EVALUATION

Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation

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ACRONYMS AND ABBREVIATIONS

ARE	Advancing Resilience and Empowerment
AWEE	Advancing Women's Economic Empowerment
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CIFF	Children's Investment Fund Foundation
CLHE	Candlelight for Health, Education and Environment
CREAW	Centre for Rights Education and Awareness
CRSV	Conflict-Related Sexual Violence
CS	Country Strategy
CSO	Civil Society Organisation
CSW	Commission on the Status of Women
DAW	Division for the Advancement of Women
DoLIDAR	Department of Local Infrastructure Development and Agricultural Roads
DPC	Development Policy Committee
ECN	Election Commission Nepal
EPHS	Essential Package of Health Services
EU	European Union
EUR	Euro
EVAW	Ending Violence Against Women
FFF	Family Federation of Finland
FGM	Female Genital Mutilation
FGS	Federal Government of Somalia
FIDA	Federation of Women Lawyers
FLC	Fund for Local Cooperation
FPAN	Family Planning Association of Nepal
FPI	Flagship Programme Initiative
FSG	Finnish Consulting Group
GA	General Assembly
GAP	Gender Action Plan
GBV	Gender Based Violence
GE	Gender Equality

GESI	Gender Equality and Social Inclusion
GEWE	Gender Equality and Women's Empowerment
GIZ	Gesellschaft für Internationale Zusammenarbeit
GM	Gender Marker
GON	Government of Nepal
GPS	Global Positioning System
GRB	Gender Responsive Budgeting
GRED	Gender Responsive Entrepreneurship Development
HLTF-ICPD	High-Level Task Force for the International Conference on Population and Development
HQ	Headquarters
HRBA	Human Rights-Based Approach
HSSP	Health Sector Strategic Plan
ICM	International Confederation of Midwives
ICPD	International Conference on Population and Development
IDPG-GESI Group	Social Inclusion Working Group of the International Development Partner's Group
IHRICON	Institute of Human Rights Communication Nepal
INGO	International Non-Governmental Organisation
INSTRAW	International Research and Training Institute for the Advancement of Women
IOM	International Organisation for Migration
IPPF	International Planned Parenthood Federation
ISF	International Solidarity Foundation
JHNP	Joint Health and Nutrition Programme
Kehys	Advocacy network of Finnish NGOs
Kepa	Finnish NGO platform on global development
KEPO	Ministry for Foreign Affairs of Finland internal gender indicator
KNAP	Kenya National Action Plan
KSH	Kenyan Shilling
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MEL	Monitoring, Evaluation and Learning
MFA	Ministry for Foreign Affairs
MHTF	Maternal Health Thematic Fund
MIDA	Migration for Development in Africa

MIDA-FINNSOM	IOM Finland Project: Institutionalizing Health Care Improvement through Temporary Returns of Somali Diaspora Health Professionals
MoESA	Ministry of Employment and Social Affairs
MoH	Ministry for Health
MOPAN	Multilateral Organisation Performance Assessment Network
MoU	Memorandum of Understanding
MoWCSW	Ministry of Women, Children and Social Welfare
MoWHRD	Ministry of Women and Human Rights Development
MTPs	Medium-Term Plans
NAFIS	Network Against Female Genital Mutilation/Cutting in Somaliland
NAP	National Action Plan
NDI	National Democratic Institute
NGO	Non-Governmental Organisation
NORAD	Norwegian Agency for Development Cooperation
ODA	Official Development Assistance
ODI	Overseas Development Institute
OECD	Organisation for Economic Co-operation and Development
OECD DAC	Organisation for Economic Co-operation and Development Development Assistance Committee
OH	Outcome Harvesting
OM	Outcome Mapping
OSAGI	Office of the Special Advisor on Gender Issues and Advancement of Women
PBS	Programme-Based Support
PT	Process Tracing
QCPR	Quadrennial Comprehensive Policy Review
RBM	Results Based Management
RWPL	Rural Women Peace Link
RWSSP-WN	Rural Water Supply and Sanitation Project in Western Nepal
RVWRMP	Rural Village Water Resources Management Project
SASA	Start, Awareness, Support and Action
SDC	Swiss Development Cooperation
SDGs	Sustainable Development Goals
SFCG	Search for Common Ground
SG	Secretary General
SIDA	Swedish International Development Cooperation Agency

SIWPSAN	Strengthening Implementation of the Women, Peace and Security Agenda in Nepal
SMART	Specific, Measurable, Achieved, Relevant, Time-Bound criteria for outcome validation
SOYDAVO	Somaliland Youth Development and Voluntary Organization
SRH	Sexual and Reproductive Health
SRHR	Sexual and Reproductive Health Rights
STI	Sexually transmitted infection
SWAP	System-Wide Action Plan on Gender
ToC	Theory of Change
ToR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations International Children's Emergency Fund
UNIFEM	UN Development Fund for Women
UNOPS	United Nations Office for Project Services
UNSCR	United Nations Security Council Resolution
UNV	UN Volunteer
UNW	UN Women
US	United States of America
USA	United States of America
USAID	United States Agency for International Development
USD	United States dollar
W/Gs' rights	Women's and girls' rights
WASH	Water, Sanitation and Hygiene
WEE	Women's Economic Empowerment
WEOG	Western Europe and Others Group
WHO	World Health Organisation
WPE	Women's Political Empowerment
WPS	Women, Peace, and Security
VSDTC	Vocational and Skill Development Training Centre
WWF	World Wildlife Fund

TIIVISTELMÄ

Suomi on sitoutunut pitkäaikaisesti sukupuolten välisen tasa-arvon sekä naisten ja tyttöjen oikeuksien edistämiseen. Evaluaation tarkoituksena oli luoda mahdollisuus uuden oppimiseen tavalla, joka auttaisi Suomea parantamaan kehitysyhteis- työn tasa-arvopolitiikkaa ja sen suunnittelua, panna paremmin täytäntöön toimia tasa-arvoon liittyvien linjausten painopistealueilla ja kehittää uutta muutosteoriaa. Sen sijaan, että olisi pyritty vetämään yleistettävissä olevia johtopäätöksiä Suomen kehitysyhteistyön tuloksellisuudesta tai sen vaikuttavuudesta, evaluoinnin tavoitteena oli tuottaa kokoelma esimerkkejä hyvistä käytännöistä ja saaduista kokemuksista.

Ensisijainen evaluaatiokysymys oli *"arvioida Suomen kehitysyhteistyön naisten ja tyttöjen oikeuksia edistävien käytäntöjen, ohjelmien ja linjausten merkitystä, saavutuksia ja puutteita, jotka olivat toteutuneet monenvälisen, yhdistetyn monen- ja kahdenvälisen, kahdenvälisen ja kansalaisyhteiskunnan kanssa toteutetussa yhteistyössä vuosien 2012 ja 2017 välillä"*. Käyttäen pääasiassa mukautettua muutosharava-lähestymistapaa (Outcome Harvesting) evaluointi kattoi matkat Nepaliin, Keniaan, Somaliaan ja Yhdistyneiden kansakuntien (YK) päämajaan New Yorkiin. Erityistä huomiota kiinnitettiin YK:n tasa-arvojärjestöön (UN Women) ja YK:n väestörahastoon (UNFPA).

Perustuen näyttöön, joka kerättiin 15:sta esimerkkitapauksesta, evaluoinnissa todettiin, että Suomi on vaikuttanut sukupuolten välistä tasa-arvoa tukeviin hyviin käytäntöihin ja kokemuksiin kaikkien rahoitusinstrumenttien myötä. Evaluointi tunnisti kuitenkin myös puutteita Suomen kehitys- yhteistyön uudessa tasa-arvoon liittyvässä muutosteoriassa, kuten myös tasa- arvoasioiden seurannan ja arvioinnin valmiuksissa ja järjestelmissä.

Suosituksia olivat: 1) Strategista ohjeistusta tulee parantaa muokkaamalla muutosteoriaa niin, että sitä olisi helpompi toteuttaa käytännössä. Laaditaan lisäksi selkeitä tasa-arvotoimintaohjelmia sekä valmistellaan maastrategiat ja hankkeet tasa-arvoanalyyseihin perustuen. 2) Parannetaan ulkoministeriön ja kumppaniorganisaatioiden valmiuksia edistää sukupuolten välistä tasa- arvoa sekä instituutio- että yksilötasolla. 3) Jatketaan lähestymistapaa, jossa tasa-arvoa edistetään monia rahoituskanavia käyttäen, perustuen niiden tässä tarkastelussa kuvattuihin suhteellisiin etuihin, ottaen huomioon erityisesti kansalaisyhteiskunnan vahvistaminen.

Avainsanat: *Sukupuolten välinen tasa-arvo, naisten ja tyttöjen oikeudet, ihmisoikeus-lähestymistapa, kehitysyhteistyön rahoituskanavat, evaluaatio, muutosharava-menetelmä.*

REFERAT

Finland har länge arbetat med jämställdhet och kvinnors och flickors rättigheter, något som har en tydlig plats i landets utvecklingspolitik. Syftet med denna utvärdering var att hämta in kunskap som skulle kunna hjälpa Finland att utveckla sina genuspolicyer och genusprogram ännu mer, att bli bättre på att följa upp policyprioriteringar och att utveckla en ny genusförändringsteori. Snarare än att få generaliserande sammanfattningar av Finlands effektivitet eller påverkan, siktade utvärderingen på att skapa en sammanställning med exempel på god praxis och lärdomar för att utvärdera de observerade genusförändringarnas art och vilka mekanismer som bidragit till dem.

Utvärderingens huvudfråga var att *"utvärdera värdet och förtjänsten av samt bristerna i Finlands praxis, program och policyer för att främja kvinnors och flickors rättigheter genom multilateralt, multibilateralt, bilateralt samarbete och samarbete med civilsamhället mellan 2012 och 2017"*. Med hjälp av huvudsakligen en anpassad Outcome harvesting-metod bestod utvärderingen av missioner i Nepal, Kenya, Somalia och Förenta nationerna (FN) i New York. Särskilt fokus lades på Finlands partners: UN Women och FN:s befolkningsfond (UNFPA).

Baserat på evidens från 15 fallstudier fann utvärderingen att Finland hade bidragit till god praxis och lärdomar för att främja jämställdhet i alla biståndsmodaliteter. Den sammanfattade att dessa strategier kan bidra med information för policyer och programplanering, t.ex. genom att införliva dem i genusanalyser tidigt under programplaneringen. Men utvärderingen identifierade också luckor i Finlands nya förändringsteori (ToC) samt i kapaciteter och system för övervakning och utvärdering.

Rekommendationer inkluderade att 1) förbättra strategisk vägledning genom att göra förändringsteorin mer användbar i praktiken, att utveckla tydliga handlingsplaner för jämställdhet och att grunda landsstrategier och program på genusanalys; 2) förbättra institutionell och individuell genuskapacitet på UD och dess samarbetspartner; samt 3) fortsätta att använda en blandad modalitetsapproach för att främja genusarbete baserat på komparativa fördelar som beskrivs i studien, i synnerhet att styrka civilsamhället.

Nyckelord: *jämställdhet, kvinnors och flickors rättigheter, människorättsbaserad approach (HRBA), biståndsform, utvärdering, Outcome Harvestingi*

ABSTRACT

Finland has a long-standing commitment to gender equality and women and girls' rights that are strongly enshrined in its development policies. The purpose of this evaluation was to generate learning that would help Finland to further improve its gender policies and programming, better follow up of gender policy priorities, and develop a new gender Theory of Change. Rather than deriving generalizable conclusions of Finland's effectiveness or impact, the evaluation aimed to produce a compilation of good practice examples and lessons learnt to examine the nature of observed gender changes and the mechanisms contributing to these.

The main evaluation question was to *"assess the value, merit and shortcoming of Finland's practices, programmes and policies in promoting women and girls' rights through multilateral, multi-bilateral, bilateral and civil society cooperation between 2012 and 2017"*. Employing mainly an adapted Outcome Harvesting approach, the evaluation scope comprised missions to Nepal, Kenya, Somalia, and the United Nations (UN), New York. A special focus was put on Finland's partners UN Women and the UN Population Fund (UNFPA).

Based on evidence from 15 case studies, the evaluation found that Finland had contributed to good practices and lessons learnt for promoting gender equality across all aid modalities. It concluded that these strategies can inform policies and programming, e.g. through incorporation in gender analyses early in the programme planning. However, the evaluation identified also gaps in Finland's new gender Theory of Change (ToC), as well as in gender monitoring and evaluation capacity and systems.

Recommendations included to 1) improve strategic guidance by making the ToC more usable for practice, developing clear gender Action Plans, and basing Country Strategies and programmes on gender analyses; 2) enhance institutional and individual gender capacity at MFA Finland and partners; and 3) continue to use a mixed modality approach to promote gender, based on the comparative advantages described in the study, in particular strengthening civil society.

Keywords: *Keywords: Gender equality, women's and girls' rights, HRBA, aid modality, evaluation, Outcome Harvesting*

YHTEENVETO

Suomi on sitoutunut pitkäaikaisesti sukupuolten välisen tasa-arvon edistämiseen, ja naisten ja tyttöjen oikeudet ovatkin yksi nykyisen kehityspolitiikan painopistealueista. Laajempi ihmisoikeuslähestymistapa on otettu käyttöön vuodesta 2012 alkaen. Ennen tätä evaluointia Suomi tilasi selvityksen, jossa tutkittiin tasa-arvotulosten arvioitavuutta, jotta voitaisiin evaluoida kehitysyhteistyön linjausten ja ohjelmien toteutuksen avulla parannettuja naisten ja tyttöjen oikeuksia. Arvioitavuuden todettiin olevan heikko, mikä viittaa siihen, että tarkoin määritellyt linjaukset sekä toisaalta avun tuloksellinen toteuttaminen ja seuranta ovat olleet epäsuhdassa keskenään. Selvityksen seurauksena tämän tasa-arvoa käsittelevän evaluoinnin tarkoitus määriteltiin uudelleen. Sen tehtäväksi tuli tuottaa uutta tietoa kuvaamalla aikaisempia kokemuksia ja esimerkkitapauksia. Selvityksen tulisi olla hyödyllinen tulevaisuuteen suuntautuvana harjoituksena, jonka tarkoituksena on tuottaa Suomen kehitysyhteistyön tasa-arvopolitiikan laatimiseen, suunnitteluun ja meneillään olevan muutosteorian kehittämiseen tarvittavaa tietoa.

Lähestymistapa ja metodologia

Evaluointi noudatti käyttäjänäkökulmaisen evaluoinnin periaatteita *(Utilisation Focused Evaluation)* ja sovelsi muutosharava-lähestymistapaa *(Outcome Harvesting)*. Evaluoinnissa havaittiin tuloksia, jotka liittyivät sellaisiin käyttäytymismallien muutoksiin, jotka ovat olennaisia sukupuolten välisen tasa-arvon sekä naisten ja tyttöjen oikeuksien edistämisessä. Tarkastellakseen lähemmin poliittisten linjausten ja käytännön toimien välistä epäsuhtaa, evaluointi keräsi tietoa myös ulkoministeriön seurannan, arvioinnin ja organisaation sisäisen oppimisen käytänteistä ja muista prosesseista haastattelemalla ja läpikäymällä kirjallista aineistoa.

Otos ja otanta

Suomi edistää naisten ja tyttöjen oikeuksia usean rahoituskanavan kautta, joista neljä oli sisällytetty ennalta tehtävänkuvaukseen: monenväliset suhteet globaalilla/Yhdistyneiden kansakuntien (YK)-tasolla, monen- ja kahdenvälisen avun yhdistelmän kumppanuudet, kahdenvälinen yhteistyö ja maatasolla tapahtuva toiminta kansalaisyhteiskunnan organisaatioiden kanssa. Kenttämatkat toteutettiin kolmessa esivalitussa maassa (Nepali, Kenia ja Somalia), joissa arvioitiin yhteensä seitsemän monen- ja kahdenvälistä apua yhdistävää, kolme kahdenvälistä ja yksitoista kansalaisyhteiskunta-ohjelmaa tai -hanketta. Lisäksi yksi matka tehtiin YK:n päämajaan New Yorkiin, jotta pystyttiin tutkimaan Suomen työtä globaalin tasa-arvopolitiikan tasolla erityisesti YK:n tasa-arvojärjestössä (UN Women) ja YK:n väestörahastossa (UNFPA). Evaluoinnin laajuus käsitti Suomen kehitysyhteistyön tulokset, jotka olivat syntyneet vuosien 2012 ja 2017 välisenä aikana.

HAVAINNOT

Esimerkkitapaukset

Haastatteluissa ja julkaistuissa lähteissä havaittujen käyttäytymismallien muutosten todenmukaisuus vahvistettiin ja niihin liittyvät muut tulokset järjestettiin pääteemojen ja asiayhteyksien perusteella. Niistä muotoiltiin 15 esimerkkitapausta: kolme monenvälisen, kuusi kahden- ja monenvälistä yhdistävän, kahden kahdenvälisen avun ja neljän kansalaisyhteiskuntayhteistyön tapausta. Keskeisiä aiheita näissä tarinoissa olivat YK:n turvallisuusneuvoston päätöslauselman 1325 alaisten maatason toimintaohjelmien laatimis- ja/tai toteuttamistyöt; naisten taloudellisen ja poliittisen aseman parantaminen; seksuaali- ja lisääntymisterveyspalvelut; sekä sellaisten poliittisten linjausten ja kehitysyhteistyön suunnittelun parantaminen, jotka tähtäsivät toimiin sukupuolisidonnaista väkivaltaa ja naisten sukupuolielinten silpomista vastaan.

Hyviä käytäntöjä sukupuolten välisen tasa-arvon sekä naisten ja tyttöjen oikeuksien edistämiseksi

Käyttäytymismallien muutoksia havaittiin monien eri toimijoiden parissa, sekä globaalilla että kansallisella ja alueellisella tasolla. Selvityksessä kartoitettiin hyviä käytäntöjä kaikista rahoituskanavista, joiden kautta Suomi tai sen yhteistyöorganisaatiot ovat osaltaan vaikuttaneet sukupuolten välisen tasa-arvon edistämiseen kumppanimaissa- ja/tai organisaatioissa. Esimerkiksi: 1) On tärkeää ottaa huomioon monin perustein tapahtuva syrjintä (eli sellaiset tekijät, kuten yhteiskuntaluokka, rotu, kasti, ikä tai uskonto yhdistettynä sukupuoleen). 2) Tuloksellisuutta voidaan parantaa käyttämällä kaksiosaista lähestymistapaa, jossa hyödynsaajia tuetaan suoraan samalla kun pyritään vaikuttamaan olosuhteisiin poliittisten muutosten kautta. 3) Naisten edunvalvontaa on suositeltavaa toteuttaa heidän käytännön tarpeista lähtien (esimerkiksi parantamalla lisääntymisterveyspalveluita, minkä kautta pyritään puuttumaan sukuelinten silpomiskäytäntöön). Näin kehitysyhteistyö saadaan vastaamaan paremmin lopullisten hyödynsaajien tarpeita. 4) Tuloksia naisten voimaantumisessa saavutetaan paremmin, kun erilaisia teemoja yhdistämällä luodaan uusia kokonaisvaltaisia lähestymistapoja (esimerkiksi tekniset taidot yhdistettynä johtajuuden kehittämiseen).

Poliittinen vuoropuhelu

Suomi, sen kumppanit ja avun toteuttajat omalta osaltaan vaikuttivat tasa-arvotulosten saavuttamiseen globaalilla, kansallisella ja paikallisella tasolla käyttäen monia erilaisia poliittisen vuoropuhelun strategioita. Näihin kuuluivat näyttöön perustuva vaikutustyö, poliittisista painopistealueista neuvotteleminen *(advocacy)* ja ja kansalaisten tukeminen heidän pyrkimyksissään puolustaa oikeuksiaan. YK-systeemi tarjosi Suomelle vahvat normatiiviset puitteet edistää sukupuolten välistä tasa-arvoa esimerkiksi hyväksymällä kestävän kehityksen tavoitteen No 5 vuonna 2015, tavoite jota Suomi, sen kumppanit ja muut samanmieliset maat tukivat. Suomi oli myös niiden rahoittajien joukossa, jotka ajoivat YK:n sisäisen yhteistyöaloitteen *(Common Chapter)* hyväksymistä osaksi YK:n tasa-arvojärjestön (UN Women), YK:n väestörahaston (UNFPA), YK:n lastenjärjestön (UNICEF) ja YK:n kehitysohjelman (UNDP) nykyisiä stra-

tegisia suunnitelmia. Aloitteen tarkoituksena on ollut parantaa näiden organisaatioiden keskinäistä yhteistyötä. Yksi huomattava puute poliittisessa vuoropuhelussa oli se, että YK:n tasa-arvojärjestöön (UN Women) ja YK:n väestörahastoon (UNFPA) kohdistuvat vaikuttamissuunnitelmat eivät olleet täysin linjassa Suomen kehitysyhteistyön maastrategioiden kanssa.

Vaikutuspolut ja palautesyklit

Vaikutuspolut *(impact pathways)* ja tulosten keskinäisiä suhteita kuvaavat kaaviot *(outcome networks)* laadittiin useille esimerkkitapauksille. Yleensä monenlaisia muutoksia tarvittiin eri toimijoissa ja ilman niiden kaikkien saavuttamista toivotut tulokset eivät olisi tapahtuneet. Osa esimerkkitapauksista antoivat todisteita siitä, että aikaisempia kenttätason kokemuksia oli hyödynnetty maatason suunnittelussa ja ohjelmien toteuttamisessa. Kuitenkin toisissa tapauksissa mahdollisuus uuden oppimiseen oli jätetty käyttämättä esimerkiksi kansalaisyhteiskunnan hankkeissa käytetyistä osallistavista prosesseista.

Ulkoministeriön uusi muutosteoria

Evaluointi osoitti, että sekä tasa-arvoa valtavirtaistavat hankkeet että ne, joissa tasa-arvo oli päätavoite johtivat ulkoministeriön uudessa muutosteoriassa kuvattuihin tuloksiin *(outcome-taso).* Joidenkin naiset, rauha ja turvallisuus -teemaa koskevien tulosten kohdalla oli epäselvää, että voisiko ne linkittää osaksi tasa-arvoa käsittelevää muutosteoriaa (kehitysyhteistyön painopistealue 1), vai osaksi jotain toista ulkoministeriön muutosteoriaa tai molempia. Yleisesti ottaen tasa-arvomuutosteoriassa kuvatut tuotokset *(output-taso)* oli muotoiltu vastaamaan hyvin korkean tason muutoksia, lähelle vaikutuksia *(impact-taso).* Lisäksi ne oli ilmaistu epätarkasti. Joskus ei ollut myöskään selvää, miten tuotos-tason *(output)* elementit liittyivät toisiinsa, eli että olisiko niitä mahdollista edistää samanaikaisesti vai riippuvatko tuotokset toisistaan seuraten tiettyä muutosten polkua. Muutosteorian osio "keinot ja pääaktiviteetit" *(means and key activities)* määritteli kumppanit, joiden välityksellä ulkoministeriö aikoi työskennellä, mutta ei eritellyt niiden roolia ja keskinäisiä suhteita.

Seuranta, arviointi, organisaation sisäinen oppiminen ja käytännöt

Se, että Suomi vahvistaa sukupuolten välistä tasa-arvoa ihmisoikeutena, oli myönteistä. Analyysi osoittaa kuitenkin, että tasa-arvo on paljon laajempi ja monimutkaisempi käsite, kuin mikä sisältyy oikeuksiin perustuvaan lähestymistapaan *(human rights based approach).* Jälkimmäisessä ajatusmallissa tarjotaan opastusta työskentelyyn oikeudenhaltijoiden *(rights holders)* ja vastuunkantajien *(duty bearers)* kanssa, mutta auttaa vain vähän ministeriön henkilökuntaa käsittelemään syvään juurtuneita kulttuurinormeja ja sukupuolten välisiä eriarvioisia valtasuhteita. Lisäksi ihmisoikeuksia käsittelevät materiaalit eivät aina mainitse erikseen sukupuolten välisen tasa-arvon valtavirtaistamista, josta esimerkkinä mainittakoon ulkoministeriön uudet ohjeet kansalaisyhteiskuntayhteistyötä varten. Lisäksi ulkoministeriön henkilöstö nimesi useita esteitä pyrkiessään edistää tasa-arvotavoitteita. Esimerkkejä ovat ajan rajallisuus ja liian vähäiset henkilöresurssit, toimintasuunnitelman puute, jossa määritellään vastuuvelvollisuudet, vähäinen sisäinen kurssitus, sekä puutteet tasa-arvoasioiden analysoinnissa, seuranta- ja raportointivälineissä.

Eri rahoituskanavien suhteelliset edut

Evaluaatio nimesi eri rahoituskanavien vahvuuksia ja puutteita. Vahvuuksia olivat:

- Monenvälisen avun myötä Suomi on osoittanut sitoutumisensa pyrkimyksiin saavuttaa rauhan, ihmisoikeuksien ja kehityksen toteutuminen maailmanlaajuisesti. Toimet ovat auttaneet kehittämään ja tukemaan globaaleja tasa-arvotavoitteita ja luotsaamaan Agenda 2030-toimintaohjelmaa. Tämä lähestymistapa tarjosi myös laajemman alustan suomalaiselle tasa-arvoajattelulle.

- Kumppanuudet, jotka solmittiin yhdistetyn kahden- ja monenvälisen avun myötä, auttoivat havainnollistamaan kansainvälisiä tasa-arvon käsitteitä ja normeja maatasolla. Ne loivat myös yhteyksiä maatason työn ja ulkoministeriön tasa-arvomandaatin, -erikoisosaamisen sekä -kokemuksen välille.

- Kahdenväliset hankkeet tarjosivat suoran yhteyden sidosryhmiin, mikä antoi merkittävää määräysvaltaa toteutusvaiheessa. Suomi pystyi myös vaikuttamaan siihen, miten tasa-arvo oli sisällytetty osaksi hankkeita ja miten niiden seuranta oli toteutettu.

- Kansalaisyhteiskunnan organisaatiot tarjosivat ainutlaatuista paikallistuntemusta liittyen sukupuolten välisiin suhteisiin. Näiden hankkeiden myötä Suomi sai myös suoran yhteyden yhteisö-tasolle. Niiden asema oli myös merkittävä vastuunkantajien tilivelvollisuuden peräänkuuluttamisessa.

JOHTOPÄÄTÖKSET

Hyviä käytäntöjä ja strategioita

Suomen ja sen kumppanien yhteistyö on tarjonnut hyviä käytäntöjä tasa-arvon edistämiselle, sekä opastusta niihin keskeisiin elementteihin liittyen, joiden tulisi olla osa tasa-arvoanalyysiä. Ihmisoikeuslähestymistapa ei kuitenkaan yksin riitä käsittelemään sukupuolten välistä epätasa-arvoa.

Ulkoministeriön uusi tasa-arvomuutosteoria

Uusi tasa-arvomuutosteoria on osa pidempää jatkumoa, joka kuvastaa Suomen sitoutumista sukupuolten väliseen tasa-arvoon evaluoinnin koko tarkastelujaksolla. Osa tasa-arvon valtavirtaistamiseen liittyvistä teemoista (kuten naiset, rauha ja turvallisuus), voisivat olla sisällytetty joko tasa-arvomuutosteoriaan tai jonkin toisen kehitysyhteistyön painopistealueen muutosteoriaan. Päällekkäisyyksien takia olisi tärkeää antaa opastusta muutosteorioiden välisistä yhteyksistä. Nykyinen logiikka, jonka perusteella tuotosten *(outputs)* oletetaan johtavan välillisiin saavutuksiin ja edelleen tuloksiin *(outcomes)*, on puutteellinen. Kumppaniorganisaatioiden kautta edistettävät ulkoministeriön strategiset tavoitteet eivät myöskään täysin välity muutosteoriasta.

Vaikutuspolut ja palautesyklit

Sukupuolten välisen tasa-arvon ja naisten ja tyttöjen oikeuksien saavuttaminen edellyttää monenlaisia käyttäytymismallien muutoksia useissa eri sidosryhmissä. Suunnittelun on otettava koko systeemi huomioon. Vaikutus-

polku- ja kontribuutioanalyysit auttavat tunnistamaan ne keskeiset toimijat, prosessit ja muutokset, jotka tarvitaan perustavaa laatua olevan muutoksen aikaansaamiseksi tasa-arvokysymyksissä. Kokemukset kentältä tuottavat tietoa poliittista vuoropuhelua ja kehitysyhteistyön korkean tason suunnittelua varten. Näitä mahdollisuuksia ei kuitenkaan aina ole käytetty hyväksi.

Seuranta, arviointi ja organisaation sisäiset prosessit

Sukupuolten välisen tasa-arvoteeman siirtäminen osaksi ihmisoikeusviitekehystä on aiheuttanut hämmennystä ulkoministeriön henkilöstön parissa, mikä on estänyt tasa-arvon tuloksellista edistämistä. Suomen sitoutuminen tasa-arvoon on kuitenkin itsestään selvää ulkoministeriön henkilökunnalle - ainakin poliittisella tasolla. Monia konkreettisia vaiheita politiikka-tason ja tulosten välillä ei ole silti määritelty riittävän selkeästi. Organisaatiossa on myös puute henkilöresursseista tasa-arvoteeman edistämiseksi. Lisäksi ulkoministeriön ja sen kumppanien seuranta-, arviointi-, oppimis- ja raportointistrategiat eivät aina tarjoa riittävästi tietoa kehitysyhteistyön myötä saavutetuista muutoksista tasa-arvoasioissa. Raportointi on puutteellista erityisesti laadullisen datan osalta. Politiikka-tason ja monenvälisen vaikuttamistyön raportointikäytännöt ovat myös riittämättömiä tarjotakseen tarvittavaa tietoa työn tuloksellisuudesta.

Rahoituskanavat ja poliittinen vuoropuhelu

- Kaikilla rahoituskanavilla, joita evaluaatiossa tarkasteltiin, oli omat saavutuksensa, merkityksensä ja puutteensa tasa-arvotavoitteita edistettäessä. Rahoituskanavan valinta ja niiden yhdistelmät riippuvat siitä kontekstista, jossa ohjelmat toimivat ja niistä yleisistä arvoista, joita Suomi haluaa hankkeessa tuoda esiin.

- Rahoituskanavien sisällä ja niiden välillä on yhteistyötä, jossa on mukana erityisesti kansalaisyhteiskunnan organisaatioita tärkeänä kumppanina monen- ja kahdenvälistä apua yhdistävässä ja kahdenvälisessä tasa-arvoa edistävässä tai sitä valtavirtaistavassa kehitysyhteistyössä. Suomi ja sen kumppanit eivät ole kuitenkaan täysin hyödyntäneet näitä mahdollisuuksia.

- Suomi on antanut merkittävän panoksen monenvälisen yhteistyön tasolla 1) kannattamalla ja lobbaamalla maailmanlaajuista tasa-arvoasiaa edistävää sääntöviitekehystä, ja 2) vahvistamalla tasa-arvoon keskittyviä YK-järjestöjä panemaan täytäntöön kyseiset säännöt. Näillä organisaatioilla on valtuutus, uskottavuutta ja laajat tekniset valmiudet maatasolla.

- Monenvälisen yhteistyön linjausten ja vaikuttamissuunnitelmien myötä Suomi tukee parannuksia YK:n tasa-arvojärjestön (UN Women) sisäisessä seuranta- ja arviointitoiminnassa sekä vahvistaa organisaation koordinaatioroolia. Näitä saavutuksia täytyy kuitenkin vielä vahvistaa maatasolla.

- Suomi vaikuttaa omalta osaltaan YK-järjestöjen koordinaatiotyön vahvistamiseen ja tehokkuuteen, mikä tapahtuu YK:n uudistusprosessin sekä keskipitkän aikavälin konkreettisten toimien myötä. Suomi on esimerkiksi antanut vahvan tuen YK:n sisäisen yhteistyöaloitteen *(Common Chapter)* hyväksymiselle osaksi YK:n tasa-arvojärjestön (UN Women), YK:n väestörahaston (UNFPA), YK:n lastenjärjestön (UNICEF) ja YK:n kehitysohjelman (UNDP) nykyisiä strategisia suunnitelmia. Lisääntynyt yhteistyö YK-organisaatioiden välillä on kuitenkin ollut vaikeaa, eikä se ole tuottanut niitä muutoksia, joita tarvitaan uudistuksen nykyisen vision saavuttamiseksi.

- Kahdenväliset hankkeet antavat Suomelle mahdollisuuden vaikuttaa suoraan tasa-arvon edistämiseen; mutta tämä edellyttää, että ulkoministeriöllä ja lähetystöillä on siihen tarvittavat valmiudet.

- Tasa-arvon edistäminen kansalaisyhteiskunnan organisaatioiden välityksellä takaa, että ohjelmissa on runsaasti paikallista ja temaattista asiantuntemusta. Toiminta onkin johtanut kohtuulliseen määrään myönteisiä tuloksia. Joissain tapauksissa hankkeissa on saavutettu muutoksia syvään juurtuneissa patriarkaalisissa ja naisia vihaavissa asenteissa. Vaikka paikalliset kansalaisyhteiskunnan organisaatiot osoittautuivat tuloksellisiksi ohjelmien toteuttajiksi, Suomen tuki ei kuitenkaan aina onnistunut auttamaan kumppaneita hyödyntämään täyttä potentiaaliaan.

SUOSITUKSET

Strategian laatiminen ja suunnittelu Suomen tasa-arvotavoitteiden edistämiseksi

1. Ulkoministeriön pitäisi parantaa uuden tasa-arvomuutosteorian käytettävyyttä, jotta sitä voisi soveltaa paremmin maakontekstiin poliittisen vuoropuhelun ja tasa-arvoon liittyvien toimenpiteiden suunnittelussa. Muutosteorian sisältö pitäisi eritellä tarkemmin niin, että sen strategiset tavoitteet tulisivat selvemmin esiin. Ulkoministeriön pitäisi myös tarjota käytännön ohjausta työkalun käyttöön yhdessä kolmen muun painopistealueen muutosteorioiden kanssa.

2. Ulkoministeriön ja lähetystöjen pitäisi toteuttaa perusteelliset tasa-arvo-analyysit maastrategioita tai -suunnitelmia laatiessa. Analyysien tulisi määrittää keskeiset tasa-arvokysymykset, joihin pystytään vastaamaan kaikkien tasa-arvoa käsittelevien ohjelmien avulla Suomen vahvuudet ja painopisteet huomioon ottaen.

Seuranta, arviointi, organisaation sisäinen oppiminen ja käytännöt

3. Ulkoministeriön tulisi selkeyttää tasa-arvostrategiaansa ja laatia toimintasuunnitelma varmistaakseen, että sukupuolten väliset tasa-arvokysymykset on otettu huomioon kaikissa kehitysyhteistyön ohjelmissa, mukaan lukien sekä tasa-arvoa valtavirtaistavat hankkeet että ne joissa tasa-arvo on yksi päätavoitteista. Toteuttaakseen tämän, ulkoministeriön tulisi eritellä ja selkeyttää sukupuolten välisen tasa-arvon ja ihmisoikeusperustaisen lähestymistavan keskinäistä suhdetta.

4. Ulkoministeriön tulisi tunnistaa sisäisen tietotaidon puutteet ja vahvistaa henkilöstön valmiuksia ajaa työssään sukupuolten välistä tasa-arvoa. Organisaation tulisi toteuttaa Helsingissä, lähetystöissä ja pysyvissä edustustoissa sisäinen koulutustarpeiden arviointi; laatia tasa-arvovalmiuksien mittaamiseen tarkoitettuja standardeja; ja perusta oppimisverkostoja sekä ammatilliseen vuorovaikutukseen tarkoitettuja ryhmiä *(Communities of Practice).*

5. Ulkoministeriön tulisi parantaa seurannan, arvioinnin ja sisäisen oppimisen käytäntöjä tarkistamalla ohjelma- ja hanke-ehdotukset tasa-arvotavoitteiden toteutumisen näkökulmasta suunnitteluprosessien aikaisissa vaiheissa. Sen tulisi myös määrittää tasa-arvotavoitteet kaikissa hankkeissa ja ohjelmissa uuteen (asiayhteyteen sovellettuun) muutosteoriaan perustuen. Lisäksi käyttäytymismalleja kuvaavaa laadullista tietoa tasa-arvoasioista tulisi kerätä osallistavia lähestymistapoja käyttäen.

6. Lähetystöjen ja pysyvien edustustojen tulisi kehittää pilottimalli jäljittämään ja seuraamaan politiikka- ja vaikuttamistyön toteutusta tietyn ajanjakson aikana, jotta eri lähestymistapojen tuloksellisuutta voisi analysoida paremmin.

Rahoituskanavat ja poliittinen vuoropuhelu

7. Ulkoministeriötä suositellaan jatkamaan lähestymistapaa, jossa tasa-arvoa edistetään monia rahoituskanavia käyttäen, perustuen niiden tässä tarkastelussa kuvattuihin suhteellisiin etuihin. Kansalaisyhteiskunnan vahvistaminen tulisi ottaa erityisesti huomioon.

8. Suomen YK-järjestöjä koskevien politiikka- ja vaikuttamistavoitteiden ja -strategioiden tulisi olla paremmin linjassa keskenään globaalilla ja maatasolla. Tämä tarkoittaa, että 1) hyödynnetään Suomen globaalia työtä kumppaneiden kapasiteetin vahvistamiseksi varmistaen, että se tukee toimintaa maatasolla; 2) tuetaan YK:n tasa-arvojärjestön (UN Women) koordinointimandaattia ja vahvistetaan sen evaluointivalmiuksia.

9. Monen- ja kahdenvälistä tukea yhdistävän rahoituskanavan suhteen ulkoministeriön tulisi seurata ja arvioida tiiviisti YK:n sisäisen yhteistyöaloitteen *(Common Chapter)* täytäntöönpanon edistymistä. Ulkoministeriön tulisi ottaa oppia sellaisista kokemuksista, joita voidaan soveltaa YK:n uudistusprosessissa erityisesti maatiimien rakennetta uudistettaessa.

10. Ulkoministeriön olisi varmistettava, että kaikissa niissä lähetystöissä, joissa hallinnoidaan kehitysyhteistyötä, erityisesti kahdenvälisiä hankkeita, on riittävät ammatilliset ja tekniset valmiudet toteuttaa tasa-arvoanalyysejä ja -suunnittelutyötä.

11. Saavuttaakseen tavoitteensa ja tukeakseen kansalaisyhteiskuntaa, ulkoministeriön tulisi harkita erityistä keskipitkän aikavälin rahoitusta paikallisille kansalaisyhteiskunnan organisaatioille Suomen tärkeimmissä kumppanimaissa. Rahoitus auttaisi näitä organisaatioita työskentelemään tasa-arvoasioiden sekä naisten ja tyttöjen oikeuksien parissa ja vahvistamaan avainasemaansa työssään haastaa kielteisiä kulttuurinormeja.

SAMMANFATTNING

Finland har förbundit sig till att långsiktigt främja jämställdhet mellan könen. Kvinnors och flickors rättigheter är även ett tyngdpunktsområden i landets nuvarande utvecklingspolitik. Sedan år 2012 har man tillämpat en bredare människorättsapproach. Innan denna evaluering beställde Finland en utredning där man för att kunna evaluera hur kvinnors och flickors rättigheter förbättrats tack vare utvecklingssamarbetets linjedragningar och program undersökte jämställdhetsresultatens bedömbarhet. Bedömbarheten konstaterades svag, vilket tyder på att de noggrant definierade linjedragningarna inte stått i proportion till resultatgivande implementering och uppföljning av bistånd. Till följd av detta omdefinierade man syftet med denna evaluering gällande jämställdhet. Dess uppgift blev att producera ny information genom att beskriva tidigare erfarenheter och exempelfall. Utredningen bör vara en nyttig framtidsblickande övning i syfte att producera data som behövs för att utarbeta och planera jämställdhetspolitiken samt för att kontinuerligt utveckla dess förändringsteori.

Tillvägagångssätt och metod

Evalueringen följde principerna för användarfokuserad utvärdering och tillämpade metoden Outcome Harvesting. I evalueringen observerades resultat med anknytning till förändrade beteendemönster som är väsentliga för att främja jämställdhet mellan könen samt kvinnors och flickors rättigheter. För att i evalueringen granska luckan mellan politiska linjedragningar och praktiska insatser samlade man genom intervjuer och genomgång av skriftligt material även data om utrikesministeriets praxis för uppföljning, utvärdering och internt lärande inom organisationen.

Sampel och sampling

Finland främjar kvinnors och flickors rättigheter genom flera finansieringsformer, varav fyra fanns med på förhand i arbetsbeskrivningen: multilaterala relationer på global nivå/Förenta nationerna (FN)-nivå, samarbeten som kombinerar multi- och bilateralt bistånd, bilateralt samarbete, samt verksamhet som sker tillsammans med civilsamhällesorganisationer på landnivå. Fältresor företogs till tre på förhand utsedda länder (Nepal, Kenya och Somalia) för att utvärdera totalt sju program och projekt som kombinerar multi- och bilateralt bistånd, tre bilaterala program och elva program inom civilsamhällets organisationer. Ytterligare en resa företogs till Förenta nationernas (FN:s) högkvarter i New York för att kunna undersöka Finlands arbete på en nivå av global jämställdhetspolitik, särskilt inom FN:s jämställdhetsorganisation UN Women och FN:s befolkningsfond UNFPA. Evalueringen omfattade resultaten av utvecklingssamarbete åren 2012 till 2017.

RESULTAT

Fallstudier

Sanningsenligheten hos förändringar i beteendemönster i intervjuer och publicerade källor validerades och övriga resultat med anknytning till dessa arrangerades på basis av huvudtema och sammanhang. Av dessa utformades 15 exempelfall: tre fall av multilateralt samarbete, sex fall som kombinerar multi- och bilateralt bistånd, två fall av bilateralt bistånd samt fyra fall inom civilsamhällesorganisationer. Centrala teman i dessa berättelser var utarbetning och implementering av åtgärdsprogram på landnivå i enlighet med FN:s säkerhetsråds resolution 1325 om kvinnor, fred och säkerhet, förbättrande av kvinnors ekonomiska och politiska bemyndigande, stärkande av tjänster för sexuell och reproduktiv hälsa samt förbättring av politiska linjedragningar och planering av biståndsprogram mot könsbundet våld och kvinnlig könsstympning.

God praxis för främjande av jämställdhet mellan könen samt kvinnors och flickors rättigheter

Förändringar i beteendemodeller observerades hos diverse aktörer såväl på global nivå som på nations- och regionnivå. I studien kartlade man god praxis från alla finansieringsformer där Finland eller dess implementeringspartner bidragit till att främja jämställdhet mellan könen i samarbetsland och/eller partnerorganisationer. Detta inkluderade till exempel 1) vikten av att ta hänsyn till intersektionalitet (det vill säga faktorer såsom samhällsklass, ras, kast, ålder eller religion i kombination med kön), 2) att förbättra effektiviteten med hjälp av en tvådelad approach där man direkt stöder bemyndigande i kombination med att skapa förutsättningar för detta via politiska förändringar, 3) att det lönar sig att bevaka kvinnors intressen på basis av deras praktiska behov (till exempel genom att förbättra tjänster för reproduktiv hälsa för att därigenom kunna ingripa i kvinnlig könsstympning). På detta sätt kan man få utvecklingssamarbetet att bättre motsvara behoven hos de slutliga nyttohavarna. Det är lättare 4) att nå resultat i kvinnors bemyndigande genom att kombinera olika helhetsinriktade tematiska approacher (till exempel tekniska färdigheter kombinerat med utveckling av ledarskap.

Politisk dialog

Finland, dess partner och implementerare bidrog till att nå jämställdhetsresultat på global, nations- och lokal nivå med hjälp av många olika strategier för politisk dialog. Till dessa hörde evidensbaserat påverkansarbete, förhandling om politiska tyngdpunktsområden *(advocacy)* samt att stöda medborgarna i deras strävan att försvara sina rättigheter. FN-systemet erbjöd Finland en stark normativ ram för att främja jämställdhet mellan könen, till exempel genom att år 2015 godkänna mål 5 för hållbar utveckling anamma mål nummer 5 för hållbar utveckling, ett mål som stöddes av Finland, dess partner och övriga likasinnade länder. Finland var också en av finansiärerna som arbetade för att införliva FN:s *Common Chapter*-samarbetsinitiativ i dagens strategiska planer för FN:s jämställdhetsorganisation UN Women, FN:s befolkningsfond UNFPA, FN:s barnorganisation UNICEF och FN:s utvecklingsprogram UNDP. Syftet med initiativet har varit att förbättra samarbetet mellan dessa organ. En betydande brist i den politiska dialogen var att planerna för påverkan riktad mot FN:s jämställdhetsorganisation UN Women och FN:s befolkningsfond

UNFPA inte var helt i linje med Finlands strategier för utvecklingssamarbete på nationsnivå.

Påverkanskanaler och svarscykler

För flera fallstudier utarbetade man påverkanskanaler och diagram som visade relationer mellan instanserna. Vanligtvis krävdes många slags förändringar för många olika aktörer och utan att uppnå alla dessa skulle man inte ha fått de önskade förändringarna. Vissa fallstudier gav bevis på att man i planering och implementering av program på nationsnivå utnyttjat tidigare erfarenheter från fältet. I vissa fall hade man emellertid låtit bli att utnyttja möjligheten att lära sig något nytt, till exempel processer för att främja delaktighet som används i civilsamhällets projekt.

Utrikesministeriets nya förändringsteori

Evalueringen visade att såväl jämställdhetsintegrerande projekt som projekt med jämställdhet som huvudmål ledde till utfall beskrivna i utrikesministeriets nya förändringsteori *(outcome*-nivå*)*. För vissa utfall kring temat kvinnor, fred och säkerhet var det oklart huruvida man kunde länka dem till förändringsteorin om jämställdhet (utvecklingssamarbetets tyngdpunktsområde 1), till del av en annan av utrikesministeriets förändringsteorier, eller både och. Generellt hade utfallen beskrivna i förändringsteorin om jämställdhet *(outcome*-nivån) formulerats inexakt och för förändringar på mycket hög nivå, så gott som på konsekvensnivå *(impact*-nivån*)*. Ibland var det även oklart hur insatsnivåns *(output*-nivåns*)* element hängde ihop, med andra ord ifall man kunde främja dessa samtidigt eller huruvida insatserna beror på varandra till följd av att följa en viss förändringsstig. Förändringsteorins avsnitt om metoder och nyckelverksamhet *(means and key* activities*)* definierade via vilka partner utrikesministeriet ämnade arbeta, men specificerade inte deras roller eller relationer till varandra.

Uppföljning, utvärdering, organisationens interna lärande och praxis

Det var positivt att Finland stärker jämställdhet mellan könen som en mänsklig rättighet. En analys visar emellertid att jämställdhet är ett mycket bredare och komplexare begrepp än en människorättsbaserad approach *(human rights based approach)*. Den sistnämnda tankemodellen erbjuder handledning för att arbeta med rättighetsinnehavare *(rights holders)* och ansvarsbärare *(duty bearers)*, men hjälper endast i låg grad ministeriets anställda att hantera djupt rotade kulturella normer och ojämlika maktförhållanden. Dessutom nämner material om mänskliga rättigheter inte alltid specifikt jämställdhetsintegration. Som ett exempel på detta kan nämnas till exempel utrikesministeriets nya anvisning för civilsamhällessamarbete. Därtill utpekade utrikesministeriets anställda flera hinder för sina strävanden att främja jämställdhetsmål, såsom till exempel begränsad tid och begränsade personalresurser, avsaknad av en åtgärdsplan som definierar ansvarsskyldigheter, otillräcklig intern utbildning samt otillräckliga verktyg för analys, uppföljning och rapportering av jämställdhetsfrågor.

Relativa fördelar med olika finansieringsformer

Evalueringen definierade olika finansieringsformers styrkor och brister. Styrkor var:

- Via multilateralt bistånd har Finland visat sitt engagemang för en global approach till fred, mänskliga rättigheter och utveckling. Åtgärderna har bidragit till att utveckla och stöda globala jämställdhetsmål och lotsa åtgärdsprogrammet Agenda 2030. Denna approach gav även en bredare bas för finskt jämställdhetstänk.

- Partnerskap som knöts via en kombination av multi- och bilateralt samarbete bidrog till att belysa internationella jämställdhetsbegrepp och normer på landnivå. Därtill sammanlänkade dessa arbetet på landnivå med utrikesministeriets mandat, specialkompetens och erfarenhet inom jämställdhetsarbete.

- Bilaterala program erbjöd en direkt kontakt till intressentgrupper, vilket gav betydande bestämmanderätt i implementeringsskedet. Finland kunde även påverka hur jämställdhet införlivats i programmet och hur programmet uppföljdes.

- Civilsamhällesorganisationer erbjöd unik lokalkännedom om relationer mellan könen. Via dessa projekt fick Finland även direkt kontakt på gemenskapsnivå. Civilsamhällesorganisationer hade även en viktig roll i att kräva redovisningsskyldighet av ansvarsbärarna.

SLUTSATSER

God praxis och strategier

Samarbetet mellan Finland och dess partner har erbjudit god praxis för främjande av jämställdhet samt gett handledning kring centrala element som borde ingå i en jämställdhetsanalys. Att adressera jämställdhetsklyftor mellan könen kräver emellertid mer än enbart en människorättsapproach.

Utrikesministeriets nya förändringsteori om jämställdhet

Ministeriets nya förändringsteori om jämställdhet är en del av en längre fortgående helhet som återspeglar Finlands engagemang i att evaluera jämställdhet mellan könen genom hela observationsperioden. Vissa teman med anknytning till jämställdhetsintegration (såsom kvinnor, fred och säkerhet) kan integreras i antingen i förändringsteorin om jämställdhet eller i förändringsteorin för ett annat utvecklingssamarbetes tyngdpunktsområden. Dagens logik, där man antar att insatser *(outputs)* leder till direkta resultat och därigenom till utfall *(outcomes)* är bristfällig. Förändringsteorin förmedlar heller inte utrikesministeriets strategiska mål för insatser via partnerorganisationer till fullo.

Påverkanskanaler och svarscykler

För att nå jämställdhet mellan könen och främja kvinnors och flickors rättigheter krävs en rad förändringar av i beteendemönster inom flera olika intressentgrupper. Planeringen bör iaktta hela systemet. Analys av påverkanskanaler och kontributioner hjälper till att identifiera centrala aktörer, processer och för-

ändringar som krävs för att åstadkomma en förändring i jämställdhetsfrågor. Erfarenhet från fältet ger stoff för planering av politisk dialog och utvecklingssamarbete på hög nivå, Dessa möjligheter har emellertid inte alltid utnyttjats.

Uppföljning, utvärdering, organisationens interna processer

Att flytta det könsrelaterade jämställdhetstemat till människorättsramen har orsakat förvirring bland utrikesministeriets personal, vilket har gjort det omöjligt att framgångsrikt främja jämställdhet. Samtidigt som Finlands jämställdhetsengagemang emellertid är en självklarhet för utrikesministeriets personal, åtminstone på politisk nivå har många konkreta steg mellan politiknivå och resultat inte definierats tillräckligt klart. Organisationen har även brist på personresurser för att främja jämställdhetstemat. Därtill erbjuder utrikesministeriets och dess partners befintliga strategier för uppföljning, utvärdering, inlärning och rapportering inte alltid tillräcklig information om förändringar i jämställdhetsfrågor som uppnåtts genom utvecklingssamarbetet. Rapporteringen har varit bristfällig framför allt i fråga om av kvalitativa data. Rapporteringspraxis för politiknivå och multilateralt påverkansarbete är också otillräcklig för att kunna ge behövlig information om arbetets resultat.

Finansieringsformer och politisk dialog

- Alla i evalueringen granskade finansieringsformen hade egna förtjänster, värden och brister i att främja jämställdhetsmål. Valet av finansieringsform och kombinationer av dessa beror på i vilket sammanhang programmet verkar samt övergripande värden som Finland vill lyfta fram i projektet.

- Det finns synergier inom finansieringsformer och mellan dessa som inbegriper framför allt civilsamhällesorganisationer som en central partner i multibilaterala och bilaterala program som främjar och integrerar jämställdhetsmål. Finland och dess partner har emellertid inte utnyttjat dessa synergier till fullo.

- Finland har gjort betydliga satsningar inom samarbetet på multilateral nivå genom att 1) stöda och lobba för ett globalt normativt ramverk som främjar jämställdhetsfrågan och 2) stärka kapaciteten för FN-organ med fokus på jämställdhet för att implementera normerna i fråga. Dessa organ har mandat, trovärdighet och omfattande teknisk beredskap på landnivå.

- Finland stöder förbättringar av övervakning och utvärdering och ett stärkande av UN Womens koordinerande roll genom dess multilaterala policy och planer för påverkan. Trots detta behöver dessa förbättringar stärkas på landnivå.

- Finland bidrar till att stärka och effektivera FN-organens koordinering och effektivitet, vilket sker via åtgärder inom FN:s förnyelseprocess eller medelfristiga konkreta åtgärder. Finland har till exempel gett ett starkt stöd till att godkänna FN:s Common Chapter-samarbetsinitiativ i dagens strategiska planer för FN:s jämställdhetsorganisation UN Women, FN:s befolkningsfond UNFPA, FN:s barnorganisation UNICEF och FN:s utvecklingsprogram UNDP. Det ökade samarbetet mellan FN-organ har emellertid varit svårt och har ännu inte producerat de resultat som behövs för att nå dagens vision för reformen.

- Bilaterala projekt ger Finland möjlighet att direkt påverka främjandet av jämställdhetsarbete, men detta förutsätter att utrikesministeriet och ambassaderna har behövlig beredskap för detta.

- Att främja jämställdhet via civilsamhällesorganisationer garanterar stark lokal och tematisk expertis för programmen. Verksamheten har lett till ett måttligt antal positiva effekter och i vissa fall har bidragit till att förändra djupt rotade patriarkala och misogyna attityder. Trots att lokala civilsamhällesorganisationer framgångsrikt implementerade programmen räckte det finska stödet inte alltid till för att ge organisationerna möjlighet att nå sin fulla potential.

REKOMMENDATIONER

Utarbetning och planering av strategi för att främja Finlands jämställdhetsmål

1. Utrikesministeriet bör göra den nya förändringsteorin för jämställdhet mer användarvänlig för att bättre kunna tillämpa den i planering av politisk dialog och jämställdhet på landnivå. Förändringsteorins innehåll specificeras noggrannare för att tydligt definiera dess strategiska mål och för att ge praktisk vägledning i användning av verktyget i kombination med förändringsteorier för de övriga tre tyngdpunktsområdena.

2. Utrikesministeriet och ambassaderna bör tillsammans med ambassaderna införliva en grundlig jämställdhetsanalys vid utarbetning av landstrategier och landsplaner. Analyserna bör identifiera centrala jämställdhetsfrågor som kan adresseras genom alla program som behandlar jämställdhet med hänsyn till Finlands styrkor och tyngdpunkter.

Uppföljning, utvärdering, organisationens interna lärande och praxis

3. Utrikesministeriet och ambassaderna bör göra sin jämställdhetsstrategi tydligare och utarbeta en åtgärdsplan för att försäkra att könsrelaterade jämställdhetsfrågor iakttas i alla program inom utvecklingssamarbetet, medräknat såväl jämställdhetsintegrerande projekt som projekt med jämställdhet som huvudmål. För att uppnå detta bör utrikesministeriet specifiera och tydliggöra förhållandet mellan könsrelaterad jämställdhet och en människorättsbaserad approach.

4. Utrikesministeriet bör identifiera luckor i intern knowhow och stärka personalens kapacitet för jämställdhetsarbete genom att utvärdera utbildningsbehov i Helsingfors, på ambassader och vid permanenta missioner, utveckla standarder för mätning av jämställdhetskapacitet samt etablera lärnätverk och grupper för professionell växelverkan *(Communities of Practice)*.

5. Utrikesministeriet bör förbättra sin praxis för uppföljning, utvärdering och organisationens interna lärande genom att granska program- och projektförslag ur könsrelaterat jämställdhetsperspektiv redan tidigt under planeringsprocesserna, identifiera jämställdhetsmål i alla projekt/program baserat på sin nya (kontextualiserade) förändringsteori samt insamla kvalitativa jämställdhetsdata om beteendemönster genom involverande tillvägagångssätt.

6. Ambassader på landnivå och den permanenta missionen bör utveckla en pilotmodell för att spåra och övervaka politik- och påverkansarbetet under en fastställd tidsperiod för att bättre kunna analysera och utvärdera hur resultatrika olika tillvägagångssätt för påverkan är.

Finansieringsformer och politisk dialog

7. Utrikesministeriet rekommenderas fortsätta ett tillvägagångssätt med blandade finansieringsformer på basis av de relativa förmåner som beskrivs i denna granskning. Särskild fokus bör läggas vid att stärka civilsamhället.

8. Finlands politik- och påverkansmål för FN-organ bör vara bättre i linje sinsemellan såväl globalt som på landnivå. Detta innebär 1) att bygga på Finlands globala arbete för att stärka partnerkapaciteten och se till att denna stöder arbetet på landnivå och 2) stöda FN:s jämställdhetsorgan UN Womens koordineringsmandat och stärka dess evalueringsberedskap.

9. I fråga om finansieringsformer som kombinerar multi- och bilateralt bistånd bör utrikesministeriet noggrant övervaka och utvärdera hur implementeringen av FN:s *Common Chapter*-samarbetsinitiativ fortskrider och ta lärdom om FN:s reformprocess, särskilt vid reform av landteam.

10. Utrikesministeriet bör säkerställa att ambassaderna i alla länder där de hanterar utvecklingssamarbete, särskilt bilateralt, har tillräcklig professionell och teknisk beredskap för att genomföra jämställdhetsanalyser och planera dessa.

11. För att nå sina mål och stärka civilsamhället bör utrikesministeriet överväga öronmärkt medelfristig finansiering till lokala civilsamhällesorganisationer i Finlands viktigaste partnerländer. Finansieringen skulle hjälpa organisationerna att arbeta för kvinnors och flickors rättigheter och stärka sin nyckelposition i att utmana negativa kulturella normer.

SUMMARY

Finland has a long-standing commitment to gender equality with women's and girls' rights constituting one of four priorities in its current development policy. A human rights based approach has been adopted since 2012. Seeking to evaluate the influence on the improvement of women's and girls' rights through its policies and programmes, Finland first commissioned a study exploring the feasibility of assessing gender results. The evaluability was found to be weak, suggesting that there was a gap between well-defined policies on the one hand, and effective implementation and monitoring of gender programmes on the other. In line with this, the purpose of this evaluation was re-defined to generate learning in the form of good practice examples and lessons learnt to address this gap. The study should serve as a forward-looking exercise, informing Finland's gender policy, programming and on-going development of a new gender Theory of Change (ToC).

Approach and methodology

The evaluation employed the principles of utilization-focused evaluation and adapted an Outcome Harvesting (OH) approach. It identified results in terms of behavioural changes that were relevant to promoting gender equality and women's and girls' rights, and traced these back to the contribution of Finland. To further examine the gap between policy and practice, the evaluation collected also information on monitoring, evaluation and learning, and on organisational processes, through interviews and document review.

Sample and sampling

Finland promotes women's and girls' rights through several aid modalities, four of which were pre-determined by the Terms of Reference to be included in this evaluation: multilateral relationships at the global / United Nations (UN) level, multi-bilateral and bilateral partnerships, and cooperation with civil society organisations (CSOs) in the countries. Field missions were conducted in three pre-selected countries (Nepal, Kenya and Somalia) to assess a total of seven multi-bilateral, three bilateral and eleven CSO programmes and projects. In addition, a mission was carried out to the UN headquarters in New York, to investigate Finland's work at the global policy level related to UN Women and UNFPA. Results emerging between 2012 and 2017 were included in the evaluation scope.

FINDINGS

Case studies

Outcomes captured from interviews and published sources were validated. Related results were synthesised according to their main theme and context and developed into 15 case studies: three multilateral, six multi-bilateral, two bilateral, and four CSO cases. The key themes covered by these stories included the development and/or implementation of National Action Plans on UN

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Security Council Resolution 1325; women's economic and political empowerment; strengthening of sexual and reproductive health services; and enhancing policy and programming against gender based violence and female genital mutilation.

Good practices on promoting gender equality and women's and girls' rights

Behavioural changes were observed in a variety of actors and on the global, national and sub-national levels. The study identified good practices through which Finland or its partners and implementers contributed across all aid modalities. These included, e.g., the importance of taking into account intersectionality (i.e. factors such as class, race, caste, age, or religion intersecting with gender); enhancing effectiveness using a two-pronged approach, i.e. empowering women (e.g. through training) and at the same time creating an enabling environment (e.g. through policy level interventions); building on women's practical needs (e.g. access to sexual and reproductive health services) to address their wider strategic interests (e.g. through education/advocacy on the risks of female genital mutilation or on the benefits of family planning; and combining various thematic approaches in a holistic manner (e.g. technical skills with leadership development to effectively empower women).

Policy dialogue

Finland, its partners and implementers contributed to gender results on the global, national and local levels using a variety of policy dialogue strategies. These included evidence-based influencing; advice and lobbying; advocacy and campaigning; and fostering citizen agency. The system provided a strong global normative framework for Finland to promote gender, e.g. through the adoption of the Sustainable Development Goal 5 in 2015, advocated by Finland, its partners and other like-minded countries. Finland was also among the donors driving the adoption of the "Common Chapter" in the current strategic plans of UN Women, UNFPA, UNICEF and UNDP, expected to improve collaboration of the agencies. One shortcoming noted was that there was little correlation between MFA's influencing plans for UN Women and UNFPA and respective Country Strategies of Finland at the national level.

Impact pathways and feedback loops

Impact pathways or outcome networks could be developed for several case studies. Usually, a variety of changes in various actors were required without any one of them the desired results would not have been reached. Some case studies provided evidence that lessons learnt on the ground were taken up to inform national level planning and programme implementation. However, in other instances opportunities for learning were missed, particularly when lessons learned from participatory planning through CSOs and involvement of beneficiaries were not utilized properly by the MFA at the country level because the direct link to the CSOs was missing.

Ministry for Foreign Affairs' new Theory of Change

Both gender mainstreaming and programmes with specific gender goals led to results covered by the Outcomes of MFA's new gender ToC. For some results from the Women, Peace and Security agenda, it was not clear whether they

mapped onto the gender ToC, or that of a different development priority, or on both. Generally, the gender ToC Outputs were often formulated at a very high, almost impact-near level, lacking precision. Moreover, in some cases, it was not clear how the Outputs were related to each other. More precisely whether they could be progressed in parallel or would result from each other, following a pathway of change. The "Means and key activities" section of the ToC specified the partners intended to work through, yet not their respective roles and interactions.

Monitoring, evaluation and learning and organisations practices

Finland's reinforcing of gender equality as human rights was positive, however, analysis shows that gender equality is much broader and more complex in nature than is conveyed by a rights based approach. The latter provides guidance on how to work with duty bearers and rights holders, but does little to help staff deal with deep seated cultural norms and unequal power relations. Further, documentation referring to human rights sometimes do not mention gender mainstreaming specifically, such as MFA's new Guidelines for Working with Civil Society. In addition, various obstacles to promoting gender goals were identified by MFA staff, including limited time and human resources; lack of an action plan defining accountability; limited training, and inadequate gender analysis, monitoring and reporting tools.

Comparative advantages of aid modalities

The evaluation identified values and shortcomings of the different modalities. Some strengths were:

- Multilateral support addressed Finland's commitment to a global approach to peace, human rights and development, helped to develop and support a progressive global gender agenda to guide the Agenda 2030, and provided a larger platform for Finnish gender values;

- Multi-bilateral partnerships helped to concretize the global gender agenda and norms at the country level, bringing with them the mandate, specialised capacity and experience in gender;

- Bilateral projects provided for direct access to stakeholders, and significant control over the implementation including how gender was incorporated and monitored.

- CSOs provided unique local knowledge on the context affecting gender relations, as well as access to communities; they also had an important role in holding duty bearers responsible.

CONCLUSIONS

Good practices and strategies

Finland's and its partners' programming have provided good practices for promoting gender equality and guidance for key elements that can be included in gender analysis. However, to address gender inequality, a human rights based approach alone is not sufficient.

Gender Theory of Change

The new gender ToC reflects a continuum in Finland's priority setting from the thematic gender priorities over the evaluation period. Mainstreaming themes (Women, Peace and Security agenda) can be covered in the gender ToC and one of the other development priorities, requiring guidance on the linkages among these. There are gaps in the logic leading from Input to intermediary results to Outcomes, and MFA's strategic intent in cooperation with partners is not fully shown.

Impact pathways and feedback loops

Achieving gender equality and women's and girls' rights requires a multitude of behavioural changes in various stakeholders. Planning needs to take the whole system into account. Impact pathway and contribution analyses help to identify key actors, processes and changes required to bring about transformative gender change. Lessons from the ground inform policy dialogue and programming at the higher levels, yet such opportunities are not always taken.

Monitoring, evaluation and learning and organisational processes

By moving gender equality into a human rights framework MFA has created some confusion among staff which impedes effective promotion of gender equality. While the policy level of Finland's gender commitment is clear to all MFA staff, many of the stages between policy and results have not been clearly defined. Moreover, there is a lack of human resources for promoting gender. Also, MFA's and partner's existing monitoring, evaluation and learning and reporting processes do not always sufficiently capture gender changes, particularly in terms of reporting qualitative results. Reporting processes for policy and influencing are also currently insufficient for providing an assessment of effectiveness.

Aid modalities and policy dialogue

- All aid modalities examined have their merits and values, as well as their shortcomings in promoting gender goals. Their particular selection and combination depends on the contexts in which programmes operate as well as the overall values Finland chooses to project.

- There are synergies within and among modalities involving particularly CSOs as an essential partner of multi-bilateral and bilateral programmes promoting or mainstreaming gender goals. However, Finland and its partners have not fully leveraged these synergies.

- Finland has made important contributions at the multilateral level by 1) promoting and lobbying for a global normative framework favourable to gender equality, and 2) strengthening the capacity of gender focused multilateral agencies to implement these norms. These agencies bring their mandates, credibility and extensive technical capacity to the country level.

- Finland supports improvements in monitoring and evaluation and strengthening of UN Women's coordination role through its multilateral policy and influencing plans; yet, these improvements need to be strengthened at the national level.

- Finland contributes to improving coordination and efficiency of UN agencies through UN reform initiatives and intermediate concrete actions such as strongly promoting the adoption of a "Common Chapter" in the current strategic plans of UN Women, UNFPA, UNICEF and UNDP. However, increased cooperation among UN agencies has been difficult and did not yet produce the level of change needed to achieve the current vision of the reform.

- Bilateral projects provide Finland with direct influence to promote gender; but require MFA and Embassies to have the capacity to do so.

- Promoting gender equality through CSO support ensures high levels of local and thematic expertise in programmes and resulted in a reasonable number of positive effects, in some cases contributing to changing deep seated patriarchal and misogynist attitudes. However, while local CSOs proved to be effective implementers of programmes, Finnish support did not always succeed in CSO partners reaching their full potential.

RECOMMENDATIONS

Strategy design and planning for promoting Finland's gender agenda

1. MFA should improve usability of the new gender ToC, also for contextualising country level policy dialogue and programming on gender. They should break down the ToC further to more clearly define its strategic intent, and provide practical guidance on its use in combination with the ToCs for the other three development priorities.

2. MFA together with the Embassies should develop Country Strategies or plans that are based on thorough gender analyses identifying key issues for gender equality that can be addresses through gender programmes, and in accordance with Finland's strengths and priorities.

Organisational practices and monitoring, evaluation and learning

3. MFA should clarify its institutional gender strategy and develop an Action Plan for ensuring gender is fully taken into account in all development cooperation programmes. For this it should carry out an inventory and clarify the relationship between gender equality and human rights based approach.

4. MFA should identify gaps and enhance staff gender capacity by carrying out an internal gender capacity and training needs assessments at headquarters, Embassies and Permanent Missions. Based on this the MFA should develop standards for gender capacity and establish learning networks and Communities of Practice.

5. MFA should improve its gender monitoring, evaluation and learning systems and processes. This should include reviewing programme/ project proposals with respect to gender goals early in the planning process; identifying gender goals in all projects/programmes based on a (contextualised) ToC; and using participatory approaches to identify and capture also qualitative data which captures behavioural change.

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6. Embassies at the country level and the Permanent Mission should develop a pilot model for tracking and monitoring the policy and influencing work over a defined period of time in order to better analyse and assess the effectiveness of different influencing approaches.

Aid modalities and policy dialogue

7. MFA is advised to continue to employ a mixed modality approach, taking into account the comparative advantages of each in relation to specific gender goals and context. Moreover it should seek synergies among modalities with a particular focus on CSO partnerships.

8. Finland should enhance coordination of policy and influencing objectives and strategies with multilateral organisations between the global and the country level. This should involve 1) building on Finland's global work on strengthening partner capacity and ensuring it supports operations at the country level; and 2) supporting UN Women's coordination mandate and strengthening evaluation capacity.

9. Concerning the multilateral/ multi-bilateral modality, MFA should closely monitor and assess the progress of implementing the pilot "Common Chapter", and derive lessons applicable to the UN reform process especially in relation to reforming the UN Country Team structure.

10. MFA should ensure that Embassies in all countries with cooperation programmes, especially bilateral ones, have adequate professional technical capacity in gender analysis and planning.

11. To meet its goal and strengthen civil society, MFA should consider dedicated medium-term funding to help build the capacity of local CSOs working on gender equality and women's and girls' rights in its focus countries and empower them to play their key role in challenging negative cultural norms.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Strategy design and planning for promoting Finland's gender agenda		
Both mainstreaming programmes/ projects and those with specific gender goals led to results covered by the three thematic Outcomes of MFA's newly developed gender Theory of Change (ToC) that were in the scope of this evaluation. Results from the Women, Peace and Security (WPS) agenda did not all map onto the gender ToC, some spilled onto the ToC of Development Priority Area 3. MFA's draft gender ToC comprised Outputs that were formulated at a very high, almost impact-near level, and sometimes lacked precision. It was not clear how they related toward each other, i.e. whether some would result from others. The "Means and key activities" section in the ToC specified MFA's partners, yet not their respective roles and interactions.	Conclusion 3: MFA's draft gender ToC reflects a continuum in Finland's priority setting from the thematic gender priorities over the evaluation period. For some themes (WPS) the gender ToC is not sufficient on its own to cover emergent gender results. Lack of guidance on the linkages and expected causal logic among the ToCs of Finland's four development priorities challenges the planning of desired and reflection on observed gender results. Conclusion 4: MFA's draft gender ToC shows gaps in the logic leading from Input to intermediary results to Outcomes, and MFA's strategic intent in cooperation with partners is not fully shown.	Recommendation 1: MFA should **improve usefulness of and guidance on the newly developed gender ToC**. Specifically, they should 1) Further break down the gender ToC to more clearly define its strategic intent (e.g. introduce an intermediary results level). 2) Provide narratives and practical guidance on the use of the gender ToC in combination with those for the other three development priorities for planning of mainstreaming programmes. 3) Develop contextualised gender ToCs for all Country Strategies or, where absent, programmes; this may include the development of Theory of Actions.
The case studies provided examples of good practices, such as the importance of taking into account intersectionality; enhancing effectiveness using a two-pronged approach (empowering women and creating an enabling environment); and building on women's practical needs to address their wider strategic interests. Gender results were observed in a variety of stakeholders and on the global, national and sub-national levels. Usually, a variety of changes were required without any one of them the desired results would not have been reached. There was some evidence that lessons learnt on the ground were taken up to inform national level planning and programme implementation, yet, in some instances opportunities for learning were missed, particularly involving participatory planning and learning through engagement of CSOs or beneficiaries.	Conclusion 1: Finland's and its partners' programming have provided good practices for promoting gender equality and guidance for key elements that can be identified in gender analysis and incorporated in programme planning. Conclusion 5: Achieving gender equality and women's and girls' rights requires a multitude of behavioural changes in various actors. Planning needs to take the whole system into account. Impact pathway and contribution analyses can help to identify key actors, processes and changes needed to bring about more transformative gender change. Conclusion 6: Lessons learnt from the ground are influencing policies and programming at the national level, yet opportunities to draw from these are not always taken.	Recommendation 2: MFA together with the Embassies should **develop Country Strategies or plans that are based on a thorough gender analysis** and lessons learnt from the ground in a participatory way; key issues for gender equality should be identified that can be addressed through both mainstreaming programmes and those with specific focus on gender, and in accordance with Finland's strengths and priorities.

Findings	Conclusions	Recommendations
Organisational practices and Monitoring, evaluation, learning		
Since 2012 MFA has linked gender equality to a human rights-based approach (HRBA); since 2007, the gender Action Plan has expired. Yet, case studies show that gender requires a wider approach addressing also, e.g., women empowerment and shifting social norms that are not necessarily in the hands of duty bearers. Strategies on different levels were combined, e.g., advocating with the government for changes in legislation, as well as working with communities to influence strong cultural and religious beliefs. MFA's guidelines and documentation are based on HRBA, but some do not specifically mention gender mainstreaming, e.g. the new Guidelines for Working with Civil Society, making it easy to overlook gender equality. A previous assessment and a staff survey at MFA indicated a need for a clearer understanding of HRBA and its relationship to gender, and for guidelines and concrete, practical tools on gender, respectively.	Conclusion 2: Although it is important to recognize women's and girls' rights as human rights, the HRBA approach is not sufficient to address gender inequality. Conclusion 7: By moving gender equality into a human rights framework following the expiration of the 2003–2007 gender strategy and action plan, MFA has created some confusion among staff which may impede effective promotion of gender equality.	Recommendation 3: MFA should **clarify its institutional gender strategy and develop an Action Plan** for ensuring gender is fully taken into account in all development cooperation programmes (for those with a specific focus on gender, GM2, and those that mainstream gender, GM1): 1) Carry out an inventory and maintain a repository of existing resources; 2) Clarify the relationship between gender and HRBA; and 3) Clearly identify activities, necessary tools and guidelines, and roles and responsibilities.
The previous staff survey as well as interviews in this evaluation identified obstacles in giving full consideration to gender, including lack of time to follow up on gender; lack of an action plan that elaborates who is accountable for what, focussed training on gender equality, and lack of analysis, monitoring and reporting tools. A bilateral programme pointed to lack of human resources both at the Embassy and the organisation leading the programme to adequately follow up on gender goals.	Conclusion 8: While the policy level of Finland's gender commitment is clear to all MFA staff, many of the stages between policy and results are not well defined. Moreover, insufficient human resources at MFA, Embassies and Permanent Mission present a challenge to sufficiently promote gender goals.	Recommendation 4: MFA should **identify gaps and enhance staff gender capacity at headquarters, Embassies and Permanent Missions**. For this MFA should 1) Carry out an assessment of its existing internal gender capacity; 2) Conduct a capacity development/ training needs assessment; 3) Based on these assessments, develop standards / training plans for gender capacity across all entities. 4) Establish learning networks and Communities of Practice to foster knowledge sharing on gender.

Findings	Conclusions	Recommendations
Field work noted planning and monitoring weakness in programmes and projects such as the lack of disaggregated data, inconsistent use of Gender Markers, lack of reporting qualitative gender results. An MFA informant noted that the forms for monitoring policy influencing processes were easy to fill out but did not provide useful information. The use of the Outcome Harvesting approach in the field captured changes in behaviour that were not reported previously in this form.	Conclusion 9a: MFA's and partner's existing MEL and reporting processes do not always sufficiently capture gender changes, particularly in terms of reporting qualitative results; behavioural change markers are missing, and thus nuanced gender changes can hardly be captured.	Recommendation 5: MFA should improve its **gender MEL systems**. This should include 1) Reviewing proposals with respect to gender goals early in the planning process; 2) Clear identification of gender goals in all projects / programmes based on a (contextualised) ToC; 3) Use of participatory approaches to identify and capture also qualitative, behaviour type gender data.
While the evaluation provided conclusive evidence that Finland contributed to results achieved through policy influencing, the extent of Finland's influence relative to other actors' contributions could not be determined. Currently there is a system for recording influencing meetings at the Permanent Mission to the UN in New York, but it is not clear that it is used systematically, or if/how it has been used to analyse achievements through policy and influencing.	Conclusion 9b: Current reporting processes for policy and influencing are challenging as they do not provide sufficient information for an assessment of the effectiveness of various strategies and activities, or of the efforts required in relation to the achievements.	Recommendation 6: To better analyse and assess the effectiveness of different policy dialogue approaches and the efforts expended in promoting and achieving Finland's various goals, a **pilot model for tracking and monitoring policy and influencing work should be developed**. This is particularly recommended for the Permanent Mission in New York, but also for the Embassies at country level.
Aid modalities and policy dialogue		
Gender results were observed across all types of Finland's aid modalities. Comparative advantages with respect to promoting Finland's gender agenda could be identified for each modality. CSOs played an important role in involving beneficiaries and communities and providing context knowledge that informed multi-bilateral programmes. For example, in Kenya, Finland contributed through multi-bilateral, bilateral and CSO support, resulting in donors, UN agencies and CSOs joining forces in order to support the government and enhance women's participation in political decision-making. However, in some cases CSOs were acting as implementers rather than partners being involved also at the planning stages. In another case, potential synergies with CSOs working in the same geographic area and thematic field were not explored.	Conclusion 10: Multilateral, multi-bilateral, bilateral and CSO aid modalities all have their merits and values, as well as their shortcomings with respect to promoting Finland's agenda on women's and girls' rights. All can be enhanced by coordinating with the strengths of the other modalities. The particular selection and combination of modalities depend on the contexts in which programmes operate, as well as the overall values Finland chooses to project and defend. Conclusion 11: There are synergies within and among modalities involving particularly CSO as an essential partner of multi-bilateral and bilateral programmes promoting or mainstreaming gender goals. However, Finland and its partners have not fully leveraged them.	Recommendation 7: MFA is advised to **continue to employ a mixed modality approach**, taking into account the comparative advantages of each modality in relation to specific gender goals and context, and **seeking synergies among modalities with a particular focus on CSO partnerships**.

Findings	Conclusions	Recommendations
The UN system has provided a strong global normative framework for Finland to promote women's and girl's rights. Through various channels and policy dialogue strategies Finland has contributed along with many other actors to achieving results such as the adoption of the Sustainable Development Goal 5 in 2015 (Achieve gender equality and empower all women and girls). Finnish core support has also contributed to developing UN Women and UNFPA's capacity at the global level, and to some extent in regional offices to provide assistance to the work their country offices carry out at the national level. One shortcoming noted was that there was little correlation between the global policy and influencing plans for UN partners and respective strategies at the national level.	Conclusion 12: Finland has made important contributions to women's and girls' rights at the multilateral level by 1) promoting and lobbying for a global normative framework favourable to gender equality, and 2) through partnership (core funding and policy dialogue) with key gender focused agencies to strengthen their capacity to support members in implementing these norms. In addition, multilateral agencies bring their mandates, credibility and high level of technical capacity to programmes at the country level. Conclusion 13: Finland supports improvements in monitoring and evaluation and strengthening of UN Women's coordination role through its multilateral policy and influencing plans and UN Women's coordination role; yet, these improvements need to be strengthened at the national level.	Recommendation 8: Finland should **enhance coordination of policy and influencing objectives and strategies with multilateral organisations between the global and the country level**, by 1) Building on Finland's global work on strengthening partner capacity and ensuring it supports operations at the country level; 2) Supporting UN Women's coordination mandate and strengthening evaluation capacity, e.g. through discussion with MEL units of government partners, possibly in coordination with UN Women's Flagship Programme "Make Every Women and Girl Count".
Interviews indicate that Finland was among the donors driving the adoption of the "Common Chapter" in the current strategic plans of UN Women, UNFPA, UNICEF and UNDP, expected to enhance effective and efficient collaboration of the agencies. Although the Common Chapter is not yet implemented, the increasing capacity of UN agencies to work together at the country level through mechanisms such as One UN, the UNDAF and joint projects and programmes already shows the potential of moving in this direction.	Conclusion 14: Finland contributes to improving coordination and efficiency of UN agencies through UN reform initiatives and intermediate concrete actions such as strongly promoting the adoption of the Common Chapter. However, enhancing cooperation among UN agencies has been a long and difficult path and an increased level of change will be needed to achieve the vision of reform that is currently being proposed.	Recommendation 9: Concerning the **multilateral/ multi–bilateral modality**, MFA should closely **monitor and assess the progress of implementing the pilot "Common Chapter"** and derive lessons applicable to the UN reform process especially in relation to reforming the UN Country Team structure. In particularly, it should assess 1) Key advantages and challenges for the different partners 2) Whether the Chapter improves gender mainstreaming in the programmes of all participating agencies and how (or if not, why not).

Findings	Conclusions	Recommendations
The evaluation included two bilateral case studies. In Nepal, Finland's bilateral programming offered opportunities for policy dialogue with a sector ministry (MoFAGA) and supported preparation of a HRBA and gender equality and social inclusion (GESI) plan. Also, evidence from the field helped to integrate mainstreaming of menstrual hygiene management into the bilateral project. Conversely, in a bilateral programme in Kenya to which Finland contributed EUR 2.8 million, gender mainstreaming was planned but then not sufficiently promoted due to capacity gaps, and in the end the opportunity was missed.	Conclusion 15: Bilateral projects provide Finland with direct influence to promote gender. However, such opportunities require sufficient capacity in order to effectively plan, implement and monitor gender, and to be able to use the findings to engage with local or national authorities.	Recommendation 10: MFA should ensure that Embassies in all countries with cooperation programmes, especially **bilateral ones, have adequate professional technical capacity** in gender analysis and planning. This can be achieved, e.g. through 1) Ensuring adequate In house gender expertise 2) Commisssioning local gender focused NGO capacity 3) Establishing a small, centrally managed contingency fund (< EUR 60,000 per proposal) e.g. for research, pilot, baseline or troubleshooting studies.
CSO participation provided an important complement to rights-based approaches, helping rights holders to hold duty bearers to account. However, in some cases CSOs were seen rather as a means to the end, than as partners who should be strengthened in their own rights (in terms of gender or other), contradicting MFA's expressed intention. While there were positive examples of strengthening CSO capacity through collaboration, others indicated that there was little coordination, and efforts to create synergies working on particular themes in the same geographical areas were lacking. Some evidence pointed to CSOs experiencing organisational capacity gaps, e.g. in reporting and MEL.	Conclusion 16: Promoting gender equality through CSO support ensures high levels of local and thematic expertise in programmes that helps to address challenges including deep seated patriarchal and misogynist attitudes. However, while local CSOs prove to be effective implementers of programmes, Finnish support does not always succeed in CSO partners reaching their full potential.	Recommendation 11: In order to meet its goal to **strengthen civil society**, MFA should consider 1) Dedicated medium-term funding to support local CSOs in its focus countries to play their key role in promoting gender equality and women's and girl's rights, with a percentage allocation for organisational capacity building; 2) Consolidating, updating or carrying out CSO mapping processes in focus countries to identify relevant expertise and partners.

1   INTRODUCTION

1.1   Evaluation context

In alignment with the Millennium and later Sustainable Development Goals (MDGs, SDGs), Finland has a strong emphasis on gender equality (GE) and a commitment to enhance and protect the rights and status of women and girls. GE and women's and girls' (W/Gs') rights were integral to Finland's Development Policy Programmes since 2004, and they became first priority area of the policy in 2016 (MFA, 2016a) (Section 3.2). Given the importance of the topic in the aid portfolio of Finland's Ministry for Foreign Affairs (MFA), the Development Evaluation Unit of the MFA included an evaluation on W/Gs' rights in Finland's development cooperation into its Evaluation Plan of Centralised Evaluations 2017-2019 (MFA, 2017f). In line with this plan, the MFA commissioned an impact evaluability assessment and meta-analysis of Finland's support to GE and W/Gs' rights in order to inform the planning phase of the evaluation.

The evaluability study assessed 25 policy and strategy and nine programming documents, as well as 60 evaluations on Finland's Development Policy Programme published between 2004 and 2016 (MFA, 2017h). It found that Finland's gender goals were clearly defined in the Development Policy Programmes and that strategy and programming documents aligned relatively well with these. Yet, the meta-evaluation indicated that few evaluations had included evaluation questions employing a gender lens and consequently had not collected respective data. The study concluded that despite the clear definition at the policy level, *"the implementation of gender mainstreaming in programming, and the evaluation of the effects of gender mainstreaming onto gender equality is poor"*. Even for programmes where gender had been the main focus, there was often no predefined framework to capture results. This gap between policy and practice would present a challenge to evaluating the effectiveness of Finland's efforts in promoting GE and W/Gs' rights *"which may require innovative approaches to truly understand the impact of MFA activities in relation to women and girls"*.

The study thus recommended, amongst others, that the actual evaluation i) uses a participatory evaluation approach to understand which gendered impacts can be plausibly expected and assessed; ii) selects specific thematic areas to enable more focused lesson learning; and iii) investigates the policy-practice gap. Based on the findings and recommendations of the evaluability study and internal discussions, the management of the MFA re-defined the purpose of the evaluation as described in the following section.

Finland has a strong emphasis on gender equality and a commitment to enhance and protect the rights and status of women and girls.

The policy-practice gap: Finland defines gender goals clearly at the policy level, yet they are not sufficiently implemented and/or monitored.

1.2 Evaluation design

1.2.1 Evaluation purpose

As a result of the recommendations of the evaluability study and the consultations with MFA, the purpose of the evaluation was defined to **generate learning** that, first, supports MFA to improve their gender programming approaches further. Second, the learning was supposed to enable improved follow up of the gender policy priority in the future, that is inform monitoring, evaluation and learning (MEL) efforts, as well as the on-going development of a Theory of Change (ToC) for Finland's Development Policy Programme priority area on W/Gs' rights. It was decided to use the emergent ToC as guidance for the evaluation and test it in practice based on the results observed (Section 1.3).

Since the overall idea of the evaluation was to learn from successful approaches and good practice examples, the time scope of the evaluation was limited to the years when Finland had shifted the gender policy from mainstreaming of gender to priority targeting of GE. Thereby, this evaluation covered the activities under the two last development policies from 2012 until the end of 2017.

1.2.2 Evaluation objectives

The ToR specified the main objective of this evaluation as follows: *"Assess the value and merit of programmes and policy influencing in those initiatives where gender equality, especially rights of women and girls has been the main objective of the initiative, or the mainstreaming has been prioritized in the initiative or it has been a condition for Finland's engagement with an organisation".*

In line with the user-oriented approach employed in this evaluation, the sub-objectives specified in the ToR were discussed intensively with MFA and it was agreed to rephrase them to better align with the purpose, users and uses of the evaluation as follows:

1. Assess the value, merit and shortcomings of Finland's current practices, programmes and policies, focussing on multilateral, multi-bilateral, bilateral, and CSO cooperation, where GE, especially rights of women and girls has been the main objective, or the mainstreaming has been prioritized or it has been a condition for Finland's engagement with its partners.

2. Produce a compilation of good practice examples and lessons learnt (based on databases of specific, verifiable, exemplary outcome narratives and stories) observed between 2012 and 2017 for sharing insights and learning from work done across MFA and potential communication with partners.

3. Serve as a forward-looking exercise, informing MFA Finland's ToC for gender policy and programming and thus potentially the development of the next development policy.

4. Facilitate a participatory process engaging the primary users of the evaluation, building capacity for potential future MEL efforts in planning and measuring outcomes of women's and girls' rights, policies and interventions.

The purpose of the evaluation was defined to generate learning from a number of good practice examples, using Finland's new gender Theory of Change as guidance and testing it in practice.

The evaluation assesses the value, merit and shortcomings of Finland's current practices, programmes and policies of promoting gender equality and women's and girls' rights through multilateral, multi-bilateral, bilateral, and CSO cooperation.

1.2.3 Evaluation users

To enhance and share learning and enable a utilisation focused approach, a Reference Group was established for the evaluation chaired by the MFA Evaluation Unit and comprising members of the MFA (Annex 4). The MFA is an integrated ministry with overall responsibility for preparing and guiding the Government of Finland's foreign policy. Under the current organisational structure there are three ministers and eight departments responsible for issues falling within the mandate of the MFA. The Reference Group included representatives from five relevant departments constituting the primary users of the evaluation. This was a key step in ensuring the transparency, accountability and credibility of the evaluation process. The Reference Group played an important role in designing, informing and validating the findings and generally guiding the evaluation process.

1.3 Finland's gender Theory of Change

The evaluation process ran in parallel to MFA's development of ToCs for each of the four priority areas (Pillars) of their Development Policy Programme. The Department for Development Policy currently drives their establishment as part of the Results Based Management (RBM) guide published in 2015 (MFA, 2015c). While the evaluation assessed observed results in the context of the Development Policy Programmes and influencing strategies relevant for the evaluation period (Section 3.2), the main emphasis was on identifying good practice examples for learning and testing the new ToC for priority 1 of the development policy (Pillar 1, *"The rights and status of all women and girls have been enhanced"*), as a guidance tool for future gender related work.

A first version of the ToC for the Pillar 1 was provided to the Evaluation Team on 14 November 2017, as a starting point. Based on this version the Evaluation Team facilitated a ToC Workshop with the MFA Reference Group in January 2018, to clarify MFA's intervention logic and key assumptions, confirm issues of interest or knowledge gaps around the ToC, and hence guide evidence collection from the field. Two updates on MFA's gender ToC were provided on 15 January 2018, and on 5 April 2018. The latter is depicted in Annex 7 and served as a basis for reference to be tested in practice against the results observed in this evaluation.

In the development of their gender ToC, MFA integrated a rights-based approach and attempted to visualise the overarching framework of what MFA aims to achieve and how, summarising "Means and key activities partnerships", "Outputs", "Outcomes" and "Impact" (Annex 5), as well as underlying assumptions for four gender-specific and one cross-cutting expected Outcome. The four thematic Outcomes of the ToC goals reflected the goals for the gender priority area in Finland's current Policy Development Programme (Section 3.2) and emphasised particularly education (Outcome 1), sexual and reproductive health and rights (SRHR, Outcome 2), women's political empowerment (WPE) and women's economic empowerment (WEE; Outcome 3), and the various forms of gender based violence (GBV), including Female Genital Mutilation (FGM).

MFA Finland has developed new Theory of Changes for their four Development Policy Programme Areas, including priority 1: "The rights and status of all women and girls have been enhanced".

1.4　Structure of the report

The report is presented in seven chapters. Chapter 1 describes the evaluation purpose, objectives and users, and introduces MFA Finland's newly developed ToC for the gender priority area of their development policy (Pillar 1). Approach, methodology and limitations are provided in Chapter 2. Chapter 3 gives an overview on W/Gs' rights in the international context; it also describes Finland's development cooperation in this field and thus the intervention logics Finland uses to promote GE through the different aid modalities evaluated within the scope of this study.

The largest Chapter 4 presents the findings. Section 4.1 is a compilation of 15 case studies from Finland's multilateral, multi-bilateral, bilateral and CSO/NGO partnerships identified from the evaluation, most of these presenting good practice examples. The following sections synthesise the findings of the case studies further, discussing nature and type of the observed gender results and Finland's direct and indirect contributions including through policy dialogue (4.2); the comparative advantages of Finland's different aid modalities for promoting gender goals (4.3); examples of impact pathways and feedback loops (4.4); reflections on MFA's gender ToC (4.5); and observations on MFA's and partners' monitoring, evaluation and learning (MEL) and organisational practices (4.6).

Chapter 5 presents the conclusions of this evaluation, and in Chapter 6 a number of Lessons Learnt on promoting GE and W/Gs' rights are highlighted. Finally, recommendations are provided in Chapter 7. Annexes are included following the References section, including, amongst others, definitions and concepts, information on scope and sampling, context on the focus countries and UN partners, and Lessons Learnt on the evaluation methodology.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

The Terms of Reference (ToR) for this evaluation (Annex 1) specified that Outcome Harvesting (OH) (Wilson-Grau & Britt, 2013) and Process Tracing (Collier, 2011) were considered as evaluation approaches. Process Tracing is a case-based approach and requires focusing on a very limited number of case studies to allow sufficient time for testing alternative causal hypotheses for the emergence of outcomes. In OH, too, it is necessary to focus on a set of carefully selected outcome areas, when the evaluation question is to link upstream contribution (Finland's input and activities) to results further downstream. Such approaches allow zooming into outcome areas to unpack emergent results and reconstruct observed pathways of change.

During the Inception Phase it became clear that, while learning remained the main purpose, the evaluation should cover a wider scope, assessing results in a broad range of themes and contexts to identify and compile a greater number of gender results for better generalisation of conclusions. The Process Tracing approach was abandoned, yet elements of OH were kept, including the outcomes definition (see below) combining these with a more detailed evaluative framework suitable for capturing also context and process data (Annex 6). As in traditional evaluations, data were collected and triangulated through interviews and documents and captured in notes. For selected results the OH methodology was employed requiring detailed drafting of outcome, significance and contribution statements. Overall, the **outcomes based approach** followed the conceptual thinking of OH, that was inspired by Outcome Mapping (Earl, Carden, & Smutylo, 2002) and Utilization-Focused Evaluation (Patton, 2008):

- **Complexity and systems thinking, and therefore contribution, not attribution**: The evaluation recognized that a complex system of multiple actors and factors contributes to various interrelated causal chains of results leading to gender transformative change. While the task was to establish plausible linkages to the change agents in the focus of this study (e.g. Finnish MFA, Embassies, UN partners), these have to be seen as one of many contributors influencing the emergence of results in the system.

The study followed the conceptual thinking of Outcome Harvesting and Utilization-Focused Evaluation.

- **Focus on outcomes, rather than impact**: Due to the complex web of contributing actors and factors and the long-term nature of the development process, impact is often difficult to establish. Therefore, emphasis was put on identifying results in the *'sphere of influence'* of the interventions (where it is easier to establish plausible links among contribution and results), rather than systemic impacts in its *'sphere of interest'* (where impact is desired, yet contribution is more difficult to evidence). In some cases, the evaluation zoomed into result areas more deeply, trying to identify cascading outcomes in order to establish pathways linking upstream 'process effects' to downstream, impact near results.

- **Outcomes as actor-centred social changes**: The evaluation uses the OH outcomes definition, describing results in terms of behavioural changes in people, organisations, and groups that were influenced directly or indirectly by MFA Finland (Box 2.1). Results could be upstream/ immediate (e.g. Finland's cooperation partners changing their programming strategies) or more downstream/ impact-near (e.g. beneficiaries changing their attitude toward FGM). It is important to note that the 'outcomes' or results collected in this study actually mapped onto the 'Output' level of MFA Finland's ToC and should not be confused with the MFA ToC expected Outcome areas (Section 4.5, Annex 7).

- **Utilization focus and participation**: The evaluation encouraged participation at various levels, strongly engaging MFA and informants. Regular Skype meetings were held with the MFA Evaluation Unit and three workshops with the Reference Group. This enabled a highly participatory evaluation design and allowed the Evaluators to work as closely as possible with MFA during the evaluation process, take joint decisions on the adaptive design, thus ensuring that the findings would be helpful to the identified primary users of the evaluation (Section 1.2.3, Annex 15).

The approach was expected to first gather a broad spectrum of results and then tease out case studies of particular interest, while at the same time capturing contextual and organisational information. The case studies served i) to showcase some of the observed nuanced changes in awareness, attitude, willingness, capacity and practice with respect to gender, ii) to assess their significance for promoting gender transformative change, and iii) to identify MFA Finland's and/ or their partner's contribution to the results.

Box 2.1: Definition of 'outcomes' in this evaluation

- 'Social change outcomes': Observable changes in the behaviour, relationships, actions, activities, policies or practices of the individuals, groups and organisations influenced by an intervention in a small or large way, directly or indirectly, intentionally or not, negatively or positively (Wilson-Grau & Britt, 2013)
- **Note** that "results" or "outcomes" described in this evaluation correspond to changes mapping onto the "Output" level of MFA Finland's Theory of Change. To avoid confusion, MFA's ToC "Outputs" and "Outcomes" are spelled with a capital letter in the beginning. See also definitions in Annex 5.

2.2   Gender approach, markers and definitions

The main approach to GE in MFA's policy is a human rights based approach (HRBA) (MFA, 2015b), identifying the duty bearers and rights holders (Annex 5). MFA uses the OECD Gender Marker (GM) ratings for projects and programmes (not targeted 0, significant 1, principal 2) (OECD-DAC, n.d.). There is also an internal KEPO indicator which allows MFA to rate gender contribution of core funding to organisations addressing gender.

