent evaluation reports (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015; Kidundo & Doti, 2016; Duttmann, 2016) and annual organisation-wide reporting (ISF, 2015a; ISF, 2016b) produced good outputs, with some exceptions. Thanks to ISF's monitoring system which is based on a baseline carried out during the first year of project implementation (inception phase), the organisation has quantitative data for several progress indicators of its projects. However, not all indicators are monitored annually. In addition to quantitative data, a narrative assessment based on 50 personal narratives was carried out in Uganda in 2015 to also produce more qualitative data on effects of ISF's work in this country. This is also done in narrative project reports and in evaluation reports of the (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015; ISF, 2015a; ISF, 2016a; Kidundo & Doti, 2016; Duttmann, 2016).

During the field visits to Somaliland and Kenya, the realisation of outputs could be largely confirmed, by interviews and site-observation. Beneficiaries of projects mentioned the following most important outputs:

- Realisation of training and awareness raising workshop and events on GBV and FGM and on economic empowerment;
- Specific technical training was provided to beneficiaries in agricultural production practices, introduction of new crops (sisal, fodder, horticulture), water management and machine operating;
- In the agricultural projects, significant donations were given to acquire machinery, greenhouses, water-storage facilities and tractors;
- Market linkages and market access was facilitated by the projects.

The findings in this evaluation are in line with the 2016 evaluation of the food security projects of Candlelight and the Agricultural Development Organisation (ADO) in Somaliland. Here the evaluators observed “largely, funds were disbursed and utilized as per approved activities, with field budgets scrutinized by senior staff to check for conformity with the approved limits. There is evidence of good practice in financial management, with contractors selected competitively. Overall, funds usage follows donors’ approved processes and based on budget lines.” (Kidundo & Doti, 2016. p. 22).

Beneficiaries of ISF projects in Somaliland and Kenya interviewed in this evaluation generally also expressed satisfaction with the services and outputs provided to them by the ISF implementing partners. But on some aspects sometimes also some critical assessments were given:

- Although the agricultural productive training events were generally appreciated, beneficiaries stated that despite considerable attention given to ‘life-skills’ subjects, not enough skills development had occurred on literacy and numeracy skills, while these skills are very important in economic activities. Additionally, beneficiaries also indicated that not enough attention was given to entrepreneurship develop and to managerial aspects of production and cooperative activities;
- Responses of beneficiaries indicated that the material support that was given to them has raised their expectations in getting more material support. The possibility to generate savings from economic operations was not mentioned often and respondents indicated that there was limited to no availability of agricultural finance for them. The projects in Somaliland have not developed and provided financial services to target groups (or linked target groups to financial service providers). In Nicaragua, where ISF’s experience in agricultural development is longer and cooperatives are more consolidated such services are provided. An additional complication in Somaliland in considering financial services for agricultural activities has been the persistent drought of the last three years that has impoverished the farmers to a large extent and capacity to work with finance is extremely limited.

Generally, the project partners of ISF succeed in realising their project activities and outputs as planned. The evaluators have not encountered projects in Somaliland and Kenya that have had major problems in implementation. There are of course differences between projects and between different countries, depending also on different context. For example, the cooperative development

Generally, the project partners of ISF succeed in realising their project activities and outputs as planned

projects in Nicaragua have been generally effective in producing the outputs as planned, while in Somaliland the agricultural development projects have had more challenges in producing all planned outputs, particularly because of the long and severe drought of the past years. Also, projects related with transforming HTP generally take more time to prepare and implement because careful relations need to be built with local communities and local leaders.

The quality of outputs is generally considered good by the beneficiaries and in most of the interviews conducted with beneficiaries there was great satisfaction with the services and outputs of ISF's partners. In some occasions, beneficiaries expressed some criticism with the quality of training and capacity development in the area of life skills, such as numeracy and literacy. These beneficiaries indicated that the attention to some specific but very important life skills was not sufficient or not long-term enough to empower them to continue on their own.

As what comes to global education and communication activities carried out by ISF, the objectives seem to have been reached well beyond expectations. For instance, in 2015, the goal was 500 visitors viewing the videos posted on YouTube and the sightings ended up in 1,899 (up from 190 in 2012). For followers on Facebook, the objective was 100 new "friends" each year after the baseline year of 2012 with 3,840, and at the end of 2015 the number of followers was 6,793. Concerning the magazine, the objective was to have 500 new subscriptions a year, and the number of new subscriptions in 2015 was 1,355. As one of the goals of development communication and global education was to consolidate ISF as an expert organisation, the indicator fixed for it, the number of lectures or consultations demanded from ISF by the public, was five. The year 2015 ended up with 18 consultations and/or lectures by ISF staff (all figures taken from ISF 2016a, Annex 7).

4.4.2 Achievement of outcomes

In this section, the evaluators assess:

- Has ISF's development co-operation work yielded intended outcomes?
- Have ISF's outcomes been significant and have there been unintended outcomes?

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

ISF annual reports on 2014 and 2015 (ISF 2015c, 2016a) mention some important outcomes of the work of ISF and implementing on the longer term:

Between 2012 and 2015, the food security project in Somaliland had contributed to increase in school enrolment of children (non-enrolment in 2012 between 32% and 56%, between 2% and 32% in 2015) and decent housing conditions had progressed from 28% to 35%. But the issue to which extent these changes can be attributed to ISF's (and partner's) specific support interventions is not properly addressed in the presentation of these data.

In the focus area of livelihoods/value chains in Nicaragua, the progress cannot be yet assessed, mainly because the monitoring data does not use the same indicators that were used at the start of the projects (example: indicator “very deficient housing conditions”, baseline 22%; monitoring result: 70% of women and 63% of men have been able to improve housing conditions). Although it is likely that housing conditions have been improving it is not possible to quantify the change with exact figures.

In the focus area of gender equality, some indicators for improved protection of women’ and girls’ physical integrity have progressed (baseline 2011 for those who believed that FGM is a religious duty 26%; 0 % in 2014), some others have seen setbacks. The fact that this indicator went down from 26% to 0% raises some suspicion whether or not respondents have been providing socially desired answers in monitoring interviews. In a context like Somaliland, there is widespread support for FGM and therefore it is unlikely that even with a substantial intervention in this area, approval rates would go down to 0%.

The situation for the result of relatively improved economic situation of women compared to men’s, too, has mixed results. No monitoring data for Nicaragua in 2015 were collected for this focus area but in earlier annual reports, progress was observed.

According to more recent project evaluation reports (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015; Kidundo & Doti, 2016; Duttmann, 2016) ISF has reached most targets that were set fully or to a large extent. This was also the conclusion of the 2011 programme-level evaluation (Suoheimo, 2011) based on the analysis of a sample of four projects, although at this stage, five years afterwards, an improvement in the extent of achievements should be observable but is difficult to verify. A specific challenge is Somaliland where attitudes concerning women’s role in economic life only change very slowly and much time is needed to consolidate achievements.

A recent comprehensive evaluation was conducted in 2016 on the results of agricultural development projects of the partners Candlelight and ADO in Somaliland (Kidundo & Doti, 2016). The main findings from that evaluation are summarised below and are matched with findings (between brackets) of this evaluation team that has visited the same projects as this evaluation:

- Increased crop production capacity of households in targeted villages for all the crops against the baseline. [Some remarkable increases in productivity were reported that are unlikely to be true];
- Increased income from alternative income sources like wages from the factory, remittance, small business (kiosks) and poultry to enhanced resiliency; income from Village Savings and Loan Associations (VSLAs) were also reported. [But some of these alternative sources were not related to the project at all];
- In general, the project enhanced the capacity of cooperatives in the project area and their membership. The evaluators also identified a clear need to continue on improving capacity especially on governance and record keeping. [The need for more skills related capacity development was also confirmed in the current evaluation visit];

- While the project provided tools, equipment and capacity building, value addition initiatives have not shown significant success. [These limitations were also observed in the current evaluation visit. It is remarkable that drought related influences were not highlighted in the earlier evaluation];
- Direct correlation between this results and actual activities relating to livestock that can enhance milk yield was difficult to observe but average milk production has increased against the baseline. [This evaluation finding is questionable considering the fact that the drought had seriously affected livestock];
- Capacities of the implementing partners did increase, but was not qualified. The project managed to meet its prescribed target in this result area. [These capacity effects were confirmed in the current evaluation visit, but could not be compared with historic data].

Summarise, the evaluators in this evaluation exercise to some extent confirm the findings of this evaluation of 2016. The outcomes of the agricultural projects in Somaliland are generally good and highly valued by beneficiaries and external stakeholders.

At the same time the evaluation also shows that some of the outcome measurement is not always very reliable. Many data in the evaluation report (Kidundo & Doti, 2016, p. 23-26) report on development of indicators from a baseline to the end of the project period. But the comparison of these data is difficult to interpret as some differences are very high and others are not. Very high yields in a variety of crops (sorghum, maize, cowpeas and sesame) were reported (ibid., p. 26) that are so much higher than the baseline that they can hardly be taken as hard evidence. This is even more so, when considering that the end-of-project data were compiled after the second year of consecutive drought.

Another recent evaluation report of the Tierra Nueva cooperative project in Nicaragua in 2016 (Duttman, 2016) shows many interesting findings and conclusion on productivity and processing of honey that are rich at the anecdotic level, but quantitative data on production are difficult to interpret, because they cannot be compared with a clear baseline and it was also recognised that such productivity were dependent on external influences (ibid., p. 75).

Summarising it can be said that the achievements of outcomes in terms of empowerment of women, changed cultural practices and increased production and income of target groups is general good, although not always as planned. And sometimes planning of such targets is not always described in precise indicators at the start of projects. As was already observed under the output section, also outcomes are different in different contexts. For example in Somaliland, the persistent drought has affected the production and economic outcomes negatively, because production was sometimes impossible. In another case (the agricultural project in Beer), another FAO project had affected negatively the outcomes of the ISF partner's interventions, because an irrigation project had errors in its design and diverted water away from production areas instead of leading it towards it.

The outcomes in the behavioural change projects on GBV and FGM are well notable, but difficult to quantify in a reliable way. In the project communities visited in Somaliland, women indicate that FGM has reduced, but this reduction is not possible to measure in a quantitative and reliable way. There are however sufficient different beneficiaries and stakeholders that all confirm that changes in practices and behaviour have occurred.

In Finland, the outcomes of global education and communication activities have been assessed in 2015 by two studies, one qualitative (focus group) and a second, a web-based survey (ISF, 2016b). According to the survey, 91% of respondents reported having increased knowledge about global development problems thanks to ISF's communication and education programme. About 65% of respondents confess having been encouraged to donate to ISF based on the communication and global education activities of ISF, and 19% participated in an ISF campaign for the same reason. The participants in the focus group particularly appreciated the fact that ISF communication and global education reduces stereotypes and diminishes prejudice concerning the people of developing countries, and increases the feeling of shared humanity with them (idem).

ISF contribution to project-level and organisational capacity development of partners

ISF works closely with local partner organisations and capacity building component is systematically included in each project and this has benefited local partners in improving their organisational performance over time. The field visit to Somaliland confirmed that Candlelight and ADO had developed into some of the strongest CSOs in the country, well known and respected by many other stakeholders and development partners.

In Nicaragua, ISF works without intermediate organisations or implementing partners, but it provides direct support to beneficiaries' cooperatives, including capacity development services.

A challenge in assessing outcomes in capacity development of partners is that project reporting does not provide information on changes in capacities of its partners on a systematic basis and using indicators, like it does on its project interventions. ISF reports and project evaluation reports sometimes present positive developments in capacity of partners, such as their capacity in working with government agencies and "working closely and empowering" the local partner's staff (Kidundo & Doti, 2016). The fact that limited information is provided on capacity development of partners is not strange, because the PBS framework doesn't explicitly require any such reporting on capacity development aspects and joint activities, exchanges and advocacy activities of partners.

Also, the programme-level evaluation from 2011 (Suoheimo, 2011) provides some information on capacity development. A survey was done among 10 partner organisations and 40 individual respondents. The great majority of opinions were positive and appreciative of ISF work. The respondents reported that their planning and reporting capacities had improved as well as their capacities for financial management and financial monitoring. They have become more capa-

The outcomes in the behavioural change projects on GBV and FGM are well notable, but difficult to quantify in a reliable way

Behavioural changes often depend on many factors and not only on specific project interventions

ble to attract external funding and implement other projects funded by other donors. They considered that ISF was unique in providing such capacity development support as part of its projects.

