



EVALUATION

Programme-based Support through
Finnish Civil Society Organisations III



Evaluation on Finland's Development Policy and Cooperation

2017/5h



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

Kehys and Kepa

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2017/5h

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ACRONYMS AND ABBREVIATIONS

€	Euro
AEPF	Finnish-Asia Europe People's Forum
CCO	Cross-Cutting Objectives
CIVICUS	World Alliance for Citizen Participation
CONCORD	European NGO confederation for Relief and Development
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DARE	Development Awareness Raising and Education
DEAR	Development Education and Awareness Raising
DEEEP	Development Education European Exchange Programme
DEVCO	Directorate-General for International Cooperation and Development
EC	European Commission
ENP	European Neighbourhood Policy
ETVO	Finnish Volunteer Programme
EU	European Union
Eurodad	European network on debt and development
EVA-11	Evaluation Unit of MFA (Finland)
GNI	Gross National Income
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights Based Approach
JOINT	Liga de ONGs em Moçambique
Kehys	Finnish NGDO Platform to the European Union
KEO-30	Civil Society Unit of MFA (Finland)
Kepa	Service Centre for Development Cooperation
LDC	Least Developed Country
LFA	Logical Framework Approach
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MEP	Member of European Parliament
MFA	Ministry of Foreign Affairs of Finland
MO	Member Organisation
NGO	Non Governmental Organisation

NP	National Platform
ODA	Official Development Assistance
OECD/DAC	Organisation for Economic Cooperation and Development-Development Assistance Committee
OGP	One Global Programme (Kepa)
PBS	Programme-Based Support
PCD	Policy Coherence for Development
PSIF	Public Sector Investment Facility
RBM	Results Based Management
SDGs	Sustainable Development Goals
TANGO	Tanzanian Association of NGOs
ToC	Theory of Change
ToR	Terms of Reference
TTIP	Transatlantic Trade and Investment Partnership
UK	United Kingdom
UN	United Nations
WG	Working Group
WVF	World Village Festival

TIIVISTELMÄ

Kepa ry (Kepa) ja Kehys ry (Kehys) ovat suomalaisten kansalaisjärjestöjen kattojärjestöjä. Ne saavat Suomessa julkisen vallan jakamaa ohjelmataukea. Vuosina 2010–2016 kumpikin järjestö on tehnyt lobbaus- ja vaikuttamistyötä; Kepan painopiste oli Suomessa, ja Kehys keskittyi puolestaan Euroopan unioniin (EU). Kumpikin on myös tehnyt työtä jäsentensä kapasiteetin kasvattamiseksi. Muita tehtäviä ovat olleet tietoisuuden lisääminen, koulutus ja media-työ. Sekä järjestöjen jäsenet että kumppanit Suomessa arvostavat niiden panosta hyvin paljon. Kepalla on myös pieni kehitysmahdollisuus, jota on jokin aika sitten supistettu kahteen maahan.

Kepan ja Kehyksen rooli kansalaisyhteiskunnan ja globaalien kansalaisuuden vahvistamisessa on entistä merkityksellisempi maailmassa, jossa kansalaisyhteiskunta on entistä ahtaammalla.

Suomen valtion ja EU-rahoituksen saajina Kepa ja Kehys eivät ole riittävässä määrin varmistaneet omaa järjestöllistä itsenäisyyttään toimiakseen kansalaisyhteiskunnan nimissä sen puolestapuhujina ja vaikuttajina.

Kepan ja Kehyksen suunnitelma tutkia lähempiä yhteistyömahdollisuuksia mahdollistaa integroidumman suhtautumisen vaikuttamistyöhön ja globaalikasvatukseen. Kansalaisjärjestöjen rooli globaalikasvatuksessa on Suomessa erityisen uhattuna rahoitusleikkauksien takia. Ne eivät vaikuta vain ohjelmataukeen vaan myös laajemman kansalaisjärjestöryhmän globaalikasvatushankkeisiin.

Kepan ja Kehyksen vuoropuhelu ja yhteistyö Suomen ulkoministeriön (UM) kanssa on hyvää ja vilkasta, mutta niiden hallinnollinen suhde on löyhempi. Huolimatta siitä, että tulosperustaisen hallinnon (RBM) periaatteisiin on kiinnitetty entistä enemmän huomiota, seuranta ja evaluointi sekä raportointi eivät ole vielä auttaneet kansalaisjärjestöjä, muiden ohella Kepaa ja Kehystä, parantamaan tulos- ja vaikutusraportointinsa laatua.

Kumpaakin järjestöä koskevat avainsuosituksukset ovat seuraavat: laatia erityinen muutosteorianmalli (Theory of Change, ToC) kansalaisjärjestöjen edunvalvontaan ja niiden kapasiteetin kasvattamiseen; jatkaa lähemmän yhteistyön selvittämistä ja luoda yhtenäinen globaalien vaikuttamistoiminnan lähestymistapa; jatkaa globaalikasvatuksen ja maailmankansalaisuuden vahvistamisen puolesta puhumista ja sen toteutusta sekä tehdä enemmän yhteistyötä; vahvistaa Kepan ja Kehyksen itsenäisyyttä riippumattomina vaikuttamisorganisaatioina.