In line with this, the evaluation focused extensively on the normative aspects of GE. In addition, it incorporated the two-fold OECD GM system used by Finland for the projects and programmes in the scope of the evaluation, understanding that mainly GM1 and GM2 were reviewed in this study (Annex 9). Additional concepts the evaluation utilised were "Practical needs", "Strategic interests", Empowerment", and "Transformative outcomes". Definitions and explanations for these concepts are provided in Annex 5.

2.3   Methodology

2.3.1   Evaluation questions

The main Evaluation Question provided in the ToR specified that MFA Finland sought to investigate *"What are the merit, value and shortcomings of current practices, programmes and policies supported by Finland that seek to improve the rights of women and girls?"*

This was initially divided into five sub-questions in the ToR, indicating MFA's particular interests in different aid modalities, partners and themes (Annex 1). In close negotiation with MFA, the main Evaluation Question was maintained, and the sub-questions were refined as follows:

1. To what extent have outcomes within selected key evaluation areas materialized, and by exactly what means, through multilateral, bilateral, multibilateral, and CSO/NGO cooperation?

2. To what extent do the observed outcomes indicate that MFA Finland's gender policy and programming has transferred from upstream to downstream results, and have there been feedback loops with lessons learnt from the ground influencing policies at higher levels?

3. What is MFA's overall achievement working through different aid modalities in different key evaluation areas and how can MFA Finland further improve its gender policy influencing, mainstreaming and/or programming through the different aid modalities?

2.3.2   Scope and sample

As recommended by the evaluability study, the evaluation did not aim to comprehensively cover all of Finland's work on promoting W/Gs' rights. The ToR defined to identify a sample of partners, programmes, and projects and develop good practice examples and lessons learnt for learning purposes. MFA suggested a prioritised list from which a selection was identified together with the Reference Group through consultations and interviews. During Inception Phase, docu-

> **MFA employs a human rights based approach to gender equality.**

ments on these programmes and projects were reviewed and together with initial interviews this led to the identification of areas where gender relevant results were likely to have emerged and to be linked to Finland's support ("outcome leads", Annex 5). These "key evaluation areas" were then discussed at two events, the Inception Report Meeting on 19 December 2017 and the Theory of Change Workshop on 17 January 2018 (Annex 8) and served to agree the final scope of the evaluation with the MFA Evaluation Unit. In line with the ToRs, they related to

1. Three target countries: Nepal, Kenya and Somalia

2. Different aid modalities and partners: multilateral, multi-bilateral, bilateral and CSO/NGO (Section 3.2)

3. Selected thematic areas reflecting the expected MFA gender ToC Outcomes 2, 3, 4 and Cross Cutting (Section 1.3, Annex 7)

4. Different types of programmes and projects, mainly including GM 1 and 2 (Annex 9)

5. Different types of influencing strategies, including core and non-core funding, policy dialogue, technical advice, etc.

6. Results emerging during the evaluation period 2012–2017.

Countries, modalities, partners, programmes and projects. Countries and aid modalities were pre-determined by MFA and specified in the ToR. Selection criteria are described in Annex 9, along with the list of projects in the focus of this study and details on their objectives and funding. In deviation to the ToR, an assessment of Finland's cooperation with the European Union (EU) and with international NGOs (INGOs) was excluded as this would have been beyond the feasible scope of the evaluation. However, representatives of like-minded countries and of INGOs were among the informants to validate findings and get external perceptions on Finland's contribution to promoting gender goals.

Thematic areas. The scope comprised programmes and projects relating to three of the four thematic ToC Outcomes, namely Outcome 2 (SRHR); Outcome 3 (WPE, WEE), and Outcome 4 (GBV/FGM) (Section 1.3). Education (Outcome 1) was not included since the sector had been recently evaluated and did not feature strongly in the multilateral policy and influencing plans.

MEL and organisational processes. The "gap between policy and practice" indicated by the evaluability study was also examined by addressing MEL and organisational processes. First, the interviews included questions on "gender architecture" – institutional processes, mechanisms, tools etc. in place to translate policies into results. Second, several documents informed this part of the study such as guidelines, policy documents, meta-evaluations, as well as a recent study by the Development Policy Committee (DPC) (see below).

Selection of countries and aid modalities was pre-determined by MFA, with a focus on Nepal, Kenya and Somalia, and a special emphasis on two multilateral partners, UN Women and UNFPA.

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

2.3.3 Data collection and validation

Figure 1: Data collected for this evaluation, countries and case studies

Field Missions to 4 locations:

Kenya, Nepal, Somalia & New York UN Headquarters

21 Programmes/ projects in the focus of this study:

Multi-bilateral: **7**

Bilateral: **3**

CSO/NGO Projects: **11**

231 Informants:
153 Female / 78 Male

MFA
(Finland, Embassies, Permanent Mission): **47**

Like-minded countries and donors: **7**

UN agency representatives at HQs: **22**

UN agency representatives at other locations: **43**

Government representatives national: **22**

Government representatives local: **5**

CSO representatives: **55**

Project staff: **23**

Consultants: **3**

Academia: **3**

Media: **1**

Plus **118** beneficiaries (71% Female / 29% Male)

Type of interview:

Personal: **207**

Skype: **24**

Outcomes:

>150 outcome leads

60 developed further

26 SMART outcomes

Informants per country:

Finland: **30**

Nepal: **68**

Kenya: **56**

Somalia: **45**

UN/Other: **32**

15 Case Studies

Main modality:

Multilateral: **3**

Multi-bilateral: **6**

Bilateral: **2**

CSO/NGO: **4**

Generally, data collection followed the OH process (Annex 15), first identifying outcomes by screening documents and approaching the change agents (MFA, Embassies and direct partners such as UN Women and UNFPA, i.e. those claiming to have contributed to change). The results were then followed up by widening the circle of informants to include further change agents who contributed to the results, as well as, where possible, societal actors (those who changed) and other knowledgeable sources. This led to additional data and served to amend and validate outcome and contribution claims (see "Triangulation" below). The process was guided by the Evaluation Matrix comprising the Evaluation Questions, the markers, sources of information and the data collection methods (Annex 6). The latter included:

Document and secondary data review. Over 230 documents were reviewed for background reading and/or data collection (References sections, Annex 3). These included, e.g., evaluation reports from 2015 to 2017 on gender related programme or project evaluations; documents on Finland's Development Policy Programme; MFA's policies and guidelines on gender, HRBA, and RBM; multilateral policy dialogue plans; Country Strategies and cross cutting strategies; information on Finland's National Action Plan (NAP) on the UN Security Council Resolution 1325 (UNSCR 1325); and numerous proposals, reports, evaluations, brochures and web articles on the thematic areas, projects and programmes in the focus of this study.

In person and virtual consultations. The evaluation interviewed 231 informants active at global, regional, national and local level (Figure 1, Annex 2). Interviews were done remotely and in-person during field missions to Nepal, Kenya, Somalia, and to the UN, New York, USA, ranging from 6 days to 2 weeks (Annex 11-14). Apart from Kathmandu, the mission in Nepal visited three rural areas (Sindhupalchok and Kavre districts for the UN Women projects, and locations in Provinces 5 and 6 for the Water Sanitation and Hygiene, WASH project) (Annex 12). The Kenya mission went to Nairobi and focus group discussions with beneficiaries took place in one of its poorer districts (Kibera) (Annex 13). Interviews in Somalia were conducted in Mogadishu and Hargeisa, but did not include beneficiaries (see Limitations, Section 2.4) (Annex 14). In both Kenya and Somalia/Somaliland, project staff from areas not too far from the capitals were brought to Nairobi and Hargeisa, respectively. The semi-structured interviews were based on a guide developed for OH, yet, were adapted depending on the stakeholder group in order to focus on specific themes and/or additional questions e.g. on policy dialogue strategies, use of Gender Markers and/or organisational processes. Also, interviews were flexible to respond to themes brought up by the informants, allowing further questions.

Secondary survey data. In addition to the desk reviews and interviews, the Evaluation Team could draw from a study and survey conducted in parallel to this evaluation by the DPC of Finland (Vormisto & Tran-Nguyen, 2018). The evaluation assessed MFA's organisational performance with respect to gender goals and the survey findings and conclusions informed this study (Section 4.6).

Triangulation. In OH, the SMART criteria for formulating outcomes (Wilson-Grau, n.d.) serve as validation criteria (i.e., outcomes are observed behavioural changes emerging during the evaluation period, described in sufficient detail

to be verifiable, and plausibly linked to a contribution of the change agent). While some of the outcomes data followed this scheme, the evaluation also gathered outcomes results not using the OH format and included other data such as on MEL or organisational processes that needed verification. To reinforce the credibility of all findings, the arguments made were backed up through comprehensive desk reviews, and by interviewing stakeholders from different organisations and with various functions in order to obtain a range of perspectives. Further, all field missions ended with debriefing meetings (Embassies, Permanent Mission) and there was a validation meeting with the MFA Reference Group. All case studies were reviewed by MFA and some also by MFA partner organisations. The sources relevant to each Case Study are provided in respective sections of Annex 11 to 14.

2.3.4 Data capture and analysis

Data capture. Data from a desk review of other evaluations and some of the outcomes were extracted from documents and coded using MAXQDA and QDA Miner Lite. Outcomes data from interviews were captured first in notes and then in comprehensive country reports. Further, an Excel database served to capture OH type outcomes data, to scrutinize the descriptions of the outcome, contribution, and significance statements for consistency and plausibility, and to roughly categorise the data for easier handling and exploring patterns. Over 150 "outcome leads" were captured in the OH database and served to provide signals where to find results and guide some of the interviews, without describing significance and contribution statements for these. About 60 were developed further, resulting in 26 outcome descriptions following the SMART criteria.

Data analysis. The outcomes database was useful for ordering, handling and extracting information, clustering data within key evaluation areas, and building the outcome stories. These case studies thus evolved around the outcomes that were identified by informants and that had been influenced by Finland's direct or indirect support through a particular programme, project or area of work. For the country missions, the main themes of the case studies mostly corresponded to those of the projects/ programmes (Section 4.1, Table 1; Annex 9). For the UN mission, three thematically related case studies were developed from the interview notes and desk reviews. Impact pathways were developed for some of the cases studies ordering the described outcomes narratives according to their causal logic, visualising the linkages among outcomes and contributions (Annex 13, Figure 8; Annex 14, Figure 1). Since the missions collected a broad range of information, the outcome database was used to a limited extent for the overall data analysis. The synthesis of findings and interpretation was based on a combination of OH data, the notes taken during the interviews and comprehensive country mission reports (internal to MFA), which in turn informed the final report. The analysis workshop at the end of the data analysis phase helped to align conclusions and recommendations across the missions.

An outcomes database served to guide interviews, order and handle data, and visualise linkages among results. Data analysis was based on the database as well as comprehensive mission reports.

2.4 Limitations

Evaluability. In order to derive good practice examples, the evaluation examined mostly GM1 (significant) or GM2 (principal) marked projects or programmes. Yet, evaluability also depends on the context. Political environments are extremely complex with many actors and factors contributing to the desired social changes. At the same time, MFA has multiple aims and targets multi-layered structures in their policy partners through a bouquet of different influencing strategies. While OH is a powerful approach to address this and in this study helped to establish plausible linkages to MFA's or partners' input, means or activities, some of the observed changes emerged in a too complex system to determine the extent of the influence, i.e. how small or large (effective) Finland's contribution had been – at least within a reasonable amount of time. In addition, MFA's core funding and support to Country Strategies of UN partners is difficult to trace to concrete actions and again leaves room for interpretation how much of the support contributed to specific results.

Methodology and timing: There was an overarching constraint in time during the data collection phase with tightly scheduled field missions where rich data was gathered in form of interview notes, but that did not allow for drafting of outcome narratives during the missions and employing the full step-wise and iterative OH process. This was due to the complexity of the evaluation including studies on national and local levels, as well as on Finland's policy dialogue work on the global level, and an extensive design phase that served to adapt the evaluation approach to the needs of the study (see Annex 15, lessons learnt on methodology). As a consequence, country reports and team meetings served to synthesise data, rather than the OH database. OH type outcome narratives were drafted mostly after the field missions from interview notes and secondary sources and only some were developed with or reviewed by the informants (which in OH is often done).

Triangulation. The evaluation made efforts to triangulate all data during and after the field missions through personal, remote and email interviews with a diversity of stakeholders and to supplement the interviews with data from secondary document sources, secondary survey data, internet publications etc. However, field visits to remote sites had to be carefully planned within budget, time and security limitations and thus feasibility was also a factor determining the selection of evaluation areas and for interviewing stakeholders and beneficiaries, with the latter being included only during the Nepal and Kenya missions. In Somalia, due to the security situation in Mogadishu, interviews outside of the airport zone were not possible and a number of planned meetings had to be cancelled as informants were not allowed to travel to the airport. The main sources of information for the Somalia Case Studies are therefore the change agents. However, these have very intimate knowledge of the programmes and projects and can provide valuable insights on both results and achievements. Where possible, the Evaluation Team aimed to triangulate findings with various stakeholders (e.g. for Case Study 8, MFA desk officers, UNFPA, Ministry, and project staff were intervviewed), as well as through documents including previous evaluations and performance audits.

Generalisation and bias. The evaluation was designed in a theory-based and data driven approach, selecting evaluation areas guided by MFA's gender ToC thematic areas and focusing efforts on clusters of observed outcomes to explore linkages and identify upstream and downstream outcomes, thus aiming to unpack MFA's gender ToC further. This intentional narrowing of the field of investigation, resulting in a limited number of 15 case studies, may have led to an inherent bias. Yet, in line with the ToR, the evaluation aimed to understand the contribution mechanisms of Finland's aid modalities, rather than deriving generalizable conclusions on Finland's effectiveness or impact. The case study approach was accepted by MFA and understood to allow a deeper understanding and increase learning. Also, the bias was to some extent mitigated by including questions on unexpected or unintended outcomes and exploring, where possible, alternative causes for the emergence of results during data collection.

3 CONTEXT

3.1 Women's and girls' rights in international context

In assessing progress for women in preparation for the 20-year anniversary of the Beijing Platform of Action (1995), a Commission of the Status of Women (CSW) report noted that while limited progress had been made in most areas, it *"has been unacceptably slow, with stagnation and even regression in some contexts. Change towards gender equality has not been deep enough, nor has it been irreversible"* (CSW, 2014, p. 5). There is still legislative discrimination, especially in the area of family law, unacceptably high rates of maternal mortality in some regions, "alarmingly" high levels of violence against women and girls, persistent underrepresentation in decision making, and a wage gap that at current pace would take 75 years to reach equal remuneration for work of equal value. The report also emphasises that progress is even slower for women and girls with multiple and intersecting forms of discrimination (CSW, 2014, pp. 5-6).

The report also notes deterioration in some areas including the global financial crisis in 2008 that sharply highlighted growing inequalities, which it also links to growing violent conflict. It reports a rise in extremism and conservatism, taking many forms around the world, but features *"the resistance to women's human rights, for example restricting women's sexual and reproductive health and rights, tolerating or even promoting violence against women and limiting women's and girls' autonomy and engagement in the public sphere"* (CSW, 2014, p. 6). This trend has increased with the elections of President Trump in 2016, who as one of his first Acts reinstated the "gag rule", also known as the Mexico City Policy. The policy has been described as having *"a devastating effect on women, girls and their communities around the world"* (SheDecides, n.d.), preventing NGOs outside of the USA from receiving any US funding if they provide abortions or even information about this. Hence, in recent years antagonism between the global North and South has epitomised many UN activities. A kind of 'West against the rest' attitude prevails. For instance, when it comes to W/Gs' rights, international consensus has not increased in recent years. In 2013, MFA stated in their "UN Strategy for the Finnish Foreign Service" that women's rights and certain other human rights are facing newfound challenges, even opposition (MFA, 2013b).

In spite of setbacks, the global normative agenda on gender has continued to develop over the evaluation period. Building on the solid base of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) (1979) and the Beijing Platform of Action (1995), additions to the normative framework (e.g. SC Resolution 1325 in 2000), and the MDGs (2000), the SDGs approved in 2015 now include a stand-alone goal on GE. Its specific targets address GBV, women's domestic burden, SRHR, harmful practices, and women's full decision-making participation (Annex 11). Also, CEDAW is a legally binding convention for all members who sign and ratify it, which was done to date by all

but four countries including Somalia, and the USA – which has signed but not ratified it.

UN Women and UNFPA as the two UN agencies focusing on gender issues, are on the front line of the global backlash against W/Gs' rights. At the heart of this is the right of women to control their own bodies, a right still disputed by significant forces 40 years after the adoption of CEDAW, and 25 years after the first international Conference on Population and Development, 1992. Both confirm women's reproductive rights, including the right to freely choose if, when and how many children to have, along with other measures such as the right to comprehensive sexual education and the abolition of FGM. Besides attempting to reverse the gains made in the global normative framework, conservative forces have also tried to reduce UNFPA operational activities by drastically reducing funding. In April 2017, the USA which was the 6th largest donor between 2014-2016, announced it was cutting all future funding to the UNFPA (UNFPA, n.d.c). Other agencies have helped to fill the funding gap. Along with UN agencies, a number of INGOs such as the International Planned Parenthood Federation (IPPF) with members in many countries are also active in support of women's rights, and equally targeted by the "gag rule".

While there is a whole range of issues of inequality on the table, one of the areas that has grown in importance is the Women, Peace and Security agenda launched by UNSCR 1325 described as *"the first time the Security Council addressed the disproportionate and unique impact of armed conflict on women; recognized the under-valued and under-utilized contributions women make to conflict prevention, peacekeeping, conflict resolution, and peace-building. It also stressed the importance of women's equal and full participation as active agents in peace and security"* (PeaceWomen, n.d.). The scope and importance of UNSCR 1325 is indicated by the growth and refinement of additional resolutions and protocols, and the increased number of NAPs to implement them. As of 2018, 74 countries have adopted NAPs on UNSCR 1325, although only 16 have assigned budgets to them (PeaceWomen, n.d.).

3.2 Finland's development cooperation on women's and girls' rights (Pillar 1)

Gender concerns are enshrined in the Constitution of Finland and, more specifically, in the Act on Equality between Women and Men (Equality Act), which makes it the duty of every government official to uphold GE. In regard to the human rights policy, Finland is committed to the UNSCR 1325 on WPS and issued two NAPs for its implementation, a third is extending from 2018 to the end of 2021 (MFA Finland, n.d.).

Providing aid since the 1960s, the focus on GE is also reflected in Finland's development cooperation. In 2003, a Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries was released, which expired in 2007 (MFA, 2003). However, Finland's development policies from 2004 onwards have included an increasingly strong focus on GE and W/Gs' rights in alignment with the MDGs, and later the SDGs. Two Development Policy Programmes are relevant to this evaluation period:

SDG5 approved in 2015 by more than 150 member states: "Achieve gender equality and empower all women and girls".

The **Development Policy Programme 2012** adopted a new HRBA, while the overarching goal remained the *"eradication of extreme poverty and securing a life of human dignity for all people in accordance with the UN Millennium Development Goals"*, as in the previous programme. Also, while GE was defined as a cross cutting theme until 2012, it became a cross cutting objective and thus compulsory to be addressed.

The current **Development Policy Programme 2016** *"One world, common future – towards sustainable development"* defined four priority areas for development cooperation, and for the first time **the rights and status of women and girls became a priority area of the development policy** to be implemented and followed up more systematically. The priority was further defined in the policy by four goals: i) Women and girls are better educated and have better skills; ii) Women and girls have better access to high-quality basic services; iii) Women and girls have better opportunities to influence political decision-making and participate in economic activity; and iv) More women and girls enjoy the right to make decisions, which affects their lives, and a smaller number of them fall victims of violence and abuse. According to their policy 2016, Finland promotes the achievement of these goals by supporting the work of actors that have a direct impact on GE and on the know-how and opportunities of women and girls. It enhances the capability of countries to respect, protect and fulfil the rights of women and girls, including SRHR, and to remove the obstacles to their realisation.

With respect to programming, MFA distinguishes between gender mainstreaming and gender focused programmes in terms of the level of inclusion of gender related goals. In the latter, the promotion of GE is included as an explicit component or goal of the programme. This approach has been strengthened in the 2012 and 2016 policies, while gender mainstreaming is still being implemented across programmes, policy dialogue and partner organisation funding.

Aid modalities and funding profile. MFA Finland delivers aid through seven modalities (Annex 9); relevant to this evaluation are multilateral, multi-bilateral, bilateral cooperation, as well as partnerships with CSOs. Between 2012 to 2016, Finland spent on average EUR 834.8 million on official development assistance (ODA) per year, with annually increasing ODA up to 2015 (EUR 926.6 million) and a sharp funding cut in 2016 (EUR 605.2 million). About 33% on average were allocated to multilateral partnerships, country-specific and regional development cooperation (i.e. bilateral and multi-bilateral partners) received about 30%, and CSO cooperation about 11% on average (excluding humanitarian aid). The funding cut in 2016 affected mainly multilateral cooperation with, e.g., UN Women receiving c. EUR 24.4 million multilateral and multi-bilateral funds in 2014, yet only c. EUR 16.2 million in 2015, and c. EUR 15.2 million in 2016 (Annex 11) (Source: MFA data provided to Evaluation Team).

Finland is one of the top OECD countries contributing to gender focused aid, particularly since 2016, a year that indicated significant aid cuts to development and spurred forward the relevance of more focused aid towards gender issues. OECD statistical data on projects screened against the GM system are not available for the years 2016 and 2017. Between 2012 and 2015, Finland committed about USD 1.1 billion (43%) to GM 1 and 2 projects (GM1: about 928 mil-

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lion, GM2: about 161 million). Approximately USD 1.44 billion (57%) was spent on projects that had no gender target. Only USD 583,000 of funding was committed to projects not screened against the Gender Marker (OECD, n.d.).

3.2.1 Finland's gender work at the multilateral and global level

Multilateral cooperation has been an integral part of Finland's 2012 and 2016 development plans. Finland's activities with multilateral agencies are based on its development policy priorities and the UN Strategy of the Finnish Foreign Service (MFA, 2013b). It was also decided in 2013 to develop specific influencing plans (later called policy and influencing plans) for each of its major multilateral partners.

UN system and global advocacy. The guiding principle of Finland's UN strategy is the belief that peace and security, human rights, and development are all essential for the UN, and that Finland's strategy will support all three and work towards increasing interrelation among them (MFA, 2013b, p. 11). Promoting W/Gs' rights is one of the four spearhead themes that Finland promotes throughout its work with the UN.

Finland has a strong commitment to multilateralism and recognises the UN as *"an indispensable instrument in international cooperation"*. The UN's strengths include its universal membership and the diversity of its activities. Finland sees the UN as a unique forum for foreign policy and in its interests to improve UN's legitimacy and ability to take action (MFA, 2013b, p. 7). That said, however, Finland recognises the need to prioritise and focus in areas where it can bring added value based on its previous experience and capacity. Further prioritization was needed with the budget cuts in 2016 but emerging from this process is a very strong focus on W/Gs' rights, expressed through continued support for and engagement with UN Women, UNFPA and WPS (UNSCR 1325).

While Finland's influencing through the EU is outside the scope of this evaluation, advocacy in this forum is an important part of Finland's strategy since the EU votes with one voice in the UN. GE as part of EU external relations is implemented in accordance with the new EU Plan of Action on Gender Equality (GAP II). Although Finland advocates for its priorities within the EU, it also recognizes that due to diverse opinions, the EU may settle for a low common denominator to achieve agreement. Although smaller, working through the Nordic Group (Finland, Norway, Sweden, Denmark, Iceland) and the Nordic Group+ (including also the United Kingdom (UK), Ireland, Netherlands) provides a more like-minded forum on gender, and a strong financial and political support for W/Gs' rights in the UN system.

Finland's development cooperation is strongly aligned with the global Agenda 2030, and as such aligned with the UN agencies committed to achieving it. SDG 5 forms the backbone of Pillar 1 in MFA's new ToC. Although Finland has made major reductions in the aid available to UN agencies, it has tried to protect its funding particularly to UN Women and UNFPA whose mandates are clearly critical for the achievement of SDG 5. Through the Permanent Mission to the UN and the MFA in Helsinki, Finland employs various approaches to influencing these partners, as well as to support them and their mandates in the wider UN system.

Finland recognises the importance of peace and security, human rights, and development as essential, interrelated components of its multilateral strategy.

MFA's development strategy is closely aligned to the SDGs, and its priority area of women's and girls' rights to SDG 5.

UN Women, the newest UN agency, was already designed differently to take into account the cross-cutting nature of gender as well as the new context promoting greater collaboration and coherence across the UN system. It was also recognised that the small and fragmented efforts to address gender across the system were inadequate for the challenge, and as a result, progress on gender had been slower than expected. Created in 2010 and operationalised in 2011, UN Women incorporated the work of four existing organisations that addressed gender issues: the "Division for the Advancement of Women" (DAW); the "International Research and Training Institute for the Advancement of Women" (INSTRAW); the "Office of the Special Adviser on Gender Issues and Advancement of Women" (OSAGI); and the "United Nations Development Fund for Women" (UNIFEM). As a new organisation, it was designed to fit into a new UN framework and, as noted in an internal document of the MFA, was already an example of the UN reform. It is the only UN agency with a triple mandate (UN Women, n.d.):

- **Global normative**, to support inter-governmental bodies, such as the CSW, in their formulation of policies, global standards and norms;

- **Operational**, to help member states implement these standards, standing ready to provide suitable technical and financial support to countries requesting it, and to forge effective partnerships with civil society;

- **Coordination**, to lead and coordinate the UN system's work on GE, as well as promote accountability, and regular monitoring of progress in the System-Wide Action Plan on Gender (SWAP).

Over the evaluation period, Finland has been among the top 10 donors of UN Women, and second largest donor in 2014. MFA provided approximately

EUR 73 million multilateral and EUR 24.6 million multi-bilateral funding to UN Women between 2011 and 2017 (6% of UN Women's total budget over this period). Finland has had two policy and influencing plans with UN Women; 2013–2015, and 2016–2019, addressing thematic areas and internal operational issues to strengthen its capacity to carry out its mandate (Annex 11).

UNFPA was founded in 1969, the year that the UN GA declared that *"parents have the exclusive right to determine freely and responsibly the number and spacing of their children"*. Since 1994, it has been guided by the Programme of Action of the International Conference on Population and Development (ICPD), that has been adopted by 179 member states and among other principles *"highlights the crucial links between sexual and reproductive health and rights with almost every aspect of population and development"* (UNFPA, n.d.b). Prior to the establishment of UN Women in 2010, UNFPA was also the de facto leading organisation on gender issues, including GBV. As the lead agency both promoting and operationalising SRHR globally, UNFPA is closely aligned with key Finnish principles and goals. In the current backlash against women's rights, UNFPA has been targeted with funding cuts, which were subsequently replaced by other donors that strongly support its position.

Finland has also been among the top ten donors of UNFPA during the evaluation period, supporting the agency with EUR 208.2 million multilateral and

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Finland is among the top 10 donors of UN Women and UNFPA.

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EUR 19.4 million multi-bilateral funding between 2011 and 2017 (4% of UNFPA's total budget over this period), including support to its Innovation Fund. In addition, it is a strong ally in outspoken advocacy for SRHR, with a focus on the Rights aspect. Finland also has a policy dialogue agenda with UNFPA to strengthen its capacity to carry out its mandate (Annex 11).

3.2.2 Multi-bilateral partnerships

Finland uses the term "multi-bilateral" partnerships when support is delivered through multilateral organisations active in a specific country but funded through MFA's Regional Departments. Funding can be provided both to the Country Strategies of the UN partners, as well as earmarked to specific programmes and projects led by them. As on the global level, UN Women and UNFPA are important partners for Finland with respect to promoting their W/Gs' rights agenda at the national level. The evaluation looked at Finland's cooperation with UN Women in Nepal and in Kenya. In Somalia, Finland does not fund any UN Women multi-bilateral programmes at the present but supports the work of UNFPA. Further, the evaluation included a programme of the intergovernmental partner IOM in Somalia.

Nepal. As stated in its policy and influencing plan for UN Women, Finland promotes similar objectives on the global as on the national level through multi-bilateral funding. On **UN Women Nepal's** webpage the key thematic areas are specified as leadership and participation; economic empowerment; violence against women; prevention of trafficking in Nepal; strengthening national planning and budgeting; and women, peace and security (UN Women, n.d.a). The UN Women Country Strategy was financially supported by Finland with c. EUR 5.7 million between 2012 and 2017, including the three UN Women projects and programmes examined in this study (Annex 9). Further, Finland has been funding UN volunteers (UNV) at the UN Women Nepal office for many years. The current UNV is mostly engaged in coordinating the GE and Social Inclusion Working Group of the International Development Partner's Group (IDPG-GESI Group).

Kenya. Finland has a long-standing relationship with **UN Women Kenya**. "One of the main activities was the "Gender and Governance Programme", which Finland funded between 2004 and 2013 together with Norway, Sweden, Denmark, the Netherlands, Spain, Great Britain, and Canada. Building on this programme, Finland contributed EUR 5.9 million to UN Women's Country Strategy for Kenya between 2012 and 2017. UN Women channelled some of the funds to local CSOs who are in charge of implementing the activities. The main objectives of UN Women's Country Strategy are currently women's increased leadership and participation in decisions that affect their lives; increased economic empowerment of women, especially those who are most excluded; prevent violence against women and girls and expand access to victim/survivor services; women's leadership in peace, security and humanitarian response; and national and devolved planning that fully reflects accountability for GE commitments and priorities (UN Women, n.d.f). The evaluation did not include any specific UN Women programmes in Kenya.

Finland works with UN Women in Nepal and Kenya, and with UNFPA in Somalia.

Somalia. UNFPA manages development work in Somalia from its Nairobi office. In the country, it has several local offices including in Mogadishu (Federal States of Somalia), Garowe (Puntland), and Hargeisa (Somaliland). The Country Programme Action Plan between Somalia and UNFPA 2011-2015 specifies three priority areas of work: reproductive health; population and development; and gender (UNFPA, 2011). During this time period, funding from Finland was provided to UNFPA through the "The Joint Health and Nutrition Programme 2012-2016" (JHNP), administered by UNICEF and implemented by UNICEF, UNFPA and WHO, with the MFA contributing EUR 15.5 million of the total USD 131.5 million budget (2012-2016). In June 2017, Finland signed an agreement with UNFPA Somalia committing to support UNFPA Somalia's new Country Strategy 2017-2020 with EUR 8 million, EUR 2 million of which were disbursed in 2017. A UNFPA representative stated that the funding from Finland was fundamental in contributing to Somalia's social and human development, particularly in the National Development Plan areas of health, youth, gender and resilience capacity building (UNFPA, n.d.a). The evaluation further assessed a multi-bilateral programme led by IOM Finland. IOM's Migration for Development in Africa (MIDA) Programme seeks to encourage and channel the positive impacts of migration by mobilizing members of African diaspora residing in Europe and North America to contribute to the development of their countries of origin (IOM, n.d.). Finland supported the MIDA FINNSOM Health Project in Somaliland and Puntland with EUR 3.6 million (2011-2017).

3.2.3 Bilateral partnerships

Bilateral cooperation refers to direct negotiations or policy dialogue with national governments or the implementation of projects and programmes in direct cooperation with these. The partnership is guided by the "Manual for Bilateral Programmes" that steers the work of MFA staff and implementing agencies in the field (MFA, 2016b). There are various forms of bilateral agreements. They include project agreements with national governments with a fixed financial ceiling, where project documents set out the responsibilities of the parties and the budget. Other instruments are donor cooperation arrangements, i.e., joint financing agreements, Memorandums of Understanding (MoU), or Agreements on Delegated Cooperation, where the partner country and several donors supporting the same project agree on common procedures. In case of Delegated Cooperation, a (silent) donor may delegate the management of its development cooperation funds and policy dialogue to another (lead) donor. Often, the partner country implements the projects with support from a consultant company selected by the responsible ministry through public procurement.

Finland has been developing and financially supporting Country Strategies with particular partner countries since 2013. They steer the bilateral partnership and provide an overall picture of Finland's entire development cooperation in each country, highlighting the themes the MFA emphasises especially. Country Strategies are also the central means of performance guidance and learning in Finland's bilateral cooperation, and according to MFA are *"designed to improve the efficiency of bilateral cooperation, to help measure the results, and to enhance the effectiveness of the cooperation"* (MFA, n.d.b). Finland's develop-

ment cooperation with all three focus countries in this evaluation started in the 1980s, providing humanitarian aid and participating in bilateral negotiations. Yet, while Country Strategies were launched for both Nepal and Kenya in 2013, Somalia's first Country Strategy programme began only in 2017.

Nepal. Since there have been relatively few bilateral donors in the country, Finland has secured a visible space for its cooperation with the Government of Nepal, particularly in the education and water sectors, as well as in politically sensitive areas of work such as peace-building, human rights, the rule of law and GE. The first Nepal Country Strategy 2013-2016 (MFA, 2013a) built on the Development Policy Programme 2012 and added an emphasis on human rights, democratic ownership and accountability, and results-based management. In line with the increased emphasis to W/Gs' rights in the Development Policy Programme 2016, the commitment to W/Gs' rights in the current Nepal Country Strategy 2016-2019 was also strengthened (MFA, 2017b). For the first time, GE and W/Gs' rights were indicated as a separate outcome area in addition to mainstreaming, and the Country Strategy also included targets for policy dialogue (Annex 12). MFA supported the Nepal Country Strategy with EUR 85.9 million during 2013-2016 and committed EUR 51 million for the Country Strategy 2016-2019, with EUR 13.75 million being disbursed in 2017.

Kenya. Traditionally, the focus themes of Finland in Kenya are water, good governance, rural development and natural resources and forestry. The Kenya Country Strategy 2013-2016 (MFA, 2014) built on the long-term positive development scenario as outlined in Kenya's development plan Kenya Vision 2030. It had three development results, i) an issue-based, people-centred, result-oriented, and accountable democratic political system; ii) maintaining a sustained economic growth of 10% per annum over the next 25 years; and iii) a just and cohesive society enjoying equitable social development in a clean and secure environment. As for Nepal, Finland's second Kenya Country Strategy 2016-2019 (MFA, 2017d) also had a strong emphasis on W/Gs' rights. The expected impact areas were i) an accountable devolved governance that ensures the realisation of rights; ii) Improved access to jobs and livelihoods; and iii) an improved realisation of W/Gs' rights. The latter concentrated on the themes women's participation in decision making, enhanced gender sensitive planning and budgeting of governments, increased capacity of duty bearers as well as communities to fight sexual GBV. Finland's total support to the Country Strategy 2013-2016 was EUR 57.8 million, and EUR 34 million to the Country Strategy 2016-2019 (EUR 6.12 million to GE).

Somalia. While Finland has launched its first Country Strategy for Somalia only in 2017, Finnish presence in Somalia has begun already in the 1980s. Since then Finland continued to provide humanitarian aid until it peaked with the process of the New Deal (ODI, 2017) (Annex 14). Finland has been actively involved in the development of Somalia's National Development Plan, and has also aligned its new Country Strategy 2017-2010 with the Plan (MFA, 2017c). The overall focus is on the health sector, as well as on strengthening governance and state building, and especially humanitarian efforts for the citizens. The Country Strategy has two impact areas, i) increase the rights of women and girls, and ii) strengthen the core state functions for delivery of basic services. Impact area 1 emphasises particularly the increased availability and use of maternal and

Finland has developed Country Strategies for Nepal and Kenya since 2013. The first Country Strategy for Somalia was launched only in 2017.

reproductive health services, and the improvement of the national response to GBV. Finland's total support to the Country Strategy 2017–2020 is EUR 25.7 million (EUR 15 million to GE).

3.2.4   CSO/NGO partnerships

CSO cooperation has constituted an important part of Finland's development cooperation portfolio in the past years, although less funding is channelled this way compared to the multilateral, multi-bilateral and bilateral channels. Finland's support for CSOs increased between 2012–2015, at least in Euro, from c. EUR 95 million in 2012 to c. EUR 113 million in 2015, yet declined to c. EUR 70 million in 2016. The basic premise in MFA's Guidelines for Civil Society in Development Policy 2017 is that *"independent, vibrant, pluralistic and polyphonic civil societies create the prerequisites for the peaceful participation of citizens in society and for the realisation of human rights"* (MFA, 2017g, p. 3). Finland therefore sees *"the strengthening of civil societies both as a development policy goal and as a tool means to achieve other goals of Finland's development policy"* (MFA, 2017g, p. 3-4). The guidelines also note that Finland wants *"its actions to provide a positive example of the opportunities and positive effects of dialogue between civil society actors and the governments both nationally and internationally"*.

Finland's partnerships with civil society can take on several forms. First, between 2012 and 2016, Finland supported national or local CSOs/NGOs through its Fund for Local Cooperation (FLC) with about EUR 10 million per year. The FLC is a flexible and demand-based instrument managed directly by the Finnish Embassies and aligned with Finland's Development Policy Programme. It's key objective is capacity building in local CSOs defined to *"incorporate human resource and organisational development as well as enabling environment i.e. the overall policy framework in which individuals and organisations operate and interact with the external environment, as well as the formal and informal relationships of institutions"* (MFA, 2008). FLC funded projects were assessed in Kenya and in Nepal. In both countries, the FLC support is non-operational since 2016 and it is unclear whether funding through this channel will be taken up again.

A further instrument is the partnership with Finnish CSOs that receive programme-based support (PBS), such as the International Solidarity Foundation (ISF). These organisations often channel the funding through their local NGO partners, as is the case for the ISF projects included in this study (Section 4.1.4; Annex 9). Between 2010 and 2016, c. 70% of MFA's CSO support went to PBS supported organisations. Their programmes have to comply to several principles, including the need for strategic planning around a coherent programme aligned to MFA policies, adopting an RBM approach, adherence to cross-cutting objectives such as gender and to HRBA (MFA, 2017e).

Project-based funding is granted for cooperation projects of Finnish CSOs and their partners, such as the Family Federation of Finland (FFF, Väestöliitto) and their local partner Family Planning Association of Nepal (FPAN) included in this evaluation. The CSOs need to self-finance at least 15 per cent of the project (half of this by voluntary work or donations of goods), and support is granted for a maximum of four years. Application cycles are every two years, the last during the evaluation period in 2016 (KEPA, n.d.).

"Independent, vibrant, pluralistic and polyphonic civil societies create the prerequisites for the peaceful participation of citizens in society and for the realisation of human rights."(MFA, 2017g).

Finally, Finland also cooperates with international NGOs (INGOs) to promote Finnish goals in areas such as peace and stability, human rights, taxation, and reproductive health and rights (MFA, 2016a). While an assessment of these was beyond the scope of this study, there are important players in the global W/Gs' rights arena that Finland has been supporting over the last years (e.g. IPPF and Women Deliver).

4   FINDINGS

This section provides the findings and evidence for Evaluation Questions 1 and 2: to what extent and how outcomes materialized through Finland's different aid modalities; if gender policy and programming transferred from upstream to downstream results, and whether there were feedback loops with lessons learnt from the ground influencing higher level policies. The section is structured into six parts. Section 4.1 contains the 15 case studies extracted from the data, each describing the main outcomes for a particular theme and context, their relevance and sustainability in terms of promoting GE and W/Gs' rights, and Finland's or partners' contribution to these. Section 4.2 synthesises the findings of the case studies and discusses nature and types of observed gender results, good practices in promoting these, and particularly Finland's contribution through policy dialogue. Section 4.3 examines the comparative advantages of Finland's different aid modalities for promoting gender goals. Section 4.4 and Section 4.5 use the observed results to reflect on impact pathways and feedback loops, and on MFA's gender ToC, respectively. Finally, while a thorough organisational assessment was outside the scope of this evaluation, Section 4.6 looks at MEL and organisational processes at the MFA and other actors in the focus of this evaluation to examine if and how these may have contributed to "gender policy evaporation".

4.1   Case studies on gender results achieved through Finland's aid channels

Based on the mission reports and the outcomes database, the evaluation identified 15 case studies. Each of these was developed from a number of observed results that were related in theme and context, and that could be plausibly linked to a direct or indirect contribution by Finland. Although each case study emphasised a particular theme (e.g. the WPS agenda in Nepal or Kenya; or strengthening SRH in Somaliland), there were also results emerging that related to other gender themes. For example, enhancing the WPS agenda in Nepal contributed also to achievements in women's political and economic empowerment (Case Study 4, Table 1). Most of the case studies constituted good practice examples, showcasing overall progress in promoting gender goals, but also depicting some shortcomings. Conversely, Case Study 11 summarised a failed attempt to mainstream gender in a bilateral good governance programme. Case Study 13 focussed less on achievements, but provided insights on the Finnish FLC modality and the Nepalese CSO landscape.

For Finland's multilateral work at the UN, the observed outcomes fell into three related themes (Table 1). With respect to programming in the selected countries, five cases were developed for Nepal, four for Kenya and three for Somalia. In the following, the case studies will be discussed in terms of the main aid modality through which they were funded: three multilateral, six multi-bilateral, two bilateral and four CSO/NGO cases. Each case study first describes the

The evaluation identified 15 case studies, most providing good practice examples that showcased overall progress in promoting gender goals, despite some shortcomings.

main gender results observed. The next paragraph ("Significance") then elaborates on the relevance and sustainability of the changes observed in terms of progressing gender goals. The final paragraph ("Contribution") examines the various means, activities, actors and factors contributing to their emergence. As emphasized before, Finland supported all cases below in a small or large way, however, when we establish linkages of results to particular change agents we do not intend to attribute the results fully to these; there may be many additional contributing actors or factors. This analysis was an approach to increase an understanding of which type of results occurred through Finland's contribution, why and how, and the role particular actors played in this.

Table 1: Overview on case studies

Case studies (CS)	Country	Main con-tributing project(s), partners	Gender Marker (assigned by MFA)	Main theme	Themes where results were observed
United Nations					
CS1: Strengthening the global normative framework for gender					
CS2: Promoting gender through support to greater coordination and overall UN reform					
CS3: Strengthening women's and girls' rights through improved capacity of UNFPA and UN Women					
Multi-bilateral					
CS4: Results emerging from the implementation of UNSCR 1325 in Nepal	Nepal	UN Women SIWPSAN, ARE	GM2	WPS	WPS, WEE, WPE, GBV
CS5: Enhanced women's political and economic empowerment in Nepal	Nepal	UN Women AWEE	GM2	WEE	WEE, WPE
CS6: Adoption and implementation of the Kenya National Action Plan on UNSCR 1325	Kenya	UN Women Country Strategy	GM2	WPS	WPS
CS7: Women's increased participation in political decision-making in Kenya	Kenya	UN Women Country Strategy	GM2	WPE	WPE, elections GBV
CS8: Multi-stakeholder collaboration to increase midwifery services and promote GE in Somalia	Somalia	UNFPA JHNP	GM2	SRH	SRH, GBV
CS9: Strengthening institutional sexual and reproductive health services in Somaliland	Somalia	IOM MIDA North health	GM1	SRH	SRH, GBV, WEE
Bilateral					
CS10: Gender and W/Gs' rights in the bilateral water sector programmes in Nepal	Nepal	RWSSP-WN	GM1	WASH	SRH(R), WPE, WEE, GESI
CS11: Promotion of good governance to strengthen integrity and accountability in Kenya (negative example)	Kenya	GIZ, Good Governance	GM1	Good gover-nance	No gender outcomes
CSO/NGO					
CS12: Promoting SRH through NGO cooperation in Nepal	Nepal	FPAN, WWF, FFF	GM1	SRH	SRH
CS13: Promotion of W/Gs' rights through Finland's FLC in Nepal (insights on FLC and Nepalese CSOs)	Nepal	FLC IHRICON	%	GBV	GBV
CS14: Enhanced access to justice for GBV victims through Finland's FLC in Kenya	Kenya	FLC CREAW	GM1	GBV	GBV
CS15: Enhancing anti-GBV/FGM policy processes and action in Somaliland through CSOs	Somalia	ISF-NAFIS	GM2	GBV/FGM	GBV/FGM, SRH

4.1.1 Policy dialogue and support to countries through multilateral cooperation at the UN System

At the global level, this study looked at Finland's relationship with two multilateral agencies, UN Women and UNFPA, and to a lesser extent, actions within the UN to increase and improve its support for gender. More detailed information on each of the case studies as well as the channels and strategies by which policy and influencing took place are found in Annex 11.

Case study 1: Strengthening the global normative framework for gender

Finland has contributed to a series of activities that strengthened the normative framework for W/Gs' rights, recognizing that these norms are based on a global agreement but form the basis for developing a positive framework at the country level. Box 4.1 lists some of the outcomes that Finland has strongly supported.

Box 4.1: Key results with respect to a global normative framework for gender

- In 2015, the stand-alone gender goal 5 (SDG 5) and its 5.6 indicator on SRHR were adopted by the UN GA.
- Prior to the adoption of the SDG and as a result of the High Level Task Force (HLTF)-ICPD process, 74 north and south members to the UN signed a joint statement on SRHR stressing the tone that GE needs to be a strong part of the SDG.
- UN GA 5th committee put forward a proposal for approval in the 2018 session to include funding for five UN Women normative positions from the General Budget, that were previously covered through voluntary donations.

Significance: The SDG set the agenda for the UN until 2030. World leaders from 193 countries have signed to the goals. It is thus a basic reference and commitment for the coming years. Enshrining a stand-alone gender goal (SDG 5) provided both a higher profile for gender beyond mainstreaming and a mandate for UN agencies to follow up at the national programme and normative levels. With its comprehensive targets, SDG 5 will make a significant difference in women's and girls' lives if fully implemented.

Finland has paid particular attention to advocacy for SRHR (SDG 5.6). Maintaining this commitment in the global agenda was an achievement given that it is one of the most visible in the targets of a growing conservative lobby. The inclusion of the SDG 5 was greatly assisted by accomplishing a consensus on a declaration by 74 countries to support it during the negotiating stages of its formulation, which was facilitated by the HLTF-ICPD process.

The funding of five normative positions from the UN General Budget is a small but significant result, which adds weight to UN Women's normative role, frees up scarce voluntary funds for other uses and helps to position UN Women for the coming UN reform. Once implemented, the positions may be more sustainable than they would be from the voluntary contributions, although they are by no means guaranteed.

Finland has a strong commitment to multilateral goals, currently embodied in the SDGs, and especially SDG 5.

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Contribution: Finland's influence on the UN system and its partners is exercised through various means. For example, there are high level meetings on an annual basis, participation as board members, participation in wider UN bodies such as the 2nd, 3rd and 5th committees of the UN General Assembly (GA), and a range of less formal channels such as participation in support groups, evidence-based seminars, and informal lobbying. Although difficult to measure, staff of the Permanent Mission estimated that as much as 80% was carried out on an informal level. As confirmed by representatives from UN agencies, INGOs and other donors, Finland has been especially committed, active and vocal about SRHR. A number of these contributions supported the SDG 5 and its targets, for example SDG 5.6 (Box 4.2). Addressing sensitive subjects such as menstrual hygiene and SRHR at this level contributed to raising Finland's profile and continued to protect W/Gs' rights broadly in the face of a conservative backlash. Among the most important contributions were:

Former Finnish President Tarja Halonen played an active key role as co-chair of the HLTF 2012–2016 on the ICPD and its report: Policy Recommendations for ICPD Beyond 2014: Sexual and Reproductive Health and Rights for All (HLTF for ICPD, 2013). According to INGO contacts, Ms. Halonen was fully supported by Finland, and was a highly pro-active advocate formally and informally in promoting the recommendations of the report, and the inclusion of SDG 5 and SRHR in the SDG. The support of the 74 states for this position was partly due to these efforts, supported by lobbying by Finland and other members. Finland was identified with its very public position on the issue of SRHR. Informants noted that Finland has earned a high level of respect in the UN giving its vocal and consistent position on the issue considerable weight. On the other hand, even stakeholders who applauded this stand recognized that it challenged Finland's role as a neutral bridge-builder in this area. There was a range of opinions among stakeholders (other donors, UNFPA and UN Women staff) on whether this use of Finland's finite political capital was most appropriate. On the whole, however, it was recognized that this approach was consistent with and underlined Finland's basic values.

This credibility and consistency with Finnish values was strengthened by advocacy and participation of Finnish government officials including Mr. Kai Mykkänen, Minister for Foreign Trade and Development at the time of the evaluation, followed by parliamentarian Anne-Mari Virolainen, current Minister for Trade and Development as a champion in the SheDecides movement, that advocates SRHR globally (Section 4.2.3) (SheDecides, n.d.). SheDecides is not directly related to the UN but was launched in 2017 as a global response to the "gag rule". According to its web page, Finland was one of the biggest donors to the movement, pledging EUR 20 million at its March 2017 conference. Addressing sensitive subjects such as menstrual hygiene and SRHR at this level contributed to raising Finland's profile.

Finland's policy dialogue supporting the proposal for the five UN Women normative positions covered by the UN General Fund used a more focused approach. According to staff of the Permanent Mission, the efforts included coordinated team work between the Special Adviser, and representative to the Third Committee, Gender Equality, Social Development, and the First Secretary, and representative to the Fifth Committee, collaborating to ensure Finland

Finland's outspoken advocacy for SRHR has contributed to keeping the theme on the global agenda.

lobbied for these positions in the Fifth Committee deliberations. Finland was active in negotiating with EU partners and major donors such as the USA, Japan and Germany to support the motion.

Box 4.2: SDG indicator 5.6

- SDG 5: "Achieve gender equality and empower all women and girls".
- SDG Indicator 5.6: "Ensure universal access to SRHR as agreed in accordance with the Program of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences".

Case study 2: Promoting gender through support to greater coordination and overall UN reform

Progressing UN reform on all levels is a high priority in Finland's multilateral strategy. It supports the Quadrennial Comprehensive Policy Review (QCPR) reports and the Secretary General's (SG) proposals of 2017 (Box 4.3), with a strong focus on increasing effectiveness and efficiency, making the UN more fit for purpose in leading peace and development globally, and resolving major funding issues such as the assessments for the General Budget; cost recovery policy and other issues, addressed in many UN forums.

Box 4.3: Key results on greater coordination and overall UN reform

- The long-standing UN reform, with a particular focus on creating efficiency, effectiveness and synergy at the country level has approached a decision-making stage, including a concrete proposal by the SG (December 2017) and a modified version that is in the process of being adopted, at the time of this evaluation.
- In 2016, UN Women, UNFPA, UNDP and UNICEF agreed to include a "Common Chapter" on *"Working together to support implementation of the 2030 Agenda"* in their Strategic Plans. It expressed that the agencies committed to have a stronger coherence and collaboration. Currently, a joint committee is meeting on a weekly basis to plan how to implement the "Common Chapter".

Significance: The UN reform processes have been under discussion for some time and although the process is intensive particularly at this stage of the reform, it is not yet clear how significant these efforts are for key partners and for gender in the UN – mainly because the process is still in flux and threats and opportunities are changing. The holistic approach of the SDG requires a further push to ensure the system is fit for purpose. Historically, the various development agencies have been established as needed and have operated on a strong vertical accountability level. Gradual efforts to coordinate better have included the establishment of UN Development Assistance Frameworks (UNDAFs) at the country level, and more recently "Delivering as One" which also provided some financial incentives to work together.

UN reforms under consideration provide both opportunities and threats to Finland's key partners on gender.

While the reform is of high significance to the UN and to Finland's vision of and commitment to multilateralism, the significance to gender is at this point moot, at least until the final proposals are confirmed. As an agency already designed for the UN reform process, UN Women and MFA informants expressed confidence that with its triple mandate and its position as the only agency represented on the SG's Executive Committee, it is well positioned to carry out its mandates in a reformed framework. However, UN Women is still a small and under-funded agency which may not carry sufficient weight in the negotiations. Other informants from both UN Women and UNFPA expressed concern that some of the provisions in the reform might negatively affect their position and gender issues in general. This concerned proposals under discussion such as that agencies would need to have 10% of the operational budget in the country to be represented, and that involvement of agencies or gender advisors would occur only at the discretion of the Resident Coordinator. UNFPA as a small agency faces some of the same risks, but informants argued that its history of working with other agencies – including the Joint UNFPA, UNDP and UNOPS Board will ensure it a strong role in the reformed system. While the final version of the reform has not yet been decided, it is important to monitor closely any proposals that might limit the rights of women and encourage those that will promote them.

The "Common Chapter" with UN Women, UNFPA, UNICEF and UNDP could be a significant test of the model of joint work. However, it is a new initiative in the on-going process of increasing cooperation among UN agencies, just in the process of being developed and operationalised through weekly meetings of the four agencies. In addition, its integration in the strategic plans of the four UN agencies was clearly donor driven, with three of the four agencies initially opposing it, and UNDP leading the way to acceptance by all agencies. Although all agencies are now on board, it has been and is likely to continue to be a difficult process.

Contribution: MFA's internal Synthesis report 2016 on the multilateral policy and influencing plans noted that Finland was effective when it had been able to take responsibility and hold key positions at different levels of the organisation; created a specific profile for itself; and found partners to promote its agenda. As Board member and vice chair of the Board for UNFPA and UN Women respectively, Finland had high level access to the agencies' agendas and strategic planning processes. While the Synthesis report did not address in detail how this influence was exerted, informants (UN agencies and Permanent Mission) stated that being on the Board, and particularly chairing or co-chairing it, gave Finland a very effective platform in which to influence the direction of the partners (Annex 11).

All stakeholders, including the three Permanent Missions consulted, confirmed that the Common Chapter was donor driven. Three of the four UN agencies initially resisted, although in part this was due to the proposal being introduced with a limited amount of time to plan. In the end, the support of the largest of the partners, UNDP, led to acceptance by all four agencies. Finland and the rest of the Nordic group are strong supporters of UN reform and specifically UN Women and UNFPA. The Nordic group provides a third of UN Women's budget and Finland is within the top ten funders of UN Women and the UNFPA (Annex 11).

The implementation of the "Common Chapter" will provide useful lessons on improved cooperation in the UN Country Teams.

Finland is also active in other general forums in the UN to promote UN reform, although the assessment of this process is beyond the scope of the evaluation. While Finland is confident of UN Women, UNFPA and GE being well positioned in the reform, it is committed to closely monitor the reform process to be sure of their prominent inclusion.

Case study 3: Strengthening women's and girls' rights through improved capacity of UNFPA and UN Women

Finland has contributed to improving results for W/Gs' rights by strengthening the capacity of partners with a strong gender focus to carry out their mandates. Finland is a trusted partner of both UN Women and UNFPA, and a significant core donor (Annex 11). Finland has contributed, *inter alia*, to the following observed results (Box 4.4):

Box 4.4: Key results on strengthening W/Gs' rights through improved capacity of UNFPA and UN Women

- **UN Women established itself as a newcomer in the competitive UN environment.** UN Women is the only UN agency recommended to **join the SG Executive Committee.** In spite of its relatively small size, UN Women has been able to develop and exercise its triple mandate including system wide normative and coordination mandates. In 2017 it also achieved its highest level of voluntary funding.

- **UN Women launched the FPI "Making Every Woman and Girl Count"** at the 71st session of the UN GA in Sept. 2016, to improve the ability of UN agencies and national governments to monitor gender in the SDG. Finland provides technical support and hosted the 6th annual Global Forum on Gender Statistics in October 2016 in Helsinki.

- **UNFPA established the Innovation Fund**, designed to both test innovation projects from different sources through a dedicated fund, and develop a culture of innovation throughout the UNFPA.

- **UNFPA launched the FPI on Child Marriage in 2012**, based on a catalytic fund from Finland (prior to 2012) that allowed it to research, experiment and gather evidence working with youth and facilitate the mainstreaming of adolescent and youth rights.

- **UNFPA, UN Women and UN system's capacity to monitor W/Gs' rights is strengthened**, contributing to effectiveness, learning and accountability. This included support to the EvalPartners network, co-leading the MOPAN assessment of UN Women in 2018, the adoption of a revised independent evaluation policy by UNFPA.

- **UN Women's coordination capacity for the UNSCR 1325 is strengthened through Finland's support**, enabling it to assist member states in the development of their NAPs and increase their capacities to implement through guidelines and training, specifically on indicators, monitoring and accountability.

Significance: As leading UN agencies in support of W/Gs' rights and GE, UN Women's and UNFPA's capacity and positioning in the UN system is of vital interest to Finland's development policy. Strengthening the internal capacity of these partners enhances their ability to deliver their gender agenda, to

As multilateral leaders in promoting gender equality, support to UN Women and UNFPA is a vital part of Finland's gender commitment.

increase credibility with their donors, and in the case of UN Women with its system wide coordination (including the SWAP on GE) and normative mandate, to influence the whole UN system. UNFPA has managed not only to survive the "gag rule", but perhaps come out stronger as Finland and other like-minded governments maintain or increase their funding, and provide firm, vocal support to their work. In UN Women, key programme areas such as WEE have been strengthened, there is now a specific reference to SRHR under Output 2 in their Strategic Plan 2018–2021, and women and girls with disabilities are included (UN Women, 2017c) (Annex 11).

The FPI "Making Every Woman and Girl Count" will support the capacity of UN agencies and governments to monitor the indicators formed in SDG 5. Further capacity in gender monitoring is evidenced by the 2016 Report on the UN-SWAP Evaluation Performance Indicators, that noted that the overall rating according to the four gender criteria established was barely satisfactory (UNEG, 2017, p. 14). The EvalPartner initiative, funded by Finland and USAID is also an effort to improve both the capacity and the culture of evaluation, and was itself evaluated in 2015. While acknowledging the value of the initiative it also recommended a number of measures to clarify and formalize membership, participation and administrative procedures (Attuned Research and Evaluation & Basil Consulting Group Inc., 2015, pp. 5–6). Subgroups were formed on GenderEval, YouthEval and IndigenousEval; although it is not clear if this added anything to gender goals as the report noted that there was already a very strong focus on these beforehand. However, the subgroups were formed after the 2015 evaluation took place and therefore the effectiveness has not been assessed.

Support to innovation, including the UNFPA Innovation Fund, gives agencies the space to experiment with new approaches that later will be mainstreamed. In the area of SRH, for example, the use of new technology allowed for tapping new donors, mainly in the diaspora communities, and combine with GPS technology to pinpoint both available service infrastructure and high levels of obstetric fistula. A formative evaluation of the initiative undertaken in 2017 recommended, *inter alia*, doing more to foster a culture of innovation and linking this to the strategic plan and to internal learning and explore more external partnerships (UNFPA EO, 2017).

UN Women's work on UNSCR 1325 is facilitated through headquarters by a 27-person department headed by a Finnish national and former MFA staff (gender advisor), and is further assisted by six regional advisors. These form the core of UN Women support to assist member countries develop and implement their NAPs. Given Finland's own NAP and its commitment to the threefold mandate of the UN system – peace and security, development, and human rights, UN Women's mandate on UNSCR 1325 is a clear priority.

Contribution: Finland's main contribution to UNFPA and UN Women is core funding. Prior to cuts in Finland's development budget in 2016, peak core contributions to UNFPA and UN Women were about EUR 51.0 million and EUR 24.4 million respectively in 2014. Although reduced to about EUR 23.1 million and EUR 14.9 million respectively in 2017, Finland is still among the top 10 core donors for both (Annex 11). In addition, Finland has played a very active role in the Executive Boards of both agencies, which, as described above, has

Finland's core funding to UN Women and UNFPA has strengthened their capacity to promote gender equality at the global level and through country programmes.

Finland's advocacy contributed to the explicit inclusion of women and girls of "all" abilities in UN Women's Strategic Plan.

provided opportunities to both support and shape the policies of the organisation. Further, Finland supports specific interventions such as the UNFPA's Innovation Fund initiative that to date has been entirely funded by Finland and Denmark and is a member of its Steering Committee.

Finland also promotes participation of Finnish nationals in UN agency positions. Although they form a network that meets regularly and informally with the Permanent Mission and probably share similar values on gender, their first responsibility is to the organisations that hire them, making it difficult to assess how much influence their nationality brings.

Finland has been credited by UN Women informants with advocating for the inclusion of disability in the strategic plans. Inclusion of people with disabilities has been part of Finland's agenda during the whole period covered in this evaluation, including policy statements and participation in high level panels. Finland's policy paper on persons with disability in the development cooperation and policy specifies: *"Gender equality and the rights of women and girls with disabilities are priorities for Finland"* (MFA, n.d.-c, p. 5). This has been demonstrated over the years with participation in panels and statements on the issue and most recently, on a formal level, with a speech by Finland's Permanent Representative to the UN 3rd committee on 5 October 2017, which focussed specifically on the rights of women and girls with disabilities. In 2015, it was reported that UN Women has become more active in disability issues and the United Nations Partnership on the Rights of Persons with Disabilities (UNPRPD). During the High Level UN Week in September 2015, Finland actively promoted visibility of the theme, and together with UN Women organised "A Fairer Future for All: Fighting inequalities and discrimination at the heart of the Agenda 2030" side event.

Supporting UN Women's work on UNSCR 1325 is one of many ways in which Finland carries out its National Action Plan on UNSCR 1325. Through core funding it supported UN Women's WPS unit, and provided also modest funding (EUR 100,000) for women military officer training. MFA and Embassies also engaged directly in UN Women WPS activities, e.g. attending the inauguration of the Female Military Officers Course co-organised by UN Women and the International Peace Support Training Center (IPSTC) in Nairobi, Kenya, in 2016, which was attended by participants from 31 countries (UN Women, n.d.d).

Apart from this, there is wide-ranging policy support to UNSCR 1325 in relevant UN forums. For example, Minister Elisabeth Rehn was a member of the High Level Consultative Group appointed by the Secretary General of the UN in the preparations for the 15th anniversary of Resolution 1325 in 2015. Member of Parliament Pekka Haavisto, as the Foreign Minister's Special Representative on Mediation, advanced the agenda in 2015-2017 (MFA, 2018, p. 13-14). Also, in 2017, Finland called on Member States for support to run its first gender balanced UN Military Observer Course in Helsinki, aiming to increase the number of women involved in peace-building (UNSC, 2017), (FINCENT, n.d.). Participants came from 21 countries, with 27 of a total of 47 being females, mostly from African countries.

4.1.2 Multi–bilateral partnerships with UN Women, UNFPA and IOM

The evaluation looked at five multi-bilateral programmes supported by Finland in the three focus countries, as well as, in the case of Kenya, general support to UN Women's Country Strategy. Key results that were identified during this evaluation to have emerged from this clustered around six case studies.

Case study 4: Results emerging from the implementation of UNSCR 1325 in Nepal (UN Women)

Just before the evaluation period, in February 2011, after a global consultative preparation process, the Government of Nepal adopted its first NAP on UNSCR 1325 and 1820 as the first country in South Asia and the second in Asia. It included five pillars on, i) women's participation in peace building, ii) protection of women's rights and prevention of violence, iii) promotion of W/Gs' rights through gender mainstreaming, iv) relief and recovery addressing the special needs of women and girls, and v) strengthening resource mobilization and MEL. In the following years covering the evaluation period, several gender relevant results emerged relating to the implementation process of this first NAP, one being an almost finalized second draft of the NAP in 2018 (NAP II). Key results for which the country Evaluation Team could establish linkages to Finland's or Finland's partners' contribution are listed in Box 4.5:

Box 4.5: Key results women, peace and security agenda (UNSCR 1325) in Nepal

- By 2017, the willingness and capacity of the Government of Nepal to implement and monitor the NAP increased and its programming became more responsive to the needs of the actual beneficiaries, the conflict affected women.
- By the end of 2017, the Government of Nepal had changed its policy frameworks drafting two bills, on Ending Violence against Women (EVAW) and Special Opportunities.
- The draft NAP II, developed by 2017, included a non-judicial reparation programme specifically targeting victims of conflict-related sexual violence and GBV.
- During 2017, Government authorities strengthened GE also in other areas including humanitarian and disaster risk reduction planning, programming, response and monitoring.
- Between 2012 and 2016, an increased number of women (44%) who were engaged in the three project districts held leadership positions in various Village Development Committees and participated in key decision-making structures.
- Female ex-combatants, marginalized and excluded women's livelihood practices and participation in income generating activities changed resulting in increased incomes, which led to changes in their status at the family and community level.

Significance: The adoption of the NAP I was a turning point in the support to conflict affected women and girls in Nepal. The integration of WPS principles and objectives within the government's strategy and programmes, and the achievements in building staff capacity are the primary vehicles which can

The adoption of the NAP I in 2011 was a turning point in the support to conflict affected women and girls in Nepal.

Focus group discussion indicated that combined leadership and technical skills training had led to improved livelihoods in the project areas and changes in the attitudes of both men and women.

ensure a comprehensive and sustained attention to W/Gs' rights. The process of implementing NAP I and developing NAP II showcases the capacity built in the Government of Nepal to institutionalize a gendered approach to peace and security: for NAP II, a more participatory bottom-up planning approach was adopted, involving both decision-makers and target beneficiaries, such as conflict affected women and especially survivors of conflict related sexual violence, leading to more needs-based programming. According to the UN Women Progress Update January – December 2017 (UN Women, 2017a), the improved abilities of the target beneficiaries are evidenced by the development of their substantive inputs to the content of the draft NAP II. This was a lesson learnt from the NAP I phase, where gaps were found to limit the significance of NAP I implementation. For example, according to various stakeholder interviews during the field mission and also NAP I reporting, the geographic range for NAP I was limited and progress was only achieved in these areas. Also, despite women participating in large numbers in various activities, the nomination and appointment of women at major decision-making levels was insufficient to achieve the set targets for participation countrywide.

Still, focus group discussion with beneficiaries during the evaluation in the project areas showed that there were results at the grassroots level. The conflict affected women engaging in UN Women's project activities had started to claim their rights for more participation and recognition of their needs after participating in programme activities. Also, the combined leadership and technical skills training complemented with in-kind support to start up micro-enterprises had led to improved livelihoods and recognition of women in their families and communities in the project areas and changes in the attitudes of both men and women how they see women's roles in society and as leaders. Furthermore, reintegration of former women combatants into their families was a milestone success of this small contribution. Women discussed issues related to GBV amongst themselves, and their self-confidence and sense of independence had increased as a result of the income generating activities. An international NGO brought in for the MEL of the SIWPSAN project, Search for Common Ground (SFCG) also reported that the women were more open about violence and they acknowledged not breaking the silence would be the main reason GBV would prevail. According to SCFG, violence against women had decreased by 10% in the project areas between 2012–2016 (outside the household by 14%) (SFCG, n.d.).

Contribution: NAP I was developed through a collaborative multi-stakeholder process and jointly funded by the Government of Nepal and donors. Through support to the Nepal Country Strategy, Finland has committed per year from EUR 100,000 to EUR 1 million for the implementation of UNSCR 1325 during 2013–2016. Finland's long-term presence in Nepal and its continuous funding of UN Women has enhanced possibilities for working with the government. Stakeholder interviews indicate that GE and W/Gs' rights are considered as Finland's niche and have given Finland visibility in the country. Yet, direct policy and technical support from the Finnish Embassy or MFA was challenging during the time period this evaluation covered, and especially in the current transition phase of Nepal, mainly with frequent changes of ministers and functions. Also, interviews indicated that sector ministries are not expected to be proactive in relations with Embassies without the permission of the Ministry of Finance,

further limiting opportunities for direct policy dialogue by the Embassy (yet, see Case Study 10 where access to a sector ministry was achieved through a bilateral project). In terms of gender, this meant that there was limited, if any direct bilateral contact to the Ministry of Women, Children and Social Welfare (MoWCSW) dealing with GE and W/Gs' rights, which presented a major gap.

Supporting UN Women's programmes in Nepal, who directly liaise with the government and, e.g., have a MoU with the MoWCSW, thus offered a way to have some level of access. As one of several donors, Finland supported integration of the WPS agenda in government processes through funding of the two UN Women projects SIWPSAN and ARE (EUR 1.3 million, 2012–2016, and EUR 400,000, Jan 2017–Apr 2018, respectively). The focus of the programmes was on building capacity of the central and local government and NGOs to implement the NAP I. NGO and government staff were trained in awareness raising on the role of WPS issues and advocating for the conflict survivors and former combatant women on national and local levels, and in project districts enhancing leadership and participation of women in key decision-making structures. An important strategic factor in this was to work initially with local government officials and communities, and then use evidence-based advocacy to influence national level decisions making.

In addition to the capacity building work with the government, UN Women through its partner NGOs, provided training and in-kind support for entrepreneurship development of women, conflict affected women and few selected victims of domestic violence survivors. There was also other capacity development training, shelter and non-judicial legal services (referral) through safe house and self- employment programmes, as part of humanitarian assistance and disaster risk management. These implementing partners generally acknowledged the financial support and the role of UN Women as a backup for political leverage, and one confirmed that they integrated gender in their further work after the cooperation ended.

Instrumental in enabling continuous support to UN Women's Nepal WPS agenda was also the recruitment of a Finn in a relatively high position (DF1) at UN Women headquarters on UNSCR 1325 who previously had worked at the MFA on the theme. It ensured that there was no gap in Finland's support to the implementation of Nepal's WPS agenda and the design of the follow on ARE project.

Finally, work of other MFA partners active in Nepal may also have contributed to the results mentioned here, e.g. IOM's district level consultations among ex-combatants and other conflict or conflict related sexual violence survivors to inform the formulation of the NAP II.

Testimony: Changes in the view of women and girls' role and rights

- "Now we understand that we need to educate our daughters. They need to learn how to live their life with dignity. If they are educated, they can do some livelihood activities and they can earn money. They can also have jobs in different places and earn respect as well as income. This will lead to better life. They need to have a good knowledge and skills of what they are doing. This will help them grow."

Leadership training participant

An important strategic factor was to work initially with local government officials and communities, and then use evidence-based advocacy to influence national level decisions making.

Case study 5: Enhanced women's political and economic empowerment in Nepal (UN Women)

In parallel to UN Women's WPS work, the AWEE programme (2015–2017) engaged the central and local governments to strengthen policies and operations on women's economic empowerment. At the community level UN Women collaborated with the government training institute programme "Vocational and Skill Development Training Centre" (VSDTC), providing Gender Responsive Entrepreneurship Development (GRED) training to conflict affected women on entrepreneurial skills such as business plan development and GE, as well as providing psychosocial counselling. Results to which this work had contributed covered changes in the governments' gender responsive budgeting processes, enhanced entrepreneurial skills of women participating in the programme, and it has also increased women political participation and leadership at local decision-making forums (Box 4.6). As a framework for the latter, it is important to point to overarching progresses in Nepal's political landscape relating to an increased participation of women in policy.

Box 4.6: Key results in women's political and economic empowerment in Nepal

■ Representatives of major political parties of Nepal committed to the effective implementation of the constitutional provisions to ensure at least 40% representation of women at local level election at a conference.

■ During 2017, government staff (502 local officials) increased their skills and knowledge to integrate and monitor the inclusion of GE provisions in economic policies, being able to use gender responsive budgeting software and analyse the local programmes and budgets.

■ A total of 1,710 marginalized women graduated from the GRED training with developed business development plans by the end of November 2017; 705 continued to participate in a vocational skills development training; several women have subsequently started their own businesses.

■ During local elections in 2017, 25 women from six networks of excluded women in Nepal were prepared to run as candidates for Ward Chair and Ward member in their municipalities and several were elected.

Significance: Stakeholder interviews indicated that the key issues from women's rights perspective in Nepal are federalization and the new Constitution. The latter includes, e.g., a quota for women's political participation. Ahead of the elections in 2017, there was a two-day national conference in April 2017 *"Towards Planet 50:50: Enabling Women's Leadership and Representation in Local Governance in Nepal"* which succeeded to convene female representatives of major political parties from different parts of the country. The participants shared experiences, advocated women's representation in local decision-making positions to political parties and the Election Commission Nepal (ECN) and developed a joint charter (Government of Nepal & United Nations Gender Theme Group, 2017). The newly established three-tier election process in May and June 2017, then resulted in about 14,000 women holding positions at different levels in

Nepal, providing an opportunity to further promote gender equality and women empowerment (GEWE) in Nepal. However, discussions with stakeholders also made very clear, that performance of the elected women at the local level varied greatly. Yet, appropriate skills and knowledge are an essential enabling factor for a successful federalisation process, as argued by an informant.

In the same year, the newly-elected local representatives and the local level officials at municipalities, rural-municipalities and ward committees received technical training in gender responsive budgeting and planning through the UN Women AWEE project. They are now expected to be in a better position to implement the gender-responsive budgeting (GRB)-related provisions of the Local Government Operation Act, enacted on 15 October 2017. However, this has yet to be operationalized in the new District Coordination Committees and municipalities.

Also during the election year, the AWEE project offered over 1,700 most excluded women training in entrepreneurship development through GRED training, ensuring the participation of women from various backgrounds, including from castes of low social status such as, e.g., Janjati (669 women) and Dalit (345 women). For selected graduates, a three months vocational skills course was offered, preparing them to find a decent job or start their own businesses. While some direct beneficiaries of the project succeeded in improving their livelihood, they also identified challenges including training, marketing and resourcing strategies, leaving room for improvement of the respective interventions (according to focus group discussion participants). For example, from about 700 women receiving the vocational skills courses, only about 20 received resources (e.g. sewing machines) for starting their businesses.

Leadership training was identified as a key element resulting in self-confidence to run as candidates for local policy forums. Focus group discussions with programme participants confirmed that through the training they felt more capable and knowledgeable about their roles and responsibilities. Further, receiving acknowledgement either through self-earned money or obtaining political leadership positions encouraged the women to reach even further in their own goals as well as speak out openly and promote W/Gs' rights. For example, using their new sense of agency, women who had participated in training got together to demand increased funding from the district government to support a shelter. Reports also note that the level of violence against women has dropped due to the increased strength of and respect for women's roles.

Contribution: UN Women Nepal worked collaboratively with different partners to contribute to the changes on the government and the beneficiary level. For example, together with the UN Agencies Nepal Gender Theme Group the Election Commission Nepal (ECN), and a women's leader coalition (Sajha Abhiyan), they coordinated and co-hosted a two-day National Conference to create a platform for women leaders from different parts of the country to come together, share their experiences and advocate to the ECN. For the GRB work, UN Women's AWEE programme partnered with the Local Development Training Academy to help the Ministry of Finance in localizing GRB principles and schemes in six districts in Nepal, working also through the Local Governance and Community Development Programme of the Ministry of Local Development.

Leadership training combined with acknowledgement through self-earned money or positions re-enforced changes in the way women saw themselves and how they were perceived by communities.

The leadership and vocational skills training were implemented largely through UN Women's partner CSOs. These were identified through "calls for proposals" at a stage where programme design was already finalised. While the programme still benefited from the expertise and local knowledge of these implementing partners in providing the actual training, the opportunity was missed to leverage their potential input to the overall design of the programme, and to facilitate regular participatory knowledge exchange (possibly including the Embassy). Further, it decreased transparency, as some CSO representatives stated in the interviews that they were not aware of the overall programme they were part of.

While UN Women receives funding from several donors for their programmes in Nepal (e.g. EU, Zonta International, Bill and Melinda Gates Foundation, KOICA, Chanel Foundation, Multi-Partners Trust Fund for Rural Women's Economic Empowerment, UN Women National Committee-Australia), Finland is the only bilateral donor to the agency. Apart from funding the AWEE programme (EUR 4.0 million, 2015-2017), bilateral meetings between Embassy representatives and UN Women took place regularly since the beginning of the project. An Embassy representative was actively involved in the development and review of several policy documents through commenting and participating in consultation workshops. Further, since 2015, the Embassy had been continuously pushing UN Women to be included in the Project Steering Committee of AWEE, which is the main platform for policy dialogue and decision making with the government. Representation of an Embassy member was approved at the Steering Committee meeting in December, 2016. Maintaining these close linkages with UN Women will give Finland improved options for policy dialogue with its partner and the Government of Nepal and may also provide access to first hand insights on successes and challenges on the ground.

Testimony: Economic autonomy leading to political empowerment

- "No one recognized my work as a housewife, as if I was doing nothing. The leadership training helped me to utilize my existing skills, start my enterprise and make some money. ... Later I also joined a political party. ... I was made the coordinator of the Ward Citizen Forum and secretary of the village road construction consumer committee. Now I am able to speak and facilitate meetings. We ... developed a network of poor and marginalized women. ... I also oriented women members on electoral issues and right of women to vote independently. "

Participant of both the entrepreneurial skills and the leadership training

Case study 6: Adoption and implementation of the Kenya National Action Plan on UNSCR 1325 (UN Women)

Kenya's and Finland's partnership on UNSCR 1325 started in 2008 with a commitment for a mutually beneficial "twinning process" among the two governments that would support the development of Kenya's NAP on UNSCR 1325 (KNAP). Twinning is the collaboration between two or more countries that have NAPs on WPS or are in the process of developing one to share

relevant experiences, technical expertise, and resources (The Institute for Inclusive Security, 2016). The KNAP was in its final stages of completion in 2013 (Wamai, 2013), and was launched in 2016. The significance of the KNAP is highlighted by the emergence of a series of linked results during its formulation and the implementation of the UNSCR 1325 in Kenya (Box 4.7).

Box 4.7: Key results Kenya National Action Plan on UNSCR 1325

- The Government of Kenya drafted the Kenya National Action Plan on UNSCR 1325 and subsequent resolutions between 2010 and 2016 and adopted it during the International Women's Day celebrations on March 8, 2016.

- During 2016, the Government of Kenya supported the establishment of the KNAP Secretariat within the State Department of Gender Affairs in the Ministry of Public Service, Youth and Gender Affairs jointly with the Ministry of Interior and Coordination of National Government to be responsible for overseeing the implementation of UNSCR 1325 and subsequent resolutions.

- In the same year with the adoption of the Action Plan, the Government supported the establishment of the KNAP Secretariat within the State Department of Gender Affairs in the Ministry of Public Service, Youth and Gender Affairs jointly with the Ministry of Interior and Coordination of National Government.

- In May 2017, the Ministry of Defence prepared its sector-specific gender policy as a result of the KNAP (Ministry of Defence, 2017b, 2017a).

- Between 2013 and 2017, the Ministry of Interior and Coordination of National Government strengthened integration of gender in national peace architecture by increasing women's representation within peace committees (UN Women, 2017b, 2018).

- In 2016, the Kenya Military nominated an increased number of female peace-keepers to the UN mission (Kenny, 2016).

- The KNAP adoption process served as the guiding foundation that led Fatima Ahmed to apply for and accept the position of first female Brigadier in Kenya in August 2015, the highest position held by a woman in the disciplined forces (Mukinda, 2015).

Significance: The KNAP is aligned with Kenya's Second Medium-Term Plan (MTP2) to achieve coherence in implementation with relevant national and county priorities. It provides a comprehensive WPS agenda for the country which, if fully implemented, can be expected to have transformative effects on women's participation in peace and security activities ranging from the national and sub-national government, to the civil society and the grassroots level. Across ministries the government has set up relevant structures for overseeing the implementation of UNSCR 1325 and subsequent resolutions (Ministry of Public Service) and for the coordination of peace related operations in Kenya (Ministry of the Interior; Box 4.7). The Ministry of Defence prepared its sector-specific gender policy as a result of the KNAP and there is some evidence that it has been put to practice (Ministry of Defence, 2017b). The Gender Policy indicates also increased commitment to gender mainstreaming in the military (Ministry of Defence, 2017a). Kenya is now among the group of (few) countries that have included 14% or more women in their contribution of peacekeepers to the UN mission (UN Peacekeeping, 2018). Some of the expected effects of increasing the number of women and including a gender perspective in peacekeeping missions are, e.g., better access and service provision to women in host

"If we achieve 50 percent implementation of the KNAP, we will have addressed milestones for women's empowerment, education and gender equality."

Former Principal Secretary, State Department of Gender Affairs, Zainab Hussein (Omukhango, 2016)

countries, particularly in gender-segregated societies; an increased understanding of differentiated impacts of conflict on women, men, girls and boys; and a shift in norms about women serving in operations with knock-on economic and security benefits (Kenny, 2016). Some specific cases play important symbolic value, such as the nomination of the first female Brigadier, Fatima Ahmed, in Kenya in August 2015 by President Uhuru Kenyatta (Mukinda, 2015). She represents an important role model potentially inspiring other women aiming for high-power professional careers.

Already the KNAP development process followed an inclusive and participatory approach, with the KNAP National Steering Committee comprising representatives from key government ministries, departments, and agencies, independent constitutional commissions, civil society, the private sector; and the media (UN Women, 2016a). The KNAP endorsement allowed CSOs to better justify and link peace and security actions as part of a wider framework. For example, Rural Women Peace Link (RWPL), an organisations that mobilises, influences and promotes the participation of local women in peace building, governance and development through collaboration and networking with diverse actors, obtained a grant from the Embassy of Finland for the implementation of the project *"Making 1325 Count at Grassroots Level through the Localization Strategy"* (Rural Women Peace Link, 2017).

The overall progress in the implementation of the KNAP is slowed down by a lack of resources.

Yet, overall progress in the implementation of the KNAP is slowed down by a lack of resources which puts the dissemination of the Plan at the county level and the preparation of the next KNAP phase at risk. According to an interview with the State Department on Gender during the evaluation's field mission to Kenya, to date, capacity building and dissemination activities have taken place in only 12 counties leaving 35 counties without access to a localisation process. Therefore, despite of the establishment of a robust policy and accountability framework, progressive legal framework, and the progressive Bill of Rights in the 2010 Constitution that prioritizes GE and the promotion and protection of women's rights, women's overall participation continues to be minimal in the area of peace and security. Important stakeholders, including the State Department of Gender and CSOs, are widely concerned on the fact that the current KNAP is coming to an end in 2018 not having been implemented throughout the country. The KNAP mentions preparation of a "resource plan" to ensure the financial sustainability of the process, yet, to the Evaluation Team's knowledge the document does not yet exist. To date, the government's budget allocations have been limited, with KSH 62 million for the KNAP implementation during the financial year 2017/2018 (UN Women, 2017b). The amount, equivalent to approximately EUR 0.5 million for a country of 47 counties covering over 500,000 km², could be construed as indicating limited commitment, or low priority.

The KNAP process has also received criticism. For example, Sirkku Hellsten from the Nordic Africa Institute in Uppsala, Sweden, describes the KNAP as a "top-down" and a "parallel process" to other on-going reforms. She also considers the KNAP as a process largely driven by development partners and does not believe in its sustainability or ownership by the government (Hellsten, 2016). In the end, the demand for GE to the governments in power has to come from the people and has to have a strong support, it cannot remain a project initiated

and driven externally by development partners; until development partners themselves also may set it aside in the name of other priorities.

Contribution: According to the interviews carried out by the Evaluation Team, Kenyan stakeholders, both in the public and civil society sectors as well as development partners, widely acknowledge that Finland and UN Women have been a driving force behind the KNAP. Many of the actors link the success to the development of the gender policy in the Ministry of Defence. Finland has supported the KNAP development process and its first phase of implementation through financial support to the Kenya Country Strategy (EUR 5.9 million, 2012–2017). In addition, informants to this evaluation acknowledged that Finland's non-financial contributions both through MFA Finland and the Embassy in the country have been very important, putting WPS high in the government's agenda and clearly contributing to moving forward the agenda under the umbrella of the KNAP. Support to the development of the KNAP from MFA headquarters started already during a high-level meeting in 2009 between the Government of Kenya (led by the former Vice President of the Republic of Kenya, Honourable Stephen Kalonzo Musyoka), and the Government of Finland (led by former President of the Republic of Finland Tarja Halonen), initiating a bilateral partnership (Kannisto, 2010). This started the twinning process under UNSCR 1325 which was subsequently facilitated by the Embassy of Finland. Policy dialogue through the Embassy was carried out using aid coordination structures, participation in the Kenya Gender Sector Working Group, as well as informal meetings. MFA and/or Embassy staff have also attended important UN Women events which have provided an opportunity for policy dialogue e.g. an inauguration of a female military training courses of the UN in 2016 (UN Women, 2016b), or a knowledge exchange mission to Finland (Oct. 2010) (Aroussi, 2017).

Further, MFA's financial contribution to UN Women (EUR 7.9 million for the years 2011–2019) has been critical in advancing GEWE in Kenya including the development of the KNAP. UN Women has been an active advocate of the KNAP development process since the beginning. The organisation has provided the support both at the level of policy dialogue as well as in terms of carrying out specific interventions to advance the KNAP formulation and implementation process. UN Women Kenya provided financial assistance and direct capacity building (seconded staff, studies, policy briefs, training, etc.) from 2011 up to today to the Ministry of Public Service, Youth, and Gender Affairs and Ministry of Interior and Coordination of National Government, which today form the KNAP Secretariat.

It must be noted that apart from participating in the national steering committee, CSOs played a key role in bringing the NAP to the community level. For example, RWPL, an organisations that mobilises, influences and promotes the participation of local women in peace building, governance and development through collaboration and networking with diverse actors, obtained a grant from the Embassy of Finland for the implementation of the project "Making 1325 Count at Grassroots Level through the Localization Strategy" (Rural Women Peace Link, 2017). One of the main achievements of the project has been the inclusion of localised KNAP actions to the county development plan.

CSOs played a key role in bringing the Kenya NAP to the community level.

Finland's contribution to the WPS agenda should also be understood in relation to the overall aid basket in Kenya, which is small considering other EU and non-EU donors. The EU Joint Cooperation Strategy in Support of Kenya's Medium-term Plan 2014–2017 (EEAS, 2014) describes an overview of the level of input of each EU Member State in Kenya and the relative importance of each of them in providing development aid to Kenya. The total amount of aid for this period is estimated to reach over EUR 3 billion. The figure does not include other types of aid such as humanitarian assistance or regional programmes or private sector financing. In this context, Finland's financial contribution of EUR 44 million to the full EU development aid basket is less than 1.5%. These numbers do not include any other funding provided by some of the main international ODA partners, such as USAID, and the UN organisations. When it comes to the total amount of aid to Kenya, according to OECD-DAC data on aid (OECD, 2017a), the country received on average USD 2.8 billion ODA per year (based on a 3-year average between 2013 and 2015). At the same time, from the EU countries only Finland, Sweden, UK, and Denmark have flagged gender as a priority sector in their country programme (EEAS, 2014). Finland and Sweden are clearly the two biggest contributors to UN Women Kenya.

Testimony: Acknowledgement to UN Women Kenya and MFA Finland in the KNAP document

- "Our special thanks to UN Women, in particular Zebib Kavuma and Idil Absiye, and to the Government of Finland for the technical and financial support during the KNAP preparation."

Kenya National Action Plan (KNAP) (Government of Kenya, 2016)

Case study 7: Women's increased participationin political decision-making in Kenya (UN Women)

In principle, the environment for women's participation in political decision-making has improved in Kenya since the adoption of the 2010 Constitution (Box 4.8). For example, Article 27 of the Constitution provides for the $2/3^{rds}$ Gender Principle, which means that not more than $2/3$ of members of any appointive or elective position shall be of the same gender (Government of Kenya, 2010). Yet, in practice the Parliament has not yet met the $2/3^{rds}$ rule in its two own houses, the National Assembly and the Senate, regardless of two rounds of elections under the 2010 Constitution. In fact, there was significant violence against women during the elections 2013 and 2017 hindering their full and effective participation (NDI & FIDA Kenya, 2018). In addition to this, female candidates are faced with other types of challenges including inadequate political support from their parties, particularly in the primaries, a lack of financial resources, gender stereotyping, and patriarchal structures across society (NDI & FIDA Kenya, 2018). However, there are also trends that indicate that the political environment is slightly improving and to some extent, Finland and UN Women have contributed to this trend along with many other key actors, foremost the Government of Kenya (see outcome network in Annex 13, Figure 8).

Article 27 of Kenya's Constitution provides for the 2/3rds Gender Principle (no more than 66% of the same sex in any government body). Yet, in practice the Parliament has not yet met the rule.

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Box 4.8: Key results on women's increased participation in political decision–making in Kenya

- Kenyan political parties nominated 29% more women candidates in 2017 elections compared to 2013, while the increase in male candidates was only 13%.
- Yet, the percentage of women being elected to office in 2017 remained the same than in 2013 (namely 13% of all women candidates), although more women had vied for office.
- The actual number of women being elected to office in 2017 has increased by 18% compared to 2013.
- However, women still comprised just 9.2% of the 1 835 elected individuals in 2017, a marginal increase from 7.7% in 2013.

(NDI & FIDA Kenya, 2018)

Significance: With an increase in both women candidatures and elected positions compared to 2013, the 2017 elections clearly represent a step forward for women's representation in political decision-making in Kenya, albeit an incremental one. Women still represent a minority of candidates and, while the actual number of elected women has increased, they still constitute only 9.2% of all elected individuals in 2017 (NDI & FIDA Kenya, 2018).

Tackling women's underrepresentation in politics at national or sub-national levels takes continued efforts and time to provide a conducive institutional and social context for women's advancement. Both changes in social norm and in the electoral system are required to ensure equal access to political office. Concerning the first, it takes shifts in behaviour in various stakeholder groups, including women themselves, party leaders and their advisers who nominate women to the lists of candidates, and the voters to accomplish the goal. The fact that Kenyan party leaders in 2017 have supported the efforts of women aspirants allowing them to run for elections and, eventually, obtain seats in government institutions thus is a positive sign of progress. However, challenges to enhancing women participation in the Kenyan electoral system still remain, including funding shortages for female aspirants.

Overall, the 2017 elections can be taken as an indication that the "Affirmative Actions" under the 2010 Constitution have led to some progress toward such changes. It is an expression that the country is able to move towards the implementation of its 2010 Constitution. This is important to women and men in many sections of the society, not only future policy aspirants, but also in terms of women's roles in society. Finally, the result is also a major milestone to the governmental and non-governmental organisations that have promoted the equality agenda in Kenya.

Contribution: The National Democratic Institute (NDI) and the Federation of Women Lawyers (FIDA Kenya) attribute significant credit to the judiciary and the civil society for their efforts to provide the institutional and legal support to women's participation in the 2017 elections (NDI & FIDA Kenya, 2018). Indeed, the electoral processes have been funded by a plethora of initiatives. Some major interventions have linkages to Finland's funding either directly (FLC), or through UN Women, or multi-stakeholder programmes (URAIA trust),

The actual number of women being elected to office in 2017 has increased by 18% compared to 2013. Yet, they still only constitute 9.2% of all elected individuals.

resulting in a complex web of funding. In the instance of the CSO RWPL, this led to funding through multiple channels (URAIA trust, UN Women, FLC). The precise financial support pathways were not easily accessible to the Evaluation Team.

As a donor to UN Women's Country Strategy Kenya, Finland contributed financially to their elections agenda, although the precise figure allocated to this theme could not be established. Importantly, the Annual Report 2016/2017 (UN Women, 2017b) speaks of substantial support through UN Women, including to government strengthening frameworks such as the Elections Amendment Act 2016; placement of gender experts in strategic institutions such as the Parliament; awareness raising and capacity building to political parties and media, collaboration with CSOs to assist women aspirants; support and promotion of elected women; and more. Concerning the latter, UN Women supported three CSOs to prepare women and communities for gender responsive elections, sensitising a total of 2,686 women to take leadership positions in elections (UN Women Kenya, 2016). In terms of policy dialogue, the governmental counterparts to the Finnish Embassy and UN Women largely overlapped, which supported the joint promotion of the objectives on GE. Also, co-chairing the Kenya Gender Sector Working Group was an important platform for dialogue.

Other organisations or programmes supporting the electoral processes and linked to Finland were, first, the URAIA Trust, a further bilateral project through which Finland's funds are channelled to support the provision of civic education on the Constitution and to engage citizens in the management of county governments and participation in the judicial processes (URAIA Trust, 2013). Second, RWPL worked on a localisation strategy of the KNAP in Eldoret county. The CSO was supported though three of Finland's channels, namely the Embassy-managed FLC, URAIA Trust and UN Women (in 2012/2013). While KNAP localisation is not directly supporting the election process, the themes are tightly linked since a peaceful and secure environment is necessary towards enhancing women's participation in policy. In fact, lack of political analysis in the constantly evolving and fragile peace in Kenya would constitute a considerable risk for all interventions, not only those directed at women's political empowerment.

The above-mentioned interventions have not acted in vacuum given the large number of donors focusing on supporting the government of Kenya in improving the governance and elections systems. For example, most EU donors have mentioned either "elections", and/or "democratic governance" as themes or sectors that they work actively on (EEAS, 2014). In the beginning of the evaluation period (2012–2013), Finland was still funding the end of the Gender and Governance Programme, a basket fund that promoted equal opportunities and access to services for both men and women. The fund addressed the need to include women's issues in governance structures, and supported women's leadership at national and local levels. It was funded by Norway, the Swedish International Development Cooperation Agency (SIDA), the Danish International Development Agency (DANIDA), the Netherlands, Finland, Spain, the UK Department for International Development (DFID), and the Canadian International Development Agency (CIDA) (DANIDA, 2018).

Box 4.9: Affirmative Actions under the Kenya 2010 Constitution

- "Affirmative action comprises of programmes and policies designed to redress any disadvantage historically or presently suffered by an individual or group of people (male or female). The groups include women, people living with disability, male and female youth and marginalized communities. The objective of affirmative action is to give both men and women full effect of realizing the rights guaranteed by the bill of rights provided in the Constitution"

(FIDA & NGEC, 2015).

Case study 8: Multi stakeholder collaboration to increase midwifery services and promote gender equality in Somalia (UNFPA)

Somalia

In Somalia, a major emphasis of Finnish development cooperation during the evaluation period was the health sector. Somalia's health care delivery is at a critical state after the protracted conflict, crisis and insecurity in the country. Access to health care is limited, particularly in rural areas where long distances have to be covered to reach health care centres. Most women give birth at home without professional assistance and in Somaliland and Puntland, only 44% and respectively 38% of births are being attended by professionals (UNICEF, n.d.). Also, SRH service delivery to women and girls in a country where 98% of women and girls are subject to female genital cutting (FGM) is an important GE and human rights issue.

In 2013, the Federal Government of Somalia (FGS) has endorsed the Somalia New Deal Compact (Federal Government of Somalia, 2013), where gender was identified as one of four cross-cutting issues for Somalia, including a zero tolerance on GBV, particularly sexual violence and exploitation, and other forms of abuse. The Ministry of Women and Human Rights Development (MoWHRD), created in 2012, was mandated to mainstream GEWE across the government and advocate for the legislation and implementation of laws, policies and actions in accordance with CEDAW. Yet, Somalia remains one of the few countries worldwide that have not yet ratified the CEDAW, although the Federal Government of Somalia has approved it subject to ratification by the Parliament (Annex 14).

The *"Joint Health and Nutrition Programme 2012–2016"* (JHNP) was financially administered by UNICEF headquarters, and jointly implemented by UNICEF, UNFPA and WHO. It was designed to strengthen reproductive, maternal, newborn and child health and nutrition services in nine regions across Somalia. It recognized that in order to improve access to health care, social, gender and human rights issues have to be addressed, too, through influencing behaviour change and community mobilization strategies. The programme logic involved various actors i) engaging government officials and leaders at all levels of the Somalia health sector, ii) building capacity in the public health workforce, and iii) increasing availability and utilisation of services by the public. This evalu-

Somalia remains one of the few countries worldwide that has not yet ratified CEDAW.

ation focused on a particular component of the programme, the establishment of midwifery training schools and the development and introduction of new midwifery and nurse–midwifery curricula across Somalia (Box 4.10). It also examined some of the linkages to the overall CEDAW process in Somalia.

Box 4.10: Key results on increasing midwifery services across Somalia

- Between 2012 and 2016, the Reproductive Health Unit of the Ministry of Health, FGS, has established and is running four Midwifery Training Institutes; 11 further institutes are under the MoH of Puntland and the Somaliland Nursing and Midwifery Association.
- In 2015, the MoH of the FGS started working with a variety of stakeholders in Somalia to develop new midwifery and nurse-midwifery curricula specifically designed to meet the global midwifery standards and essential competencies; including also specific modules on GBV/FGM and family planning.
- In 2016, all Somali MoHs approved the new curricula and in November 2016, the International Confederation of Midwives (ICM) endorsed these, which allowed all 15 JHNP supported schools across Somalia to transition to the new curricula, offering an internationally recognized diploma.
- During the entire JHNP life-cycle (2012–2016), a total of 711 midwives/nurse/midwives graduated, with 231 qualifying during 2016 (WHO, UNICEF, UNFPA, 2017) . Between 2012 and 2018, 1073 students completed the training (Source: UNFPA staff).
- Since 2018, the MoH of the FGS has started paying part of the salaries of teachers of the schools and the renovation costs, taking responsibility and ownership of the process.