The interviews in the field visits also confirmed that partners appreciate the attention given by ISF to capacity development not only at the project level but also at the organisational level. It was regularly mentioned that ISF is one of the few international development partners that is willing to invest in this area, which rather tends to confirm the results of the survey carried out by Suoheimo (Suoheimo, 2011).

Summarising the evaluators can conclude that ISF's contribution to partner's organisational capacity development has been significant and this is clearly confirmed by the partners themselves and external stakeholders of ISF's local partners that see stronger organisations and better performance of these partners. At the same time, it should be noted that the results of capacity development of partners are not systematically captured and analysed.

4.4.3 Contribution to outcomes

In this section, the evaluators assess:

- How well can ISF outputs be linked to outcomes?
- How well the outcomes can be attributed to ISF and the PBS?

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

The overall analysis of reports and evaluations has not been helpful to clarify and explain what have been ISF's and its partners' specific contributions to effects and changes at the outcome level. This is largely related with the fact that the two types of main outcomes produced in ISF projects depend on many different influences, as is explained below:

In producing behavioural changes with respect to GBV and FGM there are two main challenges in analysing and attribution these changes in behaviour to specific interventions (of ISF and partners, but also of other development actors)

- In the first place, it is widely known that GBV and FGM are considered Harmful Traditional Practices (HTP). When asking people if they resort to such practices they are not likely to respond they do. And as soon as actions are taken to more strongly monitor the occurrence of such practices, the practitioners tend to go 'underground' and the practices often continue, even in more high-risk situations. While in the practice of projects opinions of people can be measured, they do not necessarily tell the full truth. This challenge is particularly high in the HTP areas in which ISF and partners are active;
- Behavioural changes often depend on many factors and influences (religious leaders, radio, television etc.) and not only on specific project interventions. In many countries, there are quite coherent actions of many different actors to influence behaviour and opinions on GBV and FGM. So, in case such behaviour and opinions change over time it is not possible to only attribute them to actions of ISF and its partners.

In agricultural (cooperative) development similar challenges occur:

- Agriculture is highly depended on natural conditions and therefore changes in production and productivity can be the result of many different causes, of which ISF and partner's projects are only one. If one wishes to neutralise these external influences, only data comparison over very long periods can filter these short-term influences out. In Somaliland, the evaluators have seen the impacts of persistent drought that has influenced project results over three years in a row, so it is very difficult to make an assessment of the specific influence of ISF, during the evaluation field-research phase;
- Also in agriculture, there are more actors that provide support and contribute to changes. And sometimes, different actors cause contradicting changes, such as was encountered with a dysfunctional project of FAO in the Beer community in Somaliland.

The project reports and evaluations (see previous sections) have presented many anecdotic proofs of outcomes in the direct context of ISF and partner's projects and local beneficiaries confirm the strong support they have had from ISF and partners and therefore it is obvious that many outcomes can at least to a partial extent be attributed to them.

More pronounced effects and outcomes of the ISF projects can be seen in the establishment and strengthening of women groups, cooperatives and other CBOs. These organisations have received direct support in the framework of ISF projects and respondents confirm that their stronger and more effective organisations are a result of ISF's and its partners' support in the first place, although sometime other factors (and donors) also have contributed.

Attribution of outputs and outcomes to ISF and its PBS approach

There is also some evidence to claim that a part of the outcomes can be attributed to ISF's support through PBS funding. The 2011 programme-level evaluation (Suoheimo, 2011) describes how ISF started to align and combine its projects within a programmatic approach, going beyond mere clustering diverse projects under new headings. According to the Programme-level evaluation of 2011, ISF took the programmatic approach seriously. The programme developed for 2007-2010 caused changes in partners and kinds of projects to comfortably fit under the new programme and align with it (Suoheimo, 2011).

The process of combining the two thematic focus areas, livelihoods and gender equality, in a more programmatic approach has advanced farthest in Nicaragua, but it was also quite successful in Somaliland, especially in the more recent rural livelihoods project (food security) and in Uganda before the exit from this country. As exchange of learning between countries where ISF operates is only incipient (for instance, using the example and contacts from Nicaragua in value chains of sisal in Somaliland), one could say that the full potential of programme-based approach has not yet been materialised sufficiently.

More pronounced effects can be seen in the establishment and strengthening of women groups, cooperatives and other CBOs

Attention to and achievement of CCOs, including gender equality and promotion of climate sustainability

The ISF programme is contributing to the achievement of crosscutting objectives of MFA on gender equality, reduction of inequalities and climate sustainability. Both thematic focus areas of ISF “decent work, livelihoods and value chains for disadvantaged persons/communities” and “mainstreamed gender equality goals in livelihood projects” plus specific gender projects, contribute to CCOs. In latest years, adaptation to climate change has also been integrated in the programme objectives, and this is, for example, particularly relevant in arid and semi-arid areas. ISF’s programmes are not implemented in the environment of bilateral projects of the MFA and they are also not linked to such projects and therefore is no direct contribution to CCOs of the MFA in Finnish core partner countries. However, this is probably also the case for most other PBS funded projects of CSOs in Finnish partner countries.

The contribution of ISF to CCOs is mostly at the local level by a strong focus on and consistent actions in transforming communities and community level organisations.

4.5 Impact

In this section, the evaluators assess:

- How well can ISF’s development co-operation outcomes be linked to a wider impact?

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

There is one common planned and desired impact that is confirmed in all project evaluation reports looked at in this evaluation (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015; Kidundo & Doti, 2016; Duttmann, 2016). This impact is related to empowerment of target groups. Empowerment refers to the appreciation and self-assessment of individuals, or in some cases of communities, of the extent to which they are better able to cope with one’s life and face-up to challenging situations.

In Somaliland, as could be verified in the evaluation reports and interviews in the field research in this evaluation, empowerment has occurred in achieving an increase in female literacy and own income of women or through support for the fact that FGM is not a religious obligation. In Uganda, empowerment can be seen in the increased awareness that domestic violence is a crime and should be punished by law; this same process is starting to happen in Kenya. In Nicaragua, this is shown by the increased awareness of women that they should and can have an economic role in the families and have a say in how family income is used. This empowerment is primarily focusing on women but also work is done on changing attitudes and empowerment of men; the specificity of ISF projects is that they target men as well as women.

This impact goes, or can go, beyond what the projects themselves strive for. Literacy and numeracy, for instance, can be used for handling a mobile phone, counting expenses and income, in any future job, prevention of being cheated on the market place etc. Empowerment has also a high degree of sustainability because once achieved, people can hold onto it for long periods of time and even in difficult situations of oppression, violence and crisis situations. Or in the case of literacy, this life-skill is only lost after very long periods of time without access to reading.

ISF has also achieved impact in strengthening capacities of local partner CSOs and this is confirmed by several external stakeholders and government actors interviewed in Somaliland and Kenya. This impact on increased organisational performance of ISF partners can go far beyond the projects themselves and eventually deliver an important contribution to the aspiration in the ToC of the PBS framework to work towards a ‘vibrant civil society’.

The recent evaluation of the livelihoods projects in Somaliland in 2016 observed different levels of impact; “A number of households have registered additional incomes especially from sale of agricultural produce, goats and goat products and alternative livelihood activities such as VSLAs. The impact on women empowerment especially the literacy and numeracy classes did stand out in all regions. This demonstrates how affirmative action can achieve results in a very short time. It is recommended that the project document this as a case study to inform other NGOs.” (Kidundo & Doti, 2016. p .7)

In the field visits to Somaliland and Kenya, the empowerment effects of ISF supported projects could be confirmed among target group interviews and in the form of stronger CBOs and cooperatives, although these developments observed during the field assessment cannot be compared against a formal baseline research. Economic impact could also be observed, although in the case of Somaliland much of this economic impact has been broken down by the long-term and persistent drought. But despite these challenges, the project communities showed considerable productive activity and were still integrated in external markets, although with increasing difficulties.

The field visits also showed the considerable impact of the external environment on project implementation and their results. The most pronounced influences were:

- The persistent drought in Somaliland that lasted three years in a row has had a devastating impact on agricultural production, because both agriculture and livestock production decreased to minimal levels. Only small scale agricultural production could be realised based on the availability of water wells or the provision of water by trucks. The agricultural projects and the cooperative groups will need considerable support and time to recover from this crisis and reach higher production levels. Fortunately, in 2017 the rains returned to Somaliland and this creates better perspectives for increased agricultural activity and economic development;

Empowerment has a high degree of sustainability because once achieved, people can hold onto it

In Somaliland, a clear change could be observed in awareness of men and women around GBV and FGM

- The external policy environment. The evaluators have seen two very different situations. While in Somaliland, a striking finding was that the Government of Somaliland is extremely weak and that all state institutions are virtually without any resources and cannot implement policies and programmes. The lack of Government capacity to act as a counterpart to CSOs seriously hinders the impact of CSOs. In Kenya the situation is reversed, Government particularly at the higher levels is becoming more restrictive to CSOs to continue to operate and corruption increases the transaction costs for CSOs to continue their work. Exercising policy advocacy at higher level is risky for CSOs. While the contexts are very different in Kenya and Somaliland they lead to a similar effect on the CSO community in both countries: its role as a spokesperson of citizens and to represent and defend them in lobby and advocacy efforts at higher levels in both countries is rather limited.

4.6 Sustainability

In this section, the evaluators assess:

- How sustainable ISF's outcomes have been or are likely to be?
- Has ISF ensured partner ownership of its work?
- Have ISF's practices fostered financial sustainability?
- Have ISF ensured exit strategies for their partners?

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

Sustainability of project results and outcomes

The recent evaluation reports on ISF projects (ISF, 2014a; Tai, 2014; Espinosa, 2014; Vohlonen et al, 2014; Allen Asire, 2015; Joro, 2015; Kidundo & Doti, 2016; Duttmann, 2016) and ISF's annual reports' annexes with descriptions of projects that there are some elements of sustainability that can be observed in project results at the end or after closing of projects. A first example is the organisational capacities developed among partner CSOs. Some of them, such as Candlelight and ADO in Somaliland have become more able to attract further funding and act as consolidated members of civil society in their countries. Another example is that other CBOs, like the cooperatives and handicraft producers in Nicaragua, have increased income and learned how to achieve market access.

In the GBV/FGM interventions in Somaliland, a clear change could be observed in awareness of men and women around GBV and FGM and also local, including religious leaders had embraced the projects and have become critical on FGM, even while the national legislation has not yet forbidden FGM practices. After these significant behavioural changes, it is unlikely that those men and women who have developed a critical mind against FGM will "fall back" to promoting FGM practices.

At the community level self-help groups, VSLAs and informal cooperative groups were formed that often are based on traditional CBO structures and these are well embedded in local structures, as could be seen in Somaliland. In Nicaragua, the cooperative organisations have been consolidated and are now strong enough to even access to international markets.

The livelihoods project evaluation in Somaliland identified that a key defining factor for sustainability is, whether beneficiaries will use the skills and technologies gained as a means of developing long-term livelihood system. The evaluation concluded “the project has tried to build systems and structures for sustainability. Establishment of cooperatives and development of cooperative houses is a plus for sustainability, however, these systems may require further support to ensure their viability after the end of project”. (Kidundo & Doti, 2016. p. 7). This evaluation finding shows that although first steps in cooperative development in Somaliland were taken, more support for cooperatives is needed to achieve full sustainability.

These sustainable changes in community structures and organisations are also confirmed in the fieldwork of this evaluation. The evaluators, in Somaliland, have encountered a variety of cooperative groups, ranging from formal cooperatives (such as in Beer community) to informal women cooperative groups (sisal producers). Although culturally these organisations at the community level are not likely to disappear, the economic sustainability of these organisations is still fragile. This is because these groups operate with virtually no other support than the ISF partner support.