Avainsanat: Kansalaisjärjestöt, kehitysohjelmarahoitus, edunvalvonta ja vaikuttamistyö, Kepa, Kehys

REFERAT

Kepa och Kehys är organisationer vars medlemmar är finländska organisationer i civilsamhället (CSO). De får programbaserat stöd (PBS) från finländska regeringen. Åren 2010–2016 har bägge organisationerna arbetat med att lobba och påverka - Kepa i Finland och Kehys i Europeiska unionen (EU). Båda organisationerna har också arbetat med att bygga upp kapacitet hos sina medlemmar samt öka medvetenheten, utbilda och informera medier. Organisationernas bidrag inom dessa områden uppskattas stort av deras medlemmar och partners i Finland. Kepa har också ett litet program i utvecklingsländer som nyligen skars med till två länder.

Kepas och Kehys roll i att stärka civilsamhället och skapa världsmedborgarskap har blivit allt relevantare i en värld med allt mindre utrymme för civilsamhället. Som mottagare av statlig och EU-finansiering har de inte tillräckligt säkrat sin organisatoriska självständighet att verka för civilsamhället genom lobbning och påverkansarbete. Kepas och Kehys initiativ till att utforska närmare samarbete kommer att möjliggöra ett mer integrerat sätt att gripa sig an påverkansarbete och global utbildning. I Finland hotas CSO:s roll i global utbildning särskilt av finansieringsnedskärningar som påverkar inte endast PBS utan också projekt kring global utbildning hos en större grupp CSO.

Kepas och Kehys dialog och samarbete med finländska utrikesministeriet är bra och intensiva men administrativt är förhållandet mindre intensivt. Trots att allt mer uppmärksamhet fästs vid principer för resultatbaserad styrning har övervakningen och utvärderingen samt rapporteringen ännu inte gjort det möjligt för CSO, bland dem Kepa och Kehys, att förbättra kvaliteten på rapporteringen om resultat och inverkan.

Viktigaste rekommendationerna till bägge organisationerna är som följer: ta fram en specifik förändringsteori för påverkansarbete och kapacitetsuppbyggnad hos CSO, fortsätt processen att utforska mer samarbete och utveckla ett integrerat tillvägagångssätt för globalt påverkansarbete, fortsätt att lobba för och genomföra global utbildning och medborgarutveckling och samarbeta mer samt stärk Kepas och Kehys autonomi som självständiga organisationer för påverkan.

Nyckelord: *organisationer i civilsamhället, programbaserad finansiering, lobbning och påverkansarbete, Kepa, Kehys*

ABSTRACT

Service Centre for Development Cooperation (Kepa) and Finnish NGDO Platform to the European Union (Kehys) are membership organisations of Finnish Civil Society Organisations (CSOs). They receive Programme Based Support (PBS) from the Finnish Government. During 2010-2016, both organisations have worked on lobby and advocacy; Kepa focusing on Finland and Kehys focusing on the European Union (EU). Both organisations also have worked on capacity development of their members and on awareness raising, education and media work. The contributions of both organisations in these areas are well appreciated by members and partners in Finland. Kepa also has a small programme in developing countries that recently was downsized to two countries.

Kepa's and Kehys' role in civil society strengthening and global citizenship building has become increasingly relevant in a world with decreasing space for civil society. Kepa and Kehys as recipients of government or EU funding have not sufficiently secured their organisational autonomy to act on behalf of civil society in lobby and advocacy. The initiative of Kepa and Kehys to explore closer cooperation will enable a more integrated way to deal with advocacy and global education. The role of CSOs in global education in Finland is particularly threatened by funding cuts not only affecting PBS but also global education projects of a wider group of CSOs.

Dialogue and cooperation between Kepa and Kehys with the Ministry for Foreign Affairs of Finland (MFA) are good and intensive, but the administrative relation is less intensive. In spite of increased attention to Results Based Management (RBM) principles, Monitoring and Evaluation (M&E) and reporting has not yet enabled CSOs, among whom Kepa and Kehys to improve the quality of their outcome and impact reporting.

Key recommendations to both organisations include: develop a specific Theory of Change (ToC) on advocacy and capacity strengthening of CSOs; continue the process to explore more collaboration and develop an integrated approach on global advocacy; continue to lobby for and implement global education and citizenship development and cooperate more; strengthen the autonomy of Kepa and Kehys as independent advocacy organisations.