Significance: With over 700 graduates from the JHNP supported schools between 2012 and 2016, the programme undoubtedly contributed to raising the standard of midwifery services in some areas of Somalia, although the Evaluators could not find statistics showing how this has affected quality and coverage for the overall service delivery throughout the country. The new ICM endorsed curricula shall raise knowledge and skills of the graduates to an internationally recognized level and have a stronger impact on the communities they serve. Particularly relevant in terms of gender is the inclusion of FGM and family planning elements into the curricula. According to interviews with officials of the MoH in Mogadishu, the midwifery training, based on internationally recognized curricula, has led to shifts in awareness, attitude and capacity of graduated midwives who now can appropriately support women during pregnancy and delivery, particularly where FGM leads to complications. The Ministry staff also indicated that the trained midwives play a pivotal role providing information and advice on the risks of FGM and other reproductive health issues.

The inclusion of the FGM module into the midwifery curriculum has also offered an angle to the government to discuss related sensitive issues in the JHNP steering committee (interview with Ministry staff). A UNFPA informant confirmed that the FGM module meant an important breakthrough for the multi-stakeholder panel involved in steering and contributing to the programme. The health sector is the only one in Somalia where the ministries collaborate across the federal states of Somalia and the self-declared autonomous region

Midwifery training based on internationally recognized curricula, has led to shifts in awareness, attitude and capacity of graduated midwives who now can appropriately support women during pregnancy and delivery, and give advice on the risks of FGM and other reproductive health issues.

of Somaliland. Through its steering committee, including representatives of all three MoHs, the JHNP programme offered space for dialogue on anti-FGM policy between the ministries, the UN agencies leading the programme, and the donor partners, thus serving as a platform for promoting the process of CEDAW ratification. Through this channel, the governments were also engaged in the GBV sub-cluster work coordinated by UNFPA in Somalia which, since 2017, is chaired by the FGS MoWHRD. The Midwifery programme is thus closely linked to the government component of JHNP's work, creating spaces of dialogue in the process of developing a joint Health Policy for the Somali people, and several other sub-sectoral policies such as the Reproductive Health Strategy, and the anti-FGM policy.

Yet, while the programme contributed to increasing the quality of midwifery services in some regions and built bridges for an exchange on GE and W/Gs' rights at the government, donor and target group levels, there is still a gap of approximately 24,600 midwives needed to reach the international Skilled Birth Attendant standard set by WHO and ICM (for an estimated population size of about 12.3 million) (WHO, UNICEF, UNFPA, 2017). Further, there are also challenges on the ground with respect to midwife coverage. FGS MoH informants suggested that although graduates were selected from programme areas with a shortage of midwives and, after graduation, were assigned to their home areas and/or other areas of need, not all returned to these. Many would prefer to stay in more attractive (urban) areas. The ministries currently lack the capacity and resources to monitor this more closely and concrete figures are missing. Yet, it appears that attraction and retention of trained midwives remains an issue which will have to be addressed through financial or other incentives. The midwifery training institutions throughout Somalia are continuing their activities, yet it may take years to fill the gap. The officials of MoH (FGS) met by the Evaluation Team achknowledged that a lot still needs to be done, considering a maternal mortality ratio of 732 deaths / 100,000 live births in Somalia (2015), one of the highest in the world (Index Mundi, n.d.).

Contribution: Finland provided EUR 15.5 million to the JHNP project between 2014 and 2017. The total budget 2012–2016 of USD 131.5 million came from several other donors, particularly UK (USD 61 million) and Sweden (USD 39 million). After the JHNP was phased out, UNFPA in 2017 for the first time received direct support from Finland for its Country Strategy to contribute to UNFPA's continued work towards achieving universal access to SRH, realizing reproductive rights, reducing maternal mortality, improving the lives of adolescents, youth and women (MFA, n.d.a). In terms of policy support, informants from UNFPA confirmed that Finland was vocal about SRHR issues in Somalia as a member of the JHNP Steering Committee as well as at the occasional high-level forums of the GBV sub-cluster organised by the Resident Coordinator. A representative of the MoH, FGS, met by the Evaluation Team, recognized the contribution of Finland to strengthening Somalia's health systems and that MoH considers Finland to be one of its main partners. When asked how the MoH interacts with Finnish Cooperation, the informant said that Finland has supported the country's efforts in the area of maternal health with priority focus on reduction of maternal mortality, and this started with Finland's contribution to the JHNP.

There is still a major gap in the number of midwives needed to reach sufficient coverage in Somalia, particularly in remote areas, which are less attractive to skilled professional.

Further, the fruitful meeting between the MoH and the MFA in Helsinki in 2017 was acknowledged, where future interventions were discussed.

UNFPA Somalia supported the ministries in improving the midwifery curricula, ensuring also coordination of inputs from other actors such as the Somali midwifery associations, midwifery schools and universities, health education NGOs, and other technical experts. The close collaboration with the governments ensured that the programme was aligned with the principles of the New Deal Compact, the National Development Plan and on-going health sector reform initiatives including the Essential Package of Health Services (EPHS) framework. Notably, UNFPA Somalia staff (Nairobi and Mogadishu offices) were instrumental in helping to develop strategies for how to use the Midwifery programme for discussing family planning, health implications of FGM, and rights implications during the training, promoting integration of respective modules in the curricula. Further the organisation played a key role in negotiations with implementing partners in the face of funding short falls in 2016 when the JHNP programme was phasing out. It encouraged the local regional health boards to partially support the schools, and successfully negotiated with Somali diaspora to obtain supplies and equipment which were shipped to Somalia in 2017 with minimal support from UNFPA (WHO, UNICEF, UNFPA, 2017).

The JHNP programme was overseen by the MoHs of the governments of Somaliland, Puntland and the Somali Federal Government together with a Steering Committee chaired by the UN Resident Coordinator / Humanitarian Coordinator. As explained above, such multi-stakeholder forums offer room for dialogue including on GBV and W/Gs' right issues. In addition, UNFPA engaged Somali government officials in special events, for example training on CEDAW in Djibouti in August 2015, where Director Generals from 19 government line ministries and government institutions participated. These mutually enhancing strands of work of UNFPA in Somalia contribute to keeping stakeholders engaged, increasing awareness and stimulating action, and thus help facilitating the CEDAW ratification process in Somalia

From UNFPA headquarters, the Midwifery programme is supported by the "Maternal Health Thematic Fund" (MHTF), a UNFPA flagship programme that provided about USD 850,000 to Somalia between 2014 and 2016 (UNFPA, 2017). The Evaluator Team understands that while Finland has provided catalytic funding in the early stages, it is not supporting the fund at the present.

Testimony: Acknowledgement of the JHNP partnership by the Ministry of Health, FGS

- "The signing of the JHNP programme document and compact is an important event for the Somaliland Health Authorities. The JHNP Compact recognizes the important role of the authorities to increasingly take on governance and strengthen our health architecture. We are proud to be a part of the JHNP partnership."

Minister of Health, Government of Somaliland, 12 November 2013 (UNFPA Somalia, 2013)

Case study 9: Strengthening institutional sexual and reproductive health services in Somaliland (IOM)

Somalia

In Somaliland and Puntland, Finland's partner IOM is addressing gaps in the health care system through a collaborative programme with the diaspora and the government since 2008. The MoH Somaliland recognizes that maternal mortality is the leading cause of death among women of reproductive age (Ministry of Health of Somaliland, 2011). IOM Finland's project *"Institutionalizing Health Care Improvement through Temporary Returns of Somali Diaspora Health Professionals"* (MIDA FINNSOM Health) follows the model of other IOM MIDA projects that seek to improve African health care systems by mobilizing members of diaspora residing in northern Europe to contribute to the development of their countries of origin (see impact pathway in Annex 14, Figure 1).

Box 4.11: Key results strengthening sexual and reproductive health services in Somaliland (IOM)

- Since 2012, the Somaliland and Puntland Ministries of Health collaborated with the MIDA FINNSOM Health Project, being supported by diaspora medical experts to improve the implementation of their Health Sector Strategic Plans (HSSP).
- Between 2012 and 2014, individual and institutional capacity in local staff has increased and health institutions such as the Hargeisa Group Hospital in Somaliland have improved the range and quality of services offered, including services addressing SRH needs of women (e.g. gynaecology, obstetric fistula repairs, intensive care, post-rape care services to GBV survivors).
- Today, more patients including mothers and pregnant women visit the hospital for health care (1,000 patients/month in 2012, 6,000/month in 2018), due to an improved reputation of the Hargeisa Health Hospital, increasing referrals by doctors, and better quality services at reasonable costs.

Significance: Somaliland and Puntland public health systems suffer from a lack of skilled and qualified staff, both in provider and administrator functions. In 2008, when IOM's MIDA FINNSOM Health project started, about 40% of the staff in public health facilities had received neither pre- nor in-service training (interview data). Due to a shortage of qualified and competent lecturers and tutors, training institutions could not produce the number of expert professionals required to manage the health systems. The project helped to strengthen both individual and institutional level capacities in both regions. The final evaluation of the project assessed the phases I–III (2008 to 2016) and conducted a survey among 38 diaspora experts and 39 local staff. Higher quality staff was cited by 91% of the diaspora experts and 71% of the local staff as key change; higher quality services were cited by 70% and 52% respectively (Forcier Consulting, 2016). At the same time institutional capacity was built. For example, a new neonatal department was opened 2012 at the Hargeisa Group Hospital and local staff received training in intensive care provision. Since then, neonatal mortality at the hospital has dropped from 24% to 5% deaths per month today (MIDA FINNSOM Health, n.d.). Also, the "Bahi-Koob Centre" was re-opened in

The IOM MIDA projects seek to augment African health care systems by mobilizing members of diaspora residing in northern Europe to contribute to the development of their countries of origin.

2012 that provides post-rape care services, including medical and psychological care and legal counselling. The figures for treated cases increased from 195 in 2012, to 221 in 2013, and 399 in 2014, respectively.

The change is not only based on medical capacity. The working hypothesis of the MIDA FINNSOM project is that improved leadership and management leads to effective and efficient service delivery also to the poor who cannot afford private health care. During the interviews, practically all hospital project staff, even spontaneously, stated that work at the Hargeisa Group Hospital was now indeed better organized and there was better personnel management, work culture and motivation of the local staff. Importantly, also the way of treating patients including women had improved. Hence, there is some indication that health experts returning with professional values adopted in their host countries in terms of work ethics and societal responsibility have indeed influenced awareness and attitude changes in local staff, as Somali diaspora stressed in 2014 (Heritage Institute for Policy Studies, 2014).

The Hargeisa Group Hospital has currently about 6,000 patients per month, compared to 1,000 per month before 2012 with over 1,350 mothers benefitting from the services in 2015, suggesting an increased access to SRH for women (Source: IOM Hargeisa). This increase in patient numbers can be caused by multiple factors, ranging from better performance of trained staff, better health facilities, and thus more confidence in patients to receive high quality and respectful treatment, and increased referrals to the hospital by external doctors. It also has to be considered that treatment is free or at reasonable costs and thus now affordable also for the poor.

In terms of sustainability, the collaboration with the governments of Somaliland and Puntland allowed to align the institutionalisation of the model for temporary returns of diaspora health experts with the major government strategies and policies in both regions including their Health Sector Strategic Plans. According to interviews with hospital and ministry staff, this led to increased ownership and capacity of the government to implement the plans, raised awareness of their role in improving women's access to affordable and quality reproductive healthcare services, and enhanced prioritization of child and maternal health care, stimulating additional government funding. Collaboration across regions contributed to promoting transfer of skills and circulation of knowledge, ensuring quality services in all the targeted health institutions (interview with project staff posted at MoH, Somaliland).

Addressing SRH issues undoubtedly meets the critical practical need for reproductive and particularly pre-natal and neo-natal care. Informants from the hospital also state that the project has aimed to take advantage of the platform to address broader strategic interests of women, such as actively advocating and educating against FGM (see Testimony). An assessment to which extent this has taken place was beyond the scope of this study.

Contribution: MFA Finland supported Phases II and III of the IOM MIDA FINNSOM Health programme from December 2010 to December 2016 with EUR 3.6 million. In 2015, Finland started the MIDA FINNSOM Education and Health programme in South Central Somalia. An IOM informant told the Evaluation Team that, in 2016, MFA considered shifting the focus more to the South

Improved quality of services and institutional capacity at the Hargeisa Group Hospital have led to increased patient numbers from 1,000 per month before 2012 to 6,000 per month today.

Finland contributed to the results of the JHNP programme through continued financial support.

and stop its support for the project in Somaliland and Puntland. However, through efforts including lobbying of the Somali diaspora in Finland and a visit of the MoH, Somaliland, the decision was revoked, and MFA contributed EUR 4.3 million for Phase IV (2017 to 2020).

IOM has planned the programme based on its experience with similar MIDA projects, and is implementing it together with the Finnish diaspora, supported by the Finnish Medical Association, Finnish Nurses Association, and three Finnish NGOs. They collaborated to find experts with the particular background and expertise needed: IOM increased the project visibility in the media, including the social media, increasing reach of the recruitment campaign. A member of the Finnish diaspora of Somali origin working for IOM, coordinated and organized the engagement of the Somali diaspora professionals, and the project financed their return to serve in the Somalia health institutions. There, the diaspora staff delivered medical care and train local staff in health issues, leadership and management. They also provided "Train the Trainer" workshops targeting key local staff members and project participants, who then themselves became change agents, facilitating subsequent courses.

Funding for increased institutional capacity, e.g. the Baahi-Koob Center at the hospital, came from donors including the EU, UK and Norway as part of an overall package of the UNDP's Access to Justice Project (UN Somalia, n.d.), yet, the services offered there markedly improved through the training of personnel the MIDA FINNSOM Health programme provided.

A key contribution to the achievements was the successful recruitment and placement of qualified diaspora experts in their original home countries. The well-developed strategy included four factors: i) the experts had to have two citizenships so that there were no problems to return to Somalia, ii) they knew the country, society and language so that they could communicate with people also culturally, iii) they had the skills required in the Somalia health institutions, and iv) they had a strong intent of bringing something to their country. According to interviews at the Hargeisa Group Hospital, the success of the model of returning diaspora experts has also stimulated other donors to employ it in other sectors of development. The recruitment process is also supported by the government partners, particularly the MoHs who help placing the experts based on needs assessments in the target regions.

Testimony: Increased trust in Hargeisa Group Hospital services

- "The number of patient visits at the hospital has increased because more services are available now than before. Around 170 people come daily, they trust us more than before."

Dr. Ahmed Omar Askar, Hospital Director, 2014 (AfrikanSarvi, n.d.)

Testimony: Building awareness on FGM through health care services

- "HGH makes an effort of building the awareness of women who come to deliver on the dangers of FGM and to transmit to them a message of not practicing genital mutilation on their daughters. With that message the rate of mutilations is going down, though there is no much change in nomadic communities".

Project staff interviewed by the Evaluation Team

4.1.3   Finland's bilateral partnerships with Nepal and Kenya

This evaluation looked at the results of two bilateral programmes from Nepal and Kenya: the *"Rural Water Supply and Sanitation Project in Western Nepal (RWSSP-WN)"* Phase I (2008–2012) and II (2013–2019); and *"Promotion of Good Governance to Strengthen Integrity and Accountability in Kenya"*.

Case study 10: Gender and W/Gs' rights in the bilateral water sector programmes in Nepal

Since 2008, Finland's partners with the Government of Nepal in the bilateral programme RWSSP-WN II to promote *"improved health and fulfilment of the equal right to water and sanitation for the inhabitants of the Project area"* in Provinces 5 and 6 in Nepal. RWSSP-WN II has provided drinking water for 123,401 people and with the "reaching the unreached" policy, the project targets those without prior service to contribute to the universal coverage of safe and affordable drinking water supply. Results observed in this evaluation fell into five different types of changes concerning: i) more gender-responsive, rights-based and inclusive strategies and action plans in the water sector ii) women's increased role in decision-making in the water sector; iii) women's economic autonomy through transformative skills development in the water sector; iv) legal frameworks and chhaupadi practises; and v) different lifestyle and habits resulting from more time women gained as a result of water availability (Box 4.12).

Box 4.12: Key results gender and W/Gs' rights in the bilateral water sector programmes in Nepal

- **Strategy and Action Plan**: In 2014, the Ministry of Federal Affairs and General Affairs (MoFAGA), Department of Local Infrastructure Development and Agricultural Roads (DoLIDAR) engaged in preparing an HRBA & GESI strategy and action plan, based on a GESI strategy of a water programme supported by Finland and published it in June 2015. Several municipality staff confirmed that they have started using the strategy and plans in their work.

- **Decision making**: In 2013, the Government of Nepal accepted that at least half of the members in the Water Users and Sanitation Committees supported by the bilateral programme would be women and at least one of the leadership holders would be a woman. By the end of 2017, women in 409 water supply schemes in 14 districts in western Nepal held leadership positions and through this have changed their attitude, behaviour and practice.

- **WEE**: Since 2013 at least 105 more women in 14 districts in western Nepal started to work as Village Maintenance Workers and thus increased skills and income. Also, women in many of the 409 project villages have borrowed money from the Water Users and Sanitation Committee revolving fund and have developed economic activities.

- **Chhaupadi**: In August 2017, the Parliament of Nepal passed a bill to strengthen the law on chhaupadi imposing mandatory financial penalties. Also, in 2017, the RWSSP-WN project management decided to mainstream menstrual hygiene management in the project approach and implementation.

- **Changing habits**: Women interviewed during this evaluation in 2018 in two project villages stated that establishing water supply schemes in their villages had changed their routines; individually, they saved between 1–3 hours from water fetching and used it for other activities such as resting; cleaning and washing; homework; home-gardening; other economic activities; farming and participation in meetings.

Significance: The integration of the HRBA and GESI strategies into the WASH sector in Nepal is important to local governments, communities and the women and girls who, in rural Nepal, are often responsible for water supply. It provides the framework for enhancing GE including women´s and girls´ participation in decision-making and in community affairs. The results below showcase this to some extent.

Decision making. After approval of the Government of Nepal to have 50% women on the Water Users and Sanitation Committees, by the end of 2017, 99% of all committees had at least one woman in a leadership position and in 90% half of their members were also women. An interesting observation was that holding these positions increased the women's self-confidence, capacity and skills in the public sphere. Several women ran for ward committees in the 2017 elections and some were elected as representatives of their village. The evidence for the finding is supported by interviews with three different Water User and Sanitation Committees, municipality staff in Rishing and project staff.

WEE. An increased number of women working as Village Maintenance Workers can be seen as a gender transformative change: traditionally, this is a job held by men and giving women this role means to acknowledge their capacity to perform as skilled, paid labour force in the villages along with men. The information is based on interviews of project staff as well as project reports and the article by Rautanen and Baaniya (2008). Female trainees of the programme were interviewed for this article; they were positive about the training and related work, 77% were working, and all clearly had the support of their family members. The interviews conducted with Water User and Sanitation Committees revealed that an unintended result of the project was that women also borrowed money from the Committees to develop economic activities such as small business, poultry, pig farming. The information was confirmed by the project management team. Yet, there is currently no monitoring data how these loans have affected the lives of women.

Chhaupadi, the practice of exiling menstruating women or women in post-delivery, relates to SDGs 6 (indicator 6.2.), 3 (good health and wellbeing), 5 (gender equality) and 16 (peace, justice and strong institutions). It is still taking place in many parts of the majority Hindu Himalayan areas as well as in Terai, where many people have migrated from hill areas. Women concerned are forced to leave their homes and take shelter in unhygienic or insecure huts or cow sheds until their cycle ends. In addition, the practice perpetuates a sense of shame related to women's biological functions and limits their public participation, e.g., business or school attendance, for several days every month. While in 2005 the Supreme Court of Nepal issued a directive to the Nepal government for the formulation of laws to eliminate chhaupadi, there was no penalty connected to this practice until recently. The new law which will go in effect in August 2018,

End of 2017, 90% of all Water Users and Sanitation Committees had equal presentation of female and male members.

"Mindsets also
have to change,
not only the law."

UN Women

will punish anybody exiling women with up to three months in jail and/or a fine of 3,000 Nepalese rupees. Yet, as UN Women argues: *"Beyond the practicalities of law enforcement, however, the practice of chhaupadi requires a more comprehensive approach than legislation alone can ever provide. Mindsets also have to change, not only the law"*. The law expresses the willingness of the Government of Nepal to change the situation and create an enabling legal framework for this, which as such is a positive change. Yet, in addition to the formal changes there is a need for changes in women's and men's believes and ultimately in systemic norms and values. The bilateral WASH projects can be a means contributing to this end. In this context it has to be seen as an important result, that the RWSSP-WN management staff recognized the relevance of menstrual hygiene management as an integral part of their work, as evidenced by field mission interviews, a menstrual hygiene position paper produced by the project, and project reports. In 2017, long into the project, the management became aware of its importance to the efficient adoption of the "Open Defecation Free" sanitation policy in the project area, and started to integrate menstrual hygiene management in the project approach for mainstreaming. Previously, it was thought that chhaupadi only restricted women's access to water and that providing access would eradicate the problem. Yet, a survey conducted in 2017 by the project made clear that a substantial number of women were still not using toilets, even if they had sometimes built these themselves and also in locations that were declared "Open Defecation Free". Hence, unless such underlying norms would be addressed, the practices would continue to undermine the success of the sanitation schemes and thus the development impact of the intervention.

Changing habits. Finally, SDG 6 (Box 4.13) has a particular dimension for women and girls who, according to a study by WHO and UNICEF across 45 developing countries, do 72% of the daily household water-related tasks (WHO/UNICEF Joint Monitoring Programme for Water Supply and Sanitation, 2010). According to a GESI Impact Assessment (Luintel & Shrestha, 2013), the intervention can save girls and women's time up to 110 minutes, depending on topography, nature of watershed and state of natural vegetation of the area. Informants of this evaluation confirmed that they now used more time for their own disposal. This was also evidenced by interviews with Water User and Sanitation Committees, municipality staff, members of the project team and the water and sanitation counsellor in the Finnish Embassy. While the project has not yet monitored systematically and comprehensively throughout the project area i) how much time exactly is being saved, and ii) how it is being used, there is now a plan to survey this. This, in addition to measuring further dimensions such as effects on families and communities both in terms of practices and consciousness will be important to capture potential gender-equitable transformation.

Contribution: Finland is funding the RWSSP projects since 2008, with EUR 9.7 million in Phase I (2008–2013), and a commitment of EUR 13.7 million for Phase II (2013–2019). About the same total funding (EUR 23.2 million) is provided by the Government of Nepal, the District and Village Development Committees, and the users for this period (EUR 23.2 million).

The bilateral project offered the Embassy an opportunity to engage directly with the Department of Local Infrastructure Development and Agricultural Roads in the Ministry of Federal Affairs and General Administration (MoF-AGA). The RWSSP-WN team, including the staff in the consultancy company Finnish Consulting Group, developed the HRBA & GESI Strategy and Action Plan to serve two bilateral WASH projects, namely RWSSP-WN and the "Rural Village Water Resources Management Project" (RVWRMP, in this study included as reference project) in the far west of Nepal. The strategy built on an earlier RVWRMP GESI strategy and action plan, a study on "Gender and social discrimination"(Abhiyan, 2009), and a GESI impact assessment of RWSSP-WN Phase I (Luintel & Shrestha, 2013). It was inspired by Finland's Development Policy Programme 2012, which emphasized the equal rights of all people to affect and participate in both the planning of their development and the activities involved in the implementation of development plans. A gender consultant hired by the project provided training to all project and municipality staff on GESI, ensuring that the strategy and plans were successfully implemented and led to downstream results as described above, which again were monitored, reported and discussed personally to inform the Embassy and MFA.

In the chhaupadi case, the issue regarding inadequate sanitary conditions and their impacts on health as well discrimination of women was raised already by the RVWRMP project in the gender and social discrimination consultant study (Abhiyan, 2009). However, in 2013, the GESI impact assessment commissioned by RWSSP-WN did not consider this type of chhaupadi an issue in the area where the project was implemented and argued that *"Adolescent girls' experience of comfort and safety with access to domestic and public toilets has improved"* (Luintel & Shrestha, 2013). This was challenged in 2017 by the RWSSP-WN survey which revealed that a substantial number of menstruating women in the project area were not using the toilets. It made clear that changes in chhaupadi require continued vigilance to change mindsets, something the bilateral RVWRMP project has been pursuing for a long while. Hence the RWSSP-WN programming was adjusted to incorporate gender mainstreaming components.

Sensitized by the WASH projects, the Embassy of Finland contributed to discussions on the practice among other development partners (including e.g. UN organisations, USAID, Norway, World Bank, SDC, GIZ, Australia, Austria, etc.). In addition, policy influence work by development partners contributed to pushing chhaupadi higher on the government agenda: a letter drafted by development partners, including the Finnish Embassy, was signed by the chair of the WASH development partner group (water and sanitation counsellor of the Finnish Embassy) on December 27, 2016. It was addressed to the Prime Minister and referred to by government officials, receiving international attention. This contributed to building up pressure to introduce the new chhaupadi bill.

According to interviews with beneficiaries and government staff, a further actor working in the same geographic area and thematic field was the Nepali NGO Kapili, yet within the scope of this evaluation their contribution to the results above could not be further investigated.

The bilateral WASH project offered the Embassy an opportunity to engage directly with a sector ministry.

Changes in chhaupadi require continued vigilance in order to change deeply rooted cultural norms.

Box 4.13: SDG 6 and indicator 6.2

- SDG 6: "Ensure availability and sustainable management of water and sanitation for all."
- Indicator 6.2: "By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations."

Case study 11: Promotion of good governance to strengthen integrity and accountability in Kenya

This case study has been included as a negative lesson learnt, where initial attempts to mainstream gender failed. There were no gender outcomes observed and therefore it is not presented in the format of the other case studies above.

Finland along with the Swedish development agency SIDA and the Federal Ministry for Economic Cooperation and Development of Germany (BMZ) supported a programme named *"Promotion of good governance to strengthen integrity and accountability in Kenya 2015–2016"*. The programme was implemented by the German Agency for International Cooperation (GIZ). The Finnish input was EUR 2.8 million during 2015 and 2016 in order to contribute to enhancing prevention, detection and prosecution of corruption in Kenya. The Finnish grant corresponded to about 14% of the total programme funding between the years 2014 and 2018 (Embassy of the Federal Republic of Germany, 2017) (Annex 9).

The initiative aimed to strengthen capacity, coordination and cooperation along the entire chain of actors – government at national and local levels, the private sector, civil society, and individuals. The political partner was the Office of the Attorney-General and the Department of Justice (GIZ, 2014b). The programme document described briefly how the intervention was expected to integrate GE considerations, yet this was not translated into the impact matrix, which did not mention the words "gender" or "women". A gender analysis carried out in October 2013 proposed five groups of concrete measures to enhance GE (GIZ, 2013), yet, project reports provide little evidence on their implementation.

In the 1st Joint Steering Committee Meeting in October 2014, it had been decided that a representative of Finland and Sweden would join the consecutive meetings (GIZ, 2014a). The minutes from the 2nd and 3rd meetings indicated that a representative of the Finnish Embassy had been present (GIZ, 2015b, 2015c). In the second meeting, a GIZ representative had noted that gender mainstreaming measures were part of the Finnish (and Swedish) contribution. The minutes of the 3rd Joint Steering Committee meeting did not discuss gender aspects. The documentation available for the evaluation showed that a 4th meeting had been held on 11th October 2016 (GIZ, 2016b), however, the minutes of the meeting or the list of participants was not available to the Evaluation Team.

The Joint Steering Committee Report from 2015 mentioned that one of the purposes of the Finnish contribution was to promote gender mainstreaming as part of the programme (GIZ, 2015b). The second report to the Steering Committee (GIZ, 2015a) suggested that a gender-related indicator had been followed up. However, neither the 4th Joint Report to the Steering Committee (GIZ, 2016a) nor the final report (GIZ, 2016c) included a discussion on gender-related matters. The programme evaluation report in 2016 mentioned the word "gender" once as a cross-cutting issue but did not provide any in-depth analysis on the extent of the gender mainstreaming activities (BMZ, 2016).

When it comes to the Annual Results Reports on Development Policy and Cooperation prepared by the Embassy of Finland, the 2014 report highlighted the objectives of equality and especially GE as a topic to be "taken on board" in the GIZ programme (MFA, 2015a). The other (relevant) annual reports available to the evaluation (MFA, 2015d, 2017a) did not discuss the GIZ programme in the context of gender.

This raises the question, why the opportunity of participating in a joint programme on the national level was not used to promote more strongly Finland's W/Gs' rights ambitions to both government and implementing partners. The 2015 semi-annual report (MFA, 2015d) mentioned staff constraints as an issue which had allowed only sporadic engagement by the Embassy in following up the GIZ programme and the World Bank Trust Fund for Accountable Devolution, another intervention closely linked to corruption and governance. Interviews both at the Embassy and GIZ also confirmed that gender mainstreaming was not sufficiently followed up due to capacity shortages both at the Embassy and GIZ.

This GIZ case study suggests that factors that increase the risk of gender mainstreaming to fail include, 1) a programme setting or collaboration where Finland plays a minor role both in terms of financial contribution and implementation; 2) a sector or type of programme in which the gender aspects are not evident or at least not easily detectable by non-gender experts; and 3) a lack of sufficient staffing resources both at the Embassy as well as within the partner organisation to consistently follow up the inclusion of GE considerations in the programme.

4.1.4   CSO/NGO cooperations in Nepal, Kenya and Somalia

This section discusses four CSO projects. The first relates to the provision of SRH through a joint NGO programme in Nepal. The other three projects or organisations focus on GBV: the Finnish FLC funded NGO Institute of Human Rights Communication Nepal (IHRICON); the Centre for Rights Education and Awareness (CREAW) in Kenya; and the work of the programme-based supported Finnish NGO ISF in Somaliland.

Case study 12: Promoting SRH through NGO cooperation in Nepal (FPAN, FFF, WWF)

The Nepalese NGOs FPAN and WWF Nepal, together with the Finnish NGOs FFF (Väestöliitto) and WWF have partnered between 2012 and 2017 to jointly implement the project *"Improving sexual and reproductive*

health and rights and biodiversity conservation through an integrated approach in Nepal". The projects were complementary, linking natural resource management and ecosystem services to promotion of SRH through joint capacity and provision of services through shared infrastructures. Two gender relevant results are described below for this Gender Marker 1 intervention (Box 4.14).

Box 4.14: Key results promoting gender and W/Gs' rights through NGO cooperation in Nepal

- Natural resource management communities (women and men) in various project districts changed their attitude and behaviour toward SRH issues; in late 2015, the Community Committees began supporting SRH clinics that operated as Multipurpose Resource Centres.
- In 2017, an increased number of young girls in project communities mostly from the poor, marginalized and socially excluded groups used SRH services; they were more aware of family planning methods (including contraception) and more frequently visited health posts and sexually transmitted infection (STI) services.

Significance: Community members in the programme area committed to providing space for SRH clinics and Multipurpose Resource Centres free of charge. The Natural Resource Committees managed the centres, some provided in kind and financial support to the youth programme, as well as disbursed FPAN booklets and other materials on SRH. The project is generating income (through trading forest products) as well as interest from an endowment fund, which are partly used to operate the Multi Purpose Resource Centers, increasing their sustainability.

In the beginning of the project, only few young clients attended the clinics run by the project. However, an end-line survey in the programme area showed that SRH related services (gynaecological, maternal and child health, STI, gender-based violence care, etc.) to local people in the programme area had increased by 70% (37,036 in 2016, 63,171 in 2017). Also, young people seemed to use contraception more often (51% in 2016, 60% in 2017). The increased SRH services contributed to reducing reproductive health morbidity, spacing between two children, and limiting number of children (Central Department of Population Studies, CDPS, 2018).

These are signs that there have been changes in awareness, attitude and practice on the community and individual level in the programme areas, shifting deeply rooted socio-cultural and practical barriers for young women to claim their rights to SRH services, exercising increasing control over their own bodies.

Contribution: The collaboration on this project started in an opportunistic way. A conference in Helsinki organised in 2009 by the CSO unit of the MFA created space for the directors of FPAN and FFF and a representative from WWF Finland to share project objectives and strategies and recognize these might be mutually supportive: while the FPAN/FFF project faced challenges in engaging the young people they targeted, WWF was particularly impressed by FPAN's Multi Purpose Resource Centers as opportunities to create space for information and experiences sharing among the youth. Finland supported

the subsequent joint proposal of the NGOs financially between 2015-2017 with EUR 362,000, with the funds being channelled through the Finnish NGO FFF. The project provides capacity building to the youth through training packages developed by FPAN and WWF based on conveying life skills and making use of peer education. The 'trainers' and actual change agents came from the youth's peer group, i.e. young capable interns asked to stay in youth friendly clinics and assist the professionals with delivering health services. Apart from helping in record keeping and reporting; providing information at community doorsteps and other project related activities, these 'peer educators' were uniquely positioned to successfully motivate other youth in the community to engage both in SRH and conservation programmes.

Case study 13: Promotion of W/Gs' rights through Finland's FLC in Nepal (FLC-IHRICON)

The FLC funded Institute of Human Rights Communication, Nepal (IHRICON) acts as a mediator between media and society. It aims to build local capacity to monitor the human rights situation of women, provide evidence-based advocacy and reduce early marriage to make government line agencies and other stakeholders accountable. Between 2011 and 2014, the NGO received FLC funding from Finland for the project *"Ensuring the Human Rights of Women and Children"* in 20 Village Development Committees (VDC) of four districts (Siraha, Ramechhap, Sindhuli and Dolakha). In 2015, a no-cost extension project was implemented in seven VDCs of Siraha district, i.e. Bishnupurkatti, Dhangadi, Ayodhyanagar, Bastipur, Dhodna, Sitapur and Pokhravinda: *"Ensuring the Human Rights of Women and Children: Reducing Child Marriage and Women Violence"*. Among its objectives were to empower women and girls to stand for their rights and be able to deal with violence against them; enhance knowledge among the community members against child marriage and domestic violence; and increase the commitment of the VDCs and district level stakeholders to act collaboratively against child marriage. This evaluation summarised the key findings from the project completion report (IHRICON, 2015) and discussed these with IHRICON representatives. However, the main purpose for selecting this case was to examine the strategies, particularly the use of Finland's FLC, and the context for capacity building to strengthen IHRICON and other CSOs in Nepal.

Significance: According to the report (IHRICON, 2015) and the interviews with the IHRICON staff, the project seems to have achieved relevant results addressing the widespread and deep-rooted social problem of child marriage and domestic violence in the project districts. It succeeded to institutionalise both child clubs and women's human rights defenders with wide acceptance from the district level stakeholders. Child clubs offer the children an environment for discovering their own capability, learning additional skills and gaining knowledge on the themes child marriage and domestic violence. Women's human rights defenders act as skilled champions of anti-GBV and child marriage, supporting other women in claiming their rights, thus contributing to their transformation from victims into change makers. IHRICON informed the Eval-

Peer groups are uniquely positioned to successfully motivate other youth.

This case study was selected to provide insights on the Finnish FLC modality and the Nepalese CSO landscape.

uation Team that out of 80 women's human rights defenders in the project districts, approximately 60 were still working in the human rights field, and child clubs are well accepted and even funded by the VDCs, implying sustainability in terms of establishing these support structures. The women's human rights defenders are well accepted by both victims and line governments, although they face pressure to resolve sexual GBV cases locally. The report further states that the intervention contributed to mobilizing women in the project area to participate in the programme and commit to act against child marriage. Yet, the interview with IHRICON also raised challenges to achieve a more transformative change within a project-based approach, particularly within such a short time period. For example, there is currently political pressure to settle sexual GBV cases locally, yet cooperation from police is not sufficient for this; those breaking silence on GBV face risks; and there is a need for a stronger engagement of men in fighting sexual GBV.

Contribution: Between 2010 and 2016 Finland has channelled in total EUR 1.78 million through the FLC to Nepalese CSOs, after which FLC aid was discontinued. IHRICON received funding between February 2011 and January 2014 (EUR 139,504). From the project documents and interviews with IHRICON, the Evaluation Team identified several strategies that facilitated the project achievements. For example, the project design was aligned with government priorities and a participatory approach was employed including the district level stakeholders in the development. Further, in a consultative process the Finnish Embassy learned about challenges in project implementation when political unrests threatened to jeopardize parts of the project and supported IHRICON project staff in identifying solutions.

Yet, the interviews with IHRICON pointed also to challenges in project implementation through CSO partners in Nepal. These concerned their capacity in evidence-based advocacy, participatory MEL, and collaborative leadership. In addition, the CSO landscape in Nepal would be fragmented, resulting in duplicated efforts and there were no coordination mechanisms creating synergies among CSOs working in related thematic fields and/or geographic areas. For example, there was no link with the implementing CSO partners of UN Women. Generally, there would be a need for fostering a culture of openness and collaboration.

Case study 14: Enhanced access to justice for GBV victims through Finland's FLC in Kenya (CREAW)
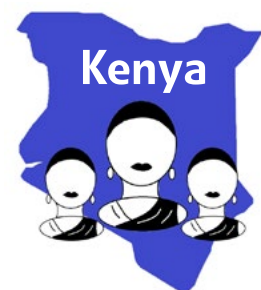
Kenya

In Kenya, the evaluation focused on the Finnish FLC funded NGO "Centre for Rights Education and Awareness" (CREAW), a women's defence organisation that is very visible in the country for their work on GBV. GBV is one of the major causes of gender inequality in Kenya (NGEC, 2016b). While by Kenyan law GBV is illegal, including FGM and domestic violence, it is still rooted in some of the country's ethnic, religious and cultural norms and socialization processes. GBV is exacerbated in Kenya by an absence of strong prevention interventions; weak protection mecha-

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CSOs in Nepal experience challenges in capacity for evidence-based advocacy, MEL and collaborative leadership.

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nisms for survivors; slow and/or failure of prosecution of GBV cases; insufficient coverage of services for survivors; as well as weak programming and partnerships among both state and non-state actors to provide the survivors effective services and treatment (UN Women Kenya, 2018). In addition, there is a widespread lack of trust to authorities by citizens, especially women, and a belief that neither authorities nor traditional leaders will support them to gain access to justice or protection. The results in Box 4.15 focus on a particular project of CREAW: access to justice for GBV victims in Kibera, Nairobi City County.

Box 4.15: Key results on enhancing access to justice for GBV victims in Kenya

- Between September 2016 and April 2018, 1,260 of women reached out to CREAW for legal and psycho-social support related to sexual and gender-based violence; 46% of these (580 cases) involved domestic violence ranging from physical, sexual, emotional/ psychological and economic violence.
- Since 2016, 63% (790 cases) of the 1,260 cases led to prosecution and 38% of these (300 cases) have been concluded (CREAW, 2018).

Significance: since the establishment of the Kibera office in 2009, CREAW has managed to prosecute over 16,000 cases of sexual and gender-based violence, 20% of these during Finland's project period November 2016 to October 2018 (CREAW, 2018). While a baseline study was not available, the 2017 data still show that CREAW is acting its role as a key player assisting women in Kibera to claim access to justice and bring their cases to court. Interviews confirm that their presence, outreach, and continuous support to survivors were essential for GBV affected individuals to break the silence and go through the ordeal of prosecuting their perpetrators. There are many challenges individuals and particularly women face before and during the official path through the judicial system. First, it takes courage to speak out and risk stigmatization and discrimination by their community. Second, there has to be quick access to health clinics not only to receive emergency medical care and counselling, also to fill in necessary forms and provide the evidence needed for the court. Third, women need confidence that police and judiciary will ensure non-accusatory justice and the perpetrator will be punished. Finally, many women cannot afford the expensive court cases without financial aid.

If these (and other) challenges are not addressed, women who decide to break the silence often take alternative routes through the traditional justice system, which especially in pastoral and Muslim cultures, are male dominated and known for acting according to traditional values that do not often serve for the benefit of the victim. Hence, FLC project implementers (Samburu Women's Trust, Haki Africa and Wajir Women for Peace) argue that village elders and other opinion leaders are inevitable actors who must be taken into account.

CREAW offers GBV affected women a way to seek judicial remedy, if they wish. They are a first point of contact, support them through psychological and legal counselling, and accompany them throughout the process. Through this, CREAW does not only help the individual women. Given the socialization and normalization of GBV through religious and cultural beliefs as well as media,

Through its culturally sensitive, holistic approach, CREAW has become a key player in assisting GBV affected women in Kibera to claim access to justice and bring their cases to court.

cultural and traditional practices, the visible empowerment of women to take their cases to the justice system – and win – provides a powerful message to society about women's equality.

CREAW's example provides political leverage to the CSO community working on women's rights in Kenya. GBV is a flagship topic in the current government development plan, the Third Mid-Term Plan (MTP3) of the Kenya Vision 2030 (Republic of Kenya, 2017). Interviews indicated that the inclusion of GBV in the MTP3 and the launch of the new *"Joint Programme on Prevention and Response to Gender-Based Violence 2017–2020"* by the Government of Kenya and the UN are a result of consistent pressure from the development partners and national CSOs. The findings are also relevant in light of Finland's new bilateral project with the Government of Kenya which includes a GBV component.

GBV work in Kenya also faces serious sustainability challenges, including lack of GBV services, poor implementation of laws, low technical know-how and equipment for forensic investigation, insufficient understanding of human rights, and the lack of centralized and systematic mechanisms for collecting GBV data. Also there is chronic underfunding by the government and most GBV programmes depend on donors, who have currently reduced their funding, making their future uncertain (NGEC, 2016a).

Contribution: CREAW's work is financially supported through the Finnish FLC *'Prevention and Response to Gender-based Violence'* project (EUR 180,000, November 2016–October 2018). Finland is among a group of over ten active donors to the organisation (CREAW, 2017) (Annex 9). In the project application to Finland, CREAW reported three on-going grants from UK-based organisations (UK Aid Match, Comic Relief / Christian Aid, and Wellsprings) for the same thematic area equivalent to approximately EUR 865,000.

CREAW addresses GBV in several ways: i) assisting GBV cases to gain access to justice thus supporting implementation of the National Legal Aid Act; ii) strengthening GBV coordination amongst state and non-state actors to ensure efficient use of resources effective response to sexual GBV; and iii) supporting prevention of GBV through awareness raising, advocacy and collection of GBV related data to inform policy development and implementation (CREAW, 2017). The organisation employs the "SASA! Model" a comprehensive step-wise process that addresses societal, community, relationship and individual levels to tackle GBV, an approach seen to deliver positive results also in other countries (Watts et al., 2015). This integrated, comprehensive approach is one of the key factors for success, however, its implementation in Kibera is currently fully dependent on international donors. Strategies have to be found to overcome this aid dependency and increase sustainability.

Through funding CREAW's GBV work there is a niche for Finland to strengthen the local dimension of its GBV portfolio. Even if this is at a small geographic scale, the knowledge gained from these grass roots interventions will be beneficial for the other, multi-stakeholder approaches on a broader scale. According to interviews, the Finnish Embassy has convened several networking forums inviting CREAW to share their experiences with wider audiences of stakeholders from Kenya and Finland. Also, CREAW is part of government groups pro-

FLC funding has provided Finland an opportunity to strengthen the local CSO dimension in its GBV portfolio and gain access to knowledge from the grassroots level.

viding spaces for multi-stakeholder policy dialogue (Gender Sector Working Group, National Gender Technical Working Group).

The CSO work on GBV in Kenya is complemented by several programmes of multilateral actors: UN Women, for example, contributed to government publications on the subject that received wide attention (NGEC, 2016a), (NGEC, 2016b). Also, the extensive UN Joint Programme on Gender Equality and Women's Empowerment (2009–2014) involved a GBV component that was led by UNFPA with 10 other agencies including UN Women and IOM. This offers a conducive environment for Finland to build its new bilateral GBV programme using the lessons learnt from past and existing interventions, drawing also from the expertise of a gender counsellor at the Embassy as a knowledge hub. To the Evaluators knowledge, FLC funding to CREAW is not extended and Finland is also not supporting the new Joint UN-Government of Kenya GBV programme. Instead, MFA will through bilateral programming partner with selected county governments to support anti-GBV processes in the context of the on-going devolution process.

Testimony on CREAW enabling access to justice

- "I am a rape survivor. I was raped and beaten up left for dead. I called on Phoebe who works for CREAW. She took me through the process of reporting and treatment. I attend support group meetings once a month. It's helping me heal and cope. The lawyers at CREAW are following up my case."

A women rape survivor (CREAW, 2017a)

Case study 15: Enhancing anti–GBV and –FGM policy processes and action in Somaliland through CSOs (ISF)

Somalia

Apart from using multi-bilateral channels through UNFPA and IOM, Finland is also working through CSOs to promote W/Gs' rights in Somalia, including the Finnish NGO ISF and its partners. Since 2000, ISF is implementing projects in Somaliland with a permanent office in Hargeisa, aiming to end poverty and violence against women (ISF, n.d.b), and targeting also FGM. With an estimated prevalence of 99.1% (UNICEF, 2014), the number of women who are subjected to FGM in Somaliland is one of the highest in the world. Between 2013 and 2016, ISF has implemented eight different projects in Somaliland with five different local NGO partners (KPMG, 2017). These include the project *"Community Education on FGM"* implemented by "Candlelight for Health, Education and Environment" (CLHE or Candlelight); and the project *"Reduction and Mitigation of Gender Based Violence"* by the "Somaliland Youth Development and Volunteer Organisation" (SOYDAVO). Both organisations are active members of a further ISF supported actor, the "Network Against FGM in Somaliland" (NAFIS), established in 2006 by a number of local NGOs working on this theme (NAFIS, n.d.a). At the present, NAFIS has 20 member organisations and, as the only network of its kind, is operating in all the regions of Somaliland. The main purpose is to combat all forms of FGM in Somaliland through coordination and networking, policy dialogue, documentation and

The Finnish NGO "International Solidarity Foundation" (ISF) supports CSOs in Somaliland in combating all forms of FGM.

capacity building, advocacy, and lobbying a variety of stakeholders (NAFIS, n.d.a). Box 4.16 summarises some of the results NAFIS and its members have contributed to during the evaluation period.

Box 4.16: Key results enhancing anti–GBV and –FGM policy processes in Somaliland

- Between 2014 and 2016, 20 community gender focal points began their work in four districts of Togdheer region, regularly reporting occurrences to the police for action after receiving training e.g. on, GBV and FGM, community mobilization, and case management.

- In 2015, 15 students at Hargeisa University and journalists attending a training by NAFIS on the consequences of FGM, became committed to campaigning in their work against that practice. By 2017, the students had mobilized their peers and formed a network which remains very active in the social media, and they publish a Magazine covering also FGM issues.

- Religious leaders in Somaliland, who were opposed to discussing GBV/FGM issues in the beginning of the intervention (2015), later became active champions against the FGM practice in their communities.

- In 2016, 20 Somaliland parliamentarians (upper and lower houses) engaged in training on psychological and health effects of FGM on survivors. They became aware of the need to outlaw the practice and those of the upper house resolved to take a lead on this issue.

- In 2016, the Ministry of Employment and Social Affairs (MoESA) of Somaliland started collaborating with NAFIS chairing a monthly coordination meeting with its NGOs members, thus institutionalizing the collaboration between government and CSOs.

- In January 2018, the Lower House of the Parliament of the Government of Somaliland for the first time approved a bill criminalizing rape and other forms of GBV; in April 2018 it was passed by the Upper House.

Significance: FGM is a collectively held social norm, hence approaches addressing this harmful practice need to involve a variety of stakeholders. NAFIS members work with communities, governments, academia, media and other actors to promote anti-GBV and anti-FGM awareness and practice. For example, Candlelight selected and trained community gender focal points in the Togdheer region, 17 women and three men, on GBV case management, reduction and mitigation. Trust between the community and the police was enhanced and led to the reporting of a total of 350 GBV cases between 2014 and 2016 (interview data CLHE) (Candlelight, 2015).

NAFIS interventions sensitize and mobilize also young people. Students at the Hargeisa University who received training by NAFIS started campaigning against FGM, formed a social media network, and produced the annual magazine 'Voice of Social Workers' housed in the School of Social Work in Hargeisa University, for which they write articles on GBV/FGM (School of Social Work, Hargeisa University, 2017). It is an important achievement to enhance agency in youth as they can shape future social development and challenge social norms and values. In the case of FGM, it is of particular relevance when young men act as role models and openly declare that they oppose to FGM practices.

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Several NAFIS members together with other local CSOs sought dialogue with the religious leaders in Somaliland. While at project start (2015) these were reluctant to discuss FGM particularly when women were present, and hesitant to get involved in advocacy efforts, NAFIS informants stated that later in the project cycle some of the religious leaders embraced their interventions and started sharing information on the negative effects of FGM in their communities. The dialogue among NAFIS and the religious leaders is still on-going.

Since 2016, NAFIS engaged also closely with the Somaliland government. Monthly coordination meetings were arranged between the MoESA and civil society on matters relating to GBV and FGM activities, which demonstrates that MoESA recognized the importance of collaborating with local CSOs for policy formulation processes, consultations and joining efforts to advocate for total abandonment of the FGM practice. NAFIS encouraged particularly the members of the Parliamentary Social Affairs Committee to lobby with other parliamentarian groups. According to the network, the Committee was a critical actor, influencing other ministries such as Ministry of Religious Affairs and the Ministry of Justice, pushing for a new legislation that would ban FGM practice.

In February 2018, the Ministry of Religious Affairs announced a Fatwa banning two of the three types of FGM. The Fatwa has no legal significance and does not outlaw type one FGM (partial or complete removal of the clitoris). Hence, while some see the Fatwa as paving the way for legislative action, others see it as a risk that a future bill may also not ban all forms of FGM.

In April 2018, the Government of Somaliland adopted its first legislation outlawing rape, gang rape, sexual assault, trafficking and child marriage with the perpetrators facing between 15 years and life long sentences. This is clearly a sign for a shift in the government's mindset toward an anti-GBV position, yet, the bill does not ban FGM. Also, it still has to be put into effect, which may be impeded by one of its shortcomings: the bill does not make lack of consent the key determinant of rape; the victim has to prove use of force, intimidation or threat.

Hence, while important progress has been achieved in terms of changing key stakeholders attitude, willingness and practice, the way to a complete ban of FGM in Somaliland may still be long. As shown above, it will be crucial that all relevant actors can be persuaded to walk this path jointly.

Contribution: MFA Finland is supporting ISF through programme-based funding (c. EUR 14.3 million between 2010 and 2016) (MFA, 2017e). In course of the funding cuts in 2016, Finland has decreased their support to CSOs including ISF, yet it is still their largest donor contributing 49% of ISF's budget in 2017 (ISF, n.d.a). ISF channels financial support to their local NGO partners in Somaliland: NAFIS received c. USD 155,000 from ISF between 2015 and 2017, Candlelight c. USD 590,000 (2013–2016) and SOYDAVO c. USD 460,000 (2013–2017). These are indicative figures for only some of the CSOs working under the umbrella of NAFIS. The local organisations also received funds from other sources, e.g. NAFIS' donors include Kindernothilfe, Amplifying Change, Action Aid, UNDP, SYD-Forum (Swedish), and CLHE was supported by Finnish Church Aid, Kindernothilfe, Public Welfare Foundation, and Oxfam-Novib.

The CSO network NAFIS works through a multi-stakeholder approach, campaigning against all forms of FGM with the government and religious leaders, and building capacity in its CSO members to advocate at the community level.

Finland provides programme based funding to the Finnish NGO ISF which is supporting local NGOs in Somaliland.

Apart from funding, ISF also provides capacity building support to their CSO partners, e.g. through financial management and monitoring training. For example, according to a performance audit of three Somaliland CSO in 2017, including Candlelight and SOYDAVO, their financial management capacity was strengthened due to the training and was considered to be on an adequate level.

The establishment of the gender focal points in target communities was a result of collaborative efforts of Candlelight, SOYDAVO and NAFIS, who also worked together to strengthen cooperation and collaboration of these with their local police. Candlelight provided training to the focal points in basic rights and economic and political empowerment of women. SOYDAVO's interventions helped to build confidence in the communities to report GBV cases to the police. NAFIS also opened three FGM centers and hired staff to counsel FGM cases, provide advice and refer them to medical centres. Informants from the CSOs told the Evaluation Team that *"the Finnish financial support through ISF has helped us greatly to address GBV and FGM issues and to empower women and girls in Somaliland"*. The organisations are in direct contact with the people and needs at the grassroots level and can share their knowhow and learning through the NAFIS network.

NAFIS provides platforms for capacity building and knowledge sharing among member organisations and other stakeholders (NAFIS, n.d.b). For example the network organized events convening NGOs applying the "Self-Help-Approach" (Candlelight, n.d.). NAFIS members further advocated with youth from Hargeisa University, University of New Generation, and youth associations in Togdheer and Sanaag between 2015 and 2017, and they engaged with local media, sponsoring campaigns, facilitating talk shows and debates among stakeholders to raise awareness.

NAFIS' main focus is on campaigning for the approval of a national anti-FGM policy and legislation to eradicate all forms of FGM practices. Seven NAFIS members form the Advocacy Working Group (AWG), including Candlelight, that is communicating and lobbying about FGM issues (MFA KPMG, 2017). A turning point in terms of scaling up outreach activities and increasing impact was the involvement of the Somaliland parliamentarians, who were offered training on psychological and health effects of FGM on victims. NAFIS held national and regional level coordination meetings for anti-FGM stakeholders and, in a joint ISF-NAFIS-Government effort, facilitated dialogue on FGM between religious leaders and health experts. As confirmed by the MoESA representatives interviewed in this study, NAFIS assisted the Ministry in 2016 to review and summarise an Anti-FGM bill (which NAFIS had supported to draft in 2012), and facilitated translation of the Anti-FGM/C policy into Somali language in 2017, with financial assistance from Comic Relief through Action Aid. While Puntland has already passed such a bill, it is still in draft process in Somaliland.

NAFIS and its members were also part of the GBV sub-cluster in Somalia, coordinated by UNFPA, whose work was pivotal to the above results and for the on-going CEDAW ratification processes (see also Case Study 8). Under leadership of MoESA as chair and UNFPA as co-chair, sub-clusters were established in Burao and Berbera in Somaliland in 2016. Also, UNFPA's JHNP programme included an FGM component establishing taskforces to work with key government, community and civil society stakeholders and networks (WHO, UNICEF,

UNFPA, 2017). UNFPA organized a series of training programmes, targeting nearly 700 religious leaders in Puntland and Somaliland, to strengthen their capacity as actors of change to conduct effective dialogue with individuals and communities on issues relating to FGM (UNFPA, 2016).

Other contributors supporting anti-GBV and anti-FGM activities in the same districts as the NAFIS members include Kindernothilfe, UNDP, Forum SYD, Somali Swedish Research Association, Health Poverty Action, EU, and Action Aid International.

Testimony: Statement of a NAFIS member

- "It will still take a lot of time and effort to completely eliminate FGM. But at least now the young generation has been educated about it, so they are supportive."

Nimo Marjaan, activist and member of NAFIS network, (ONE, n.d.)

4.2   Finland's contribution to gender results

Gender results emerging from Finland's direct or indirect contribution and their significance were described in the case studies for their respective global, country or local contexts. In Section 4.2.1 we briefly summarise some general findings on the nature and type of the results observed, concentrating particularly on behavioural type changes. In Section 4.2.2 we highlight some specific good practice examples of Finland's policies, programmes and practices to enhancing GE and W/Gs' rights, and Section 4.2.3 focuses on Finland's contribution through policy dialogue activities.

4.2.1   Nature and types of gender results

The concept of looking at outcomes as social changes has been successfully employed in monitoring nuanced gender changes (CARE, n.d.) (Shumba & Demmela, 2018), A recent study summarizes experiences and lessons learnt using the "Outcome Mapping" approach which employs some of the concepts of OH (Zaveri, 2017). In this evaluation, some of the observed behavioural change results were categorised, clustered and assessed for patterns of change. These data provided a good overview on the nature and spread of Finland's influence.

Behavioural type changes were observed to emerge on the global, national and local levels. On the global level these involved actors such as the UN organisations, member states, and UN commissions or committees. On the national and local/ community level, the changes concerned a broad range of actors including country offices of the UN entities, government politicians and officials, project and programme implementers, target audiences such as youth, as well as beneficiaries, i.e. women and girls. This underlines the fact that Finland reaches a wide variety of societal actors either directly or indirectly through its partners and their implementers in order to progress its ambitious Pillar 1 Development Policy goal: enhance the status of all women and girls.

Table 2 identifies four broad groups of actors and captures some of the behavioural changes observed in these, although not comprehensively. The changes were also categorised following an advocacy strategy framework along a

Behavioural type changes to which Finland's support contributed directly or indirectly, in a small or large way, were observed in a wide range of societal actors.

continuum that can be applied to social and policy change (Coffmann & Beer, 2015). For example, in Case Study 9, actors demonstrated changes in awareness or attitude, such as the local health care staff at Hargeisa Group Hospital demonstrating a more positive attitude toward new ways of health care provision. Then, there were changes in willingness or capacity to take action on an issue, for example the hospital staff obtaining the skills to act as master trainers and facilitating Train the Trainer Workshops, thus acting as further change agents. Finally, there are individual or institutional practice changes, such as the hospital offering a broader range of better quality services to an increased number of patients, including pregnant women and mothers, resulting e.g. in reduced neo-natal mortality rates (Annex 14, Figure 1).

The changes observed in complex dynamic systems are by no means always as linear as described in the somewhat simplified model above. The Kenya outcome map for Case Study 7 visualises illustratively the multitude of changes required in many actors and on several levels of the pathway of change to advance women's role in public governance institutions (Section 4.4, Annex 13, Figure 8).

Although Finland takes a rights-based approach (HRBA) which emphasises duty bearers and rights holders, it is clear that some of the most successful results for gender will involve changing patriarchal values deeply held by women and men alike. As UN Women noted in the case of the practice of chhaupadi in Nepal: *"Mindsets also have to change, not only the law"*. Changing gender norm standards and power relations particularly in male-dominated societies is highly challenging and will need to involve multi-level approaches targeted at national societal structures and mechanisms, as well as at communities and specific groups of the population, and at individuals. The case studies provided some evidence for progress in this direction. For example, at the community level in Nepal, the collaborative work of FFF/FPAN and WWF with a peer to peer programme among youth helped change attitudes of and about young women who started accessing SRH services at an increased rate (Case Study 12). In Somalia, changing the attitudes of conservative Muslim clergy in Somalia made them active advocates in their communities for abolishing FGM (Case Study 15). While the changes at the higher levels are sometimes difficult to link directly to gender impacts on the ground, they are nevertheless essential, incremental steps towards more gender transformative change, as demonstrated in some of the case studies. For example, the integration of the HRBA and GESI strategies into the WASH sector in Nepal provided the framework for women's´ participation in decision-making and in community affairs (Case Study 10).

The use of the adapted OH approach to collect behavioural type results helped to compile a rich variety of results of different type and nature, some of which not reported before. For example, Case Study 10 highlighted women changing their use of time due to the provision of water supply; and their borrowing of money from the Water Users and Sanitation Committees to develop economic activities, both enabled through the WASH project. Documenting and assessing the behavioural changes observed in various actors on different levels in the way described here helps to think through and articulate the processes for how social change occurs in particular settings and contexts. Such impact pathway examples are discussed in more detail in Section 4.4.

Table 2: Examples of the nature and type of behavioural changes observed in the case studies

Awareness, attitude	Willingness, capacity	Practice
Partners and implementers (Multilateral/ multi-bilaterals, CSOs, other implementers such as project staff)		
• None observed in this study	• Build coalitions to increase expertise and resources for joint agenda setting on gender and/or implementation of gender programming	• Change strategies to integrate gender themes (more strongly) • Change monitoring and reporting practices
National and local governments (politicians, officials, authorities incl. police)		
• Increase sensitivity (attitude and behaviour) toward improving W/Gs' rights • Engage and request for political and/or technical support on gender	• Build coalitions for agenda setting, implementation and/or monitoring policies and plans relating to gender • Increase willingness and capacity for agenda setting, implementation and/or monitoring policies and plans related to gender • Take responsibility and ownership of processes promoting GE and W/Gs' rights	• Negotiate, draft, launch or pass plans, guidelines, policies, resolutions, bills, standards relating to gender • Promote females taking up (leadership) positions
Target audiences (local institutions, opinion makers, communities, individuals)		
• Local professionals change their awareness or attitude toward gender themes • Men and women in communities approve of women's new roles and responsibilities	• Local institutions increase institutional capacity to deliver enhanced services • Local professionals increase individual capacity, i.e. technical knowledge and skills	• Health care institutions provide high quality, inclusive services to women and girls. • Opinion makers start advocating for abolishing FGM • Youth and adolescents engage in advocacy promoting gender goals • People take agency to report on GBV incidents
Beneficiaries (women, girls)		
• Women are more confident e.g. to apply for positions or take on community roles	• Women and girls increase capacity to claim their rights • Women gain skills that are traditionally considered male professions	• Women actively claim their rights • Women increase their livelihoods • Women take on (leadership) positions

4.2.2   Good practices and strategies in promoting gender change

Most of the case studies, with the exception of the GIZ study (Case Study 11) and the IHRICON case (Case Study 13) can be seen as good practice examples depicting how combined efforts of a plethora of contributors and contributions led to the emergence of more or less linked gender results. This section emphasises some key findings and synthesises a selection of good practices observed to have been successfully implemented in the case studies.

Strategically selecting partners is an important approach for increasing Finland's leverage. For example, the choice of prioritizing and supporting UN Women is highly strategic not only because of the alignment of values, but because as a small agency, a modest contribution to its core budget gives Finland a position of influence. Finland still has been the sixth largest donor to UN Women considering core and non-core funding in 2017, and the fourth considering only core funding. UNFPA also has a mandate closely aligned with Finland's priorities and Finland is influential as one of the largest donors, ranking at position seven for core funding in 2017 (Annex 11).

Intersectionality is an important factor to consider in gender programming: Most of the case studies implicitly or explicitly recognise the dimensions of intersectionality, meaning that women's experience of discrimination may also be shaped by factors other than gender, such as class, race, caste, age, or religion. These identities may be found as important or even more important to women than their identity as women: *"Women in the South, in most cases are very aware of the suppressing factors of their circumstances. They also identify with **their multi-layered communal identities, roles and related obligations**. Liberation from these ties may not be seen always as preferable."* (Hellsten, 2016). Layered communal identities found and addressed in the case studies included for example, conservative, rural Muslim communities, and communities in Nepal with strong caste systems. This by no means suggests that culture should be used as an excuse to block women's rights. In Kenya, however, NGOs implementing projects funded by the Finnish FLC (Samburu Women's Trust, Haki Africa and Wajir Women for Peace) all underlined that, regardless of the challenges, promotion of women's rights cannot ignore the traditional leaders and the effect they have on women's and men's identities. A dialogue has to be opened with them no matter how challenging the task might appear. However, it is important to choose the paradigm carefully, e.g. finding arguments that resonate to men's point of view is among the approaches that can be tested. In Somalia, UNFPA worked closely with religious leaders to address FGM within the cultural context, drawing Muslim theologists who could demonstrate that FGM is no part of the religious requirements. In Nepal, in the GRED training to conflict affected women on entrepreneurial skills and GE, special attention was paid to include women from various backgrounds including castes with low social status (e.g. Janjati and Dalit, Case Study 5).

Programmes combining various thematic approaches depending on the context, can enhance empowerment of women and girls, or increase their agency: In Nepal, attention to both entrepreneurial skills and leadership training through UN Women programmes SIWPSAN, ARE and AWEE led to mutually re-enforcing incremental changes in the way women saw themselves and the way they

> To be effective, gender analysis and planning must recognize that women have many identities in addition to their gender identities.

are perceived in society. While their income earning capacity helped to raise their status and their options, their increasing confidence combined with leadership training led the women to organize and carry out additional initiatives, such as become involved in local gender budgeting (Case Study 5). In Case Study 12, SRHR and biodiversity conservation were promoted through an integrated approach in Nepal which was mutually beneficial, resulting in an increased number of young women making use of SRH services, but also youth engaging as 'peer educators' and thus acting as change agents for both themes. Hence, empowerment is not thematically specific, for example, income generation, political participation, climate adaptation, humanitarian responses, or freedom from fear of GBV, are all possible entry points for increasing women's options and their ability to take advantage of them.

A two-pronged approach enhances positive gender change: Empowering women on the one hand, and on the other creating an enabling environment need to go hand in hand. Programmes at the country level demonstrate that the most successful approach for achieving W/Gs' rights is to address both processes. In empowering women, indicators may include, e.g. self-confidence, pride, independence among others. Contributing to an enabling environment can be an enacting legislation, changes in cultural attitudes, quotas, and more. In HRBA terms, this is strengthening the rights holders' capacity to hold duty bearers to account and building the capacity of duty bearers to meet their responsibilities. For example, in Nepal (Case Study 5), training in economic and political participation helped women to feel confident about their capacity to take political action, such as lobby for use of gender budget funds, or running for local office. Creating budget options and convincing political parties to adopt a 40% quota for women formed part of the enabling environment. Similarly, both sensitising women aspirants as well changes in the electoral system were needed to make it easier for new women leaders to be elected (Case Study 7, Section 4.4).

Projects/programmes that move from women's practical needs to their strategic interests have more impact and greater sustainability: While Finland is committed to meeting women's practical needs such as, for example, SRH, protection from GBV, and access to economic opportunities, it has much more relevant and sustainable impact if these practical needs are used as a starting point to address strategic interests (defined as long term structural changes related to women's status and equality), wherever possible. This is particularly the case where these common interests shift the balance of power by ensuring women have more viable options. In the WASH programme in Nepal, women's practical hygiene needs were addressed while contributing to change in attitude and laws regarding the repressive chhaupadi customs (Case Study 10). In Somalia, although the pressing problem was health care in general, including women's reproductive health, attaching awareness on FGM issues contributed to addressing serious physical and psychological harm to which all Somali women are vulnerable (Case Study 8). In the case of CREAW in Kenya, the project met the primary needs of individual survivors of GBV by providing health and psychological care; it also supported them in taking their cases to court and winning, which conveyed a powerful message on women's equality, as well as support to other CSOs addressing GBV (Case Study 14).

Empowerment of individual or groups of women is most effective when accompanied by promoting an enabling environment for their agency.

4.2.3   Finland's contribution through policy dialogue

Finland's Development Policy Plan 2016 notes that it will pursue its objectives through policy dialogue and development funding, and that it will focus on more goal oriented policy dialogue with multilateral and bilateral partners (MFA, 2016a). Policy and influencing strategies are developed by MFA at several levels: An overall UN strategy guides Finland's approach to working in the multilateral framework. This is actualized on a regular basis with short term (2-3 year) "policy and influencing plans" for all agencies that receive more than EUR 1 million. At the country level, context specific policy and implementing plans relating to programme goals are included in their Country Strategies.

Although Finland has had policy and influencing plans with its multilateral partners since 2014 there is no clear definition of the term "policy dialogue" by MFA. A useful general definition was adopted in a recent study of SIDA's policy dialogue at the country level:

> *"Policy dialogue is an instrument of development co-operation that brings together two or more parties to discuss, and possibly reach consensus on, the core values underlying their policy and programming decisions, including resource allocation. It is often supported by complementary processes, such as research, to provide evidence and a rationale for reform or capacity building of national CSOs to facilitate their participation in policy dialogue."* (SIDA, 2015a)

Although simple and rather general, the definition covers a core finding of the evaluation, which is that policy and influencing are based on values and are best achieved through a variety of complementary approaches planned around achieving specific objectives.

Start and Hovland (2004) defined four categories of policy influencing activities: advising, lobbying, advocacy and activism (Start & Hovland, 2004). They mapped these along two gradients, the first defining the level of "inside track" (where change agents work closely with decision-makers) and "outside track", (where changes are sought to be achieved through confrontation and pressure). Second, they distinguished between evidence and research led approaches versus those that are mainly value and interest driven.

Based on this an Overseas Development Institute (ODI) study identified three types of policy influencing activities: evidence and advice; lobbying and negotiation; and advocacy and campaigns. This corresponded to the categories of Start and Hovland, but combined the latter two, advocacy and activism, as these were considered to be very similar (Jones, 2011). Activism is one form of advocacy strategy using pressure to achieve policy change and works usually from outside the policy communities (betterevaluation, n.d.). In the following we use the policy dialogue types defined by Jones (for details see Table 1 in Jones, 2011), yet maintain the somewhat artificial distinction between the advocacy and activism categories, mainly to show where Finland has been (indirectly) involved in fostering citizens' engagement in advocacy. Figure 2 maps these efforts on a graph differentiating between global level and country level approaches. In addition, we distinguish between direct and indirect Finnish involvement, with the latter being indicated in italics.

Global and country level policy dialogue

At the multilateral level Finland uses policy influencing, along with core funding, as the principle means to promote its Pillar 1 policy goals and strengthen global gender norms and standards (the different types of policy dialogue are discussed below). Guidance on this is provided through the overall UN strategy and the UN agency specific policy and influencing plans which emphasise Finland's strong focus on W/Gs' rights and HRBA. However, according to the Permanent Mission policy priority setting would benefit from less broad and abstract, but more concrete goals.

The focus at the country level is then to promote the implementation of these norms through national level policy influencing and programmatic goals. Finland approaches this through two means: directly through its own actions and relations with national governments and bilateral programming and indirectly through supporting their partners work in the countries. For example, in the case of policy and influencing on UNSCR 1325, Finland used its own experience in developing a NAP (evidence and technical knowhow) for direct support of the Kenya NAP development through twinning, supported by its Embassy (Case Study 6). It also aimed to link the national with the global UNSCR 1325 agenda, e.g., recently providing a gender balanced UN Military Observer Course in Helsinki with the support of Member States, with more than half of the participants comprising female officers from mostly African countries (Case Study 3). In a further case, Finland's Embassy in Kenya facilitated partners' advocacy promoting dialogue on GBV by convening several networking forums and inviting the NGO CREAW to share their experiences with wider audiences of stakeholders from Kenya and Finland (Case Study 14). Finland also contributed indirectly to policy dialogue and advocacy on GBV and FGM at the national and local levels, for example channelling funding through ISF to the CSO network NAFIS in Somalia who strives to achieve total eradication of FGM, amongst other, through advocacy and lobbying (Case Study 15).

One weakness noted is that there is little correlation between the global policy and influencing plans and the national plans, except in the thematic areas. Also, interviews with Embassies revealed that Finland's multilateral policy and influencing plans were not always used as a tool for priority setting when preparing Country Strategies, and policy dialogue priorities were defined independent of these. For example, the UNFPA and UN Women policy and influencing plans include goals of strengthening performance of the agencies in MEL, and in UN Women's case, its coordination mandate, at the country level. While the MFA contributed to this by strengthening the capacity of the UN agencies at the global level (Case Study 3), the evaluation found no evidence that Embassies in the focus countries had any strategy to support these objectives at the national level.

At the country level, policy and influencing strategies are based mainly on supporting programme or project objectives.

Figure 2: Examples of types of observed policy dialogue strategies

Evidence / Science based

Evidence and advice

Cooperation / Inside track

Confrontation / Outside track

Advocacy and campaigns

Lobbying and negotiation

Fostering citizens engagement (activism)

Interest / Values bsed

Global / Regional

- Policy briefings
- Technical support
- Evidence base: (Panels, seminars, side events)
- High level task forces

Bilateral / National /Local

- Twinning (e.g. CS6: Kenya, Finland on NAP 1325)
- Experience from field work (WASH Nepal, GBV Kenya)
- Commenting on policy documents
- *UNFPA training on CEDAW in Somalia*

Global / Regional

- High level speeches at UN (Ministers, Permanent Representative)

Bilateral / National /Local

- Speeches by Ambassadors
- *CSO networking on FGM (NAFIS Somaliland)*
- *UNFPA, in Somalia FGM advocacy w/government*

Global / Regional

- Influencing 2, 3 & 5th UN GA committees
- Board membership/ chairing
- Strategic networking
- Persuading GA votes
- Influencing EU policy, WEOG positions

Bilateral / National /Local

- Bilateral meetings among Embassies and UN agency country offices
- Participation in consultation workshops and steering committee meetings

Global / Regional

- HeForShe movement
- SheDecides movement

Bilateral / National /Local

- *GBV/FGM campaigns by students in Somaliland*
- *Peer to peer youth groups on SHRH in Nepal*

Source: adapted from (Start & Hovland, 2004), (Jones, 2011)

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Evidence and advice

As depicted in Figure 2, MFA exercises all of types of policy influencing activities identified by Jones (2011). Activities in the upper left quadrant, involving evidence and advice, might be considered fairly "soft" policy influencing, promoting change by showcasing results from research and experience.

At the global level, MFA provided technical assistance, organised seminars on key issues; side events at CSW and ICPD sessions; participated in high level task forces, and promoted good practices arising from country programmes, developing and/or sharing evidence. For example, according to the UN Women/CSW web site, in the four CSW events from 2015-2018, Finland sponsored or co-sponsored 28 side events on a range of issues. Finnish experts participated in the HLTF on the 20th anniversary of ICPD, and the 15th anniversary of UNSCR 1325; and Finland provided technical support to the UN Women FPI to "Making Every Woman and Girl Count".

Examples at the country level are quite varied, including the UNSCR 1325 NAP twinning and the CREAW experience mentioned above, as well as indirect efforts through UNFPA to guide the government of Somalia in the issues regarding CEDAW ratification, and the use of direct evidence from projects such as the WASH programme in Nepal for influencing government responsiveness to gender issues.

Lobbying and negotiation

In the lower left side quadrant, Finnish activities are almost exclusively at the multilateral level, and require intense efforts. Finland has shown that it has access to a wide range of tools and channels for policy and influencing through lobbying in UN entities including membership in UN partners' boards to influence agendas, active participation in key policy forming committees (2nd, 3rd and 5th committees of the UN GA), through informal lobbying, and participation in influencing groups, particularly the Nordic Group (see Annex 11 for a list of different types of influencing strategies and channels).

Lobbying efforts include formal settings such as participation in GA Committees where proposals for sessions of the GA are formulated, and additionally in some cases by volunteering to "burden share" – lead discussion on issues that also gives them influence over wording. Membership on agency boards gives Finland greater say over the agenda, and a role in influencing strategic plans. Although most of this happens informally, staff at the Permanent Mission in New York lobby individual members on critical votes. However, as a small country, much of Finland's influence is in collaboration with other actors, particularly the Nordic Group and the EU. In the latter case, the EU votes as a block in the UN so the lobbying takes place within the EU rather than the UN. The WEOG (Western Europe and Others Group) does not vote as a group, but is a space where Finland can both lobby other members on key issues, and jockey for the key board positions that are distributed among the regional groupings. While generally the Nordic group holds similar values and objectives as Finland, the EU carries more weight. However, in the latter case, there are some very conservative countries that lower the common denominators in order to achieve consensus.

Evidence, advice and technical support are effective "soft" approaches to influencing policy.

Advocacy and campaigns

The upper right hand quadrant represents Finland's clear and unequivocal stand on issues of principle. Any high level statement by government ministers or ambassadors can be considered a form of advocacy. As a small power, Finland has been careful in how it uses this political capital. Most notable in this area is Finland's outspoken support of SRHR. This is an issue that Finland is clearly identified with, according to most informants who also had rather strong opinions on whether it was productive or counterproductive to be this outspoken. One INGO involved in SRHR noted that Finland's position on SRHR was highly appreciated, but that it limited Finland's ability to quietly negotiate with the still unconvinced.

CSOs are also particularly prevalent on the right side of the graph. The evidence presented in the case studies show that NGOs such as CREAW in Kenya or NGO networks such as NAFIS in Somaliland can be very active advocates with the government and opinion makers, as well as communities.

Fostering citizen engagement and agency

Following Jones (2011), the "Advocacy and campaigns" category would also comprise Finland's activities in the lower quadrant of Figure 1. This includes global movements such as UN Women's HeForShe (UN Women HeForShe, n.d.a) and SheDecides (SheDecides, n.d.). HeforShe was initiated by UN Women in 2014 as a global movement calling men to stand together in solidarity with each other and with women to end sexual harassment. It was launched by an impassionate speech of British actor and UN Women Global Goodwill Ambassador, Emma Watson, that helped to mobilise more than 100,000 men within just three days. According to its website, to date it has spurred over 1.7 million commitments around the world (1.3 million men, c. 384,000 women, and c. 40,000 others). The HeForShe IMPACT 10x10x10 initiative engages key government, corporate and academic representatives to take action and drive change from the top. Among the members of the IMPACT Champions group is also the Finnish President, Mr. Sauli Niinistö. He has actively supported the movement, e.g., presenting a statement during the launch of the HeForShe IMPACT 10x10x10 Parity Report in September 2017 (UN Women HeForShe, n.d.b).

As mentioned in Case Study 1, Finland was one of the biggest donors to the SheDecides movement and provided high level policy advocacy support with Finnish ministers acting as champions in the SheDecides movement. The movement was launched as a response to President Trump's reinstatement and expansion of the "gag rule" in January 2017, to boost global engagement for the fundamental sexual and reproductive rights of girls and women. The first SheDecides conference in Brussels in March 2017 co-organised by the governments of Belgium, Denmark, the Netherlands and Sweden, gathered more than 50 governments, as well as representatives from UN agencies, CSOs, the private sector and others, and resulted in EUR 181 million of new pledges and a new generation of Champions. The SheDecides Support Unit is currently hosted by the Children's Investment Fund Foundation (CIFF). According to an MFA informant, Finland sees SheDecides as an advocacy movement for SRHR they strongly support, with one of the units dedicating a substantial amount of work (75%) to this area.

There is also evidence for Finland's indirect contribution to foster citizen engagement and agency at the country level. For example, CSOs in Somalia have stimulated students to engage in advocacy publishing articles on GBV/FGM (Case Study 15). In Kenya, the FLC supported organisation CREAW is implementing a comprehensive SASA! approach with the four phases "Start, Awareness, Support and Action" to mobilize community engagement against GBV and HIV/AIDS (Case Study 14).

4.3 Comparative advantages of aid modalities

Table 3: Value and merit, as well as shortcomings of the aid modalities

VALUE AND MERIT (+)	SHORTCOMINGS (-)
Multilateral	
Promotes Finland's values on a global scale through a positive normative framework The Finnish position is magnified through strategic groupings, particularly the Nordic group Core funding promotes longer term, less fragmented programme planning Strengthens agency capacity to support more concrete implementation of global agenda at the national level	Lack of visibility of Finnish contribution Achieving consensus includes compromise; sometimes results in agreeing to lowest common denominator Core funding runs risk of subsidizing other donors' earmarked funds if not fully cost recovered (applies also to multi-bilateral) Success in policy influence takes high level of human resources from Finland (MFA, Permanent Mission)
Multi-bilateral	
Reputation, status of UN agencies with member governments; perceived as neutral, professional; high level of access to duty bearers Access to specialized global expertise and technical assistance from UN agency headquarters, particularly in establishing global norms in national context May be supported by multiple donors – more stable, sustainable funding, promising larger-scale impact Access to in country implementing partners of multi-bilateral organisations	Limited control over implementation strategies and reporting quality
Bilateral	
Direct access to government and key stakeholders, including beneficiaries High level of input/control in planning, implementing and monitoring Involvement provides opportunities for direct evidence-based policy influencing	Finland responsible for ensuring technical expertise, including high level of gender knowhow Achieving the advantages listed requires significant human resources
CSO/NGO	
Funds channelled to grassroots level close to final beneficiaries, often beyond reach of donors or other external agents Better positioned to address local customs (attitude/behaviour) – particularly important in gender Direct access to learning lessons on what works in the specific context, and at the global level Can strengthen capacity of rights holders to hold duty bearers accountable; strengthen democracy	Civic space is seriously constrained in many countries Highly heterogeneous group – many may need significant support Relatively high management cost in terms of human resources (FLC)

This section highlights some of the comparative advantages and shortcomings of the aid modalities assessed in this evaluation: Sections 4.3.1 to 4.3.4 discuss Finland's multilateral, multi-bilateral, bilateral and CSO/NGO cooperation in turn; and Section 4.3.5 looks at synergies emerging among these. Evidence in this section is drawn from the case studies as well as document reviews and interviews.

Comparative advantages could be identified for each of the modalities. Similarly, there were gaps in policy or programme implementation observed in all modalities that limited their effectiveness. Table 3 summarises the strengths and weaknesses of the various aid modalities identified in this study, which are further discussed in the following.

4.3.1   Multilateral cooperation

Multilateral channels offer donors opportunities for collectively organising, pooling and advancing common global causes (Gulrajani, 2016). Finland has expressed strong support for promoting a global approach to GE and W/Gs' rights. It regards the UN *"as the most important instrument of global multilateral cooperation"* and seeks to *"strengthen its role and capabilities as regards better management of globalisation"* (MFA, 2013b).

The multilateral case studies showcased some of Finland's contributions to promoting gender goals at the global scale: they supported efforts to strengthen the global normative framework for gender, as well as to improve coordination and enhance the UN reform process, which is expected to lead to a more efficient and effective aid delivery also with respect to achieving gender goals. In addition, substantial core funding to the two relatively small but leading agencies on gender issues, UN Women and UNFPA, gave Finland added weight to shaping the gender agenda, and at the same time, helped to ensure agencies provide better support to the work of their country offices. Core funding is expected to contribute to longer term, less fragmented programme planning, which promotes more efficient implementation of UN agencies work. UN Women informants speak of Finland as a financially and politically committed and consistent donor whose core funding is very important, allowing the agency to perform their triple mandate and contribute to long term change.

The multilateral level is particularly important because the global norms and development goals (such as the SDG, and particularly SDG 5) form the framework for development cooperation and provide powerful tools for advocacy in the other three modalities. As Finland's UN strategy notes: *"The guidelines adopted by the world organisation create rules for international cooperation, impacting the lives of millions."* (MFA, 2013b). As a member state, Finland has a vote and a stake that includes its assessed contributions. In addition, it has access to structures beyond the General Assembly vote – such as participation in the 2nd, 3rd and 5th committee of the General Assembly, which together with specific lobbying activities give Finland an opportunity to influence the gender agenda.

On the other hand, multilateral contributions are sometimes perceived to lead to less donor visibility compared to, e.g., bilateral or other earmarked aid, which are more easily showcased in the own as well as partner countries (Klingebiel,

2013), (Gulrajani, 2016). In a multi-stakeholder landscape such as the UN, where most agreements are achieved through concerted action and consensus, and influencing often occurs in an informal, person-to-person way, it is generally difficult to attribute achievements to single parties and even contribution is often difficult to establish. In this evaluation, informant views from representatives of UN agencies, like-minded countries and INGO headquarters in New York acknowledged Finland's role in contributing to results through multilateral core support and policy dialogue, and some evidence could also be traced through secondary sources. However, how important Finland's influence was relative to that of a plethora of other contributors was not possible to assess in this study.

Further, while on the one hand Finnish positions can be magnified through strategic groupings, particularly the Nordic group and other like-minded countries, a challenge of influencing and negotiating in a complex and dynamic multilateral environment is that achieving consensus often includes compromise. Gender is an important theme in the EU, yet, there is a risk that in some instances it is traded for other, seemingly more pressing items agreed to be promoted through EU's voice. In such cases, Finland has to be able to find other ways in the UN dynamics, e.g. through its UN partners, to emphasise their position.

Finally, there are drawbacks concerning resources and use of funds. Multilateral cooperation takes high levels of human resources from MFA and the Permanent Mission to carry out effective policy dialogue and influencing in the global arena. Core funding runs the risk of subsidizing other donors earmarked funds if not fully cost recovered (applies also to multi-bilateral). This is an issue Finland has raised with its partners and there are on-going discussions on how to resolve it.

4.3.2   Multi–bilateral cooperation

At the country level, multi-bilateral programmes have distinct advantages. Multilateral organisations are seen as respected, neutral entities, helping member states turn their global commitments into enforceable laws, policies and good practices that will help them to meet these goals (Gulrajani, 2016). Although they work with many partners, their primary relationship and strength is their ability to interact directly with member states, and primary tools are the global norms, and vast accumulation of technical expertise. Case Studies 4 and 6 are good examples of how global resolutions, here UNSCR 1325, are converted into national plans and then to some extent, implemented. UN headquarters also provide access to specialized global expertise and technical assistance, e.g. in the case of UN Women through the 27-person department for WPS, headed by a Finn since 2015 and supported by six field advisors.

The Country Strategies and programmes of UN agencies are often supported by multiple donors, promising more stable, sustainable funding. Such coordination of donor efforts and pooling of resources allows larger-scale tasks at the national level. For example, UNFPA's JHNP programme was supported by Finland with EUR 15.5 million between 2014 and 2017, adding to funding from DFID, Sweden, SDC, and AusAid, and totalling 131.5 million for the com-

Achieving consensus in a group results in a stronger advocacy position, but sometimes at the expense of agreeing to a lower common denominator.

Multilateral agencies are accepted by member states as respected and neutral entities, with access to global expertise.

plete project period 2012–2016 (Case Study 8). The programme was designed to deliver large-scale programme support across the six WHO building blocks of the health system strengthening approach and was aligned to the principles of the Somali New Deal, Compact, and Health Policy including activities from the Health Sector Strategic Plan (HSSP).

UN agencies, especially UN Women, work with other actors, including CSOs, for the implementation of these plans. Effectiveness of the multi-bilateral modality thus depends not only on the respective agency's in-country capacity, but also on how able they are in engaging other implementing partners. In the case studies assessed here, both UN Women and UNFPA had good NGO networks and a commitment to include them in the national dialogues in the respective case study countries. For example, in Kenya, CSOs such as the RWPL played a decisive role in involving communities in peace building activities (Case Study 6), and in Nepal (Case Study 4) NGOs were instrumental in providing training to conflict affected women.

However, in some instances the agencies did not seem to fully leverage from the technical and context expertise of their CSO partners, seeing them in a more utilitarian way rather than as full partners. Experience in Nepal suggests that while NGOs were an integral part of the programme implementation they did not support it as active agents contributing in a participatory way to the strategic direction of the interventions (Case Study 5). These are missed opportunities for drawing from the extensive context expertise of local CSOs, e.g. for gender analysis. Finland has only indirect influence over such strategies of their multi-bilateral partners. Similarly, partners' MEL and reporting systems are only to a limited extent under Finland's control, namely where their own donor reporting is concerned.

Generally, it has been stated that *"Multilateral aid leaves far less scope for individual donor countries to pursue their own interests, making it less politicised and interest-based"*, although this may, on the other hand, facilitate greater ownership by partner countries (Klingebiel, 2013). It is important to note that the definition of "multilateral" and "multi-bilateral" funding is not used consistently by donors and in the literature. Multi-bilateral support from Finland included some programme or project specific funding, but also, as in the case of Kenya, substantial funding to the overall Country Strategy. This distinction is important. An ODI comparative study of the effectiveness of different modalities includes programme support in its multilateral modality, and earmarked funds as multi-bilateral (Gulrajani, 2016). Multilateral approaches scored quite highly in two studies consulted because of their perceived neutrality which makes them acceptable to all parties, due to the likelihood that allocations will address development priorities, and to the technical expertise they can provide (Biscaye, Reynolds, & Anderson, 2017), (Gulrajani, 2016). However, the study addressing earmarked funding found that it had the potential negative result of hijacking the agreed global agenda for national interests. In some cases this was due to concerns over efficiency and the time consuming processes of the UN (Gulrajani, 2016). On the other hand, interviews showed that earmarking was also a way of ensuring accountability or value for money. More effective monitoring and evaluation within the UN system, which is part of Finland's UN strategy, could partially address this concern. Generally, non-earmarked fund-

ing supporting overall programme priorities in the country would be considered multilateral, even at the country level.

4.3.3 Bilateral partnerships

The principle advantages of bilateral projects or programmes are the amount of control the donor has over the project in design, implementation and monitoring, and the direct relationship with the government at the appropriate level. The WASH programme in Nepal demonstrated that this had been an effective way to address women's practical needs, increase their participation, and through evidence from the field, contribute to national policy and legislation on chhaupadi (Case Study 10). Thus, although this was the only successful bilateral programme among the case studies, it demonstrated what are often considered the advantages of the modality – donor control, visibility and ability to pursue own preferences (Gulrajani, 2016). In this case, the integration of gender concerns as noted above was an example of effective gender mainstreaming through direct access to government and key stakeholders and input to planning, implementing and monitoring. Due to their direct involvement, MFA could bring evidence from the field experience to influence government policy and procedures on chhaupadi.

The flip side of the advantage of donor control is one of the shortcomings of the bilateral modality: the donor has a high level of responsibility to ensure the quality, sustainability, and gender expertise in the project. The second bilateral case examined here, the GIZ project in Kenya (Case Study 11), showed how bilateral investments can fail to promote gender if these essential elements are not fully addressed by the Embassies. The project aimed to enhance prevention, detection and prosecution of corruption and was expected to consider also a gender perspective. A gender analysis was carried out in the initial stages of the project, yet, subsequent project reporting did not include a follow up of gender markers or an in-depth discussion of gender related matters. Interviews with the Embassy and GIZ indicated that this resulted also from shortages in capacity at the Embassy and GIZ to promote gender more strongly. Yet, GE and corruption are in many ways closely connected. An analysis of how men and women were affected in different ways might have benefited the project objectives, potentially contributing to an improved understanding of the underlying mechanisms of corruption in Kenya (SIDA, 2015b). Hence, lack of capacity led to a missed opportunity to mainstreaming gender in a bilateral project (with relatively strong donor control) and employing it as a further means aiming to combat corruption.

4.3.4 CSO/NGO cooperations

The Accra Agenda for Action (2008), a follow up to the Paris Declaration on Aid Effectiveness (2005) emphasised a duel role for civil society: CSOs should play a dynamic role in making citizens' concerns and needs heard, and CSOs should help ensure that donors and developing countries fulfil their commitments.

CSOs' advantage is being embedded in the local population, which builds the basis for their strong understanding of the local context and cultures. Given that promoting GE and W/Gs' rights includes behaviour and attitude changes

The principle advantage of bilateral projects is direct control. This also implies the need to invest in the required gender expertise to successfully promote women's and girls' rights.

in a multitude of stakeholders at various levels (Section 4.2.1), CSOs can be a vital link bringing together efforts of donors and UN agencies at the government, implementer and community levels. They can channel funds to the grass roots where funders may not have direct links and, as "the voice of the people", transfer back insights from the ground to the national and global level, e.g. through participation at the CSW World Conferences.

Case Study 15 in Somaliland demonstrated that NGOs can make an important contribution to changing attitudes towards social norms such as FGM, e.g. working closely with youth and opinion holders such as religious leaders. In addition, CSO/NGOs are often an organized expression of rights holders with a legitimate role in holding their own governments accountable. The NAFIS network in Somaliland, supported by programme-based funding through ISF, engaged the Government to chair a monthly coordination meeting, thus institutionalizing the collaboration between government and NGOs, and provided platforms for dialogue among stakeholders (Case Study 15). The FLC supported CREAW in Kenya is an important player in Kenya supporting GBV affected women to gain access to justice and demand for greater accountability in development and implementation of gender sensitive policy and legislation (Case Study 14) (CREAW, n.d.).

Intimate indigenous knowledge is particularly important for understanding the complex power dynamics and nature of the relationships between women and men in the context of social, economic, political and cultural perspectives and beliefs of communities and there may be a particular role that women's NGOs can play, such as the RWPL in Kenya. Support to civil society is clearly an objective of Finnish foreign policy, not just a means: *"In all activities funded from the Ministry's development cooperation appropriations, attention must be given to practices that will strengthen civil societies"* (MFA, 2017g). With its FLC fund, Finland recognized the important role of local CSOs and their need for support, creating a specific instrument to partner directly with these to enhance human and institutional capacity and create an enabling environment (MFA, 2008). However, FLC support became non-operational in 2016. One drawback of the FLC process may have been the relatively high costs in terms of human resources due the project submission and selection process for required even for small, short term projects.

The recent changes in the political environment may make it both even more important and difficult to work with civil society. CSOs today face increasing levels of restrictions, risks of reprisals, and even attacks on activists engaged in defending human rights. According to the CIVICUS Monitor only three per cent of the world's population live in countries where civic space is fully open (CIVICUS, 2017).

Moreover, in many countries there is a vast heterogeneity in the CSO landscape in both capacity and mandate, requiring careful selection and further support to NGO partners. Interviews with the FLC supported NGO IHRICON in Nepal (Case Study 13) showed that there was little coordination and efforts to create synergy among the CSOs working on common objectives and in the same geographical areas were lacking. A culture of openness and collaboration was not truly prioritized and invested in. Positive examples are local thematic CSO

networks such as the NAFIS in Somaliland, embarking on capacity building in member NGOs, initiating collaborations and providing forums for dialogue on FGM.

A special mention should be made of INGOs, such as the IPPF and Women Deliver, both of which have been supported by Finland either through seed money, core grants, or other. The organisations are both strong allies in advocacy on W/Gs' rights particularly in the realm of SRHR. In addition, they provide high level information and evidence for policy dialogue, and in the case of IPPF, a membership organisation, they support and strengthen their national NGO members in their advocacy. Finland's guidelines for Civil Society in Development Policy specify INGOs as an important channel for funding civil society (MFA, 2017g).

4.3.5   Synergies within and among modalities

Synergies within modalities have been described in the case studies for multi-bilateral and CSOs. The JHNP brought together programming efforts and expertise of three UN agencies, UNICEF, UNFPA and WHO (Case Study 8). Synergies within the CSO modality can involve channelling funds through programme-based NGOs, such as ISF that provide a coordinative function and guidance to programme planning and implementation to a number of local CSOs. It may also comprise thematic CSO networks such as NAFIS offering an opportunity to work together in programming and joint advocacy.

Clearly, each modality has its advantages and its shortcomings, yet, the shortcomings of one modality can be the strength of another. Hence, **synergies among modalities** may be a promising way forward. The most apparent advantage in the case studies seemed to arise from partnering with CSOs as grassroots champions. CSOs can provide all other modalities with access to communities including women and girls; strengthen the capacity of rights holders and democracy and, particularly important in the case of gender, address cultural norms which limit women's empowerment. Multilateral partners take on the task to provide forums for multi-stakeholder dialogue including CSOs on the national or global scale. The UNFPA coordinated GBV sub-clusters and the UN Women led CSW Conferences are prominent examples of this.

Finland has made use of such synergies among modalities, for example, providing support to the NAP UNSCR 1325 work in Kenya through twinning, through multi-bilateral funding of their partner UN Women, and through FLC funding and/or grants to CSOs such as the RWPL. This grassroots and women-led organisation mobilises local women and promotes their participation in peace building, governance and development (Case Study 6 and 7). Supported by a grant from Finland, they implemented a project contributing to the localization of KNAP and integration into the county-level development plan. They also participated in information sharing and dialogue at the national level during the KNAP national steering committee meetings. In the Kenya case, Finland even employed a further channel supporting a bilateral project through the URAIA Trust that provided civic education on the Constitution and engaged citizens in the management of county governments and participation in the judicial processes (URAIA Trust, 2013). In how far such multi-tiered funding streams have

Aid modalities have complementary strengths that can create positive synergies.

enhanced the collaborative efforts and led to more effective and/or efficient programming was not conclusive.

CSOs were not involved in the two bilateral projects described in Case Study 10 and 11. In fact, the mission to Nepal reported activities of a CSO in the same geographic area and thematic field as the RWSSP-WN programme, yet, the interviews did not convey any signs of coordinated efforts or synergies.

A natural linkage exists between multilateral and multi-bilateral modalities as they concern the same partner, the UN agencies. Synergies in supporting UN Women and UNFPA both on the global and the national level are evident: for example, the normative work that Finland supports in the UN is an essential tool for their in-country offices to implement such norms. Instruments coordinated at the headquarters such as the UNFPA Maternal Health Thematic Fund or the new Innovation Fund create tools to channel funding, technical experience and knowhow, and innovation from global to local, and vice versa. In fact, in some instances where an increasingly tense atmosphere at the global level derails progress, national programming may provide Finland the space to work and test innovative ideas with multilateral in-country partners, first. These linkages also play a role when examining impact pathways, i.e. in how far MFA Finland's gender policy and programming transferred from upstream to downstream results.