Institutional sustainability and external support

The Somaliland Government has no means to support the agricultural sector and there are only a few other international actors that do so. Among them it was observed that FAO has done little coordination and cooperation with national and international partners and its irrigation improvement project in Beer community was not consulted with the local communities and in the end had adverse effects. A financial support system in Somaliland only exists in a rudimentary form and this is an important bottleneck for further growth and sustainability of cooperatives in this country. These bottlenecks are much less in Nicaragua, where a stronger institutional support structure for cooperative development is built.

ISF and ISF partners in Somaliland have not established strong relations of cooperation with the limited number of other relevant actors in the agricultural development, value chain development and financial sector and this limits these partners to develop exit and transfer strategies to hand-over their cooperative groups after a period of time to other support institutions to ensure further growth and future sustainability.

In Kenya, ISF and partners did not yet start economic development initiatives, but they are likely to do so because the demand of target groups and local partners for such initiatives is clear and it also fits ISF’s combined strategy of gender equity and women’s economic empowerment. The experiences in Nicaragua (with reasonable support infrastructure) and Somaliland (with weak

Partners have a strong ownership of the ISF projects

structures) show that sustainability and exit strategies are very much needed, but should also be very much tailored to specific local circumstances.

Ownership by partner organisations and communities of projects and programme

The evaluation- and annual reports of ISF and the interviews in this evaluation show very clearly that partners have a strong ownership of the ISF projects and their close cooperation with target groups and CBOs at the community level also has transferred this ownership to the community level. Partners appreciate ISF as a trustworthy partner, with whom communication is perceived as transparent and open. The implementing partner organisations, according to the reports, are dedicated and “devoted” and often have innovative constructive ideas for the project’s implementation etc. No signs of mistrust have been found in reports nor in field interviews.

Some of the partners of ISF in Nicaragua and Somaliland are strong and have a variety of other income sources and other international partners. The smaller partners in Somaliland and the new Community Based partners in Kenya are well on their way on preparing for more partnerships with other actors and more diversity of their fundraising bases, but in general continuity of projects depends often from external donations.

This is particularly the case in Somaliland, where the national government has no means to meaningfully engage in partnership relations with CSOs, because the government has not sufficient tax-revenues and also not sufficient international development support to develop and implement service and support programmes for its poor population.

In Nicaragua, reports and ISF staff confirm that in more recent years, economic development projects with the cooperative sector are done with a clear strategy towards sustainability. Also finance is used as instrument to support the cooperatives in this country and this provides good perspectives for sustainable development of the cooperatives in this country. This would mean that in the near future, these cooperatives would not need further support from ISF. In Somaliland, the situation is different. The support to the cooperatives and the informal cooperative groups is largely donation based and this limits the perspectives to grow towards sustainability at the short or medium term. This is further aggravated by the recurrent drought in this country that has seriously affected agricultural production. In spite of these challenges, it is notable that ISF and its partner focus too narrowly only on provision of donations for agricultural production combined with training and capacity development. This is not beneficial for the sustainability of the agricultural projects.

ISF has a clear strategy in its projects focusing on GBV and FGM to work with local partners and through existing community structures and local leaders. This is an important guarantee for sustainability of the project results in this area, because community leaders provide support to these activities that are owned and carried by local organisations that usually show strong commitment to changing behaviour on GBV and FGM.

Exit strategies in ISF projects

Exit strategies at the country level

The annual plan for 2016 mentions exit plans for two projects in Uganda, and activities in this country were phased out in 2016. Other annual activity plans with descriptions of projects do not mention exit strategies explicitly and at the level of the country programmes it is not clear how ISF sees its presence on the longer term.

ISF has indicated that in the next PBS framework period it is planning to consider whether or not it wants to continue in Nicaragua, after having been present in this country for more than 30 years.

ISF has not developed an explicit vision on duration and exiting from Somaliland and Kenya, but in light of future planning and possible changes in country portfolio composition it would make sense if all countries would have a more explicit time-frame for cooperation.

Exit strategies and the partner and project level

The same is also needed for specific partner-relations and specific projects targeting specific community groups and cooperatives and the evaluators have also not seen clear approaches and criteria for exiting. This is particularly relevant for the economic empowerment components in ISF projects, where financial sustainability of the economic activities should be generated by the activities (and produce) themselves. When specific cooperative groups are able to stand on their own feet, exiting from these projects can be done and that exiting will give ISF and local partners an improved capacity to engage in new partnership relations and projects.

The Somaliland visit and analysis of the cooperative development initiatives showed that projects don't have a clear approach to achieving sustainability and exiting. The difficult climatological conditions (drought) in this country have increased to the challenge to reach sustainability. Documents and evaluations on experiences in cooperatives in Nicaragua, however, confirm that in this country more financial sustainability of cooperatives has been achieved.

In relation to the finding above, ISF does not have a clear concept for scope and timeframe for working in new programme countries. This includes a specific vision on duration of support to local cooperative groups and the identification of moments on which progress can be measured and strategies and timeframes can be revised if and where needed.

With respect to the work on GBV and FGM, it is recognised that awareness raising and behavioural change processes need considerable time, but once behavioural change is achieved at target group level and once there is also clear support of local religious leaders, it is also possible to start exiting and this makes it also relevant for ISF to consider exiting strategies and steps in its GVB and FGM work.

ISF has not developed an explicit vision on duration and exiting from Somaliland and Kenya

5 CONCLUSIONS

5.1 Validity of the Theory of Change Assumptions

5.1.1 From inputs to outputs

In this section, the evaluators assess the validity of the following key assumptions of the generic ToC related to how resources for CSO development co-operation link to outputs:

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

Since 2003, the MFA PBS support has enabled ISF to build longer-term relations with its partners in its programme countries and to work on longer-term capacity development processes, strengthening partner capacities in often difficult external economic and political environments. Three subsequent PBS three-year programmatic frameworks in this evaluation period have also enabled ISF to gradually achieve a stronger focus in its programmes on GBV and economic empowerment of women in the agricultural sector. ISF has been able to translate the longer-term PBS frameworks and its own programme strategy into a programmatic approach at the country level with the thematic focus mentioned above. At the operational level, the approach is effectuated through a series of specific usually short-term (3-year) contracts with several partners, of which a considerable number is continued with follow-up contracts with the same partners. The preferred modality of ISF to work with local partners has enabled this organisation to reach the grassroots level effectively. Due to the small size of the organisation and its budget, grassroots presence though is very localised.

ISF develops its projects together with local implementing partners and its project interventions are based on context- and needs analyses and on (prospective) partner assessments. ISF overall programme strategy is well aligned with Finland's development policy, particularly in pillar I (women's and girls' rights), II (jobs and livelihoods) and IV (food security and access to water) of the current development policy (MFA, 2016a). This alignment is further strengthened

by ISF's clear focus on CCOs (particularly gender and inclusion) and its adherence to a HRBA. ISF is addressing these issues in all its projects and it is clearly promoting women's participation, empowerment and enjoyment of human rights focusing on sexual and reproductive rights.

5.1.2 From outputs to short-term outcomes

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

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

The contexts, in which ISF is realising its projects, are quite diverse. While in countries like Nicaragua and Uganda, it can be observed that during the evaluation period freedom of organisation and expression of civil society has become more restricted, this is less the case in Kenya. And in Somaliland, space for civil society is actually quite substantial, but this is largely caused by a government that is very weak and with almost no budget and capacity to implement its own programmes for poverty reduction and economic development. The challenge of civil society in Somaliland is specific in the sense that it needs a stronger counterpart in the Government to be able to become more effective and to reach more impact in replication and expansion of successful projects.

ISF is thorough in its partners' selection and it invests considerable energy and means in maintaining a close partnership relation and to invest in capacity development of its partners. This close relation and exchange with partners are a good guarantee to ensure that sharing of values and principles is done. This sharing is further facilitated by the generally long-term partner relations with specific partners. ISF is working in culturally and religiously sensitive issues such as GBV and FGM and while values and principles are shared between ISF and its local partners, this doesn't mean that this is the case in the wider environment and in the general policy context (e.g. FGM in Somaliland is not an illegal practice). The work of ISF and partners with local target-groups, community leaders and local, regional and national government institutions is long-term and careful to gradually achieve behavioural changes among these stakeholders.

The active involvement of the ISF partners in the project implementation and monitoring of projects and sharing results in reports provide a powerful mechanism to ensure that the Finnish public in general can be reached with awareness raising and education activities. ISF in its education activities provides the Finnish public with direct access to experiences and knowledge of local

partners in ISF programme countries and does this with innovative digital means. Local partners are sometimes directly involved in such exchange activities, although usually the ISF staff establish this link between the projects on the ground and the public in Finland.

5.1.3 From short-term to long-term outcomes

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

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

In the programme countries of ISF, partnerships and cooperation between different partners through joint meetings and exchanges, mostly at national level, exist although occasionally international exchange was done. At the same time, information is exchanged at the level of other development partners, but this has not led to close cooperation in projects on the ground. ISF and partners maintain good relations with local leaders and Government institutions at the local level, but this is less developed at the national level, and in the case of Somaliland this is also due to the fact that Government institutions are extremely weak. ISF works on cooperative development, but this is not done in close cooperation with other actors at the level of the enabling environment for the private sector. The approach is economic empowerment from the bottom-up, through cooperative development, and impact is often localised to specific cooperatives and communities, although in the case of Nicaragua this impact is considerable because the cooperatives are big and economically relatively powerful.

Civil society space is shrinking in many developing countries and even in some developed countries, including in the European Union. ISF and its partners, too, experience this shrinking space in some countries (Nicaragua and Uganda, until closure of the programme in this country), but at the same time in Somaliland a reversed reality is encountered, where civil society is in need of a stronger counterpart at the government level to enable more cooperation and expansion of impact.

5.2 Main Conclusions

On ISF's specific Niche and ToC

1. GBV and HTP such as FGM in combination with female economic empowerment in the agricultural sector over the past years have become a strong niche of ISF. Within this agricultural sector, ISF and partners have further-

more developed considerable expertise in climate change mitigation and water management in dry areas (particularly in Somaliland). And finally, ISF has built this sound basis of knowledge and expertise in these areas in specific cultural and religious contexts. The long-term experience build in Somaliland is done in the context of Islam. The specific expertise build in these areas has enabled the organisation to position itself clearly in an area where there are not many other active organisations, thus covering important needs that are not well covered.

The specific niche and general approach are to some extent captured in the ToC of ISF, however the specific elements of its approach are not well described in specific pathways of change in the ToC, nor are specific assumptions identified in this ToC.

However, the selection of countries for operation by ISF over the past years has not been done based on ISFs specific niche, but when looking at the selection of specific locations and partners for implementing the projects within countries it appears that this more specific selection is done with having its niche area clearly in mind. Selection of specific project intervention areas and partners is done thoroughly, ensuring the relevance of ISF and its specific partnership relations at the local level ensuring close linkages with local religious, cultural, climatological and economic situations.

On capacity development of local ISF partners and of local target groups

2. Capacity development of partners is core to the approach of ISF and this support is much appreciated by many partners. The capacity development support of ISF is not limited to project management and implementation aspects, but also to development of organisational capacities of partners as actors in civil society. As such, ISF is contributing to the MFA aim of strengthening a vibrant and pluralistic civil society. The capacity development interventions also bring partners together in exchanging their experiences and to jointly learn and develop new approaches. This exchange is mainly happening at national level and occasionally at the regional level. At the international level this exchange could still be strengthened. While ISF is addressing considerable attention to capacity development, its M&E systems don't address systematically the measurement of effects and development of organisational capacity in its programme nor is progress reported upon properly.
3. Also capacity development of local target groups (mostly women) is important in the approach and activities of ISF partners at the local level. Training and capacity development is provided on GBV/FGM, economic and cooperative development and on climate change and mitigation is done in all projects. Activities in life skills development in economic development in practice show that the development of skills and competencies requires significant time and effort and the existing efforts might still not be sufficient to ensure strong and sustainable results. This is valid particularly in the area of literacy and numeracy and entrepreneurship, where women face most challenges.