Keywords: *Civil Society Organisations, Programme Based Funding, Lobby & Advocacy, Kepa, Kehys*

YHTEENVETO

Tausta ja menetelmät

Suomen ulkoministeriö (UM) on jakanut ohjelmataukea kansalaisjärjestöille vuodesta 2003 alkaen. Tällä hetkellä tukea saa 17 järjestöä, kolme säätiötä ja kaksi kattojärjestöä. Kansalaisjärjestöjen kehitysyhteistyötä ohjaa Suomen kehityspolitiikkaohjelma sekä kansalaisjärjestöjen kehityspolitiikkaa koskeva ohjeistus. Kansalaisjärjestöille ohjatun tuen sekä kansalaisyhteiskunnan vahvistamisen uskotaan johtavan köyhyiden ja eriarvoisuuden vähenemiseen.

Vuonna 2015 UM päätti arvioida ohjelmataukimallinsa ja monivuotista ohjelmataukea saavat kansalaisjärjestöt. Kolmas ja viimeinen evaluointikierros (CSO3) kohdistui viiteen kansalaisjärjestöön: Puolueiden kansainvälinen demokratia-yhteistyö (Demo Finland), Vammaiskumppanuus, Solidaarisuus (International Solidarity Foundation), Frikyrklig samverkan (FS) ja SASK; kolmeen säätiöön: Abilis, Kios ja Siemenpuu; sekä kahteen kattojärjestöön: Kehys and Kepa. Tämä evaluointiraportti käsittelee Kepaa ja Kehystä.

Evaluointiraportin päämääränä on arvioida:

- Kepan ja Kehyksen saamalla ohjelmataukealla toteutettujen ohjelmien toiminta ja tulokset;
- Kepan ja Kehyksen ohjelmataukealla rahoitetun ohjelman arvo ja ansiot politiikan, ohjelman ja hyödynsaajien näkökulmasta.
- UM:n, Kepan ja Kehyksen kehitysyhteistyöohjelman hallinto.

Ohjelmataukealla rahoitetut Kepan ja Kehyksen kehitysohjelmat kestivät vuodesta 2010 vuoteen 2016. Evaluointi suoritettiin marraskuun 2016 ja kesäkuun 2017 välisenä aikana ja kenttätöihin tutustuttiin Suomessa, Mosambikissa ja Brysselissä (EU).

Yhteensä 56 kehitysyhteistyötä tekevää kansalaisjärjestöä perusti Kepan kattojärjestökseen vuonna 1985. Kepan päätehtävänä on olla suomalaisten kansalaisjärjestöjen palvelukeskus ja puhua suomalaisen kansalaisyhteiskunnan puolesta globaaleista kehitysasioista. Tällä hetkellä Kepalla on noin 300 jäsentä.

Kepan perustehtävä on ”koota ja innostaa Suomen kansalaisyhteiskuntaa toimimaan rohkeasti oikeudenmukaisen maailman puolesta”. Sen tämänhetkellä maailmanlaajuisella ohjelmalla on kolme tavoitetta:

- vaikuttaa poliittiseen päätöksentekoon maailman köyhyiden ja eriarvoisuuden poistamiseksi. Tätä toteutetaan seuraavien teemojen alla: ilmastoon ja verotukseen liittyvä oikeudenmukaisuus, kehitysyhteistyön talous ja Agenda 2030;
- yhteistyössä jäsenistön kanssa muuttaa suomalaista asennepiiriä ja lisätä suomalaisten toimintaa oikeudenmukaisen maailman puolesta. Tällaiseen globaalikasvatukseen kuuluu muun muassa vuotuinen Maailma kylässä -festivaali;

- vahvistaa jäsenjärjestöjensä toimintaedellytyksiä tarjoamalla niille koulutusta ja kehittämällä menetelmiä ja välineitä;

Vuonna 2015 Kepan budjetti oli 6,4 miljoonaa euroa, mutta vuonna 2016 se laski 4,7 miljoonaan euroon UM:n edellisenä vuonna tekemien budjettileikkauksien vuoksi.

Kepa perusti vuonna 1995 suomalaisten kansalaisjärjestöjen yhteyskomitean, josta tuli vuonna 2002 itsenäinen järjestö Kehys. Sen nykyinen jäsenistö muodostuu 37 suomalaisesta kansalaisjärjestöstä, joiden yhteinen kiinnostuksenaihe on EU:n kehitysyhteistyöpolitiikka. Suurin osa Kehyksen jäseniä on myös Kepan jäseniä, ja Kepa on puolestaan Kehyksen jäsen.

Kehyksen päämääränä on lisätä suomalaisten kansalaisjärjestön tietoja kehityspolitiikasta ja EU:ssa harjoitetusta kehitysyhteistyöstä. Sen missio kuuluu seuraavasti: ”Osallistua köyhyyden ja eriarvoisuuden vähentämiseen maailmasta vaikuttamalla ennen kaikkea EU:n päätöksentekoon ja rakenteisiin yhteistyössä verkostojen kanssa.”

Kehyksen voimassaolevassa strategiassa vuosille 2015-2018 on seuraavat painopistealueet: 1) Kehityspolitiikan edistäminen ja 2) Kansalaisyhteiskunnan vahvistaminen ja verkostoituminen. Näiden painopistealueiden sisällä keskitytään erityisesti inhimilliseen kehitykseen, turvallisuuteen ja kehitykseen sekä kestävään vihreään talouteen.