4.4   Impact pathways and feedback loops

In Section 4.2.1 it was already shown that behavioural type results were observed in a great variety of actors. Impact pathways were developed for some of the cases studies to examine in more depth the first part of Evaluation Question 2: *"To what extent do the observed outcomes indicate that MFA Finland's gender policy and programming has transferred from upstream to downstream results"*. Two examples are discussed in this section.

In IOM's MIDA FINNSOM health project (Case Study 9; and Annex 14, Section 3, Figure 1), results were found on different levels of the pathways of change: immediate/ output near outcomes included the successful settlement of the Somali diaspora health experts in the institutions as a combined effort of IOM, diaspora and ministries; successful capacity building in local health staff; and increased institutional capacity with respect to management systems and technical equipment. Intermediate changes involved attitude and practice changes of local staff adopting professional values introduced by the diaspora experts, and the health institutions offering a broader range and better quality services. On the beneficiary level, there was evidence that an increased number of patients (including mothers, pregnant women and GBV victims) visited the Hargeisa Group Hospital, and that neonatal mortality at the hospital had dropped from 24% to 5% today. These changes mapped all onto the Output level of MFA's gender ToC (Output 2.2 and 2.3), which is not further resolved in the ToC to show the underlying processes (Section 4.5). Impact pathway analyses based on observed results can thus help to develop or refine sub-ToCs guiding future programming. The MIDA FINNSOM visual further depicts where MFA Finland contributed directly to the case, here mainly through financial support since 2011 for Phase II and III, and again in 2016 for Phase IV after high level policy dialogue leading to the extension of the project (Annex 14, Figure 1).

Analyses for selected case studies showed that results emerged on different levels of the pathway of change.

In a much more complex policy level setting, Figure 8 in Annex 13 visualises an outcome network for the Kenya Case Study 7 on the WPE agenda. Here, the main gate keepers of the change process were identified, e.g. the village chiefs supporting female candidates and the governance institutions providing seats. Also, six critical moments of behavioural changes were identified required to happen to enhance women taking up political leadership roles: (1) women decide to run for elections, (2) financial, technical and social support systems are available (3) political party leaders and their advisers decide to nominate women, (4) citizens register as voters, (5) they vote for women, and, finally, (6) there is an enabling environment for nominated women to run for general elections.

The above visuals exemplify how pathway and contribution analysis can help to better understand the various processes required to achieve gender transformative change on the ground. To some extent the evaluation also established linkages of country results to activities at the global level. There were several areas where Finland through their support to UN Women and UNFPA headquarters contributed to achievements on the ground, even if this contribution will be strongly diluted with other influencing factors: For example, UNFPA headquarters assisted the Somalia GBV sub-cluster through strategic and technical advice helping them to promote CEDAW ratification (Case Study 15, interview with UNFPA headquarters). The UNFPA flagship programme MTHF provided funding to the JHNP Somalia Midwifery programme (Case Study 8). Finally, UN Women has a clear mandate on UNSCR 1325 in the UN system and this global perspective and experience clearly facilitates national level WPS agendas, including those in Nepal and Kenya (Case studies 4 and 6). Also, in the case of Nepal, an informant confirmed that a Finn heading the WPS team at UN Women headquarters was instrumental in supporting the national UNSCR 1325 implementation bridging a gap between two UN Women project funding periods.

The second part of Evaluation Question 2 asked *"have there been feedback loops with lessons learnt from the ground influencing policies at higher levels"*. Examples for this were found on the national level. Facilitated by UN Women, the Kenya NAP 1325 formulation process (Case Study 6) included national and regional civil society groups from the start as members of the steering committee and as experts. Activities that regional civil society organisations were already carrying out were documented (Wamai, 2013). It also involved consultations with communities allowing submission of proposals from citizens with regards to defining priorities, actions, and indicators for the KNAP. Adopted in 2016, the KNAP makes several references to community-level action, e.g. the peace committees, acknowledging these as a key entry point to ensuring women's participation in peace and security in Kenya. In the Nepal NAP I implementation process (Case Study 4), there were significant gaps, e.g., leaving out survivors of conflict-related sexual violence as a target group. This was addressed during UN Women's follow up ARE programme, supporting a very consultative NAP II preparation process that involved also this group in the district level consultations. NAP II now includes a non-judicial reparation programme specifically targeting survivors of conflict-related sexual violence. A further example is the bilateral WASH project in Nepal (Case Study 10), where evidence-based advocacy conveying the status of chhaupadi in the project areas contributed

Impact pathways and outcome networks can visualise the processes and changes required to achieve gender transformative change.

to strengthening the legal framework penalising the practice, as well as to changes in bilateral programming, increasing the emphasis on mainstreaming menstrual hygiene management. However, there were also cases where opportunities for knowledge sharing and learning were missed, as in the case of the AWEE programme in Nepal, where the programme design did not draw from the expertise of the implementing CSO partners (Case Study 5).

With respect to lessons learnt at the MFA level, there are some anecdotal findings that programming decisions were influenced by evidence and lobbying, as shown above for the IOM case (Case Study 9): lobbying of the Somali diaspora in Finland and a visit of the MoH, Somaliland, contributed to MFA continuing their support to the MIDA FINNSOM health project in Phase IV. Otherwise, none of the informants pointed to significant policy changes at MFA based on particular lessons from the ground from the assessed programmes and projects over the evaluation period.

4.5   Reflections on MFA's Gender Theory of Change

The scope of this evaluation included a selection of programmes and projects that were expected to produce gender related results under MFA's new Pillar 1 ToC Outcomes 2, 3 and 4. Thereby, the evaluation intended to identify good practice examples and lessons learnt where MFA's previous efforts in these areas had achieved results which would help to explore the usefulness of the ToC for guiding future related work.

Most results emerging from the programmes and project in this study, corresponded to Outputs described for the three thematic Outcome areas in the focus of this study, regardless whether they were gender mainstreaming programmes (GM 1, significant) or those with a specific focus on gender (GM 2, principal). This included the WPE and WEE results from the NAP on UNSCR 1325 case studies in Nepal and Kenya, which mapped onto the Outputs under the ToC Outcome 3. Then there were the SRH results observed in the case studies from the midwifery programme (UNFPA, JHNP) and the IOM Hargeisa Group Hospital cases (Outputs under Outcome 2). And finally, GBV and FGM results were observed in case studies 13 to 15 (Outputs under Outcome 4). Some of the case studies produced results under several of the ToC expected Outcomes, for example the bilateral WASH programme in Nepal with changes concerning SRH (chhaupadi), WPE (women taking up leadership positions in the Water Users and Sanitation Committees), and WEE (women earning income as Village Maintenance Workers) (Table 1).

However, not all results observed in this study could be mapped onto the gender ToC. The WPS agenda is part of Pillar 3 *"Societies have become more democratic and better functioning"*, with SDG 16 being one of the desired impacts. Six out of 23 indicators of SDG 16 are gender related (UN Women, n.d.b), and thus could usefully be linked also to the gender ToC. Both the Kenya and Nepal case studies on UNSCR 1325 NAPs identified outcomes where women's participation in political decision making was strengthened. This produced results in the gender ToC, Output 3.1: *"Women's, including those with disabilities, capacity to meaningfully participate in political decision-making and resolution of conflicts is strengthened"*; as well as in ToC Pillar 3, Output 1.1 *"Increased participation of*

people in vulnerable positions and women in decision-making and political bodies". Yet, changes observed on the government level such as in Case Study 4, where the Nepalese government's capacity increased to become more responsive to the needs to conflict affected women, seemed to map well only in ToC Pillar 3 (Output 1.2, *"Improved capacity and willingness of political decision-makers to strengthen democracy and promote rule of law").* While having gender outcomes in other pillars is a positive indication of successful planning for gender mainstreaming, it also points to the need for a way to address how this mainstreaming will be expressed in a more unified ToC. A comprehensive WPS programme with a primary focus on gender results targeting various stakeholder groups and levels of change (e.g. intermediate governmental and long-term societal changes affecting women) currently will need to consult both the Pillar 3 and Pillar 1 ToC for guidance, when developing its logic framework.

Overall, the mapping of the results observed in this study onto the Pillar 1 ToC was sometimes ambiguous. The Outputs were formulated at a very high, almost impact-near level. For example, Cross Cutting Output 5 addressed changes in *"non-discriminatory social norms, structures and stereotypes"*, which reflected rather long-term, systemic results; the "Output" read more like the desired "Outcome" of this column. Also, phrasings addressing *"improved access"* such as in Output 4.1 were difficult to interpret. For example, Case Study 14 described an increased number of women affected by GBV having access to justice through the help of the NGO CREAW. It was not entirely clear to the Evaluation Team whether this result related to ToC Pillar 1, Output 4.1 or 4.3. In addition, they would also fall under ToC Pillar 3, Output 2.3 "Improved access to justice and legal aid services", if the cases were related to GBV cases in conflict affected areas. Similarly, human rights-based wordings (such as Output 3.2 *"The rights of women of all abilities to have decent work, access to social protection and work as entrepreneurs are strengthened")* require an understanding of which processes and results are lying beneath the desired results, i.e. what bouquet of actors and types of changes are expected to contribute to their emergence. These Outputs would greatly benefit from further "unpacking" to identify results at different levels (e.g. immediate, intermediate, impact-near results, Chapter 6). This would better visualise the expected pathway of change from Inputs to Outcomes. It would also help to more clearly discern the audiences that MFA intends to target at different levels of the gender ToC and what changes are expected in order to achieve gender transformative change.

The "Means and key activities" section of the ToC provided a description of MFA's partners and how Finland would support these (e.g., policy dialogue, financial, technical and policy support). Yet, the roles of these partners were not clearly defined. For example, *"Support and cooperate with CSOs on harmful practices..."* did not convey the nature of the relationship. How would the support of MFA help the CSOs to progress shared ambitions in promoting GEWE and W/Gs' rights? Were they seen as project implementers, and/or as partners whose expertise and knowledge from the grass roots level was counted on for learning and programme design? Further, partners can be both, change agents and actors who are influenced. This was recognized in MFA's "Guidelines for Civil Society in Development Policy" stating that *"Strengthening of civil societies is both a development policy goal and a means to achieve other goals of Finland's*

The Outputs in Finland's Theory of Change are formulated at a very high, almost impact-near level, leading to ambiguities when mapping observed results.

development policy" (MFA, 2017g). Thus, while Finland seeks results also on this (immediate) level (e.g. NGOs increasing capacity for gender mainstreaming), this was not explicitly expressed in the ToC. Finland also encourages CSOs to engage in multi-stakeholder cooperation, recognizing that drawing on the competencies of various actors creates new kinds of learning (MFA, 2017g). Such strategies in two or multi-dimensional learning and multi-facetted influencing and programming were not reflected in the current ToC.

Finally, comparing the gender ToC, which reflects the Development Policy Programme goals for Pillar 1, to the current Country Strategies for Nepal, Kenya, and Somalia showed that they were not always aligned. For example, the new Somalia Country Strategy (2017-2020) covered the themes SRH and GBV (ToC Outcomes 2 and 4), yet not WPE and WEE (Outcome 3). This may reflect Finland's specific priority areas of interests for collaboration in the country, and the intent to promote strategic gender interests through meeting women's immediate needs, as the narrative of the Country Strategy suggests: *"Finland contributes to the improvement of Somalia's maternal, neonatal, sexual and reproductive health services and to the prevention and reduction of gender-based violence, including female genital mutilation/cutting. The better the health of Somali women and adolescent girls, the better placed they are to empower themselves in terms of education, decision-making and economic well-being".*

However, in the Country Strategy for Kenya (2013-2016) the UNSCR 1325 agenda was not explicitly mentioned in the objectives in spite of the efforts that were invested in the KNAP process during this period and the respective results observed in this evaluation. In the section "Instruments, inputs and linkages" it is stated that *"Through UN Women, Finland will also continue its support to the implementation of Kenya's 1325 National Action Plan".* Similarly, in the 2016-2019 Country Strategy, it is mentioned that Finland will support the KNAP through partners, and it is also stated that *"Finland's focus in policy dialogue will be on promoting women's participation in decision-making, addressing sexual and gender-based violence and strengthening women's role in peace and security".* However, the WPS agenda is still not explicitly included as an Outcome or Output in the 2016-2019 Country Strategy Logic Model, which will impair the monitoring of efforts and results achieved in this area.

4.6   MEL and organisational processes contributing to gender results

The evaluability study noted that Finland is strong at the policy level, but there is limited evidence that it has been successfully operationalised (MFA et al., 2017, p. 1). One of its recommendations was that this study examines the gap between policy and practice. The evaluation addressed this issue mainly by assessing the results of practice at the ground through the case studies, but also by examining institutional processes, mechanisms, and tools in place to translate policies into results ("gender architecture"). For this, the evaluation was able to incorporate some of the initial findings from several recent assessments including the DPC staff survey (Vormisto & Tran-Nguyen, 2018), a meta study of MFA evaluations undertaken from 2015-2017 (MFA, 2018), a DPC

report on the Status of Finnish Development Policy (KPT, 2018), and an RBM reporting pilot project (Ulkoasiainministeriö, 2018).

Findings from desk review. The gender architecture in MFA proved somewhat elusive. The last Strategy and Action Plan for GE was for the period 2003–2007 (MFA, 2003). Following that, gender was rolled in together with a HRBA in the Development Policy Programmes of 2012 and 2016 (Section 3.1) and in 2017/18 elaborated in MFA's Pillar 1 ToC (Section 1.3). This was positive in its recognition of gender as a human rights issue, but inadequate in covering all dimensions of GE. Without a Strategy/Action plan, MFA staff identified challenges such as the lack of formal guidance on gender, and the difficulties in understanding the difference between GE and human rights (MFA et al., 2017, p. 17). An additional report also noted that the failure to renew and update the 2003-2007 strategy has seriously hampered the coherent implementation of the gender perspective, and that the biggest challenges remain inadequate financial and human resources, a lack of concrete guidance and analysis, and training needs (KPT, 2018).

Without a road map (action plan) it proved difficult to systematically assess the internal factors that support or not, the implementation of MFA's gender policy. A number of tools and processes were identified. For example, projects must be approved by the internal Quality Assurance board which includes gender criteria and indicators for gender. As noted in Section 2.2, a two-fold Gender Marker system is used, based first on OECD criteria, which apply only to projects and programmes. This is modified by an internal KEPO indicator which allows Finland to also tag non-earmarked funds, such as core support to UN partners, with a gender rating. This is particularly important for Finland to get a clearer picture of its budgetary contribution to gender, given its commitment to core funding and overall country level support instead of earmarked funding. However, it was noted that the parallel systems are confusing because they provide significantly different information (KPT, 2018). Guidelines for gender are included in various manuals, although they tend to be either short and general, or part of a brief annex with all other cross cutting issues. The recently published DPC report notes that while there are guidelines, these *"lack mandatory and systematic training and use. Without uniform guidance, the application of the gender perspective largely depends on the competence and interpretation of an individual foreign minister"* (KPT, 2018).

This observation is supported by the OECD Peer review, which suggests that the problem is wider than affecting just gender: *"Finland generates a substantial amount of knowledge through evaluations and results reporting, but this evidence is not easily accessed or linked in a knowledge management system, and there is no central repository for guidelines and manuals. While opportunities exist to share information through webinars and presentations, staff rotation, and exchanges within networks, there is no system-wide mechanism in place to capture lessons and promote findings from evaluations, reviews, and results monitoring"* (OECD, 2017b, p. 21).

In spite of the increasing emphasis on gender, it was difficult to identify any specific training or job requirements beyond an entry level orientation for staff that were responsible for mainstreaming. The 2003 gender Strategy and Action Plan listed in significant detail what gender competence was needed by staff at

Finland has not had a coherent gender Strategy and Action Plan since 2007.

different levels required and what steps needed to be taken by whom to achieve it (MFA, 2003, pp. 52-59). It was not clear where this stands today. The evaluability study noted that efforts were underway to embed gender in RBM methods (e.g.: the Development Policy Results Report pilot mentioned above), monitoring, and additional tools.

Findings from a meta-evaluation study. A review performed of 44 evaluations carried out between 2015 and 2017 found that in 60% of the evaluations, gender was either incomplete or absent from the ToR and a third of the reports addressed gender inadequately or not at all (MFA, 2018, p. 60, 67). The evaluability study showed even greater weaknesses in evaluations, perhaps because it encompassed a longer time span and evaluations may have improved over time. Since these were desk reviews, it was not entirely clear whether projects failed to incorporate gender effectively, or if processes of monitoring and reporting failed to do so. An example was the WASH project in Nepal (Case Study 10), which achieved strategic results for W/Gs' rights that were unanticipated, unmonitored and therefore under-reported in its initial phases.

Findings from the DPC staff survey. Further staff perspectives were provided by the DPC on-line survey carried out in January 2018. It was sent to 211 staff at all levels in headquarters and field offices, with a response rate of 33.6% (71). Staff replies were most positive when asked if the policies and the management provided strong support for gender; how important mainstreaming GE was for Finnish development goals; and if the promotion of GE was well integrated into the strategic plans of their units. (Vormisto & Tran-Nguyen, 2018).

On the other hand, more than 50% of respondents disagreed or strongly disagreed with the statement that sufficient human resources for promoting GE were available. The reasons for this were not elaborated but could be due either to recent cuts in MFA development budget, and/or the multiple tasks for which staff are responsible. Other areas of relatively strong disagreement included comments asserting that the various forms of cooperation are based on systematic gender analysis (question 4) and that the effectiveness of promotion of GE in various forms is monitored systematically (question 6). In these two areas, the survey analysis noted that women were more critical than men. In the middle, leaning towards positive is the statement that various forms of funding by Finland consistently promote GE (question 3) and that funding is sufficient (question 7).

Adjusting for gender showed that women tended to be more critical of Finland's performance. The data analysis showed that almost 50% of women disagree or disagree strongly with question 4 compared to the overall average of 44%, and the relative figures for question 6 are 45% to 34%. A similar gender bias was noted for the questions addressing human and financial resources available for gender. Women were also more likely than men to agree with the statement that lack of adequate method, tools or support hindered their work. The survey analysis did not speculate on the reason for this, but possibilities include that women are likely to be more closely involved in implementing gender work and/or may internalize the issues as women and be more aware of its shortcomings.

Between policy and results, staff indicated a need for guidelines and concrete, practical tools. As expressed in the evaluability study, some staff were interested in a clearer understanding of HRBA and its relationship to gender. One com-

ment was that the HRBA was a good start, but not adequate to address gender. Training was also requested: although 89% reported having had some training, half of the respondents felt that it was not sufficient. This trend was more noticeable at the Embassy level, indicating perhaps less access to training, or the absence of tools at the practical level of implementation. The field work was too limited to provide comparable data, although it was noted that there was an interest in further training. In one case, two diplomatic staff mentioned mentioned their only training was as part of their orientation five years previously.

Findings on monitoring and evaluation in the case studies and interviews. The evaluability study and the meta evaluation already noted some of the issues in MEL. In addition, the desk review undertaken in the inception phase identified challenges that were found to be common in a number of evaluations on gender from various countries (Annex 10). These include internal institutional challenges such as lack of accountability, insufficient human resources, weak strategies or lack of concrete guidelines, and weak MEL or RBM systems. The Development Policy Committee survey confirms that this is one of the weaker areas in Finland's implementation. In the country case studies it was noted that there were several shortcomings in MEL, both at MFA and in partners, who sometimes have different reporting formats that may not align with the gender results Finland would like to track:

- Although it varied with different contexts and types of organisation, it was noted that CSOs often have weak MEL capacity and may see it more of an issue of accountability to donors than as a learning exercise. In Kenya, some NGOs received Finnish funding channelled through several different sources and needed to prepare different reports for the same outcome.

- Indicators tended to collect quantitative data rather than qualitative results. In addition, in some cases data was not disaggregated by sex, and even less so by intersectional issues such as age, caste, ethnicity etc.; in another case, "youth" was one category and did not distinguish between young women, or young men. In one case in Nepal, it was noted that lack of disaggregated data resulted in the programme not reaching the most marginalized and needy. It was noted that MFA's reporting formats were too short (two pages) to allow for any detail on gender outcomes.

- Gender analysis was not systematically undertaken or used. In the case of the bilateral GIZ programme to which Finland contributed EUR 2.8 million, an analysis had taken place and proposed concrete measures to enhance GE, yet, they were not implemented, due to capacity shortages (Case Study 11).

- The Gender Marker was seen as a tool of headquarters and not useful in the field. Besides being a broad category, it was not used to define what kinds of results are expected or how to monitor them. In addition, use at the MFA depends on the subjective judgement of the desk officers and may not always be consistent. For example, the project list provided by MFA at the start of the evaluation identified the JHNP project as GM 2 project in 2015, yet as GM1 project in 2016.

- There is a system in place for reporting on meetings in the Permanent Mission in New York, but it is not clear how it is applied, and how useful the information is. One informant from the Permanent Mission noted that the forms are easy to fill in, but they would not capture the changes they are trying to make. However, the Evaluation Team did not have access to these reports.

- UN Women uses the Global UN monitoring system which does not include behavioural change results. Yet, for the monitoring of the UN Women programme SIWPSAN in Nepal (Case Study 4), technical expertise was brought in from an international NGO (SFCG) and provided credible, quantitative and especially qualitative evidence. As was experienced also in this evaluation: participatory field missions involving the beneficiaries can provide credible outcomes data going beyond numbers.

In sum, gaps in promoting and measuring gender were observed at several points on the impact pathway, including at MFA, partners' and implementers' levels. On a more positive note, both the Kenya and Nepal cases studied noted a marked improvement in reporting on gender in Finland's Country Strategy since W/Gs' rights was made one of its main impact areas instead of just a cross-cutting objective. Specific outcomes in the Country Strategy were automatically tracked and reported in the annual reports. Identifying strategies and results is easier when gender is a specific defined outcome. It is more difficult to ensure that adequate gender-responsive indicators are included in mainstreaming programmes, as shown in the RWSSP-WN project in Nepal (Case Study 10) and the GIZ case in Kenya (Case Study 11).

5   CONCLUSIONS

This section responds to the main Evaluation Question, drawing conclusions on *"What are the merit, value and shortcomings of current practices, programmes and policies supported by Finland that seek to improve the rights of women and girls"?* It has to be reiterated that in line with the ToR, the evaluation aimed to understand the contribution mechanisms and provide good practice examples rather than derive generalizable conclusions of Finland's effectiveness or impact.

Section 5.1 presents conclusions on the observed gender results and Finland's contribution to these, addressing Evaluation Question 1. Evaluation Question 2 is addressed in the following two sections: Section 5.2 derives conclusions from the impact pathway analyses and the discussion of MFA's new gender ToC. Section 5.3 provides an assessment of "gender architecture" and organisational processes. The final section (5.4) presents conclusions on promoting GE and W/Gs' rights through the different aid modalities, and on Finland's policy dialogue practices (Evaluation Question 3). Evaluation Question 3 is then further addressed in the subsequent chapters 6 and 7: (Lessons Learnt and Recommendations).

5.1   Conclusions on Finland's practices, programmes and policies to promote gender

Conclusion 1:

- Finland's and its partners' programming have provided good practices for promoting gender equality and guidance for key elements that can be incorporated in gender analysis and programme planning.

This conclusion is based on Sections 4.1 (Case studies) and 4.2.2 (Good practices and strategies)

Several strategies and lessons learnt could be identified in the case studies where Finland's policy influencing and programming contributed either directly or indirectly to improving GE.

Among the good practices identified and presented in Section 4.2.2 are: the importance of taking into account intersectionality; enhancing effectiveness using a two-pronged approach (empowering women combined with measures to create an enabling environment); building on women's practical needs to address their wider strategic interests in order to enhance relevance, impact and sustainability of programming; and combining various thematic approaches in a holistic manner, especially technical skills with leadership development to effectively empower women.

Conclusion 2:

- Although it is important to recognize women's and girls' rights as human rights, the HRBA approach alone is not sufficient to address gender inequality.

This conclusion is based on Section 4.2.1 (Nature and types of gender results)

Concepts like "empowerment" cannot be addressed just under rights, and many obstacles affecting women are not necessarily in the hands of duty bearers. Long standing patriarchal attitudes and traditional harmful practices that even women subscribe to can present enormous obstacles. In the case of FGM for example, drafting laws (and the interpretation of rights) is not enough. Hence, in Somaliland, the CSO network against FGM, NAFIS, advocated with the government for anti-FGM legislation, along with working to change public opinion, e.g., through dialogue with religious leaders. With respect to the chhaupadi practice in Nepal, UN Women stated: *"Mindsets also have to change, not only the law"* (UN Women, n.d.c.) In Kenya, Case Study 7 showed that both changes in the electoral system as well as shifts in thinking of men and women alike were needed to enhance women's access to political office.

5.2 MFA's gender Theory of Change and impact pathways

Conclusion 3:

- MFA's draft gender ToC reflects a continuum in Finland's priority setting from the thematic gender priorities over the evaluation period (SRH, WPE, WEE, and GBV/FGM). The results emerging from the WPS agenda, however, are not fully covered by the gender ToC alone, some map on a different development priority (Pillar 3). Lack of guidance on the linkages and expected causal logic among the ToCs challenges the planning of desired and reflection on observed results.

This conclusion is based on Section 4.5 (Gender ToC)

Both gender mainstreaming programmes/ projects (GM 1) and those with gender as a specific focus (GM2) led to results covered by the Outcomes of MFA's gender ToC that were included in the scope of this evaluation (ToC Outcomes 2-4). Yet, some results from the WPS agenda mapped better onto a different development priority (Pillar 3, *"Societies have become more democratic and better functioning"*), others were covered by both the Pillar 3 and the gender ToC. Guidance on the use and linkage among the ToCs was not available at the time of the evaluation.

Conclusion 4:

- MFA's draft gender ToC shows gaps in the logic leading from Input to intermediary results to Outcomes, and MFA's strategic intent in cooperation with partners is not fully shown.

This conclusion is based on Section 4.5 (Gender ToC)

Some of the Outputs in the gender ToC were formulated at a very high, almost impact-near level, and sometimes lacked precision, leaving much room for interpretation how to map the observed results onto them. It was difficult for

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the Evaluation Team to extract from the current gender ToC the diverse types of actors that MFA expected to influence, their interrelationships and interconnections driving the desired changes in GE and W/Gs' rights. Further, it was not clear how the Outputs were related towards each other, whether they could be progressed separately and in parallel, or whether some would result from others, following a pathway of change. The "Means and key activities" section of the ToC specified the partners MFA intended to work through, yet not their respective roles and interactions, i.e. how they were envisaged to contribute to the expected changes. Also, it was not always clearly described how exactly MFA would support and influence their direct partners, enabling them to better contribute to joint overarching goals.

Conclusion 5:

- Achieving gender equality and women's and girls' rights requires a multitude of behavioural changes in various actors. Planning needs to take the whole system into account. Impact pathway and contribution analyses can help to identify key actors, processes and changes needed to bring about more transformative gender change.

This conclusion is based on Section 4.2.1 (Nature and type of gender results) and 4.4 (Impact pathways)

In many case studies, gender results were observed in a variety of stakeholders (e.g. UN entities, government politicians and officials, implementers, project staff, beneficiaries) and on different levels (global, national and sub-national). Usually, a variety of changes was required to achieve the desired results, thus planning needs to take the whole system into account as evidenced through the case studies. The examples in Case Study 7 and 9 illustrated how impact pathway analyses can identify the key actors that should be involved to bring about the series of changes required – simultaneously or subsequently – to influence positive gender results at the beneficiary level (Annex 13, Figure 8; Annex 14, Figure 1). Case Study 7 on women's political participation in Kenya identified six particular changes as essential to meet the goal of getting women elected with an additional goal of helping them define and promote gender issues from their elected positions. Such information can help to improve MFA's gender ToC, as well as develop contextualised country and programme ToCs. However, far more detailed studies focusing on a narrower selection of evaluation areas would be needed to unpack such systems further and reveal deeper insights.

Conclusion 6:

- Lessons learnt from the ground are influencing policies and programming at the national level, yet opportunities to draw from these are not always taken.

This conclusion is based on Section 4.1 (Case studies) and Section 4.4 (Impact pathways)

The evaluation identified some evidence that lessons learnt on the ground have been taken up to inform national level planning and programme implementation, as for example in the Kenya NAP on UNSCR 1325 formulation process (Case Study 6), the Nepal NAP II development (Case Study 4), and in the bilateral WASH project in Nepal (Case Study 10). The latter showed how research and evidence-based advocacy influenced both the national legal framework by

penalising chhaupadi, and programme changes by integrating stronger gender mainstreaming. However, in some instances, opportunities for learning were missed, for example, where local expertise and knowledge from CSOs was not used for programme design and planning, as in Case Study 5 on enhanced women's political and economic empowerment in Nepal.

Apart from an anecdotal story suggesting that lessons from the ground influenced programming decisions at the MFA (Case Study 9, Section 4.4), the evaluation did not provide conclusive evidence on changes at the MFA policy level. Further interviews with additional MFA staff may have shed more light on this issue, but were beyond the scope of this study.

5.3   MEL and organisational practices

Conclusion 7:

- By moving GE into a human rights framework following the expiration of the 2003–2007 Gender Strategy and Action Plan, MFA has created some confusion among staff which has impeded effective promotion of GE.

This conclusion is based on Section 4.6 (MEL and organisational practices)

Both the Kenya and Nepal country missions noted an improvement in reporting on gender in Finland's Country Strategy since W/Gs' rights was made one of its main impact areas instead of just a cross-cutting objective. However, while a rights-based approach provides guidance on how to work with duty bearers and rights holders, and makes sense in promoting the normative framework, it offers only limited support to staff to know how to deal with deep seated cultural norms, including patriarchal attitudes and institutions that subtly or openly reinforce inequality. A broader approach to power relations and a contextualization of deeply ingrained cultural norms would be needed, going well beyond the concept of duty bearers and rights holders. In addition, documentation referring to human rights without mentioning gender specifically may make it easy to overlook GE. The new Guidelines for Working with Civil Society (MFA, 2017g) for example, are based on human rights but make no mention at all of gender mainstreaming. Interviews with staff and previous studies indicated a need for guidelines and concrete, practical tools. As expressed in the evaluability study, some staff were interested in a clearer understanding of HRBA and its relationship to gender.

Conclusion 8:

- While the policy level of Finland's gender commitment is clear to all MFA staff, many of the stages between policy and results have not been well defined. Moreover, this and other studies identify lack of human resources as a challenge to promote gender goals.

This conclusion is based on Section 4.3.3 (Bilateral cooperation) and Section 4.6 (MEL and organisational practices)

Lack of time to follow up on gender, of an action plan that elaborates who is accountable for what, of focussed training on GE, and lack of analysis, monitoring and reporting tools have all been cited by MFA and Embassy staff in interviews, as well as in the DPC staff survey, as obstacles in giving full con-

sideration to gender. To some extent, this was also observed during the evaluation process. Such challenges have not yet been systematically addressed, so Finland's commitment to GE has not yet been met, particularly with respect to mainstreaming.

Lack of human resources is also an issue. The MFA staff survey of the DPC (2018) noted that this was the main obstacle in addressing gender. The case study on the bilateral GIZ programme (no. 11) also pointed to a lack of resources to ensure adequate follow up of gender goals. As gender takes more prominence in Finland's development plans, a qualified human resource base will be needed to ensure that gender specific and gender mainstreaming goals are met.

Conclusion 9:

- MFA's and partner's existing MEL and reporting processes do not always sufficiently capture gender changes, particularly in terms of reporting qualitative results, e.g. behavioural change markers are missing and thus nuanced gender changes can hardly be captured. Reporting processes for policy and influencing are also challenging as they do not provide sufficient information for an assessment of the effectiveness of various strategies and activities, or of the efforts required in relation to the achievements.

This conclusion is based on Section 4.2.1 (Nature and type of gender results) and 4.4 (Impact pathways)

The evaluability study and the meta study on evaluations note that reporting processes are not clear on whether gender results were achieved or not, or if they were just not collected by the MEL system. Field observations in this evaluation also identified weaknesses in reporting qualitative gender results. Implementers were reported to have weak MEL capacity and indicators tended to collect quantitative data rather than qualitative results. Also, the use of the OH approach in the field captured changes in behaviour that were not reported previously in this form.

In policy and influencing, an MFA informant noted that the forms for monitoring this process were easy to fill out but the requested information would not be useful or assessing contribution to nuanced changes. The internal Synthesis report 2016 made similar observations on some of the reported results. The Evaluation Team recognizes that monitoring and assessing policy and influencing in multi-stakeholder settings is very complex and would benefit from a dedicated study. While the evaluation provided conclusive evidence that Finland contributed to results achieved through policy influencing, the *extent* of Finland's influence relative to other actors' contributions could not be assessed in this study. A more in-depth assessment of Finland's contribution through policy dialogue at the multilateral level would have taken a much more narrow scope and possibly other approaches such as Process Tracing or the RAPID Outcome Mapping Approach (ROMA) (ODI, n.d.).

5.4 Conclusions on aid modalities and policy dialogue

While the evaluation addresses the comparative advantages of each modality for the specific partners and programmes in the scope of this study, we cannot (and were not tasked to) make conclusive judgements on which of Finland's dif-

ferent aid modalities is best for the achievement of gender outcomes. A recent study specifically designed to assess the *"Relative Effectiveness of Bilateral and Multilateral Aid on Development Outcomes"* confirms that it is generally difficult to draw strong conclusions about the relative overall effectiveness of bilateral versus multilateral aid at improving recipient country development outcomes and is influenced largely by context (Biscaye et al., 2017).

Conclusion 10:

- Multilateral, multi-bilateral, bilateral and CSO/NGO aid modalities all have their merits and values, as well as their shortcomings with respect to promoting Finland's agenda on women and girls' rights. Each modality contributes unique elements to Finnish overall efforts to promote gender goals, but all of them can be enhanced by coordinating with the strengths of the other modalities. The particular selection and combination of modalities depend on the contexts in which programmes operate, as well as the overall values Finland chooses to project and defend.

This conclusion is based on Section 4.3 (Comparative advantages of aid modalities)

Gender results were observed across all types of Finland's aid modalities. Comparative advantages with respect to promoting Finland's gender agenda could be identified for each of the modalities. Among the most outstanding strengths of each are:

1. Multilateral support addresses Finland's commitment to a global approach to peace, human rights and development, helps to develop and support a progressive global gender agenda to guide the Agenda 2030, and provides a larger platform for Finnish gender values;

2. Multi-bilateral support adapts and helps to concretize the global gender agenda and norms at the country level, bringing with them the mandate and an extensive specialised capacity and experience in gender;

3. Bilateral projects provide for direct access to stakeholders, significant control over the implementation including how gender is incorporated and monitored, and thus allow for piloting new approaches or filling a niche in Finland's strategy;

4. CSOs provide unique local knowledge on the cultural, social and religious context affecting gender change, as well as access to local populations; they also have an important role as legitimate rights holders in national dialogue, holding duty bearers responsible.

An ODI study of the literature on different modalities (Gulrajani, 2016) concluded that the appropriate modality depended to a considerable extent on the motives of the donor. Donors inclined to promote global concerns and collective approaches are likely to favour multilateral approaches, and in so doing, strengthen the global approach. This is in line with Finland's UN Strategy for the Foreign Service (MFA, 2013b) that clearly articulates a commitment to global solutions to global problems. Bilateral partnerships with partner country governments are also an important part of Finnish cooperation (MFA, 2016b) and, as argued by Gulrajani (2016), may be useful when Finland is interested, *inter alia*, in exercising control, in reducing risks by selecting which governments to work with, or to demonstrate value for money.

Conclusion 11:

> • There are synergies within and among modalities involving particularly CSO/NGOs as an essential partner of multi-bilateral and bilateral programmes promoting or mainstreaming gender goals. However, Finland and its partners have not fully leveraged them.
>
> This conclusion is based on Section 4.3 (Comparative advantages of aid modalities)

Participatory, multi-stakeholder approaches such as described in Case Studies 5 and 6 involving UN agencies, governments, CSOs and others can enhance programme implementation. CSOs play an important role in involving beneficiaries on the ground and can provide connections to the communities and context knowledge that can inform multi-bilateral or bilateral programmes. For example, in Case Study 7 Finland contributed through various financial channels, including multi-bilateral, bilateral and FLC support, resulting in donors, UN agencies and CSOs joining forces in order to support the government and enhance women's participation in political decision-making.

Although their expertise may be useful at the planning stage of programmes, in several case studies CSOs were assigned only the role of implementers. UN Women collaborated with implementing CSOs for their technical capacity and access to communities, yet, they were not much involved in contributing to gender analysis and planning of the interventions (Case Study 5). In the bilateral WASH programme in Nepal, further CSO actors were working in the same geographic area and thematic field, yet synergies were not explored. In line with this, the NGO IHRICON reported that the CSO landscape in Nepal was fragmented, lacking coordination mechanisms to create synergies. When implementing CSOs are not included in a participatory design, their expertise for the local context and subject matter may be lost to the project.

5.4.1 Multilateral and multi–bilateral cooperation

Conclusion 12:

> • Finland makes important contributions to women's and girls' rights at the multilateral level: 1) it uses the UN system to promote and lobby for a global normative framework favourable to gender equality; 2) it builds partnerships (through core funding and policy dialogue) with key gender focused UN agencies in order to strengthen their capacity to support members in implementing these norms. In addition, multilateral agencies bring their mandates, credibility and high level of technical capacity to programmes at the country level.
>
> This conclusion is based on Section 4.3.1 (Multilateral cooperation) and 4.3.2 (Multilateral/ Multi-bilateral cooperation)

The UN system has provided a strong global normative framework for Finland to promote W/Gs' rights. Adhered to by most if not all of the UN members, it provided an effective platform to reflect and magnify Finland's own gender principles. Over the years, the UN has promoted GE and W/Gs' rights through landmark conventions and platforms and, most recently, the SDG adopted by more than 150 countries in 2015, including the stand-alone goal on GEWE (SDG 5). Through various channels and influencing/ policy dialogue strategies Finland has contributed to achieving these results (Section 4.1.1).

UN Women and UNFPA developed capacity at the global level, and to some extent in regional offices to provide assistance to the work their country offices carry out at the national level. For example, a WPS team in UN Women headquarters currently headed by a Finnish expert provided support to the UN Women Nepal and Kenya country programmes in the development of NAPs and the building of government capacity to implement them. Core support also promoted efficiency, as noted by UNFPA informants (Annex 11). As a largely operational agency, procurement was more cost effective when done on a large scale as opposed to fragmented into individual project spending. Also, working on a plan agreed on by the member agency ensured that funds were not delivered for any particular donor priority, especially since these changed on a year-by-year basis. UNFPA's Innovation Fund has resulted in practical programme improvements in several countries, although not case study countries (Case Study 3). As a funder and member of the Steering Committee of the Innovation Fund, Finland may receive a certain level of visibility, yet its core donations get less publicity than earmarked programmes. In addition, given the low overheads permitted by some donors, core funders like Finland are at risk of subsidizing the earmarked priorities of other donors. For this reason, Finland also focuses on the issue of fair cost recovery, *inter alia* in the overall framework of UN reform.

Multilateral organisations operating at the national level have a high level of credibility and authority as they are seen as neutral agents with the mandate and capacity of supporting countries in meeting their international commitments in relation to the global normative framework on GE, and in particular, governments in their role as duty bearers. Apart from their authority and mandates, UN agencies bring a high level of technical expertise and knowledge from the global level. IOM Finland, through its MIDA FINNSOM health project, enhanced SRH services in Somaliland through the model of Somali diaspora returns. It was also noted by UN Women's implementing partners in Nepal that the gender lens UN Women brought helped to demonstrate what gender means in practice.

Conclusion 13:

- Finland supports improvements in monitoring and evaluation and strengthening of UN Women's coordination role through its multilateral policy and influencing plans. Yet, these improvements need to be strengthened at the national level, e.g. through discussion with MEL units of government partners, possibly in coordination with UN Women's Flagship Programme "Making Every Women and Girl Count".

This conclusion is based on Section 4.2.3 (Policy dialogue)

With respect to strengthening MEL and organisational processes, there is weak coordination between MFA's global policy and influencing plans for UN partners and those at the country level. One of UN Women's revised evaluation policy commitments is to accompany decentralized evaluations to support improvements in country level evaluations. This would be an opportunity for Embassies to support the national level process and engage in joint learning with UN Women and its government partners on MEL. In addition, Finland provides technical support to UN Women's Flagship project *"Making Every Woman and Girl Count"* which will also be applied at the national level to collect data on the progress on SDG 5.

Conclusion 14:

- Finland contributes to improving coordination and efficiency of UN agencies through UN reform initiatives and intermediate concrete actions such as strongly promoting the adoption of a "Common Chapter" in the current strategic plans of UN Women, UNFPA, UNICEF and UNDP. However, enhancing cooperation among UN agencies has been a long and difficult path and an increased level of change will be needed to achieve the vision of reform that is currently being proposed.

This conclusion is based on Section 4.3.1 (Multilateral cooperation)

Finland and other donors have strongly and successfully promoted a joint chapter in the new strategic plans of the four UN agencies which is expected to provide pilot lessons for the UN reform. Although the reforms and the Common Chapter are not yet implemented, the increasing capacity of UN agencies to work together at the country level through mechanisms such as One UN, the UNDAF, and joint projects and programmes already shows the potential of moving in this direction. Working together presents an opportunity to maximise synergies, rationalize resource use, and better coordinate for results. On the other hand, it may provide a threat to a small agency like UN Women, where weak operational capacity may limit its influence. Yet, UN Women's gender expertise and coordination mandate may help it carry more weight. The Common Chapter incorporated into the most recent strategic plans of the four UN agencies may serve as a pilot to show how UN Women and UNFPA can more effectively and sustainably implement their mandates through a common programme.

5.4.2   Bilateral support

Conclusion 15:

- Bilateral projects provide Finland with direct influence to promote gender. However, such opportunities require sufficient capacity in order to effectively plan, implement and monitor gender, and to be able to use the findings to engage with local or national authorities.

This conclusion is based on Sections 4.3.3 (Bilateral partnerships)

The case studies indicated the need for adequate technical assistance to the bilateral projects, either from the Embassy directly, or through qualified consultants. In one case, policy dialogue and technical support facilitated the realisation of gender results, in the other absence of this led to failure in terms of promoting GE. In Nepal, Finland's bilateral programming offered opportunities for policy dialogue with a sector ministry (MoFAGA) and support preparing an HRBA & GESI strategy and action plan (Case Study 10). Thus, much more immediate and effective advocacy opportunities could be generated, supplemented by direct access to field level evidence for policy decisions. Such evidence from the field also helped to integrate mainstreaming of menstrual hygiene management into the bilateral project. Conversely, in the case of the GIZ programme in Kenya to which Finland contributed EUR 2.8 million, the opportunity to ensure that gender was mainstreamed was not sufficiently promoted and in the end was missed, in spite of some attempts on the part of the Embassy to introduce it (Case Study 11).

5.4.3 CSO/NGO support

Conclusion 16:

- Promoting GE through CSO support ensures high levels of local and thematic expertise in programmes that helps to address challenges including deep seated patriarchal and misogynist attitudes. However, while local CSOs prove to be effective implementers of programmes, Finnish support does not always succeed in CSO partners reaching their full potential.

This conclusion is based on Section 4.3.4 (CSO/NGO cooperation)

A host of Finnish and local NGOs working on GE was supported by MFA funding, be it centrally or through local funds. The case studies showed that CSOs had a unique role in contributing to attitudes towards women and girls. For example, FPAN and WWF developed youth peer-to peer groups promoting SRH (Case Study 12); CREAW (Kenya) was able to establish very culturally sensitive ways to support women survivors of GBV (Case Study 14). These local NGOs have developed high levels of expertise in their focus areas. FPAN for example, has expertise in SRHR, reinforced by its membership in IPPF which also provides support through its own channels.

Participation of strong and effective CSOs thus provides an important complement to rights-based approaches. There were positive examples of how CSOs increased capacity through collaboration (e.g. FPAN and WWF Nepal mentioned above) or through thematic CSO networks (e.g. NAFIS in Somaliland, Case Study 15). However, interviews also indicated that some CSOs encountered capacity issues e.g. with respect to advocacy, MEL, and leadership, and that efforts to create synergies among the CSOs (or CSOs and bilateral programmes) working on particular themes in the same geographical areas were lacking (Case Study 10 and 13). In the two FLC case studies CSOs were seen rather as a means to the end, than as partners who should be strengthened (in terms of gender or other) in their own rights, contradicting MFA's expressed intention (MFA, 2017g, p. 3-4) (Section 3.2.4). Further, the FLC provided only short term funding that did not help much in establishing long term sustainable strategies and was in any case discontinued in the two focus countries where FLC projects were examined. Programme based support to Finnish NGOs would allow for longer term capacity building, yet, the recent evaluation of Finnish CSO cooperation noted that this capacity focussed on the project level, *"less on the organisational and civil society level".* (MFA, 2017e, p.18). This suggests that Finland's emphasis on working with CSOs has been less on their overall capacity and more on ensuring efficient project implementation. Yet, while Embassy staff come and go, empowered CSO partners form a continuous source of knowledge and expertise that the Embassy (and governments) can draw on.

6 LESSONS LEARNT ON PROMOTING GENDER EQUALITY AND WOMEN AND GIRLS' RIGHTS

Evaluation Question 3 asked for good practice examples and Lessons Learnt in policy influencing and programming. Most of the case studies presented good practice examples, summarising a number of key results and some of the means, activities and factors contributing to these. Section 4.2.2 then further synthesised a selection of the good practices observed in the case studies. In this chapter, we draw from the case studies to define concrete Lessons Learnt that may support the MFA in improving programming (Section 6.1) and policy dialogue (Section 6.2) for gender, and consider adjustments to some internal processes and tools including the MEL system (Section 6.3).

6.1 Programming and planning for gender equality and women's and girls' rights

Lesson Learnt GE-1: A context specific gender analysis, thoroughly and professionally facilitated helps to ensure that interventions target the particular strategic entry points that will have the most impact on women's lives and/or to identify obstacles or opportunities to promote GE. For example, in the WASH project in Nepal (Case Study 10) it was only noticed after several years of programming in a response to a survey question that some of the women in the project area were still not using the toilets (24% of the respondents replied that they were not used when women were menstruating). Although the issue had been raised earlier, management had not thought it would be an issue at that time.

Lesson learnt GE-2: Identifying key opportunities and potential obstacles all along the steps needed to foster complex gender change will increase the likelihood of reaching the goals. For example, in both Nepal and Kenya, the cooperation of political parties was an essential step in ensuring women's political participation, as well as work with women aspirants and other stakeholders. In the case of the Kenya and Nepal NAPs, the shortage of funding either from donors or through government budget commitments limits the scope of implementation in both countries. In Case Study 5 in Nepal, entrepreneurial training was carried out, yet out of 700 women trained only 20 received resources to begin their business, impeding use of the capacity built.

Lesson learnt GE-3: Participation of beneficiaries in programme agenda setting and implementation has an important positive effect, i) ensuring relevance and sustainability of the results through ownership, and ii) amplifying impact

through engaging civil society, and especially youth as agents of change in cultural attitudes towards gender. In Case Study 4, the implementation of NAP I in Nepal experienced some limitations because beneficiaries were not involved sufficiently. The development of NAP II adopted a more participatory bottom-up planning approach, engaging women affected by conflict and living in rural areas and marginalized groups to support definition of priorities, contributing to agenda setting and validation processes, leading to substantive inputs to the draft NAPII. In Somaliland, advocacy and awareness raising workshops inspired students to form a network and becoming themselves change agents against GBV and FGM practices (Case Study 15). In Nepal, 'peer educators' took on the role of motivating other youth to engage in both SRH and conservation programmes (Case Study 12).

Lesson learnt GE-4: The inclusion of women in project staff is imperative as in most situations, they have better access to and understanding of female beneficiaries, and may make them more comfortable and open with the information they share. In Nepal, for example, women in the WASH programme were more open talking to other women about menstrual hygiene (Case Study 10). In Kenya, the FLC projects were implemented by women's rights organisations, based on women's initiatives and with women in key positions (Case Study 14). In a cultural setting such as in Somalia, it will be women who can address themes such as GBV, FGM, or family planning or GBV when providing services to other women as midwives or hospital staff, rather than men (Case Studies 8 and 9).

Lesson learnt GE-5: Attention to networking, sharing information, and good communication are important both for fostering good cooperation between government and NGOs, and among NGOs as a basis for advocating gender themes and increased pressure by speaking through "one voice". In Somaliland, the government recognized the importance of collaborating with the NAFIS network and space was created for dialogue on GBV and FGM issues (Case Study 15). In Kenya, consistent pressure from development partners and national CSOs contributed to the inclusion of GBV in the MTP3 and the launch of the new *"Joint Programme on Prevention and Response to Gender-Based Violence 2017–2020"* by the Government of Kenya and the UN (Case Study 14).

Lesson learnt GE-6: Flexibility and ability to adapt to change is important given that unexpected events can provide both threats and opportunities for promoting gender equality. In Nepal, for example, the earthquake and floods were natural disasters that enormously disrupted the lives of women. Nevertheless, with UN Women support, NGO partners were able to involve women in the response and recovery in a way that helped to meet women's needs in the emergency, and enhanced respect for the skills and capacity women developed in the process (Case Study 4). Although obviously no one wants a disaster, the "build back better" mantra for reconstruction applies also to building back better gender equality.

6.2 Policy dialogue to promote gender results

Lesson learnt PD-1: Acting jointly with other stakeholders committed to gender vastly strengthens advocacy efforts: As a small country, Finland can maximize its impact by joining forces with like-minded countries, most importantly for gender, the Nordic group that shares similar values on GE issues. The combined voice and unity of the Nordic group on gender forms an important bloc of support – for example, providing a third of UN Women's core budget (Case Studies 1, 2, 3).

Lesson learnt PD-2: Evidence-based policy dialogue is particularly important in enhancing gender results. While evidence-based policy is always useful, in gender relations and W/Gs' rights, it is essential to get past cultural and emotional barriers. Evidence is used at all levels of Finland's strategy, comprising activities at the global level such as side events at the CSW in New York on specific themes (Section 4.2.3), to using the findings from the WASH projects in Nepal for national policy dialogue and programming (Case Study 10).

Lesson learnt PD-3: Policy dialogue to protect and promote women's and girls' rights needs constant vigilance: While W/Gs' rights are increasingly addressed at the global level, the growing threat of conservative backlash requires constant attention in all policy influencing forums. At the same time, influencing is very labour intensive, requiring high level, well trained and sensitive staff particularly at the Permanent Mission in New York.

6.3 MEL and organisational practices

Lesson learnt MEL-1: Explicit and specific gender goals make it much easier to monitor results. As noted in both the Kenya and Nepal case studies, introducing specific gender objectives to the Country Strategies made them part of the monitoring process and therefore easier to measure. However, in mainstreaming, gender results are often not specified and therefore are more likely to be overlooked. In the GIZ project, Finland's initial gender analysis and participation in the Steering Committee did not translate into gender mainstreaming in the programme.

Lesson learnt MEL-2: Overall, the participatory OH approach, involving stakeholders and beneficiaries, and particularly the concept of "behavioural change results" used in this evaluation proved useful in facilitating the collection of a rich set of outcomes data. This included changes in attitude, capacity, policy and practice across the pathway of change. Case Study 10 of this evaluation highlights results that have not been reported before, namely women changing their use of time due to the provision of water supply; and the development of economic activities enabled through the WASH project.

7 RECOMMENDATIONS

This section addresses part of Evaluation Question 3, namely *"how can MFA Finland further improve its gender policy influencing, mainstreaming and/or programming through the different aid modalities?"*. Recommendations are ordered starting with considerations on Finland's gender policy and strategy design, followed by a number of points on Finland's organisational practices and institutional and individual MEL capacity, and finally suggestions on making best use of the different aid modalities and policy dialogue strategies.

7.1 Strategy design and planning for promoting Finland's gender agenda

Recommendation 1:

> • MFA should further break down its gender ToC to more clearly define its strategic intent. Practical guidance should be provided on the use of all four ToCs (including those for the other development priorities) for planning, contextualised country level policy dialogue and programming on promoting GE and W/Gs' rights (which may include the development of Theory of Actions).
>
> This recommendation is based on Conclusions 3 and 4

Further unpacking of the ToC will facilitate its use for practice and make it country and partner responsive, i.e. help to contextualise Country Strategies and develop consistent and coherent policy dialogue plans both on global and national levels. Specifically, MFA should consider to:

1. Introduce at least one additional level of results describing intermediate expected achievements for the current Output level into the Pillar 1 ToC.

2. Provide brief narrative summaries and guidelines describing each ToC as well as linkages and causal logic among the ToCs for the four Pillars of Finland's Development Policy Programme.

3. The Pillar 1 ToC should be used to develop contextualised gender ToCs for all Country Strategies, or all programmes where Country Strategies are absent. This could also include the development of more usable and tangible Theory of Actions in order to create an improved angle for MEL. These should identify key actors (such as specific partners, governments, implementers, target audiences, beneficiaries) and their envisaged behavioural changes, as well as change agents and their contributions (policy influencing, technical support, establishment of partnerships, coordination, training, etc.).

Recommendation 2:

> • MFA together with the Embassies should develop Country Strategies or plans that are based on a thorough gender analysis identifying key issues for gender equality that can be addressed through both gender mainstreaming programmes (GM1) and those with a specific gender focus (GM2), and in accordance with Finland's strengths and priorities.
>
> This recommendation is based on Conclusions 1, 5, 6

Participatory Country Strategy and programme planning should incorporate insights from previous programming and lessons learnt from the ground, context and gender analyses, and reflect Finland's particular interests (e.g. WPS agenda in Kenya, Section 4.5). In particular, the analyses should include:

1. An assessment of the particular practical needs women are facing in the context (such as basic services in SRH, etc.), as well as the most pressing strategic interests (such as the right to live a life free of violence and abuse, etc.);

2. Intersectional issues in the various country contexts, i.e. how race, religion, class, caste, ethnicity or any other relevant category affect the way gender equality is perceived;

3. Identification of both the best strategies for empowering women and girls individually and as groups, as well as strategies contributing to a more (legally, politically, socially, etc.) enabling environment;

4. Identification of the key obstacles and entry points for promoting gender, generally and in the specific sectors where Finland works (such as forestry, WASH, education);

5. Identification of the roles that men and boys can play in a strategy for promoting GE and W/Gs' rights.

7.2   Organisational practices and MEL

Recommendation 3:

> • MFA should clarify its institutional gender strategy and develop an Action Plan for ensuring gender is fully taken into account in all development cooperation programmes including both those that focus on W/Gs' rights (GM2) and those in which gender is mainstreamed (GM 1).
>
> This recommendation is based on Conclusions 2 and 7

To implement this recommendation, the MFA should consider the following action points:

1. MFA should make an inventory of all guidelines, training, tools and documents that address the implementation of MFA's commitment to gender in order to identify the resources available, as well areas where there are gaps, and establish and maintain a repository of resources.

2. The Strategy/Action Plan should clarify the relationship between gender and Finland's approach to human rights: although W/Gs' rights are human rights, gender requires socio-cultural analysis that goes beyond the general analysis of duty bearers and rights holders that characterizes the HRBA.

3. Based on the above, MFA should develop an Action Plan that clearly identifies activities, roles and responsibilities, such as:

   a) Levels of accountability for gender, inclusion in performance reviews;

   b) Expectations of all programme staff capacity in gender mainstreaming, and gender experts, and steps staff can take to comply with the plan;

   c) Steps, timelines, resources and responsibilities for implementing the action plan;

   d) Clear and consolidated guidelines on how to address gender in programme and policy, including how to carry out a gender analysis.

Recommendation 4:

• MFA should identify gaps and enhance staff gender capacity at headquarters, Embassies and Permanent Missions in order to meet its ambitious gender goals.

This recommendation is based on Conclusion 8

Following up on the MFA results of the DPC staff survey that strongly identified a lack of human resources and considering some evidence of this study, it is recommended that MFA with Embassies and Permanent Mission:

1. Conduct an inventory of people with specific gender experience and skills, including an assessment what percentage of time is allocated to gender. Given that gender is both an area of focus and a mainstreaming requirement, it is suggested that there should be a minimum of one full time gender expert in each Embassy;

2. As survey results indicate, pay special attention to identifying training needs both at the headquarter level and throughout its Embassies and Permanent Mission in mainstreaming gender analysis to specific sectors, where staff may have no training or experience in gender;

3. On the basis of the above results, develop a systematic training plan, addressing the thematic areas identified as most critical, and ensuring opportunities for updating and refresher training. Creative approaches could include the use/adaptation of existing training resources for example, or carried out with the cooperation of partners who already have this capacity;

4. Encourage an active learning network to ensure that feedback from good practices and lessons learnt can be effectively shared within MFA. Also, create space, informally or along the lines of Communities of Practice where experience and learning on gender can be exchanged among staff across Embassies working in the same sectors (e.g. education, forestry, WASH etc.).

Recommendation 5:

- To better capture gender results, the MFA should improve its gender MEL systems for improved learning, to inform the ToC development and adaptation process and to foster flexibility and adaptive programming.

This recommendation is based on Conclusion 9

When implementing this recommendation, the MFA should consider:

1. Assessment of all proposals for programmes/ projects for potential opportunities for gender by internal or external experts early in the programme development stage to ensure it is not just an add on, and to provide the proposer with enough time to integrate improvements *prior* to the Quality Assurance Board assessment. This may also include a review and revision of the Quality Assurance gender criteria.

2. Incorporation of clear gender goals, linked to the gender ToC or context specific (country) ToCs, along with qualitative and quantitative indicators that allow more consistent monitoring and learning, in the RBM framework at the planning stage for all projects/ programmes (MFA).

3. Use of participatory approaches to collect qualitative, behaviour type gender data from actors on all levels (e.g. partners, governments, project staff, CSOs, beneficiaries), and to enhance dialogue with partners and implementers in order to gain a shared understanding of the envisaged, nuanced social changes required to enhance GE and W/Gs' rights, and information on the actors important to be involved in specific contexts.

Recommendation 6:

- To better analyse and assess the effectiveness of different policy dialogue approaches and the efforts expended in promoting and achieving Finland's various goals, a pilot model for tracking and monitoring policy and influencing work should be developed. This is particularly recommended for the Permanent Mission in New York, but also for the Embassies at country level.

This recommendation is based on Conclusion 9

Currently there is a system for recording influencing meetings at the Permanent Mission, but it is not clear that it is used systematically, or that it has been used to analyse achievements through policy and influencing. The recording system could be based on a general shared computer-based system that would allow for comparisons between forms of influencing, themes of influencing, or other priorities defined by MFA. This would provide the data for a more detailed and systematic reflection on policy and influencing

Also, to generate further learning on the effectiveness of Finland's policy dialogue to gender results, Finland may consider commissioning a pilot study with a narrow focus on a particular result area, using e.g. OH, Outcome Mapping (ROMA), Contribution Analysis, or Process Tracing to reveal deeper insights into Finland's contribution to promoting GE and W/Gs' rights.

7.3   Use of aid modalities

Recommendation 7:

> • MFA is advised to continue to employ a mixed modality approach, taking into account the comparative advantages of each modality in relation to specific gender goals and context, and seeking synergies among modalities with a particular focus on CSO partnerships.
>
> This recommendation is based on Conclusion 10 and 11

For choosing the "right" modality mix, the following considerations should be taken into account:

1. Multilateral channels should be used to promote a positive global normative framework, to strengthen capacity of key promoters of gender equality, and promote Finnish values on the global stage;

2. Multilateral and multi-bilateral channels should be used to pool efforts with other development partners and advance common causes on the global and country level;

3. Bilateral channels should be chosen primarily where Finland has a special focus and wants particular control and visibility;

4. Stronger synergies among modalities should be sought particularly with respect to the CSO modality, which, in line with MFA's Guidelines for Civil Society in Development Policy should both serve as partners implementing programmes and be strengthened in their capacity.

Recommendation 8:

> • Finland should enhance coordination of policy and influencing objectives and strategies with multilateral organisations between the global and the country level. This should involve 1) building on Finland's global work on strengthening partner capacity and ensuring it supports operations at the country level; and 2) supporting UN Women's coordination mandate and strengthening evaluation capacity.
>
> This recommendation is based on Conclusion 12 and 13

More precisely, the following points should be considered:

1. MFA and Embassies should coordinate policy and influencing objectives with multilateral organisations at both the global and the country level. The policy and influencing plans for both UNFPA and UN Women, have elements such as strengthening the monitoring and evaluation capacity, and UN Women's coordination mandate, that need to be enhanced at the country level. Currently this is done by supporting the core capacity of the agencies at the global level so that they can advance their country operations. However, MFA Country Strategies in case study countries do not have any corresponding plans for multilateral partners.

2. Finland should work with UN partners both through their headquarters' evaluation offices (Permanent Mission) and with country level offices (Embassies) to improve evaluation frameworks and jointly assess the use of more effective qualitative indicators in relation to GE. This may also extend

to discussions with MEL units of government partners, possibly in coordination with UN Women's Flagship Programme on ensuring that governments can collect the data to monitor progress on SDG 5 ("Making Every Women and Girl Count").

Recommendation 9:

- Concerning the multilateral/multi-bilateral modality, MFA should closely monitor and assess the progress of implementing the pilot "Common Chapter", also to derive lessons applicable to the UN reform process.

This recommendation is based on Conclusion 14

At the country level, where appropriate, Embassies should monitor the implementation of the Common Chapter in the strategic plans of UN Women, UNFPA, UNICEF and UNDP, and assess what lessons can be learned for future greater integration of UN programming.

For example, it should be assessed,

- The key advantages and challenges for the different partners; and

- Importantly, whether the Chapter improves the mainstreaming of gender in the programmes of all participating agencies and how (or if not, why not).

If useful lessons are found, the Permanent Mission should incorporate these into the appropriate forums in the UN where reform is being discussed, particularly with respect to the new UNCT/ Resident Coordinator structure.

Recommendation 10:

- MFA should ensure that Embassies in all countries with cooperation programmes, especially bilateral ones, have adequate professional technical capacity in gender analysis and planning.

This recommendation is based on Conclusion 15

While multi-bilateral programmes can be expected to draw from the global technical capacity of the UN partners, MFA is responsible for ensuring that its own programmes have adequate internal or contracted capacity for gender mainstreaming. This can be achieved through

1. An in house gender specialist in each Embassy with a cross cutting mandate and authority and adequate time, or in cases where this is not feasible, hiring consultants on a case by case basis depending on the thematic area of expertise;

2. Investing in local gender focused NGO capacity (where feasible, i.e. where respective NGOs exist) to provide consulting services to Finnish projects and others, as part of the objective of strengthening civil society;

3. Establishing a small, centrally managed contingency fund (maximum grant under EUR 60,000, which under MFA rules can be approved with more agility) for supplementary research, innovation such as documenting pilot projects, baseline studies, or troubleshooting projects that run into problems. Outcomes of these initiatives should be documented and shared as a learning process.

Recommendation 11:

- In order to meet its goal to strengthening civil society, MFA should consider dedicated medium-term funding to help build the capacity of local CSOs working on GE and W/Gs' rights in its focus countries. While this is generally good development policy, encouraging and supporting local democratic capacity, it is particularly important in the area of gender equality given women's generally unequal access to power, as well as the key role CSOs play in challenging negative cultural norms.

This recommendation is based on Conclusion 16

The form this would take should be defined by the needs in the local context. As part of this process, MFA should consider:

1. Re-establishing a modified FLC with medium term funding (2–3 years) and a percentage allocation for organisational capacity building;

2. With respect to Finnish NGOs, including a percentage of funding for the purpose of building partner organisational capacity, where needed;

3. Consolidating, updating, or if it does not already exist, carrying out a mapping process of CSOs that specifically work to promote and defend GE and W/Gs' rights to better understand the CSO context and to identify existing and potential leading organisations for change, including those that so far have gone unnoticed or are marginalized. This project may best be accomplished in cooperation with local NGO umbrella organisations and/or donor groups such as Gender Working Groups and will likely be of interest to other stakeholders, too.

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THE EVALUATION TEAM

Core team members:

Dr **Kornelia Rassmann** acted as the evaluation Team Leader. She is a multi-disciplinary professional with over 20 years of international work experience in evaluation, knowledge management, organisational development, marketing & communication, and academic research.

Gabriela Byron, Deputy Team Leader and Senior Evaluator, is an international senior consultant and her areas of expertise include evaluation, performance review, gender equality, human rights, democratisation & governance, humanitarian responses.

Pirkko Poutiainen, Evaluation Management Services (EMS) Coordinator and Senior Evaluator, is a senior development cooperation practitioner with extensive experience on evaluation (especially related to MFA Finland), working with multilateral organisations (such as the World Bank) and on gender equality. She is also expert on Finland's development cooperation.

Petra Mikkolainen, Representative of the Evaluation Manager and Evaluator, is an experienced development manager and consultant, including evaluations, and a permanent employee of Indufor Oy, the company in charge of managing this evaluation. She has in-depth knowledge on Finland's bilateral development cooperation and international development cooperation in general, especially in the environmental sector.

Other experts that contributed to the evaluation:

Merja Mäkelä, Senior Evaluator, is an international senior consultant. Her areas of expertise are Finnish development cooperation, social inclusion, gender and rural development, monitoring and evaluation, project cycle management/results-based management, and environment-related matters (natural resources management and biodiversity, forest policy, climate change adaptation and mitigation, carbon forestry).

James K. Gasana, Senior Evaluator, is an independent consultant in the fields of rural development, natural resource management and democratic governance, as well as in project, thematic, country program and corporate level evaluations), with a strong conceptual understanding and practical experience in the application of the Theory of Change. Previously he was Minister of Agriculture, Livestock and Environment in Rwanda (1990-1992) and of Defence (1992-1993). He holds a PhD in Forestry, Wildlife and Range Sciences (University of Idaho).

Jamie Fotheringam, the External Quality Assurance Expert, is a senior evaluator of methodologically complex assignments and highly experienced in the European Union markets. Jamie was also the Team Leader of the Impact Evaluability Assessment and Meta-Analysis of Finland's Support to Women and Girls and Gender Equality that was carried out by the MFA prior to this evaluation.

Mary Njeri Wanjiru, Kenyan Senior Country Specialist, is specialised in human women rights, gender & gender-based violence, governance, community and human development. She also has competence in advocacy, organizational development, logical framework approach, planning, decision making, coordination, team work, and communication. Mary has recently provided her consulting services to UN Women Kenya.

Shiva Dhungana, Nepalese Senior Country Specialist and evaluation expert, specialises in design, monitoring and evaluation in development peacebuilding field. He also has experience of working and coordinating with CSOs and international organisations.

Shukria Dini, Somali Senior Country Specialist is an expert in gender issues in Somalia and the Director of the Somali Women's Studies Centre located in Nairobi and Mogadishu. Through her work she engages closely with other women's groups in Somalia and monitors national policies and programs to assess their effects on women and their gender sensitivities.

Dr **Jane Haile**, Senior Evaluator, is a Social Anthropologist has built a career as a civil servant primarily in UNDP and UNICEF, as well as UNFPA, for 28 years. Currently she provides consulting services in gender, human rights, and social development issues for governments, donors (UN, bilaterals) and NGOs. She has extensive work in monitoring & evaluation, programme identification and formulation, capacity-building & training, communication for development & applied social research.

Mariia Kaikkonen, Consultant (Indufor in-house expert), corporate responsibility expert with experience from supporting large MFA evaluations.

Aziya Taalaibekkyzy, Consultant (Indufor in-house expert), climate change law and policy expert with experience in gender equality, development cooperation and supporting social and environmental impact assessments and MFA evaluations.

Anna Jaurimaa, Consultant (Indufor in-house expert), development practitioner with expertise on CSO cooperation. Experienced with project cycle management, including monitoring and evaluation.

ANNEX 1: TERMS OF REFERENCE

	MINISTRY FOR FOREIGN AFFAIRS OF FINLAND		UH2017-035906
Ministry for Foreign Affairs of Finland	EVA-11 PULKKINEN SANNA	4.10.2017 V 2.0	

UHA2017-002008, 89892798

Terms of Reference:
Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Policy and Cooperation

1. BACKGROUND TO THE EVALUATION

1.1. Context (policy, country, regional, global, thematic context)

In alignment with the Millennium Development Goals (MDGs), and later the Sustainable Development Goals (SDGs), Finland's development policies from 2004 onwards have included a focus on gender equality and a commitment to enhance and protect the rights and status of women and girls. In regard to the human rights policy, Finland has also been committed to the UN Security Council Resolution 1325 on Women, Peace and Security and issued two National Action Plans for its implementation. The implementation of 1325 has also been funded through development funding. These commitments have been integrated in corresponding development policies and guidelines of Finland since 2004 as follows.

In **development policy 2004** it was stated that "the UN Millennium Declaration provides a framework for Finland's development policy" and promotion of the rights and status of women and girls and promotion of gender and social equality was nominated as one of the cross-cutting themes of the policy. The development policy programme 2007 stated that "the main goal of development policy is to eradicate poverty and to promote sustainable development in accordance with the UN Millennium Development Goals" and the *cross-cutting theme* (CCT) of gender equality was retained exactly the same as in previous policy.

A Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003–2007 was released in 2003. In addition, there have been several sectoral policies and manuals in which the cross-cutting themes should have been integrated. In 2012 Finland adopted human rights based approach (HRBA) in its development policy and cooperation.

In **the development policy programme 2012** it was stated that "the overarching goal of Finland's development policy is the eradication of extreme poverty and securing a life of human dignity for all people in accordance with the UN Millennium Development Goals". Instead of speaking about Cross Cutting Themes, three *Cross-Cutting Objectives* (CCO's) were nominated with a stronger result expectation. These CCOs were gender equality, reduction of inequality and climate sustainability. The current development policy states that the goal of Finland's development policy is the eradication of poverty and inequality and the promotion of sustainable development. There are four specific priorities in which the first is the rights and status of women and girls. Ministry for Foreign Affairs (MFA) is responsible for reporting to the parliament on results and impacts achieved regarding the specific priorities. At the same time, the Results Based Management (RBM) was further developed at the ministry. Therefore, a strong expectation for practical results was also laid for CCO's, including the gender equality.

Finland's development Policy 2016 "One world, common future – towards sustainable development" defined four priority areas for Finland's development co-operation, the first being "the rights and status of women and girls have strengthened". At the first time, gender equality was defined as the first priority goal of development policy to be actually implemented and followed up more systematically, not only as the cross cutting objective. This priority is linked to the goal 5 in UN Agenda 2030. According to the policy, enhancing the rights and the status of women and girls and their opportunities to participate strengthens the society, thus promoting the achievement of the other development goals. The priority is further defined in the policy: Finland's actions strive to promote that

- women and girls are better educated and have better skills;

- women and girls have better access to high-quality basic services;

- women and girls have better opportunities to influence political decision-making and participate in economic activity;

- more women and girls enjoy the right to make decisions, which affects their lives, and a smaller number of them fall victims of violence and abuse.

According to the policy 2016, Finland will promote the achievement of these goals by supporting the work of **actors that have a direct impact on gender equality** and on the know-how and opportunities of women and girls. Finland will promote the **capability of countries** to respect, protect and fulfil the rights of women and girls, including sexual and reproductive health and rights (SRHR), and to remove the obstacles to their realisation. Finland will support the capacity of developing countries' public administration to provide public services, such as education and health. Finland will support the **local private sector** and its **international partners** to encourage them to improve the chances of women to find employment, work as entrepreneurs, own property and participate in the economy. **Organisations that promote the position of women** will receive support. Finland will work within the **EU** and at international level to ensure that international standards and practices form a sustainable basis for the realisation of women's and girls' rights.

Previous evaluations and studies

In order to promote effective implementation of the Gender Equality Strategy and Action Plan 2003 and to adopt a coordinated approach to gender equality, the MFA decided to conduct a Gender Baseline Study, which was published in 2005. The overall objective of the study is to help operationalise the Strategy and Action Plan and establish the current status of gender mainstreaming in Finland's development co-operation. This baseline can be used as a bench mark when making conclusions in this evaluation. http://formin.finland.fi/public/download.aspx?ID=13406&GUID=%7B14F2E7F4-9CDE-4DAB-B579-7B08D328E23A%7D

The promotion of the rights and status of women and girls and promotion of gender and social equality as a cross-cutting theme has been assessed in all centralized evaluations commissioned by Development Evaluation Unit (EVA-11). A thematic evaluation on cross-cutting themes was carried out in 2008 by EVA-11. In the same year National Audit Office of Finland carried out a performance audit on implementing cross-cutting themes in Finnish development cooperation. Due to its crosscutting nature the promotion of rights of women and gender equality should also have been assessed as a part of all project and programme evaluations commissioned by implementing units of MFA.

In 2016 Finland commissioned an assessment of Finland's National Action Plan (NAP) for the Implementation of UN Security Council Resolution 1325 "Women, Peace, and Security" 2012–2016. Findings and the recommendations of the assessment were used to guide the design of Finland's third NAP. http://www.1325.fi/wordpress/wp-content/uploads/2015/01/FINAL-Finland-NAP-2-Assessment-Report.pdf

In October 2013, the 1325 Network Finland commissioned a comparative evaluation on the implementation of UNSCR 1325 in the Nordic countries. 1325 is clearly one of the priorities of Finland's human right policy. As it is also mentioned in the Development Policy 2016 as an important link between human rights policy and development policy on gender, it is important that this evaluation pays a special attention to it. http://www.1325.fi/tiedostot/Nordic_Implementation_1325_report__2014_final.pdf

In 2012 Finland commissioned an evaluation on Nordic Influence in Multilateral Organizations: A Finnish Perspective. This was a desk study that explores how the Nordic countries have influenced the promotion of gender equality (GE) policies in the African countries through the World Bank (WB) and the African Development Bank (AfDB) over a period of six years (2006 to 2011). http://formin.finland.fi/public/default.aspx?contentid=260062&nodeid=49728&contentlan=2&culture=en-US

1.2. Evaluability assessment

In this context, the MFA of Finland commissioned **an impact evaluability assessment and metaanalysis** of Finland's support to women and girls and gender equality in order to inform the planning phase of the evaluation described in this ToR. The study is available at the MFA website: http://formin.finland.fi/public/default.aspx?contentid=361141&nodeid=49540&contentlan=2&culture=en-US

The study assessed the evaluability of Finland's support to women and girls and gender equality, as reported in Finnish development policies, programming documents, and evaluations published between 2004 and 2016. The findings were complemented by lessons learned from international experiences and a small number of interviews with MFA advisors.

The evaluability assessment found that Finland's approach to gender mainstreaming is clearly defined at the policy level. However, the implementation of gender mainstreaming in programming, and the evaluation of the effects of gender mainstreaming onto gender equality is poor. It is unclear how gender equality is meant to be promoted through the implementation of programmes: gender is often mentioned, but there is limited evidence of its successful operationalisation. Often it is not clearly articulated how gender mainstreaming occurred or was intended to occur in practice. Even for programmes where gender is the core focus of intervention, it is often the case that the intended results are not clearly defined. Without predefined and agreed gender-specific goals (and related indicators), the plausibility of delivering gendered results within these programmes is hard to assess.

More generally, gender analysis has been identified as a gap in the design of programmes and interventions, suggesting the need to better embed gender mainstreaming across the programming lifecycle and more systematically conduct gender analysis during the design and planning of interventions. As a result, evidence of impact on women and girls since 2004 is limited. Gendered impacts have not systematically been documented. When they are documented, it appears that gender impacts have not been achieved or are inconclusive in many cases. Few evaluations contained any specific results based on gender-disaggregated data on outputs, outcomes and impacts, and evaluation methodologies were not sufficiently tailored to ensure that gendered impacts are assessed, or to ensure the deployment of gender-sensitive evaluation tools.

Recommendations of the evaluability study are the following:

- The Terms of Reference for the upcoming evaluation clearly outlines the evaluability limitations;

- The evaluation objectives are specific and aligned with the gender objectives of the MFA;

- A participatory evaluation approach is recommended to understand which gendered impacts can be plausibly expected and assessed;

- Specific thematic areas are selected for the evaluation to enable more focused lesson learning;

- Secondary sources are used to establish benchmarks and identify gender patterns; and

- The evaluation investigates the gap between policy and practice.

Based on the findings and recommendations of the study as well as discussions with the senior management of the Department of Development Policy and the gender adviser, the purpose and scope of the evaluation was refined from the description in the MFA evaluation plan 2017-2019.

1.3. Description of the evaluation

This evaluation assesses Finland's development cooperation activities and policy influencing on gender equality and commitment to enhance the rights of women and girls as a cross cutting objective as well as the priority objective of funding. The emphasis in this evaluation is on cooperation where gender equality is the priority objective, as there is an interest to develop this approach further. Activities in which gender has been mainstreamed or treated as a cross cutting objective have a minor emphasis as the evaluability study already revealed that this approach has not been successful. It is, however, important to understand the value and merit of both of the approaches, and learn from the dynamics and especially interaction between them.

Gender equality has been a priority in Finland's development policy for a long time. The evaluability study covered the policies from 2004 onwards. Gender equality has been defined as a cross cutting theme until the 2012 policy and as a cross cutting objective from 2012 to 2016, and as the first priority area since 2016 policy. In MFA programming, gender mainstreaming (CCT / CCO) seems to differ from gender-based programming in terms of the level of inclusion of gender related goals. In the latter, the promotion of gender equality is included as a program component or an explicit goal of the program. This approach has been strengthening in last two policies 2012 and 2016, mainstreaming being still implemented across the programs, policy influencing and partner organization funding. As the overall idea of the evaluation is to learn from good practices, the time scope of the evaluation will be limited to the years when Finland has shifted the gender policy from mainstreaming of gender to priority targeting of the gender equality.

2. RATIONALE, PURPOSE AND OBJECTIVES OF THE EVALUATION

The MFA's evaluation plan for 2017–2019 suggests that the evaluation should focus on impact of women's and especially girls' rights and improvement of their status in Finland's development cooperation between 2004 and 2016. The original rationale of the evaluation plan was to establish, whether Finland's development policy and cooperation resulted positive outcomes and perhaps even influenced the societal development in our partner countries more broadly. These expectations were related to the fact that gender equality has been a priority for a long time, and Finland has been receiving good feedback from many development partners for keeping gender issues on the development agenda at country level as well as with multilateral organizations.

Based on the evaluability study, the EVA-11 had a new consultation round with the management of the ministry. The outcome of this consultation was, that the purpose of the evaluation should be on learning that enables the ministry to develop gender programming approaches further to avoid any shortcomings in attainment of results as well as to enable follow up of the policy priority in the future.

The MFA is constantly seeking more effective approaches for implementing all thematic priorities in development policy. Gender, being one of the long-term priorities, can be a good case study on how the implementation of such an important policy priority could be developed further. The evaluation should seek successful approaches and lessons learned from bilateral and multilateral development cooperation as well as NGO funding and, if feasible also development cooperation engaging the private sector. EU influencing is also important. The evaluation is not evaluating the results and impact of our multi-

lateral partners or funding instruments as such, but the effectiveness and impact of Finland's influence on the realization of the gender equality within the partners' strategies and operations as well as instruments funding decisions and implementation. The results of this evaluation would then feed in to the new programming approaches as well as more efficient policy influencing practices of the Ministry. The result of the evaluation will also inform the development of the next development policy, not only on gender equality, but also more broadly on the concept of policy priority definitions in the policy.

The main **objective of this evaluation** is to assess the value and merit of programmes and policy influencing in those initiatives where Gender equality, especially rights of women and girls has been the main objective of the initiative, or the mainstreaming has been prioritized in the initiative or it has been a condition for Finland's engagement with an organization.

The main objective is initially divided to the following priorities/sub-objectives:

1. Assess the merit and value as well as shortcomings of current mainstreaming practices (A sample including main sectors of Finland's bilateral development co-operation)

2. Assess the merit and value as well as shortcomings of the current gender programmes, where gender equality has been the main objective (sample)

3. Assess Finland's policy influencing in main multilateral partner organizations (UN Women and UNFPA) and in EU

4. Assess the merit and value of Finland's main INGO/NGO partners on gender equality (focusing maybe on women entrepreneurs or women in business)

3. SCOPE OF THE EVALUATION

This evaluation will cover the activities under the two last development policies from 2012 until the end of 2017.

Based on recommendations of a previous evaluability study, this evaluation is not covering all programmes, projects or policy influencing plans based on gender as a cross cutting objective. Only some of them will be included to the sample for learning purposes.

A purposeful sample will be developed in all four priority areas/sub- objectives in order to cover the timespan as well as pick up the most useful cases, good practices as well as future challenges related to the current gender programming and policy influencing. The sample will cover Finland's bilateral, multilateral, INGO/NGO and private sector partnerships where gender is the main priority, or has a strong mainstreaming emphasis. Finland's EU influencing may also be included.

4. ISSUES TO BE ADDRESSED AND EVALUATION QUESTIONS

The main evaluation question is the following:

What are the merit, value and shortcomings of current practices, programmes and policies supported by Finland that seek to improve the rights of women and girls?

The main question is initially divided to sub-questions as follows:

1. What are the merit and value as well as shortcomings of current mainstreaming practices (A sample including main sectors of Finland's bilateral development co-operation)?

2. What are the merit and value as well as shortcomings of the current gender programmes, where gender equality has been the main objective (sample)?

3. What is the merit and value of Finland's policy influencing in main multilateral partner organizations (UN Women, UNFPA and EU?

4. What is the merit and value of Finland's main INGO/NGO partners on gender equality (focusing maybe on women entrepreneurs or women in business)?

The above four questions operate at different levels (MFA strategy, multilateral cooperation, bilateral cooperation, regional program, country Project and specific INGO/NGO) and vary in terms of content. The focus in policy influencing in the EU is especially on sexual and reproductive health and rights (SRHR) and UNSCR1325.

An additional question will also be explored to provide evidence of how gender-related policies, programs and practices transfer across levels (from top to bottom and bottom to top):

5. To what extent do the goals and objectives of programmes, policies and practices transfer across the various levels of gender mainstreaming and gender equality strengthening?

This question will primarily focus on how the policies at one level, e.g. Finnish Government influence the practices and policies at another level, e.g. multi-lateral agencies and the EU. Ideally, this exploration will follow a chain of contribution all the way down to the implementation level, and, potentially, will be able to explore to what extent lessons learned on the ground influence policies at higher levels through feedback loops. We also recognize that targets set for policy influencing may not be consistent across levels (e.g. it may be less clear at the EU level than at the multilateral level). What is important is that the evaluation team assesses the contribution claims across levels.

During the Inception Phase, the evaluation team will explore additional evaluative questions (both formal and informal) that might strengthen the focus of inquiry underneath each of these subquestions, such as views on the relevance, efficiency, effectiveness and sustainability of each level focus. The result should inform a more fluid evaluation report structure, which may or may not conform to the classical OECD DAC structure. These should be finalized by the completion of the Inception Phase and agreed upon by the Reference Group.

5. GENERAL APPROACH AND METHODOLOGY

The general approach of the evaluation is to identify best practices and challenges of Finland's development policy and cooperation on gender equality by assessing the merit and value and shortcomings of selected programs, initiatives and policy influencing activities. As such, the evaluation will consider the principles associated with "Utilization Focused Evaluation" (UFE).[1] In contrast to evaluation frameworks that focus on general and abstract users and uses, UFEs focus on providing information for specific users, uses and decisions. While traditional frameworks such as the OECD DAC Criteria for Evaluating Development Assistance provide useful guidelines for evaluation commissioners to structure and organize their inquiries; the approach adopted here should ensure that the intended uses of the evaluation by the primary users guide the decisions that are made during the evaluation process.

In practice, UFE principles require that the evaluation team prioritizes how the findings of this evaluation will feed into the learning agenda of the MFA (even if that agenda is informal). In doing so, the evaluation team should identify, together with the client, who the primary users/consumers of this evaluation will be, and early on solicit their feedback on what they hope to learn from this evaluation and for what purpose. It should be noted that some variants of UFE suggest strict adherence to a 17-step process of engagement, which includes full participation of the user her/himself throughout the process. For this evaluation, a lighter, principle-based version is more realistic, which does not require an extensive, ongoing interaction with MFA's users. Rather, initial conversations between the evaluation team and

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1 The term, and its approach, are well articulated in Michael Quinn Patton's well-known book Utilization-Focused Evaluation, now in its 4th Edition.

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the members of MFA should be sufficient to ensure that the strategic focus of the evaluation's inquiries are in line with the learning needs of the MFA's relevant stakeholders, even as regularly scheduled updates and presentations should be sufficient to ensure the evaluation team stays on track.

5.1 Analytical methods and data collection approaches

In general, the evaluation approach will be participatory and emphasize learning of the Ministry, staff and partners from the past and developing the practices for the future. The evaluation process will run parallel to the Ministry's planning processes, which aims to clarify its four policy priorities as well as to define a Theory of Change (ToC) for each of the priorities. The first version of a ToC for the gender equality priority will be ready in the last quarter of 2017, which will then be adopted by the evaluation as a starting point. The evaluation will then test the ToC in practice and make recommendations on how the implementation of the priority area should be further developed, and verify also the initial assumptions of the ToC.

When gathering evidence to support the claims of the different theories of change (as well as evidence that may disprove them), the evaluation team should incorporate a diverse mix of data collection and analytical method approaches.

According to the recent evaluability study, a quantitative impact study may not be warranted (without investment in widespread primary data collection), hence more qualitative, process evaluation approaches and qualitative beneficiary impact stories may be more useful in seeking to understand the extent to which and how well gender mainstreaming has been implemented across programs and projects in the MFA portfolio, as well as determining their impact on women and girls supported by the programs. Moreover, the evaluability study also found that there is a limited amount of follow-up data available, as well as gaps in the ability to assess the impact of activities.

Given these constraints and corresponding recommendations, the evaluation team should abandon strict experimental design approaches and instead consider the use of qualitative and mixed methods under an umbrella of approaches known as Contribution Analysis (CA). CA recognizes that many relevant factors outside of an intervention's control also contribute to its goals and objectives, which also make it difficult to identify to what extent observed changes can be attributed to the activities of the intervention.[2] CA therefore strives to identify, unpack and, in some cases, quantify the "contribution claims" an intervention makes on its associated impacts.

Within this family, the evaluation team will consider using two established approaches to capturing complexity and contribution:

1. Outcome Harvesting: Which will be used when the outcomes associated with a given intervention are unclear at the outset but require in-depth discussion to be revealed.

2. Process Tracing: Which will be used when stated outcomes are clear at the outset, but the degree to which an intervention has contributed to these outcomes are the claims to be investigated.

Outcome Harvesting (O/H): is used to capture outcomes that cannot be predicted in advance but require in-depth discussions, time lining and substantiation to identify. O/H identifies "defining moments" in the chain of causal events that define the underlying processes of social change. Using O/H, the evaluation

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2 The use of the term "contribution analysis" here is not synonymous with John Mayne's specific use of the same term. Here, the term is used in reference to a broad range of approaches that capture the ingredients of social change under conditions of uncertainty, while the latter's use is more dependent upon firmly-established and tested theories of change. We are not endorsing the same level of orthodoxy associated with Mayne's version of contribution analysis, partly because he is explicit that his approach is only applicable to projects that contain little variation in implementation across contexts and even less deviation from the stated theory of change. See Mayne, J. (2008)

Contribution Analysis: An approach to exploring cause and effect, ILAC methodological brief, available at
http://www.cgiar-ilac.org/files/ILAC_Brief16_Contribution_Analysis_0.pdf

team will work with stakeholders to identify known outcomes and work backwards to trace the actors, steps, factors, and key moments in time which led to a certain project outcome. The relationships between these elements are then mapped out into a visual narrative of the key changes that led to the outcome in question, and are verified with stakeholders on the ground through collaborative discussions.

It should be noted that the depth of investigation required to do O/H varies from evaluation to evaluation, ranging from 2–3 week-long inquiries to those that unfold over the course of a few years. For this evaluation, the Evaluation team will balance the need for in-depth evidence with the timeline and resources of the evaluation contract. This implies that the team will go beyond simply asking a few additional questions and make a reasonable attempt to capture alternative views and evidence within the time allocated.

Process Tracing: When appropriate, the evaluation team should also consider the use of Process Tracing, which will apply logical evidence tests (Straw-in-the Wind, Hoop, Smoking-Gun, and Doubly Decisive) associated with contribution claims around improved gender outcomes. The "data" for these tests primarily come from the various types of evidence gathered by the evaluation team throughout the course of the investigation. Once these tests are completed, the evaluation team can assess the evidence using a technique called "Bayesian updating" to measure the confidence in a claim about cause and effect, and allows for updates according to the relevance of emerging new knowledge or evidence.

Context: Key to any use of methods that seek to understand complexity and manage uncertainty is the role of context. While contextual factors traditionally fall under the "relevance" section of an OECD-based evaluation and can drive the findings of other sections, context for CA approaches such as O/H and Process Tracing take on additional importance. Yet the Evaluation team must remain mindful of the additional resources required to unpack and illustrate "context," as the term itself can have limitless boundaries unless clearly defined. For this evaluation, efforts to understand the "context" of each intervention will be limited to those factors a. reported in supporting documentation, b. offered by respondents as relevant, c. light-touch reviews of third party information, and high-level events that are easily documented but do not require in-depth country or organizational expertise. This does not include in-depth country studies and extensive literature reviews.

Data Collection and Equality

In addition to the interview-based data to support the implementation of the methods suggested above, the Evaluation team should draw upon the extensive documentation of gender-related activities supported by Finland, including financial and program performance data. The main document sources of information are listed in the evaluability study. More documents will be identified in the desk study during the inception phase. It should be noted that part of the material provided by MFA is only available in Finnish. Online translators cannot be used with MFA document materials. Moreover, the Evaluation team should also consider using cost-effective data collection tools, such as online surveys sent out to a large number of respondents.

The working modality of the evaluation will be participatory ensuring the equal and fair inclusion and participation of full range of stakeholders including duty bearers and right-holders as well as women, girls and marginalized groups. Particular attention must be paid to the inclusion of women and individuals/groups that are marginalized and/or discriminated against. The Evaluation team's data collection strategy should allow identifying and including in the data-gathering and analysis process those most likely to have their rights violated.

Sampling Design

Based on recommendations of the evaluability study, the evaluation team will purposively sample across all four priority areas/sub-objectives. Sampling criteria will be based upon cases that offer the most opportunities for learning about the value and merit of gender-related initiatives. The sample will cover Finland's bilateral, multilateral, INGO/NGO and private sector partnerships where gender is the main priority, or has a strong mainstreaming emphasis. Finland's EU influencing may also be included.

In terms of multilateral selection, the evaluation team will select the headquarter offices of UN Women and UNFPA as their primary focus. The evaluation team should dedicate at least one week to physical visits to these offices and meet with relevant multi-lateral stakeholders, including direct fund managers, relevant specialists, relevant M&E and program support staff, as well as other relevant staff involved in ensuring that MFA's gender policies and priorities are realized. The EU office in Brussels will also be visited with sufficient time by the evaluation team.

In terms of bilateral aid and partner country selection, three different partner countries of the current development policy will be sampled for review. Given the small population size (currently nine countries in total) and the small sampling size (three countries), the Evaluation team must limit the sampling criteria to two primary factors:

First, the sample will be sure to include at least one bilateral initiative where a. gender equality, especially the rights of women and girls, has been the *main objective* of the initiative through genderbased programming; and at least one bilateral initiative where b. gender mainstreaming has been a *priority of the initiative or condition* for MFA's engagement with an organization.

Second, the sample should include at least one bilateral initiative that is viewed as relatively successful, and this should be balanced with an additional bilateral initiative that is viewed as faced with significant challenges. The contrast of these experiences should allow for greater learning.

Furthermore, if possible, secondary country selection considerations may include:

- Countries that include the greatest variety of initiatives funded by Finland. Sampling countries with multiple types of activities and funding streams will allow for greater learning opportunities through within-country comparisons as well as allow for cross-country comparisons with countries that contain similar portfolios.

- Progress in the implementation cycle (first phase/start up to identify potential threats early on, mid-term to assess and suggest any potential course corrections, and end of activity to identify lessons learned that maybe applied to the other two).

- Scope and Geography

Additionally, countries to be selected should have various types of on-going gender programmes, including Fund for Local Cooperation (FLC) projects, as well as Finland-supported UNSCR1325 programmes. This leads to a tentative selection of Nepal, Kenya and Somalia for field visits. Kenya and Nepal both have or have had UNSCR1325 projects within the evaluation period and several FLC projects focusing on gender. The final decision will be made in the inception report. In Somalia there are several projects/programmes focusing on gender and SRHR that have been supported through different aid modalities. In addition, Finland is providing more and more support to fragile states like Somalia.

The final evaluation plan will be included in the inception report. The inception report will then include the desk study on the evaluation, theory of change, further specification of the methodology and the finalized evaluation matrix, plan for the field missions and reporting of the evaluation. The evaluation must be gender and culturally sensitive and respect the confidentiality, protection of source and dignity of those interviewed.

6. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

Management of the evaluation

This evaluation is managed through the Evaluation Management Services (EMS). The responsibilities of the EMS Service Coordinator and the MFA are defined in the EMS contract in more details. The main rule is that the EVA-11 is responsible for general management and steering of the evaluation, and the EMS is responsible for managing the practical arrangements of the evaluation. EVA-11 will inform the other units/departments of the MFA as well as embassies of Finland on the evaluation and will also initiate the contacts with main stakeholders in Finland and abroad.

A reference group for the evaluation will be established and chaired by EVA-11. The use of a reference group is a key step in guaranteeing the transparency, accountability and credibility of an evaluation process and plays a key role in validating the findings.

The mandate of the reference group is to provide advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables of the consultant.

The members of the reference group of this evaluation will include:

- Development policy adviser on gender issues
- Development policy adviser on health issues
- Development policy adviser on education issues
- 1325 coordinator
- Development policy adviser of regional department (one or two)
- Desk officers of UN Women and UNFPA
- Finland's EU desk officer on development policy
- Possible other MFA desk officers or advisers.

The tasks of the reference group are to:

- act as source of knowledge for the evaluation;
- participate in the planning of the evaluation (providing input to the ToR, identifying key external stakeholders to be consulted during the process etc.);
- participate in the relevant meetings (e.g. start-up meeting, meeting to discuss the evaluation plan, debriefing and validation meetings after the field visits);
- comment on the deliverables of the consultant (i.e. inception report, draft final report, final report) to ensure that the evaluation is based on factual knowledge about the subject of the evaluation and
- play a key role in disseminating the findings of the evaluation and support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

The EMS will provide the evaluation team, and facilitate the smooth implementation of the evaluation.

7. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

The evaluation will tentatively start in September 2017 and end in June 2018. The evaluation consists of the following phases and will produce the respective deliverables. During the process, particular attention should be paid to strong inter-team coordination and information sharing within the team. It is highlighted that a new phase is initiated only when the deliverables of the previous phase have been approved by EVA-11. The revised reports have to be accompanied by a table of received comments and responses to them.

The evaluation is divided into five phases. A summary of the deliverables defining each phase is listed here, with more details below:

- Phase A: Planning Phase – September 8, 2017: Submission of Team Leader Comments on ToR and Discussion with MFA

- Phase B: Startup Phase – October 4, 2017: Start up meeting with MFA, Team Leader (and others) in Helsinki Report

- Phase C: Inception Phase – November 15, 2017: Submission of First Draft of Inception Report

- Phase D: Implementation Phase – December 2017 – February 2018: Implementation of Field Visits

- Phase E: Reporting/Dissemination Phase – March – June 2018: Draft Final Report Submission by mid April 2018; Final Report by end of May 2018; Findings Presentation in June 2018.

It should be noted that internationally recognized experts may be contracted by EVA-11 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 (inception report, draft final and final reports). In case of peer review, the views of the peer reviewers will be made available to the EMS and the evaluation team.

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

A. PLANNING PHASE (SUPPORTED WITH THE SERVICE ORDER 1)

Initial timetable: September 2017

EVA-11 will finalize the ToR of the evaluation in consultations with the team leader. Therefore, the EMS will provide the Team Leader of the evaluation already in planning phase. Service order 1 will describe the required services of the EMS for the planning phase in details.

The following meetings will be organized during the planning phase. Meetings can be face-to-face or video meetings.

- A planning meeting with the EMS coordinator on required services, especially the qualifications and skills of the team leader.