On empowering local communities at the local level and at higher levels

4. ISF and its partners are clearly present at the community level and they achieve generally good results in establishing and strengthening local community groups of women and sometimes also men and mixed groups. Local organisations, such as self-help groups, savings and loan groups and (formal and informal) cooperatives are set up and strengthened at the community level. Alignment with and advocacy directed to Government institutions and other development actors to address challenges in the external enabling environment of HTP's (GBV and FGM), women's economic empowerment and climate change mitigation (water provision), however, receives significantly less attention. This limits on the one hand the provision of supporting policies and services to local development, and on the other hand the replication and expansion of successful models in other locations. Sometimes, like in Somaliland, linking up with national Government level is also very difficult due to very weak presence and capacity of Government institutions in this country.
5. Citizenship development (building countervailing power of citizens, empower rights holders and demanding accountability of duty-bearers) is a somewhat weaker dimension in the work of ISF and its partners. Capacity development of target groups is mainly focusing on aspects related with GBV/FGM and economic empowerment and in these areas the capacity development is reasonably effective (as was stated above), but strengthening communities and CBOs also requires strengthening citizenship. This is needed to link community development and changes with higher level supporting organisations and government institutions and to ensure that changes at the community level are supported and embedded in higher level civil society development and change processes.

On economic and cooperative development approaches and sustainability

6. ISF's approach and projects that focus on economic empowerment and cooperative development is strong and diverse. In Nicaragua, this work is done in a context of historically more and better established cooperative organisations, the approach is more focused on economic and entrepreneurship development principles (including finance). In Somalia (in Kenya this component was not yet started) the context is one of weak enabling environment and very difficult economic conditions (worsened by persistent drought during the past three years) and the approach is more on training and support in the form of donations. This approach has not benefited a development of cooperative organisations in Somaliland towards economically and financially sustainable structures and this sustainability is further threatened by the current drought. Furthermore, the cooperative organisations are usually small and based on self-help, with limited external support policies and structures. ISF has worked with a variety of cooperative organisations and cooperative development approaches, but the different effects of different approaches have not yet been widely researched, while this would benefit greatly further development and implementation of cooperative development interventions in a variety of contexts.

7. ISF works with communities and cooperative organisations for longer-periods of time. In the cooperative projects in Somaliland there has been limited emphasis on exit strategies and longer-term sustainability. Also, the longer-term focus on specific communities and cooperatives bears a risk of creating an uneven playing field among different economic actors, some of them not supported at all, some of them working with finance and others receiving longer-term support in the form of donations.

On outcome measurement and ISF's specific contribution to changes and impact

8. ISF reports are generally good and rich of (anecdotic) information. In ISF's M&E system specific outcome level indicators have been developed, but these indicators have subsequently not been systematically used for measurement over time, so that comparison with baselines cannot be made. And in other cases, sometimes indicators are not measured in the same way, leading to complications in comparing indicators over time. A specific challenge is the development and use of indicators to measure behavioural changes in the area of GBV/FGM. Such indicators are sometimes ambiguous and often difficult to measure. Some of the results reported seem to be a reflection of "socially desired" answers of beneficiaries and target groups to monitoring data requests and these might not reflect the real situation on the ground. This challenge is not specific to ISF but relevant to all organisations working on attitudinal changes in HTP. A final challenge in outcome measurement is the issue of attribution of behavioural changes to specific interventions of ISF and its partners, because other factors and actors also influence these changes.

On coordination and cooperation with other partners and actors

9. ISF maintains generally good dialogue and information exchange with MFA and embassies, although in the case of Somaliland this is more challenging because the Finnish presence in Somaliland is limited. With other development actors, there is also information exchange, but cooperation on the ground doesn't seem frequent and strong and different development partners are supporting the same partners and sometimes with rather similar interventions. Although ISF has developed strong and long-term partnerships with its partners, it seems that beyond these partnerships ISF is not very much exploring more cooperation and networking in the countries where it works, above the community level.

On global education work in Finland

10. The work of ISF in Finland on global education is strong and the organisation is well known for its innovative approaches on development education and its magazine is prize-winning in the area of development education. ISF is also actively exploring possibilities to expose the Finnish audience, via virtual reality movies, to aspects of poverty in developing countries (in Nicaragua). Its development education and communication work is also widely extended in Finland and not only in Helsinki.

6 LESSONS LEARNED

6.1 Strategic programme-based choices

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

The experience of ISF in the implementation of different projects in the PBS framework has shown that a strong thematic focus on GBV and agricultural economic development, addressing challenges of climate change and drought, has helped it to develop a clear niche and a specific complementary role in development projects. Specialisation and development of specific expertise is important to increase relevance and quality of project interventions. It also provides a starting point to explore possibilities for coordination and cooperation with other CSOs and Government institutions, to bring in their specific expertise that is required in other interventions. And finally, it also enables the organisation to more consciously acquire external support and expertise that are not part of the core competencies of the organisation. CSOs could develop more joint initiatives if and when such complementarity of expertise and competencies is more actively sought.

Working on changing HTP requires a strong community based approach and working with and through local partners that are closely relating to communities and to local (religious) leaders. Changing traditional cultural and religious practices can only be done with the consent and support of these leaders. This is important for all CSOs that want to work on changing cultural practices and behaviour, because such work can never be done effectively if such a community based approach is not applied.

6.2 Programme implementation and results performance

In this section, the evaluators consider what wider lessons MFA and other CSOs may draw from ISF's experience of managing and delivering using a PBS:

The experience of ISF in its work on changing HTP (e.g. FGM) and GBV, shows that results can be obtained once a longer-term approach is chosen, because changing of these practices requires behavioural change of people and this usually requires a longer time and continuous interventions. This lesson is relevant for all CSOs that work on behavioural change processes.

ISF approach of combining women's empowerment (and changing HTP) with economic empowerment has shown that effects on women's empowerment are stronger and more sustainable when not only physical and psychological dimensions are addressed. Economic empowerment is needed to ensure that women can strengthen their physical and psychological empowerment when more financial independence is achieved.

Behavioural change processes take a long time and are not easy to measure. This requires specific techniques and methods of outcome measurement, such as outcome mapping or outcome harvesting. These approaches are fundamentally qualitative. It is not possible and not relevant to try to capture behavioural change processes merely with quantitative indicators.

6.3 Cross-cutting objectives and HRBA

In this section, the evaluators will focus on drawing wider lessons related to CCOs and HRBA:

The experience and results of the work of ISF and partners show that the CCOs on gender and climate change can be effectively integrated in a holistic approach of women's empowerment and economic development at the community level. This holistic approach becomes even more effective when it is in fact not possible anymore to distinguish between the cross-cutting dimensions and the thematic and sectoral interventions.

The HRBA applied in community development, women's empowerment and in strengthening community development is crucial to achieve longer-term changes in behaviour. But another element of HRBA work is required and that is strengthening citizenship development of people in communities, CBOs and supporting CSOs to build countervailing power of rights-holders in communities against duty-bearers in higher level supporting government institutions. This citizenship education and strengthening can provide a boost to impact and sustainability achieved at the community level.

7 RECOMMENDATIONS

Recommendations in this chapter are based on conclusions in chapter 5 and follow the same numbering.

7.1 Recommendations for ISF

1. ISF is recommended to ensure that its geographic, programmatic and partners choices are systematically based on its core expertise and niche in GBV and HTP (among which FGM), combined with women's economic empowerment and climate change adaptation and mitigation in rural areas. ISF furthermore could increase its focus on behavioural change in challenging cultural and religious contexts. More concretely it is recommended that ISF explores if it can do this work in Islamic countries, using the accumulated experience obtained in Somaliland. GBV, FGM and female economic empowerment have become a strong niche of ISF and the organisation could more strongly position itself according to this core expertise. Country selection by ISF might not have been the most logical, but selection of partners and locations is very thorough. Niche and core expertise of ISF could be used to select actions in specific contexts: GBV and female economic empowerment in Islam religious contexts. ISF is also recommended to further develop a ToC that clearly describes its niche and its approach to behavioural change and economic empowerment.
2. ISF is recommended to maintain its focus on organisational capacity development of its partners in developing countries and in doing so developing methods and instruments to monitor and analyse organisational capacity development of its partners over time and include monitoring information on these aspects in its narrative reports.
3. ISF is recommended to explore with its current and new partners ways to expand and enrich capacity development interventions approaches in its GBV/FGM and economic empowerment projects to provide more skills and competency-development elements in training and support to target groups. This is particularly needed in life skills such as literacy, numeracy and entrepreneurship development.
4. ISF and its partners in developing countries are recommended to expand cooperation, alliance building and advocacy interventions from the community level to the regional and national level to ensure that local projects and interventions can be better supported and/or replicated by enabling policies and service providing institutions at the national level. ISF is recommended to support such advocacy work of its partners targeting particularly regional and national Government institutions.
5. Citizenship development (building countervailing power of citizens, empower rights holders and demanding accountability of duty-bearers) is a necessary component of capacity development and organisational strengthening

at the community level. ISF is recommended to think about possibilities to develop a citizenship development approach and methods to its currently strong community-based support and development interventions. This approach will increase impact of community-level development projects, by ensuring that enabling environment is improved and more relevant support services can be provided to communities.

6. ISF is recommended to strengthen economic and financial sustainability in its economic development interventions, even when economic conditions are difficult. This change of approach is needed to avoid that target groups will become too dependent on external support of donors. Additionally, ISF is recommended to investigate possibilities for closer cooperation with other economic support and development organisations that can provide supporting services, such as finance and value-chain development and agro-processing. This assistance is also needed to ensure that the economic scale of its cooperative development initiatives can be expanded to the regional or sector level.
7. ISF should develop and include in its project-plans a clearer emphasis on exit strategies and sustainability right from the start of its interventions and establish a clear time-line (if needed, also beyond specific project-periods) towards exiting and transfer of its support to community organisations. This is needed to avoid that support remains too much focused on specific communities and/or cooperative organisations, while other communities and organisations are left without support. This strategy could include mechanisms to use existing projects in communities for services and replication in the wider environment as first steps to expanding and moving to other target communities and groups.
8. ISF is recommended to enrich its narrative reports that contain good and rich and anecdotic information on its projects, partners and results obtained with more analytical outcome information. It is recognised that outcome level change reporting in general is challenging and this is particularly so in the area of behavioural change processes on which ISF and its partners are working and on aspects of civil society strengthening and lobby and advocacy beyond the community level. More analytical outcome reporting requires further development of methods and instruments for outcome reporting (e.g. outcome mapping and outcome harvesting), that might be labour intensive and time consuming. ISF is therefore recommended to explore with the MFA the possibility to decrease the frequency of outcome reporting to the MFA while increasing the depth and quality of such reporting, while maintaining the frequency and quality of its output and financial reporting.
9. ISF is recommended to maintain and further intensify its exchange of information and coordination with the MFA and the Finnish Embassies in its programme countries. This is particularly needed in Somaliland, because this country is a part of Finland's core partner country Somalia. In Somaliland, the Finnish bilateral cooperation could complement the efforts of several CSOs that are active in this country (ISF, FinnChurchAid and Save the Children Finland in the PBS framework) to ensure that Government institutions and programmes are strengthened alongside to civil society and to

ensure that more coordination and cooperation between government and civil society can be realised. And vice-versa, CSOs active in Somaliland, such as ISF, can complement the Finnish Government's efforts to achieve for example one of the Somalia country strategy's objectives: 'improved National Response to Gender-Based Violence'. It is also needed that ISF explores more exchange and cooperation with other Finnish partners in its programme countries to ensure interventions are complementary, particularly in the case of working with the same partners.

10. ISF is recommended to continue its work on global education and development education and communication in Finland and to further explore and share its innovating methods in education such as the digital reality exposure to poverty in Nicaragua.