Kepan lailla Kehys on myös hyvin aktiivinen globaalikasvatuksen saralla, ja se on toteuttanut laajan EU-rahoitteisen kehityskasvatushankkeen. Kehys tarjoaa jäsenilleen myös erityisiä EU-politiikkaa, -ohjelmia ja -rahoitusmahdollisuuksia koskevia koulutus- ja neuvontapalveluita.

Kehyksen vuoden 2015 budjetin loppusumma oli 1,1 miljoonaa euroa, johon kuitenkin sisältyi myös mittava EU-rahoitus. Sen perustalousarvio on merkittävästi pienempi, ja sekin on pienentynyt UM:n viimevuotisten budjettileikkausten takia.

Keskeiset havainnot ja johtopäätökset

Kepa ja Kehys yhdessä

Kepan ja Kehyksen työ, jota ne tekevät maailmankansalaisuuden rakentamisessa, kansalaisjärjestöjen kapasiteetin kasvattamisessa ja kansalaisyhteiskunnan puolesta tehtävässä vaikuttamistoiminnassa, on selvästi huomattu ja järjestöjen jäsenet, kumppanit ja lobbaamisen ja vaikuttamisen keskeisimmät kohdeyleisöt arvostavat tätä työtä. Nykyisessä globaalissa kehityksessä, jossa kansalaisyhteiskunnan tila on yhä ahtaammalla, näistä toiminnoista tulee entistä tarkoituksenmukaisempaa.

Kepa ja Kehys edustavat suomalaisten kansalaisjärjestöjen etuja ja tekevät aktiivista vaikutus- ja lobbaustyötä kansalaisyhteiskunnan puolesta. Tämä edellyttää järjestöllistä itsenäisyyttä, joka voi olla uhattuna, jos ne saavat liikaa yhdeltä taholta eli UM:ltä tulevaa rahoitusta. On kuitenkin tunnustettava, että suomalaisessa demokraattisessa ja hyvinvointiyhteiskuntamallissa UM:n ja Kepan ja Kehyksen suhteet ovat aina olleet orgaaniset ja hyvät.

Kepa ja Kehys päättivät vuoden 2017 alussa käynnistää järjestöjensä yhdenmisyysprosessin. Niillä on selvästi toisiaan täydentäviä toimintoja ja osaamista kapasiteetin kasvattamisessa ja edunvalvonta- ja vaikuttamistehtävissä, joskin aiemmissa arvioissa on havaittu myös jonkin verran päällekkäisyyttä. Geopoliittinen kehitys kasvattaa maailmankansalaisuutta edistävien liikkeiden ja monitasoisen vaikuttamisstrategian tarvetta. Kepalla ja Kehyksellä on yhdessä voimaa hoitaa tätä työtä integroidusti ja yhdistää eritasoinen edunvalvonta ja vaikuttaminen yhdeksi yhteiseksi vaikuttamistyön ja globaalikasvatuksen kokonaisuudeksi.

Kepa ja Kehys ovat olleet aktiivisesti laatimassa kansainvälistä kehitystä, politiikan yhdenmukaisuutta ja maailmankansalaisuutta koskevia globaaleja kasvatuksellisia lähestymistapoja ja menetelmiä. Monet Kepan ja Kehyksen jäsenet, mukaan lukien myös monet pienemmät Kepan kansalaisjärjestöjäsenet, ovat tärkeitä ja kokeneita globaalikasvatustoimijoita. Kepa ja Kehys toimivat tärkeinä verkostoina, jotka koordinoivat, välittävät ja jakavat globaalikasvatustyössä saatuja kokemuksia. Sekä ohjelmatuella rahoitettuun kehitysyhteistyöohjelmaan että UM:n globaalikasvatustyöhön kohdistuneet rahoituksen leikkaukset uhkaavat suomalaisten kansalaisjärjestöjen tekemän globaalikasvatustyön jatkuvuutta vuoden 2015 jälkeen.