- A planning meeting with the team leader on evaluation approach and methodological requirements (TL, liaison with the reference group)

- A workshop for finalizing the ToR and identifying the skills and qualifications of the rest of the team (with TL and EMS Coordinator)

Deliverable: TL suggestion on how to finalize the ToR September 8, 2017

B. START-UP PHASE

The service order 2 will describe the required EMS services in detail.

The following meetings will be organized during the start-up phase

1. **The administrative meeting** regarding contracting the team and administrative arrangements will be held with the EMS consultant in Helsinki in October 2017. The purpose of the meeting is to go through the evaluation process, related practicalities and to build common understanding on the ToR. Agreed minutes will be prepared by the consultant.

Participants in the administrative meeting in Helsinki: EVA-11 and the Team Leader and the EMS coordinator of the Consultant in person.

2. **The start-up meeting with the reference group** will be held right before 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 reference group. The purpose is also to provide the evaluation team with a general picture of the subject of the evaluation. 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 start-up meeting: EVA-11 (responsible for inviting and chairing the session), reference group, Team Leader and EMS coordinator of the Consultant in person. Other team members may participate in person or via electronic means.

Deliverable: Presentation of the approach and methodology by the consultant, Agreed minutes of the meetings by the consultant.

C. INCEPTION PHASE

Inception report

The Inception phase includes desk analysis and preparation of a detailed evaluation plan (see evaluation manual p. 56 and 96). The desk study includes a comprehensive context and document analysis. It shall also include mapping of programs and their different sources of funding.

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

- context analysis
- initial findings and conclusions of the desk study, including hypotheses
- constructed theory of change
- finalization of the methodology and summarized in an evaluation matrix including evaluation questions, indicators, methods for data collection and analysis
- final work plan and division of work between team members
- tentative table of contents of final report
- data gaps
- detailed implementation plan for field visits with clear division of work (participation, interview questions/guides/notes, preliminary list of stakeholders and organizations to be contacted)
- final budget.

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The inception report will be presented, discussed and the needed changes agreed in the inception meeting in end of November 2017. The inception report will be submitted by mid November (two weeks prior to the inception meeting).

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

Participants to the inception meeting: EVA-11, reference group, the evaluation team and the EMS

Coordinator. Team Leader is responsible for chairing the session.

Venue: MFA, Helsinki.

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

D. IMPLEMENTATION PHASE

The Implementation phase will take place in December 2017 – February 2018 and includes visits at the HQ offices of UNFPA and UN Women in New York (1-2 weeks), EU HQ in Brussels and three bilateral cooperation countries (tentatively Nepal, Kenya and Somalia).

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

The field work in one country should last approximately 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 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 organize a debriefing/validation workshop at the end of each country visit. In addition to debriefing/validation workshops in field visit countries a debriefing/validation meeting of the initial findings (not yet conclusions or recommendations) will be arranged in Helsinki tentatively in March. The purpose of the seminars is to share initial findings and validate them. **The work shop in Helsinki may also include a half day work shop on lessons learned to gain deeper understanding on the methodologies used and how they have been adapted to this evaluation**.

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 organize interviews or meetings with the stakeholders on behalf of the evaluation team, but will assist in identification of people and organizations to be included in the evaluation.

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

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

Participants in the MFA workshops: EVA-11, reference group, other relevant staff/stakeholders, the Team Leader (responsible for chairing the session), team members and the EMS Coordinator of the Consultant.

E. REPORTING AND DISSEMINATION PHASE

The reporting and dissemination phase will take place in March – June 2018 and produce the Final report. Dissemination of the results is organized during this phase.

The report should be kept clear, concise and consistent. The report must follow writing instructions and template provided by EVA-11 and it should contain *inter alia* the evaluation findings, conclusions and recommendations. The logic between those should be clear and based on evidence.

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

The final draft report must include abstract and summaries (including the table on main findings, conclusions and recommendations). It **must be of high and publishable quality**. The consultant is responsible for the editing, proof-reading and quality control of the content and language.

The report will be finalised based on the comments received and must be ready by the end of May 2018 for key stakeholders, such as MFA staff, Reference Group members and others.

The final report must include abstract and summaries (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. It must be ensured that the translations are easy to read and use commonly used terms in development cooperation. The final report will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats.

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 report by the end of May 2018 (draft final report by Mid-April).

A management meeting on the final results will be organized in Helsinki tentatively in mid June 2018 and the Team Leader and the EMS coordinator of the Consultant must be present in person.

A public presentation on the results will be organized on the same visit as the final management meeting. It is expected that at least the Team leader and possibly other team members are present.

A public Webinar will be organized by EVA-11 in June/August 2018. Team leader and other team members will give short presentation of the findings in the Webinar. Presentation can be delivered from distance. Only a sufficient internet connection is required.

The MFA will prepare a management response to the recommendations.

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8. EXPERTISE REQUIRED

There will be one **Management Team**, responsible for overall coordination of the evaluation. The EVA-11 evaluation manager, the Team Leader and the EMS Coordinator of the Consultant will form the Management Team of the evaluation. The Team Leader and the EMS Coordinator will be representing the evaluation 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.

In the selection of the Evaluation Team, the key selection criteria is finding the balance between expertise on methodology (TL), gender, and multi-and bilateral programming. The selection of the TL was based on the methodological expertise. Gender expertise is at the core of this evaluation. Accordingly, highly qualified gender experts will be recruited as Deputy Team Leader and Senior Evaluators. One gender expert should have extensive expertise on the multilateral side, preferably with direct working expertise with UN Women and/or UNFPA (and EU), and one on Finland's bilateral side. Gender expertise within the evaluation team can be further strengthened with an additional senior gender expert with extensive field and sectoral expertise in the selected thematic area. In addition, an Emergent Evaluator with in-depth knowledge of Finnish development cooperation, should be part of the evaluation team (e.g. expertise in portfolio analysis, complementary sectoral and geographical expertise, and gender). All team members should have sufficient evaluation expertise as defined in the EMS contract.

The team should be multi-disciplinary, and benefit from complementary competencies while fulfilling the standards set in the tender. The relatively extensive field work justifies the size of the evaluation team. It is assumed, that two persons will travel to the field visits in selected countries, as well as visits to UN Women, UNFPA and EU. The team work should be based on jointly finalizing the methodology and include joint analysis.

The minimum criteria of the team members are defined in the EMS contract, Annex 3 (Consultants tender). The required expertise and category of the evaluation team will be as follows:

Senior Evaluator 1 (Multilateral) with the following specializations:

Minimum criteria

- Person has graduated with at least Master's degree.

- Person has fluency in English.

- Person has at least two years (24 months) evaluation experience as an evaluator in development policy or cooperation or global operations context.

- Demonstrated experience as an evaluator or a (sub)team leader in development cooperation related sectoral/thematic/policy/country programme evaluations or evaluations containing several countries or programmes.

- Demonstrated experience in development and/or evaluation research.

- Other management experience in development policy and cooperation.

Other experience

- Extensive expertise in evaluating, assessing and/or directly working for an organisation on gender issues in a developing country context (analytical, policy and operational).

- Extensive expertise in working with multilateral organizations, preferably directly with UN Women and/or UNFPA and experience in working with EU.

- Excellent track record in supporting evidence-based analysis in the field of development and gender-related areas.

- Experience with engaging in policy dialogue and guidance on gender mainstreaming.

- Proven capacity to communicate effectively with different counterparts.

- Strong writing and analytical competencies.

- Ability to work in a multi-cultural team and perform with minimal supervision.

Senior Evaluator 2 (Bilateral, Finland) with the following specializations:

Minimum criteria:

- Person has at least Master's degree.

- Person has fluency in English.

- Person has at least two years (24 months) evaluation experience as an evaluator in development policy or cooperation or global operations context.

- Demonstrated experience as an evaluator or a (sub)team leader in development cooperation related sectoral/thematic/policy/country programme evaluations or evaluations containing several countries or programmes.

- Demonstrated experience in development and/or evaluation research.

- Other management experience in development policy and cooperation.

Other experience

- Extensive expertise in evaluating, assessing and/or directly working for an organisation on gender issues in a developing country context (analytical, policy and operational).

- Extensive understanding of and expertise in working with Finland's development cooperation (bilateral, multilateral programming) at different levels.

- Excellent track record in supporting evidence-based analysis in the field of development and gender-related areas.

- Experience with engaging in policy dialogue and guidance on gender mainstreaming.

- Proven capacity to communicate effectively with different counterparts.

- Strong writing and analytical competencies.

- Ability to work in a multi-cultural team and perform with minimal supervision.

Senior Evaluator 3 (Sectoral/Field) with the following specialization:

Minimum criteria:

- Person has at least Master's degree.

- Person has fluency in English.

- Person has at least two years (24 months) evaluation experience as an evaluator in development policy or cooperation or global operations context.

- Demonstrated experience as an evaluator or a (sub)team leader in development cooperation related sectoral/thematic/policy/country programme evaluations or evaluations containing several countries or programmes.

- Demonstrated experience in development and/or evaluation research.

- Other management experience in development policy and cooperation.

Other experience:

- At least 8 years' experience evaluating, assessing and/or directly working for an organisation on gender issues in a developing country context (analytical, policy and operational).

- Extensive sectoral and field level expertise in developing country context (e.g. sustainable development, natural resources, water).

- Excellent track record in supporting evidence-based analysis in the field of development and gender-related areas.

- Experience with engaging in policy dialogue and guidance on gender mainstreaming.

- Proven capacity to communicate effectively with different counterparts

- Strong writing and analytical competencies.

- Ability to work in a multi-cultural team and perform with minimal supervision.

Emerging Evaluator with the following specializations:

Minimum criteria

- Person has graduated with at least Master's degree.

- Person has fluency in English and Finnish.

- Person has preferably two years (24 months) evaluation experience as an evaluator in development policy or cooperation or global operations context.

- Other management experience in development policy and cooperation.

Other experience:

- Person has long-term field experience from Finland's development cooperation in different regions.

- Experience in mainstreaming cross-cutting themes/objectives of Finland's development cooperation in field settings, especially gender.

- Experience from other donors' development cooperation (e.g. EuropeAid, World Bank or other European governments), including gender mainstreaming.

- Person has broad sectoral experience in relevant fields.

- Evaluation experience including use of Outcome Harvesting.

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

The competencies of the team members shall be complementary. All team members shall have fluency in English and at least one team member must have fluency in Finnish, because part of the documentation is available only in Finnish. Online translators cannot be used with MFA document materials.

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

Senior Country Specialists

In each selected country in-country interviews will take into account the country context. In this respect, a local senior consultant will be recruited to deepen the analysis, understanding of the operating environment, culture and practices. The tasks of the consultants include, but are not restricted to:

- Briefing of the team, and preparation of a briefing note on the policy and strategy framework in the country prior to the country visit. This includes collection of relevant digital and written documents and if available of some secondary statistical data on gender issues.

- Assist the international team in further identifying relevant stakeholders (government, international community, CSOs) linked to Finland's development cooperation to be interviewed.

- Accompanying the team to the field visit and preparation of notes, and participate in and carry out interviews individually as required.

- Participating in and contributing to the preliminary data analysis as preparation for the validation workshop at the end of the country mission.

- Assisting in further data analysis and preparation of write-ups as required.

Minimum criteria

- Person has graduated with at least Master's degree.

- Person has fluency in English.

- Person has at least two years (24 months) evaluation experience as an evaluator in development policy or cooperation and in-depth knowledge of the development cooperation in the country of the field mission, including multi-lateral and CSO programmes.

Quality Assurance

A Performance and Quality Assurance Team (PQAT) should be established for the assignment to secure the quality of the service delivery and to make sure that the reports produced fulfil the Consortium requirements while meeting the Client's expectations. The internal QA System put in place should aim at ensuring that the evaluation activities are implemented in a timely manner, with rigor and impartiality, and fully respecting MFA's evaluation principles and standards, including ethical standards. The TL and the EMS Coordinator should play a key role in making sure that the system is adequately applied, especially for each deliverable prepared by the team. Where deemed necessary by the EMS Coordinator (e.g. to enhance the QA of some crucial products, such as the inception report or the draft final report, or identify solutions to unexpected challenges), she should mobilise inhouse senior QA advisors with extensive track record in complex evaluations. If required, corrective measures will be initiated by the

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EMS Coordinator at an earliest possible stage to avoid the accumulation of quality deficiencies that may be hard to remedy at a later stage. As a standard measure, the EMS Coordinator should carry out the first QA to all evaluation deliverables. Only after, the documents should be submitted for further internal QA.

The internal QA will be complemented with external QA during the inception and reporting phases.

9. BUDGET

The evaluation will cost no more than 380 000 € (VAT excluded). The detailed budget will be included in the inception report and has to be agreed by EVA-11.

10. MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland or the Ministry. 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.

11. AUTHORISATION

Helsinki, 4.10.2017

Jyrki Pulkkinen

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland

ANNEX 1: REFERENCE AND RESOURCE MATERIAL (EVA-11 WILL PROVIDE OTHER MATERIAL TO THE EVALUATION TEAM)

General guidelines and policies

Finland's Development Policy – Government report to Parliament (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

Results based management (RBM) in Finland's Development Cooperation (2015)
http://formin.finland.fi/public/default.aspx?contentid=332393&nodeid=49273&contentlan=1&culture=fi-FI

Human Rights Based Approach in Finland's Development Cooperation (2015)
http://formin.finland.fi/public/download.aspx?ID=144034&GUID={C1EF0664-A7A4-409B-9B7E-96C4810A00C2}

Ministry for Foreign Affairs' Democracy Support Policy (2014)
http://formin.finland.fi/public/default.aspx?contentId=311379&nodeId=15145&contentlan=2&culture=en-US

Finland's Development Policy and Development Cooperation in Fragile States (2014)
http://formin.finland.fi/public/default.aspx?contentid=315438&nodeid=49719&contentlan=2&culture=en-US

Guidelines for Civil Society in Development Policy (2017)
http://www.formin.fi/public/default.aspx?contentid=365590&nodeid=49312&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

Other thematic policies and guidelines
http://formin.finland.fi/public/default.aspx?nodeid=49719&contentlan=2&culture=en-US

Evaluation guidelines

Evaluation Manual of the MFA (2013)
http://www.formin.finland.fi/public/default.aspx?contentid=288455&nodeid=34606&contentlan=2&culture=en-US

UNEG Manual: Integrating Human Rights and Gender Equality in Evaluations (2014)
http://www.uneval.org/document/detail/1616

Resource material on UNSCR 1325

Finland's national actions plans
http://www.1325.fi/1325-suomessa/kansallinen-1325-toimintaohjelma/

Evaluations and reviews

Evaluation on Programme-based Support through Finnish Civil Society Organizations – Part 3
http://formin.finland.fi/public/default.aspx?contentid=365983&nodeid=49728&contentlan=2&culture=en-US

Evaluation on Programme-based Support through Finnish Civil Society Organizations – Part 2
http://formin.finland.fi/public/default.aspx?contentid=362064&nodeid=49728&contentlan=2&culture=en-US

Impact Evaluability Assessment and Meta-analysis of Finland's Support to Women and Girls and Gender Equality
http://formin.finland.fi/public/default.aspx?contentid=361141&nodeid=49728&contentlan=2&culture=en-US

Evaluation on Programme-based Support through Finnish Civil Society Organizations – Part 1
http://formin.finland.fi/public/default.aspx?contentid=352816&nodeid=49728&contentlan=2&culture=en-US

Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality
http://formin.finland.fi/public/default.aspx?contentid=351538&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

Assessment of Finland's National Action Plan for the Implementation of UN Security Council Resolution 1325 "Women, Peace, and Security" 2012–2016 (2016)
http://www.1325.fi/wordpress/wp-content/uploads/2015/01/FINAL-Finland-NAP-2-Assessment-Report.pdf

The Nordic Implementation of UNSCR 1325 – A Comparative Evaluation (2014)
http://www.1325.fi/tiedostot/Nordic_Implementation_1325_report__2014_final.pdf

Evaluation Report: Nordic Influence in Multilateral Organizations: A Finnish Perspective (2012)
http://formin.finland.fi/public/default.aspx?contentid=260062&nodeid=49728&contentlan=2&culture=en-US

Evaluation: The Cross-cutting Themes in Finnish Development Cooperation (2008)
http://formin.finland.fi/public/default.aspx?contentid=161458&nodeid=49728&contentlan=2&culture=en-US

Gender Baseline Study (2005)
http://formin.finland.fi/public/download.aspx?ID=13406&GUID=%7B14F2E7F4-9CDE-4DAB-B579-7B08D328E23A%7D

ANNEX 2: PEOPLE INTERVIEWED

FINLAND

Ministry for Foreign Affairs in Finland

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

Eeva Alarcon, Team Leader for Horn of Africa

Leena Faurie, Desk Officer Kenya

Sara Karlsson, Desk Officer Somalia, Eritrea, Sudan, South Sudan

Tony Paso, Counsellor, Team Leader, Kenya, Uganda, Seychelles

Department for the Americas and Asia

Emmi Mwanzagi, Desk Officer (Nepal, Bangladesh, Bhutan), Unit for South Asia

Sanna Takala, Advisor

Sara Alanen, Programme Officer, Unit for South Asia

Department of Development Policy

Maria Suokko, Senior Adviser, Development Policy, quality assurance expert

Department for Development Policy, Unit for General Development Policy

Riikka Miettinen, Senior Adviser, Development Policy, quality assurance expert

Suvi Virkkunen, Senior Adviser, Development Policy

Department for Development Policy, Unit for Humanitarian Assistance and Policy

Satu Lassila, Senior Adviser (Development Policy)

Department for Development Policy, Unit for Sectoral Policy

Eeva-Maria (Eppu) Mikkonen-Jeanneret, Senior Adviser, Development Policy

Gisela Blumenthal, Senior Adviser, (Development Policy, Health)

Leena Mubarak (Akatama), Senior Adviser (Development Policy, Equality)

Satu Pehu-Voima, Senior Adviser, (Development Policy, Education)

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Department for Development Policy (previously Unit for the UN Development Affairs),
Unit for Sustainable Development and Climate Policy,

Heli Mikkola, Team Leader

Henna Knuuttila, Desk Officer, UN Women (just started)

Petra Yliportimo, First Secretary (Adviser to Former President Tarja Halonen)

Tanja Grén, Desk Officer UN Women

Ville Lahelma, Desk officer for UNFPA, Unit for UN Development Affairs

Department for Development Policy , Unit for the UN and General Global Affairs

Ann-Sofie Stude, Women, Peace and Security national coordinator

Janne Oksanen, Desk Officer, Mediation and Women, Peace and Security (Resolution 1325)

Political Department (POL), Unit for Human Rights Policy (POL-40)

Anne Meskanen, Ambassador for Equality Issues, equality questions

Unit for Global Affairs

Johanna Karanko, Director

Others

Department for Development Policy, Unit for General Development Policy, Development Policy Committee

Katja Kandolin, Coordinator

Marikki Stocchetti, Secretary General

Finnish Family Federation (FFF)

Laura Lipsanen, Project Coordinator

International Organization for Migration (IOM) Helsinki

Anna Aguilera, Project coordinator, South

Jutta Marjanen, Project coordinator, North

National Committee for UN Women in Finland

Elina Multanen, Executive Director

KENYA

Embassy of Finland

Georginah Gichohi, Coordinator FLC

Pekka Muuttomaa, Counsellor, Natural Resources

Ramses Malaty, Counsellor, Deputy Head of Mission

Riikka Raatikainen, Former Counsellor (Democracy, Good Governance and Gender Equality, now in Tanzania)

Tarja Fernández, Ambassador

Wacheke Michuki, Coordinator (Governance)

Åsa Wallendahl, Counsellor Democracy, Governance and Gender Equality

Government of Kenya

Ministry of Interior

Symprosa Oundo, Gender Analyst

State Department of Gender Affairs

Abdi Halima, Gender Officer

Catherine Chegero, UNV, Gender Expert

Emily Opati, Gender Officer

Jackline Kimathi, Gender Officer

Luke Kumbuku, Gender Director

Michael Kariuki, Gender Officer

Robert Kinyua, Gender Officer

Tecla Kipserem, Gender Officer

National Steering Committee on Peacebuilding and Conflict Management (NSC)

Dickson Magotsi, Programme Coordinator

Milka Chepkurui, Administrator

National Gender and Equality Commission

Dr. Florence Nyakabi Wachira, Chairperson NGEC

Sora Katelo, Chief Executive Officer

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Others

Centre for Rights, Education and Awareness (CREAW)
Wangechi L Wachira, Executive Director

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
Andrew Buluma Bwire, Coordinator/ Legal Advisor

FIDA Kenya
Barbara Kawira, Deputy Director
Mitchelle Oyuga, Programme Officer

Gender Donor Group
Betty Mugo, Gender and Inclusivity Specialist (USAID)
Josephine Mwangi, Programme Manager, Civil Society, Gender and Child Rights (Embassy of Sweden)
Kimberly M. Brown, Program Manager Access to Justice and Gender Reforms (Kenya IDLO)

Haki Africa
Salma Hemed, Programme Officer,

Kenya National Commission on Human Rights
Bernard Mogesa PhD, Commission Secretary / CEO
Carol Munyua, Programme Officer
Douglas Okeya, Programme Officer
George Kimani, Programme Manager
George Wanyonyi, Programme Officer
Goretty Osur, Programme Manager
Washington Sati, Programme Officer

Kenya Women Parliamentarians Association
Mercy Mwangi, Programme Coordinator
Wycliff Omiti, Programme Manager

Refugee Consortium of Kenya

Eunice Ndonga-Githinji, Executive Director

Leila Chege, Programme Manager / Legal

Rural Women Peace Link

Emmah Mogaka, Executive Director

Samburu Women Trust

Jane Meriwas, Executive Director

Terveyden ja hyvinvoinnin laitos (THL; National Institute for Health and Welfare of Finland)

Helena Ewalds, THL Expert on new GBV/SRHR Project

Paula Tanhuanpää, THL Expert on new GBV/SRHR Project

UN Women Kenya

Ahmed Hassan, Knowledge Management and M&E Specialist

Grace Wangechi, GBV Specialist

Idil Abisiye, Peace & Security Team leader

Karen Gethi, Strategic Focus

Karin Fueg, Deputy Country Director

Marja Suomela, Monitoring and Reporting Officer, UN Women East and Southern Africa Regional Office

Nyambura Ngugi, Programme Specialist, Strategic Planning & UN Coordination

Pia Weurlander, Consultant on Elections and Conflict Resolution Specialist

Zebib Kavuma, Country Director, Kenya

Uraia Trust

Grace Maingi, Executive Director

Mable Isolio, Programme Officer

Nancy Wamwea, Head of Programmes

Wajir Women for Peace

Fatuma Abdul, Executive Director

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

NEPAL

Embassy of Finland

Chudamani Joshi, Special Adviser (Water and sanitation)

Indra Gurung, Special Adviser (Education and human rights)

Jorma Suvanto, Ambassador

Jukka Ilomäki, Counsellor (Water and sanitation)

Kati Bhose, Head of cooperation, counsellor (Education, human rights)

Kamana Gurung, Coordinator (Development projects)

Otto Härö, Junior Adviser

Government of Nepal

Ministry of Peace and Reconstruction

Rishi Rajbhandari, Joint Secretary

Ministry of Women, Children and Social Welfare

Radhika Aryal Lamicchane, Joint Secretary

Ministry of Water Supply and Sanitation

Jyoti K. Shrestra, Joint Secretary

Susma Kafle, Engineer

Others

Embassy of Norway

Elin G. Jensen, First Secretary

Kamala Bisht, Senior Advisor

Family Planning Association of Nepal (FPAN)

C. Shrestha Subhash, Director, Programme Division

Mahima S. Malla, Executive Director

Rana Sumana, Adolescent and Youth Focal

Finnish Consulting Group International (FCG)

Pamela White, Project Director, Development Consulting

Focus Group Discussion in Kavrepalanchowk (UN Women)

Anju Parajuli, Beneficiary Bishnu Maya Pulami Magar

Bimala Shrestha, Beneficiary

Gita Dahal, Beneficiary

Hira Tamang, Beneficiary

Indra Maya Tamang, Beneficiary

Komal Bade, Beneficiary

Kumari Lama, Beneficiary

Laxmi Bade Shrestha, Beneficiary

Meena Pakhrin Tamang, Beneficiary

Nirmala Shrestha, Banepa Deputy Mayor Runner-up

Pramila Bajgain, Beneficiary

Raj Kumari, Beneficiary

Rita Bhujel, Beneficiary

Sharmila Dahal, Beneficiary

Shova Gautam Dahal, Beneficiary

Shubha Laxmi Manandhar, Beneficiary

Sumitra Baniya, Beneficiary

Sushmita Nepali, Beneficiary

Urmila Acharya, Beneficiary

Yug Kumari Gautam, Beneficiary

Focus Group Discussion and Key Informant Interviews in Sindhupalchowk (UN Women)

Bharat Acharya, Coordinator, Saathi, Sindhupalchowk

Durga Laxmi Shrestha, vegetable farming beneficiary

Geeta Bishwokarma, Beneficiary of psychosocial counselling

Gyanishwori Kapali, Masonry training beneficiary

Januka Parajuli, Deputy Mayor, Head of Judicial Committee, Chautara Sangachowk Gadhi Municipality

Juni Shrestha, Psychosocial Councilor, Saathi, Sindhupalchowk

Kabita Karki, Agriculture farming beneficiary

Kalpana BK, Mushroom farming beneficiary

Khrestra Kumar Khadka, Assistant Women Development Supervisor (AWDS), Women and Children Office, Sindhupalchowk

Laxmi Devi Shrestha, Vegetable farming beneficiary

Laxmi Nepal, Vegetable farming beneficiary

Nima Tamang, Masonry training, beneficiary

Radha Karki, Assistant AWDS, Women and Children Office, Sindhupalchowk

Sabitri Karki, Social Mobilizer, Saathi, Sindhupalchowk

Sarita Shrestha, Social Mobilizer, Saathi, Sindhupalchowk

Institute of Human Rights Communication Nepal (IHRICON) (FLC)

Kapil Kafle, Executive Director

Roshaly Pokharel, Programme Coordinator

Rural Village Water Resources Management Project (RVWRMP)

Maria Notley, Chief Technical Advisor

Rural Water Supply & Sanitation Project in Western Nepal (RWSSP-WN)

Aura Liski, Junior Professional Officer

Bashu Pandey, Tanahun District WASH Adviser

Bel Bahadur Ale, WASH Technician, Rishing Municipality

Bhim Maya Aale, Archaldi school

Gaina Maja Thapa, Vice Chairperson, Rishing Municipality

Kalpana Dishwa, National field specialist

Madhu Adhikari, WASH Facilitator, Rishing Municipality

Madhu Ranabhat, Archaldi school

Prashanna Pandey, Parpat District WASH Adviser

Rajendra Krishna Shrestha, Chairperson, Rishing Municipality

Raju Shrestha, LGCDP Engineer, Rishing Municipality

Sanna-Leena Rautanen, Chief Technical Advisor

Sangita Khadka, Social Development Specialist

Shree Maya Gaga, Archaldi school

Shristi Aale, Archaldi school

Teachers, Bal Bikash School, Rishing Municipality Ward number 4

Teachers, Ganadi Kholsi schools

Water Users' and Sanitation Committee, Sishara scheme

Water Users' and Sanitation Committee, Archaldi scheme

Water Users' and Sanitation Committee, Ganadi Kholsi scheme

Tirtha Bahador Rana, Village Priest, Archaldi village

Saathi

Pinki Singh Rana, Board Member

Santosh Pokharel, Programme Coordinator

Suveksha Rana, Programme Manager

Uma Rajya Laxmi Shaha, President

SAARC Business Association of Home-based Workers (SABAH)

Robin Man Amatya, CEO

Santosh Acharya, Programme Manager

Search for Common Ground

Bhola Prasad Dahal, Country Director

Niresh Chapagain, DME&A Manager

Tribhuvan University

Govind Subedi, Professor in Population Studies and Principal, University Campus

Ram Sharan Pathak, Professor, Head of Central Department of Population Studies

United Nations Population Fund (UNFPA) Nepal

Baqi Lubna, UNFPA Representative, Nepal

Katja Vauhkonen, Gender-Based Violence Specialist

Kristine Blokhus, Deputy Representative

Maskey Latika, Deputy Country Representative

Pant Sudha, Programme Officer, Gender

UN Women Nepal

Aino Efraimsson, UN Volunteer, UN Women

Bivek Joshi, M&E Officer, UN Women

Damar Ghimire, Head of Finance and Operations, UN Women

Mio Yokota, Head of Economic Empowerment Unit

Sama Shrestha, Unit Manager, Peace and Security, UN Women

Gitanjali Singh, Deputy Representative, UN Women

Wenny Kusuma, Country Representative, UN Women

Yuko Yokata, Program Specialist, UN Women

Women for Human Rights

Kunda Sharma, General Secretary

Rajin Rayamajhi, Programme Manager

Sumeera Shrestha, Executive Director

World Wildlife Fund (WWF Nepal)

Bharat Gotame, Program Manager

Muna Thapa, Program Associate

United Nations, New York

International Planned Parenthood Federation (IPPF)

Maria Antonieta Alcalde, Director of Advocacy of the IPPF/Western Hemisphere Region (IPPF/WHR)

Riva Eskinazi, Acting Director

Permanent Mission of Finland to the United Nations New York, Ambassador's Office

Jukka Välimaa, First Secretary, Fifth Committee

Kai Sauer, Ambassador, Permanent Representative (PR)

Permanent Mission of Finland to the United Nations New York , Unit for Development and Human Rights

Aki Kauppinen, First Secretary, Second Committee, Economic and Social Affairs

Hanna Rönty, Special Adviser, Human Rights and Gender Equality

Jyrki Terva, Minister Counsellor, Head Unit for Development and Human Rights

Permanent Mission of Sweden to the United Nations

Elin Nilsson, Desk Officer for UN Women

Permanent Mission of UK to the United Nations

Bronwyn Wex, Focal Point for UNW for DFID -UK; also Chair of Friends of UN Women

United Nations Population Fund (UNFPA), Communication and Strategic Partnerships

Mira Ihalainen, Resource Mobilization Adviser

UNFPA, Donor Relations Department

Julie Morizet, Resource Mobilization Specialist

UNFPA, Gender, Human Rights and Culture Branch

Isatu Kajue, Gender Advisor and Gender-based Technical Specialist for UNFPA Somalia

UNFPA Headquarters, Maternal Health Thematic Fund (MHTF)

Erin Anastasi, Focal Point for Somalia

Michel Brun, Maternal Health Adviser

Neelam Bhardwaj, MHTF coordinator

UNFPA, Humanitarian and Fragile Context Branch

Henia Dakkak, Chief

UNFPA, Multilateral Affairs Branch

John Mosoti, Chief

UNFPA, Resource Mobilization Branch

Klaus Simoni Pedersen, Chief

UNFPA, United Nations Reform Team

Alexander (Sasha) Pak, UN Reform Coordinator

UNFPA, Technical Division, Innovation Team

Sylvia Wong, Technical Specialist on Adolescents and Youth

UN Women Headquarters

Asa Dahkvik, Nordic Liaison officer

Asger Ryhl, Director of the Nordic Liaison Office at UN Women

Inge Sniukaite, Head of Independent Evaluation Office

Jean-Luc Bories, Secretary to the Executive Board

Louise Nylin, Programme Adviser, Europe and Central Asia

UN Women Headquarters, Intergovernmental Support Division

Christine Brautigam, Director

Marjo Pekkanen, Intergovernmental Analyst

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

UN Women Headquarters, Office to the Executive Director

Julien Pellaux, Strategic Planning and Operations Adviser

UN Women Headquarters, Peace and Security Section

Päivi Kannisto, Chief

UN Women Headquarters, Programme Division

Maria-Noel Vaeza, Director

UN Women Headquarters, UN System Coordination Division

Katja Pehrman, Senior Adviser, UN System Coordination Division

Women Deliver

Katja Ivorsen, CEO

SOMALIA

Federal Government of Somalia

Ministry of Health

Dr. Abdulahi Hashi Ali, Director General

Dr. Abdulkadir Weheliye Afrah

Dr. Nacima Abdulkadir Mohamed, Focal Person for Reproductive Health

Others

Embassy of Finland, Nairobi (Kenya/Somalia)

Mauri Starckmann, Head of Cooperation, Somalia

Toni Sandell, Somalia Team Leader and Deputy Permanent Representative to UNEP and UN-HABITAT

International Organization for Migration (IOM) Somalia

Mirkka Henttonen, MIDA Coordinator at IOM Somalia

United Nations Population Fund (UNFPA) Somalia

Abdisalam Bahwal, Behaviour Change Communication / Family Planning Analyst

Ahmed Aweis, Humanitarian Officer

Bahsan Said, Program Officer

Dr. Bakhtior Kadrikov, Head of UNFPA Office in Garowe, Puntland

Dr. Samia Hassan, Humanitarian Coordinator

Elizabeth Kigen, Gender-Based Violence / Information Management System National Coordinator

Elizabeth Oloo, Humanitarian Response Project Officer

Fatuma Muhumed, Programme Analyst - Youth

Jihan Salad, Reproductive and Maternal Health Program Specialist

Mariam Alawi, Population and Development Specialist

Mohamed Mursal Abdi, Programme Analyst, GBV and Youth

Nkiru Igbokwe, GBV Specialist

Penina Gathuri, Consultant

SOMALILAND

Government of Somaliland

Ministry of Employment and Social Affairs

Abdishakur Adan Ahmed, Head of Gender Unit & Chairperson of GBV Working Group

Khadar Iman Egeh, Gender Consultant

Others

Agricultural Development Organization (ADO)

Awil Hamda, Gender Officer

Khalid Dirir, Project Manager

Candlelight For Environment, Education & Health (CLHE), Hargeisa

Abdirizak Libah, Executive Director

Muna Mohamed, Gender Officer

Nafisa M. Shirwa, Finance Officer, Candlelight

Hargeisa University

Mohamed Rashid, Student

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

International Organization for Migration (IOM), Labour Mobility and Human Development Division

Saed Guled, Programme Officer – LHD

International Organization for Migration (IOM), MIDA-FINNSOMHealth Project

Ahmed Haddi, Haemodialysis Department, Hargeisa Group Hospital

Dr Khadra M. Ibrahim, Director, Mohamed Adan Sheikh Hospital Hargeisa

Faduma Abdi Hassan, Nurse/ Child Health

Ifrah Ahmed, Nurse/ Child Health

Ibrahim Abadir, Coordination, located at Ministry of Health, Government of Somaliland

M. Suleiman Saed, Strategic Policy, located at Ministry of Health, Government of Somaliland

International Solidarity Foundation (ISF), Hargeisa

Hussein Sharmarke, Programme Coordinator

Airi Kähärä, Regional Director, Africa

Zuhur Abdi Jama, M&E Office

Media

Zahra Abdiwahab, Women Journalist

Network against FGM in Somaliland (NAFIS)

Ali Ahmed Nimo, NAFIS Programme Manager

Somaliland Youth Development and Voluntary Organization (SOYDAVO) Hargeisa

Mohamed Guleid, Executive Director

Nabiha Omar, Gender Officer

UNFPA Somaliland

Ahmed Jama, Youth and Gender Specialist

Jama Warsame, Reproductive Health Advisor

Layla Hashi, Behaviour Change Communication / Family Planning Analyst

Yusuf Abdirizak, GBV/ IMS Regional Coordinator

ANNEX 3: DOCUMENTS CONSULTED

Evaluation

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Minutes of the Quality Assurance Board and other relevant internal documentation of the Ministry for Foreign Affairs of Finland

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

ANNEX 4: REFERENCE GROUP

Development Evaluation Unit (DEU) represented on Evaluation Management Team and Reference Group

Name	Position(s)	Email
Development Evaluation Unit (EVA-11 / DEU)		
Jyrki Pulkkinen	Director	Jyrki.Pulkkinen@formin.fi
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ANNEX 5: DEFINITIONS AND CONCEPTS

Rights based approach	
Duty bearers	States and authorities at different levels with the mandate and responsibility to respect, protect and fulfil rights (HRBA approach).
Rights Holders	All individuals (and some groups whose rights can only be enjoyed collectively), who need to be able to claim their rights (HRBA approach).
OECD Gender Marker	
Principal (marked 2)	Gender equality is the main objective of the project/programme and is fundamental in its design an expected results.
Significant (marked 1)	Gender equality is an important and deliberate objective, but not the principal reason for the project/programme.
Not targeted (marked 0)	The project/programme has been screened against the Gender Marker but has not been found to target GE.
Some gender concepts used in this evaluation	
Empowerment	Women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality (OSAGI definition).
Practical needs	Needs that women perceive as immediate necessities such as water, shelter, food – and in the case of reproductive health, access to services.
Strategic interests	Long term structural changes related to women's status and equity. An example of the difference between practical and strategic interests would be: prenatal care is a practical need; reproductive control is strategic.
Transformative outcomes	Power relations between men and women shift to a more equal basis.
MFA result chain (RBM in Finland's Development Cooperation)	
Input	The financial, human and material resources used for the development intervention.
Activity	Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilised to produce specific outputs.
Output	The products, capital goods and services which result from a development intervention, may also include changes resulting from the intervention which are relevant to the achievement of outcomes.
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs.
Impact	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.

Outcome definitions in this evaluation	
Theory of Change (ToC) Outcome	This refers to the currently four thematic and one cross-cutting Outcome level result areas in MFA Finland's gender Theory of Change. Note that for Outcome Harvesting results at the 'Output' level are also named 'outcomes' (see below).
Social change outcomes, i.e. the results gathered in this evaluation	Observable changes in the behaviour, relationships, actions, activities, policies or practices of the individuals, groups and organisations influenced by an intervention in a small or large way, directly or indirectly, intentionally or not, negatively or positively. This corresponds to the definition in Outcome Harvesting as defined by Wilson-Grau & Britt, 2013.
SMART outcome	Outcome Harvesting outcomes where the descriptions need to be SMART: Specific (formulated in sufficient detail), Measurable (providing objective, verifiable quantitative and qualitative information), Achieved (establishing a plausible relationship between the outcome and contribution), Relevant (presenting a significant step towards the impact that is strived for), Timely (emerging within the time period being evaluated).
Outcome lead	Brief statements describing results influenced by MFA's policy and programming that potentially can be turned into SMART outcomes (i.e. sufficiently detailed descriptions of outcome, significance and contribution statements), but where specific, verifiable, plausible information is still missing.
Upstream outcomes	Outcomes that are more activity/ output-near, i.e. immediate or intermediate results that occur 'earlier' in the impact pathway and/or are more directly influenced by MFA's policy and programming.
Downstream outcomes	Outcomes that are more impact-near, i.e. ultimate or final results that occur 'later' in the impact pathway and/or are indirectly influenced by MFA's policy and programming (e.g. through other outcomes in the causal chain).
Case studies, outcome stories	A narrative describing results observed in the evaluation that are related directly or indirectly with respect to a particular theme and context, often with causal linkages among them. In this report, we first describe the outcomes, followed by an analysis of their significance with respect to promoting Finland's gender goals, and then it is discussed who contributed to the results, how.
Other terms used in the evaluation	
Key evaluation area	A particular area of interest that is assessed in this evaluation; for example, results achieved in a particular expected ToC Outcome area with specific partners in a particular country.
Societal actor (boundary) partner, key game changer	The individuals, groups, organisations, institutions, who did something differently (partly) influenced by the activities, research outputs or outcomes of interventions to which MFA's policy and programming contributed to. Includes direct partners such as multilateral, bilateral and NGO partners; as well as indirect actors (e.g. project implementers, target audiences, communities, women, etc.).
Beneficiary	The individuals, groups, or organisations that, intended or not, benefit directly or indirectly, from the intervention. Beneficiaries are also societal actors, yet, not all societal actors are beneficiaries.
Contributor, change agent	Individuals, groups of individuals or organisations who influenced in a small or large way the results (mostly the behavioural changes of the societal actors.
Impact Pathway (IP)	The detailed description of the causal pathway from inputs, activities and outputs, to outcomes and possibly impact for a specific, observed results area or programme, often including verifiable and preferably measurable indicators for contributions and outcomes.
Theory of Change (ToC)	The hypothetical pathway(s) describing or visualising the process how and why desired changes are expected to happen. A theory of change describes the contributions of the internal actors and factors (activities, means, strategies, etc) contributing to changes in the pathway, as well as the external assumptions and conditions necessary to allow the changes to happen.

ANNEX 6: EVALUATION MATRIX

EVALUATION QUESTIONS, LEVEL 2 AND LEVEL 3 SUB-QUESTIONS	MARKERS FOR ANALYSIS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
Main EQ: What are the merit, value and shortcomings of current practices, programmes and policies supported by Finland that seek to improve the rights of women and girls?			
EQ1: To what extent have outcomes within selected key evaluation areas materialized, and by exactly what means, through i) multilateral, ii) bilateral, iii) CSO/NGO cooperation?			
1. EFFECTIVENESS: How effective were MFA Finland's activities, means or partnerships in achieving results?			
OUTCOME		**Primary** • MFA • MFA partners • Beneficiaries • Target groups **Secondary** • Program documents	• Desk studies • Semi-structured interviews • Focus groups • Site visits • OH data base
A. <u>To what extent</u> can we observe gender (SMART) outcomes within the key evaluation areas relating to MFA's gender ToC?	A.1 Expected results/unanticipated results achieved; effectiveness scores (1–5) for key evaluation areas are high A.3 Results reflect gender marker expectations (i.e. gendeer-transformative / -positive /-sensitive / -neutral / -negative)		
B. Which actors are involved (who has changed), at which level?	B.1 Actors correspond to those identified in theory of change		
C. Are there clusters or patterns concerning the observed gender / SMART outcomes with respect to thematic areas (SRHR, GBV, peace...), nature of change, positive, negative, intended, unintended changes, geographic scope, time of emergence?	C.1 Results appropriate to time line C.2 Evidence of change in awareness, capacity, policy, practice, norms, etc.		
CONTRIBUTION			
A. What approaches and strategies were used that contributed to gender / SMART outcomes observed in selected key evaluation areas (i.e. different types of influencing?)	A.1 Evidence that strategies such as policy dialogue / advocacy, targeted funding / capacity development and/ or technical support contributed to achievemen of results A.2 Guidance documents and instruments were helpful in developing effective influencing programming and approaches on several levels (e.g., representation at the UN, in country,...)		
B. <u>Who exactly (MFA / partners) contributed</u> to emergence of the outcomes observed in the selected key evaluation areas, and how?	B.1 Actors correspond to those identified in MFA's gender ToC		
C. Are there <u>clusters or patterns</u> in the observed data concerning types of contribution and types of contributors?	C.1 Contributors use appropriate strategies to influence change in different situations		
D. What are <u>internal enabling and constraining</u> factors and actors contributing to gender / SMART outcomes (e.g. activities across MFA's multilateral, bilateral, NGO cooperation); what are <u>external ones</u> (activities of actors and factors not influenced by MFA)?	D.1 There are synergies between different MFA aid modalities, they contribute coherently to DPP objectives D.2 Interventions and efforts to achieve influence are mutually reinforcing D.3 Evidence of coherence/coordination with other (non-partners) gender actors D.4 GWGR guidance and design, monitoring and reporting processes and documentation appropriately emphasize complementarity with other Finnish aid channels, and internal coherence		

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

EVALUATION QUESTIONS, LEVEL 2 AND LEVEL 3 SUB-QUESTIONS	MARKERS FOR ANALYSIS	SOURCES OF INFORMATION	DATA COLLEC-TION METHODS
2. RELEVANCE: How relevant were the observed results for making progress related to the ToC outcomes?			
A. To whom were gender / SMART outcomes relevant (MFA, multi-lateral organization, government, beneficiaries)	A.1 Outcomes relevant to target population; to government action plans, to change agents, and other actors specific to interventions A.2 Actors to whom outcomes are relevant are identified in ToC	**Primary** • MFA • Beneficiaries • Key informants **Secondary** • Strategy documents of selected multi-lateral organisations • National gender policies and plans of relevant governments	• Desk study • Semi-structured interviews • Focus groups (OH, MSC…) • OH data base
B. To what extent do the observed gender / SMART outcomes represent patterns of progress towards the overall goals of MFA's Gender to ToC Outcomes)	B.1 Finnish-funded interventions (multi-bi; bilateral, NGO's) are aligned with MFA ToC (Pillar 1) and/or with international commit-ments- i.e.; CEDAW, UNSCR1325, etc. B.2 Outcomes of the MFA ToC Pillar 1 take into account what partners perceive as proirity at the country level B.3 Outcomes meet the needs (practical and/or strategic) of the defined end users B.4 Results reflect the expectations in the Theory of Change		
C. Do programs respond to the issues defined in the context appropriate gender analysis?	C.1 Program and policy goals are informed by relevant gender analyses		
3. SUSTAINABILITY: How sustainable are the observed results?			
A. To what extent did (or do we expect) the observed outcomes to continue after MFA support ends?	A.1 Changes are embedded in policy / practice / procedure and/or budget of partners A.2 Results are aligned with national gender policies and plans A.3 Results easily replicable (e.g. user guides produced and put into practice, results being replicated, etc.) A.4 partners/beneficiaries have sufficient ownership to maintain and expand outcomes achieved.g. local-level institutions and individu-als (experts or otherwise) engage in the project design an implementation A.5 Partnerships include shared commitments/vision A.6 Increased budget expenditures of partner government on MFA's outcome areas (multi-bi, bilateral, INGOs) where applicable A.7 Capacity development has been sufficient to ensure and sustain GWGR processes at different levels (organisation at HQ/country, implement-ers, and beneficiaries) A.8 Programming has demonstrated flexibility to adapt to implementation experience and chang-ing country contexts, where applicable A.9 Reporting reflects sustainability issues and proposes solutions/actions to be taken and these are followed up on	• MFA • Partners (ML, governments, CSOs)	• Desk study • Semi-structured interviews • OH data base
B. To what extent is MFA influencing sustainable change in those outcome areas it seeks to influence?	B.1 Evidence of how MFA has contributed to the above results		

EVALUATION QUESTIONS, LEVEL 2 AND LEVEL 3 SUB-QUESTIONS	MARKERS FOR ANALYSIS	SOURCES OF INFORMATION	DATA COLLECTION METHODS
EQ2: To what extent do the observed outcomes indicate that MFA Finland's gender policy and programming has transferred from upstream to downstream results, and have there been feedback loops with lessons learnt from the ground influencing policies at higher levels?			
4. IMPACT PARHWAYS, FEEDBACK LOOPS			
A. Do we find outcomes emerging on different levels of MFA's ToC?	A.1 outcomes map onto different levels of MFA's ToC (e.g. output near and impact near levels)	• MFA • Partners (ML, governments, CSOs)	• Collected data • OH database
B. Can we develop Impact Pathways from observed outcomes, i.e. to what extent do we find result chains among outcomes observed within key evaluation areas?	B.1 Upstream outcomes contributed to outcomes further downstream B.2 Impact Pathways cn be observed and are logical and coherent		
C. In how far does MFA Finland's gender policy and programming transfer from upstream to downstream results?	C.1 Downstream results can be traced back to upstream contribution from MFA		
D. Can we observe bridging of knowledge and lessons learnt across levels of the Impact Pathway (including feedback loops up to MFA)?	D.1 Downstream outcomes influence (partly) changes observed more upstream (feedback loops) D.2 MFA has changed policies or practices incorporating lessons learnt from downstream results		
5. MONITORING, EVALUATION, LEARNING, ORGANISATION			
A. To what extent dis MFA/partner interventions define experted gender outcomes and/or indicators at different levels of the gender ToC? Are they monitores and reported?	A.1 Gender results are systematically incorporated in monitoring and reported, and issues are adequately addressed when required (disaggregated data, specific gender indicators, specific gender results are articulated, etc) A.2 Unanticipated results are tracked and addressed	• MFA • Partners (ML, governments, CSOs)	• Semi-structured interviews • OH database
B. Are standards such as the gender marker being systematically used in monitoring?	B.1 Score 1–5 gender blind –> transformative B.2 What is the gender quality of the projects (listed in the Scoping Matrix) at entry and exit, compared to gender makers?		
C. To what extent does MFA apply globally recognised success factors on GWGR to ensure relevance of its support?	C.1 Evidence for MFA's systematic application/ use of the following institutional factors? • Department and/or advisors dedicated • Long-term funding • Funding across portfolio • Long-term policy • Data available • GWGR and HRBA interlinked • Gender action plan • Inclusion of GWGR at entry/early on in policy and programming • Gender analysis at project/programme level • Consistent use of gender marker • Training on GWGR • Definition of concepts • GWGR integrated in RBM • Focus on comparative advantage • GWGR work engages both genders	• DPC evaluation • Previous evaluations, interviews, MFA internal and external documents	• Desk studies

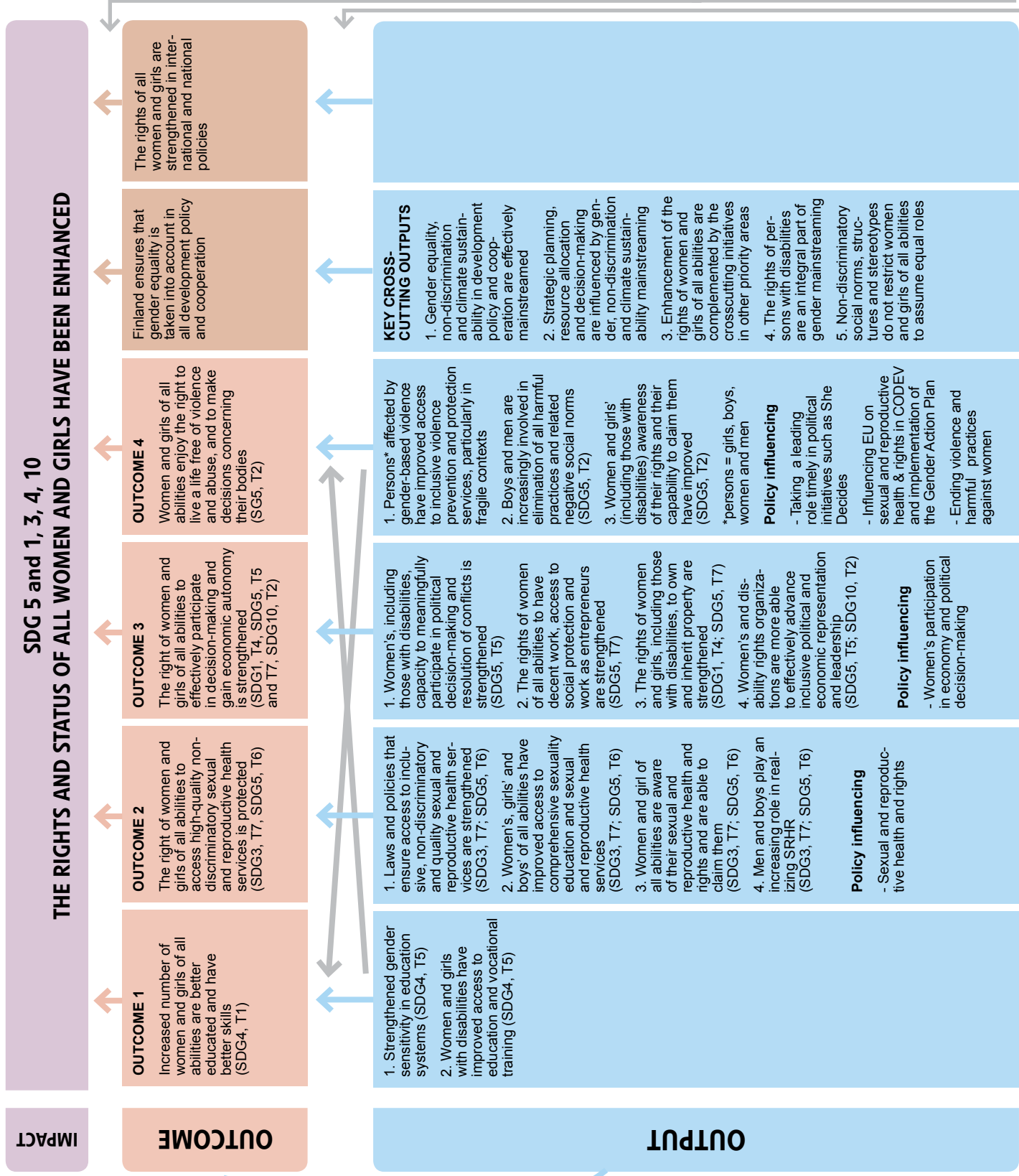EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

EVALUATION QUESTIONS, LEVEL 2 AND LEVEL 3 SUB-QUESTIONS	MARKERS FOR ANALYSIS	SOURCES OF INFORMATION	DATA COLLEC-TION METHODS
EQ3: What is MFA's overall achievement working through different aid modalities in different key evaluation areas and how can MFA Finland further improve its gender policy influencing, mainstreaming and/or programming through the different aid modalities?			
6. DATA SYNTHESIS AND INTERPRETATION			
A. What are good practice examples and lessons learnt in policy influencing and programming?			
B. Are there any learnings with respect to the develoment of MFA's gender ToC			
C. What ar actionable recommendations?			

ANNEX 7: MFA THEORY OF CHANGE PILLARS 1–4

Theory of Change – Development Policy Priority Area 1

THE RIGHTS AND STATUS OF ALL WOMEN AND GIRLS HAVE BEEN ENHANCED

SDG 5 and 1, 3, 4, 10

IMPACT

The rights of all women and girls are strengthened in international and national policies

OUTCOME

Finland ensures that gender equality is taken into account in all development policy and cooperation

OUTCOME 1

Increased number of women and girls of all abilities are better educated and have better skills (SDG4, T1)

OUTCOME 2

The right of women and girls of all abilities to access high-quality non-discriminatory sexual and reproductive health services is protected (SDG3, T7, SDG5, T6)

OUTCOME 3

The right of women and girls of all abilities to effectively participate in decision-making and gain economic autonomy is strengthened (SDG1, T4, SDG5, T5 and T7, SDG10, T2)

OUTCOME 4

Women and girls of all abilities enjoy the right to live a life free of violence and abuse, and to make decisions concerning their bodies (SG5, T2)

OUTPUT

Outcome 1 outputs

1. Strengthened gender sensitivity in education systems (SDG4, T5)

2. Women and girls with disabilities have improved access to education and vocational training (SDG4, T5)

Outcome 2 outputs

1. Laws and policies that ensure access to inclusive, non-discriminatory and quality sexual and reproductive health services are strengthened (SDG3, T7; SDG5, T6)

2. Women's, girls' and boys' of all abilities have improved access to comprehensive sexuality education and sexual and reproductive health services (SDG3, T7; SDG5, T6)

3. Women and girl of all abilities are aware of their sexual and reproductive health and rights and are able to claim them (SDG3, T7; SDG5, T6)

4. Men and boys play an increasing role in realizing SRHR (SDG3, T7; SDG5, T6)

Policy influencing

- Sexual and reproductive health and rights

Outcome 3 outputs

1. Women's, including those with disabilities, capacity to meaningfully participate in political decision-making and resolution of conflicts is strengthened (SDG5, T5)

2. The rights of women of all abilities to have decent work, access to social protection and work as entrepreneurs are strengthened (SDG5, T7)

3. The rights of women and girls, including those with disabilities, to own and inherit property are strengthened (SDG1, T4; SDG5, T7)

4. Women's and disability rights organizations are more able to effectively advance inclusive political and economic representation and leadership (SDG5, T5; SDG10, T2)

Policy influencing

- Women's participation in economy and political decision-making

Outcome 4 outputs

1. Persons* affected by gender-based violence have improved access to inclusive violence prevention and protection services, particularly in fragile contexts

2. Boys and men are increasingly involved in elimination of all harmful practices and related negative social norms (SDG5, T2)

3. Women and girls' (including those with disabilities) awareness of their rights and their capability to claim them have improved (SDG5, T2)

*persons = girls, boys, women and men

Policy influencing

- Taking a leading role timely in political initiatives such as She Decides

- Influencing EU on sexual and reproductive health & rights in CODEV and implementation of the Gender Action Plan

- Ending violence and harmful practices against women

KEY CROSS-CUTTING OUTPUTS

1. Gender equality, non-discrimination and climate sustainability in development policy and cooperation are effectively mainstreamed

2. Strategic planning, resource allocation and decision-making are influenced by gender, non-discrimination and climate sustainability mainstreaming

3. Enhancement of the rights of women and girls of all abilities are complemented by the crosscutting initiatives in other priority areas

4. The rights of persons with disabilities are an integral part of gender mainstreaming

5. Non-discriminatory social norms, structures and stereotypes do not restrict women and girls of all abilities to assume equal roles

From Outputs to Outcomes

1. The education systems in partner countries allows for the improvement of women's and girls' education opportunities.

2. The economic environment in partner countries is supportive of women's increased participation in economic activity.

3. The political institutions are transparent and democratic enough to allow for women's more active political participation.

4. Change of existing social structures and attitudes that normalise gender-based violence and abuse.

From Inputs and Means to Outputs

1. Gender and non-discrimination analysis is part of all programme design, implementation and review.

2. Finland has long-term commitment to promote and invest in gender equality, including persons with disabilities, and has sufficient financial and human resources to achieve the intended results.

3. Finland's partners in SRHR are able to mobilize new funding. Other development partners take an active role in finding innovative ways to secure sufficient funding.

4. Finland has measurable and clearly defined advocacy objectives with adequate resources to influence policies.

5. "Leave no one behind" principle guides Finland's commitment to reduction of poverty and inequality as the overall focus of development policy.

MEANS AND KEY ACTIVITIES PARTNERSHIPS

- Provide technical and political support (bilateral and multi-bi) to advance gender responsiveness and inclusive education in Mozambique, Ethiopia, Nepal, Palestine, Myanmar, Afghanistan and multi-bi financing on vocational skills training in Nepal and Jordan

- Support and cooperate with CSOs on inclusive education and vocational training with a focus on Ethiopia

- Engage in political dialogue in partner countries and multilaterally (UNICEF, UNFPA, UNESCO and development banks)

- Engage in political dialogue at the UN, in the EU and in partner countries

- Provide technical, financial and political support (multi-bi and INGOs) in partner countries in fragile contexts (Somalia, Afghanistan, Myanmar, MENA)

- Fund and influence UNFPA, the EU, UNAIDS

- Support and cooperate with CSOs in country level advocacy and service provision where public services are not adequate

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- Provide technical, financial and political support (multi-bi) in Kenya, Tanzania, Nepal and MENA in participation in decision making and Jordan, Egypt, Tunisia and Nepal in women's economic empowerment

- Fund and influence UN Women, the EU, the World Bank, OECD DAC, AfDB

- Support and cooperate with CSOs in partner countries at all levels, particularly in local political decision making in Zambia) and economic empowerment of persons with disabilities and women

- Engage in political dialogue in partner countries

- Engage in political dialogue at the UN, in the EU and in partner countries

- Funds and influences UN Women, UNFPA, the EU, UNICEF, the World Bank

- Provide technical, financial and political support (multi-bi, INGOs and bilateral) to sexual and reproductive health and rights and gender-based violence in Kenya, Afghanistan, Myanmar and Somalia and globally

- Support and cooperate with CSOs on harmful practices, negative social norms, violence against women, including women with disabilities

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- Regular training, guidelines and advisory services on crosscutting objectives to ensure adequate institutional capacity

- Monitoring and accountability systems for crosscutting objectives at different levels

- Providing technical advice to other priority areas on crosscutting objectives

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- Core financing UN Women, UNFPA, UNICEF and influencing implementation of QCPR and strategic plans with focus on prioritized objectives

- Influencing and coordinating positions with like-minded and expert groups (UN, EU, WB, OECD DAC, Nordic)

- Influences WB to effectively implement Gender Strategy

- Influencing gender responsiveness and inclusivity of operative work through seconded gender experts, UNV, JPO and Finnish recruitments

Theory of Change – Development Policy Priority Area 2

ASSUMPTIONS

From Outcomes to Impact

1. Macroeconomic environment globally and in developing countries is conducive to economic growth.

2. Developing country governments' economic and social policies and programs include explicit measures to secure significant employment gains benefiting also the poor, and the poorest.

3. Advances in technology will not have an adverse negative impact on jobs of the poorer segments of society.

4. International aid community and developing country governments allocate adequate resources and work together in multi-stakeholder partnerships to strengthen developing country trade capacity, including operating in accordance with the international trading rules.

From Outputs to Outcomes

1. Country's BEE policies are implemented effectively, supported by adequate national financial flows serving a broad group of beneficiaries.

2. Developing countries have access to affordable know-how, sustainable technologies, quality education and skills development to support economic policy-making and private sector development.

3. Developing country governments, development partners and especially the private sector support business development in areas and ways in which the people in vulnerable positions have better access to decent work, livelihoods and income.

IMPACT

SDG 1, 8, 9, 12

DEVELOPING COUNTRIES' OWN ECONOMIES HAVE GENERATED MORE JOBS, LIVELIHOOD OPPORTUNITIES AND WELL-BEING

OUTCOME

OUTCOME 1

Increased number of people, especially those in vulnerable situations, have better access to decent work, livelihoods and income (SDG8, T5)

OUTCOME 2

The private sector and economic activity in developing countries are more dynamic and diversified in support of inclusive sustainable development

OUTCOME 3

International business rules are increasingly supportive of the development of responsible and sustainable business and the observance of internationally agreed standards in developing countries

OUTCOME 4

Better use is made of new know-how, technologies, and innovations for advancing sustainable development (SDG8, T3)

Gender equality boosts economic growth.

Economic activity and reduced inequality, increased resilience.

Responsible business leads to a more climate sustainable economy

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OUTPUT

Outputs related to Outcome 1

1. More widespread adoption of inclusive business practices by enterprises in developing countries

2. Increased access by SMEs and women entrepreneurs to services supporting business development and investments (SDG1, T4)

3. Improved livelihood opportunities created for rural and urban poor

Outputs related to Outcome 2

1. Targeted developing country governments have strengthened capacity to improve business enabling environment

2. Establishment and operations of especially micro and SMEs are easier (SDG8, T3)

3. Micro and SMEs in developing countries have improved access to finance (SDG8, T3; SDG9, T3)

4. Increased level of growth entrepreneurship based on climate-smart technology

5. Increased regional trade through enhanced regional economic integration

Outputs related to Outcome 3

1. International standards of responsible business conduct are more widely known and have an effective monitoring system that is increasingly used and respected by international enterprise community.

2. More Finnish enterprises operating in developing countries have adopted international standards of responsible business conduct

3. Developing country governments have strengthened capacity to operate in accordance with international trading rules

Outputs related to Outcome 4

1. Education and research institutions are better equipped to generate the know-how and skills needed by the private sector in developing countries

2. Increased adoption and use of digital and climate-smart technology by SMEs and society at large

3. Improved access by developing country SMEs to support services and financing of innovation and technology development

4. Finland's key multilateral partners give increased role and visibility to technology innovation and start-up entrepreneurship

GENERAL POLICY INFLUENCE OUTPUTS

The EU's trade policy supports livelihood, job and private sector development in developing countries as well as increase responsible and sustainable business and use of new know-how, technologies and innovations to advance sustainable development.

MEANS AND KEY ACTIVITIES PARTNERSHIPS

From Inputs and Means to Outputs

1. Finland can successfully crowd in the private sector financing and leverage investments and know-how from technologically and socially "progressive" companies.

2. Finland has sufficient human resources within the MFA to support programming and implementation of interventions in this sector, assert policy influence and put in action its commitment to work coherently across policy areas (particularly trade) in support of the expected outcomes.

3. Finland continues to invest in PSD-related programs and succeeds in "mainstreaming" private sector into other relevant thematic areas and development policy priority areas, including e.g. climate change, forestry, agriculture, water, and energy, as well as it country strategies.

4. MFA manages to identify the population groups in the most vulnerable situations and target its instruments, partnerships and strategies to support them in most appropriate manner. MFA requires Human Rights based approach and cross-cutting objectives' effective integration in all interventions from its partners.

- Improving the business environment (BEE) and access to services supported by bilateral and regional cooperation in Zambia, Tanzania, and Southern & East Africa

- Enterprises in developing countries supported through Finnfund, Finnpartnership, BEAM and IFC Blended Climate Facility

- Women's entrepreneurship supported through bilateral, multilateral and multi-bi cooperation in Zambia, Kenya, MENA Region, Nepal, and Central Asia

- Livelihood opportunities and economic empowerment improved through CSO-led projects

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- Governments' capacity to improve BEE strengthened primarily through bilateral and regional cooperation in Zambia and East Africa

- Business enabling environment in forestry sector strengthened through bilateral cooperation in Tanzania and Kenya

- Finnfund investments in financial institutions servicing developing country growth enterprises

- Climate sustainable investment supported through IFC, Finnfund, and PIF

- Influencing Finland's key investment partners (IFC, GEF, AsDB, IDB) to leverage more financing from private sector towards climate-sustainable business

- New entrepreneurial activity created by bilateral and regional co-operation in Zambia, Tanzania, Vietnam, Southern & East Africa (Trademark EA), and Mekong Region as well as in partnership with NGOs such as FCA, Plan and World Vision

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- Multilateral cooperation with UNCTAD, ITC, WTO, UNIDO, EIF and ACWL to strengthen trade capacity of developing countries

- Capacity of national customs in Southern & East Africa developed by WCO

- Support to UN Global Compact

- Finnish companies are required to follow responsible business practices when financed by Finnfund, Finnpartnership and BEAM

- Influencing OHCHR to improve monitoring of national action plans of responsible business conduct

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- Adoption of digital technologies in companies and society assisted by bilateral and regional projects in Ethiopia and Central Asia, and through WB and UNICEF

- Private sector technology development and innovation supported by bilateral projects

- HEI capacity, university–industry cooperation and new knowledge supported by HEI-ICI, BEAM and development research

- Development and piloting of new innovations and technologies by Finnish companies in developing countries supported by BEAM

- UNTIL

- Advancing investments in innovation and adoption and use of digital technologies by developing countries in the UN System (incl. WB)

- Influencing the European Commission trade policy and positions in relevant international trading rules fora to include Finland's development policy perspectives

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**MEANS KEY ACITIVTIES PARTNERSHIPS
WORK-IN-PROGRESS**

Theory of Change – Development Policy Priority Area 3

SDG 1, 4, 16, 17
SOCIETIES HAVE BECOME MORE DEMOCRATIC AND BETTER FUNCTIONING

IMPACT

OUTCOME

OUTPUT

ASSUMPTIONS

From Outcomes to Impact

1. The increased freedom and participation of civil society promotes democratic governance, transparency and accountability which lead to better functioning administration and a more democratic society.

2. Tax revenue is used to increase equality and finance basic services.

3. Better educated and informed citizens have greater willingness, ability and opportunity to influence political decision-making in an enabling environment for civil society to function freely.

From Outputs to Outcomes

1. Partner countries finance recurrent costs for public services and take ownership of reform process.

2. Increased capacity, training and knowledge results are supported by better governance, including willingness and ability of authorities to implement democratic principles for an inclusive society.

3. Global tax rules are enforced and lead to better practice on international and national levels.

4. We manage to identify those in most vulnerable positions and target interventions to further their needs and inclusion.

OUTCOME 1
Political institutions are functioning more democratically and citizens' equal opportunities to influence political decision-making have increased (SDG5, T5 only women's participation and equal opportunities; SDG16, T7)

OUTCOME 2
Enhanced efficiency, transparency, and accountability of public administration, producing more equitable and accessible public services, especially for those in most vulnerable positions (SDG16, T3; SDG17, T1)

OUTCOME 3
Access to quality primary and secondary education has improved, especially for those in most vulnerable positions (SDG4, T1 and 5)

OUTCOME 4
The enabling environment for the civil society to function and the freedom of speech have improved (SDG16, T10)

POLICY INFLUENCE
Human rights and gender equality are important factors contributing to peaceful and inclusive societies, and furthered in all key outputs

OUTPUTS under OUTCOME 1
1. Increased participation of people in vulnerable positions and women in decision-making and political bodies (SDG5, T5; SDG16, T7)

2. Improved capacity and willingness of political decision-makers to strengthen democracy and promote rule of law (SDG16, T3)

3. Societal stability enhanced through more inclusive peace processes and peaceful resolution of conflicts

OUTPUTS under OUTCOME 2
1. Improved public sector management, including decentralization and public financial management (SDG16, T6)

2. Improved and more equitable taxation (SDG17, T1)

3. Improved access to justice and legal aid services (SDG16, T3 and T5)

OUTPUTS under OUTCOME 3
1. Inclusiveness of the education system and strengthened (mother-tongue, disability and pre-primary education) (SDG4, T5)

2. Enhanced institutional capacity to improve learning outcomes

3. Teaching and learning practices and educational environments improved (SDG4, 8)

OUTPUTS under OUTCOME 4
1. Increased capacity of an independent, vibrant and pluralistic civil society to organize, advocate and participate in political decision making

2. Improved legislation and enforcement of freedom of speech, assembly and association

3. Enhanced protection of independent media, whistle-blowers and human rights defenders

4. Strengthened mutual trust and peaceful resolution of differences through increased interaction between public institutions and civil society

OUTPUTS under POLICY INFLUENCE
Improved global tax rules and increased corporate social responsibility in OECD, UN and EU.

Increased commitment to democracy, rule of law and human rights, and strengthening of civil society by UN organizations, IFIs and partner countries. (SDG16, T3)

Improved commitment to inclusive education by IFIs, AU, EU and partner countries.

Increased responsiveness to the voice of civil society actors by EU, IFIs and the UN system.

Improved legislation and enforcement of freedom of speech, assembly and association and civic space.

MEANS AND KEY ACTIVITIES PARTNERSHIPS

MEANS KEY ACITIVTIES PARTNERSHIPS WORK-IN-PROGRESS

				MEANS AND KEY ACTIVITIES FOR POLICY INFLUENCE
- Engage in political dialogue in Myanmar, Mozambique	- Engage in political dialogue in Tanzania, Kenya, Nepal, Mozambique	- Engage in political dialogue in Mozambique, Ethiopia, Nepal, Palestine, Afghanistan and Myanmar Mozambique	- Engage in political dialogue in all partner countries	- Engage in and influence through political dialogue in partner countries, IFIs, UN system, EU, AU, OECD, Community of Democracies.
- Provide technical, financial and political support (bilateral and multi-bi) in partner countries	- Provide technical, financial and political support (bilateral and multi-bi) in partner countries	- Provide technical, financial and political support (bilateral and multi-bi) in partner countries	- Influence in sector and other working groups ant country level as part of country strategy implementation	Support to CSOs' advocacy work
- Fund and influence UNDP and UN Women	- Fund and influence UNDP, International Financial Institutions and the OECD	- Fund and influence UNESCO, UNICEF and WB	- Active participation in EU country roadmaps for engagement with civil society	- Influence in sector and other working groups ant country level as part of country strategy implementation
- Support and cooperate with CSOs	- Support and cooperate with CSOs	- Support and cooperate with CSOs	- Fund and influence UNESCO	
- Influence in sector and other working groups ant country level as part of country strategy implementation	- Influence in sector and other working groups ant country level as part of country strategy implementation	- Influence in sector and other working groups at country level as part of country strategy implementation	- Support and cooperate with CSOs	
- Partnerships with INGOs (IMD)	- Partnerships with INGOs (GFI, TI...)		- Partnerships with INGOs (TI, Commission of Jurists...)	

Theory of Change – Development Policy Priority Area 4

Sustainable Development Goals 1, 2, 5, 6, 7, 9, 12, 13 and 15
FOOD SECURITY AND ACCESS TO WATER AND ENERGY HAVE IMPROVED, AND NATURAL RESOURCES ARE USED SUSTAINABLY

IMPACT

Development Policy and Cooperation contributes to achieving Agenda 2030 and Paris Climate Agreement

Multi-stakeholder partnerships and development financing

Climate Change mitigation and adaptation improved, and env. degradation reduced;

Human Rights, Gender Equality and Social Inclusion promoted;

Humanitarian continuum (food, water, social inclusion and gender)

OUTCOME

OUTCOME 1 Food and Nutrition Security

People have improved possibilities to produce and access safe, nutritious, and adequate food (SDG2, T1)

OUTCOME 2 Water

People have improved and equitable access to basic/safe and sustainable drinking water, adequate sanitation services, and improved hygiene practices (SDG6, T1 and T2)

OUTCOME 3 Energy

People have improved and equitable access to affordable and clean energy with increased share of renewable energy (SDG7, T1 and T5)

OUTCOME 4 Forests and Natural Resources

People benefit increasingly from sustainable management and use of renewable natural resources and ecosystems, such as forests and water bodies

OUTPUT

Food and Nutrition Security outputs

1. Sustainable and climate smart agricultural production increased among smallholder farmers, with special attention paid to women (SDG2, T4)

2. Smallholder farmers and local communities have secure access to land (SDG1, T4; SDG2, T3)

3. Increased jobs opportunities and participation in fair and functional value chains by smallholder farmers and SMEs

4. Improved food quality, safety and local food systems

POLICY INFLUENCE:

Advanced policy coherence in agricultural sector with EU/OECD

Water outputs

1. Improved community, public and private sector capacity to deliver basic and safely-managed drinking water (SDG6, T1)

2. Communities, households, and especially women, benefit from improved water and sanitation services in both rural and urban areas (SDG6, T2)

3. Households and communities have improved knowledge and capacity to adopt good hygiene practices

4. Basic and advanced WASH services strengthened at schools, health, and other public facilities servicing disadvantaged groups

POLICY INFLUENCE:

Advanced UN Water Architecture for SDG6; promoting trans-boundary water resources conventions

Energy outputs

1. Improved public and private sector capacity and an enabling environment to ensure clean and reliable energy services

2. Households, and especially women, benefiting from new clean energy services

3. Improved access, particularly by SMEs, to financing for investments in clean energy

4. Households, communities, and authorities have improved capacity to adopt clean and efficient energy solutions

POLICY INFLUENCE:

Advanced fossil fuel subsidy reform

Forests and Natural Resources outputs

1. Forests, watersheds and biodiversity increasingly under conservation and/or participatory, sustainable, and integrated management (SDG15, T1)

2. Improved value chains and access to markets by small-holder producers and SMEs

3. Improved forest and land resource data that is accessible to all stakeholders

4. More secure land tenure, promoting rights of indigenous peoples and local communities (SDG1, T4; SDG2, T3)

POLICY INFLUENCE:

Strengthened science-policy interface

POLICY INFLUENCE

1. Effective implementation of Paris Agreement and environmental governance promoted in relevant interventions in international fora

2. Strengthened role of women and girls in the implementation of multilateral environmental agreements and international fora

- Bilateral programs and multilateral cooperation with IFAD, FAO, EU and WB

- Finnish CSOs' support to community-based integrated programs (food security, water, energy)

- Research programs supported through regional cooperation, HEI-ICI, and Finnish Academy

- Private sector and PPPs, with focus on smallholder farmers and SMEs, supported through bilateral programs and BEAM, Finnfund, and Finnpartnership

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- Main supported bilateral rural WASH programs in Nepal, Ethiopia and Kenya, with focus on Sector Wide Approach

- Transitioning from bilateral to commercially funded cooperation in Vietnam.

- In Palestine, Nepal, and Afghanistan Finland co-finances water though WB and UNICEF

- MFA leveraged EU financing for water programme in Nepal

- Clean energy projects supported primarily using concessional and blended financing for public and private sector

- Early stage financing to clean energy entrepreneurs in Southern and Eastern Africa and South-East Asia

- Building the capacity of Ukrainian authorities to create an enabling policy framework for renewable energy and energy efficiency

- Adoption of clean energy technology advanced through promoting private sector financing and other operations

- MFA leveraged DfID financing for EEP Africa programme

- Bilateral/multi-bi/INGO and institutional cooperation to support sustainable forest management in Myanmar

- Bilateral and CSO cooperation to support integrated rural water and environmental resources management e.g. in Nepal and securing land tenure in Ethiopia

- Support to transitioning towards private forestry primarily through bilateral cooperation, with focus on Kenya and Tanzania

- Regional cooperation to support Transboundary Water Resources Management in Central Asia

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- Influencing on Finnish national and EU positions regarding negotiations on multilateral environmental agreements and in international fora

- Priority influencing and strategic funding of international organisations, conventions and other partners (IFAD, FAO, WFP, GCF, GEF, IDB, UNEP, UNCCD, CBD, UN FF and IUCN)

- Country specific priority influencing as part of Country Strategy implementation

- Country-specific policy priorities

Assumptions:

FOOD AND NUTRITION SECURITY

From Outcomes to Impact

1. There are increasing international and national financial flows and investments to end hunger and enhance food and nutrition security consistent with SDGs and Agenda 2030, including multi-stakeholder partnerships at various levels, and active engagement of responsible private sector investment, civil society, and local people.

2. National agriculture, nutrition and economic policies are supportive of sustainable agriculture/rural development and national budget provides adequate investments, e.g. in rural infrastructure and extension services.

3. Distortive global and regional trading policies are reduced and ultimately eliminated, benefiting agricultural production in developing countries.

From Outputs to Outcomes

1. Synergy strengthened between the different Finnish-funded programs using various aid instruments, and with the partner programs, including integration of practical gender, youth, HRBA and social inclusion elements into interventions.

2. Country strategy planning and project cycle management recognise the strong links between food security, water, energy and climate, as well as humanitarian cooperation to avoid a "silo" approach; e.g. sustainable supply of food crops will depend on sound water resource management.

From Inputs and Means to Outputs

1. Efficient use of Finnish funding available to support food and nutrition security through different modalities (bilateral/multi/research/CSOs),

2. Finnish private sector instruments are available for agriculture and rural sectors' innovations and initiatives

3. Complementary and coherent land tenure and social protection policies and investments exist within the MFA aid portfolio and policy influencing work.

4. Country strategy planning and project cycle management recognise the strong links between food security, water, energy, natural resources and climate, as well as humanitarian cooperation and themes (jobs, gender, migration and conflict) to create comprehensive approach to food and nutrition security.

WATER

From Outcomes to Impact

1. National budget allocations for WASH increase in partner countries.

2. Humanitarian crises caused by natural disaster and human turmoil do not overwhelm human and financial capacity in partner countries, and continuum is addressed as a crossing-cutting theme to improve disaster risk reduction and preparedness.

3. Water as a Natural Resource is addressed at least at the level guaranteeing sustainability of drinking water as well as in reference to Sub-Goal 4.4 also at Water Bodies.

4. Improved inter-sectoral policies across water-related sectors (water, education, health) to facilitate reaching the results.

From Outputs to Outcomes

1. Enabling environment strengthened to guarantee sustainability of initiatives, including attention paid to strong post-construction packages; focus on implementation activities only underpins both short and long-term sustainability.

2. Policy coherence in place at country level: in Sub-Goal 4.2 (i) Water Supply, Sanitation and Hygiene (WASH) education, health and water sector are fully involved; and in Sub-Goal 4.4 (ii) Integrated Water Resources Management (IWRM) agriculture, forestry, energy and water sectors are fully involved.

3. Strong HRBA and social inclusion elements programmed into interventions, allowing approach towards WASH for All, including those most marginalised.

From Inputs and Means to Outputs

1. Resource allocation between MFA departments and units are coordinated allowing for a balanced approach towards planned results, as opposed to mono-programming (only sanitation or only water, only rural WASH or only urban etc.).

2. Diversification of use of Development Policy instruments is assumed (see above assumption 2), including instruments such as research, multi-bi, and multilateral cooperation, with special focus on multilateral influencing for strengthened water governance (incl. transboundary water) through water architecture initiative and for full implementation of SDG 6.

3. Regional and international elements are strengthened in MFA global water program portfolio.

ENERGY

From Outcomes to Impact

1. Clean energy solutions are widely acknowledged and accepted as a viable alternative to fossil-based solutions in developing countries supported by relevant legislation and regulation and removal of distortive subsidies favouring fossil fuels.

2. Cost reductions in renewable energy technology improve competitiveness against fossil-based and centralised solutions.

3. Urgency to act on climate change is translated into conducive policies at country level.

From Outputs to Outcomes

1. National policies enable entrepreneurship on distributed renewable energy.

2. Fossil fuel subsidies do not undermine economical sustainability of Finnish supported interventions.

3. Effective donor coordination, and coherent and complementary use of Finnish aid instruments, create synergies and avoid overlap.

From Inputs and Means to Outputs

1. The Finnish funding level for energy is maintained in the future, while paying more attention to the role of private sector and developing new portfolio to replace concessionary credit projects.

2. The MFA and joint ministry aid instruments are used in a more balanced manner, meaning also replacing over time the forthcoming reduction in concessionary credit energy projects and energy is integrated into MFA country strategies, where relevant.

3. Finnish private sector instruments succeed in mobilising competent private sector actors with access to technically robust and cost-efficient, affordable and hence more inclusive renewable energy technology, addressing also urban energy solutions.

4. MFA programs are perceived as efficient and relevant, and manage to leverage additional resources also outside the ministry.

FORESTS AND NATURAL RESOURCES

From Outcomes to Impact

1. There is improved common understanding, supported by scientific evidence and internationally agreed policy frameworks such as the 2030 Agenda and Paris agreement, among governments, private sector and civil society, that neither reduction of poverty and inequalities nor sustainable social or economic development can be achieved without sustainable environmental development, equitable natural resource governance and addressing climate change.

From Outputs to Outcomes

1. Government policies recognise the importance of rights-based approach, especially regarding land tenure, and gender equality and private sector in efficient and sustainable forest and other natural resources management and promote multi-stakeholder partnerships.

2. Governments and public-sector organisations adopt a more open and transparent approach to sharing information generated and maintained through systems established through Finnish support.

3. Government policies recognise that there is a connection between the lack of efficient and sustainable management and use of forests and other natural resources with conflicts and migration.

From Inputs and Means to Outputs

1. Balanced and adequate allocation of financial resources to address objectives related to biodiversity and water resources, natural resource and environmental governance, forestry, recognising interlinkages with conflicts and migration caused by climate change and environmental degradation.

2. Finnish aid mechanisms and instruments are used in a complementary and coherent manner recognising the inter-sectoral linkages between forestry, climate, energy, water and biodiversity conservation.

3. Finnish ministries responsible for climate, environment, and forestry recognise the importance of addressing developing country needs consistent with Finland's Development Policy and the principle of enhancing policy coherence.

4. Means and activities are gender-responsive and consider the need to enhance mobilisation of resources from all sources, multi-stakeholder partnerships and an inclusive participatory approach to empower especially the vulnerable such as persons with disabilities and indigenous peoples.

ANNEX 8: MFA TOC WORKSHOP AGENDA

WORKSHOP DETAILS

Date and location

Meeting Room Katariina

Kirkkokatu 12

Wednesday 17th January 2018

9am – 4pm

Ministry for Foreign Affairs of Finland

Introduction: What is a Theory of Change?

A Theory of Change (ToC) outlines what should happen if the theory supporting an intervention is correct. It is a systematic and well-thought out study of the complex links between processes, activities, outcomes and context and the changes that occur in the short, medium and long term. This is important for refining programme design, management approaches and policy influencing strategies and approaches. ToCs, by definition, are also iterative and subject to ongoing refinement.

Purpose of the workshop

The purpose of the Theory of Change (ToC) workshop is twofold: First, a better understanding of the ambition and contribution that MFA hopes to achieve through Priority 1 Policy Area by unpacking and clarifying the respective Theory of Change currently developed by MFA will allow us to test the underlying logic and develop the contribution story that will be explored (and evidenced) through the evaluation. Second, the process of examining and expanding (where necessary) the ToC will assist the evaluation team to finalise the evaluation approach and confirm the key evaluation areas that will form the focus of further research in the Impementaion Phase.,

Participants

The evaluation team will facilitate the ToC workshop with the participation from key stakeholders in MFA's development co-operation and thematic experts. Attendees are expected to include representatives from the Development Evaluation Unit, Department for Development Policy, the Political Department and Regional Departments.

Workshop format

An introduction by members of the evaluation team will be followed by a short presentation and question and answer session led by MFA concerning its current Theory of Change. The remainder of the day will combine plenary discussions with group work. A workshop schedule is presented below.

Anticipated outcomes

The key outcomes from the workshop will include:

- Participants will have a shared vision of success relating to MFA's goals with respect to women's and girls' rights in development co-operation.

- Participants will have an improved understanding of the MFA's strategic intent and how activities ultimately lead to the overall outcome of: 'the rights and status of all women and girls have been enhanced'.

- Participants will have an improved understanding of the key assumptions and the limits that interventions can achieve; and

- The group will confirm the priority areas on which the evaluation will focus.

Agenda	
Time	Agenda item
9:00 – 9:15	• Arrivals
9:15 – 9:30	• Introductions • Workshop goals and agenda
9:30 – 9:50	• Presentation on the Evaluation Purpose and Scope (KR)
9:50 – 10:15	• Introduction to Theory of Change and its importance for this evaluation (JF) • Q&A
10:15 – 10:45	• Theory of Change for Development Policy Priority Area 1 (MFA)
10:45 – 11:00	• Coffee break

11:00 – 11:45	• Group Exercise 1: What does success look like? (JF)
	    – Who/what does MFA wish to change?
	    – What are the types and levels of change envisaged for each ToC Outcome?

11:45 – 12:00	• Feedback from group work
12:00 – 13:00	• Group Exercise 2: How will outcomes and impacts be achieved? (JF) – Building on exercise 1, define the activities and explain causality leading to impact , i.e. IF we do X, then Y will occur, which will lead to Z
13:00 – 14:00	Lunch
14:00 – 14:30	• Feedback from group work
14:30 – 15:30	• (Plenary) Rank and discuss on key assumptions, risks and success factors underpinning expected ToC Outcomes (building on factors already in current ToC)
15:30 – 15:45	• Review key evaluation areas to be explored in the evaluation employing OH and/or other methods (Scoping Matrix) (KR)
15:45 – 16:00	• Wrap up and next steps (KR)
16:00	• Close

ANNEX 9: SCOPE AND SAMPLE

1   Selection of countries

Finland supports various countries and regions, among these Ukraine, MENA, Palestinian Territory, Central Asia, Eritrea, Vietnam, but has a particular emphasis on nine partner countries, Afghanistan, Ethiopia, Mozambique, Myanmar/Burma, Tanzania, Zambia, and the three countries selected for this study: Nepal, Kenya and Somalia. Finland has strengthened its emphasis on fragile states since 2012, and the three selected countries all are rated highly among 178 states assessed, with "Alert" for Nepal (rank 33, index 91.0) and Kenya (rank 22, index 96.4) and "Very High Alert" for Somalia (rank 2, index 113.4) (note that Finland is as the only country rated "Very Sustainable" at rank 178, index 18.7) (Fund for Peace, 2017). Nepal and Kenya have been long-term partners since the 1980s. Conversely, Somalia became a partner country only in the most recent Development Policy Programme 2016. Yet, Finnish presence in Somalia already has begun in the 1980s through humanitarian aid and has peaked with the New Deal process and endorsement of Somali Compact that Finland helped to shape (Annex 14). Finally, the three countries are among the few of Finland's development cooperation portfolio, that have specific programmes or projects on gender equality and women's and girls' rights which were the primary focus in this evaluation.

2   Selection of modalities, partners and projects

Finland delivers aid through seven modalities: i) multilateral cooperation, ii) bilateral and regional cooperation, iii) CSO cooperation (programme and project-based support), iii) humanitarian aid, v) private sector cooperation, vi) cooperation with higher education institutes and research on development policy, and vii) climate finance. Relevant to this evaluation are the first three.

The selection of the multilateral, bilateral and multi-bilateral channels are evident choices since the largest share of MFA funding flows through these channels. Between 2012 to 2016, about 33% of the total aid budget was channelled annually through multilateral cooperation, and country-specific and regional development cooperation (i.e. bilateral and multi-bilateral partners) received approximately 30%. On the global level the study focused on Finland's cooperation with two *multilateral partners*, *UN Women* and *UNFPA*. Both are UN led agencies working to further GEWE, and Finland has been among their top 10 donors over the evaluation period. *Multi-bilateral cooperation*, i.e. the work of Finland's multilateral partners at the country level, was assessed in Kenya and Nepal for UN Women who is receiving financial support to their respective Country Strategies since 2013. In Somalia, Finland works mainly through UNFPA and is supporting their Country Strategy since 2017. In Somalia, Finland works mainly through supporting UNFPA's programmes and, since 2017, their Country Strategy. The evaluation assessed three UN Women programmes in Nepal (relating to the themes WPS, WEE, and WPE); and two programmes in Somalia (both with a focus on SRH). One of the latter was financially administered by UNICEF and implemented by UNFPA, UNICEF and WHO; the other was led by IOM Finland. In Kenya, the evaluation did not examine a specific UN Women multi-bilateral programme. The two *bilateral projects* included in this evaluation were a Water Sanitation and Hygiene (WASH) project with the Government of Nepal and a project on Good Governance in Kenya (see Section 3 below).

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

MFA Finland allocates much less budget to their *CSO/NGO partnerships* (on average about 11% of the total aid budget annually between 2012 and 2016 (Source: MFA data provided to Evaluation Team), yet as implementers of gender programmes and projects, CSOs are considered to provide crucial information on what works on the ground and what not. Finland's cooperation modalities with CSOs differ in terms of nature of funding. This study included projects supported through the Finnish Fund for Local Cooperation (FLC) - managed directly by the Finnish Embassies, both in Nepal and in Kenya. The Nepalese NGO IHRICON, was selected particularly to examine value, merit and shortcomings of funding CSOs through the FLC as a modality, where the strategic intent is also to strengthen capacity of local CSOs. Further, several projects were examined that were supported by a Finnish NGO receiving programme based support from Finland (ISF). Finally, the evaluation looked at a project in Nepal where two NGOs collaborated on an integrated SRH and biodiversity conservation project funded by Finland and partners. While Finland also cooperates with international NGOs, an assessment of these was beyond the scope of this study, although INGO representatives were interviewed during the UN mission.

3 Selected multi-bilateral programmes and projects

Relevant to case studies 4 and 5

UN Women Nepal Country Strategy 2012–2017, covering the programmes SIWPSAN, AWEE, and ARE below

- Website: http://asiapacific.unwomen.org/en/countries/nepal
- Objectives: key thematic areas are specified as Leadership and Participation; Economic Empowerment: Violence against Women; Prevention of Trafficking in Nepal; Strengthening National Planning and Budgeting and Women, Peace and Security
- Programme/project area: Nepal
- Gender Marker: n.a.
- Funding by Finland / funding period: EUR 5.7 million, 2012-2017
- Total programme/project period: as above
- Total funding for complete period: as above
- Further donors: Not known
- Other Info: none

Relevant to case study 4

UN Women Nepal (Programme, part of support to Country Strategy): *"Strengthening Implementation of the WPS Agenda in Nepal* **(SIWPSAN):** *Towards Implementation of the National Action Plan on UNSCR 1325 and 1820"* **2012–2016**

- Website: http://un.info.np/Net/NeoDocs/View/8417

- Objectives: The specific objectives of the project area are to i) enhance the collective capability of national and local level government and other relevant stakeholders to implement and monitor the NAP on UNSCRs 1325 and 1820; ii) economically and socially empower conflict affected women and former women combatants in three districts though comprehensive assessment of their needs and their operating environment, and innovative programmes and iii) enhance the leadership and participation of women in key-decision making structures in the project districts

- Programme/project area: Kathmandu and three districts: Bajhang, Doti and Kailali in Far Western Region

- Gender Marker: 2

- Funding by Finland / funding period: EUR 1.3 million, 2012–2016

- Total programme/project period: see above

- Total funding for complete period: see above

- Further donors: none

- Other Info: Project completed

UN Women Nepal (Programme, part of support to Country Strategy): Advancing Resilience and Empowerment (ARE) – Support to Components of UN Women Nepal Country Office Annual Work Plan 2017 Outcome Areas 2, 4 and 5.

- Website: www.nepal.unwomen.org

- Objectives: i) Creating an enabling environment for the implementation of human rights, peace and security, and humanitarian commitments by strengthening the capacity of targeted government authorities and Ministries to formulate and implement laws, policies and plans that assure women's safety and deliver gender-responsive action; and ii) Ensuring that women and girls, especially those from excluded groups, participate in and benefit from peace building, humanitarian efforts and development by socially and economically empowering them

- Programme/project area: Sindupalchowk, Nuwakot and Gorkha districts

- Gender Marker: 2

- Funding by Finland / funding period: EUR 400,000. Jan 2017–Apr 2018, included in CS

- Total programme/project period: see above

- Total funding for complete period: see above

- Further donors: none

- Other Info: none

Relevant to case study 5

UN Women Nepal (Programme, part of support to Country Strategy): Economic Empowerment (AWEE) 2015–2017: Support to the UN Nepal Country Office Strategic Note and Annual Work Plan – Outcome Area 2" 2014–2017 (non-cost extension to March 2018)

- Website: www.nepal.unwoman.org

- Objectives: Support to the UN Women's 2014-2017 Strategic Note and Work Plan, the objective of which is to support the Government of Nepal in its efforts to develop and implement policies to advance women's economic empowerment and sustainable development and implement the National Action Plan (NAP) on SCR1325 and 1820, Result area 2: Women, especially the poorest and most excluded, are economically empowered and benefit from development, Result area 4: Peace and security actions are shaped by women's leadership and participation

- Programme/project area: Kathmandu and six districts: Sunsari, Kavre, Makwanpur, Nawalparasi, Banke, Kailali districts

- Gender Marker: 2

- Funding by Finland / funding period: EUR 4 million, 2015-2017, included in CS

- Total programme/project period: 2015-2017

- Total funding for complete period: Finland's contribution is approx. 33% of UN Women's CS, and Finland has been the biggest donor

- Further donors: Result area 2: UNDP, ILO, FAO, IFAD, WFP, ADB, WB, Norway, GIZ, JICA, DFID, IOM, EU (as per the project document), Result area 4: Finland

- Other Info: none

Relevant to case studies 6 and 7

UN Women Kenya (Country Strategy): *"Support to UN Women Kenya"* **2011–2019**

- Website: http://africa.unwomen.org/en/where-we-are/eastern-and-southern-africa/kenya

- Objectives: Women's increased leadership and participation in the decisions that affect their lives, increased economic empowerment of women, especially those who are most excluded, prevent violence against women and girls and expand access to victim/survivor services, women's leadership in peace, security and humanitarian response, National and devolved planning fully reflect accountability for gender equality commitments and priorities.

- Programme/project area: Kenya

- Gender Marker: 2

- Funding by Finland / funding period: EUR 7.9 million, 2011-2019

- Total programme/project period: as above

- Total funding for complete period: Full information not available to the evaluation team.

- Further donors: Sweden, UNDP (through DFID and USAID), Japan, UK, Australia, Unilever, UNFPA

- Other Info: none

Relevant to case study 8

UNFPA Somalia (Country Strategy): *"Wellbeing of Women and Girls"* **2016-2020**

- Website: http://formin.finland.fi/public/default.aspx?contentid=361627&nodeid=17330&contentlan=2&culture=en-US

- Objectives: Finland: health, gender, population and development programmes

- Programme/project area: Somalia

- Gender Marker: 2

- Funding by Finland / funding period: EUR 2 million, 2017, EUR 8 million committed up to 2020

- Total programme/project period: Dec 2016-Dec 2020

- Total funding for complete period: not known

- Further donors: not known

- Other Info: none

Somaliland JHNP (Programme): UNFPA Somalia *"Joint Health and Nutrition Programme"* **2012–2016**

- Website: http://jhnp.org/

- Objectives: Increased use of reproductive, maternal, new-born and child health (RMNCH) and nutrition services that are available, accessible, affordable, of acceptable quality and adaptable. Programme components: i) engaging government officials and leaders at all levels of the Somalia health sector, ii) building capacity in the public health workforce, and iii) increasing availability and utilization of services by the public.

- Programme/project area: Somaliland/North West Zone (SL/NWZ), Puntland/North East Zone (PL/NEZ) and Central South, Somalia (CSS)

- Gender Marker: 2

- Funding by Finland / funding period: EUR 15.5 million, 2014-2017

- Total programme/project period: 2012-2016

- Total funding for complete period: USD 131.5 million

- Further donors: DFID USD 61 million, Sweden USD 39 million, SDC USD 7 million, USAid USD 3.3 million, AusAid USD 3 million

- Other Info: Financially administered by UNICEF and implemented by UNICEF, UNFPA, WHO; in collaboration with the three Ministries of Health of the Federal Government of Somalia, Puntland, and Somaliland

Relevant to case study 9

Somaliland MIDA FINNSOM Health (Project): IOM Finland *"Institutionalizing Health Care Improvement through Temporary Returns of Somali Health Professionals"* **2008–2017**

- Website: http://mida.iom.fi/health

- Objectives: Contribute to rebuilding and strengthening a depleted human resource base in priority areas and to increase the capacity of receiving institutions to cope with the challenges they face.