7.2 Recommendations for the MFA

11. The MFA is recommended to increase attention in the future development of the PBS framework to aspects of capacity development of local partners and civil society in developing countries. This would require explicit instructions to CSOs to include actions for organisational capacity development and civil society building in their programming, including requirements for monitoring and reporting on capacity development of individual partners and collective strengthening of civil society (based on conclusion 2).
12. The MFA is recommended to consider in its PBS framework the possibility to decrease frequency of outcome reporting from once a year to once every two years and at the same time promote that outcome level reporting becomes more analytical and that use of monitoring indicators at the outcome level is done more in depth. MFA is recommended to recognise that outcome reporting in the framework of the diversity and pluralism of CSO partners and projects only shows limited potential to aggregate outcome level quantitative indicator data to the overall PBS framework level (conclusion 8).
13. The MFA and the Embassy of Finland in Nairobi, in charge of Somalia, are recommended to explore possibilities in the country strategy for Somalia to increase presence and support interventions in Somaliland to strengthening Government institutions and programmes in specific sectors where CSOs are already active, such as dry-land agriculture, water management, social protection, women's empowerment and Sexual and Reproductive Health Rights. An increased effort of the Finnish Government in supporting Somaliland within the Somalia country strategy can be justified because possibilities for cooperation between different actors and support channels are better and conditions for achieving sustainable development results are better. Additionally, the Somaliland Government faces serious constraints in accessing international development assistance resources (conclusion 9).

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THE EVALUATION TEAM

Frans van Gerwen, the Team Leader of this evaluation sub-team holds two Master's degrees in Development Sociology and Strategic Management. He has 30 years' experience in working in development cooperation and he has performed numerous evaluations in over 50 different countries in all continents. In the past 15 years he has led complex evaluation and review processes in international and multi-disciplinary teams for different multilateral agencies (including ILO, UNESCO and UNDP), bilateral donors (including the Dutch and Finnish Government), bilateral agencies (KfW in Germany, CBI in the Netherlands, Danida) and international NGOs (WWF, Oxfam International, Act Alliance, Action Aid and others). Frans van Gerwen has a thorough knowledge of recent trends in evaluation and research. Frans van Gerwen in 2015 and 2016 has acted as team leader of the Finnish Aid for Trade evaluation and in addition to the realisation of three CSO studies in the CSO₃ evaluation he was also involved as sub-team leader of two sub-studies in the CSO₂ evaluation. Frans van Gerwen has led the studies on ISF, Kepa and Kehys, and SASK and he has conducted fieldwork in Belgium (EU), Mozambique, Nepal and Somaliland.

Maaria Seppänen, PhD (Development Geography) and European MA (E.MA in Human Rights and Democratisation), Core Team Member in this CSO₃ evaluation, has a long history of work on the three sides of development cooperation: academic research, official governmental development cooperation and consultancies in evaluation. She has worked long term in Latin America in research and in international organisations (UNESCO, Peru) and held an embassy position as Counsellor of Development Cooperation in Nicaragua. As a consultant, she has done evaluations mainly for the Finnish development cooperation and practice oriented and theoretical studies (MFA and CSOs: Kepa, ISF, SASK, Plan Finland). For the EU, she has been engaged in research and studies concerning the Cotonou Partnership Agreement. She teaches regularly courses on development cooperation at the University of Helsinki as Adjunct Professor. In this CSO₃ evaluation, Maaria Seppänen has been involved in the evaluation of two CSOs, ISF and Demo Finland.

ANNEX 1: TERMS OF REFERENCE

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

1. BACKGROUND TO THE EVALUATION

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

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

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

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

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

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

The CSOs included in this evaluation are:

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

The umbrella organisations are:

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

The special foundations are:

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

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

2. CONTEXT

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

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

Partnership agreement organisations

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

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

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

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

Special foundations

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

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

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

Umbrella organisations

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

PROGRAMMES OF THE SELECTED CSOs

Political Parties of Finland for Democracy, Demo Finland

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

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

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

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

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

SASK – The Trade Union Solidarity Centre of Finland

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

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

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

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

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

The International Solidarity Foundation (ISF)

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

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

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

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

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

Disability Partnership Finland

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

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

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

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

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

The FS

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

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

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

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

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

PROGRAMMES OF THE SUPPORTED FOUNDATIONS

Abilis Foundation

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

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

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

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

Kios Foundation

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

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

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

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

The Siemenpuu Foundation

<http://www.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 Concern-

ing 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 Keva/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 compre-

hensive 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

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

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

<http://formin.finland.fi/Public/default.aspx?contentid=341918&nodeid=49540&contentlan=2&culture=en-US>

Development Policy Programme 2012

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

Development policy programme 2007

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

Ministry for Foreign Affairs' Democracy Support Policy (2014)

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

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

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

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

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

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

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

Other thematic policies and guidelines

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

Evaluation guidelines and manuals

Norm for the Evaluation of Development Cooperation in the Ministry for Foreign Affairs (2015)

<http://formin.finland.fi/public/download.aspx?ID=150815&GUID={4B7FB9F6-1587-4772-9A08-B410EFC5B309}>

Evaluation Manual of the MFA (2013)

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

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

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

Guidelines and policies related to Programme-based support

Instructions concerning the Partnership Agreement Scheme (2013)

<http://formin.finland.fi/public/download.aspx?ID=117710&GUID={FC6AEE7E-DB52-4F2E-9CB7-A54706CBF1CF}>

Support for partnership organisations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

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

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

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

Evaluations and reviews

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

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

Independent Review of Finnish Aid (2015)

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

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

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

Evaluation: FIDIDA: An example of Outsourced Service 2004-2008

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

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

ANNEX 2: PEOPLE INTERVIEWED

N.B. Titles and positions reflect the situation that prevailed at the time of the interviews in 2017.

FINLAND

Ministry for Foreign Affairs

Department for Development Policy, Unit for Sectoral Policy

Leena Akatama, Senior Advisor, equality

Gisela Blumenthal, Senior Advisor, health

Marjaana Pekkola, Senior Advisor, rural development

Unit for Civil Society

Ulla Hiitiö

Department for Africa and the Middle East, Unit for the Horn of Africa and Eastern Africa

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

Heini Pulli, Team Leader, Kenya Team

International Solidarity Foundation

Miia Nuikka, Executive Director

Robert Salin, Programme Director

Maria Väkiparta, Gender Advisor

Jenna Kettunen, Livelihoods Advisor

Tuija Vesterinen, Director of Finances

Siru Aura, Communications Manager

Samuli Tarvainen, Fundraising Manager

Folke Sundman, Chair, Board of Directors

Ilkka Kantola, MP, Chair, Council

SOMALILAND

International Solidarity Foundation

Airi Kähärä, Regional Coordinator in Africa

Sharmarke Hussein, Programme Coordinator

Zuhur Abdi Jama, Monitoring and Evaluation Officer

Candlelight for Environment, Education and Health

Ahmed Ibrahim Awale, Chairman

Abdirisak Bashir Libah, Executive Director

Jandus Awil Jama, Project Officer

Abdirizah Bashi, Project Officer

Agricultural Development Organisation ADO

Hussein Ismail, Executive Director

Rahma Aideed Guled, Gender Advisor

Khalid Sahid Dimin, Project Manager

Godowin District Government

Dek Abdi Warsame, District Secretary

Ministry of Labour and Social Affairs

Luul Adan Geddi, Director of Social Affairs

Ministry of Labour and Social Affairs, Togdheer Region

Asha Ali, Regional Director

Ministry of Environment and Rural Development

Shukri Haji Ismail Bandare, Minister of Environment and Rural Development

Ministry of Agriculture

Cabdilaahi Ismaaciil Faarax, Director General

Ministry of Agriculture, Togdheer Regional Office

Mahamed Abdi Gurey, Regional Director

Mubarit Osman, Vice Regional Director

Ahmed Awil, Land and Water Department head

Somalia NGO Consortium-Somaliland

Halimo Weheliye, Regional Focal Point

Somaliland Youth Development and Voluntary Organisation SOYDAVO

Mohamed Guleid, Executive Director

Hamse Dahir, Finance Officer

Muna Osman, GBV Project Manager

Mohamed Ali primary and medium school, Burao

Hussein Almi Irma, Teacher

Abid Hassan Nuh, Teacher

Jaleelo Community

5 female beneficiaries

6 male beneficiaries

Go'dayar Community

4 female beneficiaries

4 male beneficiaries

Go'daweyn Community

8 female beneficiaries

Janaale Cooperative, Beer

4 female beneficiaries

3 male beneficiaries

KENYA

Embassy of Finland in Nairobi

Riikka Raatikainen, Counsellor, governance, gender, human rights

Georginah Gichohi, Coordinator, Local Cooperation Fund

International Solidarity Foundation

Airi Kähärä, Regional Coordinator in Africa

Mary Momanyi, Monitoring and Evaluation Officer

Tujikaze Humanitarian Programme THUMP

David Nyachio, Executive Director

Peris Omwenga, Project Manager

Eveline Kibagendi, Financial Officer

Anita Nyanchama, Financial Assistant

Polycarp Nyamzute, Extension Officer

Manga Heart Orphan Care

Bernard Nyaundi Oseko, Director

Grace Kenibo Morungi, Project Officer

Winnie Nchogy, Finance Officer

Jacob Magero, assistant Project Officer

Beatrice Nyang'ara, Assistant Finance Officer

Centre for Community Mobilization and Empowerment CECOME

Stella Achoki, Executive Director

Julius Ayunga, Project Officer

Naom Obwage, Finance Officer

May Nyamoita, Finance Assistant

Moamate Community women's group

17 beneficiaries (mixed, 12 female and 5 male)

ANNEX 3: DOCUMENTS CONSULTED

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ANNEX 4: MFA'S PROGRAMME-BASED APPROACH

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

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

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

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

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

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

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

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

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

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

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

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

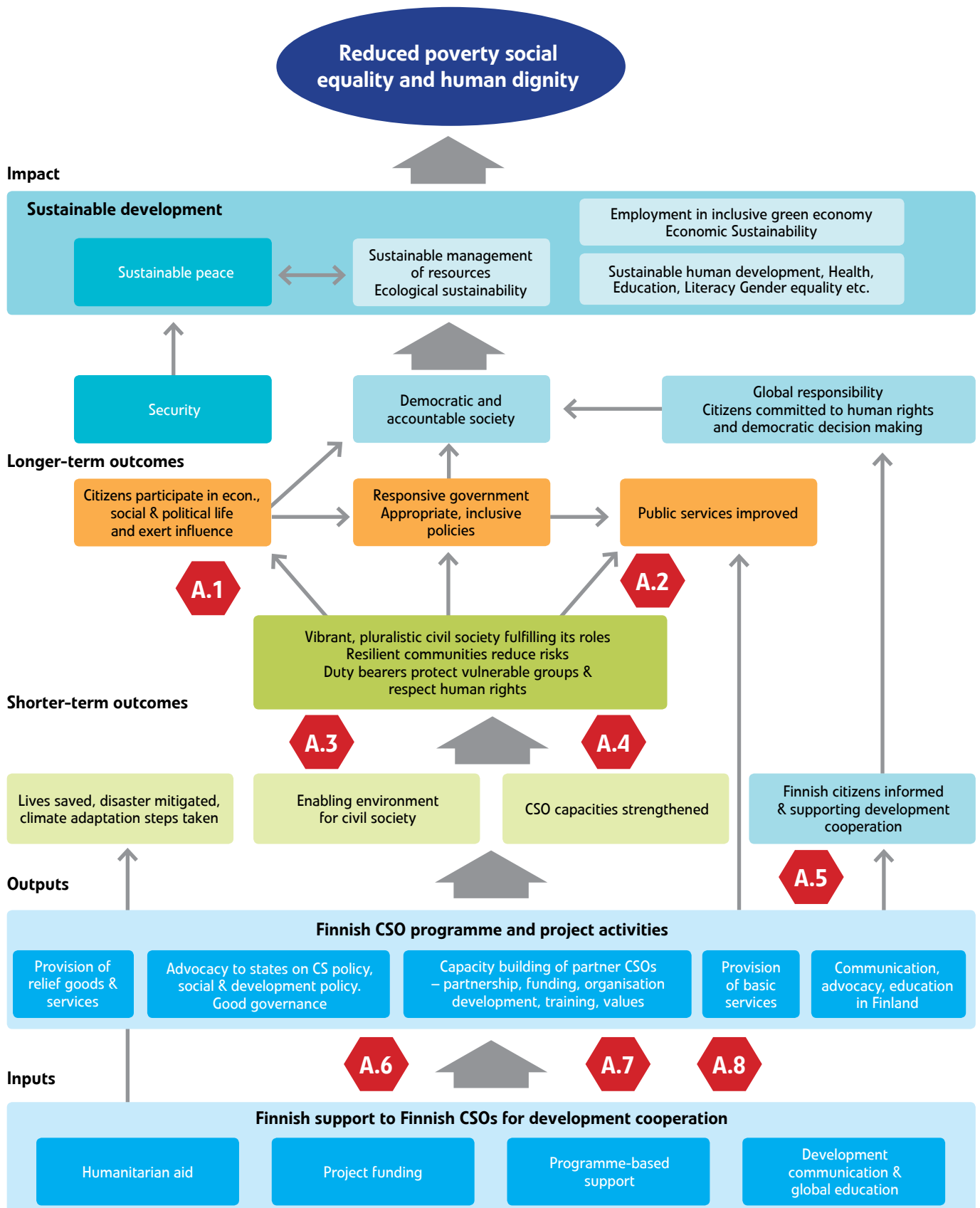
Box 4. MFA Eligibility criteria for CSOs under the Programme-Based Approach