Kepa

Kepan edunvalvonta- ja vaikuttamistoimilla on ollut viime vuosina tunnustettu vaikutus. Ulkopuoliset sidosryhmät ja kansainväliset verkostot, kuten World Alliance for Citizen Participation (CIVICUS) tuntevat Kepan yhtenä aktiivisimmista kansainvälistä vaikuttamistyötä tekevistä järjestöistä. Erityisesti Kepan työ kehitykseen liittyvän taloudellisen ja verotuksellisen oikeudenmukaisuuden puolesta on hyvin tunnustettua ja arvostettua. Myös Kepan omat jäsenet ja suuri yleisö tunnustavat sen globaalikasvatustyön arvon. Kepan tuki sen jäsenten kapasiteetin kasvattamiseksi on monitahoisempaa, sillä pienemmillä jäsenillä on erilaiset koulutus- ja neuvontatarpeet kuin suuremmilla. Kepan jäsenten moninaisuus vaikeuttaa koko Suomen kansalaisjärjestösektorin edustamista, koska pienempien vapaaehtoisyhdistysten ja ohjelmatukea saavien suurempien kansalaisjärjestön kiinnostuksen kohteet eivät ole samat, ja tästä jäsenet joskus valittavatkin. Näistä eroista huolimatta Kepa onnistuu säännöllisesti yhdistämään kansalaisjärjestöjä erilaisten näkökulmien taakse, varsinkin keskeisiä prioriteetteja koskevissa globaalikasvatusteemoissa. Kepan ”Eteläohjelmaa” on toistuvasti kyseenalaistettu, ja tässäkin evaluoinnissa esitetään epäilyjä sen tarkoituksenmukaisuutta (relevance), etenkin ohjelman nykyisessä supistetussa laajuudessa. Vaikka Eteläohjelma onkin osa Kepan kokonaisstrategiaa ja tuottaa sen kehitysmaissa oleville kumppaneille lisäarvoa, se ei tuota riittävää arvoa Kepan globaalille ohjelmastrategialle. Supistettuaan toimintansa kahteen maahan (joskin sillä on yhä joitain toimintoja Nicaraguassa ja Kambodšassa) ja vähennettyään henkilöstöään, nykyisessä koossaan toimintojen tarkoituksenmukaisuus on haaste.

Kehys

Kehyksen EU- ja EU-instituutioiden tasolla tehdyt edunvalvonta- ja vaikuttamistoimet on huomattu, ja sen kumppanuusjärjestöt (kuten European NGO confederation for Relief and Development, CONCORD) ja kohdeyleisöt (kuten

suomalaiset europarlamentaarikot ja Suomen pysyvä edustusto EU:ssa) arvostavat niitä. Erityisesti Kehyksen panosta on arvostettu suuresti Agenda 2030, European Consensus on Development (julkaistaan kesäkuussa 2017) sekä Development Education and Awareness Raising (DEAR) -konteksteissa. Kehys on kehittänyt osallistavan toimintamallin työryhmille, joissa toimii sekä sen omia jäseniä että muita kansalaisjärjestöjä. Tämä metodologia lisää jäsenten osallistumista ja aktiivista mukanaoloa, ja se on myös kustannustehokas tapa järjestää ja toteuttaa yhteistä vaikuttamistyötä. Kehyksen kokeneempi henkilöstö toimii tehokkaana välittäjänä kansalaisyhteiskunnan ja EU-rakenteiden välissä, ja Kehys myös jakaa tätä tietoa henkilöstölle ja jäsenille koulutuksissa ja työpajoissa. Korkean tason vaikuttamis- ja edunvalvontatyön institutionalisointi, mikä riippuu pitkälti henkilösuhteista, on kuitenkin haaste Kehyksen työlle pidemmällä tähtäyksellä ja tuoreemmalle henkilöstölle. Kehys on viime vuosina jatkuvasti puhunut globaalikasvatuksen puolesta ja on myötävaikuttanut siihen, että se on pysynyt agendalla sekä EU-tasolla että Suomessa.

UM:n ja Kepan/Kehyksen vuoropuhelu ja yhteistyö

Kepan ja Kehyksen työ kansainvälisellä (ja EU-) ja Suomen tasolla ei näy erityisen hyvin UM:n yleisessä muutosteoriataarkastelussa (Theory of Change, ToC), vaikka se sisältyykin joihinkin sen muutospolkuihin. Kepan ja Kehyksen pääasialliset muutoslähtökohdat ja -strategiat keskittyvät sen jäsenistön toimintaedellytysten kasvattamiseen kansalaisyhteiskuntatoimijoina sekä Suomen, EU:n ja globaalia kehityspolitiikkaa koskevien asioiden puolestapuhujina ja vaikuttajina. Nämä polut myötävaikuttavat viime kädessä köyhyyden vähentämiseen, vaikkakin nämä muutospolut eroavat useimpien muiden UM:n tukemien kansalaisjärjestöjen poluista, jotka panostavat paljon enemmän sosiaalitaloudelliseen kehitykseen ja suoraan köyhyyden vähentämiseen.

(Kehitys) rahoituksen saaminen on kattojärjestöjen jäsenkunnan suurimpia haasteita. Suuremmat jäsenet (jotka saavat ohjelmataukea) ja pienemmät jäsenet (jotka toisinaan saavat hankerahoitusta ja globaalikasvatusrahoitusta, mutta toisinaan eivät minkäänlaista rahoitusta) poikkeavat hyvin paljon toisistaan, mutta yleisesti niillä on sama tarve rahoituksen saamiseen. Uusi, vuonna 2021 alkava ohjelmakikkehys todennäköisesti avaa kaikille kansalaisjärjestöille mahdollisuuden tähän rahoitukseen, mutta pienemmät järjestöt tuskin pystyvät kilpailemaan rahoituksesta suurempien ja perinteisesti avustusta saaneiden järjestöjen kanssa.