- Programme/project area: Somaliland, Burao and Hargeisa

- Gender Marker: 1

- Funding by Finland / funding period: Phase II: EUR 200,000; Phase III: EUR 3.4 million (EUR 3.6 million, 2011-2016); Phase IV: EUR 4.3 million

- Total programme/project period: Phase I: 2008-2009, Phase II: 2011-2014, Phase III: 2014-2017, Phase IV: 2017-2020

- Total funding for complete period: Not known

- Further donors: None

- Other Info: IOM MIDA projects seek to improve African health care systems by mobilizing members of diaspora residing in northern Europe to contribute to the development of their countries of origin. The evaluation focused on results at the Hargeisa Group Hospital.

4　Bilateral programmes and projects

Relevant to case study 10

Government of Nepal (Project): *"The Rural Water Supply and Sanitation Project in Western Nepal (RWSSP-WN)"* **2008–2019**

- Website: http://www.rwsspwn.org.np/about-us

- Objectives: Improved health and fulfilment of the equal right to water and sanitation for the inhabitants of the Project area

- Programme/project area: Lumbini Zone, southern Nepal

- Gender Marker: 1

- Funding by Finland / funding period: Phase I: EUR 9.7 million, Phase II: EUR 13.7 million (total EUR 23.4 million, 2008-2019)

- Total programme/project period: Phase I: 2008 to July 2013; Phase II: 2013-2019

- Total funding for complete period: EUR 46.6 million, 2008-2019

- Further donors: The Government of Nepal, the District Development Committees and Village Development Committees, and the users together funded Phase I with EUR 3.3 million, and Phase II with EUR 19.9 million (total EUR 23.2 million)

- Other Info: The project does not have other gender targets than the 50% representation of women in WSUCs. It is, however, achieving considerable results related to women and girls and could be called "Project for improving women's and girls' rights and livelihoods in Western Nepal".

Relevant to case study 11

Kenya (programme): Government of Kenya: *"Promotion of Good Governance to Strengthen Integrity and Accountability in Kenya 2015–2016", implemented by the German Society for International Cooperation (GIZ)*

- Website: http://www.finland.or.ke/public/default.aspx?nodeid=46388&contentlan=2&culture=en-US

- Objectives: Address corruption and abuse of power in public administration through state and none-state actors.

- Programme/project area: Kenya

- Gender Marker: 1

- Funding by Finland / funding period: EUR 2.8 million, 2014-2016

- Total programme/project period: 2014-2018

- Total funding for complete period: EUR 20.22 million (2014-2018)

- Further donors: 2014-2016: Germany EUR 7 million; Sweden EUR 2.82 million;
  2017-2018: Germany EUR 4 million, Sweden 3.6 million)

- Other Info: MFA classifies the project under bilateral interventions. Source for financial figures: (Embassy of the Federal Republic of Germany, 2017)

Relevant to case study 7

Kenya (programme, used as reference in this study): URAIA Trust and other non-state actors: *"Rooting Democracy in Kenya Through an Informed Citizenry"* **2013–2015**

- Website: http://www.finland.or.ke/public/default.aspx?nodeid=46388&contentlan=2&culture=en-US

  http://uraia.or.ke/

- Objectives: Improved democracy and a just and equitable society.

- Programme/project area: Kenya

- Gender Marker: not known

- Funding by Finland / funding period: EUR 2 million, 2013-2015

- Total programme/project period: not known

- Total funding for complete period: not known

- Further donors: Sweden, Netherlands, DFID, USAID, Diakonia, Danida, IBP, UN Women
- Other Info: URAIA Trust was established in the year 2011 as a continuation of the initiative National Civic Education Programme (NCEP), which started already in 2000.

5 CSO/NGO cooperation and projects in the scope of this evaluation

Relevant to case study 12

Nepal (Project): Family Planning Association of Nepal (FPAN) and Family Federation of Finland (FFF, Väestöliitto), together with World Wildlife Fund Nepal (WWF Nepal) and WWF Finland: *"Improving sexual and reproductive health and rights and biodiversity conservation through integrated approach in Nepal (Population Health and Environment Project)"* **2012–2017**

- Websites: http://www.vaestoliitto.fi/in_english/ ; http://www.fpan.org/
- Objectives: i) empower status of young people and natural resource management (NRM) communities on natural resource management and SRHR; ii) improve livelihood and well-being of young people in NRM communities through socio-economic opportunities and increased access to SRHR; and iii) establish and strengthen the partnerships to promote integrated approach.
- Programme/project area: remote and sensitive areas where the forest-dependent communities have little access to sexual and reproductive health services, including eight districts of Nepal's southern Terai region: Kanchanpur, Banke, Dang, Bardiya, Kailali, Rupanhehi, Nawalparasi and Chitwan.
- Gender Marker: 1
- Funding by Finland / funding period: EUR 361,948, 2015-2017
- Total programme/project period: Phase I: 2012-2015, Phase II: 2015-2017
- Total funding for complete period: EUR 425,821
  Further donors: Not known, remaining EUR 63,873 self-financed by FFF (Väestöliitto).
- Other info: The Finnish CSO FPAN is active in Nepal and was established in 1959 with the initial funding from International Planned Parenthood Federation (IPPF). FPAN collaborates with the Family Federation of Finland (FFF, Väestöliitto) since 2002. In 2010, FPAN and WWF made a joint proposal to MFA Finland for the project. The Finnish funding is channeled through FFF to FPAN. The maximum support by the MFA to CSOs' projects is 85% (92.5% for projects with disabled people).

Relevant to case study 13

FLC Nepal: Institute of Human Rights Communication, Nepal (IHRICON) *"Ensuring the Human Rights of Women and Children Ensuring the Human Rights of Women and Children"* **2011–2014; and** *"Ensuring the Human Rights of Women and Children: Reducing Child Marriage and Women Violence"* **2015**

- Website: https://www.peaceinsight.org/conflicts/nepal/peacebuilding-organisations/ihricon/

- Objectives: Women and girls are ready to stand for their rights and be able to deal with violence against them; Increased knowledge among the community members against child marriage, domestic violence, its far-reaching consequences and other legal frameworks; case studies and success stories against child marriage are documented and disseminated for the media advocacy and community awareness; increased commitment of VDC and district level stakeholders including child clubs to act collaboratively against the child marriage.

- Programme/project area: 20 Village Development Committees of four districts (Siraha, Ramechhap, Sindhuli and Dolakha); 2015 follow on project: seven Village Development Committees of Siraha district (Bishnupurkatti, Dhangadi, Ayodhyanagar, Bastipur, Dhodna, Sitapur and Pokhravinda).

- Gender Marker: Not specified

- Funding by Finland / funding period: EUR 139,504, Feb 2011-Jan 2014; no cost extension project in 2015.

- Total programme/project period: see above

- Total funding for complete period: see above

- Donors: No further donors

- Other Info: This NGO/ project was selected particularly to examine value, merit and shortcomings of funding CSOs through the FLC as a modality.

Relevant to case study 14 – several FLC funded NGOs in Kenya

FLC Kenya: Centre for Rights Education and Awareness (CREAW) *"Prevention and Response to Gender Based Violence"* **2015–2018**

- Website: http://creawkenya.org/ke/

- Objectives: To encourage and promote greater positive community response to prevent and respond to cases of sexual and gender-based violence and HIV/AIDS.

- Programme/project area: Kibera, Nairobi city county, Kenya

- Gender Marker: 1

- Funding by Finland / funding period: EUR 180,000, Nov 2016-Oct 2018

- Total programme/project period: Nov 2016-Oct 2018

- Total funding for complete period: Approximately EUR 1 million (including FLC grant)

- Further donors: Over 10 donors, among these UK Aid, Wellsprings, Comic relief/Christian Aid,

- Other Info: Registered in 2000 as a national NGO, CREAW's mission is to champion, expand and actualize women human rights. For the project in this study, the Gender Marker 1 was confirmed by MFA, although the project's focus is GBV.

FLC Kenya (project): Wajir Women for Peace: *"Enhancing Women Leadership in Peace Building and Public Participation in Wajir County"* **2016–2017**

- Website: NA

- Objectives: To equip women in Wajir county with skills and knowledge to re-solve conflicts through dialogue in their localities and hold their leaders accountable.

- Programme/project area: Wajir County, North-Eastern Kenya

- Gender Marker: 1

- Funding by Finland / funding period: EUR 30,000, Sep 2016–Dec 2017

- Total programme/project period: Sep 2016–Dec 2017

- Total funding for complete period: EUR 30,000

- Further donors: none

- Other Info: The Wajir Women for Peace is a model for a community-led, grassroots peace initiative. Founded in the '90s, originally the group was called Wajir Peace and Development Committee and brought together traditional leaders, government security officers, parliamentarians, civil servants, Muslim, and Christian religious leaders as well as civil society organisations. This committee was the genesis of the District Peace Committees, which has been replicated in the country by the government as the national peace architecture (Borgstam & Kavuma, 2016).

FLC Kenya (project): Haki Africa: *"Building Resilience of Women Against Violent Extremism"* **2016–2018**

- Website: http://hakiafrica.or.ke/wifewomen-initiative-for-their-empowerment/

- Objectives: To empower coastal women and build their resilience to violent extremism and radicalization by ensuring their full involvement in countering violent extremism (CVE) initiatives.

- Programme/project area: Coast Region in the Counties of Mombasa, Kwale, Taita Taveta, Kilifi, Lamu and Tana River

- Gender Marker: 1

- Funding by Finland / funding period: EUR 145,000, Oct 2016–Dec 2018

- Total programme/project period: Oct 2016–Dec 2018

- Total funding for complete period: EUR 145,000

- Further donors: none

- Other Info: Initiated in 2012, Haki Africa works to improve livelihoods and enhance the progressive realisation of human rights in Kenya. It highlights the importance of understanding the root causes of radicalisation (e.g. poverty and feeling of injustice), which need to be tackled in order to create sustainable solutions to preventing violence.

FLC Kenya (project): Rural Women Peace Link (RWPL) *"Making 1235 Count as Grassroots Level Through the Localization Strategy"* **2016–2018**

- Website: https://ruralwomenpeacelink.org/

- Objectives: Promote local ownership, participation and engagement of women in decision-making platforms and in the implementation of the KNAP.

- Programme/project area: Bungoma, Uasin Gishu and West Pokot counties

- Gender Marker: 2

- Funding by Finland / funding period: EUR 127,000, Oct 2016-Dec 2018

- Total programme/project period: Oct 2016-Dec 2018

- Total funding for complete period: not known

- Further donors: Several, including UN Women and URAIA Trust

- Other Info: RWPL mobilises, influences and promotes the participation of local women in peace building, governance and development through collaboration and networking with diverse actors. It is also the host of the Kenya 1325 Localisation Advocacy Group that was established in January 2016 to create awareness and advocate for the implementation of the Kenya NAP.

FLC Kenya (project): Samburu Women Trust: *"Strengthening Women and Girls Dignity in Pastoralist Communities"* **2016–2017**

- Website: http://www.samburutrust.org/

- Objectives: The project objective is to protect and increase self-esteem and confidence of local women and girls' victims of harmful cultural practices among the pastoralists' communities.

- Programme/project area: Isiolo, Laikipia, Marsabit and Samburu Counties

- Gender Marker: 1

- Funding by Finland / funding period: EUR 48,000, Oct 2016-Sept 2017

- Total programme/project period: Oct 2016-Sept 2017

- Total funding for complete period: Approximately EUR 200,000

- Further donors: Several, including International Work Group for Indigenous Affairs (IWGIA); KIOS FOUNDATION, Finland; American Jewish World Services (AJWS); Tamalpias Trust (USA).

- Other Info: Samburu Women Trust is an indigenous, women driven organisation promoting the rights of women and girls among the pastoralist communities through capacity building through capacity building.

Relevant to case study 15 – NGOs and projects funded through ISF in Somalia

Somaliland (Programme, Finnish NGO): International Solidarity Foundation (ISF)
Finland framework agreement

- Website: https://www.solidaarisuus.fi/in-english/

- Objectives: ISF goals are 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 and to improve men and women's livelihood resilience in economically and ecologically sustainable way. Overall, ISF combines two thematic areas in their programmatic approach: livelihoods and GE.

- Programme/project area: Somaliland: Burao, Erigavo, Togheer

- Gender Marker: 2

- Funding by Finland / funding period: EUR 14,311,100 (2010-2016) (MFA, 2017); funding is on-going after 2016, yet exact figure for 2017 is not known to Evaluation Team

- Total programme/project period: n.a.

- Total funding for complete period: n.a.

- Further donors: ISF is self-financing / fundraising (e.g. c. 2,000 donors in 2015) (MFA KPMG, 2017)

- Other Info: ISF is a Finnish NGO founded in 1970 and based in Finland. At the present, ISF supports development projects in Somaliland, Kenya and Nicaragua. During the programme period 2013-2015, ISF has been able to cover 15% of the MFA funded programme with self-financing. There was a decrease of MFA funding in 2016 and the self-finance share increased to 34%.

Below follow several NGOs/ projects that ISF has supported in Somaliland

Somaliland (ISF funded Project, NGO): Network against FMG/c in Somaliland (NAFIS) *"Enhancing Coordination Mechanisms of Anti-FGM/C stakeholders and Creating Advocacy Strategy on Anti-FGM/C policy/ Law in Somaliland"*

- Website: http://nafisnetwork.net/index.php

- Objectives: Girls and women's rights are better fulfilled as national policy makers, religious leaders and CSO's take stronger stand against all forms of FGM/C practice in Somaliland.

- Programme/project area: All six regions of Somaliland namely Awdal, Marodi-jeh, Sahil, Togdher, Sool and Sanaag

- Gender Marker: 2

- Funding by Finland / funding period: Funding through ISF: EUR 139,447, 2015-2017

- Total programme/project period: Not known

- Total funding for complete period: Not known

- Further donors: Not known

- Other Info: NAFIS was established in late 2006 in Hargeisa, Somaliland, by a number of local NGOs working towards the eradication of FGM/C. According to its website, NFAIS has a membership of 20 organisations operating in all the regions of Somaliland and is the only network of its kind, combatting all forms of FGM/C in Somaliland through coordination and networking, policy framework, research and documentation.

Somaliland (ISF funded Project, NGO): Candlelight for Health, Education & Environment (CLHE) *"Support for Community Education on FGM in Somaliland"* 2007–2017

- Website: http://www.candlelightsomal.org/

- Objectives: The general objective is to influence attitudes, beliefs and cultural habits aiming to reduce FGM

- Programme/project area: CLHE headquarter is in Hargeisa and it has branch offices in Burao, Erigavo and Sheikh. CLHE has also a liaison office in Nairobi and is registered in Puntland and Somalia, Mogadishu, though it does not yet have any operations there.

- Gender Marker 2

- Funding by Finland / funding period: Funding through ISF: EUR 588,976 (2013-2016)
  Total programme/project period: Not known

- Total funding for complete period: Not known

- Further donors: Not known

- Other Info: Candlelight was founded in 1995 and works in all Somaliland regions. According to its website, Candlelight has four departments, each with a focus on a strategic area: i) Environmental restoration and protection; ii) Provision of primary education and skills training; iii) Awareness raising on FGM and other social health issues; and iv) Humanitarian response during drought and outbreaks. The FGM project in the focus of this evaluation initially focused on Burao; in the third phase activities shifted to five specific villages in the Hargeisa region. Activities included cooperation with media in Hargeisa and awareness outreach engaging religious leaders, community elders, parents and youth about FGM in the villages.

Somaliland (ISF funded Project, NGO): SOYDAVO *"Reduction & Mitigation of Gender Based Violence Project"* 2013–2017

- Website: http://soydavo.org/?page_id=115

- Objectives: Reduction and mitigation of the numbers of GBV cases against women and children in Togdheer regions in order to improve and protect the wellbeing of the local communities. Programme/project area: Burao, Somaliland - Togheer Region

- Gender Marker: 1

- Funding by Finland: Funding through ISF: EUR 462,449, 2013-2017

- Total programme/project period: Not known

- Total funding for complete period: Not known

- Further donors: Not known

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- Other Info: SOYDAVO was registered as NGO under the NGO Co-ordination Act of Somaliland in September 2003. It has headquarters in the city of Burao, Somaliland, and satellite offices in the Sool and Sanaag regions, eastern Somaliland. SOYDAVO aims at strengthening peace while alleviating poverty among the rural poor, through the use of local resources. The project in this study works in 17 villages in Burao and three outside villages.

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ANNEX 10: PREVIOUS GENDER EVALUATIONS

1   Introduction

In order to better understand the global context of promotion of gender equality in the field of development cooperation, we investigated relevant evaluations carried out by other donor organisations as well as UN or other international organisations. This report should not be considered as a fully-fledged meta-analysis but rather a systematic desk review to extract any emerging positive trends or challenges from what other development partners are facing when working on gender equality with developing countries. The results of this analysis will help the evaluation to better situate its own findings into the wider context in which all key actors are currently operating. Summaries of each evaluation included in this assessment are found in the section 4–7.

2   Results of the Systematic Desk Review

2.1   Overview

As a result of the systematic review, we coded in total 214 passages of text from the assessed reports. These were classified under three main categories: (1) positive findings, (2) negative findings, (3) recommendations and lessons learnt. More refined categories would have not provided added value due to the different approaches that evaluators apply when formulating findings, conclusions, recommendations and lessons learnt.

The three categories were further divided into few additional groups, as follows:

1. Positive findings

    1.1   Positive achievements in donor organization at policy level

    1.2   Positive achievements in donor organization at operational level

    1.3   Positive achievements in target country

2. Negative findings

    2.1   Challenges in implementation

    2.2   Challenges in internal management in the donor institution

    2.3   Weak strategy of the donor institution

    2.4   Weak monitoring, evaluation, learning, knowledge management, results-based management or context analysis

    2.5   Limited policy exchange

3. Recommendations and lessons learnt for the donor organisations related to:

    3.1 Action in and with partner countries

    3.2 Internal management

    3.3 Monitoring, evaluation, learning, knowledge management, results-based management or context analysis

    3.4 Strategy and funding

Please note that, in this context, donor institution refers also the international organisations even if they are recipients of funds from bilateral donors. However, vis-à-vis the partner countries, their role is often similar to the donors' given that they provide funding and carry out policy dialogue with the governments, among other tasks.

The following tables provide the main findings of the assessment.

It is important to note that the numbers of "hits" are indicative and should be interpreted only in relation to each other, not as figures to be analysed as such. Topics that received 10 or more hits, are indicated in orange colour. Topics that were mentioned five times or more, are indicated with light orange.

2.2   Positive findings

2.2.1   Positive achievements in donor organization at policy level

Most frequent topics	Hits	Bilaterals	Multilaterals
Acknowledgement of a strategic approach, maintaining gender in agenda and carrying out policy dialogue	10	Finland, Finland (1325), Netherlands, Norway	IFAD, UNDP
Internal structures that support gender work, e.g. dedicated department for gender (Norway), Gender-Equality Network (Switzerland), Gender Strategy Implementation Committee (UNDP)	4	Norway, Switzerland,	UNDP
Other topics that were mentioned included: long-term funding or policy, access to data on aid and gender, gender and HRBA linked, increased funding.		Finland, Switzerland	UNDP

2.2.2   Positive achievements in donor organization at operational level

Most frequent topics	Hits	Bilaterals	Multilaterals
Other topics that were mentioned included: existence of gender action plan and inclusion of gender considerations early on.		Finland, Sweden	

2.2.3   Positive achievements in target country

Most frequent topics	Hits	Bilaterals	Multilaterals
Contribution to policy change	6	Norway, Finland (1325)	EU, UNDP, UN Women, UN Joint Evaluation
Women's empowerment (economic development, women in peace and security work)	4	Finland 1325 Sweden	UNDP
Other topics that were mentioned included: innovative networks, strengthening capacity of civil society, increased awareness in target countries, passing legislation that protect women		Denmark, Norway, Finland 1325	

2.3 Negative findings

2.3.1 Challenges in implementation

Most frequent topics	Hits	Bilaterals	Multilaterals
Substantial scale not reached or stand-alone funding arrangements	3	Netherlands	UN Women
Gender results very uneven across the portfolio	3	Netherlands, Switzerland	
Other topics that were mentioned included: low efficiency, lack of sustainability		Netherlands	

2.3.2 Challenges in internal management in the donor institution

Most frequent topics	Hits	Bilaterals	Multilaterals
Internal institutional challenges (gender inequality inside the organization, lack of accountability, assignation of sufficient human resources, etc.)	11	Austria, Finland, Finland 1325, Netherlands Switzerland	EU, UNDP
Inconsistent use of gender marker	3	Netherlands	EU, UNDP
Lack of sufficient training of staff or experts in donor organisation	2	Norway, 1325 Nordic	

2.3.3 Weak strategy of the donor institution

Most frequent topics	Hits	Bilaterals	Multilaterals
Weak strategy or lack of concrete guidance	6	Finland, Finland 1325	EU
Narrow or unclear definition of concepts	6	Austria, Finland, Switzerland	UNDP
Low or uneven allocation of funds	4	Norway, Nordic 1325, Austria	

2.3.4 Weak monitoring, evaluation, learning, knowledge management, results-based management or context analysis

Most frequent topics	Hits	Bilaterals	Multilaterals
Weak M&E or RBM	11	Finland, Finland 1325, Netherlands, Norway, Sweden	EU, UNDP, UN Women
Weak project designs or context analysis	3	Netherlands	EU, UN Joint Evaluation
Other topics that were mentioned included: weak knowledge management or dissemination of results in partner countries	2	Norway	EU

2.3.5 Limited policy exchange

Limited policy exchange was mentioned only once (IFAD).

2.4 Recommendations and lessons learnt for the donor organisations related to:

2.4.1 Action in and with partner countries

Most frequent topics	Hits	Bilaterals	Multilaterals
Strengthen multi-stakeholder coordination	4	Finland 1325	UN Women
Strengthen mutual accountability	4	Finland 1324, Netherlands	UN Women
Strengthen women's networks and organisations	3	Netherlands	IFAD, UN Women
Other topics that were mentioned included: Influence gender culture in implementing organisations or choose committed partner organisations, broaden women's participation in decision-making, engage CSOs, include gender experts in actions, strengthen policy dialogue with partner govt/seek high-level support			UN Women, UN Joint Evaluation

2.4.2 Internal management

Most frequent topics	Hits	Bilaterals	Multilaterals
Strengthen internal gender policy / increasing accountability	11	EU, Finland, France, Netherlands, Switzerland	EU, GEF, IFAD, UN Women

2.4.3 Monitoring, evaluation, learning, knowledge management, results-based management or context analysis

Most frequent topics	Hits	Bilaterals	Multilaterals
Strengthen RBM and reporting	24	Finland, Finland 1325, France, Netherlands, Norway, 1325 Nordic	GEF, IFAD, EU, UNDP, UN Women
Carry out gender analysis and/or implement gender action plan	6	Finland, Netherlands	GEF, EU, UNDP
Better project designs/understanding of problems vs action	5	Switzerland	IFAD, UN Joint Evaluation, UN Women
Harness learning, replicate good practices	3	Norway	IFAD, UN Women

2.4.4 Strategy and funding

Most frequent topics	Hits	Bilaterals	Multilaterals
Provide training to staff/guide / strengthen internal administration or organisation	13	Austria, Finland, France, Netherlands, Norway, Switzerland	EU, UNDP
Consolidate corporate strategy on gender, undertake activities more strategically or focus on competitive advantage	10	Finland, Norway	EU, UNDP
Increase financial investments for gender or earmark	4	Austria, France, Finland, Finland 1325	
Other topics that were mentioned included: provide long-term support, reduce thematic fragmentation, build on existing interventions, start from education, build gender work on HRBA, pay attention to men, too.		Finland, Denmark, Netherlands	UN Women, GEF

3   Discussion

In terms of *positive* aspects, acknowledgement of a strategic approach, maintaining gender in agenda and carrying out policy dialogue were some of the most common achievements of the donor organisations. Related to this, contribution to policy change was a positive result that was also highlighted in several reports. These results were typically attained by Finland, Netherlands, Norway, IFAD, UNDP and UN Women.

Other positive observations related to internal structures that support gender work (e.g. a dedicated department, network or committee; Norway, Switzerland, UNDP), and results in terms of women's economic empowerment (Finland, Sweden, UNDP).

Main negative findings related to internal institutional challenges within the donor organisation (e.g. gender inequality inside the donor organisation itself, lack of accountability, assignation of sufficient human resources; Austria, Finland, Netherlands, Switzerland, EU, UNDP) and weaknesses in results-based management (Finland, France, Netherlands, Norway, GEF, IFAD, EU; UNDP, UN Women). Weak strategy or lack of concrete guidance (Finland, EU) and narrow or unclear definition of concepts (Austria, Finland, Switzerland, UNDP) were also mentioned.

Among the recommendations, strengthening results-based management (including reporting) was by far the most common recommendation (Finland, France, Netherlands, Norway, Nordics, GEF, IFAD, EU, UNDP, UN Women). This was followed by recommendations to provide training to staff and strengthen internal administration or organisation (Austria, Finland, France, Netherlands, Norway, Switzerland, EU, UNDP). Another important group of recommendations related to strengthening internal gender policy / increasing accountability (EU, Finland, France, Netherlands, Switzerland, EU, GEF, IFAD, UN Women). In addition, consolidating corporate strategy on gender, undertake activities more strategically or focus on competitive advantage, better project designs, and carrying out gender analysis and/or implement gender action plan were mentioned in several reports.

It appears that all recommendations were targeted to the organisations that had commissioned the evaluation. Therefore, the assessment noted an absence of recommendations to the partner countries, which might, however, be due to the type of terms of reference that guided the studies, and not a deliberate choice of the evaluators.

4   Evaluations by bilateral donors

Two reports that are highly relevant to Finland in terms of gender are from Denmark and Norway: Lessons learned from promoting gender equality in Danish development cooperation – evaluation study by Evaluation Department, Ministry of Foreign Affairs/Danida (DANIDA, 2016) and the Evaluation of Norway's support to women's rights and gender equality in development cooperation by Norad's Independent Evaluation Unit (NORAD, 2015).

Finland's previous evaluations are discussed later in the document.

4.1   Nordic donors

4.1.1   Denmark

The **Danish** (DANIDA, 2016) evaluation study looked at eight examples of interventions that promoted gender equality to collate lessons learned to eventually inform future engagements. First, it is worth mentioning that the analysis approached the topic from three different gender justice categories, which provide a framework for discussing women's and girls' right: **Representation, Recognition** and **Redistri-**

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

bution. Representation refers to participation of women and men in political processes, within a given institution, policy or programme. The gender justice category Recognition encompasses gender-related problems, such as violence against women (VAW), sexual and gender based violence (SGBV), socio-cultural stereotypes and exclusion of and violence against lesbian, gay, bisexual and transgender persons (LGBT). The third category Redistribution captures examples of interventions targeting a reduction of inequalities between women and men with regard to power of political decision-making and control over resources (e.g. land tenure, distribution of benefits).

The most important lesson learned by the report is that **"Human rights form the essential basis for the promotion of non-discrimination, participation, accountability and transparency"**. The report further explains that: "Passing legislation that protected the rights of women as in the cases of violence against women and girls, including marital rape and women accused of witchcraft, brought about by a changing political climate, as well as Universal Periodic Review (UPR; the unique process which involves a review of the human rights records of all UN Member States) recommendations made a huge difference". The study also highlighted that selecting **partners that have sufficient capacity and political vision** is instrumental in obtaining results. Other key factors include long-term partnerships combined with consistent and predictable investment, trust and frank dialogue, flexibility in planning and avoiding unrealistic expectations from micro-level projects.

4.1.2 Norway

The Evaluation of **Norway**'s support to women's rights and gender equality in development cooperation (NORAD, 2015) found that while Norway has been an important advocate of gender-focused aid internationally, **actual allocation of Norwegian aid to gender in projects and programmes is comparatively low**. Norway's funding had also been weak in terms of contributing to increases in the volume of funding invested in women's rights and gender equality initiatives and in national government-donor dialogue processes (financial aspect). However, Norad showed **stronger results in terms of contributing to policy and legal changes, national discursive shifts and strengthening of the evidence base on women's rights and gender equality** (systemic level). At the project level, the **weak link appeared to be the quality of project design as well as monitoring and evaluation (M&E)**, more than the choice of implementing partner. At organizational level, positive results were observed in Norway's efforts to **strengthen the capacities of civil society organisations**, more than in the case of UN agencies and twinning partners.

The report concludes that Norad's core **strengths** at the **global** level include *"important contributions to women's rights and gender equality internationally and in the multilateral system; a dedicated department on gender in the Norwegian Agency for Development Cooperation (Norad), which embassies actively draw on as a resource; a targeted funding pot (the Women and Gender Equality Grant for catalytic work on women's rights and gender equality); and good access to existing data on aid, including on women's rights and gender equality through Norad's home page and annual results report"*. At the **country** level, Norway's strengths as a women's rights and gender equality donor include *"its **investment in vanguard rights issues** (e.g. tackling harmful traditional practices such as female genital mutilation, supporting lesbian, gay, bisexual and transgender rights, supporting sexual and reproductive health rights) and in **innovative networks**, and its commitment to **longer-term funding** so as to better address complex sociocultural norms and practices. Norway is also a strong supporter of civil society organisations working on women's rights and gender equality issues in a global context where funding pots for civil society are shrinking; and of UN agencies when other donors are increasingly turning to private sector actors."*

Overall, the report criticises Norad for **lack of sufficient training of internal staff and M&E** (including overreliance on quantitative indicators, lack of elements for carrying out results-based management), inconsistent use of the gender marker and the Women and Gender Equality Grant. Also, the evaluation considers that results are not sufficiently disseminated in partner countries, particularly at local level.

The recommendations remain at a relatively general level, the overarching recommendation being that Norwegian development cooperation should focus first and foremost on undertaking current activities in a more strategic manner. The other nine recommendations are:

1. Continue to focus on areas where Norway has a competitive advantage and can play a catalytic role;

2. Harness learning from the gender pilot embassy initiative;

3. Ensure greater consistency in the use of the gender marker system;

4. Expand the strategic use of and funding for the Women and Gender Equality Grant;

5. Invest in more in-depth and strategic capacity-strengthening of staff;

6. Develop a clearer division of labour between Norad and the Ministry of Foreign Affairs;

7. Invest in more rigorous monitoring, evaluation and learning competencies in-house and among partner;

8. Refine the definition of results of interventions by including both quantitative and qualitative data;

9. Capitalise on Norway's core strengths vis-à-vis women's rights and gender equality policy and programming and think BIG.

4.1.3   Sweden

The evaluation on **Gender Equality in Swedish Development Cooperation** by Department for Policy, Team for Gender Equality in collaboration with Secretariat for Evaluation, **SIDA** (SIDA, 2010) mentions as one of the strengths of the Swedish development cooperation the inclusion of gender considerations in the planning of programmes. However, the report adds that the institution has not managed to maintain sufficient levels of incentives later on in the programme cycle. Gender is especially absent in monitoring and evaluation. The authors acknowledge positive gender outcomes in terms of women's economic empowerment in some programmes that are part of SIDA's portfolio. Sweden has not carried out a follow-up study on gender in its aid portfolio since the 2010 evaluation.

4.2   Other European donors

Austria, France, the Netherlands, Sweden and Switzerland have also carried out studies that have discussed the extent to which their donor organisations have included gender aspects in their policies and/or implementation of aid. These reports have secondary importance to this evaluation due to their narrower scope compared to the current evaluation or older implementation period. The publications include **Evaluation of the Austrian Development Cooperation (ADC) Gender Policy between 2004–2011** by Directorate-General for Development Cooperation of the Federal Ministry for European and International Affairs and the Evaluation Unit of the Austrian Development Agency (ADC, 2012), **Gender, peace and security – Evaluation of the Netherlands and UN Security Council resolution 1325** by the Policy and Operations Evaluation Department (IOB) of the Netherlands Ministry of Foreign Affairs (Ministry of Foreign Affairs of the Netherlands, 2015a), the **Evaluation of the French Policy "Gender and Development"** by the Ministry of Foreign Affairs of France (Ministry of Foreign Affairs of France, 2013), **Gender Equality in Swedish Development Cooperation** by Department for Policy, Team for Gender Equality in collaboration with Secretariat for Evaluation, SIDA (SIDA, 2010), as well as **Evaluation of Swiss Development Cooperation's (SDC) Performance in Governance Programming and Mainstreaming** commissioned by the Federal Department of Foreign Affairs (FDFA) in (FDFA, 2015).

4.2.1 Austria

The report on **Austrian** Development Cooperation (ADC) Gender Policy between 2004–2011 (ADC, 2012) highlights one key factor that is key for an effective implementation of a gender policy and that are relevant to Finland: the importance of building an adequate administrative structure, including financing resources, that supports gender mainstreaming. The report underlines that ADC can progress from a gender-blind institution to a more advanced institution only by providing the means to fill in gaps and creating the needed knowledge and skills for gender mainstreaming. The authors mention the gender desk with a cross-sectoral mandate but no funds as an example such incomplete approach. In general, the report is rather critical of ADC's gender mainstreaming efforts and pinpoints several areas for further improvement. For example, the evaluation mentions that ADC has not succeeded to institutionalise gender mainstreaming in the organization and that it has a tendency to narrow gender equality and women's empowerment only to meeting practical needs. The study also looked at personnel management inside the organisation and pointed out that, even if 68% of the staff is female, flexible arrangements, such as flexible family friendly time arrangements, are absent.

4.2.2 France

The publication on the **French** policy on "Gender and Development" (Ministry of Foreign Affairs of France, 2013) can be classified as a discussion paper, in which a group of multiple stakeholders have contributed, rather than a full-fledged evaluation report. Nevertheless, it is worth reflecting the paper in the context of a broader group of European donor countries to understand the differences between the various aid organisations in terms of gender. Some of the priorities raised in the document include basic aspects of gender equality, including stronger policy support to gender equality, holding accountable those responsible for designing and implementing the Gender and Development policy, strengthening financial and technical capacities to implement the policy, as well as developing corresponding indicators to measure progress. Based on this publication only, the French approach to gender mainstreaming appears to be in early stages compared to some of the other countries discussed in this chapter.

4.2.3 Netherlands

In the **Netherlands**, the Policy and Operations Evaluation Department (IOB) of the Ministry of Foreign Affairs commissioned an evaluation titled **Gender sense & sensitivity Policy evaluation on women's rights and gender equality (2007–2014)** in 2015 (Ministry of Foreign Affairs of the Netherlands, 2015b). The report groups the evaluation results under the following topics:

Policy characteristics

- The interchangeable use of the terms of 'gender' and 'women'
- Equal rights as a main starting point for gender policies
- A rights-based approach was combined with instrumentalist argument which have a weak evidence base

Gender mainstreaming into policies, programmes and projects

- Mainstreaming of women's rights and gender equality has not been consistent at policy level
- Combination of mainstreaming and a stand-alone track supporting women's organisations, but no evidence of mutual reinforcement between the two
- Emphasis on a series of relevant themes
- Translating gender policy priorities to programme and project level has not been consistent
- Relevant use of multilateral and EU channels for contributing to norm setting and keeping women's rights on the international agenda

- International norms on women's rights served as a framework for bilateral political dialogue

- Little interaction between similar initiatives

Effectiveness

- Gender analyses have been a rare phenomenon

- Insight into effectiveness remains limited

- Insufficient attention paid to gender at the initial phase hinders monitoring and evaluation

- Sustainability remains an issue

Resources and efficiency

- Financing of the stand-alone track has increased but funding for gender mainstreaming is impossible to calculate

- Assessment of efficiency of gender mainstreaming is impossible, yet assessment of the MDG3 Fund is critical

- Organisational and human resource issues

Lessons

- Moving mainstreaming from rhetoric to reality

- It's about women AND men

- Context matters

- What gets measured, gets done

- It all starts with education

- Build local capacity

- Strengthen the Ministry's own capacity

- Be realistic, be patient and stay committed

4.2.4   Switzerland

The assessment carried out by **Switzerland** (FDFA, 2015) looked at Swiss Development Cooperation's (SDC) performance in governance programming and mainstreaming from a broader perspective rather than limiting the focus only on gender-related questions. Within this analysis, gender equality is discussed in the Chapter 9.3 Gender Equality and it mentions that, for Switzerland, *"gender equality is both itself a central cross-cutting issue and an important indicator of human rights and non-discrimination". The report also underlines that "SDC has long been committed to the promotion of gender equality inside its own organization and in the countries in which the Agency works. With an active Gender Equality (GE) Network, where rich exchanges occur online and Face-to-Face (F2F), plus a set of solid mainstreaming tools, SDC continues to correctly be seen as a leader in this field".*

In spite of these resources, the evaluation found that gender equality approaches and results have been uneven from high-quality and thorough mainstreaming approaches to marginal or even invisible. The report mentions three cases from Bolivia, Bosnia and Herzegovina, and Mozambique which can be considered as models for best practices while the other governance projects that were assessed were categorized as gender-blind.

The authors suggest two reasons to explain the shortcomings: *"First, senior management has not, in recent years, conveyed a clear statement affirming the importance – and binding nature – of SDC policies related to*

achieving significant results in gender equality mainstreaming. Second, there is no common definition of what constitute meaningful gender equality results, or common results targets and indicators across programmes and initiatives that would permit institution-wide assessment of progress in this important thematic area".

The report lists three factors that appear to be building blocks of successful mainstreaming of gender equality in governance projects: (i) project designs actually embed gender equality mainstreaming targets, principles and practices, (ii) gender equality expertise and commitment exists on the ground in Embassies and partner organizations, and (iii) partner organizations are also institutionally committed to gender equality mainstreaming.

The evaluation recommends that *"the Agency's leadership must re-energize its focus on gender equality mainstreaming, clarify its conceptual guidance in this area, and then develop and implement a common set of gender-equality measures that can be aggregated and compared across the Agency and ideally across other agencies involved in Swiss cooperation, including the State Secretariat for Economic Affairs and the Federal Office for Migration".*

5 Evaluations Commissioned by the EU and International Organisations

Several UN and international organisations have carried out gender-related evaluations in the past years. This section discusses the most relevant findings, conclusions, recommendations and lessons learnt from those assessments.

The reviewed reports include **What works for gender equality and women's empowerment – a review of practices and results Evaluation synthesis** by International Fund for Agricultural Development (IFAD) (2017) Independent Office of Evaluation (IOE) (IFAD, 2017), The Global Environment Facility (GEF) Independent Evaluation Office's (IEO) **Gender Mainstreaming in the GEF** (GEF, 2017), **What We Can Learn from UN Women Evaluations? A meta-analysis of evaluations managed by UN Women in 2014 and 2015** commissioned by UN Women Independent Evaluation Office (UN Women Independent Evaluation Office, 2016), **Evaluation of UNDP's Contribution to Gender Equality and Women's Empowerment** commissioned by the UNDP Independent Evaluation Office (UNDP Independent Evaluation Office, 2015) and The **Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System** (UN Women, UNDP, UNICEF, & UNFPA, 2013) commissioned by the Office of the Secretary-General for Development Cooperation (SGCID) of Spain in 2013.

5.1 European Commission

At the level of the EU, the Evaluation Unit of the Directorate-General for International Cooperation and Development (European Commission) commissioned in 2015 a **Strategic evaluation of EU Support to Gender Equality and Women's Empowerment in Partner Countries (2010-** (EC, 2015)**)** .

The evaluation focused on gender mainstreaming in EU development cooperation, as called for in the EU Plan of Action on Gender Equality and Women's Empowerment 2010-2015 (GAP). In particular, the evaluation looked at how gender mainstreaming has been implemented by the European Commission Services (EC Services), the European External Action Services (EEAS) and two Member States (MS), the Netherlands and Spain. The evaluation assessed also the extent to which EU/EC cooperation (policy, strategies, programmes/projects) have been relevant, efficient and effective in supporting sustainable impacts on GEWE in partner countries in the period 2007-2013.

The report concludes that *"some important and inspirational GEWE results have been achieved, but they are patchy and poorly documented. With a few exceptions, EU Delegations (EUDs) do not adopt an integrated three-pronged approach that effectively combines gender mainstreaming, gender-specific actions and political and*

policy dialogue to maximise outcomes. Nor do they consider how various instruments and modalities can be used to support GEWE outcomes. Despite successes at the international level, work on 'women, peace and security', including gender-based violence (GbV), is not well reflected in country cooperation". The evaluation used as an assessment framework the '5 Cs' approach, analysing the factors of Commitment, Capacities, Cash, aCcountability, and understanding of Context – that would enable the institutions to deliver against their GEWE commitments.

The evaluation conclusions are:

C1. The EU is not delivering the strong institutional commitment on GEWE, as set out in the 2007 Communication, the 2010 Council conclusions on the MDGs, and the GAP.

C2. As a roadmap for translating the EU's global GEWE commitments into action and results, the GAP is not fit for purpose.

C3. Weak systems for GAP reporting and accountability are symptomatic of the low priority that GEWE has received in practice and further undermine the EU's ability to deliver to its commitments.

C4. The limited use of country-level GEWE contextual analysis significantly weakens strategy and programme relevance and undermines the EU's ability to achieve significant GEWE results. This represents a binding constraint to improved performance.

C5. The EU's mainstream monitoring and evaluation processes pay scant attention to gender

C6. The Gender Marker is poorly understood and inconsistently applied by EC Services and as a result it is impossible to determine with any confidence the EU's gender spend and the extent of gender mainstreaming in programming.

C7. The EC Services/EEAS reliance on a gender unit and network of GFPs to drive gender mainstreaming has been inadequate.

C8. EU development cooperation and political dialogue is nonetheless achieving important GEWE results in some contexts, particularly in the social sectors.

Recommendations for senior leadership and management within EC Services and EEAS, in consultation with Member States are:

R1. The EC Services and EEAS should revitalise their commitment to GEWE.

R2. The Commission and EEAS should lead the development of a successor to the GAP as required by the Council and engage more effectively with MS.

R3. The Commission and EEAS should clarify leadership and management arrangements at EUD level for achieving GEWE results and delivering against GAP commitments, including complementarity with MS.

R4. The Commission and EEAS should clarify reporting and accountability arrangements for achievement of GEWE results and delivery of the GAP successor.

Recommendations for EUDs and MS embassies:

R5. EUDs and MS embassies should prioritise and invest in high quality gender analysis as the basis for country-level strategy and programming.

R6. EUDs should prioritise investment in gender expertise, within the delegation team and through increased access to relevant technical assistance.

Recommendations for DG DEVCO and EEAS middle management:

R7. DG DEVCO Unit B1 should make a concerted effort to strengthen use of the gender marker and gender-sensitive indicators.

R8. DG DEVCO Directorate R and EEAS MDR C should develop proposals for the mainstreaming of gender into their respective human resource management procedures.

R9. EC Services should mainstream gender into monitoring and evaluation procedures.

5.2   International organisations

5.2.1   IFAD

The report by **IFAD** (IFAD, 2017) report provides a systematic review of gender practices and results that have been documented in IOE evaluations since 2011. The study complements the mid-term review of IFAD' policy on gender equality and women's empowerment, conducted in 2016, which assessed IFAD's gender architecture and the mechanisms for gender mainstreaming throughout the organization.

The review takes up as one of IFAD's strengths the support for transformative change by addressing root causes of gender inequality and women's powerlessness, in particular their exclusion from access to resources and opportunities and their limited social capital. On the other hand, one of the main short-comings has been limited policy engagement on gender even if it is a critical element to support trans-formative change.

The report is very detailed and includes plenty of good practices to learn from. One important lesson, that has been mentioned by several other evaluations as well, is that transformation needs to be built into the design of projects for them to reach the objectives effectively. As examples, the evaluation mentions activities that aim to break traditional gender roles and stereotypes, but also strategies for social mobilization and leadership. Strategic alliances that include gender champions and agents of change, and networks between women's groups and activities, are important and should be more systematically pursued.

The recommendations from the evaluation call for IFAD to sharpen its understanding of and practices on gender throughout the programming cycle, from design to evaluation, for greater focus on gender-transformative results:

Recommendation 1. Conceptualize and integrate the gender transformative approach for use through-out the organization for IFAD10

Recommendation 2. Develop explicit theories of change to underpin targeting strategies for different groups of women, together with indicators to monitor them at the point of design, and offer tailored interventions based on available good practices

Recommendation 3. Establish systematic M&E of disaggregated benefits and GEWE outcomes at corporate and project levels

Recommendation 4. Report consistently on Gender Equality and Women's Empowerment (GEWE) outcomes and impacts in GEWE evaluations and include sound contextual analysis to explain results.

Recommendation 5. Replicate good practices covering the three GEWE policy objectives and strengthen working with men.

5.2.2 GEF

The evaluation on Gender Mainstreaming in the GEF (GEF, 2017) is likewise a very insightful piece of work due to its comprehensive portfolio-wide analysis. Furthermore, it provides added value by discussing the evaluation results beyond GEF's implementation framework. The key good practices in terms of gender policy and gender action concluded by the assessment, and that can be applied in other organisations, as well, are:

1. Gender policy

    a) Gender policies acknowledge gender equality not only as a human right or development objective in and of itself, but as an essential cornerstone for achieving sustainable development in its three dimensions – economic, social and environmental

    b) Linking gender policies to corporate strategic plans and results frameworks helps to mainstream gender at the highest levels; connect its relevance to the institution's mandate in specific ways and to enhance ownership and accountability provided by planning, implementation, monitoring and reporting processes for the corporate strategic plans.

    c) Accountability for translating gender mainstreaming into practice is system-wide and lies at the highest levels.

2. Gender action

    a) Gender analysis is the foundation on which systematic gender mainstreaming rests and should be considered a mandatory element of any project design.

    b) Gender mainstreaming requires that efforts be made to broaden women's participation at all levels of decision-making.

    c) Gender mainstreaming needs to be viewed as an institution-wide mandate for which all staff is responsible.

    d) Establishing portfolio performance ratings at project entry, implementation, and completion can help to monitor and assess change in institutional performance on gender and the contribution of its projects to gender equality results

5.3   UN Organisations

5.3.1   UN Women

The **UN Women** meta-analysis (UN Women Independent Evaluation Office, 2016) aggregated and synthesized information generated from 49 corporate and decentralised evaluations to help strengthen programming and organisational effectiveness as well as the new UN Women Strategic Plan 2018–2021. The findings are summarized in one paragraph: *"The quantitative and qualitative evidence broadly confirmed that UN Women is strongest in terms of the relevance of its interventions and the achievement of intended outputs. It further shows that UN Women interventions are increasingly making positive contributions towards gender equality outcomes and policy changes, but challenges remain in terms of reaching substantial scale and reach. In addition, there is a scope to improve results based management systems, efficiency and sustainability at the country level".*

The main conclusions are:

1. The strongest aspect of UN Women's development effectiveness is the high level of relevance its interventions have to both the policy context and the assessed needs of women.

2. UN Women achieves stated outputs. However, increasing levels of evidence on UN Women's contributions to outcomes highlights the need to expand the reach of interventions (to benefit more substantial numbers of people) and expand the timeframe of projects (to address root causes of marginalization and inequality).

3. Major determinants of outcome performance are the design and length of interventions, fragmentation of thematic areas and mandates, and the positive relationships maintained by UN Women staff members.

4. Evaluations recommended that organizational priorities to improve development effectiveness should be to shift towards a programmatic approach, better leverage the UN coordination mandate at the country level, and streamline systems of decision-making.

5. Sustainability across UN Women's operational portfolio is mixed, although the level of evidence that achievements are likely to continue with longer programming cycles is increasing.

6. Improvements in the instigation of results-based management systems at the country level continue to be held back by severe resource constraints, low capacity for monitoring and the need to strengthen project results indicators.

Key lessons learnt identified by the meta-evaluation were:

1. Flexibility in working with partners is a major comparative advantage for UN Women when it is used to adapt and improve programmes that are already being implemented. It is necessary to have a strong theory of change and effective mechanism for dialogue between partners to ensure that this flexibility positively contributes to improving development effectiveness.

2. Moving from delivering outputs to contributing to outcomes requires more complex interventions. These have worked best where there has been multi-disciplinary work—both within UN Women and through multi- stakeholder coordination of external technical experts.

3. Working with rights holders' groups as implementing partners means working with both their strengths and their capacity challenges. Improving links between UN Women's different partners helps to maximize the comparative advantage of each partner and maximizes the benefit of UN Women's relationships with diverse groups of stakeholders.

4. Securing political support for UN Women at the highest level of government supports the achievement of results and also acts as an important attractor for other strategic partners.

5. UN joint programmes work best when management arrangements and responsibilities promote horizontal (mutual) accountability between partners. Parallel funding arrangements maintain traditional vertical accountability for fundraising and fund management, and entrench agency-specific interests.

6. Programming in fragile contexts carries particularly high levels of political and socio-cultural risk. Programme interventions work best when they are designed to maximize inclusion based on a clear understanding of inter-group dynamics.

7. Creating platforms for dialogue between women-led grassroots organizations and national decision makers is an effective tool for increasing the understanding and political will behind women's priorities in realizing their human rights.

8. Engagement with CSOs is especially important in building broader responses to GEWE. CSOs often have direct links with influential policymakers and some CSOs are relatively important players in their areas of specialization. To be successful, programmes need to recognize and respond to capacity gaps experienced by the women's movement at the local level.

9. UN Women can play a crucial role in institutionalizing spaces for dialogue between stakeholders at all levels to facilitate the process of change and overcome resistance to GEWE.

Key recommendations included:

1. Address the fragmentation of thematic areas and mandates

2. Boost country-level UN coordination as a means to drive synergies and efficiency

3. Examine the case for multi-year country programme modalities to address concerns with short project cooperation agreements and sustainability

4. Expand and innovate the core value proposition of capacity development and technical assistance so as to include knowledge management and brokerage

5. Adopt special measures to address results-based management and monitoring at the country level

6. Conduct more high level and strategic country portfolio evaluations.

It is worth mentioning that UN Women evaluation results are disseminated also through IOE's publication called TRANSFORM – The magazine for gender-responsive evaluation.

5.3.2   UNDP

The **UNDP Independent Evaluation Office** (UNDP Independent Evaluation Office, 2015) Evaluation of UNDP's Contribution to Gender Equality and Women's Empowerment outlines 14 main evaluation findings of which several can be relevant for learning purposes in other organisations, as well:

- The UNDP Gender Equality Strategy was a major step forward, but compliance was voluntary which weakened its impact;

- Resources for gender mainstreaming increased in 2008 but these gains were not sustained;

- The Gender Strategy Implementation Committee is a key instrument in ensuring senior-level accountability;

- UNDP's Gender Equality Seal Certification Programme for Public and Private Enterprises is unique and helps identify the connectors between gender mainstreaming and the technical programme portfolio;

- The Gender Marker has heightened awareness about gender issues, but inconsistent coding compromises its accuracy;

- Men enter the organization at a higher level and thus advance more quickly. Lack of parity at the middle and senior levels is a serious concern.

- Evaluations and audits have not paid enough attention to assessing the gender aspects of UNDP programming.

- The use of gender knowledge products has not been systematically tracked.

- Partnerships with UN system agencies have strengthened but UNDP needs to define its comparative strengths in terms of gender programming and mainstreaming.

- Gender results were overwhelmingly "gender targeted".

- UNDP gender results focused on providing women with access to resources and opportunities such as microcredit.
- UNDP gender results contributed to a positive shift in the areas of rights, policies and legal frameworks.
- UNDP contributed to the framing of Secretary-General's Seven-Point Action Plan for Gender-Responsive peacebuilding efforts.
- UNDP's gender results in environment focused on access to resources but have yet to inculcate deeper structural and cultural change.

The report is a positive exception in terms of visual representation. The evaluation conclusions are illustrated in a simple but informative infographic (see Figure 1).

Figure 1: Conclusions of the Evaluation of UNDP's Contribution to Gender Equality and Women's Empowerment

1 There has been **MARKED IMPROVEMENT** in UNDP's approach to gender mainstreaming

2 UNDP has yet to **PROMOTE** and **FULLY RESOURCE** gender as a main priority

3 Moving to resilient gender-transformative change will require **LONGER LEAD TIME**

4 **PATHWAYS** to achieving gender results are **COMPLEX** and often dependent on factors outside the control of UNDP

5 Better **GENDER ANALYSIS** will provide a sounder basis for assessing the quality of UNDP **CONTRIBUTION** to GEWE

6 Internal **ORGANIZATIONAL CULTURE** and **UNWRITTEN RULES** affect gender equality at the workplace

7 UNDP is not seen as a thought leader on **GENDER ISSUES**

Recommendations include:

1. UNDP should align its resources and programming with its corporate message on the centrality of supporting gender equality and women's empowerment as a means to 'fast forward' development results. Gender mainstreaming should also go beyond providing sex-disaggregated data for all results areas of the Strategic Plan. In this connection, the merits of integrating the Gender Equality Strategy as part of the next Strategic Plan (2018 onwards) should receive serious consideration.

2. Given the uneven performance in the four focus areas of the Strategic Plan 2008–2013 in promoting gender development results, UNDP should ensure that future assessments pay specific attention to the progress, effectiveness and quality of gender development results in the seven outcome areas of the current Strategic Plan.

3. UNDP should focus on refining tools, instruments and processes developed during the period 2008–2013 and focus on further internalizing the centrality of gender equality and women's empowerment to the achievement of all development goals among staff. Specific recommendations on these improvements and possible new areas of intervention are discussed below.

4. Country offices should prepare gender plans that identify gaps and needs in technical support, capacity-building, joint action and advocacy and collective monitoring that facilitate stronger gender programming. These plans should also help to identify areas where UNDP can draw on expertise and leverage the existing capacities of other United Nations agencies active on gender issues at the country level. This process should be supported, monitored and reported upon annually by the respective regional bureaux to the Gender Strategy Implementation Committee.

5. UNDP currently does not have a measurement standard to systematically track the type, quality and effectiveness of its contribution to gender results that also captures the context of change and the degree of its contribution to that change. In order to address this issue, UNDP should codify the way it wishes to monitor, report, evaluate and audit its contributions to gender, and this framework should be used for rigorously tracking results for gender equality and women's empowerment at the country, regional and global levels.

5.3.3   UN Joint Evaluation

In (UN Women et al., 2013), the **Joint Evaluation of Joint Programmes on Gender Equality in the United Nations System** was commissioned by the Office of the Secretary-General for Development Cooperation (SGCID) of Spain. Even if the study was originally initiated by Spain, the evaluation process was managed by an extensive group of multi-lateral actors that was chaired by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). Other members included representatives from the independent evaluation offices of the commissioning entities – United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF), the United Nations Population Fund (UNFPA), and the Millennium Development Goals Achievement Fund (MDG-F). The Government of Norway was also included in the partnership.

The evaluation gave positive feedback on the Joint Gender Programmes (JGPs) as a development cooperation modality in the UN system. These JGPs serve a dual purpose: *"At the operational level, they constitute a development cooperation instrument for organizing, resourcing and delivering gender equality work at country or regional level. More upstream, they serve as country or regional-level mechanisms for implementing the United Nations' wider political trajectory towards coherence in the field of gender equality".* The evaluation focused on assessing the effects of this modality on both these levels.

The report concludes that, especially, JGPs were instrumental in bringing gender issues into national dialogue and prompting positive policy changes. On the other hand, the modality has not led to efficiency gains mainly due to systemic barriers, unclear management arrangements and weak design

processes. Some key lessons relevant to the Evaluation on Improvement of Women's and Girls' Rights in Finland's Development Cooperation include:

- The successful implementation and the achievement of results by JGPs is strongly connected to a robust analytical basis and inclusive design process. Under-investment at the design stage limits opportunities to develop a common vision;

- Objectives of the JGPs must be kept realistic given the systemic barriers and the necessary learning curve;

- Capability of the national operating architecture to absorb the joint gender programme modality, as well as the capacity of national partners, needs to be studied and better understood; and

- Ownership and sustainability are maximized where accountability is grounded within the national context.

The Independent Evaluation Group (IEG) of the World Bank Group (WBG) has not published recently any general evaluations on gender in the Group's portfolio. The last one is The IEG report Gender and Development: An Evaluation of World Bank Support, 2002–2008. In 2016, the Bank Group has begun implementing its new Gender Equality Strategy 2016–2023, but the evaluations related to the Strategy are not included in IEG's Work Program and Budget (FY18) and Indicative Plan (FY19–20).

However, the IEG website includes a number of sector-specific evaluations or chapters of broader evaluations that take a deeper look on gender-related matters such as Women's Empowerment in Rural Community-Driven Development Projects (2017); Chapter 7 on Women in Fragile and Conflict-Affected States in the World Bank Group Assistance to Low-Income Fragile and Conflict-Affected States: An Independent Evaluation; and Social Safety Nets and Gender: Learning from Impact Evaluations and World Bank Projects by IEG (2014).

In addition, the WBG maintains a portal called "enGENDER IMPACT A Gateway to Gender-Related Impact Evaluations". enGENDER IMPACT serves to:

1. Compile IEs led or supported by the World Bank Group

2. Organize IEs around priority areas for policy action highlighted in the World Development Report 2012 on Gender Equality and Development

3. Distil standard information on all IEs so that lessons can be easily accessed and applied

In doing so, enGENDER IMPACT aims to contribute to gender equality by:

1. Supporting global knowledge sharing and uptake of key lessons

2. Encouraging more and better IEs in key gender topics

This resource point currently captures World Bank (WB) gender-related IEs from January 2000 to August 2013.

6 Evaluations on the UN Security Council Resolution 1325 "Women, Peace, and Security"

6.1 Evaluations by Nordic countries on UNSCR 1325

6.1.1 Comparative evaluation on the implementation of UNSCR 1325 in the Nordic countries

In October 2013, the 1325 Network Finland commissioned a comparative evaluation on the implementation of UNSCR 1325 in the Nordic countries (The 1325 Network Finland, 2014). The study investigated whether the Nordic countries actually implement their National Action Plans (NAPs) and do they do it in similar ways or are there perhaps some (important) differences in implementation? The main goal of the evaluation was to build awareness of the ways and practices through which the United Nations Security Council Resolution 1325 and its following resolutions have been implemented in Denmark, Finland, Iceland, Norway and Sweden.

The evaluation provides the following lessons learned (which are also called recommendations):

- A comparative analysis between the Nordic countries shows that **a large number of detailed indicators are not a guarantee of successful implementation**. The opposite may, however, hold true, as vague indicators can be even more harmful, as they don't indicate the responsibilities clearly enough for the Ministries, governmental offices, NGOs and other relevant actors.

- **The national indicators should also take better into account longer perspective qualitative developments and changes** – thus providing in-depth knowledge about the factors that drive policy-change and sustainable effects in the countries affected by conflict. The objectives should include a time frame; the whole NAP period of 3-5 years does not match with all indicators. Thus, systematic and structured monitoring is required in the progress.

- **The NAPs are strategic papers and as such they should be evaluated mid-term.** The updating process should be transparent and include NGOs and practitioners from the field. We would also recommend that all Nordic nations conduct evaluations and research in the countries of conflict receiving support; this would also benefit substantially both to the monitoring processes and the future updates of the NAPs

- **It is also less clear, whether the UNSCR 1325 agenda can be applied only abroad.** In Norway and Finland, there is hardly any funding for systematic, internal awareness raising. Both Swedish and Finnish responses to the survey point towards the continued existence of discrimination against women within the armed forces. Who is responsible for mainstreaming the agenda within the Nordic region or is it already assumed that with the adopting of NAPs the whole question can be put to rest?

- **An effective implementation requires also fully committed personnel**, who can work full-time and, if they change jobs or retire, will transfer their knowledge inside the responsible Ministry or office.

- **The CSO sector** has been actively involved and recruited in the processes of developing and revising NAPs within the Nordic countries, but the degree to which they have been **granted the funds necessary for effective monitoring and lobbying** nationally to mainstream the UNSCR 1325 agenda varies.

- Also, **the academia should be better integrated, and the knowledge produced in research should be taken into account more**. Furthermore, its potential for policy-development should be investigated more closely. Norway is a clear pioneer in this respect.

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6.1.2   Final review of Finland's National Action Plan (NAP)

In December 2015, the MFA contracted the Institute for Inclusive Security to conduct an independent final review of Finland's National Action Plan (NAP; Institute for Inclusive Security, 2016). The Plan, "UN Security Council Resolution 1325 (2000) "Women, Peace and Security," covers the period 2012–2016.

The assessment reported the following main positive findings:

- Raised awareness among stakeholders and government representatives about the value and importance of implementing programs supporting women, peace, and security (WPS).

- Strengthened consistency in government focus and direction on WPS, despite changes in government.

- Increased number of women experts in civilian crisis management.

- Improved Finland's credibility and influence as a champion for WPS globally, enabling Finland to support NAP processes in conflict and post-conflict countries (Nepal, Afghanistan, and Kenya).

- Intensified efforts to promote women's meaningful participation in mediation in international fora (e.g. in the Organization for Security and Cooperation in Europe and the United Nations)

The main negative findings included:

- Broad scope of the NAP, with its many overarching objectives, make it difficult to ensure that the plan is a practical tool for the implementation of WPS, and to link the strategic focus to the operational level.

- Absence of an overarching (results-oriented) coordination structure for decision-making on the NAP.

- Lack of specific activities and assigned responsibilities in the NAP, leaving too much room for interpretation of how the NAP should be implemented and by whom.

- Weak application of the monitoring and evaluation (M&E) framework with insufficient specific and measurable indicators and inconsistent data collection, reporting, and oversight.

- Insufficient resources allocated to implement the objectives and activities in the NAP.

To address the challenges and strengthen the impact of the NAP, the evaluation proposed the following recommendations:

- Ensure that the NAP is Realistic, Specific, and Practical

Limit the number of overarching objectives to maximum five to ensure that the NAP is focused and realistic in terms of capacity and resources. Ensure that the NAP is a practical tool closely linked to the operational level by creating a framework with overarching objectives, strategic objectives, activities, estimated results, indicators, specific timeframes, implementing actors (lead/support), and a budget.

- Strengthen the Coordination

Establish a steering committee (or other decision-making body) in charge of decision-making related to the implementation of the NAP and its objectives. Ensure that all agencies listed as implementing actors in the NAP are represented as well as members of civil society. Create terms of reference or a set of guidelines that will instruct the functioning of the steering committee and clarify in as much detail as possible the roles and responsibilities of its members.

- Strengthen the Framework for Monitoring and Evaluation

Strengthen the reporting by developing new and relevant indicators, making sure that they are consistently formulated as indicators, are measurable, and are linked to strategic objectives, activities, and targets. Establish a baseline as a basis for setting targets. To accomplish this highly technical endeavour, specialized expertise and experience should be used to create clear targets and useful indicators.

- Ensure the Political Will and Ownership Among all Responsible Agencies

Ensure strong ownership and commitment among all the agencies listed in the NAP as responsible for its realization by increasing their participation in decision-making and accountability mechanisms for the implementation of the NAP.

- Establish a Financing Mechanism with Allocated Resources

Establish a financing mechanism for the NAP and include a section in the NAP describing how the objectives and activities will be financed. While recognizing that the budget is dependent on annual Parliamentary approval, the implementation would benefit from the NAP being costed, ensuring that each activity in the NAP is adequately resourced through an allocated budget. All funds disbursed should be tracked and included in the annual reports, making it easier to track the actual impact of the NAP.

6.2 Gender, peace and security – Evaluation of the Netherlands and UN Security Council resolution 1325

The Policy and Operations Evaluation Department (IOB) of the **Netherlands** Ministry of Foreign Affairs focused its study in 2015 on **Gender, peace and security – Evaluation of the Netherlands and UN Security Council resolution 1325** (Ministry of Foreign Affairs of the Netherlands, 2015a). The assessment examined two National Action Plans that were agreed in 2007 and 2011, including the related activities implemented by the Ministry of Foreign Affairs. It also addressed the issue of gender-mainstreaming in the area of peace and security. The main conclusion of the evaluation is that translating commitment into operations in conflict and fragile states has been challenging but that Dutch aid has helped to maintain momentum for the women, peace and security agenda and for gender in general. The report defines four main recommendations that relate to paying attention to how UNSCR 1325 is operationalized in practice, including funding and partnerships. Focus should be on quality of results, not quantity. Further synthesis of the evaluation results is difficult due to the unclear structure and style of the report.

7 Previous Evaluations of Finland's Development Cooperation

7.1 Gender-related evaluations

7.1.1 Impact Evaluability Assessment and Meta-analysis of Finland's Support to Women and Girls and Gender Equality (MFA, 2017b)

In 2017, in preparation of the Evaluation on the Improvement Women's and Girls' Rights in Finland's Development Policy and Cooperation, the MFA carried out an Impact Evaluability Assessment and Meta-analysis of Finland's Support to Women and Girls and Gender Equality (MFA, 2017c).

The meta-analysis is of relevance to this desk review on previous evaluations as it aggregated and analysed data and findings from existing evaluation reports, policy documents, and programming strategies, providing an overview of what is already known about gender equality promotion in Finnish development interventions. The assessment examined the extent to which previous evaluations have been

designed and conducted with a view to gather gender-specific findings and what lessons learned emerge from the evaluation report, especially from an impact perspective.

The report summarises the lessons as follows: *"Half of the total documents did not find gender-related or relevant lessons learned, while the rest identified more than one lesson learned. About 90 per cent of documents with any lessons learned pointed out the general weakness of gender mainstreaming in one or more project cycles. Therefore, lessons learned are concentrated on why gender mainstreaming is not implemented, how it can be improved and why impact cannot be reported properly. Since lack of gender mainstreaming is a recurring phenomenon, many of the lessons learned and recommendations are addressed to the MFA generally"*.

The lessons are grouped into four categories, of which most relevant points are summarized below:

Lessons for the MFA

- Integration of gender in the whole project cycle
- Application of gender analysis
- Generation of baseline data and strengthening of M&E, including indicators
- Gender strategy at the country level
- Earmarking of project and programme budget for cross-cutting objectives
- Gender mainstreaming guidelines more practical and specific
- A systematic or obligatory arrangement to be established to ensure integration of cross-cutting objectives

Lessons for MFA work with partner countries

- Country strategies to be developed by country-level MFA staff
- Important to understand that impacts take time to become visible
- More focus on gender in policy dialogue
- MFA to support partner countries to prepare strategies to promote participation, inclusion and equity

Lessons for the MFA's work with multilateral donors

- Second a gender advisor in the administering organisation (multilateral donors) as part of influencing activities

Lessons for project implementers

- More limited number of user-friendly indicators
- Important to understand the causes of problems and address them to increase impact
- Inclusion of target beneficiaries or local gender specialist in the team
- Better to support dissemination and advocacy work instead of large technical assistance programmes
- Use of secondary data sources for measuring impact, such as existing data from the UN, statistics etc.
- Involving a local network organisation to achieve greater outreach
- Attention to men should not be forgotten

It should be noted that this evaluation was not included in systematic review of previous evaluations given that it has partly assessed the same documents as this evaluation. Therefore, some of observations could be accounted for twice as a result. However, the evaluability study is an important reference document for the evaluation team in general.

7.1.2 Evaluation: The Cross-cutting Themes in Finnish Development Cooperation(2008)

The Evaluation on the Cross-cutting themes in the Finnish Development Cooperation (MFA, 2008) aimed to provide the MFA with information on how and to what extent the cross-cutting themes have been integrated into Finland's official development cooperation.

In her preface, Aira Päivöke, the Director of Evaluation and Internal Auditing of Development Cooperation brings up that *"There are several valid observations, for example, on the difficulties of the mainstreaming the cross-cutting issues. This is particularly true with the new development instruments, such as sector-wide (SWAP) approach or with other joint donor instruments. Too frequently, the discussion about the role of cross-cutting issues is left in the shadow of topics of greater interest to the partner countries"*.

One of the main findings of the report is that *"that mainstreaming, although well established at the policy level, is not implemented well at the programme level. The result is that with a strategic choice that only or strongly emphasizes mainstreaming there is a clear decline in actual support to gender equality. Both are needed"*.

Main recommendations relate to a strategic choice, development of a strategy, strengthening the chain of responsibilities and accountability, improving the management information system, developing tools and guidelines and providing capacity building and training. Specific thematic projects should be supported in addition to mainstreaming. A strategy on cross-cutting issues should be developed. One person in the Embassies should be made responsible for monitoring and reporting on mainstreaming, the Team on Cross-cutting Issues at the MFA should be revived, the Terms of Reference (TOR) of advisors on cross-cutting themes should be reformulated to support mainstreaming, and the Quality Assurance Board (QAB) should be strengthened. Continuous and wide-based training on the rights based approach, cross-cutting themes and mainstreaming is needed.

7.1.3 Gender Baseline Study for Finnish Development Cooperation (2005)

In order to promote effective implementation of the Strategy and Action Plan for Promoting Gender Equality in Finland's Policy for Developing Countries for 2003–2007 and to adopt a coordinated approach to gender equality, the MFA decided to commission a Gender Baseline Study in 2005 (MFA, 2005). The overall objective of the Gender Baseline Study was to help operationalise the Strategy and Action Plan in order to contribute towards improved gender equality and women's empowerment in the partner countries. Therefore, it was necessary to establish the current status of gender mainstreaming in Finland's development co-operation, and based on that, set up measurable and realistic targets for change.

The following indicators are proposed for monitoring the implementation of the Strategy and Action Plan:

1. Mainstreaming annual work plans

A specific gender action plan/programme exists, and/or gender has clearly been mainstreamed beyond tokenism into the annual work plan of the relevant units of the MFA and long-term partner country Embassies.

2. Gender focal point

A person with skills and experience in gender analysis and gender mainstreaming is available as a Gender Focal Point in each concerned unit in the MFA, and at least in the eight long-term country Embassies.

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A Gender Focal Point uses about 20% of his/her time for catalytic and coordination tasks related to gender.

A Gender Focal Point has been appointed at least in the two largest (in terms of funding) and relevant projects/programmes in the eight long-term partner countries (excluding budget support and sector programmes where Finland does not have a specific field programme).

3. Gender Adviser

The Gender Adviser has conducted support and monitoring missions to four long-term partner countries per year and assisted the Embassies and development interventions in mainstreaming gender equality. Full reports of the missions are available.

The Gender Adviser has been allocated a modest annual budget to undertake activities recommended in this Baseline Survey.

The Gender Adviser has screened and commented on all development interventions which have a total budget of EUR 5 million or more before they are tabled in the Project Meeting. (The budget limit could be reviewed.) The Gender Adviser provides an assessment to the extent gender has been mainstreamed into the documents on a scale of 1–5 as measured by the Gender Advisor. The Gender Adviser has participated at least in two bi-annual country negotiations of two long-term partner countries and supported in the preparation of the Mandate document regarding gender equality.

4. Participation in training

The number of staff who have annually participated in gender training organised by the MFA to be expressed as participant days (number of persons x days).

5. NGO projects

Full replies by NGOs requesting funds, to the three questions in the NGO application form under Sustainability (section 8.5). This would be evidenced in 20 randomly selected project plans which have been approved each year. The replies should demonstrate understanding of gender equality and gender mainstreaming as assessed by XX.

6. Staff performance assessment form

A section on gender mainstreaming performance has been added to the staff performance assessment form and has been filled in for xxx number of staff.

7. Tools

A short gender policy statement has been developed by the MFA and linked to the MFA recent development policy as well as the Strategy and Action Plan.

A compendium of fact sheets/ checklists on sectoral/gender related topics for gender mainstreaming has been published and is easily available to relevant staff in MFA, Embassies, consulting firms, NGOs and projects/programmes. For purposes of convenience, the policy statement and the compendium could form one publication, a "Resource Toolkit".

8. Setting targets and their monitoring

Targets for key areas, concerning the performance in gender mainstreaming aspects, would be set by the MFA, based on the current Questionnaire Survey. In the mid-term review and the end evaluation of the Strategy and Action Plan, the same Questionnaire Survey will be repeated to verify the extent these targets have been achieved.

The baseline was not included in the systematic desk review in this evaluation given its different nature to evaluations. However, study is relevant to monitoring and evaluation of Finland's development cooperation related to gender and, therefore, discussed in the context of this analysis.

7.2   Finnish evaluations not directly related to gender

7.2.1   Evaluation on Finland's Development Policy Programmes from a Results-Based Management Point of View 2003–2013

Some of the recent strategic and thematic evaluations of Finland's development cooperation have examined the inclusion of gender mainstreaming as well as women's and girls' rights in the various Finnish aid policies and operations. Especially, the evaluation on Finland's Development Policy Programmes from a Results-Based Management Point of View 2003-2013 (MFA, 2015a) provides a comprehensive assessment on how gender aspects have been taken into account in the key strategic and operational documents of the institution. This section summarises the relevant findings from the report.

The evaluation looked mainly at Finland's Development Policy Programmes (DPPs; 2004, 2007 and 2012), any gender-specific guidance (e.g. the Strategy and Action Plan Promoting Gender Equality in Finland's Policy for Developing Countries 2003-2007), Country Strategies (7), Influencing Plans, United Nations Security Council resolution (UNSCR) 1325 national action plans (NAPs), as well as Finnish Government Programmes (2003, 2007 and 2011).

With regard to the DPPs, the evaluation summarises that *"Gender is an integral cross-cutting theme or objective in all three DPPs. The quality and strength of target setting are however quite weak; concrete targets are generally missing, and the quite general guidance is not easy to monitor. Concepts such as "gender equality", "women's rights" and the link to the human rights-based approach are complex and difficult to mainstream and operationalise in downstream documents and practical implementation. Interviewees felt that the combination of limited DPP guidance and a budget that does not correspond to the DPP guidance pose major challenges for implementation"*.

Furthermore, the report points out that *"Currently, there is no gender-specific guidance to support implementation and, hence, DPP implementation at a policy and strategic level has been weak with exception of the United Nations Security Council resolution (UNSCR) 1325 national action plans (NAPs) linked to security. This situation represents a step backwards. The earlier Gender Strategy and Action Plan 2003-2007 (MFA, 2003) provided a relatively strong framework from a RBM perspective, including concrete targets and a time-frame for implementation (Annex 4a). This plan was however never updated"*. Similarly, the Country Strategies and Influencing Plans integrate gender perspectives to varying degrees but, in most cases, concrete guidance is lacking, or the targets are beyond Finland's control.

Finland's Government Programmes also provide very limited guidance in the foreign and security policy sections and gender equality specific sections apart from the statement in the 2007 GP that *"Finland endeavours to make a significant contribution to international crisis management while paying particular attention to the position of women in conflicts and crisis management"* (MFA, 2015a).

As mentioned earlier, it appears that UNSCR 1325 "Women, Peace and Security" Finland's National Action Plans (NAP) are an exception in this trend. The evaluation points out that both the 2008–2011 and 2012–2016 NAPs incorporate specific guidance and activity-based indicators, and responsible ministries are indicated. The second action plan has further developed implementation and monitoring frameworks and indicators. In both plan, a reporting mechanism is also outlined. As a shortcoming, the report mentions lack of quantifiable targets, indicators, and budget.

The evaluation also discusses to what extent a learning cycle, accountability frameworks and structures and reporting on results have been established and operationalized in Finland's development cooperation. Apart from some promising policy decisions (such as upgrading gender as a cross-cutting objective

from a mere cross-cutting theme), the evaluation does not provide a very positive conclusion. Criticisms include shortcomings in following up on evaluation recommendations and lack of systematic quality assurance mechanism for gender (e.g. the Quality Assurance Board process comes too late for advisers to make significant changes). Reporting is mostly based on the OECD DAC gender marker. However, the UNSCR 1325 provides again a positive exception; achievements in the framework of the NAPs are reported annually to the Foreign Affairs Committee.

Gender-related recommendations in the report included:

Development policy planning

- DPP should clearly include 3-4 key strategic policy priorities to be systematically promoted in the strategy and action plan developed in downstream guidance documents, particularly Country Strategies, influencing plans and bilateral projects. Targets need to be set up in the DPP and/or in a gender strategy and action plan for financial allocations to further improve the 'principal' and 'significant' gender markings.

- A corporate result-based Gender Equality Strategy and Action Plan for the implementation of the DPP commitment should be re-adopted. Such a strategy is to define 3-4 key priorities in line with the DPP. The action plan should provide further strategic focus on the implementation, outline goals, targets, indicators, accountabilities and timeframes, as well as measurable outcomes.

- A separate, thematic operational budget for the promotion of gender equality needs to be secured in order to move to more targeted actions with gender-specific budgets.

- A study should be undertaken on cross-cutting issues including gender equality and RBM and the learning from international post MDG, Beijing +20, UNSCR 1325 +15 dialogue and other internationally relevant policy and RBM trends.

Implementation

- Systematic gender-related assistance and a quality assurance system should be ensured in the preparation of the results frameworks attached country strategies and influencing plans.

- More systematic, dynamic and formal linkages are needed between regional and multilateral departments and advisers.

Accountability, monitoring and reporting

- The role of the QAB and/or quality assurance system should be redefined.

- The management information systems (AHA-KYT) need to be modified to respond to the needs for aggregate gender reporting.

- Upwards reporting on gender should be obligatory and based on key indicators.

- Gender should form part of individual performance assessments and job descriptions to enhance accountability.

7.2.2   Evaluation on Programme –based Support through Finnish Civil Society Organizations (parts 1–3)

The Ministry for Foreign Affairs (MFA) evaluated the multiyear programme-based support (PBS) funding modality for Civil Society Organisations (CSOs) in three parts (MFA, 2016; MFA, 2017a; MFA, 2017b).

The evaluation assessed the performance of the PBS funding instrument as well as the development cooperation programmes of all 22 CSOs receiving PBS.

With regard to gender, the report concludes that in most cases the focus on gender equality is put on increasing female participation than on bringing about fundamental changes, with a few exceptions. This is also reflected in rather output-based monitoring and reporting of results.

In the section on lessons learned, the report mentions six aspects that can help to achieve gender transformative change in CSO cooperation (of which many are applicable to other modalities, as well):

- Effective approaches and methodologies to achieve gender transformative changes (inclusion, inequality and HRBA) can only be developed and implemented based on a proper gender analysis;

- Effective gender transformative approaches also require working with men;

- International policy frameworks and conventions are relevant tools for CSOs and their partners to ensure that their projects and strategies adhere to these and contribute to them;

- HRBA requires more attention to citizenship development. This is particularly needed to lift human rights from the individual, family and community perspective to the higher level civil society perspective

The evaluation recommends that the MFA should request CSOs to develop methods and instruments to monitor, evaluate and report on cross-cutting objectives related results, also at the outcome level.

7.2.3 Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality

The country strategy modality was established in 2012 to manage development cooperation interventions programmed by the MFA itself in its long-term partner countries. The country strategy modality is a results-based country strategy planning and management framework introduced in the context of the 2012 Development Policy Programme (DPP) commitment to strengthen partner country programming in accordance with the results-based approach. The purpose of the Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality (MFA, 2016) was to provide evidence-based information and practical guidance on how to improve the results-based management (RBM) approach in country programming and the quality of implementation of Finnish development policy at the partner country level.

Regarding cross-cutting objectives, Vietnam was found to be the only country in which the evaluation found limited attention to cross-cutting objectives. In the other five countries (Ethiopia, Mozambique, Nepal, Tanzania, and Zambia), whilst most interventions paid attention to at least one of the cross-cutting objectives, and some to more, achievement of these objectives was in line with the overall effectiveness of the intervention.

On Ethiopia, the report mentions that the programme responds to gender and that equality clearly underpins work on water, land and inclusive education: The General Education Quality Improvement Programme includes targets for greater gender equality in education and there is emphasis on women's involvement in water management and on the registration of women's interests in land.

Country-specific findings related to gender include:

Mozambique: The human rights-based approach underpins the core goal of poverty reduction selected in the CS. A focus on social sectors of education, and to some extent agriculture, can be interpreted as aligned to the progressive realization of human rights. Targeted action toward gender equality is evident in Finland's approach. There is a strong commitment to equal access to education and participation in the agricultural project. The CS includes cross-cutting commitments to reducing inequality in all three result areas

Nepal: Most of the programmes in the portfolio also have a strong focus on empowering women, and Nepal is one of two partner countries in which a focused programme of support to UN Women is provided. Programmes have achieved the objective to some degree, although not equally so across programmes.

Tanzania: The strategy makes numerous references to promoting gender equality and the empowerment of women. The good governance cluster provided high-level advocacy of rights-based approaches through the work of the Uongozi Institute and an explicit gender focus through the project on women's political participation with UN Women. The sustainable resource management and access to land cluster is indirectly intended to enhance the rights of women and marginalised people in rural communities by strengthening equitable and democratic community management structures for land and natural resources, although with little evidence of achievement so far. Interventions towards promotion of inclusive, sustainable and employment-enhancing growth were intended to enhance equitable opportunities.

In **Vietnam** the country evaluation did not find strong links to the cross-cutting objectives. An exception is the water and sanitation programme which has been pro-active in pursuing the participation of women in in decision-making processes, but also does not in other ways address gender concerns directly.

Zambia: The inclusion of social protection in the CS provided an opportunity to address all three of the CCOs and is an important driver of results related to the objectives. In the agriculture projects for small-scale irrigation and smallholder production attention to gender and social equality was found to be weak. In the agriculture and rural development programme, more attention was paid to these objectives and to climate change in programme design, but slow implementation has severely limited achievement of the objectives. In the support implemented through the farmers' union, specific interventions to address gender and environment issues were implemented (e.g. gender-responsive targeting and resource allocation, and climate-smart agricultural practices). All the private sector interventions paid attention to gender inclusiveness. In environment the CSO capacity building project has had women as the primary beneficiaries

7.2.4 Independent Review of Finnish Aid (2015)

The Independent Review of Finnish Aid by Reinikka, R. (MFA, 2015b) is a report commissioned by the MFA of Finland but requested by the Finnish Parliament to assess the effectiveness, results and impact of Finnish aid at present. The objective of the assignment was to present a general indication on how effective and impactful Finland's development cooperation can be considered and why, on the basis of an analysis of existing materials.

Regarding gender, the report acknowledges that Finland has prioritized gender equality in its development cooperation for a long time. The author refers to the 2012 DAC review, which demonstrates that there has been progress in this issue between 2007 and 2010; the gender focus increased from 27 to 54 percent of projects and programs. Also, this report mentions the gender strategy and action plan of 2003–2007 highlighting that it provided a relatively strong results framework, including concrete targets and a timeframe for implementation. In terms of multi-lateral cooperation, the review briefly mentions the influencing plans that include gender either as a thematic priority or as a priority related to the organisations modus operandi.

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ANNEX 11: FINLAND'S MULTILATERAL COOPERATION AND FINDINGS FROM THE MISSION TO THE UN

1   Background

UN Women and the UN Population Fund (UNFPA) were identified by the Ministry of Foreign Affairs (MFA) Finland as the samples to be used to assess the merits, value and shortcoming of multilateral modality in promoting women's and girls' rights.

As a result, these organisations were prioritized in the desk study that accompanied the Inception report. The Team Leader and Senior Evaluation specialist undertook a week long mission to New York in March (19-24) and included meetings with the Permanent Mission to the UN, as well as the Permanent Missions of the UK and Sweden; extensive meetings with staff at various levels in both the UNFPA and UN Women, as well as supplementary meetings with two major INGOs supporting women's and girls' rights globally, International Planned Parenthood Federation (IPPF) and Women Deliver. Additional Skype interviews were held with MFA staff in Helsinki responsible for UN programming and for Women, Peace and Security, as well as additional Skype interviews with UNFPA and UN Women staff who were not available the week the team was in New York. The complete list of persons interviewed is included in Annex 2.

The interview questions varied depending on the stakeholders interviewed but focused on three main areas: what results did Finland contribute to; who and how did they do this; and what was the context in which they exercised influence.

An orientation meeting was held on the first day with staff from the Permanent Mission and the Permanent Representative, amongst other to gather information on Finland's outcome claims, and a brief wrap up meeting took place with staff available on the last day.

2   Context on gender, women's and girls' rights in the UN

During the period under consideration, a number of significant issues have been on the agenda of the United Nations. As the Millennium Development Goals (MDG) reached their end, a major global focus was on developing the Sustainable Development Goals (SDG), for Agenda 2030. Long standing discussions on UN Reform have taken on new urgency to ensure that the UN system would be best suited to help members achieve the SDG, including a milestone QCPR (Quadrennial Comprehensive Policy Review) report (2016) and a current proposal from the Secretary General (Dec 2017) to carry out extensive reforms particularly at the country level.

In addition, UN Women, which was created in 2010 and became operational in 2011, has begun to mature and add a whole new dimension to the way that gender is addressed by the UN system. Unlike existing agencies, UN Women was established in the new culture of UN reform and with a triple mandate: along with operational activities similar to other agencies, UN Women also has normative and coordination mandates across the system. However, although UN Women achieved in 2017 its highest level ever of voluntary funding, it is still below target and remains the smallest of the operational agencies.

UNFPA has been challenged by a shift in the global environment that made one of its key mandates a target of the conservative right. After years of fairly steady progress, women's and girls' rights, centred on SRHR, are facing a strong backlash from well-organised and financed conservative forces, now led by the administration of President Trump. The result is what has been described by informants as a fairly toxic environment as well as virtual stalemates in making progress on women's and girls' rights – especially sexual and reproductive health rights. The USA was the third largest overall donor in 2016 with USD 63.3 billion, but in April 2017 the Trump administration announced it was eliminating any new funding to the UNFPA (UNFPA, n.d.). Support from other donors has since made up the difference, according to a UNFPA informant. In addition, President Trump reinstated the "gag rule" also known as the Mexico City Policy, which has been described as having "a devastating effect on women, girls and their communities around the world" (SheDecides, n.d.). The gag rule prevents NGOs outside of the USA from receiving any US funding if they provide abortions or even information about abortions.

While the renewed strength and determination of the conservatives may be seen as a backlash against impressive gains made for women and girls, the formation of SheDecides under Dutch leadership early in 2017 was a direct response to the gag rule. SheDecides is a movement outside of the UN system, attracting to date dozens of "champions" from governments, top leadership positions in organisations and INGOs who strongly and vocally support for the right of women and girls to freely decide about their sexual lives including "whether, when, with whom and how many children they have" (SheDecides, n.d.).

The above conflict has made it difficult to impossible to achieve global consensus on platforms following the annual CSW and ICPD conferences.

Some key milestones in Gender Equality and Women's Empowerment in the United Nations:

1946: Establishment of the Committee on the Status of Women (CSW) as a functional committee of ECOSOC

1969: UNFPA established

1975: International Women's Year; first International Women's Conference in Mexico City

1979: Adoption of the Convention against all forms of Discrimination Against Women (CEDAW)

1993: Declaration on the Elimination of Violence against women

1994: 20-year ICPD Programme of Action, known as the Cairo Consensus

1995: Fourth World Conference on Women develops Beijing Platform of Action

2000: Millennium Development Goals established, # promoting Gender Equality

2000: Adoption of Security Council Resolution 1325 (subsequent resolutions adopted in following years)

2010: UN Entity for Gender Equality and the Empowerment of Women – UN Women – established

2012: System-wide Action Plan on Gender Equality and the Empowerment of Women established

2015: Sustainable Development Goals adopted: SDG #5 is on GEEW; gender indicators established throughout Sustainable Development Goals

The SDGs (2015-2030) are built on the achievements of the MDGs (2000-2015). While the approach of the MDG resulted in some significant successes, it was noted that " progress has been uneven, particularly in Africa, least developed countries, landlocked developing countries and small island developing States, and some of the Millennium Development Goals remain off- track, in particular those related to maternal, new-born and child health and to reproductive health" (UN General Assembly, 2015, p. 5). While the MDG were relatively successful in focusing on eight specific goals with 21 indicators, it was noted that focus on these may have side-lined other important issues.

The SDGs, on the other hands, were designed to be holistic and integrated. Seventeen goals were established, each with its own set of indicators. While some of the goals include gender-relevant indicators, SDG #5 which was intensely lobbied for, is expressly about achieving gender equality. Along with the overarching goal, there are 9 specific targets (listed below) and 17 related indicators:

Box 2.1: SDG 5: Achieve gender equality and empower all women and girls

- **5.1** End all forms of discrimination against all women and girls everywhere

- **5.2** Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation

- **5.3** Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation

- **5.4** Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate

- **5.5** Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life

- **5.6** Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development, and the Beijing Platform for Action and the outcome documents of their review conferences.

- **5.A** Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws

- **5.B** Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women

- **5.C** Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels

UN reform process

Although the trend in the UN reform process is towards greater coordination, coherence and efficiency among the various UN agencies, especially at the country level, it is the SDGs that gave a greater sense of urgency to this process. According to the SC report to ECOSOC "The implementation of the 2030 Agenda requires a level of integration and collaboration across various actors and sources, expertise, knowledge and support that most institutions have not previously attempted to achieve." (General Assembly of ECOSOC, 2017, p. 8).

Past attempts at greater coherence have provided only partial success. A high-level panel in 2007 recommended "Delivering as One" – One leader, One programme, One budget, and where possible One Office. This was not fully approved by the General Assembly and led instead to a series of eight pilot projects for implementing some variation of the Delivering as One concept, which were externally evaluated in 2012 (UN, 2012, pp. 2-3). Problems identified stem from the fact that the UN was not developed as "One" but as a series of operational agencies responding to different contexts. By the time the Delivering as One proposal was introduced, problems noted in the system included fragmentation, overlap/duplication, inconsistency in procedures from one agency to the next (procurement, recruitment, etc.) competition among agencies, and other similar factors which led stakeholders to have concerns, *inter alia*, about efficiency, value for money and transaction costs (UN, 2012, pp. 6-7).

Two QCPR reports addressing reform have been produced during this time period – 2012 and 2016. Most recent QCPR (2016) charged the SG, *inter alia*, to reform UN organisations at the country level with a strong Resident Coordination system. As a result, the SG provided an initial proposal in June and a more complete one in Dec. 2017. Three sections of the report deal with the re-formation of the UN system at the country and regional level. Additional sections address overall accountability as well as funding mechanisms.

Central to the reform process is a much increased leadership role for a neutral Resident Coordinator (RC), as well as a restructuring of the country team, which has evolved historically according to the mandates of each agency. The new country teams will operate cohesively and cooperatively to fulfil the UNDAF for each country, as s final stage of progressive unification from UNDAFs to Delivering as One. It is proposed that all team members report to the RC, and that the composition of the team be flexible enough to meet country priorities. The RC would be the representative of the SG, the principle authority in UNCT to ensure sustainability, and funded from the UN general budget (assessed rather than voluntary contributions). The funding arrangements are one of the more controversial issues as they will require an additional $255 million from the General Budget, without specifying how these funds will be assessed (General Assembly of ECOSOC, 2017, p. 24).

While the proposal to rationalise the country team structure is logical and builds on the UNDAF and Delivering as One antecedents, the current proposal provides risks and opportunities for the future of gender equality and women empowerment (GEWE). While gender has a much higher priority in the proposal and across the UN system as a whole, the proposed structures do not explicitly prioritise it. Some measures could set back the gains, as well as weaken UN Women's (and to a lesser extent, UNFPA's) role at the country level. Paragraph 39, for example, called for, *inter alia* the establishment of an assessment of whether operational costs as a percentage of programmatic spending are justifiable and proposed identifying agencies whose programmatic spending is less than a relative threshold of 10% of the UN country program. These agencies would not likely have full representation. It is unlikely that UN Women will meet this threshold in any country, and almost as unlikely that UNFPA will. Exceptions may be granted for "a type of presence" (not defined) or by "leveraging the presence and capacities of the broader United Nations system..." (General Assembly of ECOSOC, 2017, p. 14). To date, this is not specified, and it is not clear if there is a successful working model. An evaluation of UN Women's regional architecture noted that a country presence without official representation "lacked formal standing, access to platforms or capacity to deliver on normative and coordination mandates..." (IEO, UN Women, 2016, p. 20).

At the time of this evaluation, the terms of modifications to the December 2017 proposal were under discussion at the UN and not publicly available.

3 Finland's gender work at the multilateral and global level

Multilateral cooperation has been an integral part of Finland's 2012 and 2016 development plans. Finland's activities with multilateral agencies are based on its development policy priorities and the UN Strategy of the Finnish Foreign Service (MFA, 2013). It was also decided in 2013 to develop specific influencing (later called policy dialogue) strategies for each of its major multilateral partners.

UN System and global advocacy

Finland's overall approach to policy dialogue is elaborated in the UN Strategy of the Finnish Foreign Service, 2013. (MFA, 2013). The guiding principle of this strategy is the belief that peace and security, human rights, and development are all essential for the UN, and that Finland's strategy will support all three and work towards increasing interrelation among them (MFA, 2013, p. 11). Promoting W/Gs' rights is one of the four spearhead themes that Finland promotes throughout its work with the UN.

> *"The greatest challenge of humankind is to achieve sustainable development. Sustainable development is also the overarching theme of this Strategy. Within the UN Finland promotes peace and security as well as human rights and development and regards it necessary that all of the aforementioned dimensions be realised so as to achieve genuinely sustainable development." (MFA, 2013)*

Finland has a strong commitment to multilateralism and recognises the UN as *"an indispensable instrument in international cooperation"*. The UN's strengths include its universal membership and the diversity of its activities. Finland sees the UN as a unique forum for foreign policy and in its interests to improve UN's legitimacy and ability to take action (MFA, 2013, p. 7). That said, however, Finland recognises the need to prioritise and focus in areas where it can bring added value based on its previous experience and capacity. Further prioritization was needed with the budget cuts in 2016 but emerging from this process is a very strong focus on W/Gs' rights, expressed through continued support for and engagement with UN Women, UNFPA and Women, Peace and Security (UNSCR 1325).

Finland is a strong supporter of UN reform processes that are ultimately aimed at making UN Development System much more effective, streamlined, efficient and relevant to the SDG/Agenda 2030. As such, Finland supports the QCPR recommendations and additional interim measures to show how greater coordination can work.

Through a relatively small and very busy Permanent Mission to the UN and the MFA in Helsinki, Finland employs various approaches to influencing the UN system, and support their UN partners in their mandates in the wider UN system. For example, there are high level meetings on an annual basis, participation as board members, participation in wider UN bodies such as the 2nd, 3rd and 5th committees of the UN General Assembly (GA), and a range of less formal channels such as participation in support groups, evidence based seminars, and informal lobbying. Although difficult to measure, staff of the Permanent Mission estimated that as much as 80% was carried out on an informal level.

While Finland's influencing through the EU is outside the scope of this evaluation, advocacy in this forum is an important part of Finland's strategy since the EU votes with one voice in the UN. GE as part of EU external relations is implemented in accordance with the new EU Plan of Action on Gender Equality (GAP II). Although Finland advocates for its priorities within the EU, it also recognizes that due to diverse opinions, the EU may settle for a low common denominator to achieve agreement. Although smaller, working through the Nordic Group (Finland, Norway, Sweden, Denmark, Iceland) and the Nordic Group+ (including g also UK, Ireland, Netherlands) provides a more like-minded forum on gender, and a strong financial and political support for W/Gs' rights in the UN system.

Finland's 2012 Development Policy Programme contained a specific measure related to multilateral cooperation: strategic focusing of multilateral cooperation and increased funding (MFA, 2012.)As a follow up to this decision, a strategic analysis of multilateral cooperation was carried out and completed in 2013 to improve the effectiveness and efficiency of Finnish multilateral cooperation. In 2013, a decision was made to prepare multilateral influencing plans for all multilateral organisations that receive more than EUR 1 million of support from Finland annually. Recently, the plans guiding Finland's policy influencing toward specific UN Partners have been named "policy and influencing plans". They seek to implement the overall UN Strategy of the Finnish Foreign Service, 2013 in a practical way. The policy and influencing plans, while still being further developed, represent a concrete step towards RBM in multilateral cooperation through the introduction of influencing objectives and related results-framework and reporting system. They provide a framework for influencing and monitoring effectiveness and for adopting a more strategic approach to working with multilateral organisations.

The plans are prepared jointly by the responsible unit of the Department of the Development Policy and the diplomatic mission responsible for the organisation. Influencing targets are driven by the DPP, HRBA, cross-cutting objectives, the MFA policy on humanitarian aid and other development policies, as well as the organisation's own priorities and substance areas. Use has been made of MOPAN and MFA assessments of the organisations' development needs concerning results-orientation and effectiveness (MFA, 2015).