Key MFA eligibility criteria for CSOs include the following:

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

Source: MFA, 2013a

ANNEX 5: CSO GENERIC THEORY OF CHANGE



ANNEX 6: EVALUATION MATRIX

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ1. Relevance: Has the work of the organisations been relevant to the beneficiary rights and needs, partner country contexts and the Finnish priorities?			
1.1 Has the CSO programme been in line with its own overall strategy and comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme (2010-16)	Document review Interviews with CSO management	CSO strategy documents and plans
1.2 Is its programme aligned with the rights and needs of stakeholders and beneficiaries, particularly women and girls and the marginalised?	Qualitative assessment of the extent to which the situation and needs analysis, objectives and implementation processes address relevant rights and priorities	Interviews with CSO and various stakeholders including women and marginalised	Previous evaluations, reviews 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?	Qualitative assessment of the level of exchange between CSO and partners No. of cases / examples of coordination No. of periodic coordination meetings attended Existence & performance of coordination structures Role of MFA in supporting coordination	Interviews Document review Interviews Document review	Local partner organisation, organisations they collaborate with, Finnish Embassy and relevant donor programmes Progress Reports and Minutes of meetings, Media reports / bulletins
2.2 To what extent has the CSO been able to complement (increase the effect) of other Finnish development policies and funding modalities (bilateral, multilateral) or for other CSOs?	No. of examples where there are synergies with other Finnish interventions No. of references to other actors' policies No. of examples of co-funding or budget alignment Assumption A8 tested	Document review Spider web analysis	Donor reports, other CSOs Finnish embassy and MFA Previous evaluations
2.3 To which extent are CSO development co-operation interventions coherent with other MFA support or interventions such as bilateral, multilateral or budget support or trade and humanitarian policy?	Examples where coherence is strong or weak		
2.4 How well has programme-based support aligned with the strategy, work and comparative advantage of the CSO?	Qualitative comparison between programme-based support and non-programme based activities Level of adherence to MFA's PBS principles	Review of strategy and reporting documents Interviews with CSO, MFA	PBS manual/ guidance Reporting before and after introduction of PBS RBM processes and reports MFA partnership policies & guidelines Partnership meeting minutes

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

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

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

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

ANNEX 7: DESCRIPTION ORGANISATIONAL AND FUNCTIONAL STRUCTURE OF ISF

The council members of ISF are appointed by the Board of Directors of the Social Democratic Party (SDP) for a three-year term, and one third of the twelve members are rotated annually. Although ISF is formally connected to a political party, the organisation follows the principles and objectives of Finnish development cooperation only and, according to all interviewees, does not implement the party's policy lines. The council meets normally twice a year, in spring and autumn. Before the new law on foundations of Finland (December 2015), the spring meeting approved the previous year's reports (activity and financial reports) submitted by the Board, and the autumn meeting approved the upcoming year's budget and activity plans submitted by the Board but currently the Council only take note of the Board's decisions.

The council is in charge of appointing the eight members of the Board of Directors plus a Chairperson and a Deputy Chairperson. The council can also discuss any other matter related to the proper functioning of the foundation, but since the new law on foundations (Foundations Act of 2015), the council is not any more the legally responsible body before the law.

The Board of Directors or Trustees is currently the body legally responsible and accountable for the foundation. Its members, appointed for three-year terms, rotate annually so that one third of members are appointed each year. The Board follows the Finnish law on gender equality by guaranteeing that at least 40 % of the members represent either one of the two sexes.

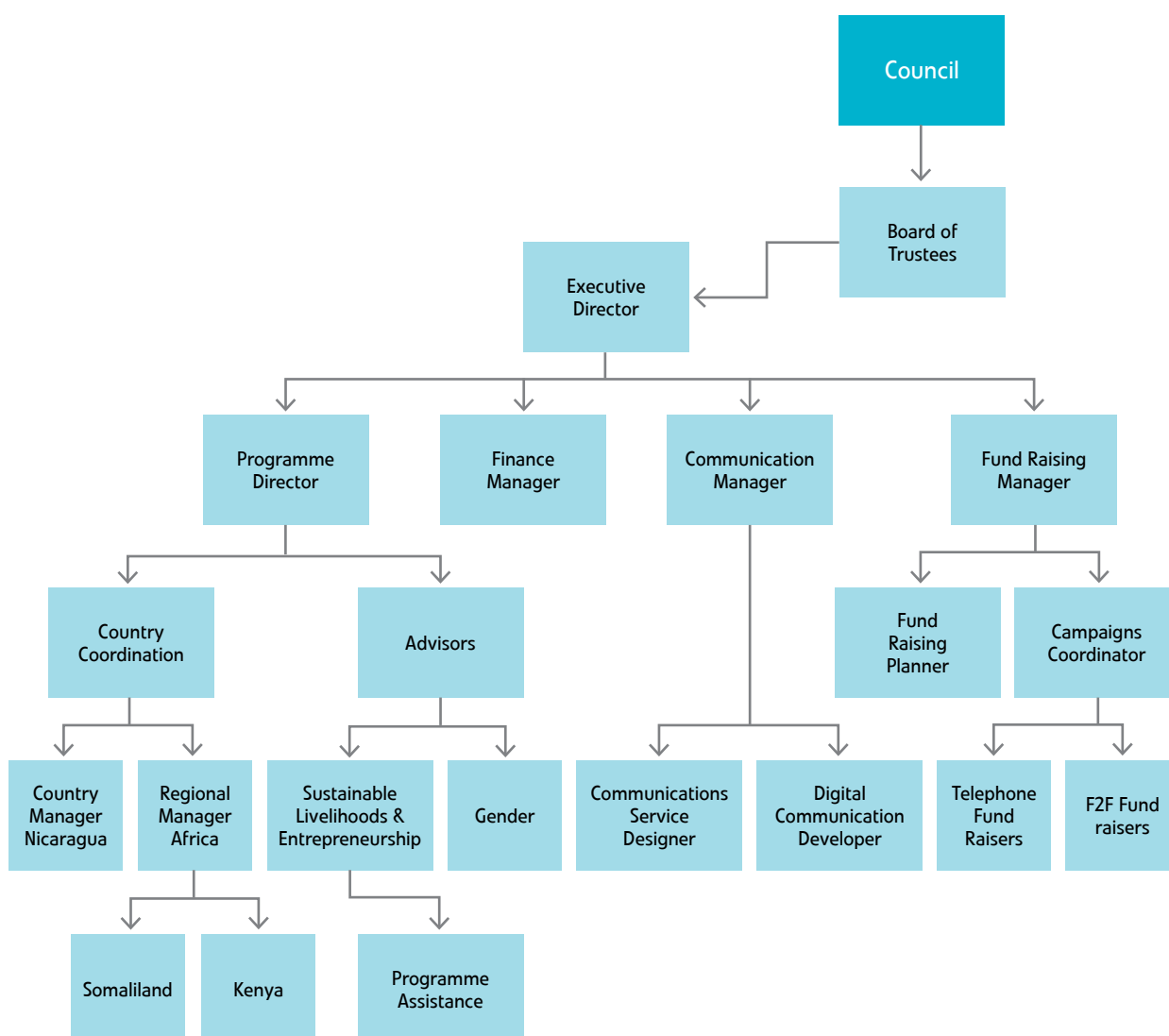
The Board directs and supervises the activities of ISF and is responsible for realisation of its objectives, planning and implementation of activities and management of funds. It decides on key operating principles and longer and short-term activities and financial plans, introduction of activities in a new country or, respectively, phasing out of activities in a country, as well as risk management guidelines. The Board selects and appoints the Executive Director and, if necessary, dismisses him/her. The Board also is tasked with the appointment of other senior officials of ISF.

The Executive Director is the link between the operational units of ISF and the Board. The Director works under the supervision of the Board. The Executive Director prepares and presents matters to be discussed and decided by the Board and oversees the implementation of the Board's decisions. The Director prepares the strategy; action plans; budgets; and reports for the Board, and recruits staff members according to principles set by the Board. The Director is also responsible for networking and coordination with stakeholders and cooperation partners.

The organisational structure has two units that are not directly involved with project/programme management: a communications unit and a unit for fund raising. The first takes care of the organisation's external communications and the second organises and carries out fundraising campaigns. The fundraising unit is financed by own resources and thus does not receive funding from external development cooperation allocations. These units, considered strategic means of ISF, support the implementation of the main raison d'être of ISF, the development cooperation programme/s.

The organisational structure is shown in the figure 5 below.

Figure 5: Organisational structure of the International Solidarity Foundation



Source: ISF.

At the executive level, ISF has an Executive Team whose members are the Executive Director, Programme Director and the Head of Finance and, as of January 2017, the Fundraising Manager and the Communications Manager. The Team meets when need arises to discuss any running matter that is important for the organisation. However, all the decisions possibly taken are formally part of the mandate of the Executive Director.

Thematically, the cooperation of ISF focused on rural development and livelihoods of small farmers (support to peasant economy; value chains, cooperatives) and GBV. In Somaliland, the focus has been and still is on girls' education, political participation of women and struggle against female genital mutilation (FGM), in addition to support to livelihoods. In Kenya, the cooperation of ISF is so far concentrated on gender-based violence with plans to initiate work under the topic of livelihoods and value chains. Recently, the topic of climatic sustainability has been introduced among focus topics in the livelihoods activities. The specific projects within the programme are now grouped under two larger themes: gender equality, and labour/work and livelihoods.

ANNEX 8: SHORT NOTES FROM EVALUATION VISIT TO SOMALILAND

On relevance

ISF's identification of projects (target groups and locations) in Somaliland has been done thoroughly and in a participatory way. Different stakeholders have been consulted in this process, leading to the selection of good quality and relevant local partners. The relevance of its local projects in gender based violence, empowerment of women and economic development is further enhanced through a long inception phase of projects that can extend to a half year.

ISF's approach to work with local partners ensures embedding and linking with local contexts and with community leaders and local institutions of civil society and government.

While ISF exchanges information and tries to align with Ministries and regional and local government authorities and institutions, cooperation remains limited. This is also due to often very weak organisational capacities of the government institutions, particularly at the regional and district level.

ISF and its partners' expertise in gender (GBV and economic empowerment of women) is widely recognised and appreciated by beneficiaries and stakeholders in Somaliland. While the activities of ISF and its partners are well aligned with Finnish policies and particularly with its cross-cutting objective on gender and its human rights based approach, there are only limited possibilities for alignment in Somaliland, because the Finnish presence in an support to Somaliland within Somalia as a partner country is limited.

On coherence and coordination

National and international CSOs in Somaliland regularly meet and exchange information but this doesn't mean that cooperation and coordination between these development partners also takes place around concrete implementation of projects. International and national NGO coordination in Somaliland is limited, even when international partners are supporting the same local partners.

Cooperation and coordination between partners of ISF in Somaliland is strong and there is exchange of learning between the partners, through regular meetings and exchanges. There is also some international exchange, although this is not frequent.

On efficiency

ISF is a relatively small organisation, compared to other international development partners active in Somaliland. Its approach is to work with and through local partners. ISF is well appreciated by its local partners for nurturing smooth and flexible relations with its partners.

ISF's capacity development support to partners has included systems development and training of partners in applying aligned systems for management and reporting, such as ISF's financial reporting system (Peach-tree).