UM ja kumppanimaissa toimivat suurlähetystöt sekä pysyvä EU-edustusto Brysselissä vaihtavat aktiivisesti ja tiheästi tietoja Kepan ja Kehyksen kanssa. Tämä tiedonvaihto vahvistaa sen, että Kepan ja Kehyksen edunvalvonta- ja vaikuttamistyö on UM:n ja suurlähetystön näkökulmasta tarkoituksenmukaista ja että se johtaa orgaanisiin työskentelysuhteisiin osapuolten välillä. Projektihallinnan ja -hallinnon tasolla vuoropuhelu UM:n kanssa on kylläkin myönteistä ja rakentavaa, mutta sitä käydään kuitenkin harvakseltaan eikä kovin syvällisesti.

Viime vuosina UM on painottanut tulosperustaisen hallinnon (Results Based Management, RBM) periaatteita ja odottaa kansalaisjärjestöjen raportoivan tuloksistaan ja vaikutuksistaan systemaattisemmin. Monilla kansalaisjärjestöillä on kuitenkin vaikeuksia raportoida tuloksista ja vaikutuksista koko

ohjelman tasolla. Tämä haaste on erityisen suuri niiden järjestöjen kohdalla, jotka työskentelevät pitkän aikavälin kapasiteetin kasvattamiseen ja vaikuttamiseen liittyvien kehityspolkujen parissa.

Suositukset

Kepa ja Kehys yhdessä

1. Kepaa ja Kehystä kehoitetaan tarkentamaan vaikuttamisstrategioittensa ja ohjelmiensa sinänsä jo vahvaa fokusta ongelmaan, joka koskee maailmanlaajuisista kansalaisyhteiskuntien yhä ahtaammaksi käyvää tilaa. Kansalaisyhteiskunnan vahvistamiseen kohdistuvan muutospolun pitäisi selvemmin integroitua ohjelmatukeen, ja kattojärjestöjen pitäisi vahvistaa UM:n kaikilla tasoilla tietoisuutta siitä, että on tarpeen panostaa kansalaisyhteiskunnan vahvistamiseen.
2. Kepan ja Kehyksen pitäisi vahvistaa omaa järjestöllistä autonomiaansa jäsenjärjestöjensä kattojärjestönä. Kepan ja Kehyksen pitäisi varmistaa, että UM:n kanssa solmittavat sopimukset tunnustavat näiden järjestöjen autonomian vaikutustyössä, kapasiteetin kasvattamisessa ja globaalikasvatuksessa.
3. Kepan ja Kehyksen tulisi pikaisessa tahdissa saada aikaa selvyys uudesta organisatorisesta mallistaan tai yhteisrakenteesta ennen vuoden 2021 monivuotisesta ohjelmajakaudesta tehtäviä päätöksiä.
4. Kepaa ja Kehystä koskeva suositus on, että ne jatkavat työtään globaalikasvatuksen parissa sen varmistamiseksi, että tämä Suomen kansainvälisen kehitysyhteistyön erityispiirre jatkuu myös tulevaisuudessa.

Kepa

5. Kepaa koskeva suositus on, että se edelleen kehittää nykyistä jäsentensä kapasiteetin kasvattamiseen liittyvää tarjontaansa siten, että se räätälöiden lähemmin vastaamaan sen jäsenistön erilaisia ja erityisiä tarpeita.
6. Toinen Kepaa koskeva suositus on, että se edelleen kehittää jäsenistön edustamista ja kansalaisjärjestösektorin globaalia kehittämistä koskevaa strategiaansa, ottaen huomioon jäsenistön erilaisuuden ja sektoriokohtaiset tarpeet. Jäsenistön edustamiseen pitäisi myös sisältyä kehitysyhteistyöalan edustaminen Suomen talouden yhteiskunnallis-taloudellisena sektorina.
7. Itse tilaamansa Eteläohjelman evaluoinnissa esiin tulleiden suositusten lisäksi - jotka pelkästään kehottavat sitä pitämään ohjelma nykykoossaan ja -laajuudessaan - suosituksena on, että Kepan ottaisi harkintaan mahdollisuuden koko Eteläohjelman vähittäisestä lopettamisesta.

Kehys

8. Kehystä koskeva suositus on, että se jatkaa EU-politiikkaan ja -instituutioihin kohdistuvaa Agenda 2030 ja European Consensus on Development and Global Education -aiheista edunvalvonta- ja vaikuttamistyötään.
9. Kehyksen pitäisi jatkaa työryhmytyötään, koska se on tehokas keino sitouttaa jäseniä ja pysyä samalla pienenä ja joustavana, mutta samalla sen pitäisi kehittää institutionaalista muistiaan EU-vaikuttamistyöhön liittyen.

10. Kehystä koskevana suosituksena on myöskin jatkaa globaalikasvatusstrategioiden kehittämistä ja toimeenpanemista ja pyrkiä sisällyttämään siihen maailmankansalaisuuden ja kansalaisjärjestöjen vahvistamistyö nyt, kun kansalaisyhteiskunnan tila on kapenemassa.