The synthesis report on policy and influencing acknowledges that effective influencing requires intensive human resources, cooperation between the Ministry and Embassies, and sufficiently detailed support from MFA Advisors. It proposed that Embassies and Units should get more support from Advisors, and support should focus on details, and be timely and concrete. This applies also to influencing work with organisations. It requires also campaign type of planning and ability to interpret the operating environment of the organisation, countries with similar agenda and international development policy. The report further states, that planning should be more strategic with strong prioritization and more specific and concrete targets. There should only be a realistic amount of targets and policy coherence i.e. the same thematic areas across organisations. The call for more specific and concrete targets was re-affirmed in meetings with the Permanent Mission in New York.

Finland's development cooperation is strongly aligned with the Global Agenda 2030, and as such aligned with the UN agencies also committed to achieving it. SDG5, **Achieve gender equality and empower all women and girls** forms the backbone of Pillar 1 in MFA's new Theory of Change. Although Finland has made major reductions in the aid available to UN agencies, it has tried to protect its funding particularly to UN Women and UNFPA whose mandates are clearly critical for the achievement of SDG 5. Funding and policy and influencing plans for both the UNFPA and UN Women are discussed below.

Finland's strategies for promoting gender equality and W/Gs' rights in UN Women

Besides its overall strategy for influencing the UN, Finland has had two specific policy and influencing plans with UN Women; 2014-2015, and 2016-2019, addressing internal thematic areas and operational issues to strengthen its capacity to carry out its mandate. The UN Women policy and influencing plan describes how Finland's development policies, UN strategy, HRBA Strategy and Plan of Action, Guidelines on Humanitarian Assistance and relevant sector guidelines are implemented through UN Women. It is a practical tool, which guides influencing and facilitates monitoring. According to the reviewed plans, updating can be considered annually, based on the needs identified in annual reporting. In addition to the long- and short-term objectives, channels and resources, the plan also includes the ways how monitoring is done. Score cards attached to the plan complements the influencing plans. The objectives of the plan are outlines below.

Table 3.1: Policy and influencing plans with UN Women

Finland's objectives in policy influencing with UN Women:		
Years	Thematic focus areas	Objective/long term goals
2014–2015	1. Preventing violence against women; UNSCR 1325 2. Women's economic empowerment 3. Women's participation in decision-making	1. Ensuring operationalization of the coordination mandate of the UN Women Improving efficiency 2. Strengthening evaluation functions
2016-2019	1. Women's leadership and participation in issues related to peace and security and humanitarian assistance 2. Women's economic empowerment 3. Women and girls living without violence 4. Reduction of multiple discrimination by strengthening the status and rights of the most vulnerable, especially women and girls with disabilities	1. Increased openness and transparency 2. Strengthened coordination with other development actors, especially with other UN actors

The 2014 internal annual report stated that thematic influencing focused largely on the promotion of gender equality in the post-2015 agenda, and that its influence was strong in incorporating thematic focus on gender in the recommendations of the Open Working Group of the SDGs, and the UN General Assembly and its Committee III declarations, in the CSW declarations of the ECOSOC and the post-2015 declarations.

The 2016 influencing plan set targets both for the long – and short – term thematic influencing and regarding effectiveness and efficiency. In addition, objectives/targets were set for recruiting Finns within the organisation and procurement (not strong focus). The long-term thematic focus areas have largely remained the same. Humanitarian assistance and disability were included as new thematic areas of importance.

An immediate influencing objective is that the UN Women's new strategic plan (2018–2021) includes as key strategic areas the themes described in MFA's 2016–2019 influencing plan (Table 2), noting that the first three were already priority areas in the 2014 plan. According to the influencing plan these themes were considered as central in implementation of the Agenda 2030 by Finland.

Immediate objectives were also set on increased openness and transparency. Finland's target was that an open methodology would be adopted in the new UN Women's strategic plan on how core funding is allocated to country level; and that there were credible, timely and user-friendly access to information based on IATI. Regarding cooperation with other development actors, particularly within the UN, the immediate change target was implementation of strengthened coordination mandate of UN Women particularly at the country level.

According to the 2016 annual report, Finland's key goals regarding thematic influence can be summarized as follows:

- Recommended SRHR both to be mainstreamed and lifted as a separate priority area in the new strategic plan;

- Views regarding the new strategic plan 2018–2021 were presented in various forums, including bilateral negotiations;

- Encouraged UN Women's innovation work and women's active role in innovation sector;

- Supported the Statistics flagship programme with technical expertise, to improve availability of gender disaggregated data (Global Forum in Gender Statistics);

- Continued HeforShe campaign;

- Supported strengthening of UN Women's coordination role at the country level: coordination role requires strengthening especially in humanitarian assistance (capacity, resources) and other aspects as well (credibility). Finland has expressed support to UN Women's membership in the IASC Inter-Agency Standing Committee which coordinates humanitarian assistance (but according to an interview has not been accepted);

- Finland has made it clear that more coordination is expected amongst the organisations, and in their (UNDP, UNICEF, UNFPA, UN Women) new strategic plans there is a joint chapter on coordination;

- QCPR negotiations: Finland has presented it views as part of EU's negotiation mandate esp. coordination, coherence and cooperation;

- Finland has recommended the use of IATI-standards; and

- Finland and Sweden are institutional leaders of UN Women's MOPAN assessment in 2017–2018.

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

In the Board four decisions were made on Finland's priority themes:

- A decision 2016/1 regarding the UN Women Executive Director's report on implementation of the strategic plan: it includes a chapter on full costs recovery of administrative costs, a chapter on starting preparation of the new strategic plan in line with the Agenda 2030 and QCPR, as promoted by Finland;

- Finland has regularly emphasized reducing multiple discrimination and rights of the persons with disability, especially women and girls. The 2016 annual plan stated that this is not included in the current strategic plan and Finland promotes its inclusion in the new plan;

- 2016 UN Women's evaluation: to continue this work within the UN and to strengthen innovative solutions to improve the evaluation capacity at the country level.

The policy and influencing plan guides the work of the Unit for UN Development Affairs, Unit for Humanitarian Assistance and the Permanent Representation to UN in the Board, in bilateral contacts with UN Women representatives and in the work with the like-minded and other countries. Regarding implementation of the Human Rights Strategy, there is also cooperation with the Political Department and Legal Department.

Finland provides core funding to UN Women since its inception. It peaked in 2014 with a financial contribution of c. EUR 24.4 million. Between 2011 and 2017, Finland has provided on average about 6% of UN Women's total voluntary contributions, which has consistently increased (in EUR) over these years from c. EUR 156 million in 2011 to c. EUR 320 million in 2017.

Table 3.2: Finland's core contribution to UN Women

Year	Multilateral funding Finland EUR[1]	Multi-bilateral funding Finland EUR[1]	Total voluntary contributions core & non-core EUR[2]	Total voluntary contributions core & non-core USD[2]	Exchange rate USD => EUR	% of total funding	Finland donor position (core & non-core)[2]
2011	3,000,000	1,000,000	156,308,013	217,446,000	0.718836	3%	14
2012	4,000,000	3,182,995	161,700,334	207,762,000	0.778296	4%	8
2013	12,000,000	3,424,213	207,405,913	275,423,000	0.753045	7%	3
2014	20,000,000	4,390,266	243,280,594	322,823,710	0.753602	10%	2
2015	14,000,000	2,499,783	276,803,059	306,979,446	0.901699	6%	7
2016	10,000,000	5,230,702	289,100,385	319,738,000	0.904179	5%	6
2017	10,000,000	4,846,640	319,808,839	360,649,511	0.886758	5%	6
Total	**73,000,000**	**24,574,599**	**1,654,407,137**	**2,010,821,667**		**6%**	

Source: 1: MFA; 2: UN Women annual reports
*Not included: Trust Fund to End Violence against Women USD 8,545,000; and Fund for Gender Equality USD 1,185,000

Figure 3.1: Top 20 government contributors to UN Women 2017 Total resources (expressed in USD million)
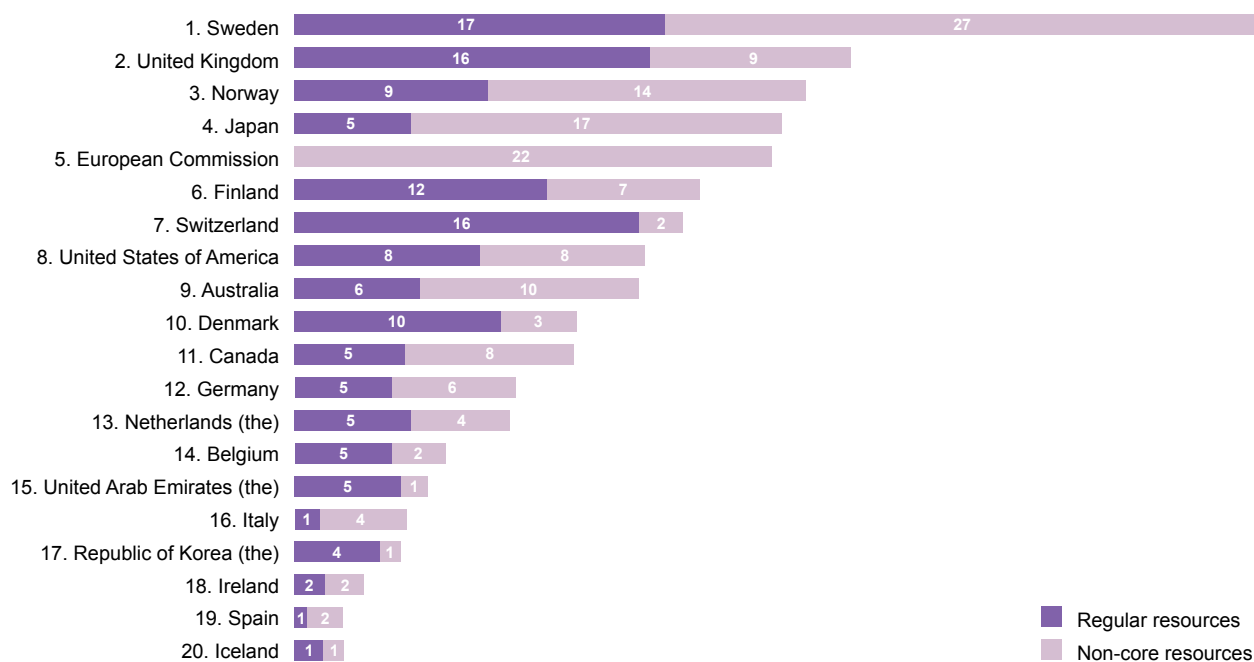
Note: Funding information is provisional pending financial audit

Source: UN Women.

Finland's strategies for promoting gender equality and W/Gs' rights in UNFPA

According to the influencing plan (2014-2015), Finland puts its thematic focus area where UNFPA has proven added value, i.e. active influencing related to SRHR by utilizing the UN system (UN Women, UNICEF, OHCHR), private sector and CSOs. In addition to SRHR, a more detailed objective related to abolishing FGM and ending child marriage, and reproductive health education for adolescents is promoted. Further, the focus was on gender equality (including human resources within the organisation) and reduction of inequality especially in fragile countries. According to the plan, the potential impact of the organisation e.g. in reducing maternal mortality is considered significant. These thematic priorities are raised in the Board and in meetings with the organisation and are to be reflected in the programmes funded by Finland through UNFPA (multi-bi funding).

In the 2016-2019 policy and influencing plans the objectives remained largely the same i.e. Finland's long-term thematic objective is to work together with UNFPA so that women's and girls' rights, and access related to SRHR is strengthened. Long-term change objectives related to effectiveness and efficiency also continued from the previous plan i.e. that UNFPA's operations and role were strengthened at the country level; and that its evaluation and innovation, as well as focus on innovations, were further strengthened in the new 2018-2021 strategy. In the plan, UNFPA is considered as one of the key organisations in promoting Finland's development priorities and policy influence within the UN. The plan stated, that taking into consideration the significant allocation for core funding, there should be active influencing regarding UNFPA.

Finland, along with Denmark, support an Innovation Fund designed to pilot and test innovation and also to foster a culture of innovation. The initiative was recently evaluated.

Immediate change objectives at the organisational level are as follows:

1. As part of QCPR implementation, UNFPA's operations and role are strengthened at the country level by more efficient cooperation with other UN organisations and development partners.

2. Guidelines for evaluation have been implemented.

3. Implementation of recommendations of the innovation evaluation is efficient.

Table 3.3: Finland's policy and influencing plan with UNFPA

Years	Thematic focus areas	Objective/long term goals
2014–2015	The rights of women and girls – especially SRHR rights, including access to services – will be strengthened	1. Increased openness and transparency 2. Strengthening of evaluations by ensuring implementation of the evaluation guidelines 3. Efficient cooperation with other actors especially with other UN organisations
2016–2019		1. UNFPA's role strengthened at country level 2. Evaluation activities will continue to be strengthened 3. Innovation activities will continue to be strengthened

Table 3.4: Finland's core contribution to UNFPA

Year	Multilateral funding Finland EUR[1]	Multi-bilateral funding Finland EUR[1]	Total voluntary contributions core & non-core EUR[2]	Total voluntary contributions core & non-core USD[2]	Exchange rate USD => EUR	% of total funding	Finland donor position (only core funding!) [2]
2011	28,500,000	1,980,000	643,631,378	895,380,000	0.718836	5%	4
2012	29,000,000	1,620,000	732,065,218	940,600,000	0.778296	4%	5
2013	35,550,000	953,000	726,161,294	964,300,000	0.753045	5%	4
2014	45,000,000	5,970,000	758,575,773	1,006,600,000	0.753602	7%	3
2015	33,550,000	1,510,000	883,214,171	979,500,000	0.901699	4%	5
2016	19,000,000	1,866,720	766,472,538	847,700,000	0.904179	3%	8
2017	17,591,697	5,503,360	946,614,165	1,067,500,000	0.886758	2%	7
Total	**208,191,697**	**19,403,080**	**5,456,734,536**	**6,701,580,000**		**4%**	

Source: 1: MFA; 2: UNFPA annual reports

Figure 3.2: Top 20 government contributors to UNFPA 2016 (core and non-core funding)
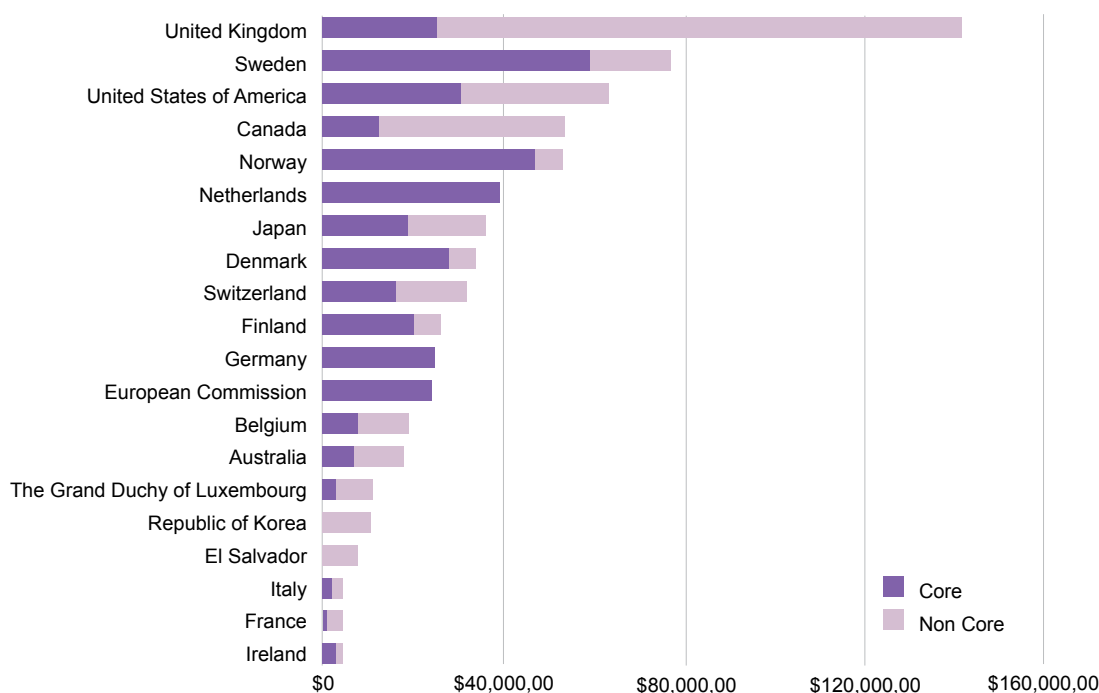
Donors are displayed in decreasing order of overall contributions to UNFPA in a given year.

Source: (UNFPA, 2016)

4   Findings on influencing strategies and channels

All UN agencies are responsible for promoting gender equality, based on CEDAW, the Beijing Platform, Agenda 2030, and the UN System Wide Action Plan on gender equality. However, to assess Finland's influence in promoting women's and girls' rights across the UN would be beyond the scope of this evaluation.

Findings address what influence Finland has had on its partner agencies, as well as what partners and Finland have done together to influence the UN system. In the former case, Finland worked through specific objectives as well as by providing core funding to ensure the agencies can best address the mandates they have. While the evaluation covers mainly Finland's relationships with UN Women and UNFPA, it recognizes that Finland's contribution to Women, Peace and Security (through UNSCR 1325) goes beyond UN Women's coordination role in its implementation.

There are a number of challenges in trying to assess Finland's contributions to its partner agencies and to their mandate within the UN. First, Finland's commitment to multilateralism includes providing most of its contribution through core funding, which tends to make it invisible. Secondly, Finland frequently works through other groupings such as the EU, the Nordic group, Friends of UN Women, making it difficult to assess the role and importance of Finland's role, and finally – beyond the more visible activities of high level meetings and participating in executive boards and major committees – the majority of the work of policy influence/dialogue happens informally and in ways that are not documented and or reported. At the informal level one event/meeting may address several issues, and many different strategies may be used to achieve a single objective. Following these lines of influence in detail was beyond the scope of this evaluation. A rough estimate by staff in the Permanent Mission was that 80% of policy influencing was informal.

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In spite of the difficulty in tracing exact paths of influence, the following strategies/practices have been identified;

1. **High level annual meetings**; For example, UN Women and the government of Finland, through an agreement, carry out a high level meeting of the Executive Director of UN Women and the top level Ministers in Helsinki. These meetings set the agenda for UNW's partnership with Finland throughout the year. Finland maintains similar high level contact with UNFPA.

2. **Participation in Executive Boards**; Finland actively pursues elected positions for visibility as well as "to provide better-than-normal and concrete opportunities for participation and influence on various issues," particularly in agencies where it has prioritized funding (MFA, 2013, p. 96). In reference to Board membership, the 2016 influencing plan notes that" the assignments of trust are an important point of view for the organisation's internal work and for Finland the opportunity to profile, network and strengthen its influence". Finland is currently a member of the Executive Board of UN Women and Vice Chair representing the WEOG geographic grouping. This provides significant input in Board Agenda and to influencing UN Women's strategic plans. Although not currently chairing, Finland actively participates in **Joint Board UNFPA**, **UN Women**, **UNDP**, **UNICEF**, and expressed interest in a turn in the Chair.

The 2016 Synthesis report on multilateral influencing plans notes that Finland has been able to significantly influence partners when it has been able to take responsibility and hold key positions at different levels of the organisation; creating a specific profile for itself on long-term; find partners to promote its agenda; and focus on the level of details within the work of the organisation, sometimes even relying on experiences of programs funded by Finland. With UN Women and UNFPA, Finland has identified partners that promotes its own agenda for gender and has established what informants in both agencies describe as good and trusting partnership.

3. **Participation in UN General Assembly and its Committees**

   – 2nd Economic & Financial

   – 3rd Social, Humanitarian & Cultural Issues (including gender and human rights)

   – 5th Administrative and Budgetary Committee: Finland views this committee as particularly strategic for, among other things, its relationship to budgeting for UN Reform (MFA, 2013, p. 92). (approximately 2% of the general budget currently goes to UNW

These committees meet for several months in the autumn to develop and agree on proposals to be voted on in the spring session of the General Assembly. Finland has exercised additional influence by volunteering to be a "burden sharer" taking leadership of the discussion on various issues and thereby helping to shape the wording of resolutions. Finland also exercises its vote in UN Forums, and actively lobbies and advocates with other member to promote more gender equality measures in them. An informant in one of the partner agencies and echoed in various ways by others is that Finland is one of most supportive delegations pushing for SRHR, HR, GE, non-discrimination at intergovernmental level.

4. **Influencing through regional groupings:**

EUROPEAN UNION: The EU votes as a block in the UN; lobbying takes place within EU fora from 28 diverse national positions to agree on UN positions. While the EU vote carries a lot of weight it tends to be more conservative than many of its members would like it to be, since it has to be accepted by all 28 European countries and some such as Malta, Poland and Hungary have more conservative positions, according various informants. One informant noted that the EU position held on to commitment to SRHR, but achieved only limited success in supporting comprehensive sexuality education. However, processes for influencing the EU were outside the scope of this evaluation.

WEOG (Western Europe and Others Group) is the UN geographic grouping of Western Europe, plus Canada, Australia, New Zealand and Israel (with the USA as an observer). Unlike EU, dialogue takes place inside the group, but it does not vote as a block. However, key positions (such as Board executives) available to the WEOG group are discussed and lobbied for in this space. In addition, it is a forum for developing common strategies even though voting individually.

NORDIC GROUP, made up of Denmark, Finland, Sweden, Norway and Iceland. Together they provide approximately a third of the budget of UN Women, and as such have significant influence. In the case of the UNFPA, the five top core donors (in order) in 2016 were Sweden, Norway, The Netherlands, Denmark and Finland for a total of over $193 million (UNFPA, n.d.). While EU members (Denmark, Finland and Sweden) are bound by the EU vote, Norway and Iceland are not. This group is seen by UNFPA and UN Women as key allies, prompting one informant to wish that all donors were like the Nordics.

5. **Influencing through informal groupings**

"Friends of…" Groups in which Finland is involved in New York that promote gender equality and women's rights. These groups may be fluid and more or less active at various times. Their advantage is that they include supportive member states on a completely voluntary basis from all regions that can also influence other members of their geographic blocs. There is no consensus from informants on the value of these groups – opinions range from moderately useful spaces, to fairly strategic ones, perhaps reflecting their variety and flux. Some examples of these groups include the following (approximately 2-5 meetings annually per group, both at the expert and PR/DPR levels):

- Group of Friends of UN Women (chaired by the UK, previously chaired by Finland) Group of 56 countries including Finland and three other Nordic countries which, lobbied, *inter alia* and unsuccessfully for the selection of a woman Secretary general. Finland's participation is at the Permanent or Deputy Representative in NY

- Group of Champions for Women's Economic Empowerment composed of 20 members including three Nordic countries (Finland, Denmark, Norway) formed in April 2017 to follow up on High level Panel report delivered to the SC in March 2017

- Group of Friends for Gender Parity

- Group of friends of ICPD (recently formed – or revived by Denmark and Brazil)

- Equal Rights Coalition (promotes LGBTI/SOGI)

6. **High profile advocacy**

- International Gender Champions. One of the global champions is Hannu Kyröläinen, Ambassador, Permanent Representative of Finland to International Organisations in Vienna

- SheDecides: as noted above a movement formed in 2017 as a direct response to the reinstatement of the gag rule, influential in the UN but not in any way part of it

- Ambassadorial participation in meetings and panels raises the profile of any issue Finland speaks on

7. **Influencing through high level task forces/panels**

Most notably, Tarja Halonen's co-chair and high level of engagement in the High Level Task Force on ICPD, formed to plot out the future for ICP on the 20th anniversary of the Cairo conference. She was seen as the driver of the process and a strong networker and advocate in promoting for SRHR, and Finland's financial and political support was very important.

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Elisabeth Rehn, a former Finnish MP and the first female Minister of Defence in Finland and in Europe, was a member of the implementation review group of 15 years of implementation of the UNSCR 1325.

8. **Influencing through evidence** based information, meetings: such as organizing and/or participating in seminars/panels on relevant topics to provide information and a forum for discussion; providing side events at CSW and ICPD sessions; organizing opportunities for UN Women high level staff to interact with other actors. As an example, Finland sponsored or co-sponsored 28 side events (panels, discussions, presentations) at CSW sessions in the four years from 2015–2018.

9. **Influencing through positioning of Finnish nationals**: Finland promotes its values and priorities through the promotion of Finnish nationals in UN Agency headquarters and **field** offices. In addition to the JPO programme, it promotes the hiring of Finnish nationals to mid-level and executive positions by identifying them and supporting their election (MFA, 2013, p. 97). The highest ranking Finn in UN Women is in a D1 position, who as a former MFA employee has a long institutional memory. While Finland sees this as a way of influencing its partners, its partners feel this works both ways: that Finnish employees will be able to pull some strings in Finland. A small example of this might be the extension of NAP support in Nepal and support (EUR 100,000) to training of women military officers in Kenya. Finnish nationals meet regularly and informally with the PM and keep each other informed of any issues arising.

Some of these strategies and channels clearly carry more weight. Logically, the higher the level of the person delivering the message, the more weight and attention it is given. Participation of people such as Tarja Halonen and Elisabeth Rehn, in High level task forces, and the participation of high level government officials in campaigns such as SheDecides, bring more weight to the issues, and were frequently noted as important contributions. The participation of the Permanent Representative in a panel or event that could normally be carried out by a less senior official, is in itself a message of how important the issue is to Finland.

The strategies outlined above are illustrated in the Outcome findings below, which include both the significance of the outcomes encountered, as well as the contribution of Finland.

5   Findings on outcomes

Case study 1: Strengthening the global normative framework for gender

Strengthening the global normative framework for gender: Finland has supported a series of activities that strengthen the normative framework for women's and girls' rights, recognizing that these norms are based on global agreement but form the basis for developing a positive normative framework at the country level.

Box 5.1: Key results with respect to a global normative framework for gender

- In 2015 the UN GA agreed to include stand-alone gender goal (5) and 5.6 indicator on SRHR to SDG5. This is expected to strengthen gender at global level, commitments at country levels. In addition, although women's equality and especially SRHR come under attack from very conservative members on a year to year basis, enshrining these rights in the Agenda 2030 helps to protect them.
- Member states became more outspoken on SRHR during HTLF-ICPD process supporting Agenda 2030. Specifically, 74 north and south members signed a Joint statement stressing the tone that Gender Equality needs to be part of the SDG.
- In 2018, the 5th Committee brought a proposal to the UN General Assembly to fund 5 UN Women normative positions from the General Budget.

Significance: The SDG set the agenda for the UN until 2030. One hundred and ninety three countries have signed on to. Therefore, it becomes a basic reference and commitment for the coming years. Enshrining a stand-alone gender goal (SDG 5) provides both a higher profile for gender beyond main-streaming and a mandate for UN agencies to follow up at the national programme and normative levels. The targets are comprehensive and will make a very significant difference in women's and girls' lives if fully implemented.

Finland has paid particular attention to lobbying for SRHR, which form a specific target (5.6) and will continue to provide global targets on which Finland can continue to support the advocacy and normative work at the national level. Maintaining this commitment in the global agenda was an achievement given that it is one of the most visible targets in the cross hairs of the growing conservative lobby.

The inclusion of the SDG 5 was greatly assisted by the achievement of consensus on a declaration by 74 countries to support it during the negotiating stages of the formulation of the SDG.

The funding of 5 normative positions from the UN General Budget is a small but significant result, which both adds further weight to UN Women's normative role across the UN system, system and frees up scarce voluntary funds for other uses. In addition, given the positioning for the coming UN Reform, it is likely to strengthen UN Women's voice in the new structure. However, this should not be overstated: UN Women's normative role was already recognised, and this allocation raised its portion of the General budget from just under 2% or about USD 0.5 million to just over 2%. Once implemented, the positions may be more sustainable than they would be from the voluntary contributions, although they are by no means guaranteed.

Finland's Contributions: As Finland has been strongly committed, very active and very vocal about SRHR, it is somewhat easier to identify its contribution in this area. However, a number of these contributions have supported the overall SDG 5, and continued to protect women's and girls' rights in the face of conservative backlash. Among the most significant contributions;

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- Former Finnish President Tarja Halonen played an active and key role as co-chair of the High Level Task Force – 2012–2016 (HLTF) on the ICPD which launched its influential final report: Policy Recommendations for ICPD Beyond 2014: Sexual and Reproductive Health and Rights for All, in New York on April 25, 2013. Ms Halonen was credited by informants for playing a significant role in bringing people together at all levels, and forging agreements on the language of recommendations. The key recommendations of the report are included below.

- Finland is outspoken on the issue of SRHR in its public statements and is identified with the issue. Informants note that Finland has a high level of respect in the UN giving its very public and consistent position on the issue considerable weight. As noted below, Finland has also advocated strongly for the inclusion (or maintaining) and strengthening of SRHR in the strategic plans of its partners.

- A specific aspect of this advocacy is the participation of Finnish politicians, including Mr Kai Mykkänen, Minister For Foreign Trade And Development (until Feb 2018), and Parliamentarian Anne-Mari Virolainen since February in the SheDecides campaign, not directly related to the UN, but launched in 2017 as a global response to the Mexico City Policy (aka "the gag rule"). According to the SheDecides web page, Finland was one of the biggest donors to the movement, pledging 20 m. euros at its March 2017 conference.

- Through participation in panels and other evidence based advocacy and policy opportunities such as presentation made by the Ambassador "Ensuring access to healthcare and sexual and reproductive health and rights, and to infrastructure, water and sanitation" at a Multi-stakeholder Forum in January 2018. The Forum, "Challenges and opportunities in achieving gender equality and the empowerment of rural women and girls" was held in preparation for the CSW negotiations that took place in March. The Panel covered WASH and SRHR with the Ambassador speaking openly about the importance of menstrual hygiene in the face of taboos – and as an Ambassador, giving weight and attention to the issues.

As noted above, the achievement of support from the UN General budget for five normative UN Women positions was a small but fairly strategic achievement. Lobbying for this used a more focused approach, including the team work of the Special Adviser, Third Committee, Gender Equality, Social Development and the First Secretary, Fifth Committee to collaborate to ensure Finland lobbied for these positions in the Fifth Committee deliberations. These are the meetings that prepare the proposals to be voted on in the General Assembly, including critical budget decisions. Finland was active in persuading EU partners and major donors such as the USA, Japan and Germany to support the motion. This also addresses a strategy from the 2016 policy influencing strategy to strengthen UN Women's coordination role especially at the country level which specifically referred to UN Women's underfunding as well as its normative role across the system.

On a more general level, President of Finland joined the HeforShe campaign and the Impact Champions Group. He took up the themes of GBV and UNSCR 1325 in his statement in the Global Leaders' Meeting on Gender Equality and Women's Empowerment in September 2015, organized by China and UN Women at the HQ. According to the 2015 annual report, Finland's active role in the HeforShe campaign has contributed to Finland's central position in the organisation and also brought visibility to Finland as promoter of gender equality.

"A world where SheDecides means that every girl and every woman can safely exercise her right to decide for herself what she does with her body, who she shares her body with and whether she wants to have children. She must have access to education and information about her body and her options, modern contraception and safe abortion."

Box 5.2: Key recommendations of the High Level Task Force report: Policy Recommendations for ICPD Beyond 2014:

- Respecting, protecting and fulfilling sexual and reproductive rights for all through enabling public education and legal and policy reforms

- Achieving universal access to quality, comprehensive and integrated sexual and reproductive health information, education and services

- Ensuring universal access to comprehensive sexuality education for all young people

- Eliminating violence against women and girls and securing universal access to critical services for all victims/survivors of gender-based violence report

Case study 2: Promoting gender through support to greater coordination and overall UN reform

Supporting UN reform on all levels is a very high priority in Finland's multilateral strategy. It supports the Quadrennial Comprehensive Policy Review (QCPR) reports and the Secretary General's (SG) proposals, with a strong focus on increasing effectiveness and efficiency, making UN more fit for purpose in leading peace and development globally, and resolving major funding issues such as the assessments for the General Budget; cost recovery policy and other issues, addressed in many UN forums.

Key results in promoting gender though greater coordination and UN reform

- In 2016, **UN Women, UNFPA, UNDP and UNICEF** agreed to include a **Common Chapter** on *"Working together to support implementation of the 2030 Agenda"* in their Strategic Plans. It expresses that the agencies commit to have a stronger coherence and collaboration. Currently, a joint committee is meeting on a weekly basis to plan how to implement the Common Chapter.

- Long standing UN Reform, with a particular focus on creating efficiency, effectiveness and synergy at the country level has approached a decision-making stage, including a concrete proposal by the SG (December 2017) and a modified version that is in the process of being adopted, at the time of this evaluation.

Significance: Although UN reform processes have been under discussion for some time, the holistic approach of the SDG require a further push to ensure the system is fit for purpose. Historically, the various development agencies have been established as needed and have operated on a strong vertical accountability level. Gradual efforts to coordinate better have include the establishment of UNDAFs (UN Development Framework) at the country level, and more recently Delivering as One which also provided some financial incentives to work together.

While of high significance to the UN and to Finland' vision of and commitment to multilateralism, the significance to gender is at this point moot, at least until the final proposals are confirmed. As an agency already designed for the UN Reform process, UN Women and MFA are confident that with its triple mandate as well as its position as the only agency represented on the SG's Executive Committee, it is well positioned to carry out its mandates in a reformed framework. However, it is still a small and underfunded agency which may not carry sufficient weight in the negotiations. Provisions such as the 10% threshold and the involvement of agencies or gender advisors at the discretion of the RC mean that UN Women and gender issues could be negatively affected by the reform. As presented to date, there are no guarantees for either. UNFPA as small agencies faces some of the same risks but feels that its history of working with other agencies – including the Joint UNFPA, UNDP and UNOPS Board will ensure it a strong role in the reformed system. On the other hand, it recognizes that it is not the most popular agency with some of the more conservative governments. Although strongly supporting UN Reform, informants

in both UN Women and UNFPA expressed concerns over the existing proposal, particularly the 10% threshold, the high level of discretion by the RC and the national government over what agencies should be present and in what form.

The joint chapter with UN Women, UNFPA, UNICEF and UNDP could be a significant test of the model of joint work. However, it is a completely new initiative, just in the process of being developed and operationalized through weekly meetings of the four agencies. Although all agencies are now on board, it has been and is likely to continue to be a difficult process. It will be important to monitor if better gender results are achieved through this process of supporting priorities on the SDG, sharing a common analysis of the issues, planning, monitoring and reporting on shared results (UN Women, 2017, p. 5).

Finland's Contribution. All stakeholders confirm that the Common Chapter was donor driven. Finland and the rest of the Nordic group are both strong supporters of UN reform and specifically UN Women and UNFPA. As Board member and vice chair of the Board for UNFPA and UN Women respectively, Finland has access to strategic planning processes and influence over them. The Nordic group provides a third of UN Women's budget and Finland is in the top five funders of UN Women, and the seventh in UNFPA.

Finland is also active in other general forums in the UN to promote UN reform, although the assessment of this process is beyond the scope of the evaluation. Although Finland is confident of UN Women, UNFPA and GE being well positioned in the reform, it is committed to closely monitor the reform process to be sure of their prominent inclusion Finland views the founding of UN Women as a good example of successful reform (MFA, 2013, p. 91).

Case Study 3: Women's and girls' rights are strengthened through improved capacity of Finland's partners

Finland has contributed to improving results for women's and girls' rights by strengthening the capacity of organisations with a strong gender focus to carry out their mandates: Finland has prioritized UN Women and UNFPA as partners to this end and works with them to improve their evaluation capacity, their ability to innovate and especially in the case of UN Women, its coordination mandate. The principle strategy for this is to provide core funding and develop a trusting partnership. Given the (relatively) small budgets of these agencies and the close alignment of values and priorities, Finland is a trusted partner of both, and a significant donor – one of the top five with UN Women, and the seventh with UNFPA. Through core funding and only lightly earmarked funding, Finland has invested its influence and capital in the partnership over any specific project. Through a combination of core funding; close partnership, technical support and small, strategic funding initiatives, Finland has contributed, *inter alia*, to the following observed results.

Key findings on improved capacity of Finland's partners:

- **UN Women established themselves as a newcomer in the competitive UN environment.** In the **SG's report** UNW is the only UN agency recommended to **join the Executive Committee** in the UN System in a sub-system wide function. In spite of its relatively small size, UN Women has been able to develop and exercise its triple mandate (Normative, Coordination, Operational), with coordination and normative functions recognised across the board, and the coordination of the System wide Action Plan (SWAP) on gender equality. In 2017 it also achieved its highest level of voluntary funding.

- **UN Women** launched the **FPI "Making Every Woman and Girl Count"** at the 71st session of the UN GA in Sept. 2016. Significance: The goal of the programme is to improve the ability of UN agencies and national governments to monitor gender in the SDG. ED Phumzile Mlambo-Ngcuka: "Without gender data, there is no credible path to achieving the SDGs. Finland provides technical support and hosted 6th annual Global Forum on Gender Statistics from 24–26 October 2016 in Helsinki.

- **Strengthened UNFPA and UNW and UN system capacity** to monitor results for W/Gs rights, contributing to effectiveness, learning and accountability. This included support to the EvalPartners network, co-leading the MOPAN assessment of UN Women in 2018, extending UN Women's Corporate Evaluation Plan to include support to decentralized evaluations, and the adoption of a revised independent evaluation policy by UNFPA.

- **UNFPA** established the **Innovation Fund**, designed to both test innovation projects from different sources through an innovation fund, and develop a culture of innovation throughout the UNFPA. One of the innovations has developed a programme through which funds are channelled through direct transfer mechanisms from donors to hospitals and obstetric fistula treatments and mapped. Besides channelling new sources of funding, mapping allows UNFPA to identify "hot spots" of fistula and design appropriate support, resulting in increased effectiveness in both addressing and preventing fistula.

- **UNFPA launched the FPI on Child Marriage in 2012.** Although the project is funded by other donors, the support for designing the framework prior to 2012 was from an earmarked Finnish fund. As a catalytic fund, it allowed UNFPA to research, experiment with youth, and draw the evidence needed to develop and launch the FPI. This is expected to facilitate the mainstreaming of adolescent and youth rights.

- **SRHR and reference to disabilities were strengthened in the agencies' strategies, particularly UN Women.** While there were no explicit references to SRHR in UN Women's previous strategic plan, the new one (UN Women, 2017) contains 4 references to sexual and reproductive health and reproductive rights. In addition, the language has been changed to include women and girls of "all abilities". UNFPA's strategic plan is also inclusive of persons with disabilities, and at least 15 references to sexual and reproductive health and reproductive rights (UNFPA, 2018).

- **UN Women's coordination capacity for the UNSCR 1325 was supported and strengthened.** Through core funding, technical support, and related activities Finland has strengthened UN Women's mandate to support member states in the development of their National Action Plans (NAPs) and increase their capacities to implement through guidelines and training, specifically on indicators, monitoring and accountability.

Significance: As leaders in the UN system in support of women's rights and gender equality, UN Women and UNFPA's capacity and positioning in the UN system is of vital interest to Finland's foreign policy. Strengthening the internal capacity of these partners increases their capacity to deliver their gender agenda, increase credibility with donors, and in the case of UN Women with its system wide coordination and normative mandate, influence the whole UN system. Also in the case of UN Women as a new agency on the scene, the unwavering support of Finland, along with the Nordic group in particular has helped to build its niche, its strength and probably its sustainability in a very competitive environment and in the face of UN reform. In the case of UNFPA, it has managed not only to survive the gag rule, but perhaps come out stronger as Finland and other like-minded governments maintain or increase their funding, and provide strong, vocal support to their work.

On a more specific level, monitoring results is always a challenge, and monitoring gender results even more so. The FGI "Making Every Woman and Girl Count" for example, was a response to the realization

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that most UN agencies and member states do not gather the kind of information necessary to monitor the indicators formed in SDG 5 – an obvious pre-requisite to assessing progress to these goals. Assessing gender continues to be a challenge for all UN entities, as noted in the 2016 Report on the UN-SWAP Evaluation Performance Indicators. Of 449 evaluation reports assessed against the four gender criteria monitored in the UN-SWAP, the overall reports were barely satisfactory, and may have been less satisfactory since the ones assessed by external evaluators tended to rank achievements lower than internal ones (UNEG, 2017, p. 14). Ten of the reporting entities – including UN Women and UNFPA engaged external evaluators, 14 carried out internal reviews, and 8 used Peer learning exchange (UNEG, 2017, p. 11). Given its lead role in the UN-SWAP coordination, UN Women's evaluation capacity needs to be of a very high order.

UN Women's Corporate Evaluation plan 2014–2017 (UN Women, 2014) was specifically limited to evaluations undertaken at the corporate level. However, although there has been significant improvements in decentralized evaluation reports, the 2016 GERAAS meta-evaluation noted there is a need for continued improvement (Impact Ready, 2017). As an innovation introduced in the 2018–2021 Corporate Evaluation Plan is the co-management of all regional and country portfolio evaluations and the provision systematic technical assistance to all country office led evaluations (UN Women IEO, 2017). This is in line with Finland's policy influencing plan to improve UN Women capacity at the country level.

Additional initiatives to address monitoring and evaluation capacity include support to the EvalPartners network, which subsequently developed an EvalGender group. The purpose of these networks is to share knowledge on country led M & E systems through an interactive web site, in order to identify good practices and lessons learned particularly to improve country led evaluations. It is not clear how this contributes to UN Women or UNFPA's evaluation capacity. Although funded by Finland and USAID, it originated in UNICEF and subsequently moved when its co-founder moved from UNICEF to UN Women. A sub-group called EvalGender is now housed in UN Women, although the need for it was not clear given that EvalPartners already had a very strong gender focus – the 2015 evaluation noted that equity-focused and gender-responsive evaluation in particular is advocated for by the UN and EvalPartners has helped to increase awareness on this issue (Attuned Research and Evaluation & Basil Consulting Group Inc., 2015, p. 25).

Among its achievements was to promote evaluation by declaring the International Year of Evaluation (2015) which inspired UNEG to spearhead the passing of a UN Resolution committing member nations to building their national evaluation capacities. An evaluation in 2015 found that the work was valuable and should continue, but also recommended a number of measures to clarify and formalize membership, participation and administrative procedures (Attuned Research and Evaluation & Basil Consulting Group Inc., 2015, pp. 5–6). The formation of EvalGender, and subsequently EvalYouth and EvalIndigenous happened after the 2015 evaluation, and the value of splintering into different networks, or the impact on funding, has not been assessed.

Support to innovation, including the UNFPA Innovation Fund, gives agencies the space to experiment with new approaches that may become mainstream and vastly improve the support they offer. In the case cited above, the use of new technology allowed for tapping new donors, mainly in the diaspora communities, and combine with GPS technology to pinpoint both available service infrastructure as well as areas that for whatever reason, have high levels of fistula that may indicate the need for intensive fistula prevention campaigns. A formative evaluation of the Initiative was undertaken in 2017 to assess progress to date and propose recommendations to improve it. Its recommendations included doing more to foster a culture of innovation and linking this to the strategic plan and to internal learning and explore more external partnerships (current initiatives supported are internal) (UNFPA EO, 2017).

Support to UN Women is one of many ways in which Finland honours its commitment to UNSCR 1325 and carries out its National Action Plan. UN Women's role is to monitor the implementation of the reso-

lution, and support members in the development and implementation of NAPs in member countries. A 27 person department headed by a Finnish national and assisted by 6 regional advisors form the core of UN Women support to member countries. Given Finland's own NAP and its commitment to the integrated, holistic three-fold mandate of the UN system – peace and security, development, and human rights, UN Women's mandate on UNSCR 1325 is a clear priority.

Findings on Contribution: Finland's main contribution to UNFPA and UN Women is core funding. Prior to cuts in Finland's development budget in 2016, peak core contributions to UNFPA and UN Women were about EUR 51 million and EUR 24.4 million respectively in 2014. Although reduced to about EUR 23 million and EUR 15 million respectively in 2017, Finland is still among the top 10 core donors for both. Finland and its partners emphasize the importance of core funding, as it allows them to focus on their mandates rather than the preferences expressed by donors through earmarked funding. Additional funding has gone to the UNFPA Innovation fund (funded by Finland and Denmark) and the EvalPartners budget (Finland and USAID).

In addition, Finland has played an active role in the Executive boards of both agencies, which, as described above, has provided opportunities to both support and shape the policies of the organisation. One informant in UN Women reported that while Executive Board meetings are often very technical, the discussions on the theme of SRHR in the strategic plan were much more controversial right up until the last minute. The Finnish representative was outspoken on the issue and was present in all sessions, 3 whole days of workshops and several informal meetings. In addition, the Ambassador who would not normally participate at this level lent his support by attending an informal meeting.

While supporting key programme areas such as SRHR and Women's Economic Empowerment, Finland has also been credited with advocating for the inclusion of disability in the strategic plans. Finland has been the largest donor to the UN Partnership to promote the Rights of Persons with Disabilities Multi-Donor Trust Fund (UNPRPD MDTF) since 2013, donating a total of approximately USD 10,604,000 (MPTF, n.d.). As part of its commitment to the human rights of persons with disabilities, Finland has continuously raised it in its policy dialogue with UN partners. Finland proposed that UN Women would join the UNPRPD, which they did in December 2014. In 2015, it is reported that UN Women has become more active in disability issues and UNPRPD. During the High Level UN Week, in September 2015, Finland actively promoted visibility of the theme, and together with UN Women organized "A Fairer Future for All: Fighting inequalities and discrimination at the heart of the Agenda 2030" side event.

> *"As you are well aware, one of our priorities in the UN-Women's work is to eliminate multiple and intersecting discrimination. We expect UN Women to deliver concrete results in this regard and to enhance the rights of women and girls with disabilities during this strategic period. We also continue to emphasize the importance of sexual and reproductive health and rights for every women and girl."* (From speech to the 2nd plenary meeting of the executive board of UN W Feb 13 2018 by Deputy Perm. Rep. of Finland).

Finland also promotes participation of Finnish nationals in positions in the organisations. According to the 2016 report, human resources for influencing have remained limited and are the same as stated in the 2013 influencing plan. There is limited representation of Finns compared to the financial support by Finland. According to the 2016 policy influencing plan, in UN Women there were only five Finns. One D1 (New York), two P2s (New York, Copenhagen). In addition, two other Finns (P3, New York and Istanbul). Target for recruitment set in the plan is 29, including JPOs and UNVs. Although they form a network in New York that meets regularly and informally with the PM, their first responsibility is to the organisations that hire them and it is difficult to assess how much influence their nationality gives to Finland's agenda. Nevertheless, they are often individuals who have worked with the MFA and/or have deeply ingrained Finnish values which they bring to their work.

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Finland's contribution to UNSCR 1325 is more complex. The 2014 annual report also states that Finland has particularly focused on the women, peace and security thematic (UN Security Council, 2000 (also UNSCR 1325), and supported preparation and implementation of the UNSCR 1325 Action Plans in Nepal and Afghanistan. In addition, a seminar on the topic was organized in Helsinki during the visit of the Director of the UN Women, with 150 participating. Through core funding to UN Women, Finland supports the 27 person department for Women, Peace and Security, headed by the highest ranking Finn (D1) since 2015 and supported by 6 field advisors. Finland has also provided modest funding (EUR 100,000) for women military officer training. Possibly its more important support is a wide-ranging support to UNSCR 1325 in all fora. For example, Minister Elisabeth Rehn was a member of the High Level Consultative Group appointed by the Secretary-General of the UN in the preparations for the 15th anniversary of Resolution 1325 in 2015. Member of Parliament Pekka Haavisto, as the Foreign Minister's Special Representative on Mediation advanced the agenda in 2015–2017. *"Through EU coordination and Nordic cooperation, Finland has actively aimed to ensure that the 1325 perspective is considered in the work of the UN Security Council. The fact that a record number of speakers addressed the review of the 1325 agenda in the Security Council in October 2015 is an encouraging sign."* (MFA, 2018, p. 13–14). Also as co-chair (with Turkey) of the Friends of Mediation, contributed to convincing the General Assembly to unanimously adopt four resolutions on mediation emphasising the importance of women's participation. One measure Finland cannot influence is the terms of reference for UN peace keeping missions as these are determined by the Security Council, of which it is not a member.

These measures relating to the UN are in addition to support Finland offers at the country level. Finland has also continued cooperation with its partner countries in the preparation of National Action Plans on 1325: Afghanistan (2015) and Kenya (2016) and implementation of the National Action Plan for Nepal (2011–2016). New collaborative efforts were undertaken in 2016 through the support of UN Women, for National Action Plans in Jordan and Tunisia and to implement the National Action Plan in Iraq (MFA, 2018, p. 13). Other complementary activities outside of the UN include active support to the formation of the Nordic Women's Mediators network, and providing civilian crisis management with a team that 40% female (compared to the EU average of 20%) (MFA, 2018, p. 16).

6   Case studies and resources

Three related areas of results were identified from document reviews and interviews during the field mission to the UN in New York or remote calls:

- Case study 1. Strengthening the global normative framework for gender
- Case study 2. Promoting gender through support to greater coordination and overall UN reform
- Case study 3. Strengthening W/Gs' rights through improved capacity of UNFPA and UN Women

The informants consulted in person (22) or via remote calls (10) for the three case studies were five members of the Permanent Mission to the UN, two members of the Permanent Missions of like-minded countries, 11 UNFPA staff, 11 UN Women staff, and three representatives of international NGOs.

In addition, the Evaluation Team interviewed and discussed findings with several representatives from MFA headquarters in Helsinki, either through Skype or at meetings in Helsinki.

The key document sources are specified in the references list below and in the Findings section of the main report. In addition to the documents in the reference list, the Evaluation Team assessed internal MFA documents, such as the MFA policy and influencing plans UN Women 2014 and 2016; the MFA policy and influencing plan UNFPA 2014 and 2016; and the Synthesis Report on bilateral yearly influencing plans 2016.

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ANNEX 12: NEPAL MISSION CONTEXT

1 Country Context

1.1 Country context

1.1.1 General country context

Nepal is classified as a fragile state and grouped among the least developed countries (LDCs) and is also one of the least developed and poorest countries in Asia. It is heavily dependent on external aid, and subject to natural disaster risks (floods, earthquakes) as well as political turmoil. Nepal is a low-income country, with a Gross Domestic Product (GDP) per capita of USD 729.53 in 2016 (World Bank, 2017b).

Infrastructure: According to the World Bank's overview, essential infrastructure is limited, and power supplies are unreliable. Combined with weak transportation connectivity, all this means that delivery of services especially to remote areas is extremely difficult. These factors form the main bottlenecks of the economy, inhibiting economic activities and job creation. Nepal has low levels of business-related foreign direct investment. Instead, remittances from the millions of Nepalese workers employed abroad form a vital part of the economy, contributing almost one-third to total GDP, one of the highest shares in the world. Most of these remittances are channelled into household consumption rather than productive or commercial investment (World Bank, 2017a).

Economy: Agriculture contributes 34% to GDP and tourism and other services constitute 50% of GDP. The share of industry in GDP is low and its growth has been constrained by power and fuel shortages, labour tensions, and disruptions caused by frequent strikes and road blocks.

The largest sector in the Nepalese economy is services, which accounts for over half of GDP. Growth in services – including tourism – has slowed down, however, due to the extensive damage to infrastructure caused by the earthquake of 2015. The agriculture sector employs over two-thirds of the total population but contributes approximately one-third of total GDP. Productivity growth in this sector could have wide-ranging impacts for overall poverty alleviation, as almost three out of four farmers live strictly on subsistence. Due to its dependence on low-productive agriculture, Nepal's economy is very sensitive to climate variability. The industrial sector, too, is hampered by low productivity. Nepal has potential for the production and export of electricity, subject to the development of hydropower.

Nepal experienced devastating earthquakes in 2015 followed by trade disruptions leading to a fuel crisis, which impacted the entire economy. The heavy monsoon rains sweeping across South Asia in 2017 affected 1.1 million Nepalis. Economic activity, which was expected to progress well in FY2018, was affected by the worst floods in decades (World Bank, 2017a).

Political development: Nepal took a great step forward in its democratic transition by promulgating a new and progressive Constitution in 2015. It provides a basis for a democratic, multilingual and multi-ethnic society that promotes human rights and that has the potential to achieve and maintain peace and stability. Nepal is transitioning into a federal democratic state. The country completed its first local elections in 20 years, which took place in three phases. Provincial and parliamentary elections were expected to be completed in December 2017 but due to political complexity were delayed until February 2018. Nepal's democratic and economic development remains also undermined by unequal access to decision-making, basic services and economic opportunities (World Bank, 2017a).

According to Finland's Country Strategy 2016–2019 (MFA, 2017), challenges remain in implementing some of the Constitution's provisions. Addressing these conflicting demands will be one of the main challenges for the national government and key to avoiding social unrest. Nepal is a highly diverse society that includes around 125 recognised ethnic and caste groups and over 100 spoken languages. The traditional caste system creates many inherent patterns of discrimination that are embedded in attitudes and customs. The population lives predominantly in rural areas, but urbanization is advancing rapidly. The hilly and mountainous terrain makes many remote areas nearly inaccessible. As a result, poverty and exclusion have a distinct geographical and ethnic dimension (MFA, 2017).

Poverty: Over the past decades Nepal has achieved an impressive decline in absolute poverty. The population living under the national poverty line is 25.2 in 2015 (ADB, n.d.). Income inequality remains high, however, and the earthquakes in 2015 pushed an additional 2.5% to 3.5% of the country's population back into poverty (World Bank, 2017a). The UNDP's Human Development Index using 2016 data ranks Nepal 144th among 188 countries (UNDP, n.d).

According to the Government's final report on the Millennium Development Goals (MDGs), Nepal has reduced the percentage of those living below the poverty line to 21.6% (just short of its 21% target) and the percentage of the population living below USD 1 per day to 16.4, meeting its target of 17%. The proposed SDG 1 targets for 2030 are to reduce extreme poverty to less than 5%, reduce the poverty gap to 2.8%, raise per capita income to USD 2,500, and raise the social protection budget to 15% of the total budget (Government of Nepal National Planning Commission, 2017).

While meeting its goals in education, under-five mortality, drinking water and sanitation, and tuberculosis, Nepal has only partially met its goals on reducing hunger, improving maternal health and halting/reversing malaria (National Planning Commission, 2016). The MDG targets on maternal and child mortality and the proportion of under-weight children under five years of age have already been achieved, as now only two out of 1,000 mothers die in childbirth and less than one in 20 children die before the age of five. The goals for education as well as drinking water and sanitation coverage have also been achieved. Nepal is a signatory to the Sustainable Development Goals (SDGs) and is making contributions to all but one of these goals. The country is planning to conduct a thorough needs assessment related to the implementation of the SDGs (Government of Nepal National Planning Commission, 2017).

The current Government of Nepal's (GoN) periodic 5-year plan for 2016–2019 is focused on reducing absolute poverty and sharing economic prosperity. Other focus areas include post-earthquakes reconstruction and rehabilitation, development of the physical infrastructure and good governance. The new periodic plan will complement the GoN's efforts to gain promotion for the country to the group of developing nations by 2022 and to transform Nepal into a middle-income country by 2030. Planning of donor finance in Nepal is coordinated by the National Planning Commission (NPC), while the Ministry of Finance is in charge of implementing bilateral development programmes as the signatory body (MFA, 2017).

1.1.2   Gender, women's and girls' rights

Global Gender Indexes: Nepal did not meet the set targets for MDG goal for reducing gender inequality and empowering women. Nepal is positioned in the fourth of five groups based on the Gender Development Index (GDI; (UNDP, n.d.a). Countries are grouped into five groups based on the absolute deviation from gender parity in Human Development Index (HDI) values. This means that grouping takes equally into consideration gender gaps favouring males, as well as those favouring females. The GDI measures gender gaps by accounting for disparities between women and men in three basic dimensions of human development-health, knowledge and living standards using the same component indicators as in the HDI.

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Nepal's Gender Inequality Index (GII) value of 0.497 places it at number 115 out of 188 countries, based on 2015 data (UNDP, n.d.b). According to GII data, a total of 24.1% of adult women have reached at least a secondary level of education compared with 41.2% of men. For every 100,000 live births, 258 women die from pregnancy-related causes. The adolescent birth rate is 71.9 births per 1,000 live births. Women's share of seats in parliament is 29.5% and in labour force 79.7% compared to men's 86.8% (of population over 15 years).

The Global Gender Gap Index (GGGI) ranks (2016) Nepal in 110th place of 144 countries (World Economic Forum, n.d.). According to the Global Gender Gap report (World Economic Forum, 2016), Nepal is one of the top five climbers in the Region on the overall Index and on educational attainment. Nepal moved down to 94th from 88th on the health and survival sub-index and 70th on the political empowerment sub-index. According to the same report, the country is 16th on the labour force participation indicator, but this high score is offset by a low participation of women as professional and technical workers and as legislators, senior officials and managers. However, women's participation in cooperatives is encouraging.

Sustainable Development Goals: Nepal's Sustainable Development Goals Draft Baseline Report (Government of Nepal National Planning Commission, 2017) recognizes that, as elsewhere in South Asia, poverty in Nepal is a gendered issue and the incidence of poverty falls disproportionately on women and girls.

Hierarchical social structure: A legacy of a hierarchical social structure based on gender, caste and ethnicity, poverty has a strong social dimension. Caste, ethnic and gender discrimination are consistently identified as being at the core of challenges facing Nepal's most vulnerable groups. The 2016 HDR notes that there are significant, measurable differences on the human development index depending on cast, with the Brahmins at the top and Dalits and Muslims at the bottom (UNDP, 2016). Women's experiences will be significantly determined by the intersectionality of caste, gender and other factors such as disability. Despite progress made in improving legislation, for example, by criminalizing caste-based discrimination, attitudes and practices that sustain inequality are deep-rooted.

Despite efforts to improve and reform the law, however, consequent social changes and transformations in the lives of women have not yet been realized. For the most part, women continue to be perceived as dependent on a male member of her family, first her father then her husband. For example, while child marriage has been declared punishable by the law, it is still prevalent. Patriarchal norms, values and the inequitable character of the socio-cultural system continue to define and redefine social relationships in many ways (Government of Nepal National Planning Commission, 2017).

Employment: Gender inequality in employment and incomes persists, mostly due to women's lower skill levels and their unpaid care responsibilities. Gender differences in wages for the same level of work also persisted over years. The gap in men's and women's equal access to economic resources and opportunities has seen limited progress over the years. As market-based incentives for women's land entitlement (tax rebate on land and property registration in women's name) has served well, the plan is to further encourage it as part of the SDG implementation. The report acknowledges, that land and land-related property is a pre-requisite for women to have access to other resources and services for long term investment. It is noted, though, that despite various credit programs, women's access to institutional credit is still marginal at both individual and at household enterprises level. This poses a major impediment for economic empowerment of women (Government of Nepal National Planning Commission, 2017).

Economically active women are still mostly engaged in subsistence agriculture and care economy. Those in the non-agriculture sector are still largely engaged in low paying, low skilled jobs, mainly in unorganised sectors. Female youth literacy has increased substantially over the years, but the youth still lack relevant employment opportunities because of inability to link the available skills to market demand for labour. Policies and laws, skills training and paid work (overseas employment and in domestic market)

are not sufficiently enforced and remain inadequately monitored. (Government of Nepal National Planning Commission, 2017). Despite significant progress made in ensuring wage equality for similar work, women's average wage is only 62% of that of men's. On gender parity in labour force participation and political empowerment of women, Nepal moved ahead, and stands on 110th position in global ranking for global gender gap in 2015.

Political empowerment: Empowerment of women in political sphere took place though legislation. Nearly, one third of the members of Legislature-Parliament are now women. It was achieved through mandatory political representation of women in the Constituent Assembly and subsequently in the Parliament. In the civil service, the representation of women has doubled in the last decade due to affirmative action. However, the presence of women in decision-making is still very low. The introduction of gender responsive budgeting by the government has helped to increase gender-responsive programmes and projects across sectors in the government budget, but according to the report, several other economic policies and programs still remain gender blind (Government of Nepal National Planning Commission, 2017).

In comparison to government and the political sphere, women's participation in decision-making is better in community levels organizations. More than 25% representation of women is ensured in local peace committees, users' groups, NGOs private sector and community-based organisations. Although progress is made towards participation of women in decision-making at different levels, some sections of the population, especially from poor, disadvantaged caste groups and indigenous people have limited influence on the decisions that affect their lives.

Violence against women: Nepal has recognized violence against women and girls as a crime and has amended Acts and policy to protect women from violence. Mechanisms to facilitate access to justice for the victims have been established, however, laws are not yet sufficient to end gender-based violence. They remain often ineffective because of lack of law enforcement and regular monitoring mechanism. The government has prepared a National Strategy to end Child Marriage. The Witchcraft Allegation (Crime and Punishment) Control Bill has been passed by the Legislative Parliament in 2016 to reduce social and cultural harmful practices. A 10-year National Policy and Action Plan for Persons with Disability has been formulated. One study claims that 48% of women have experienced violence at some time in their lives, with 28% reporting experience of violence in the past 12 months (Office of the Prime Minister & Council of Ministers, 2012). In addition, the Article 43 of the 2015 Constitution deals with the rights of women that include rights to lineage, right to safe maternity and reproduction, right against all forms of exploitation, and equal rights in family matters and property (Bhattarai, R, 2017).

Forward looking SDG targets: Regarding the Agenda 2030, under the SDG 5, the GoN has set gender-specific targets in the following areas which include (i) ending all forms of discrimination against all women and girls everywhere, (ii) eliminating all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation, (iii) eliminating all harmful practices, such as child, early and forced marriage and female genital mutilation, (iv) recognizing and valuing unpaid care and domestic work, (v) ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life, and (vi) ensuring universal access to sexual and reproductive health and reproductive rights (Government of Nepal National Planning Commission, 2017).

The major targets for SDG 5 are elimination of wage discrimination at similar work, elimination of physical/sexual violence, eliminating all harmful practices, such as child, early and forced marriage and chhaupadi, increasing seats held by women in the national parliament to 40%, and increasing women' proportion in public service decision-making positions by nearly 4 folds to 7.5% total employees in 2030 from 2% in 2015.

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The major targets for SDG 4 also include elimination of gender disparities in tertiary education, and SDG 16 includes ending violence against women. The 2030 targets also include eliminating marriage before the age of 18 years.

1.2 Finland's Development Cooperation in 2012–2017

1.2.1 Finland's strategies for promoting gender equality, women's and girls' rights

Finland's development cooperation with Nepal started in 1983. Bilateral negotiations between the GoN and the Government of Finland have been held regularly. Since 2001, Nepal has been one of Finland's long-term partner countries (MFA, 2017). In 2014, Finland contributed 3% of total ODA to Nepal (MFA, 2017).

The scope of this evaluation, 2012–2017, is covered by two Country Strategies (CS): 2013–2016 (MFA, 2013) and 2016–2019 (current CS). The first year (2012) was covered by a so-called Country Engagement Plan (CEP).

Finland has supported a range of sectors in Nepal through the years, most notably education, environment, sustainable forestry, and water and sanitation. In addition, the Nepalese peace process, human rights and rule of law have been supported. In recent years support for gender equality and vulnerable people has formed a cornerstone of Finnish-funded interventions in Nepal (MFA, 2016b).

The Country Engagement Plan (CEP) supported the implementation of the GoN Three Year Plan ending in July 2013. It stressed employment generation, infrastructure development and agriculture as the engines for development. The CEP (2008–2010) focused on two sectors: natural resources (water and sanitation, environment, forest, climate change) and education, and it emphasized enhancing cooperation with development partners and multilateral agencies and seeking synergies between Finnish-supported bilateral interventions and civil society organisations (CSOs). The 2010 country negotiations agreed that cooperation in forestry and education would continue while cooperation in the WASH and environment sectors would eventually be phased out. (MFA, 2016b)

Finland's Country Strategy for Development Cooperation with Nepal 2013–2016

Finland formulated its first Country Strategy (CS) for Nepal in 2013 for the years 2013–2016 (MFA, 2013). The Strategy is based on the Finnish Development Policy Programme of 2012 and it includes an added emphasis on human rights, democratic ownership and accountability, and results-based management. The CS states, that gender equality is well outlined in different GoN plans, for example the National Action Plan for UN Resolutions 1325 and 1820, which was the first in South Asia, and a very ambitious quota policy on gender equity in government bodies.

The CS targeted the forestry, education and water sectors as well as support to Peace Building through the National Peace Trust Fund (NPTF), which UNDP and other organizations started in 2006. Some activities in the areas of peace-building, human rights, rule of law and good governance were also carried over from previous years (CEP). The strategy period saw an increase in financing volumes from less than EUR 15 million to around EUR 17–19 million a year.

The main objectives for Finland's cooperation with Nepal were classified into five Country Development Result Areas Targeted, which are further defined by Finland's one objective and several specific objectives under each result (Table 1.1).

Table 1.1: Objectives for Finland's cooperation with Nepal

DEVELOPMENT RESULT 1: Good governance and rule of law prevailing through reliable state institutions	FINLAND'S OBJECTIVE 1: Capacitated, strengthened and transparent public institutions, public administration, CSOs and inclusive policy-making processes
	Specific objective 1.1: Capacitated, accessible and accountable justice, security and human rights institutions
	Specific objective 1.2: CSOs representing women and vulnerable groups have the capacity to contribute to democratic development, policy definition processes and accountability of public administration
DEVELOPMENT RESULT 2: Realisation of economic, social and cultural rights within the context of economic empowerment and adequate service delivery	FINLAND'S OBJECTIVE 2: Equal and universal access to relevant quality education
	Specific objective 2.1: Effective implementation of education sector policy and plans leading to full participation and quality education for all (including marginalized groups)
	Specific objective 2.2: Soft Skills training for young people facilitates the transit from school to work
	FINLAND'S OBJECTIVE 3: Equal and sustainable access to safe and potable water in rural areas
	Specific objective 3.1: Water systems are working and reach all rural populations in project working areas
	Specific objective 3.2: Sustainable sanitation available at all institutions and households in project working areas
	FINLAND'S OBJECTIVE 4: *Economic empowerment, especially for women and easily marginalised groups*
	Specific objective 4.1: *Development of entrepreneurial activity and employment generation, especially women's entrepreneurship, and improved livelihoods for easily marginalized groups*
DEVELOPMENT RESULT 3: Natural resource management contributing to rural livelihoods and health through inclusive green economy	FINLAND'S OBJECTIVE 5: Inclusive management of forest resources and environmental administration
	Specific objective 5.1: The GoN and non-state actors define and implement inclusive forest sector policies, strategies and plans at national, district and local levels that contribute to climate change adaptation and disaster risk reduction
	Specific objective 5.2: Capacitated rural communities with technical assistance and sufficient forest resources to benefit from local forest management and processing of forest products and a forest-related value chain
	Specific objective 5.3: National model for local environmental administration demonstrated through functional pilots in project areas
	FINLAND'S OBJECTIVE 6: Strengthened WASH policy, planning and management
	Specific objective 6.1: Development of WASH sector policy, strategy and establishment of sector coordination framework and joint review practises that recognise the importance of rural WASH
	Specific objective 6.2: Integrated water resources management (IWRM) institutionalised at district and VDC levels in project areas

The 2016 evaluation of Finland's Country Strategy 2013-2016 in Nepal (MFA, 2016a) concluded that the selection of sectors and key interventions had been relevant for the country context, the needs of the people and the development policies of both countries. The evaluation recommended continuing with the same focus sectors and modalities. The evaluation states, that Finland's long-standing engagement in the same sectors has made it a trusted partner for Nepal. The Country Strategy was aligned with the goal of Finland's latest 2016 development policy, which is to reduce poverty and inequality with an emphasis on the rights of women and girls.

Finland's Country Strategy for Development Cooperation with Nepal 2016–2019

Finland's Country Strategy 2016–2019 contributes to Nepal's transitioning into a stable, equitable and economically viable democracy by promoting the most marginalized groups' rights to education, water and sanitation, and access to decision-making and service delivery. The Country Strategy builds on previously achieved results, focusing on sectors in which Nepal has strong ownership and where Finland has experience, expertise and value to add (MFA, 2016b).

Three impact areas have been identified in the CS:

Water and sanitation: Finland supports improved water supply and sanitation due to Nepal's strong commitment to this sector, previously achieved positive results and the impact this sector has on the livelihoods of women and children.

Education: Finland contributes its expertise to improve the quality, relevance and equity of education in Nepal.

Gender: For the first time, the CS also includes a gender-specific impact area. Finland has supported these advancements through targeted interventions and policy dialogue. The CS acknowledges that enhancing the rights of women and marginalized groups contributes to economic development and reduces the risk of conflict. All Finnish activities in Nepal therefore seek to address women's and vulnerable groups' rights, livelihoods and access to basic services and decision-making. This is done by a) mainstreaming gender and social inclusion objectives into all activities, and b) supporting UN Women's Women, Peace and Security agenda (EUR 2 million), Women's Economic Empowerment (EUR 3.5 million) and UNDP's Rule of Law and Human Rights (EUR 5.4 million) projects (the latter was not within the scope of this evaluation).

In addition to the thematic impact areas, the CS also includes objectives for policy dialogue.

Policy influence: Throughout the strategy period, Finland is expected to engage in active policy dialogue with the Government of Nepal, raising questions with particular relevance to Finland's support. According to the CS, the relative scarcity of bilateral donors in Nepal has allowed Finland to secure a visible space for its cooperation with the GoN, particularly in the education and water sectors. Because of its neutral position, Finland has been able to engage even in more politically sensitive areas of work such as peace-building, human rights, the rule of law and gender equality.

According to the CS, Finland conducts policy dialogue with the GoN bilaterally through regular contacts with relevant ministries and authorities. Bilateral negotiations between the governments of Finland and Nepal have been held regularly and provide an excellent opportunity for comprehensive discussions on bilateral relations. Finland and Nepal have also agreed to arrange annual review meetings in Kathmandu regarding the implementation of Finland's country programme in Nepal. Finland also engages in policy dialogue as part of the larger donor community in Kathmandu: the EU Heads of Missions group, the International Development Partners Group (IDPG) and the Nepal Portfolio Performance Review.

Finland' specific priorities for policy influence through high-level policy dialogue are to:

- Improve the fulfilment of the rights of women and vulnerable groups and address discriminatory practices where they occur.

- Safeguard the operational space and enabling environment for CSOs.

- Identify hurdles to investments and challenges in the business environment and raise these issues with government. Promote openness and transparency of government, adequate legislation and its implementation.

- Support implementation of the human rights commitments enshrined in the Constitution and international commitments. Encourage the effective enforcement of policies or laws in line with the efforts to implement the Constitution.

- Support the GoN in monitoring the Sustainable Development Goals, especially in Finland's focal sectors.

Outside the Country Strategy, Finland has a long history of supporting NGOs in Nepal. Some Finnish NGOs started their work in Nepal as early as the 1970s. Currently, there are four large Finnish NGOs funded through the PBS funding by the MFA, and altogether around 20 Finnish-funded NGOs present in Nepal.

Approach to gender, women's and girls' rights

Finland's Country Strategy for Development Cooperation for Nepal 2013–2016 is based on Finland's Development Policy Programme of 2012, which added emphasis on human rights, democratic ownership and accountability, and results-based management. In the 2012 policy, also cross-cutting themes were upgraded to become compulsory, including gender. Accordingly, in the Country Strategy it is stated that human rights, gender and other cross-cutting objectives are systematically mainstreamed into programming and planning of the Finnish development cooperation. In addition, it is mentioned that gender equality is included in all programmes as a cross-cutting issue and/or as one of the core objectives (e.g. GESI strategies in water & sanitation projects). A specific project through UN Women is expected to strengthen the GoN, UN and CSOs capacity to address gender issues as part of the peace and security agenda (UN Security Council, 2000).

In the water sector economic empowerment, especially for women and easily marginalised groups is emphasized. This includes especially their active participation in planning and service provision which would enhance their influence in local development. Women's better access to livelihoods is also to be supported through the UN Resolution 1325 programme.

Finland promotes the role of CSOs as vehicles for development and in reaching the poorest and most marginalised groups. Both Nepalese and Finnish CSOs are expected to be deployed. Financial support to women's capacity building will be provided through UN Women. A specific risk regarding UN Women's capacity as a new organisation in Nepal to coordinate and manage piloting in the districts as well as the Government's willingness to include CSOs as partners in processes concerning them is mentioned.

Indicators for monitoring include disaggregated data on women and men, ethnic and disadvantaged groups and geographic areas to the extent possible.

Finland's Country Strategy for Development Cooperation for Nepal 2016–2019 follows the updated Development Policy of Finland from 2016, in which women's and girls' rights were given yet increasing importance compared to the two previous policies by including the topic among the main objectives of Finnish development cooperation. This policy shift is reflected also in the Country Strategy for Nepal by including "Improved economic and political participation for women and people in vulnerable situations" as the third expected impact.

The approach to achieve the impact area is both through targeted interventions supporting gender equality, the rights of women and vulnerable groups and the rule of law in Nepal and incorporating gender equality and social inclusion objectives as integral parts of interventions in the education and water and sanitation sectors and into policy dialogue.

The impact area 3 "Improved economic and political participation for women and people in vulnerable situations" includes one outcome area:

Outcome 3.1: Economic and political status of women and vulnerable groups enhanced

Finland continues to support the approval and implementation of adequate policies, the building of proper capacity at all government levels as well as the provision of services and training that enhance the economic and political empowerment of women and vulnerable groups in Nepal. As for women's rights, Finland continues to work closely with UN Women which has set women's economic empowerment as a thematic priority for the coming years as well.

This outcome includes three outputs:

Output 1: Women have improved technical and entrepreneurial skills for sustainable livelihoods

Finland funds interventions through UN Women to support networks of excluded women and to help these women earn the skills necessary to establish their own small-scale businesses. This is a continuation of previous support for entrepreneurship training, which according to the CS, has yielded encouraging results by increasing the incomes, social status, participation and economic independence of conflict-affected women. Finland continues to support training in entrepreneurship and vocational skills development.

Output 2: Participation of women in political decision-making strengthened at national and local level

Finland supports developing the capacity and opportunities of groups of excluded women and vulnerable groups to take part in policy-making, planning and budgeting processes at all levels. At the local level, women are supported to be active in groups such as user committees and local peace committees, influencing local decision-making concerning social services, market access and peace-building. At the national level, support is given to networks to enhance their voice and agency in national policy processes concerning income and livelihoods generation, for example. Networks are provided with training in leadership, networking and media skills to strengthen their advocacy. In addition, Finland supports the participation of women in justice sector institutions and the drafting of legislation against the discrimination of women.

Output 3: Access to justice improved for women and vulnerable groups

Finland supports strengthening the skills needed by women and vulnerable groups to demand access to justice and the capacity of duty bearers to supply these justice services. Finland contributes to the establishment of central and district level legal aid committees, social and legal aid centres (SLACs) and mobile legal aid clinics across the country. These instances increase the outreach of the justice sector by providing both remedial legal aid services and legal awareness to citizens. Finland also supports the establishment of a legislative and policy framework for legal aid in Nepal. The capacity and status of the National Women's Commission and the National Dalit Commission are to be enhanced. Finland advocates for the full coverage of SLACs across the districts and for maintaining these activities without external support. It also continues to support the working conditions of Human Rights Defenders by participating in the Human Rights Defenders working group and policy dialogues.

Finland aims to achieve the above-mentioned outcome and corresponding outputs through three interventions implemented by UN agencies (multi-bilateral interventions), active policy dialogue at sector and national level as well as through close cooperation with Finnish-funded NGOs.

In addition, promoting the rights and empowerment of women and vulnerable groups and social inclusion is mainstreamed to all interventions under other impact areas. For example, in the **water sector**, child, gender and disabled (CGD) friendly WASH facilities are expected to be a priority, especially in the Far Western development region where the gender aspect is crucial due to prevailing chhaupadi practices. Menstrual hygiene is highlighted as an important topic that needs to be addressed in order to prevent discrimination against women.

In the **education sector** Finland supports improved access to education for girls. In addition, support is provided so that both curriculum and learning materials will incorporate gender and inclusiveness

as integral elements, and this is expected to contribute to the enrolment and retention of girls and students from disadvantaged groups. Finland also places emphasis on increasing the share of female teachers in schools.

The gender specific **policy influence** targets specifically mention improving the fulfilment of the rights of women and vulnerable groups and address discriminatory practices where they occur.

1.2.2 Funding profile

The Country Strategy 2013-2016 anticipated a budget of EUR 85.9 million distributed over four years and between the three main objectives (MFA, 2013, Figure 1.1). Support to gender equality is not traceable, but support to implementation of the UNSCR 1325 varies between EUR 0.1 and EUR 1 million per year.

Figure 1.1: Indicative budget frame for 2013–2016 (EUR million), Nepal Country Strategy MFA

SECTORS				
EDUCATION SECTOR	**2013**	**2014**	**2015**	**2016**
Education Sector Support Programme	3.5	3.5	5.75	5.5
TA Support for TEVT	0.35	0.35	0.3	
Finnish Board of Education Advisory Services	0.2			
Sector Total	**4.05**	**3.85**	**6.05**	**5.5**
FORESTRY SECTOR				
Multi-stakeholder Forestry Programme	3.06	2.5	3.07	3.9
Forest Resources Assessment Project	0.6	0.52		
Sector Total	**3.66**	**3.02**	**3.07**	**3.9**
WATER SUPPLY AND SANITATION SECTOR				
Rural Village Water Resources Management Project (RVWRMP)	3	3.7	4.08	4
Rural Water Supply and Sanitation Project (RWSSP-WN)	3.2	3.51	3.24	3
UNICEF WASH	1.9	1.9	1.9	2
Sector Total	**8.1**	**9.11**	**9.22**	**9**
ENVIRONMENT SECTOR				
Strengthening of Environmental Administration at Local Level (SEAM)	1	1		
Sector Total	**1**	**1**		
PEACE PROCESS AND HUMAN RIGHTS				
UNDP Support to Rule of Law and Human Rights	0.55	1.7	2.0	2.1
UNWOMEN Nepal's National Action Plan 1325	0.32	0.2	0.3	1
Unallocated Support to Rule of Law and Human Rights	1	1	0.76	1.24
Sector Total	**1.87**	**2.9**	**3.06**	**4.34**
Unallocated Programme Support	**0.89**	**0.42**		**0.86**
TOTAL BUDGET FRAME	**19.57**	**20.3**	**21.4**	**23.6**

For the Country Strategy 2016-2019, MFA budgeted approx. EUR 51 million, which is divided between three programme areas (Figure 1.2 and Figure 1.3). These figures do not include humanitarian aid, private sector instruments or the Finnish CSOs.

Figure 1.2: Budgeting framework 2016–2019, Nepal Country Strategy MFA (million euros)
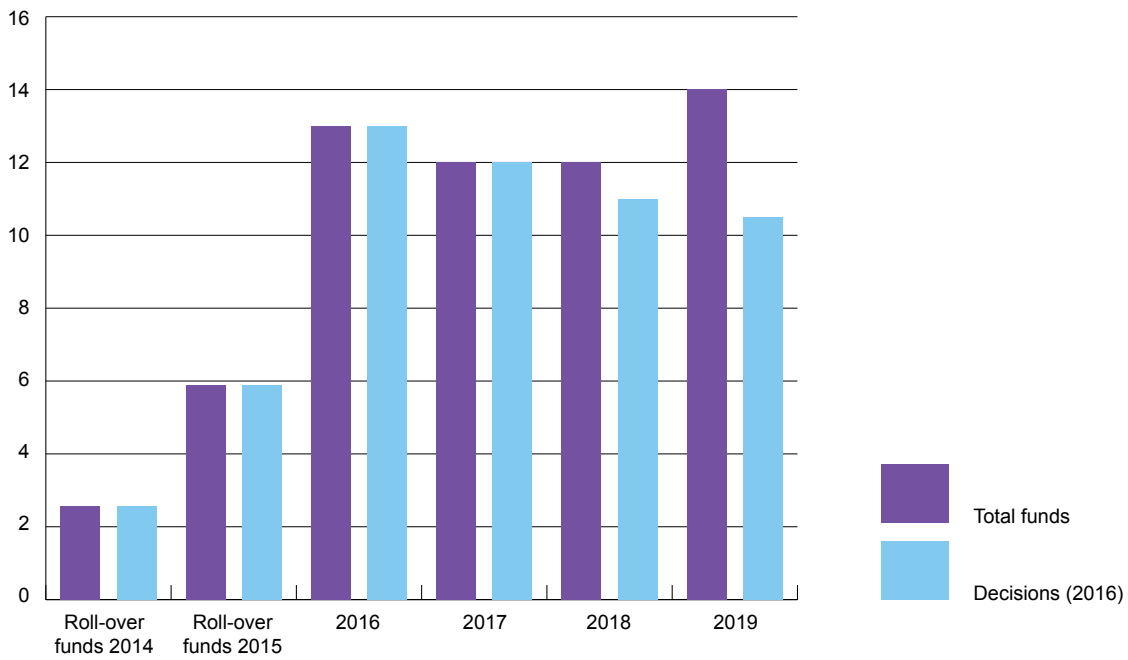
Decisions refer to funds that have already been allocated to a certain project.

Figure 1.3: Planned budget allocation 2016–2019 by impact areas (Total funds 51 million euros)
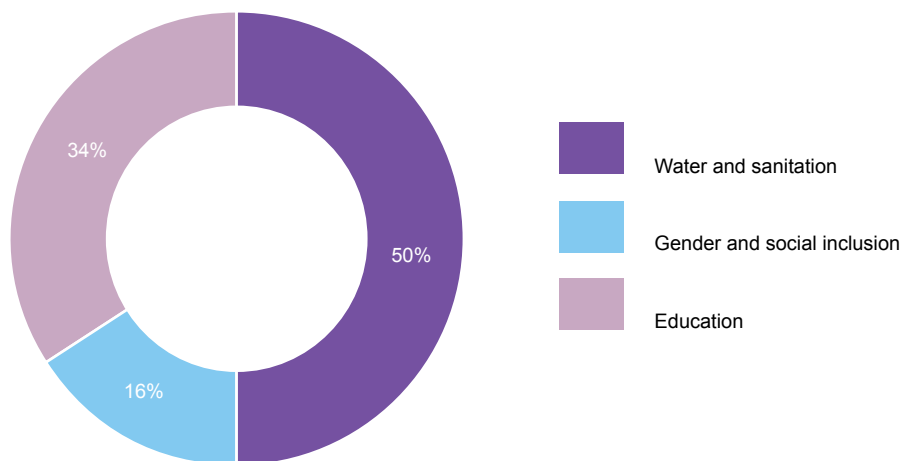
2 Case studies and resources

Five related areas of results were identified from document reviews and interviews during the field mission and remote calls. They are discussed as case studies in the main report. The resources for the case studies are specified below:

Case study 4. Results emerging from the implementation of UNSCR 1325 in Nepal

Case study 5. Enhanced women's political and economic empowerment in Nepal

Informants consulted for the above two case studies included interviews or focus group discussions with: UN Women; UN Women's implementing partner CSOs such as Saathi, SABAH, Women for Human Rights (WHR), and Search for Common Ground (SFCG); Embassy of Finland in Nepal, the Ministry of Women, Children and Social Welfare; Ministry of Peace and Reconstruction, National Reconstruction Authority; The Royal Embassy of Norway; beneficiaries of the Finland supported ARE and AWEE projects in FGDs in Sindhupalchok and Kavre districts.

Key document sources included: project documents and annual reports (AWEE, ARE and SIWPSAN), completion report (SIWPSAN), evaluations, studies; country strategies (UN Women; Finland); Government of Nepal NAP I reporting and NAP II draft documents.

For further triangulation purposes and for situating the Finnish contribution in Nepal, all discussions apart from the focus group discussions included questions related to Finnish contribution.

Case study 10. Gender and W/Gs' rights in the bilateral water sector programmes in Nepal

Informants consulted: representatives of the Embassy of Finland in Nepal, the Ministry of Water Supply of Sanitation, the project management team of the RWSSP-WN, staff of FCG, WUSC members and other villagers in Sishara, Archaldi and Ganadi Kholsi villages, school teachers in Archaldi and Ganadi Kholsi, staff of Rishing municipality.

Key documentary resources included: project document and annual reports, studies, strategies, action plans and position papers of the RWSSP-WN; project document, reports and studies by RVWRMP; WASD development partners' letter to the Prime Minister.

For triangulation purposes and for situating the Finnish contribution in Nepal, further articles were reviewed, email enquiries sent to the Embassy, project management and FCG staff and websites visited.

Case study 12. Promoting SRH through NGO cooperation in Nepal (FPAN, FFF, WWF)

Informants consulted: representatives of the Family Federation of Finland, Family Planning Association of Nepal, members of the team from the Tribhuvan University evaluating the FPAN project in 2017–2018, WWF Nepal.

Key documentary resources included: project document and annual reports, evaluation report, power point presentation by FPAN director in Finland.

For triangulation purposes FPAN and FFF staff was consulted through emails and websites were visited.

Case study 13. Promotion of W/Gs' rights through Finland's FLC in Nepal (FLC–IHRICON)

This project was selected as an example of a FLC supported NGO project. The FLC has not been functioning since 2016 and IHRICON implemented projects were completed at the end of 2015. Consulted informants comprised representatives from the NGO IHRICON in Nepal, and the Embassy of Finland Nepal. Key documentary sources were the project completion report (IHRICON, 2015). It was not feasible

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to interview further informants and the outcomes data may not be sufficiently triangulated. However, the informants provided important perspectives on the CSO landscape in Nepal.

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ANNEX 13: KENYA MISSION CONTEXT

1   Country Context

1.1   General country context

Kenya has an important geo-political role in Eastern Africa due to its Indian Ocean port and land borders with Somalia, Ethiopia, South Sudan, Uganda, and Tanzania. A key milestone in the country's development has been the revision of the constitution in 2010, which introduced a tenured judiciary and bicameral legislative house, and devolved county government. The change represents a move that is expected to have a major impact on service delivery (World Bank, 2017). However, in practice the reforms are still in early stages (MFA, 2017).

Since 2008, economic growth in Kenya was approximately 5.8% in 2016, putting the country among the fastest growing economies in Sub-Saharan Africa. A stable macroeconomic environment, low oil prices, a rebound in tourism, strong remittance inflows, and government-led infrastructure development initiatives have contributed to this momentum. The recent events related to presidential elections have received wide media attention globally. The President Uhuru Kenyatta returned to office for a second term after a re-run for the all the presidential candidates and revising of the election rules (World Bank, 2017).

Poverty is marked by social and economic inequalities as 42% of its population of 44 million live below the poverty line. A sizable proportion of the population is also vulnerable to climatic, economic, and social shocks, including in urban areas. In addition, Kenya continues to face humanitarian challenges which are due to unrest in Somalia and South Sudan bringing over 500,000 refugees to across the borders to Kenya. Droughts also continue causing humanitarian crisis situations in Kenya (UNICEF, n.d.). Furthermore, insecurity has caused concern due to attacks conducted by Al-Shabaab and recruiting marginalised young people that are vulnerable to radicalisation (MFA, 2017).

The most important reference point for development partners in Kenya is the Kenya Vision 2030. It was launched in 2008 and its aim is to transform the country into a 'newly industrialising, middle-income country providing a high quality of life'.

The Kenya Vision 2030 is founded on three pillars; economic, social, and political, in Figure 1.1 as follows:

Figure 1.1: Thematic overview of Kenya Vision 2030
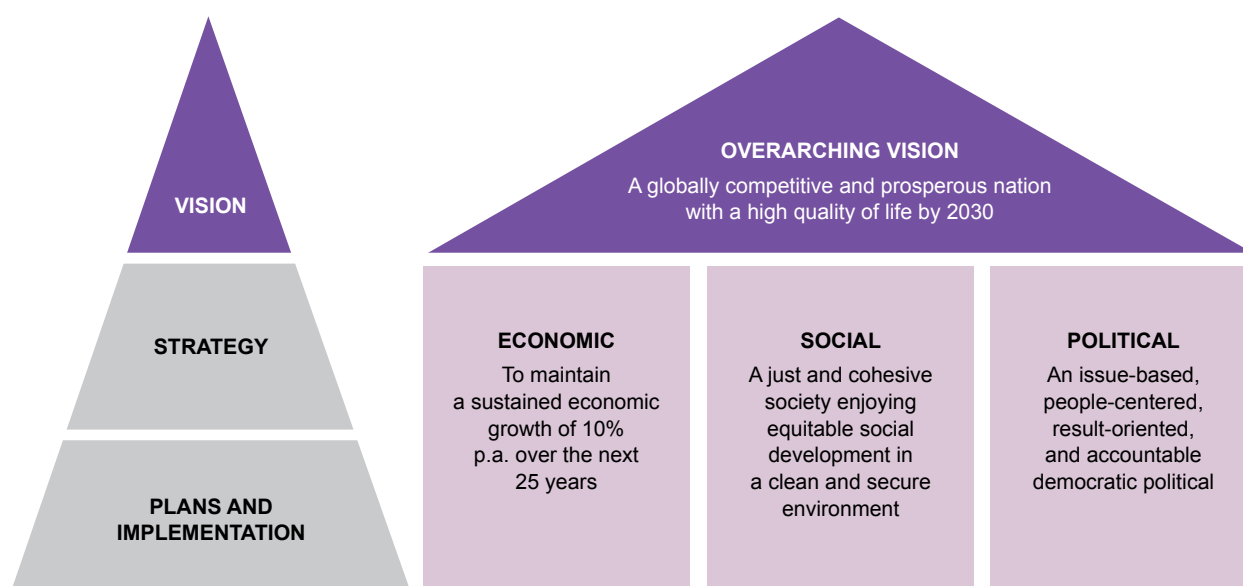
Source: (Government of Kenya, 2018b)

The implementation is coordinated through five consecutive medium-term plans (MTPs) which also serve as the basis for the alignment and coordination of development partners. The first MTP was implemented from 2008 to 2012 (Government of Kenya, 2008), and the second one, MTP2 was for 2013–2017 (Government of Kenya, 2013). The theme of MTP2 was "Transforming Kenya: Pathway to Devolution, Socio-Economic Development, Equity and National Unity" and it gives priority to devolution and to more rapid socio-economic development with equity as a tool for building national unity. The Plan was structured around three pillars; economic, social, and political development pillars, in line with the Vision 2030.

The overall aim of the plan was that by 2018 Kenyan families will have experienced a positive transformation in their earnings and quality of their livelihoods, and Kenya will be a more united, more prosperous society commanding respect in African and the world (Government of Kenya, 2013).

The third and last Mid-Term Plan, the MTP3 (Government of Kenya, 2018a), aims to transform Kenya into a progressively industrialising and a globally competitive nation. It was launched in the end of 2017 for the period 2018–2022.

The MFA Country Strategy for Kenya for 2016–2019 (MFA, 2017) explains that, in spite of progress, failure to tackle structural problems such as poverty, rapid population growth, growing inequalities, increased unemployment, corruption and impunity pose serious risks to Kenya's sustainable development. Furthermore, instability in the region, notably in Somalia, is a considerable security risk, which is further aggravated by terrorism and radicalisation among the Kenyan youth. More intense and frequent droughts and floods pose a challenge for food production, food security and energy production. Conflicts over scarce resources and food insecurity in certain areas, aggravated by climate change, could further fuel conflicts both within Kenya and in the region more widely.

The donor community uses the Development Partners Forum and the Aid Effectiveness Group as the main coordination platforms on development cooperation and aid. The groups are chaired by the Deputy President and the National Treasury, respectively. In addition, Sectoral and/or Thematic Working Groups as well as a joint cooperation strategy lead by the EU are some of the other mechanisms that exist for donor coordination. Finland has been an active partner in these fora and has been chairing gender sector working group and the forest issue group together with the government.

In terms of civil society cooperation, a large number of organisations operate in the country. However, they are regularly challenged by changing political situations and restricting legal frameworks.

1.2 Gender, women's and girls' rights in Kenya

1.2.1 The Journey

The promulgation of Kenya's Constitution 2010 is a major milestone for women's rights in Kenya, especially, with express provision for affirmative action quota (Kanyi, 2016). In Kenya affirmative action is defined as *"deliberate step to reforming or eliminating past and present discriminations using, the law, a set of public policies and/or initiatives designed to stop discrimination on the basis of colour, creed, geographical location, race, origin, gender among others. Affirmative action comprises of programmes and policies designed to redress any disadvantage historically or presently suffered by an individual or group of people (male or female). The groups include women, people living with disability, male and female youth and marginalised communities. The objective of affirmative action is to give both men and women full effect of realising the rights guaranteed by the bill of rights provided in the Constitution"* (FIDA & NGEC, 2015).

Some of the most significant events and movements for women's rights in Kenya include the 1979 adoption of the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) by the United Nations general assembly and the 1985 Nairobi World Conference to review and appraise the achievements of the United Nations Decade for Women. Later, in 1995, Kenya was represented in the Beijing Women Conference (Kanyi, 2016) this article predominantly focus on the period when women strategically focused their energies on providing an affirmative action legislative framework starting with the tabling of the affirmative action motion for increased women's representation in parliament, by Hon Phoebe Asiyo in 1997. This period culminated in the Constitutional Reforms and the subsequent entrenchment of the affirmative action in the Kenya Constitution (KC.

These efforts gave the local gender champions the much-needed impetus and backing to continue their advocacy agenda. The efforts began to bear fruits in the 1990's with the election of the first few women into the national assembly and the rise of women into positions of leadership. Indeed, it is during this period that Kenya had its first female presidential candidate. It was also during this period when Hon. Phoebe Asiyo moved the affirmative action in parliament in 1997, bringing the topic to national public debate for the first time.

In October 2000, the United Nations Security Council passed a resolution on women and peace and security (UNSCR 1325). This resolution urged all actors to increase participation of women and incorporate gender perspectives in all United Nations peace and security efforts (OSAGI, n.d.). This served as a wake-up call on the special role of women in fostering peace and stability alongside other frontiers of development.

In 2000, the government realised the need for a comprehensive and coherent framework for guiding gender mainstreaming. This resulted in the development and adoption of the National Policy on Gender and Development (Society for International Development, 2010). The decision led to an increased number of girls accessing education opportunities, advancing into the professional field, penetrating the job market, and taking up leadership roles.

In 2006, the government established a stand-alone Ministry of Gender. It was headed by a woman and was responsible for promoting gender issues at policy level. The Ministry was later merged with that of Youth and Children and is home to a number of initiatives such as the Women and Youth Enterprise Development Funds.

In a further show of commitment, the Gender Policy in Education was launched in 2007 with focus on the following thematic areas of concern:

i) Disparities in enrolment, retention, and transition rates;

ii) Negative socio-cultural practices and attitudes which inhibit especially girls' access to schooling;

iii) Teaching and learning environment that is not conducive to girls and boys education;

iv) Stereotyping in learning materials and in actual class teaching;

v) Dropout rates of girls due to pregnancy and early marriages, among other issues.

Further, the policy laid emphasis on the role of gender equality in the achievement of the Universal Education for All aspiration, to which Kenya is a signatory.

Today, every ministry has gender officers responsible for gender mainstreaming, to make sure that provisions on government procurement access for women, youth and people living with disabilities are adhered to. The officers are also tasked with ensuring that all activities of the various ministries are gender sensitive as appropriate.

1.2.2 Situation today

UN Women argues that in Kenya female poverty is exacerbated by gender-based violence, including sexual violence, rape, physical violence, and sexual harassment. Women's empowerment is hindered by polygamy, early marriage, and harmful cultural and traditional practices such as female genital mutilation (FGM). Traditional practices governing inheritance, acquisition of land and benefits accruing to land continue to favour men. Women's ability to access the justice system is limited by legal costs, traditional justice systems, illiteracy, and ignorance of rights. Women are also disproportionately affected by HIV/Aids with 6.9% of women aged 15 to 64 affected, compared to 4.4% for men of the same age group (UN Women, n.d.).

However, UN Women also points out the new Constitution as a step forward in this field. The law provides the framework for the government to fulfil basic rights for marginalised and vulnerable groups, especially women and children.

Nevertheless, progress in implementation of the 2010 Constitution has been slow and discrimination against women, disabled persons and minorities persists. Human rights violations by law enforcement agents and security forces, for instance, still occur, and human rights defenders, whistle-blowers and journalists continue to face threats. Although the Constitution promotes gender equality and women's empowerment, there is still significant resistance to implementing existing legislation and policies (MFA, 2017).