ISF general maintains a portfolio with several partners with relatively small projects of short duration and this requires considerable monitoring and reporting efforts. Partners and ISF staff indicate that combining projects and partners in a programme might be possible but is not simple, due to interests & specific characteristics of different partners in the programme.

Working in Somaliland brings extra risks and costs, but ISF commitment to Somaliland is long-term. It has developed good knowledge on the local situations and it has invested in local partner-relations. Therefore the risks of working in Somaliland are recognised by ISF and these risks are effectively mitigated.

The recent KPMG audit of ISF in 2017, with extensive field-research in Somaliland, was largely positive, confirming that efficiency is achieved and that systems are in place in ISF's work with partners in this country and at global level.

On effectiveness

The local partners of ISF are among the stronger CSO in Somaliland. These partners have received significant capacity development support from ISF, at project and other levels. Because several partners also engage in relations with other international development partners their capacities are further improved.

The outreach and effectiveness of operations at the local community level is good, because of the good relations and partnerships of ISF's partners on the ground in different regions of Somaliland.

ISF and partners combine hardware support (investments) and capacity development of target groups. Some groups interviewed during community visits, indicated that more literacy and numeracy training and other life-skills development could be done and that ISF should ensure that hardware support and human capacity development is well balanced.

Capacity development (advocacy and awareness building) of local groups is usually focusing on “contents and technical issues”, and is somewhat “inward” looking at the community level and focusing on local issues and organisations. Raising the voice of citizens and articulating community demands to local and higher-level authorities is weaker and strengthening this would require more attention to citizenship education in ISF projects.

Project planning, monitoring and reporting of the projects of partners is well organised by ISF and ISF also deploys local staff to work with and accompany and monitor local partners in planning, implementing and monitoring their projects.

The possibilities for local partners and ISF itself (as well as other development partners) to work with Government institutions are very limited due to extremely poor capacity of these institutions. Often these institutions are demanding support from ISF instead of providing support or coordination to ISF and partners.

The economic projects visited in the Somaliland field-visit show that ISF's approach in economic empowerment, in spite of the existence of community contributions, still seems somewhat donation driven. ISF does not work with microfinance in its projects in Somaliland.

In the reports on projects and also in an evaluation commissioned on its agricultural projects, limitations are encountered in the use of relevant indicators and reliable measurement instruments and methods. As a result, outcomes of development interventions are not always measured in a reliable way, although anecdotic information on outcomes is often readily available.

ISF faces a challenge to implement a programmatic approach on the ground in its Somaliland programme. The main modality of programme implementation is through specific contracts with specific partners. The ISF programme in reality is a project-portfolio.

Many projects of ISF in agricultural and cooperative economic development include innovation of technologies, crops and methods. This approach is effective to provide productive alternatives in difficult climatological situations.

The projects in Somaliland show that ISF has a variety of approaches in cooperative development and this is even more so when also taking into account the work on cooperative development in Nicaragua. This diversity of approaches and particularly the effectiveness of different approaches in different contents is not yet well researched by ISF, while its portfolio provides good possibilities to do so.

On impact

The impact of ISF's supported projects at the local community level is strong, because it is focusing on establishing and strengthening community organisations and cooperative groups, well embedded in local culture and supported by local institutions.

However, impact beyond the community level is more limited, because this level of activities is not strongly covered in ISF's project and it is also limited due to the already mentioned weak Somaliland Government institutions. The Somaliland government does not have policies and programmes to replicate models and experiences of ISF and partners and it also does not receive much international support to do so.

In some of the economic development projects visited in Somaliland, the economic impact of activities is obtained through donations. But these donations are recovered and also economic activities are not further supported with micro-finance and other economic support. As a result, economic impact remains limited and this is further limited due to the three years of persistent drought in the country. An additional bottleneck to achieving more impact is caused by the poor availability of other supporting services and institutions (e.g. finance, insurance, legislation).

In spite of some (but not very strong) efforts of ISF and partners in advocacy and lobby to the Somaliland Government, it is also noticeable that the Government doesn't "move" much and is rather passive. Also, the influence and support from UN and bilateral partners in Somaliland is limited, due to the fact that Somaliland is not recognised as an independent state. Local CSOs are often bypassed by the UN-system and this also makes cooperation between CSOs and Government very challenging.

On sustainability

The Somaliland Government is poor and doesn't receive much support to embed and include programmes in its Somaliland Development Plan. More international support to the Somaliland Government is needed to strengthen sustainability perspectives, even while financial and accountability performance of the Somaliland Government might be poor.

More policy lobby and technical assistance by CSOs and other development partners is needed to ensure that policies and laws are adopted and implemented by the Government.

Education activities in schools (e.g. SOYDAVO) have come on top of the normal work of teachers and it are not included in the normal curriculum. More focus is needed on curriculum development and teachers' education. This requires a closer link of such projects with education policy and system in Somaliland.

Some economic projects (ADO, Candlelight) don't include micro-finance and are not sufficiently preparing local target groups and cooperative groups for exit and independence. Long-term support to the same target groups and cooperatives has also created to a certain extent and unequal playing field between supported and non-supported cooperatives, although it is also recognised that some of the projects at community level have an important outreach and demonstration effect at the regional level.

Summary main findings from the Somaliland evaluation visit

- ISF and partners are strong and relevant in Somaliland and there are good results and strong impact on the ground, though these results and impact is less visible at the regional and national level;
- Lobby and advocacy and cooperation with higher-level Government institutions of Somaliland are limited. Policies and legislation need to be more strongly enforced to achieve more impact at regional and national level;
- Cooperation and support of UN and bilateral partner countries to the Somaliland Government are limited to ensure that CSOs and Government can be strengthened in a balanced way to become stronger mutual counterparts;
- More attention for sustainability is needed in ISF supported projects. This is needed in establishing a more coherent approach in capacity development and citizenship development and life-skills development and by using more sustainable finance approaches in economic development projects.

ANNEX 9: SHORT NOTES FROM EVALUATION VISIT TO KENYA

Because the projects in Kenya started to be implemented only in 2016 (selection of partners in end of 2014 and project design in the course of 2015), there are no evaluations yet available to compare with the CSO3/PBS evaluation. Therefore, these notes are based solely on project/programme documents and a brief field visit in April 2017.

On relevance

The identification of the project location (Kisii region in Western Kenya, including the neighbouring district Nyamira) was carried out through an analysis of the situation concerning the use of FGM in different regions of Kenya, to take advantage of ISF's previous experience in that field. The identification also followed the guiding principles of ISF to concentrate in areas with little previous development cooperation and to choose the most vulnerable people as beneficiaries, with concern about accessibility and security situation. The identification focused on GBV in general and FGM in particular, and the projects in the Kisii region are relevant in relation to this thematic focus: the area is one of the three regions of Kenya where FGM is practiced (the Kisii tribe) with no (larger) donors working there on the same topic.

The selection of partners was done through an open call for partnerships in the local media in 2014. Three partners were selected, largely based on the understanding of development problems, shared values with ISF and capacity and willingness to learn (this last one being a deduction of the evaluation team). The partners are small with very little resources and well embedded in the communities. They can best be described as community based organisations (CBOs). The projects were designed separately with each individual CBO in a participatory way during the year 2015, and there are differences in specific objectives, one of them concentrating more generally on GBV while two others work directly on the prevention of FGM. The implementation started only in 2016.

The ISF projects in Kenya support Government policies in that there is a law criminalising FGM in Kenya although enforcement of the law is still lacking in the region. The projects, and anti-FGM in general, have the support of important politicians in Nairobi. The relevance of the projects is further confirmed by the enthusiasm of the partners and beneficiaries, because the topic of FGM is increasingly debated in the communities as part of inter-tribal and gender relations (with the Luo who do not practice FGM) and the projects came at the right moment (and the right place) and have quickly reached a high momentum.

ISF's anti-FGM and anti-GBV work in Kenya is well aligned with Finnish development policies concerning gender equality, human rights and cross-cutting objectives.

On coherence and coordination

The projects of ISF in Kenya are coherent with Finnish development policies. They also are complementary with the priorities of the FLC of the Finnish Embassy in Nairobi. The priority areas of the FLC are human rights defenders and GBV plus struggle against corruption (e.g. support to Transparency International Kenya). However, there has not yet been close coordination between the Embassy and ISF and the Embassy was not aware that ISF is funding GBV/FGM projects in the Kisii region (although ISF is well known at the Embassy).

On the short term, it is not likely that there will be deeper coordination with the FLC: while the FLC funds in Kenya amounted to € 1.3 million in 2014-2015, € 900,000 in 2016 and € 300,000 in 2017, the Department for Africa and the Middle East of the MFA has decided to cut all funding for local NGO/CSO/CBO cooperation for 2018.

Little concrete coordination beyond exchange of information is done with other CSOs and international development partners. There are several Finnish CSOs working in Kenya but none in the Kisii-Nyamira region.

On efficiency

The partner CBOs have been trained in human resources, procurement and financial administration (manuals exist) at the start of the projects. This capacity building is very highly appreciated by the partners who consider that their professionalism has reached new levels. Overall, ISF was deemed to be a 'serious' donor, responsive and with good accessibility. In the region, there is a monitoring officer hired by ISF with permanent presence. The systems of the partners are harmonised in that all have been trained in the use of an accountancy system (QuickBooks) instead of the earlier Excel based bookkeeping.

The budgets of the projects have been slightly over € 100,000 per partner in 2016, the first year of implementation. Local partners have generally used cost-efficient methods to reach out to beneficiaries. These include voluntaries (so-called anti-FGM ambassadors) in schools and communities and street theatre, thus expanding the number of potential people reached.

On effectiveness

Local partners were strengthened by the capacity building support offered by ISF. While the starting point was at a low level of capacity (partners are rather described as CBOs, not professional development agencies or NGOs) the improved capacities may turn out decisive for them to apply further funding from other external donors.

The partners are coordinating and collaborating with local district level authorities, especially Gender Officers and Child Officers but the approach to the police varies. Two of the partners have not been able to change the negligent (or indifferent) attitude of the police towards the illegal practice of FGM while the third partner has started targeting the highest level of police hierarchy to change the attitude of lower levels. The commitment of authorities, including the officers and the police, could not be checked. The collaboration with health personnel was reported to be missing (it was reported that many nurses moonlight as practitioners of excisions/FGM when off duty).

Interviews with beneficiaries revealed a general satisfaction with the project, with the main effect being the 'pacification' of family life with less domestic violence and increased communication inside families. This was deemed as the main important contribution of the project. The interviewed women (mainly wives) expressed their capacity to resist and oppose harmful treatment by their husbands and having acquired a better say in family economies (the term 'empowerment' was frequently used, probably learned from the partner). In the interviewed youth group, many reported having changed behaviour (from drug abuse or prostitution) to going back to school and becoming an anti-FGM or anti-drug abuse ambassador.

What is missing to a large extent in the work of ISF (and this was also observed in Somaliland) at the community level is an orientation also towards the 'outside' world as citizens and as rights-holders in Kenyan society. This could be done by more strongly introducing the legal aspect (national law making FGM illegal) in the partners' work. One partner interviewed confirmed that it is planning to go this way in the longer-term, for example in doing an example trial case in the court of justice against FGM practitioners and parents.

Although the findings above cannot be quantified, all interviews were concordant in claiming that FGM is becoming ‘unfashionable’ in the region, particularly among young persons, both female and male.

On impact

Recognising that the ISF projects in Kenya had been running only for about 15 months at the time of the field visit, perspectives to reach impact seem to be good. This can be shown by the good selection of partners, thorough building of their capacities and the right moment and place where (and when) the institution of FGM on teenagers among the Kisii seems to have come to the point of ‘endogenous’ crisis, to a process of dissolution from the inside. This perceived tendency is probably caused by increased mobility of persons and larger coverage of different media which make FGM look old-fashioned, not ‘modern’ – particularly as compared to the neighbouring Luo who do not ‘cut’ their women and are seen as winners in the Kenyan society.

On sustainability

Due to the short implementation period of the ISF supported projects in Kenya, it is too early to talk about sustainability. ISF is planning to start preparing livelihoods components in the projects to increase women’s empowerment. Exit strategies should be considered in these from the very beginning.