Ulkoministeriötä koskevat suositukset

11. UM:n pitäisi laatia kansalaisjärjestöille annettavaa ohjelmatukea koskeva muutosteoria (ToC), joka korostaa kansainvälisiä ja Suomen harjoittamia vaikuttamis- ja kapasiteetin kasvattamistoimia kansalaisjärjestöille annettavan köyhyyden vähentämiseen suunnatun suoran avustuksen lisäksi. Kepan ja Kehyksen kansainvälisellä (ja EU-) tasolla sekä Suomessa tekemä työ ei vielä riittävästi näy UM:n yleisessä muutosteoriamaallissa. Kattojärjestöjen strategista merkitystä pitäisi korostaa siinä, miten kansalaisjärjestöt myötävaikuttavat Suomen kehitysyhteistyön kautta ”elinvoimaiseen ja moniarvoiseen kansalaisyhteiskuntaan”.
12. Ulkoministeriötä koskeva suositus on, että se tutkii yhdessä Kepan ja Kehyksen kanssa uusia tapoja tukea kansalaisjärjestöjäyhteisten hakeusten/ehdotusten kehittämisessä ’liittoumina’, unohtamatta pienempiä kansalaisjärjestöjä (ja yksityissektoria), jotta varmistetaan että kansalaisjärjestöille annettu tuki on laajemman kansalaisyhteiskunnan saatavilla Suomessa. UM voi myös helpottaa liittoumien solmimista tarjoamalla lisää tietoa siitä, mitkä järjestöt työskentelevät missäkin maassa ja millaisin ohjelmakokonaisuuksin. Tämän tiedon pitäisi olla myös julkisesti saatavilla.
13. Ulkoministeriölle annetaan myös suositus parantaa hallinnollisen vuoropuhelunsa tiheyttä ja laatua sekä suunnittelua ja raportointia koskevaa palautetta Kepalle ja Kehykselle.
14. Ulkoministeriötä koskeva suositus on, että se pohtisi ohjelmatuella rahoitetussa kehitysyhteistyöohjelmassaan mahdollisuutta harventaa jokavuotista tuloraportointia kaksivuotiseksi ja samanaikaisesti edistää sitä, että kansalaisjärjestöjen saavuttamien tulosten ja vaikutusten raportointi olisi analyttisempää.

SAMMANFATTNING

Bakgrund och metod

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

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

År 2015 beslöt finländska utrikesministeriet (UM) att låta utvärdera sitt PBS-finansieringssystem och PBS-programmen hos CSO som får flerårigt PBS. Den tredje och sista utvärderingsrundan (CSO3) omfattade PBS-finansierade programmen hos fem CSO - Demo Finland, Samverkan inom funktionsnedsättning, Solidaritet, Frikyrklig Samverkan och SASK - tre stiftelser - Abilis, KIOS och Siemenpuu - samt två paraplyorganisationer - Kehys och Kepa. Denna utvärderingsrapport fokuserar på Kepa och Kehys.

Målet för denna rapport är att utvärdera

- hur Kepas och Kehys PBS-finansierade program fungerar och uppnådda resultat,
- värdet och utbytet av PBS-finansierade programmen hos Kepa och Kehys med tanke på riktlinjer, programmen och förmånstagare samt
- ledningen av PBS-finansierade programmen på UM, Kepa och Kehys.

Utvärderingen av PBS-finansierade programmen hos Kepa och Kehys omfattar åren 2010-2016. Den utfördes under perioden november 2016-juni 2017 och fältarbete gjordes i Finland, Moçambique och Bryssel (Europeiska unionen, EU).

Kepa grundades år 1985 av 56 finländska CSO aktiva inom utvecklingsarbete som deras paraplyorganisation. Dess huvudsakliga roll är att vara ett servicecenter för finländska CSO och påverka globala utvecklingsfrågor å finländska civilsamhällets vägnar. För tillfället har Kepa runt 300 medlemmar.

Dess mission är att föra samman finländska civilsamhället och inspirera det att verka modigt för en rättvis värld. Dess nuvarande globala program har tre målsättningar:

- Påverka politiskt beslutsfattande för att utrota fattigdom och ojämlikhet i världen. Dess teman är miljö rättvisa, skatterättvisa, utvecklingsfinansiering och Agenda 2030.
- Arbeta tillsammans med medlemmarna för att påverka allmänna opinionen i Finland och öka finländsk verksamhet som främjar global rättvisa. Globala utbildningen omfattar bland annat också årliga festivalen Världen i byn.

- Stärka operativa kapaciteten hos sina medlemmar genom att erbjuda dem utbildning samt metoder och instrument för utveckling.

År 2015 gick Kepas budget ut på 6,4 miljoner euro men den sjönk till 4,7 miljoner år 2016 på grund av budgetnedskärningar på UM år 2015.

Kepa etablerade en EU-plattform för finländska CSO år 1995 och denna plattform blev en separat organisation, Kehys, år 2002. Dess nuvarande medlemmar är 37 finländska CSO som har ett gemensamt intresse för utvecklingssamarbetspolitiken i EU. Flesta är också medlemmar i Kepa som åter är medlem av Kehys.