The actors bringing about collaborative action to promote women's rights are comprised of women's organisations and other civil society groups advocating for human rights, gender equality, academia, government agencies and departments as well as international aid and development agencies.

Facing these challenges, the National Gender and Equality Commission (NGEC) of Kenya launched a Strategic Plan for the years 2013–2015 giving it the title "Our First Mile" (NGEC, 2013). The document has not been updated for a second period; however, NGEC has continued publishing several other types of publications on gender-related matters every year. The Strategy provides a situation analysis on gender equality in Kenya based on a PESTLE analysis, which stands for Political, Economic, Social, Technological, Legal and Environmental factors. Based on the analysis, NGEC identified 11 priority issues that should be addressed to achieve the organisation's overall goal to "contribute to the reduction of gender

inequalities and the discrimination against all; women, men, persons with disabilities, the youth, children, the elderly, marginalised groups, minorities, and marginalised communities". The issues are:

1. Lack of enforcement of laws, regulations and rules on gender, equality, and inclusiveness issues;

2. Need for laws, policies and administrative guidelines at county governments that seeks for full integration on principles of gender, equality, and freedom from discrimination in all sectors of life with particular focus on Special Interest Groups (SIGs);

3. Inadequate public education on gender equality and non-discrimination;

4. Lack of standards for public and private entities to benchmark on progression towards integration of principles of gender, equality, and non-discrimination;

5. Inadequate public and private sector reporting on mainstreaming of issues of gender, Persons with Disabilities (PWDs), youth, children, elderly, marginalised and minority groups and communities;

6. Undetermined levels of compliance by the State, public and private entities with all treaties and regulations on gender, equality, and freedom from discrimination in all sectors of life;

7. Inadequate funding for gender and equity responsive programs at all levels;

8. Ill preparedness of most sectors to respond and manage Sexual and Gender-Based Violence (SGBV);

9. Low awareness of the existence and mandate of NGEC;

10. Absence of NGEC in counties;

11. Inadequate resources (financial, infrastructure and human) for NGEC to function effectively and efficiently;

12. Greater opportunities to employ Information Technology (IT) in delivery of NGEC mandate.

Kenya's progress on the Millennium Development Goals (MDGs; nowadays Sustainable Development Goals) have been patchy. The country has progressed on universal primary education, gender equality and women's empowerment, and on HIV/AIDS. On improvement of maternal health, the development has been negative (MFA, 2014).

Based on the World Economic Forum's Global Gender Gap Report, some key indicators of Kenya's performance on gender include (World Economic Forum, 2016):

- Economic participation and opportunity
  - Rank 48 out of 144
- Educational attainment
  - Rank 116 out of 144
- Political empowerment
  - Rank 64 out of 144
- Health and survival
  - Rank 83 out of 144

The Global Gender Gap Report explains that the Sub-Saharan Africa region scores in the lower middle range of the Global Gender Gap Index. The Index scores countries on a scale from 0 (corresponding to imparity) and 1 (corresponding to parity). Therefore, the closer the country is to 1, the higher its gender equality. The Index is measured based on economic participation and opportunity, educational attainment, health and survival, and political empowerment.

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Kenya belongs to a cluster of countries that score in the middle range of the region – and of the Index overall: Tanzania (53), Botswana (54), Zimbabwe (56), Lesotho (57), Ghana (59), Madagascar (60), Uganda (61), Kenya (63) and Malawi (67). Globally, in the lower middle-income country category, Kenya is situated in 10th place, leaving 26 other lower middle-income countries behind.

Other key indices include (UN Women, 2016):

- *Lifetime Physical and/or Sexual Intimate Partner Violence: 39%* (Proportion of ever-partnered women aged 15-49 years experiencing intimate partner physical and/or sexual violence at least once in their lifetime.

- *Physical and/or Sexual Intimate Partner Violence in the last 12 months: 26%* (Proportion of ever-partnered women aged 15-49 years experiencing intimate partner physical and/or sexual violence in the last 12 months).

- *Child Marriage: 23%* (Percentage of women aged 20 to 24 years who were first married or in union before age 18).

- *Female Genital Mutilation/Cutting: 21%* (Percentage of girls and women aged 15 to 49 years who have undergone FGM/C).

- *Gender Inequality Index Rank: 135* (The Gender Inequality Index is a composite measure reflecting inequality between women and men in three different dimensions: reproductive health (maternal mortality ratio and adolescent birth rate), empowerment (share of parliamentary seats held by women and share of population with at least some secondary education), and labour market participation (labour force participation rate).

1.3   Finland's development cooperation in Kenya (2012–2017)

Finland has been providing development aid to Kenya since the 1980s. Traditionally, Finland has focused on water, good governance, rural development and natural resources and forestry. Since 2013, the cooperation has been implemented in the framework of Country Strategies. These documents describe the objectives and the implementation modalities of Finnish aid in its long-term partner countries (MFA, 2017).

1.3.1   Finland's strategies for promoting gender equality and women's and girls' rights in Kenya

1.3.1.1   Finland's Country Strategy for Development Cooperation with Kenya 2013–2016

Finland formulated its first Country Strategy for Kenya in 2013 for the years 2013-2016 (MFA, 2014). The document is based on Kenya's long-term development strategy, the Vision 2030 and on Kenya's new constitution.

The main objectives for Finland's cooperation with Kenya in the Strategy are classified into three Development Results. Each result includes one objective and several specific objectives:

Country development result 1: An issue-based, people-centred, result-oriented, and accountable democratic political system

- Objective: A democratic and accountable society that promotes human rights

- Specific objectives:

  – Capacity of the Independent Electoral and Boundaries Commission (IEBC) increased and opportunities for women, youth, minorities, and persons with disabilities participation in the electoral process improved, and organisation of civic education

– Capacity of National Human Rights Institutions strengthened to promote access to justice

– Capacity of strategic Kenyan actors increased to promote gender equality

Country development result 2: To maintain a sustained economic growth of 10% per annum over the next 25 years

- Objective: Poverty reduction through inclusive green economic growth in the agricultural sector

- Specific objectives:

   – Improved livelihoods for the poor in Busia County

   – Increased agricultural production and food security in Busia County

   – Promotion of business development, innovation and knowledge sharing in the agricultural sector

Country development result 3: A just and cohesive society enjoying equitable social development in a clean and secure environment

- Objective: To improve the management and use of forest and water resources with increased participation of communities, civil society, and private sector

- Specific objectives:

   – Progress in forestry sector reform and strengthened forestry governance, including improved capacity and performance of key institutions

   – Improved contribution of forests to rural livelihoods, including more equal benefit-sharing, and environmental sustainability

   – Improved water and sanitation services for the rural poor and more sustainable and efficient water resource management

Finland's Country Strategy for Development Cooperation for Kenya 2013–2016 is based on Finland's Development Policy Programme of 2012, which is marked by an added emphasis on human rights, democratic ownership and accountability, and results-based management. The global document is known by Finnish development practitioners as the strategy that upgraded the cross-cutting themes (including gender) to the category of *objectives* compared to the previous policy.

In terms of gender, the Kenya Country Strategy 2013–2016 states the following:

The reduction of inequality runs through the country strategy as a cross-cutting objective; all Finnish-funded programmes in Kenya are based on the principle of democratic participation and include activities that seek to promote the equal status of women and vulnerable groups. Gender equality is further promoted through targeted interventions facilitated by UN Women. Equality in terms of distribution of wealth is addressed through interventions that contribute to wealth creation for the poor.

Under the Country development result 1: An issue-based, people-centred, result-oriented, and accountable democratic political system, one of the specific objectives is "Capacity of strategic Kenyan actors increased to promote gender equality".

Overall, gender is linked to the work on governance and human rights in this Country Strategy.

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1.3.1.2   Finland's Country Strategy for Development Cooperation with Kenya 2016–2019

Finland's second Country Strategy (MFA, 2017) builds on a long-term positive development scenario as outlined in Kenya's development plan Kenya Vision 2030. The strategy is in line with Finland's 2016 Development Policy. In this context, Finland concentrates its support for strengthening devolved governance, job creation and livelihoods, and W/Gs' rights. The focus of the strategy is further narrowed from the first policy. Rural development and agriculture will be phased out. At the same time, greater emphasis will be placed on supporting private sector cooperation and job creation, particularly in the forestry sector, especially for job creation and the promotion of economic opportunities. Other focus areas include water and sanitation and trade.

The expected results of the Country Strategy are:

Impact 1: Accountable devolved governance that ensures the realisation of rights

> Outcome 1.1: Increased accountability in county-level governance

>> Output 1.1.1 County governments have increased capacity for citizen participation and accountability

>> Output 1.1.2 Increased demand for accountability by citizens

>> Outcome 1.2. Improved access to water and sanitation services in selected counties

>> Output 1.2.1. Improved capacity of selected counties to manage water services delivery

>> Output 1.2.2. Strengthened capacity of selected counties to promote sanitation

Impact 2. Improved access to jobs and livelihoods

> Outcome 2.1. Increased productivity and economic opportunities in forestry and agriculture

>> Output 2.1.1. Kenya Forest Service model plantations managed efficiently with stakeholders

>> Output 2.1.2. Improved products and market access for farmers and their organisations

>> Output 2.1.3. Forestry-related SMEs strengthened to efficiently manage/operate timber value chains

Impact 3. Improved realisation of women's and girls' rights

> Outcome 3.1 Gender-responsive legislation, plans and strategies are implemented at national level and in selected counties

>> Output 3.1.1 Women's increased opportunities to participate in decision-making at different levels

>> Output 3.1.2. Capacities of national and selected county governments enhanced in gender-sensitive planning and budgeting

> Outcome 3.2. Sexual and gender-based violence addressed in selected counties

>> Output 3.2.1. Capacities of relevant duty bearers in selected counties strengthened in the fight against SGBV

>> Output 3.2.2. Communities mobilised in the fight against SGBV in selected counties

For further details on Finland's support to Kenya, the Evaluation of Finland's Development Cooperation Country Strategies and Country Strategy Modality in which Kenya was one case country provides a comprehensive description of the past and present cooperation portfolio of Finland in Kenya (MFA, 2016).

Finland's Country Strategy for Development Cooperation with Kenya 2016-2019 follows the updated Development Policy of Finland from 2016, in which W/Gs' rights were given yet increasing importance compared to the two previous policies. The topic was included among the main objectives of Finnish development cooperation. The policy shift is reflected also in the Country Strategy for Kenya by stating "improved realisation of women's and girls' rights" as the third expected impact.

On this priority area, the Country Strategy states that Finland supports implementation of the cross-cutting gender equality goals that come under the social pillar of Kenya Vision 2030. These so-called flagship initiatives include gender mainstreaming, where the *aim is to enhance the capacities of decentralised gender functions, to collect and use gender disaggregated data, and to establish integrated services to respond to sexual and gender-based violence.* (See also description of the impacts, outcomes, and outputs of Finland's Country Strategy for Kenya for 2013-2016.)

1.3.1.3 Funding profile

The Country Strategy 2013–2016 anticipated a budget of EUR 57.8 million distributed over four years and between the three main objectives (Figure 1.2). Support to gender equality varies between EUR 1.4 and 1.9 million per year.

Figure 1.2: Finland's financing plan for Kenya 2013–2016

	2013	2014	2015	2016
OBJECTIVE: A DEMOCRATIC AND ACCOUNTABLE SOCIETY THAT PROMOTES HUMAN RIGHTS				
Programme				
Support to the organisation of Kenya's elections	2.0			
Support to government oversight agencies		1.0	1.0	1.0
Support to gender equality	1.7	1.6	1.4	1.9
Subtotal	**3.7**	**2.6**	**2.4**	**2.9**
OBJECTIVE: POVERTY REDUCTION THROUGH INCLUSIVE GREEN ECONOMIC GROWTH IN THE AGRICULTURAL SECTOR				
Programme				
PALWECO	4.7	4.3	5.5	7.1
MDG Phase II	3.2			
Subtotal	**7.9**	**4.3**	**5.5**	**7.1**
OBJECTIVE: IMPROVED MANAGEMENT AND USE OF FOREST AND WATER RESOURCES WITH INCREASED PARTICIPATION OF COMMUNITIES, CIVIL SOCIETY AND PRIVATE SECTOR				
Programme				
MMMB	2.8	3.5	2.1	
WSTF	1.5	3.5	4.0	4.0
Subtotal	**4.3**	**7.0**	**6.1**	**4.0**
TOTAL	**15.9**	**13.9**	**14.0**	**14.0**

Source: (MFA, 2014)

For the Country Strategy 2016–2019, MFA has budgeted in total EUR 34 million, comprising a yearly budget of approximately EUR 8 million (Figure 1.3) and divided between seven programme areas (Figure 1.4). These figures do not include humanitarian aid, private sector instruments or the Finnish civil society organisations (CSOs).

Figure 1.3: Budgeting framework of the Kenya Country Strategy for 2016–2019 (million euros)
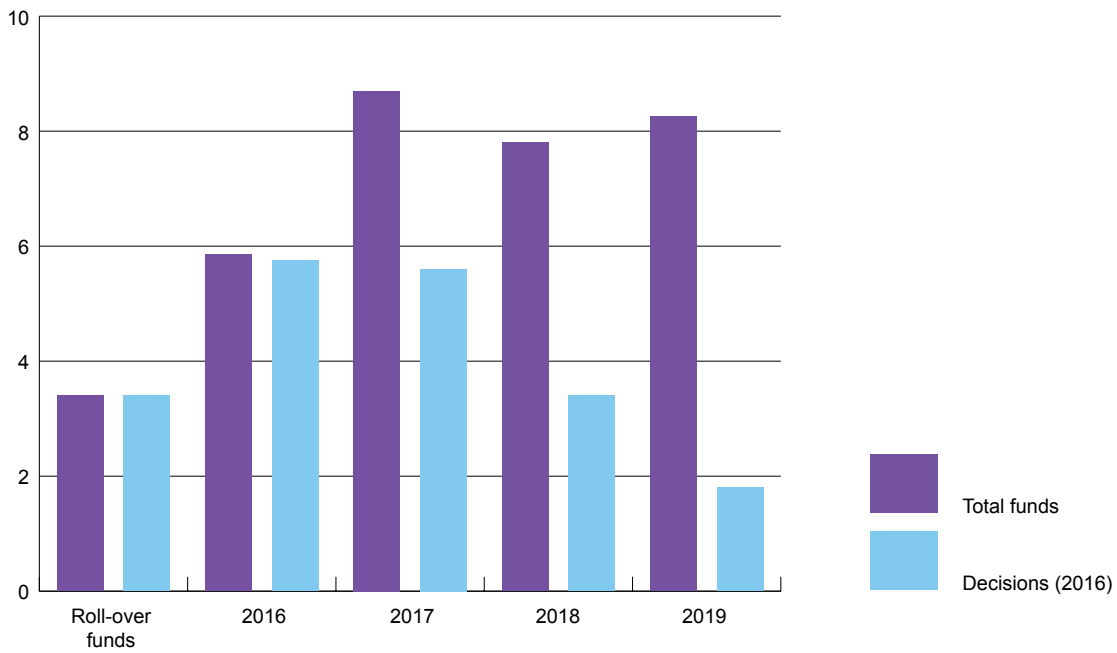
Source: (MFA, 2017)

Figure 1.4: Finland's planned budget allocation for Kenya for 2016–2019
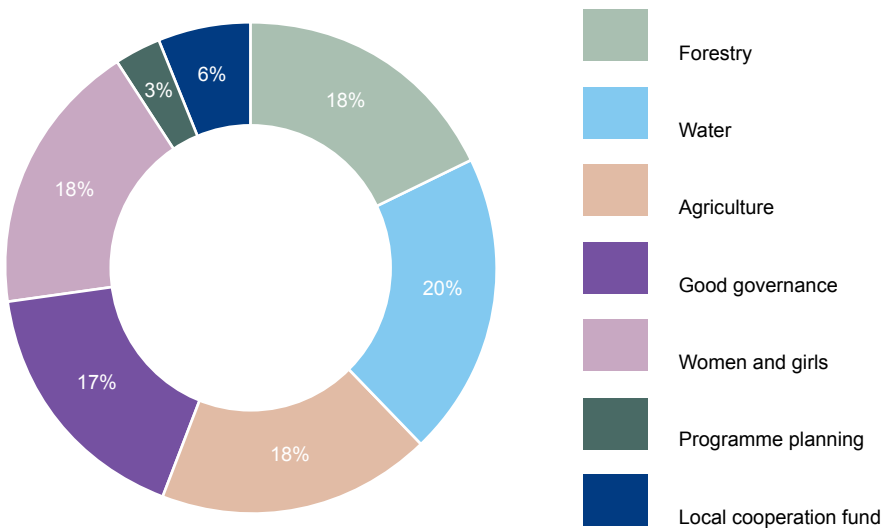
Source: (MFA, 2017)

Finland channels support to Kenya through a variety of aid modalities. Some of the main activities of Finland under each category include:

- Bilateral cooperation

- Multi-bi cooperation

  - UN Women and the World Bank's Multi Donor Trust Fund for Accountable Devolution are supported through multi-bi cooperation

- EU

  - Support to EU joint programming in Kenya

- UN

  - The two main UN organisations receiving Finnish core support (i.e. non-earmarked funding at the level of headquarter) present in Kenya are UN Women and UNFPA

  - Support to the drafting of Kenya's National Action Plan on UN Resolution 1325

- Development finance institutions

  - Main partners are World Bank and African Development Bank

- Private sector instruments

  - Finnfund disbursements in Kenya almost EUR 9 million (3 investments)

  - Finnpartnership in Kenya in 2016–2019: received 82 applications, of which it approved 42

  - Business with Impact (BEAM) programme

  - Concessional credits

  - New forestry and gender programmes will look into possibilities of establishing partnerships with private actors (and CSOs)

- Regional cooperation projects receiving Finnish funding

  - Related to above, some regional cooperation projects support the Aid for Trade agenda, such as TradeMark East Africa (aiming at developing an enabling business and trade environment in the region)

  - World Bank's InfoDev Trust Fund (digital entrepreneurship and innovative agribusiness)

  - Energy and Environment Partnership Programme funded by Finland, the Department for International Development DFID and the Austrian Development Agency (ADA) supports projects in renewable energy, energy efficiency and clean technology

  - Kenya is also a potential target country for the new Public-Sector Investment Facility (PIF) launched in 2016

- CSO

  - In 2015 disbursements to 25 Finnish CSOs in Kenya totalled 5.6 million euros. These include 12 partner organisations that receive multi-annual programme support. Among the partner organisations with activities in Kenya in 2015 were the Finnish NGO Foundation for Human Rights (KIOS), the Abilis Foundation, Fida International, Finn Church Aid, the Finnish Red Cross, Frikyrklig samverkan, the International Solidarity Foundation, Taksvärkki, Plan Finland, Siemenpuu, World Vision and Save the Children.

1.3.1.4 Finland in the overall aid architecture in Kenya

Finland's financial contribution to the overall aid basket in Kenya is small considering other EU and non-EU donors. The following paragraphs provide a general picture on the level allocations of other donors of Official Development Assistance (ODA) in Kenya to demonstrate the role of Finland in the aid architecture. The chapter focuses on aid that is linked to the outcomes described in this country report.

The EU Joint Cooperation Strategy in Support of Kenya's Medium-term Plan 2014-2017 (EEAS, 2014) describes an overview of the level of input of each European Union (EU) Member State in Kenya and the relative importance of each of them in providing development aid to Kenya. The total amount of aid for this period is estimated to reach over EUR 3 billion. The figure does not include other types of aid such as humanitarian assistance or regional programmes or private sector financing. In this context, Finland's financial contribution to the full EU development aid basket is less than 1.5% (Figure 1.5). These numbers do not include any other funding provided by some of the main international ODA partners, such as USAID, and the UN organisations.

Figure 1.5: The indicative financial allocations per EU donor per year in Kenya

Indicate allocation during during MTP2 period (in million €)*				
EU DP	**2014**	**2015**	**2016**	**2017**	**Indicative Total**
Denmark	40	40	40	40	160
Finland	14	10	10	10	44
France	160	160	160	160	640
Germany	77	101	92	49	318
Italy	11	19	27	12	69
The Netherlands	26	20	16	15	77
Sweden	40	43	43	43	169
United Kingdom	124	168	185	185	662
EIB	168	249	185	148	750
European Union	100	110	100	125	435
Indicative Total	**760**	**920**	**858**	**787**	**3325**

* including both grant and loan assistance.

Source: (EEAS, 2014)

Figure 1.6 shows the strategic entry points of each EU development partner in support of Kenya's second mid-term plan (MTP2). In terms of gender, Denmark, Finland, UK, and Sweden have flagged the topic as a priority "sector" under Social Protection, Culture & Recreation.

Figure 1.6: Current interventions in support of the Mid-term Plan 2 (MTP2) of Kenya per EU development partner

MTEF sectors	Sub-sector/Theme	Planned interventions under MTP2 period										
		DK	FI	FR	DE	IT	NL	SE	UK	SK	EIB	EU
Agriculture, Rural & Urban Development	Agriculture & Rural development	•	•	•	•	•	•	•	•	•		•
	Urban development			•		•		•	•			
	Resilience / ASAL	•			•	•		•	•			•
	Land reform											
	Food security				•			•	•			•
Energy, Infrastructure & ICT	Energy			•	•	•			•		•	•
	Infrastructure			•	•				•		•	•
General Economic, Commercial & Labour Affairs	Private sector development (job creation)	•						•	•			
	Financial services							•	•			
	Trade & Regional integration								•			•
Governance, Justice, Law & Order	Elections	•	•					•	•			•
	Justice & Rule of law	•			•		•	•				•
	Human rights	•	•				•	•	•			
	Democratic governance	•	•		•		•	•	•	•		
	Police							•	•	•		
	Devolution	•	•					•	•	•		•
	Public financial management	•			•			•				•
Environmental Protection, Water & Natural Resources	Environment & climate change	•	•	•		•	•	•	•			•
	Water & sanitation	•	•	•	•	•	•	•				
	Extractive industries								•			
Health		•			•	•			•	•		
Education				•	•				•	•		
Public Administration & IR	Public sector reform							•				
National Security		•							•			
Social Protection, Culture & Recreation	Gender	•	•					•	•			
	Social protection							•	•			

Source: (EEAS, 2014)

According to DFID's website on UK's aid to Kenya, DFID's priorities tend towards nutrition, education, reproductive health and family planning (DFID, 2018). Danida's work on gender equality focuses on four main areas: Ensuring equal access to health services; Men and Women in Business; Promotion of equal access to natural resources (MFA of Denmark, n.d.).

Together with Finland, Sweden's development cooperation agency SIDA is one of the two biggest contributors to UN Women in Kenya with roughly EUR 1–2 million yearly contribution. SIDA's other work in Kenya on gender is embedded in the wider framework of democracy and human rights, which translates into support for reforms in the judicial system, capacity building to tax, audit and statistics authorities and police. In addition, some of the main channels of SIDA's aid include Diakonia and Forum Syd, which strengthen civil society in their work to monitor the work of the authorities (SIDA, 2017).

Finland's financial contribution to UN Women Kenya sums in total EUR 7.9 million provided in three periods (First period: EUR 1.7 million for 30/09/2011-31/12/2013; Second period: EUR 2.2 million for 18/12/2013-31/12/2016, Third period: EUR 4.0 million for 18/12/2013-31/12/2019).

Overall, and as illustrated by the Figure 1.6, most EU Member States have been involved in the Governance, Justice, Law & Order sector in Kenya demonstrating the general interest of development partner community to support the Government of Kenya in its reform processes. Therefore, it is challenging to deconstruct individual countries contributions to the overall governance agenda.

When it comes to the total amount of aid to Kenya, according to Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee's (DAC) data on aid (OECD, 2017), the country received on average USD 2.8 billion ODA per year (based on a 3-year average between 2013 and 2015).

In terms of contributions to UN Women Kenya, the organisation receives funding from Finland, Sweden, Japan, UNDP, and a number of other smaller donors (as an example, see Figure 1.7). The largest share of funding comes typically from Finland, Sweden, and the UN itself. These funds are not earmarked to any specific activity but support the implementation of the UN Women Kenya country strategy. Therefore, it can be argued that all UN Women actions can be attributed to Finland in proportion of the donor's financial contribution.

Figure 1.7: Sources of financial contributions to UN Women as per the 2016 report

Contributions	US Dollars
Balance as at January 2017	
Finland	
2016 Balance	69,565
Funds received in December 2016 (excluding support costs)	982,936
Sweden	
2016 Balance	273,997
Funds received in December 2016 (excluding support costs)	1,509,498
Other Balances from donors	715,000
Contribution received in 2017	
Finland received in June 2017	1,179,245
Sweden received in December 2017	1,616,573
Other Donors -UNDP (Devolution-DFID)	553,680
Other Donors -UNDP (Elections-DFID/USAID)	1,348,000
Other Donors -Japan	621,000
Other Donors -UK, Australia, Unilever, UNFPA	659,529
Core resources	1,005358
Total Contributions	**10,534,381**
2017 Budget	
Donor contribution 2017 budget	7,143,283
Core budget	1,005,358
Total Budget	**8,148,641**

Source: UN Women, 2017b

In the beginning of the evaluation period (2012–2013), Finland was still funding the end of the Gender and Governance Programme. It was a basket fund that promoted equal opportunities and access to services for both men and women, addressed the need to include women's issues in governance structures, and supported women's leadership at national and local levels. The programme was funded by DANIDA, NORAD, SIDA, the Netherlands, Finland, Spain, UK DFID, and CIDA (DANIDA, 2018).

2 Case studies and resources

Four related areas of results were identified from document reviews and interviews during the field mission and remote calls. They are discussed as case studies in the main report. The resources for each of these case studies are specified below:

Case study 6. Adoption and implementation of the Kenya National Action Plan on UNSCR 1325

Informants consulted: representatives of the Embassy of Finland in Nairobi, UN Women Kenya, the State Department of Gender Affairs, the National Steering Committee on Peace Building and Conflict Management (NSC), the Kenya National Commission of Human Rights (KNCHR), the National Gender and Equality Commission (NGEC), the Development Partners Group on Gender, as well as the Finnish-supported CSOs Wajir Women for Peace, Haki Africa, Refugee Consortium of Kenya, Kenya Human Rights Commission, and Rural Women's Peace Link.

Key document sources included: Annual Results Report on Development Policy and Cooperation in Kenya (prepared by the Embassy), UN Women Kenya Annual Reports, CSO project documents and reports, and the above-mentioned government institutions' publications.

For triangulation purposes and for situating Finland's contribution in the WPS agenda in Kenya, we reviewed publications of relevant ministries (e.g. Ministry of Defence of Kenya), researchers (Aroussi, 2017; Hellsten, 2016; Njambi, 2014; OSCE, 2014; Wamai, 2013), development partners and UN organisations' (e.g. EEAS, UN Peacekeeping, UN Kenya, UN Security Council, Intergovernmental Authority on Development), newspaper articles (e.g. The Nation), and websites (e.g. UWIANO Platform for Peace, Peace Women).

Case study 7. Women's increased participation in political decision-making in Kenya

Informants consulted: representatives of the Embassy of Finland in Nairobi, UN Women Kenya, the State Department of Gender, the National Gender and Equality Commission (NGEC), the Development Partners Group on Gender. Several relevant organisations that have received direct or indirect funding from Finland; URAIA Trust, Rural Women's Peace Link, Federation of Women Lawyers (FIDA-Kenya), the Centre for Rights Education and Awareness (CREAW), and the Kenya Women Parliamentary Association (KEWOPA).

Key document sources included: Annual Results Report on Development Policy and Cooperation in Kenya (prepared by the Embassy), UN Women Kenya Annual Reports, CSO project documents and reports, and the government institutions' publications and websites mentioned in Case Study 6.

Triangulation: One of the key resources for verifying facts on elections results was the publication A Gender Analysis of the 2017 Kenya General Elections by NDI & FIDA (NDI & FIDA Kenya, 2018). We also consulted information provided by development partners (e.g. UNDP) to understand the role of Finland and UN Women in the elections processes in Kenya.

For results on violence against women during elections, the information sources mentioned under the Case Study 6 on WPS in Kenya apply to this case, as well.

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Case study 11. Promotion of good governance to strengthen integrity and accountability in Kenya

Informants consulted: Advisor responsible for the gender, governance, and human rights results area in the Finnish Embassy in Nairobi during the programme implementation; the Officer managing the intervention in the GIZ in Nairobi.

Key document sources included: All programme documents received from MFA including steering committee meeting minutes, reports, and evaluations. We also reviewed the relevant MFA Annual Results Reports on Development Policy and Cooperation prepared by the Embassy of Finland and any publicly available information on the GIZ's website related to the programme (e.g. https://www.giz.de/en/worldwide/24981.html).

Case study 14. Enhanced access to justice for GBV victims through Finland's FLC in Kenya (CREAW)

Informants consulted: focus group discussion with CREAW staff members; in addition, a group of 45 beneficiaries of CREAW's services were consulted in a gathering in a community house in the Kibera slum in Nairobi, the main intervention area of CREAW.

To situate the NGO's action to the national context in Kenya, GBV-related matters were discussed with representatives of the Embassy of Finland in Nairobi, UN Women Kenya, the State Department of Gender, and the National Gender and Equality Commission (NGEC), URAIA Trust, Samburu Women's Trust, Haki Africa, and Wajir Women for Peace.

Key document sources included: CREAW's project documents and reports; reports and research papers by other development actors, research institutes, and Kenyan public organisations (NCRC, 2014; NGEC, 2016b, 2016a; Shackel & Fiske, 2016; Watts et al., 2015).

3 Outcome Network on Women's Participation in Political Decision-Making

The outcome network on women's political participation (see figure below) describes the main action items that build an integrated approach for advancing women's role in public governance institutions.

The left part of the figure illustrates the events in interaction with the citizens and civic education. Civic education campaigns prepare the ground with a long-term perspective in terms of building future women leaders starting from the grassroots level. CSOs (such as the Finnish-funded URAIA Trust specialised in civic education) carry out sensitisation activities before and during elections. These include also training of the media to help the journalists to formulate articles that portray women positively in the context of their political agenda. The voter registration campaigns are also part of civic education interventions.

The right-hand side of the figure follows paths related to peace and security in elections. The elections need to be implemented in a sufficiently peaceful environment to prevent women candidates to drop out due to excessive risk of being physically assaulted or otherwise threatened. The public security systems need to function effectively, preferably including a women's situation room during elections that addresses specifically risks encountered by female voters and aspirants. A number of women have abandoned their campaign or their political career altogether due to violence or threats of assault towards their families. This represents a serious challenge in the political arena in Kenya.

The middle part describes the path that the candidate herself walks through. Systematic capacity building of female parliamentarians and other women in political positions is important to ensure that

they promote the gender equality agenda in their work together with male champions. Elected women encounter challenges for promoting the gender equality agenda when in office. The reasons may include the lack of commitment from the political party or shortage of resources to prepare the required background materials to take messages forward. Donors should also not assume that women automatically promote the gender equality agenda.

Long-term action on the policy and legal framework ensure that the enabling environment is in place for the behavioural changes to occur. This includes lobbying for the implementation of the 2/3 gender rule and working together with the political parties to support them with the implementation of new laws and guidelines. For example, some NGOs (including the Finnish-funded Centre for Rights Education and Awareness CREAW and UN Women supported NGEC, Kenya Federation of Women Lawyers FIDA and Community Advocacy and Awareness CRAWN TRUST) have taken the government to court for not complying with the 2/3 rule.

Behavioural changes are required to happen in three stakeholder groups for women to become elected in decision-making positions; women candidates themselves, party leaders and their advisers who nominate women to the lists of candidates, and the voters. In order for a woman to take the decision to run for elections, a dedicated support system is required to back her up psychologically (acceptance by spouse and family), financially (campaign costs) and physically (protection and safety during campaign). The main gate keepers of women's participation in elections are the party leaders and their advisors whose commitment and support are required for them to provide visibility for the candidate. The contestant's case has to be aligned with the party's agenda and to provide added value e.g. through financial contribution or wide support from the constituency. Finally, the voters need to first register as voters and mark their ballot the day of the elections. In addition, the role of the traditional leaders should not be underestimated in influencing the voting decisions of some of the citizens regardless of the confidentiality of the elections process.

To summarise, there are six critical moments of behavioural changes that are required to happen to allow women take leadership positions. These are (1) that women decide to run for elections, (2) support systems are available (including financial resources), (3) political party leaders and their advisers decide to nominate women in the list of candidates, (4) voters register as voter, (5) voters vote for women, and, finally, (6) there is a peaceful environment enabling women that have succeeded at the nomination level to run for general elections, coupled with political party leaders allowing the women aspirants who have received enough votes at nomination to further be on the ballot box.

In the figure below, the flag-shaped elements show the types of interventions that the implementing organisations have taken in this field. The round shapes show some examples of challenges encountered in the process. The pink square shapes show outcomes (behavioural changes). They demonstrate who are among the most important gate keepers who need to be engaged to ensure progress towards including women in peace and security. The Finnish flags show where Finland's development aid funds have been used to implement the activities either through UN Women or other organisations. Three squares have been painted green demonstrating the starting point, the main outcome, and the final objective. The dark red hexagons correspond to the six critical moments described in the paragraph above.

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Figure 3.1: Impact pathway supporting women's increased participation in political decision-making
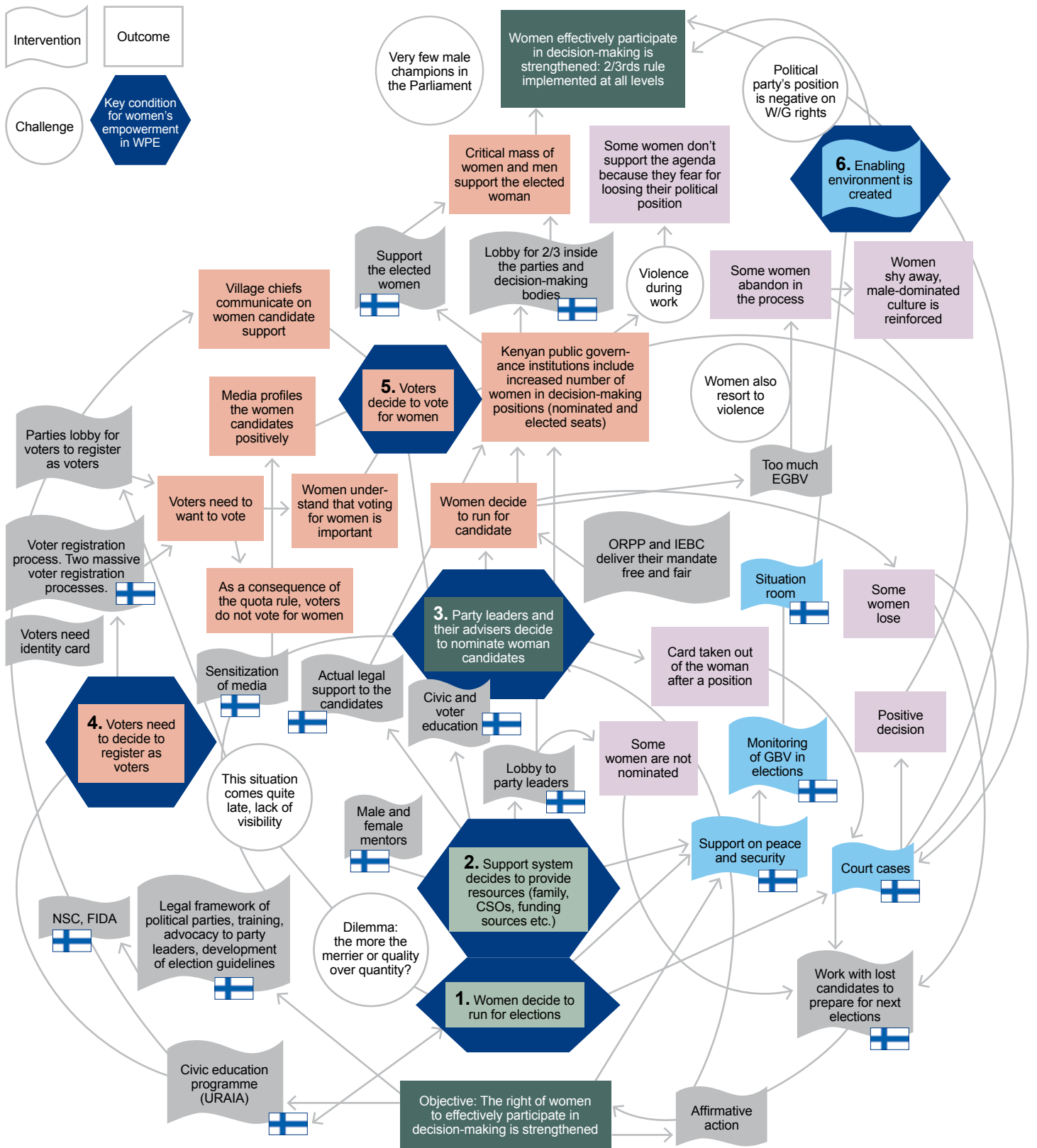
Source: Evaluation team based on stakeholder interviews

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ANNEX 14: SOMALIA MISSION CONTEXT

1 Country Context

1.1 General country context

Somalia is located on the east coast of Africa and borders Kenya, Ethiopia, and Djibouti. It comprises Italy's former Trust Territory of Somalia and the former British Protectorate of Somaliland. In 1991, after the collapse of the government of the Somali Republic, **Somaliland** declared its independence unilaterally, but it has not yet been recognized by the International Community. It is characterized by relatively stable and functioning executive, legislative and judiciary institutions. In 1998, **Puntland** declared itself an autonomous state but without seeking to secede from Somalia.

The population of Somalia is currently estimated to be 12 million, with a growth rate of 3% per annum. Seventy per cent of Somalis are under the age of 30 years and life expectancy is estimated at 45 years. The Somali population is classified into pastoralists, agro-pastoralists, coastal and riverine rural populations, with a third of these residing in urban settings. The Somalia GDP was estimated on approximately 6.2 billion USD for 2016, with 5% nominal growth, while the poverty rate was 51%. According to the World Bank, donor funding to Somalia in 2016 amounted for 1/3 of the total revenue, which was 55.3 million USD. The domestic revenue was not yet strong enough to provide public services on its own. The World Bank also states that administrative and security sectors take 90% of public spending, leaving the rest for economic and social services ('World Bank Data, Somalia', n.d.).

Somalia has had a very turbulent few decades, with civil conflict continuing to impede its development progress, which is further exacerbated by famine and environmental hazards, such as the recent drought in 2017. The core state functions have been weakened and its capacity to provide basic services to its citizens has been low (MFA, 2017a). Somalia has had difficulties in addressing any MDGs by 2015 due to the continued internal struggles and security concerns. The latest report is from 2010, where it was predicted that most goals are unlikely to be met (Transitional Federal Government of Somalia, 2010), which turned out to be the reality five years later. The newly established SDGs have been officially launched by the State in collaboration with UNDP Somalia in early 2016 for implementation at country level (FGS Ministry of Planning, Investment and Economic Development, 2016). No specific action has been announced yet, but the event aimed at raising awareness on SDGs, incorporating the targets in the Somali context, and mobilizing national and international actors to support, implement and monitor the achievements in Somalia.

The New Deal process and Somali Compact

Following 22 years of civil conflict, violent extremism, and state failure, Somalia established its first Federal Government in 2012. The Provisional Constitution of the Federal Republic of Somalia (FRS) was a landmark for the newly strengthened state development. The establishment of the new government initiated the **New Deal process and endorsement of the Somali Compact** by the development partners, determining the priorities for Somalia for 2014–2016 (MFA, 2017a). The New Deal movement began at the fourth High Level Forum on Aid Effectiveness held in November 2011 in Busan, Korea, and was a new approach to facilitate peacebuilding and support fragile states trying to recover from conflict and rebuild their societies, their institutions, and their government. In Somalia, the New Deal approach emphasized a strong ownership of the government-led process, aiming to increase transparency and accountability and building mutual trust among partners (UN Somalia, n.d.).

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The Somali Compact envisaged *"a new political, security and development architecture framing the future relations between Somalia, its people, and the international community"* (Federal Government of Somalia, 2013). Revolving around five "Peace and Statebuilding Goals" (PSGs), the Compact promised to address the need for responsive governance institutions aiming to *"foster the resilience of Somali people and institutions, restoring the Somali people's trust in the state and its ability to protect and serve their basic needs for inclusive politics, security, justice, an economic foundation and revenue and services, in full respect of human rights"*. It was endorsed at a conference in Brussels hosted by the Federal Government of Somalia (FGS) and the EU in September 2013. It was backed by donor pledges of EUR 1.8 billion and "intended to increase the alignment of international assistance to Somalia's own national peacebuilding and statebuilding priorities, and to enshrine the principals of mutual accountability for delivery on the commitments made between Somalia and its development partners." (Hearn & Zimmermann, 2014). It was seen as a living document reflecting the on-going transition process and providing guidance to ensure long-term achievements in peace and statebuilding (Federal Government of Somalia, 2013).

Several authors have reflected on the New Deal approach and the Somali Compact. In 2014, Hearn and Zimmermann argued that while the process in Somalia has created a paradigm shift in international policy rhetoric around Somali ownership and leadership, there were also major trade-offs related to the issues of process, risks, and implementation of the Compact. One of these including the *"need for a substantial realignment of aid and donor practices to Somali objectives vs. maintaining programs aligned to existing commitments and strategic objectives"* (Hearn & Zimmermann, 2014). Manuel et al. reviewed the Somali New Deal process in 2017 and found that there had been serious challenges: scope and timelines had been ambitious, security challenges had limited development partners' presence in Mogadishu, and the political changes within the Federal Government of Somalia (FGS) in the early years had hampered efforts to build effective working relationships (Manuel, McKechnie, Wilson, & das Pradhan-Blach, 2017). However, despite the challenging context, the informants consulted by the authors indicated that the Compact was generally positively received, the position was better than before and progress with the Compact would have increased over the last year.

Somalia's National Development Plan 2017–2019

The New Deal Compact paved the way for a new political, security and development architecture, and framed the relations of Somalia and the donor community. Guided by the Compact, the process of inclusive member state forming was completed in October 2016, consistent with the Provisional Constitution and Somalia's laws. In 2017, the FGS put **forward a National Development Plan (NDP) for 2017–2019**, outlining its development priorities and its relations with development cooperation aid. The Plan was elaborated with close assistance from development aid donors and will be continued to be discussed within several forums, including the National Advisory Council, Line Ministries Directors General, Somali Regional/State Ministerial Planning Groups, Somali Macro-Fiscal Technical Working Group, international development partners and donors special meetings, various peace building and state building working groups, and international conferences and gatherings. Also, an M&E Working Group was established to help developing the result and M&E framework.

The NDP has a strong focus on tackling poverty, with the following overall goals (Federal Government of Somalia, 2016):

1. Secure environment, more open politics and reconciliation;

2. Reduced abject poverty;

3. More resilient communities that can withstand internal and external shocks including cyclical droughts and other natural disasters;

4. Vibrant economic sector, with particular focus on agriculture, livestock and fishing;

5. Increased availability and accessibility of quality of basic education, health, water and sanitation services;

6. Improved health outcomes, reduced maternal and child mortality, reduction in malnutrition rates as well as prevention and control of communicable and non-communicable diseases;

7. Increased employment opportunities and decent work particularly for the youth;

8. Federal political and economic framework that empowers the federal member states deliver services and economic opportunities to the citizens of Somalia in a secure environment.

As investment priorities between 2017 and 2019 the NDP identifies security, rule of law, governance, infrastructure, clean water, energy and resilience. With regards to economic development, the NDP emphasises traditional areas such as agriculture, livestock and fishing utilizing the strengths of the private sector and reviving sea transportation to facilitate movement of goods and people within and outside Somalia.

The NDP states the following concrete policy priorities:

- Make significant strides towards a society with an open and inclusive political system, including one person – one vote elections in 2020;

- Make significant inroads towards a society where our citizens can live in security, including larger proportion of our territory under firm government control, a reduction of terrorist attacks and reconciliation of communities that have been or are living in adverse relations;

- Ensure the implementation of a solid rule of law engagement in society;

- Reduce abject poverty – we hope to reduce the poverty incidence by 2% annually;

- Stimulate a vibrant economic sector, with particular focus on agriculture, livestock and fishing – we hope to achieve a stable growth of 3–5 % annually;

- Increase employment opportunities and decent work particularly for the youth – we hope to create through steady economic growth at least 500,000 stable jobs;

- More resilient communities that can withstand internal and external shocks including cyclical droughts and other natural disasters through integrated approaches towards risk management and development;

- Increase availability and accessibility of quality of basic education, health, water and sanitation services.

- Improve health outcomes, reduced maternal and child mortality, reduction in malnutrition rates as well as prevention and control of communicable and non-communicable diseases;

- Rebuild the Somali National Armed Forces and the Police Force;

- Develop a solid federal political and executive framework that empowers the federal member states to deliver services and economic opportunities to the citizens of Somalia in a secure environment;

The NDP outlines three aid scenarios for 2017-2019: for the baseline scenario the overall development would be expected to maintain its rate with an annual increase of 2%; for the high case scenario the aid would increase by 5% annually; and for the low case scenario it would decrease by 5% annually (Federal Government of Somalia, 2016). These projections indicate the need for revenue mobilization for the government domestically.

It is important to note that due to the high conflict situation and continuing risks such as corruption, extremism and environmental hazards, the NDP and its movement towards sustainable development pose a challenge. As a result, aid development has been highly driven towards security measures so far and will continue to do so to stabilise the situation in Somalia in order for the government to operate.

Current challenges

Somalia's **political landscape remains fragile** in spite of important improvements in stability. The challenges that Somalia faces are complex and differ widely based on various social, regional, and political contexts. Somali people are conflicted with security issues, poverty, and a clan-based male dominated society. Among the key factors of insecurity are the Al-Shabaab insurgents, the high quantities of uncontrolled weapons in the hands of the civilian population, weak state institutions, corruption, and capacity lack of effective law enforcement mechanisms.

Local extremist groups such as Al-Shabaab pose high threats to security in Somalia. During the time of the field mission to Somalia, the Human Rights and Protection Group reported a *"significant 89 per cent increase in civilian casualties in March, primarily the result of a series of attacks carried out by Al-Shabaab in Mogadishu"*. The Global Conflict Tracker of the Council on Foreign Relations estimates the current number of Al-Shabab fighters to be between 7,000 and 9,000 (Council on Foreign Relations, n.d.). The situation is more stable in the northern regions of the country due to more robust institutional systems in place. Nevertheless, security risks affect the impact of development aid in Somalia and governmental efforts in maintaining stability and providing all necessary services to its people.

Moreover, the lack of educational and job opportunities makes Somalia's large youth cohort vulnerable to recruitment by extremist and pirate groups. According to the Index Mundi 2018, Somalia has one of the world's highest youth unemployment rates and just over 40% of children are in school (Index Mundi, n.d.b). The FGS recognises that it is very important for Somalia to improve its economy and provide education and jobs for its citizens (Federal Government of Somalia, 2016).

Extremism movements have also affected **increased displacement levels** of the population, and the overall humanitarian crises is causing high risks of famine and increasing refugee and asylum seekers movements. **Poverty** is widespread with around 45% of the population "surviving" on $1 or less per day, and 73% on less than $2 per day ('World Bank Data, Somalia', n.d.).

Further, a large proportion of Somalia's population is extremely vulnerable **to environmental hazards**, which have had a significant negative impact on the population, such as the 2013 cyclone and the 2017 drought. These unpredictable climatic weather patterns cause a significant impact on livelihoods. According to UNEP, the key environmental concerns include land degradation, which is closely linked to desertification, drought and unsustainable livestock and agricultural practices; food insecurity and livelihoods; possible hazardous waste; lack of marine and coastal management; and the mitigation and management of natural disasters (UNEP, n.d.).

The MFA Country Strategy 2017–2020 for Somalia states that **Somalia's weak institutions** are highly prone to corruption, and this effects on the volume of necessary investments needed (MFA, 2017a). In Transparency International's Corruption Perception Index from 2017, Somalia is ranked as the most corrupt of the 180 assessed countries (Transparency International, n.d.). Corrupt government officials and dysfunctional institutions hinder prospects of economic competitiveness. Although Somalia's Provisional Constitution criminalizes several forms of corruption, implementation of the laws is non-existent.

Finally, **clannism** is one of the key factors of the deep political divisions over federalism. The political constitution of the Somali society is influenced by the importance of kinship and its specific kind of social contract (Gundel, 2006). Clan is used as a tool for power sharing. For instance, since the Arta Conference in Djibouti in 2000, there is a guiding ideology of the Federal Republic of Somalia for dividing

the Somali population along five clan groupings, called the "4.5" clan formula". The "4" stands for the four major clans, the Darood, Dir, Hawiye, and the Digil-Mirifle (also known as Rahanweyn). The "0.5" reflects the "Other" or minority clans including, but are not limited to, Madhibaan (Midgaan), Yaxar, Tumaal, Ogeyslabe, and Yibir, and other ethnically non-Somali people. The 0.5 coalition group is only-worth half the value of each of the other four groups in terms of political representation. The system thus is discriminating minority groups. The clan structure itself is a patrilineal hence discriminating women, positioning them to second class. All clans in the 4.5 clan formula system oppose women to represent them politically and most of the government positions are given to men.

1.2   Gender, women's and girls' rights in Somalia

There is a deeply rooted gender inequality in Somalia. According to UNDP, the gender inequality index is 0.773 (0-1 scale where 1 is the worse) (UNDP, 2012). Somali women and girls are particularly vulnerable to challenging living conditions. Somalia is considered to be one of the most unsafe countries for women and girls (MFA, 2017a), where the role of women is also limited by the cultural and religious expectations, with little access to economic resources and participation in decision-making for women. Only 33% of women are participating in the labour force, most women are uneducated, and in 2016 only 13.8% held seats in the Parliament (UNDP, 2016). In the Federal Republic of Somalia, only 24% of the Members of Parliament are women (World Bank, 2017). In the Self-Declared Autonomous region of Somaliland there is only one woman (in a total of 182) in the Lower House and none in the Upper House.

The overall literacy rate in Somalia was 37.8% in 2001, with that of men being at 49.7% and that of women at 25.8% (Index Mundi, n.d.c). Girls are most affected because of these social and cultural barriers; they make up only 36% of students in schools. In addition, there are a number of barriers that affect women and girls' access to health services. There are not enough health services and facilities in rural areas, as well as financial obstacles such as user fees and transportation costs limiting access, and the services are often of poor quality with unqualified health personnel, which leads to mistrust in the health care system and therefore reliance on traditional healers.

This is further exacerbated by the high rates of violence against women, rape, cases for genital mutilation and child marriage (UN Women Africa, n.d.). Women and girls continue to face serious human rights violations in the form of multiple kinds of gender-based violence (GBV). In 2016, 45% of women aged 20-24 were forced into child marriage before turning 18, and 98% of women aged 15-49 going through female genital mutilation (UN Women, 2016). Also in 2015, adolescent birth rate between ages 15-19 was 104 per 1,000 births (UNDP, 2016). Moreover, between 2009-2015 49% of children aged 5-14 participated in child labour (UNDP, 2016).

Infant mortality rate was at 94.8 deaths/ 1,000 live births in 2017 (Index Mundi, n.d.a). Most common cases for child mortality are diarrhoeal diseases, respiratory infections and malaria, with an estimated 87% of all population at risk of malaria (UNICEF, n.d.-b). Malnutrition is a big problem and most do not have access to health services, such as for maternal and reproductive issues, lack of clean drinking water and safe sanitation facilities.

Maternal mortality in Somalia was at 1,200 deaths/ 100,000 live births in 2008, and decreased to 732/ 100 000 in 2015 (Index Mundi, n.d.a), and neonatal mortality rate per 1,000 live births was at 40 in 2015 (UNICEF, n.d.a). In 2017, 33% of women had a skilled attendant at birth and only 9% have institutional deliveries (African Development Bank, 2017). According to UNICEF, the better educated the mother is, the more likely she will receive critical maternal health services (UNICEF, n.d.a).

Gender in the Somali Constitution

Gender has been identified as one of the cross-cutting issues for Somalia, including gender mainstreaming and in relation to justice (Federal Government of Somalia, 2013). The Provisional Constitution of

Federal Republic of Somalia recognizes and emphasises that the State must not discriminate against any person with regards to their gender (Article 11). The Constitution also states that women have a special right of protection from sexual abuse, segregation and discrimination in the work place, while labour law should abide by gender equality in the work place (Article 24). Article 3 outlines the Founding Principles, where it states that women must be included, in an effective way, in all national institutions, in particular all elected and appointed positions across the three branches of government and in national independent commissions. In addition, Article 15 emphasises the prohibition of violence against women, while Article 27 states that women, the aged, the disabled and minorities who have long suffered discrimination get the necessary support to realize their socio-economic rights. Finally, Article 15 prohibits circumcision of girls. The Constitution reinstates the legal stance on protection of women and girls' rights and overall promotion of equality and freedom for women and girls.

However, this is very difficult to enforce and implement in practice, and as is demonstrated above, gender-based violence and health services provision remains and issue. Some of the challenges in the Provisional Constitution include: it is not explicit on quota to promote and ensure the representation of women in all government institutions in Somalia. There is no Chapter that specifies the social, economic and political rights of women explicitly. The Federal Constitution adopted on the 1st of August 2012 does not mention the quota of 30% women representation in all political institutions, despite the advocacy for its inclusion in the Garowe II Principles which outlined a framework for the interim administration's scheduled political transition in August 2012 to a permanent government. Furthermore, there are no specific sections that look at women and girls' rights and entitlements.

Gender in the Somali Compact and National Development Plan 2017–2019

The Somali Compact, however, recognizes the role women have played and will continue to play in community mobilization and peacebuilding in Somali society. It promotes their economic empowerment and participation in political and public decision making processes. The Compact also recognizes the need to address the development needs of the Somali population who are displaced inside the country, or returning from surrounding countries.

Notably, the gender focus has been widely integrated across the NDP. Development cooperation strategies have been linked closely with NDP priorities, streamlining primary focus towards institutional capacity building, poverty reduction and the importance of gender considerations. It recognizes that it is necessary to improve gender equality in order to stimulate economic growth and overall development and stability of the country, stating that overall gender inequality, *inter alia*, is a determinant of poverty.

The NDP puts forward solutions on how to incorporate more empowering, inclusive, healthy and safe livelihood for women and girls. Importance of women is recognised in their role in politics, community mobilisation and peace building, as well as participation in decision-making processes. Key issues highlighted by NDP are (Federal Government of Somalia, 2016):

- Gender and clan based discriminatory and exclusive political process;
- Low level/inadequate spaces provided for women and other marginalized groups in peace and reconciliation processes of the country;
- Protection of women, and young girls in the context of the armed conflict and against violence;
- Respect for the rule of law and all human rights (protection) of IDPs and stateless women, girls and young people;
- Ratification /domestication and enforcement of international human rights instruments;

- Development of human rights-compliant legislative and policy frameworks, including at the level of the Constitution, establishment of a national human rights institution, and the strengthening of civilian police and the judiciary;

- High level of illiteracy, and limited information on human rights of women, including access to justice when violated.

The NDP aims to tackle these issues through inclusive politics, security with stabilisation activities, and rule of law and access to justice. For instance it aims to support the Somali Bar Association and Women's Lawyers Associations, and encourage women and youth to participate in decision-making through district community forums on an equal level with existing members to shape the developments of the districts (Federal Government of Somalia, 2016). The importance of women participating in the economy in equal terms to men is put forward as an economic target to improve employment rates in Somalia, and providing better jobs for women. The current target is 60% for women and 70% for youth. In addition, plans are laid out for improvements in health care provision and addressing of malnutrition issues to tackle high mortality rates and support current health services. This is all lead by the Ministry of Women and Human Affairs, yet the issues continue, and it would require stronger implementation action to uphold the standards outlined in the Constitution and NDP.

Due to lack of governmental control over some of the territories, it is difficult to collect comprehensive data on gender gap index, income rate level and inequality rates. As a result, no information is available on the ratings and ranking in World Economic Forum or Global Gender Gap Report.

The Convention on the Elimination of All Forms of Discrimination Against Women in Somalia

Somalia remains one of the few countries worldwide that have not yet ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (United Nations Human Rights Office of the High Commissioner, n.d.). The process towards ratification of the CEDAW has been slow; neither FGS (and thus Puntland as federal state), nor Somaliland have ratified CEDAW yet, although the FGS has approved it subject to ratification by the Parliament. In 2015, UNFPA supported a Capacity Building Training on CEDAW for FGS Representatives in which the aim was to educate government officials on CEDAW and agree on a roadmap for ratification, implementation and reporting process, as well as to gain technical knowledge and capacity and establish an advocacy committee (Ministry of Women and Human Rights Development, 2015). The established advocacy committee has committed to lead educational and capacity building activities for Somalis and policy makers to ensure implementation of CEDAW and its ratification (UNFPA, 2015).

1.3 Key development partners promoting gender equality, women's rights and girls' rights

Development cooperation in Somalia is characterised by the presence of bilateral aid from 12 donor countries, seven established funds for Somalia, and approximately 20 multilaterals with a reporting status to Somalian Aid Coordination Unit (Federal Government of Somalia, 2016). This is not capturing aid provided by NGOs, CSOs and other independent entities that are not directly reporting to the Aid Coordination Unit. Finland has contributed over USD 26 million since 2014 for development purposes, and over USD 20 million for humanitarian purposes. The top five bilateral contributors to Somalia for development aid are the UK, USA, Sweden, Turkey and Norway, and for humanitarian aid the UK, USA, Sweden, Denmark and Japan. For multilaterals, the highest contributors are the African Development Bank and the EU. In terms of funds, the Central Emergency Response Fund has been the lead for humanitarian aid, while for development aid the UN agencies core fund and the Global Fund have been leading (Federal Government of Somalia, 2016).

Under the New Deal, the overall overseas development assistance has grown nearly 65% for 2005-2012 of reported aid, and approximately 49% between for 2013-2015. Of this, Finland has been prioritising gender specific aid, particularly focusing on increased availability and use of health services for women and girls and on improved national response to gender-based violence (MFA, 2017a). This has become a main impact area since the establishment of MFA's Somalia Country Strategy 2017-2020.

Among prominent multilaterals, gender focused aid has been primarily coming from UN organisations and the EU. UN Women has been prioritising women participation in decision-making and leadership, economic empowerment, fighting against gender violence, and improvement of governance and national planning to reflect accountability for gender equality and commitments (UN Women Africa, n.d.). UNFPA has focused on genital mutilation, reproductive and maternal health, and education (UNFPA, n.d.). The EU has strived to incorporate gender issues in all of their humanitarian aid for Somalia, particularly focusing on pregnant and breast-feeding women, girls, and on prevention and response to gender-based violence (EC, 2017).

Moreover, donors have also established joint programmes for focused gender specific aid in Somalia. One prominent example is the Joint Health and Nutrition Programme (JHNP) from 2014. The goal is to improve reproductive, maternal and child health and nutrition outcome for women and children in Somalia. Combating gender based violence is another priority for the programme (WHO, UNICEF & UNFPA, 2014). Primary implementing partners are UNICEF, UNFPA and WHO. It is funded by UKAID, Sweden, USAID, Finland, Switzerland, and AusAID. It covers 49 districts in Toghdeer, Awdal, Sanaag, Nugal, Bari, Mudug, Banadir, Galmudug and Lower Juba regions (Federal Government of Somalia, 2016).

1.4   Finland's development cooperation in Somalia (2012–2017)

1.4.1   Finland's strategies for promoting gender equality and W/Gs' rights in Somalia

Finland does not have a permanent presence in Mogadishu, but coordinates activities from Nairobi, which to some extent limits dialogue and monitoring of development cooperation in the country.

Finland has been actively involved in the development of the NDP and has also aligned its development cooperation strategy with its plans (MFA, 2017a). Bilateral support is channelled through joint cooperation to increase Somalia's ownership of the development processes. The endorsement of the NDP has received a lot of influence from the international community, Finland included. Since then Finland continued to provide aid until it peaked with the process of the New Deal.

In 2017, Finland developed its Somalia Country Strategy 2017-2020 (MFA, 2017a), which is based on Finland's Development Cooperation Policy 2012. It highlights the human rights-based approach principles, inclusive of democratic ownership and accountability, gender equality and reduction of inequality as cross cutting objectives, and humanitarian assistance values (MFA, 2012). The MFA Somalia Country Strategy emphasizes these very elements, with particular attention given towards democracy and respect for the rule of law, human rights, transparent and functioning public sectors, capacity to deliver services and free civil society and freedom of expression (MFA, 2017a).

The Country Strategy also reflects the priorities outlined for the country in the NDP. The aim of this strategy is stabilization, economic and social development, in which the key priority is women's and girls' rights, by improving maternal, neonatal, sexual and reproductive health services and prevention of gender-based violence in Somalia. This is done with the focus on supporting Somali state building, by development of policies and systems to strengthen institutional capacity and relevant actors. Fundamental basis is to focus on the human rights-based approach and fair and equitable shares of resources.

The main impact areas of MFA's Somalia Country Strategy 2017–2020 are (Figure 1):

1. Realisation of women's and girls' rights

   a) Increased availability and use of maternal, sexual and reproductive health services

   b) Improved national response to gender-based violence

2. Strengthening of core state functions

   a) Strengthened public administration and increased public revenue

Figure 1: Planned impacts and output by MFA, Somalia development cooperation

IMPACT	OUTCOME	OUTPUT	Key assumptions linking outputs / outcomes / impacts	Instruments and inputs
IMPACT 1: **Rights of women and girls increasingly realised**	**Outcome 1.1** Increased availability and use of maternal and reproductive health services	**Output 1.1.1** Increased health care service delivery to reduce maternal mortality **Output 1.1.2** Strengthened workforce in maternal, neonatal and reproductive health services **Output 1.1.3** Strengthened capacity of health authorities in Somaliland to lead implementation of health sector policies	**Impact-related:** No further deterioration in security situation New federal member states take a positive stance on the promotion of women's rights **Outcome-related:** Federal member states' commitment to developing maternal and child health services and reproductive rights after 2016 elections Donors continue to support maternal, child and reproductive health and the implementation of HSSP II after JHNP phased out Social and cultural norms and traditions that restrict women's access to maternal and reproductive health services can be effectively challenged	Funding for women's and children's rights/ health services and reproductive health services; capacity-building; policy development support (UNFPA support 10 million euros/ 4 years; IOM MIDA projects) Somalia Team at the Finnish Embassy
	Outcome 1.2 Improved national response to gender-based violence	**Output 1.2.1** Improved capacity to deliver services to GBV survivors **Output 1.2.2** Somali government's policy and legislative reforms on GBV supported	**Outcome-related:** Federal member states' and local communities' commitment to reduce and address GBV and to eliminate FGM is strengthened Donors continue to support interventions against GBV and FGM Social and cultural norms and traditions that uphold FGM can be effectively challenged	

EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

IMPACT	OUTCOME	OUTPUT	Key assumptions linking outputs / outcomes / impacts	Instruments and inputs
IMPACT 2: **Core state functions for delivery of basic services stregthened**	**Outcome 2.1** Public administration is strengthened and public revenue increased	**Output 2.1.1** Improved FGS budget management **Output 2.1.2** Fiscal federalism enhanced **Output 2.1.3** Improved statistical systems for evidence-based decision-making **Output 2.1.4** Private sector regulated and supported	**Impact-related:** Security situation continues to improve; no further escalation of conflicts between clans **Outcome-related:** Fighting corruption and promoting accountability becomes a priority for the new government after 2016 elections The authorities remain committed to a more equal allocation of resources among the different groups and regions in the future Federal member states remain committed to implementing new legislation and reforms enabling private sector development. Private sector understands benefits of regulation Continued improvement in security and sta bility, allowing for the expansion of economic activity and investment Foreign and domestic inverstors are willing to invest more in Somalia and its productive sectors	Funding for initiatives to strengthen core state functions (including support to the World Bank -facilitated Multi-Partner Fund; UNFPA's work to strengthen statistical systems; and support through IOM capacity-building projects) Somalia Team at the Finnish Embassy

Source: (MFA, 2017a).

Risk management is an important element of this strategy due to the turbulent situation in Somalia. Contextual risk revolved around the fragile political, security and humanitarian situation. Institutional risk stems from fragility of the state itself and its recently established institutions, due to potential corruption or misappropriation of funds. Programmatic risks refer to security concerns, weak financial management systems, poor coordination, lack of general capacity of local organizations. These can be addressed by focusing on coordinated and structural policy dialogue with the government and regional administration of Somalia, by addressing underlying causes for the fragility of state function, and by underlying capacity building efforts.

1.4.1.1 Bilateral cooperation

As Finland did not fund projects implemented by a Somali institution through a bilateral modality, there were little opportunities of bilateral policy dialogue by the Finnish Embassy based in Kenya, or MFA. The main pathway for bilateral policy dialogue has been through the Embassy's participation in donor coordination meetings. However, Finland's new Somalia Country Strategy will involve more bilateral policy dialogue for its implementation.

1.4.1.2   Multi-bilateral partners

Finland's main multi-bilateral partners in Somalia are UNFPA and IOM. The main UNFPA programme supported by Finland during the evaluation period was the Joint Nutrition and Health Programme (JHNP), where the Embassy in Kenya participated in the Steering Committee meetings (Annex 9). In addition, UNFPA's Country Programme for Somalia was supported with EUR 2 million for health, gender and population and development programmes in Somalia in 2017. IOM received support for the implementation of the MIDA FINNSOM Health programme in Somaliland, and the MIDA FINNSOM Education and Health programme in South Central Somalia. Over the evaluation period, there was no collaboration with UN Women in Somalia.

1.4.1.3   CSO/NGO cooperation

Due to the relative stability and security in Somaliland, ISF, funded by the Government of Finland, could support several CSOs activities in the region. In 2016, Finland's support to CSOs operating in Somalia totalled around EUR 3.5 million. A number of CSOs was involved in a wide range of development activities, including women and girls' rights related activities. Twenty of them have constituted the Network for FGM in Somaliland (NAFIS), which is playing an important role in mobilizing efforts to influence change for improving women's and girls' rights and eradicating GBV and FGM in Somaliland. Finland's support reaches NAFIS members which implement anti-GBV and anti-FGM activities and carry out policy dialogue activities, through funding provided to ISF.

Among the ISF supported gender equality projects in Somaliland is one on gender-based violence implemented by the Somaliland Youth Development and Voluntary Organization (SOYDAVO) in Togdheer region. A second project is on community education on female genital mutilation, implemented by Candlelight for Health, Education and Environment (CLHE). A third project concerns enhancing coordination mechanisms of Anti-FGM stakeholders and creating advocacy strategies for FGM policy/law and is implemented by the NAFIS network.

1.4.2   Funding profile

Finland has been actively involved in the development of the Somalia New Deal process and has aligned its development support along with its priorities (MFA, 2017a). Finland's overseas bilateral assistance to Somalia has stayed consistent between 2012–2016. Figure 2 below shows OECD figures for Finland's ODA total net to Somalia between 2012–2016.

Figure 2: Finland bilateral ODA to Somalia 2012-2016 (million USD)
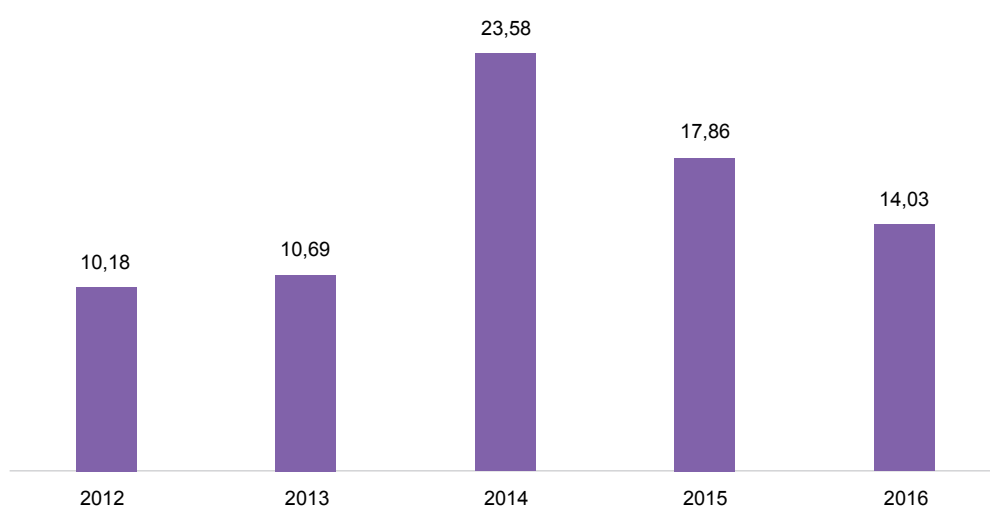
Source:(OECD Statistics, 2018)

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The New Deal process ended at the end of 2016, and Somalia's first National Development Plan for 2017-2019 gives guidance for the next three years, for which the funding profile is presented below.

Funding for the Country Strategy 2017-2020

Finland has budgeted a total of EUR 25.7 million for 2017-2020. The budgeting framework for Somalia and impact areas are outlined below (Figure 3 and Figure 4).

Figure 3: MFA Somalia budgeting framework 2017-2020 (Finland's bilateral development assistance, million euros)
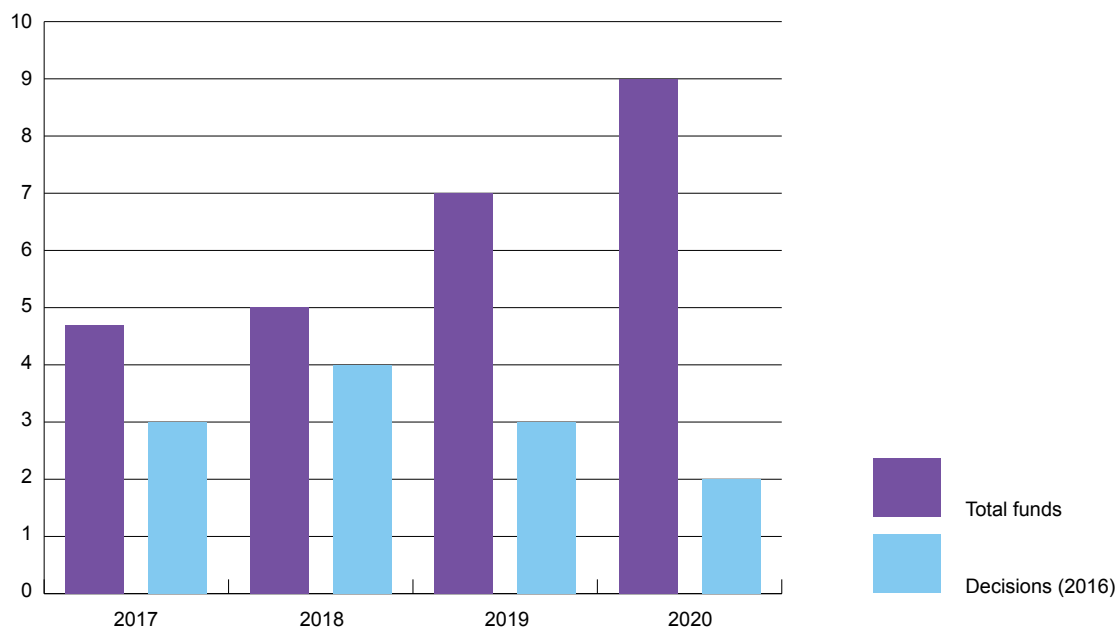
Source: (MFA, 2017a).

Figure 4: MFA Planned allocation of funds to Somalia by programme areas
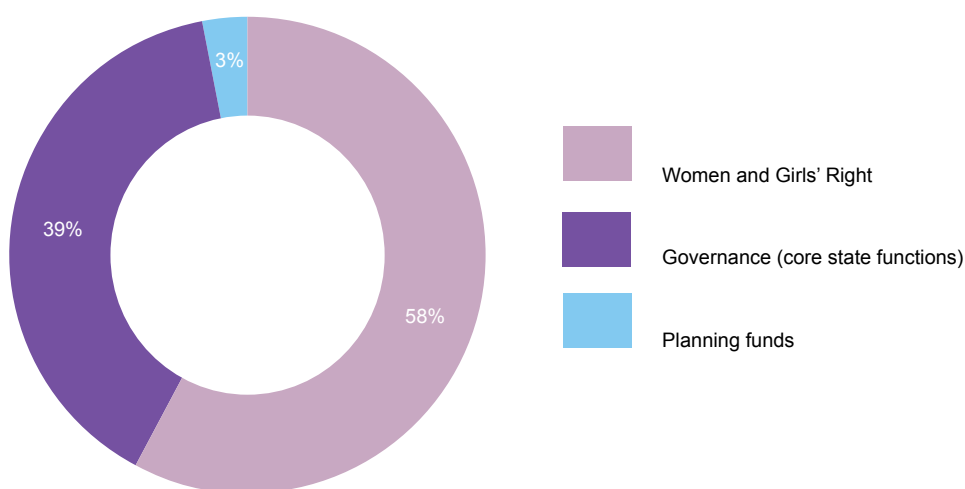
Source: (MFA, 2017a).

2   Case studies and resources

Three related areas of results were identified from document reviews and interviews during the field mission and remote calls. They are discussed as case studies in the main report. The resources for each of these case studies are specified below:

Case Study 8. Multi stakeholder collaboration to increase midwifery services and promote GE in Somalia (UNFPA)

Informants consulted: Representatives from MFA Finland and the Finnish Embassy to Somalia in Nairobi; UNFPA staff in Nairobi/Kenya and Mogadishu/Somalia Offices, and at UNFPA headquarters in New York; officials of the Ministry of Health of the Federal Government of Somalia.

Key document sources included: JHNP programme document; JHNP reports including the final report 2017; Somalia government policy and strategy documents; press articles on the internet; websites of UNFPA, WHO, UNICEF, UNSOM, UNDP, USAID.

Triangulation: A key resource for validating facts was the JHNP mid-term review by SIDA (2015). Also, the case study, or an earlier version of it, was reviewed by several staff of the UNFPA Somaliland Office, a member of the UNFPA Somalia Country Office, and MFA.

Case Study 9. Strengthening institutional sexual and reproductive health services in Somaliland (IOM)

Informants consulted: Representatives from MFA Finland and the Finnish Embassy to Somalia in Nairobi; the MIDA coordinator of IOM Somalia; the MIDA coordinator of IOM Somaliland; officials from the Government of Somaliland, Ministry of Health (Head of Policy, Planning and Legal Affairs Unit; Director of Planning Department); Somali diaspora staff of the Hargeisa Group Hospital (two nurses of the Maternity Unit, representative of Haemodialysis Department); Director of the Mohamed Adan Sheikh's Hospital (MASH).

Key documents sources included: Project documents (proposals, reports, final phase reports); Somaliland Government Health Policy and Strategy documents; Puntland Health Sector Strategic Plan January 2013 – December 2016; several press articles on internet.

Triangulation: Key resources for validating facts were, e.g., the Final Evaluation of MIDA FINNSOM Health Project, Phases IIII (2016) (Forcier Consulting, 2016), and the MIDA FINNSOM Health Project review and assessment (2013) (Anttila, Marja, 2013). The case study, or an earlier version of it, was reviewed by a representative from IOM Somaliland, and MFA.

Case Study 15. Enhancing anti–GBV and –FGM policy processes and action in Somaliland through CSOs (ISF)

Informants consulted: Representatives from MFA Finland and the Finnish Embassy to Somalia in Nairobi; the ISF Regional Director; the Project Coordinator and the M&E officer of ISF Somaliland; representatives of the ISF supported CSOs NAFIS, CLHE, SOYDAVO and ADO; officials of the Government of Somaliland, Ministry of Employment and Social Affairs (the Head of the Gender Unit & Chairperson of GBV Working Group; the Gender Consultant); a senior producer at the Radio Hargeisa; a student from Hargeisa University.

Key documents sources included: project documents; NAFIS annual reports; annual reports of the CSO members of NAFIS; NAFIS and NAFIS members websites.

Triangulation: ISF audits and evaluations reports; e.g. Programme-Based Support through Finnish Civil Society Organizations III (2017) (MFA, 2017b); Performance Audit of the International Solidarity Foundation (ISF) (MFA KPMG, 2017).

The case study, or an earlier version of it, was reviewed by a representative from the ISF Regional Office, several of ISF's CSO partners, and MFA.

3 Impact Pathway Case Study 9: Improved services at Hargeisa Group Hospital, Somaliland

Institutionalizing health care and strengthening the capacities of local health care staff

IOM Finland's project "Institutionalizing Health Care Improvement through Temporary Returns of Somali Diaspora Health Professionals" (MIDA FINNSOM Health) follows the model of other IOM MIDA projects that seek to improve African health care systems by mobilizing members of diaspora residing in northern Europe to contribute to the development of their countries of origin. The primary focus of IOM's MIDA FINNSOM health project, operating in Puntland and Somaliland, was to strengthen institutional and individual health care staff capacities, rather than promoting women's and girls' rights. However, with the overall improvement of the health care services in the target institutions, such as the Hargeisa Group Hospital (HGH) visited during this Evaluation, there were also positive results including an increased access of women and girls to SRH services and reduced neo-natal mortality.

Results concerning the HGH were found on different levels of the pathways of change:

Immediate/ output near outcomes included the successful settlement of the diaspora health experts in the institutions as a combined effort of IOM, returned diaspora of Somali origin, and the Ministries of Health; as well as successful capacity building in local health staff; and increased institutional capacity with respect to management systems and technical equipment.

Intermediate changes involved local staff becoming trainers and facilitators themselves, thus acting as change agents accelerating the capacity increase. Attitude and practice changes of local staff adopting professional values introduced by the diaspora experts led to the delivery of high quality, ethical and committed services also to women and girls patients of all socio-economic status. The change in personnel management, professional ethics and work culture paved the way to an overall improved performance of the HGH, offering a broader range, better quality, and more efficient services at lower costs.

This encouraged regional hospitals and private institutions to refer patients to the HGH. The number of patients visiting and being referred to the hospital (including mothers, pregnant women and GBV victims) increased from 1,000 patients/ month in 2012, to 6,000/month today (Source: IOM staff). Neonatal mortality at the hospital dropped from 24% to 5% today (Source: https://mida.iom.fi/health). The HGH "Bahi-Koob Centre", which was re-opened in 2012 providing post-rape care services, treated 195 GBV survivors in 2012, 221 in 2013, and 399 in 2014.

Results of the IOM MIDA FINNSOM Health project

There are many other contributors and contributions to improving the health care services in Somalia, for example UNDP, UNICEF, UNFPA, EU, WHO, etc.

Diaspora health experts take up positions at the Hargeisa Group Hospital (HGH) and other public health care institutions

3: From 2008 to 2016, 103 **health professionals of Somali diaspora** residing mainly in Finland returned to work on a temporary basis in Somaliland and Puntland, to train local staff in their respective fields of expertise. They took up assignments at various health training institutes and public hospitals during Phase I to III of the IOM MIDA FINNSOM Health project.

The **MIDA FINNSOM Health project** augmented the health care systems in Somaliland and Puntland. It was implemented by **IOM** from 2008 to 2016, elaborating the proposal to MFA, recruiting diaspora medical experts, engaging with stakeholders, and providing coordination the of project and backstopping from its Helsinki office and later from Hargeisa.

MFA provided core funding to the IOM MIDA FINNSOM Health project. Between 2011 and 2017 MFA has disbursed EUR 3,6 million to IOM for the project.

The Ministry of Health Somaliland collaborates with the project, placing diaspora experts in health institutions and accepting assistance in assessing and implementing the national health sector plan

2: From 2008 to 2016, **Somaliland and Puntland Ministries of Health** engaged with IOM, e.g. carefully considering the needs of target regions and host institutions when placing the Somali health experts.

1: In 2012, **MoH Somaliland** pursued collaboration with the programme accepting support of 13 diaspora medical experts to improve the implementation of the Health Sector Strategic Plan (HSSP), particularly with respect to increasing the capacities of health professionals and the prioritization of child and maternal health to reduce the mortality rates and to improve the services provided in other HGH departments.

Diaspora experts placed at the Ministries of Health helped assess and improve the implementation of the HSSP, and also assisted in the creation of the new HSSP after 2016.

HGH increases capacity in operation and management of health units

6: **HGH** improved organization and steering of personnel. There is higher motivation and work culture, better on-the-job-training and increased skills of staff.

From 2012 onwards, the project contributed to building the leadership, planning, and supervision capacities of local health institution staff.

Attitude changes lead to an increased number of local staff attending training and increasing skills

4: Between 2012–2014, initially reluctant **senior local health professionals** changed their attitude and accepted to be trained by younger experts in host institutions.

From 2012 onwards, **project diaspora experts** transferred technical skills and knowledge to local HGH staff. The priority focus was maternal and child health. The relationship between diaspora experts and trainees became very friendly and supportive.

Individual health care capacity at the HGH increases through training by diaspora experts, as well as through local staff acting as change agents

5: **Local health staff** trained between 2012–2014 became master trainers and facilitated subsequent Train the Trainer Workshops, acting as change agents accelerating the increase in skills.

Train the Trainer Workshops offered between 2012 to 2014 by the **returned diaspora health experts** allowed the transfer of trainer skills to local HGH staff, building in-house resources.

Regional hospitals in Somaliland refer patients to HGH for specialized care

8: **Regional hospitals** including private institutions in Somaliland refer patients to HGH for services not available in their clinics, such as haemodialysis.

HGH offers a broader range of better quality services also to poor people, due to increased individual and institutional capacity

7: **HGH** increased the range and quality of services including surgery and orthopaedic, laboratory, paediatric, Intensive Care Unit (ICU), obstetrician and gynaecology, abdominal ultrasound and dental units. They are provided through skilled staff and at reasonable costs.

Neonatal mortality rates at HGH decrease

11: Neo-natal mortality at the HGH has dropped from monthly 24 % down to 5%
(Source: https://mida.iom.fi/health)

The establishment of a neonatal unit and 24 hour service reduced the neonatal mortality rate (Source: https:// mida.iom.fi/health)

A higher number of GBV survivors is coming for treatment and support at HGH

12: More **GBV** survivors visit the hospital and are treated, with numbers increasing from 195 in 2012, to 221 in 2013, and 399 in 2014, respectively. (Source: HGH and IOM staff)

The HGH "Bahi-Koob Centre" was re-opened in 2012 providing post-rape care services, including medical and psychological care and legal counselling. Funding for the Baahi-Koob Center at the hospital, came from donors including the EU, UK and Norway as part of an overall package of the UNDP's Access to Justice Project. However, the services offered at the Centre markedly improved through the training of personnel the MIDA FINNSOM Health programme provided.
(Source: HGH staff)

More patients including mothers and pregnant women visit HGH for health care

9: **Patient** numbers at HGH increased with 1,000 patients/month in 2012 to 6,000/month today (incl. women and girls) due to improved quality of health services at reasonable costs and improved professional ethics.
(Source: IOM staff)

10: According to HGH informants, **pregnant women** have less fears now giving birth at the hospital. In 2015, over 1,350 mothers visited the hospital for services.
(Source: HGH doctors)

Since 2012, obstetric violence practices rooted in gender-based stigma stopped gradually at the hospital through training of staff to deliver high quality, ethical and committed services to women and girls patients of all socio-economic status. (Source: HGH staff).

In 2016, **MFA** considered to end the project funding in Somaliland in order to focus more on a further MIDA project in South and Central Somalia that had started in 2015. After lobbying by the Somali diaspora in Finland and a visit of the Minister of Health, Somaliland, the decision was reverted and additional funding (EUR 4,3 million) was provided for Phase IV (2017 to 2020).

Source: Evaluation team based on stakeholder interviews

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ANNEX 15: EVALUATION PROCESS AND LESSONS LEARNT ON METHODOLOGY

1   Evaluation process

The evaluation was managed through the Evaluation Management Services (EMS) framework contract signed between the consortium composed of Particip GmbH and Indufor Oy. The MFA Evaluation Unit, the EMS Consultant (Indufor) and the team leader built the Evaluation Management Team and were responsible for the overall evaluation coordination. The evaluation process consisted of five phases defined in the ToR:

Planning and Start-up phase (August to October 2017). These phases served to contract a team leader and finalise the ToR in consultation between the team leader, Evaluation Unit and the EMS Coordinator through planning meetings and a workshop. The senior evaluators for the core team were identified and an administrative as well as a start-up meeting with the Reference Group was held.

Inception Phase (November 2017 to January 2018). After a team lead change at the end of the Start-up phase, an adapted OH step-wise approach (Wilson-Grau & Britt, 2013) (Wilson-Grau, n.d.) was mapped onto the subsequent evaluation phases. The evaluation design was revisited in a participatory way with the MFA Evaluation Unit and the Evaluation Team (OH step 1). Desk reviews and initial interviews served to prepare context studies on the countries and the multilateral partnerships, as well as a brief meta-study on previous gender evaluations. Also, initial "outcome leads" (Annex 5) were extracted to inform the selection of the evaluation sample (OH step 2). A comprehensive Inception Report was drafted explaining in detail approach, methodology and limitations and presented to the Reference Group on 19 December, 2017. The decision was taken to open up the approach allowing increased sampling, using an expanded Evaluation Matrix aligned with the OH framework to guide data collection (Annex 6). The core Evaluation Team met in January 2018 for a methodological workshop to align thinking and tools. In January 2017, a Theory of Change workshop with the Reference Group served to gain a better understanding of MFA's ambitions concerning Pillar 1 of their Development Policy and its underlying logic, as well as to confirm the key evaluation areas that would focus research in the Implementation Phase.

Implementation Phase (February to April 2018). Data collection and triangulation started in February (OH steps 3 and 4). In-depth document reviews and some Skype interviews were conducted both to gather outcomes, context and process data and to prepare the mission evaluation plans. Missions to Nepal (February), Kenya and Somalia (March), and to the UN, New York (March), were conducted, ranging from 6 days to 2 weeks (Annex 11-14). Some remote follow on interviews were conducted after the field missions. Data analysis and interpretation (OH step 5) ran in parallel to the missions and included a two-day data analysis team workshop at the end of April. On 27 April, 2018, a briefing meeting on findings was held with the Reference Group in Helsinki and additional Skype meetings on the country findings took place in the following week with the country teams of MFA and the Evaluation Team.

Reporting and dissemination (May to August 2018). This phase (OH step 6) saw the drafting and submission of draft and final report, publication, management response, presentation to MFA, and production of other products including a webinar presentation.

2   Lessons learnt on methodology

2.1   Evaluation design

The evaluability study preceding this evaluation explicitly encouraged innovative approaches to address the evidence gap between policy and practice (MFA, 2017h). In particular, it recommended a participatory evaluation approach to understand which gendered impacts could be plausibly expected and assessed, implying the adoption of a contribution approach (a lesson taken from the international review of best practices). MFA's ToR specified that Outcome Harvesting (OH) and Process Tracing should be considered as evaluation approaches. While Process Tracing was abandoned during the revision of the evaluation design in the Inception Phase, the OH approach was used to identify outcomes, determine their significance for promoting gender goals, and trace back the contribution of Finland.

OH is not only a data gathering method. It is an evaluation approach asking for a new way of thinking about change (Section 2.1). First, OH recognizes that policies and programmes aiming to address societal change are part of a complex system of multiple actors and factors contributing to various inter-related causal chains of outcomes, sometimes unintended or unknown beforehand – all contributing to impact. Therefore, the focus of OH is not on establishing impact, but on **identifying outcomes and assessing the contribution to these** in the *"sphere of influence"* of the change agent. The evaluators then make (theory based) assessments whether these outcomes, together with other results are expected to enhance the possibility of development impacts.

Second, while OH defines outcomes in line with the DAC criteria *"The likely or achieved short-term and medium-term change and effects of intervention outputs"* (OECD, n.d.), it uses an **actor–centred approach to look at results in terms of social change**, i.e., there is a strong emphasis on identifying the specific actors (individuals, groups of actors, organisations, institutions, networks, etc.) who an intervention interacts with and where it anticipates opportunities for influence, i.e. the "societal actors". OH aims to untangle who and what exactly contributed to the changes, i.e. identify the 'change agents' or 'contributors' and how they worked towards the achievement of developmental results.

These concepts of outcomes and contributions have to be aligned within and among client and Evaluation Team. There has to be a shared understanding that "outcomes" are formulated as behavioural changes in actors and that they can comprise immediate, activity-near changes (e.g. in the direct partners of the client) as well as more downstream, impact-near changes on the ground. If the focus is put only on the impact-near changes (i.e. striving to capture gender transformative change), one will miss most of the changes to which the interventions will have contributed and which will help to explore patterns and impact pathways conveyed by the outcomes data.

Aligning thinking is best achieved by developing the evaluation design and methodology in a participatory way. This is a time intensive process, even more so when various approaches and methods are combined. Ideally, this involves a "testing phase" during which the team harmonizes the way data is captured (and categorised). As emphasised by Ricardo Wilson-Grau in Michael Patton's book *"Principles-Focused Evaluation"* (Patton, 2018), OH is best learnt experientially.

The ToR allocated time during the Planning Phase for conceptualizing the approach, determining the team composition and preparing the evaluation. Yet with a team lead change occurring two months into the project, the design had to be revisited during Inception Phase, when some of the corner stones of the evaluation (e.g., field mission schedule) were quite set and preparation of desk studies for the Inception Report was already underway. Although the time line was extended by a few weeks to be able to review evaluation design, this still put a lot of pressure on the team to draft a comprehensive Inception Report, while in parallel developing and familiarizing with the methodology in Skype presentations and methodology workshops. This was further complicated by the fact, that the team composition for this project

needed to be quite heterogeneous in order to cover the required expertise in gender, Finnish development policy, UN system, and OH, and that some team members joined the team only during Implementation Phase.

Ultimately, the overall design of the evaluation was appropriate to address the Evaluation Questions, due to a participatory development and an adaptive management throughout the evaluation process. However, it required experimenting and learning during a tightly scheduled Implementation Phase and resulted in duplication of work, often complying to both 'traditional' and OH practices (e.g. drafting of comprehensive country reports as well as filling an OH database with some of the outcome data), greatly increasing the work load of the team members.

> **Lesson learnt Meth-1:** An extended planning and design phase including conceptual workshops with the client and the core Evaluation Team at the start of the project, plus sufficient time to test the developed methods and tools in practice with all of the team is essential when introducing a new methodology to a client / team and merging approaches in order to enable more efficient data synthesis and analyses across missions.

2.2   Evaluation process

OH is a theory based and data driven approach. It work backwards, from end to beginning, first identifying results and then aiming to plausibly establish the contribution story linking outcomes to the inputs and outputs of (various) change agents, sometimes across several layers of an outcomes hierarchy (or network). Depending on the evaluation question, this can be done for a larger sample of unrelated key evaluation areas, or the sample is narrowed down to allow zooming into selected outcome areas in more detail. In the latter case, this "detective work" will unearth more or less linked outcomes, positive or negative, and sometimes also unintended or unexpected. In both cases, the data will steer the evaluation process and decisions will need to be taken at several points over the course of the evaluation on where to focus efforts. In learning focused evaluations (and some say also in accountability studies) this is best done together with the client in order to identify the sample providing the most useful insights for the organisation, project or programme. The data also drive the iterative OH process involving often several cycles of gathering data, rewriting outcome and contribution statements, validating the data, extracting causal inferences and patterns, and then going back again to informants to start the next cycle, filling in gaps and scrutinizing hypotheses and pathways of change.

In traditional evaluations, the sample is to a large extent predetermined before the implementation phase, in particular when short field missions require tight scheduling of itineraries ahead of time. This leaves less room for adapting the sampling scheme and the range of informants during the data collection phase. Also, particularly where impact-near changes at the beneficiary level are concerned (and remote calls are not feasible) it is difficult to follow the iterative OH process, i.e., to write up the outcome descriptions and then go back to validate the statements and/or check for additional ground level information.

The evaluation balanced capturing interview notes from sufficient stakeholders (change agents, societal actors, and where possible "neutral" actors for triangulation) to cover a broader range of results, with the time needed to draft outcomes, explore patterns among these and work on the contribution story of selected case studies. This implied, that for some result areas the evaluation could not go into the depth and detail that would be needed to fully unpack 'process level' (immediate and intermediate) outcomes, thus throwing light on the nuanced changes on the pathway to gender transformative change.

Some of the elements that make the OH methodology particularly useful may also present challenges for the evaluation process. OH is based on the conceptual thinking of Utilization-Focused Evaluation (Patton, 2008). The emphasis on user-orientation took considerable resources from both the Evaluation Team as well as the Evaluation Unit and MFA informants. The Evaluation led remote or personal interviews with c. 25 MFA representatives in Helsinki and c. 20 from Embassies and Permanent Mission. In addition, there were several meetings and workshops with the Reference Group and other staff: the Inception Report Meeting in December 2017, the Theory of Change Workshop in January 2018, and the Validation Meetings in April 2017 (one workshop in Helsinki, two remotely with MFA country teams).

Still, while the design phase was highly participatory and strongly engaged the Evaluation Unit, the selection of programmes and projects in the focus of this study would have benefitted from a more intensive initial research phase involving even more engagement with MFA desk officers to identify the most useful evaluation areas. In some cases project details that would have influenced their selection were only discovered during the field mission. Also, if there had been more time (on both Evaluation Team and MFA side), MFA staff could have been involved more strongly during the later steps in the evaluation, for example, to obtain more feedback and guidance on usefulness of the outcomes data; to discuss the different types of behavioural changes observed (in order to derive the most useful classification for MFA), or to define different types of policy dialogue activities in a participatory way.

2.3   Usefulness of the OH approach and methodology

The OH approach – identifying behavioural changes in actors and then tracing these "backwards" to what may have contributed to these – was seen by the team to be generally useful to collect outcomes data. In the interviews, it helped to maintain the emphasis on outcomes, rather than outputs, i.e. focus on what had actually changed, instead of what the informants had done. This led to a rich collection of behavioural type results, some of which had not been assessed before (e.g. women changing their use of time after provision of water supply; and their burrowing of money from the Committees to develop economic activities, both enabled through the Nepal WASH project, Case Study 10).

OH also has been used successfully for assessing policy influencing, e.g. (Richert, 2013), however, the evaluation encountered some limitations of the methodology when assessing the contribution of Finland's policy dialogue to global level changes at the UN. For many of the observed outcomes it would have taken more time than available to search for and test in sufficient detail the contribution claims in such a complex multi-actor environment. Also, where policy influencing involves to a large extent personal dialogue among actors (80% informal according to interviews with the Finnish Permanent Mission to the UN) which can be neither reported nor referred to in a contribution statement, it is difficult to draft and support such claims in the systematic way the full OH framework would require. The basic approach of OH still proved useful: first asking the change agents where to search for outcomes and how they contributed to these, and then testing and validating these claims through interviews with other actors and further document review. For the future, it might be useful for Finland to test OH, and/or

other approaches measuring behavioural change such as the RAPID Outcome Mapping Approach (ROMA) (ODI, n.d.), in a more focused pilot study.

The framework for formulating OH outcome narratives, defined by the SMART criteria, proved useful in this study. In OH, outcome and contribution statements need to be formulated in such detail, that they are verifiable during or after the evaluation. They are described as observable changes, also for results in knowledge, attitude or skills, i.e. there has to be an action evidencing the change. Also, there needs to be a verifiable activity and a plausible explanation for the contribution of that activity to the outcome, i.e. a very specific description of the activities and outputs of the change agent that influenced the actors in which the change was observed. While the drafting of outcomes in line with these criteria was time intensive, it facilitated a process which i) ensured the quality of the outcomes data, and ii) engaged the team in discussions on the observed outcomes and contribution data, and their significance / importance.

> **Lesson learnt Meth-4:** OH has proven to be a useful tool in this study to unearth a rich collection of behavioural type results, some not previously recorded. While the full, systematic OH methodology can be challenging to be applied in a multi-stakeholder setting such as the UN, the general approach (first identify outcomes together with change agents, then trace back contribution claims, thereby obtaining perceptions from different internal and sometimes external sources) proved useful in all case studies. The SMART criteria of OH provided a framework that helped to improve data quality and consistency of data collection across missions.

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EVALUATION ON IMPROVEMENT OF WOMEN'S AND GIRLS' RIGHTS IN FINLAND'S DEVELOPMENT POLICY AND COOPERATION

Ministry for Foreign Affairs of Finland