Concerning financial sustainability, the partners, thanks to ISF capacity development support, are already in a better position to attract additional external funding from other donors but it is also clear that they will continue heavily dependent on external funding. As was observed in many countries in the CSO evaluation series, the whole CSO/NGO sector in Kenya is currently under pressure as the Government is increasingly more hostile to civil society and the district governor in Kisii is demanding financial resources (probably not totally legally) from CSOs to register at the local NGO Coordination Board. The registration is needed to have a certificate that allows CSOs to receive external funding. According to recent legislation though not yet enforced (Public Benefit Organisations Act, 2013) this cannot be more than 15%. The reason for more restrictions to CSOs that is officially given by the Government is the (Islamic) terrorist threat facing Kenya, but this is not very convincing as there are also many non-Muslim CSOs active in Kenya. The CSOs are currently trying to put pressure on the Government to modify the law.

Main findings from the Kenya evaluation visit

- Partner selection has been appropriate and partners have been strengthened by the capacity building offered by ISF;
- The projects with the local partners have become effective in only a short period of implementation;
- Citizenship development, and lobby and advocacy is largely missing from the ISF programme and the partners’ work is too limited to the community level and is not targeted towards the enforcement of the anti-FGM law.

ANNEX 10: LIST OF FUNDED PROJECTS AND ACTIVITIES

Programme Based Support-PROJECT TITLE	DI (Direct Impl) PA Partners	Partner name	Country	Theme/sector	Start year	End year	Dev Exp 2010	Dev Exp 2011	Dev Exp 2012	Dev Exp 2013	Dev Exp 2014	Dev Exp 2015	Dev Expenditure 2010–2012 (1st FP)	Dev Expenditure 2013–2014 (2nd FP)	Dev Expenditure 2015–2017 (3rd FP)
Region															
Pohjois-Nicaraguan maaseudun osuuskuntien kehitysohjelma	PA	UCANS	Nicaragua	Livelihoods	2008	2011	195,419	114,283	9,937				319,638		
Kauppa ja kehityshanke	PA	UCANS	Nicaragua	Livelihoods	2008	2011	206,233	196,425					402,658		
Boacon maatalousosuuskuntien palvelu- ja kehittämisskushanke	PA	Tierra Nueva	Nicaragua	Livelihoods	2008	2011	93,216	118,130					211,346		
Naisien sosiaalinen ja taloudellinen voimaantumisen ja tasa-arvon edistäminen	PA	Las Abejas	Nicaragua	Gender equality	2010	2014	66,778	124,345	151,008	204,261	78,724		342,132	282,985	
Koulukaikisten lasten ja heidän perheidensä seksuaaliterveys- ja hiv/aids-koulutusohjelma – toinen vaihe	PA	COFAWE	Uganda	Gender equality	2011	2013	291,948	246,203	212,470	197,276	23,719		750,621	220,995	
Perheväkivallan ehkäisy Wakison ja Kibogan läänneissä	PA	UMWA	Uganda	Gender equality	2009	2011	128,381	111,702	110,713				350,795		
Maaseudun pienviljelijäperheiden köyhyyden vähentäminen	PA	IRDI	Uganda	Livelihoods	2009	2011	95,597	163,760	152,057	32,953			411,413	32,953	
Alueellisten osuuskuntien ja tuottajajärjestöjen kehittäminen	PA	ACE	Uganda	Livelihoods	2010	2013	10,080	82,728	112,706	99,479			205,515	99,479	
Nuorten voimaalistaminen ammattikoulutuksen kautta Buraossa ja Erigavossa	PA	CLHE	Somaliiland	Livelihoods	2010	2013	285,390	203,312	232,866	198,057	17,706		721,568	215,763	
Tyttöjen sukuelinten silpomisen vastainen hanke Buraossa ja Erigavossa	PA	CLHE	Somaliiland	Gender equality	2011	2014	134,484	134,347	155,010	163,242	159,447		423,841	322,689	
Naisien yhteiskunnallisen osallistumisen vahvistaminen	PA	NAGAAD	Somaliiland	Gender equality	2009	2012	132,134	129,528	149,651				411,313		
Biööljykasvien viljely	PA	CLHE	Somaliiland	Livelihoods	2010	2013	22,170						22,170		
Naisien tulojen kohentaminen mikroluottojen avulla, evaluatoin loppuerä			Somaliiland	Livelihoods	2006	2009	2,333						2,333		
Naisien voimaalistaminen oma-apu ryhmien ja tasa-arvon avulla			India	Gender equality			2,841						2,841		
Naisien oma-apu ryhmien kehittäminen			India	Gender equality			71,761						71,761		
Ruokaturvan parantaminen	PA	CLHE	Somaliiland	Livelihoods	2011	2015		60,743	236,272	300,357	150,986	164,439	297,016	615,781	164,439
Ruokaturvan parantaminen	PA	ADO	Somaliiland	Livelihoods	2011	2015		48,903			276,679	194,233	48,903	470,912	194,233
Maatalouden arvoketjujen tuottavuuden kehittäminen	PA	COM-CAVEM	Nicaragua	Livelihoods	2012	2013			159,134	120,964	7,143		159,134	128,107	

Programme Based Support-PROJECT TITLE	DI (Direct Impl) PA Partners	Partner name	Country	Theme/sector	Start year	End year	Dev Exp 2010	Dev Exp 2011	Dev Exp 2012	Dev Exp 2013	Dev Exp 2014	Dev Exp 2015	Dev Expenditure 2010-2012 (1st FP)	Dev Expenditure 2013-2014 (2nd FP)	Dev Expenditure 2015-2017 (3rd FP)
Region															
Arvokeijujen vahvistaminen ja kaupassuhteiden laajentaminen	PA	COPRO-DEC	Nicaragua	Livelihoods	2012	2013			128,405	146,067	145,879		128,405	291,946	-
Hunajan arvokeijun kehittäminen	PA	Tierra Nueva	Nicaragua	Livelihoods	2012	2014			81,716	97,166	186,313	192,436	81,716	475,915	192,436
Perheväkivallan ehkäisy Wakison ja Kibogon lääneissä-jatkohanke	PA	UMWA	Uganda	Gender equality						93,708	174,934	175,059	-	443,700	175,059
Naisiin kohdistuvan väkivallan vähentäminen	PA	SOYDAVO	Somaliiland	Gender equality	2014	2017				47,526	148,638	200,498	-	396,663	200,498
Ilmastokestävyyden edistäminen maataloustuotannossa	PA	COM-CAVEM	Nicaragua	Livelihoods	2014	2017					175,759	185,801	-	361,560	185,801
Kauppaverkostojen kehityshanke	PA	COM-CAVEM	Nicaragua	Livelihoods	2014	2015					26,706	167,009	-	193,715	167,009
SVT:n edistäminen kilpailukykyisissä pienyrityksissä	PA		Nicaragua	Gender equality	2014	2015					6,244	58,508	-	64,751	58,508
Ruokaturva ja toimeentulomahdollisuuksien edistäminen	PA	FOWAC	Uganda	Livelihoods	2014	2014					35,109		-	35,109	-
Ruokaturvan ja kestävän toimeentulon parantaminen	PA	CHAPS	Uganda	Livelihoods	2014	2015					43,230	156,294	-	199,524	156,294
SVT:n edistäminen tukemalla naisten kestävä toimeentuloa	PA	WORUDET	Uganda	Livelihoods	2014	2014					8,115	11,866	-	19,982	11,866
Kestävän toimeentulon ja perherauhan hanke	PA	COW	Uganda	Livelihoods	2014	2014					19,828	124,454	-	144,282	124,454
Alueellisten osuuskuntien ja tuottajajärjestöjen kehittäminen	PA	ACE	Uganda	Livelihoods	2014	2014					86,057	17,819	-	103,876	17,819
Maanviljelijöiden ja paimentolaisten toimeentulon parantaminen	PA	CLHE	Somaliiland	Livelihoods	2014	2017					134,470	177,239	-	311,709	177,239
Kisiin hankekokonaisuus	PA	CECOME; Manga Heart, THUMP	Kenia	Gender equality	2014	2015					61,325	246,988	-	308,314	246,988
Perheväkivallan ehkäisy	PA	MCLU	Uganda	Gender equality	2015							27,730	-	27,730	27,730
Uusi nuorten yrittäjyyden kättämishanke	PA	SYS	Somaliiland	Livelihoods	2015	2017						56,438	-	56,438	56,438
Uusi FGM-hanke	PA	CLHE	Somaliiland	Gender equality	2015	2017						91,350	-	91,350	91,350
Uusi FGM-järjestöjen verkostoitumisen tukemisen hanke	PA	NAFIS	Somaliiland	Gender equality	2015	2017						34,273	-	34,273	34,273

ANNEX 11: PROGRAMME FUNDING TABLES

	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

	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

	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	2.175,103.66	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	273,980.00	270,039	243,035	90.00	247,711.00	197,965	168,270	85.00
Information and Publicity Activities	315,417.00	298,911	269,020	90.00	324,000.00	316,061	268,652	85.00
Administration	307,001.00	281,773	253,596	90.00	309,000.00	300,473	255,402	85.00
TOTAL	3,071,501.66	2,817,734	2,395,074	85.00	3,209,738.00	3,096,933	2,570,454	83.00

	2016		
	Budget (€)	MFA share (€)	MFA share (%)
Project Costs	1,614,946	1,060,163	65.65
Project Planning and Evaluation, Resource Development	289,762	190,200	65.64
Information and Publicity Activities	247,789	162,649	65.64
Administration	239,165	156,988	65.64
TOTAL	2,391,662	1,570,000	65.64

ANNEX 12: PREVIOUS EVALUATIONS

Evaluation title / project name	Year	Type of Evaluation (mid-term, periodic review, final evaluation, impact evaluation)	Internal / External
Equidad de Género y Empoderamiento Económica y Social de la Mujer	2013	Final evaluation	
Gender Integrated Education Program on Reproductive Health and STDS/HIV/AIDS for Empowerment of Children Aged 8-14 Years and Their Families in Wakiso District, Uganda	2013	Final evaluation	
Household Poverty Reduction Through Enhanced Production and Access to Markets Among Rural Poor in Wakiso District	2013	Final evaluation	
Mejoramiento de la Productividad de las Cadenas de Valor Agropecuarias	2014	Final evaluation	
El Funcionamiento, Eficiencia, Productividad, Evolución y las Perspectivas de Desarrollo de las Cadenas de Valor con Enfoque de Equidad de Género	2014	Final evaluation	
Empowering Youth to Access Employment Opportunities in Burao And Erigavo, Somaliland during the Years 2010-2013	2014	Final evaluation	
Community Education on Female Genital Mutilation (Fgm) in Somaliland	2014	Final evaluation	
Enhancing Food Security of Pastoral and Agro-Pastoral Communities in Somaliland	2015	Final evaluation	
Evaluation of the Gender Education Programme on Prevention of Domestic Violence in Kyankwanzi and Wakiso Districts, Uganda	2015	Final evaluation	
Narrative Assessment of Gender Education Programme on Prevention of Domestic Violence in Kyankwanzi and Wakiso Districts, Uganda	2015	Final evaluation	
Tyttöjen ja naisten sukupuolielinten silpomisen vastainen hanke – Burao & erigavo	2010	Final evaluation	internal
Ugandan kouluikäisten lasten ja heidän perheidensä seksuaaliterveys- ja hiv/aids – koulutushanke	2010	Final evaluation	internal
Boacon osuuskuntien kahvinkuivaamon kehitys	2011	Final evaluation	
Seis perheväkivallalle – ehkäisevän perheväkivaltatyön kehittäminen Pitkärannassa	2011	Final evaluation	
Naisten yhteiskunnallisen osallistumisen vahvistaminen	2012	Final evaluation	
Osuuskuntien kehitys	2012	Final evaluation	
Perheväkivallan ehkäisy Wakison ja Kyankwanzin lääneissä	2012	Final evaluation	
Ehkäisevän päihdetyön ja nuorisotyön kehittäminen	2012	Final evaluation	
Solidaarisuuden temaattisten ohjelmien arviointi 2007-2011	2011		

EVALUATION

**PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS III:
THE INTERNATIONAL SOLIDARITY FOUNDATION
2017**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**