Kehys arbetar för att öka finländska CSO:s kunskaper om utvecklingspolitiken och utvecklingssamarbetet i EU. Dess mission är som följer: Delta i arbetet för att utrota fattigdom och ojämlikhet i världen genom att påverka särskilt beslutsfattandet och strukturerna i EU.

Kehys nuvarande strategi för 2015-2018 omfattar två fokusområden: 1) påverka utvecklingspolitiken och 2) stärka civilsamhället och nätverk. Inom dessa områden fokuserar den på mänsklig utveckling, säkerhet samt utveckling och hållbar grön ekonomi.

Liksom Kepa är Kehys mycket aktiv inom global utbildning och har genomfört en stort EU-finansierat projekt om utbildning i utvecklingsfrågor. Kehys tillhandahåller sina medlemmar dessutom särskilda kapacitetsuppbyggnadstjänster kring politiken, programmen och finansieringsmöjligheterna i EU.

År 2015 uppgick Kehys budget till 1,1 miljoner euro men detta inkluderade omfattande EU-finansiering. Dess normala budget är klart mindre och har dessutom minskat på grund av budgetnedskärningarna på UM ifjol.

Huvudsakliga resultat och slutsatser

Både Kepa och Kehys

Kepas och Kehys arbete kring världsmedborgarskap, kapacitetsuppbyggnad hos CSO samt lobbning och påverkan för civilsamhället har klart lagts märke till och uppskattats av dessa paraplyorganisationers medlemmar, partners och centrala målgrupper för lobbning och påverkansarbete. På grund av nuvarande globala trenden med mindre utrymme för civilsamhället blir dessa funktioner allt relevantare.

Kepa och Kehys representerar intressen hos finländska CSO och lobbar och påverkar aktivt för civilsamhället. Detta förutsätter organisatorisk självständighet som eventuellt kan ifrågasättas om en för stor del av finansieringen kommer från en enda källa, UM. I finländska demokratiska och välfärdsekonomiska modellen ska det dock erkännas att relationerna mellan UM samt Kepa och Kehys har traditionellt alltid varit organiska och bra.

I början av 2017 beslutade Kepa och Kehys att starta en process för att integrera de två organisationerna. De kompletterar varandra klart med tanke på funktioner och kompetens kring kapacitetsuppbyggnad samt lobbning och påverkansarbete men tidigare utvärderingar har också pekat på viss överlappning. Geopolitiska utvecklingen ger upphov till ett större behov av rörelser för världsmedborgarskap och en strategi för påverkan på många nivåer. Till-

sammans är Kepa och Kehys tillräckligt starka för att ta hand om frågor kring påverkan på ett integrerat sätt och förena skilda nivåer av lobbning och påverkan i ett samfällt och gemensamt tillvägagångssätt för påverkansarbete och global utbildning.

Kepa och Kehys har aktivt tagit fram tillvägagångssätt och metoder för global utbildning i internationell utveckling, politisk samstämmighet och världsmedborgarskap. Många av deras medlemmar, vilket också gäller många mindre CSO-medlemmar av Kepa, är viktiga aktörer med erfarenhet av global utbildning. Kepa och Kehys utgör viktiga nätverk för att samordna samt utbyta och dela med sig av erfarenheter av arbetet med global utbildning. Nedskärningarna i både PBS-ramen och UM-medlen för global utbildning hotar kontinuiteten av globala utbildningen hos finländska CSO efter 2015.

Kepa

Kepas lobbning och påverkansarbete har haft en klart märkbar inverkan de senaste åren. Bland externa intressegrupper och internationella nätverk såsom globala CSO-alliansen CIVICUS (World Alliance for Citizen Participation) är Kepa känd som en av de mer aktiva organisationerna inom internationellt påverkansarbete. Särskilt dess arbete med utvecklingsfinansiering och skatterättvisa är mycket känt och uppskattat. Dess medlemmar och allmänheten visar också klar erkänsla för Kepas arbete med global utbildning. Relevansen av Kepas stöd till kapacitetsuppbyggnad hos dess medlemmar är mer skiftande eftersom mindre medlemmar har andra behov av kapacitetsuppbyggnad än större. Skillnaderna mellan medlemmarna gör det svårt för Kepa att representera hela CSO-sektorn i Finland då mindre frivilligorganisationer har andra intressen än större CSO som får PBS och ibland klagat medlemmar över detta. Trots dessa skillnader lyckas Kepa regelbundet samla många CSO bakom gemensamma synpunkter, särskilt då det handlar om centrala prioriterade teman och global utbildning. Sydprogrammet hos Kepa har upprepade gånger ifrågasatts och också denna utvärdering ifrågasätter dess relevans, särskilt i dess nuvarande nedbantade omfattning. Fastän sydprogrammet ingår i Kepas övergripande strategi och skapar värde för partners i utvecklingsländer skapar det inte tillräckligt med värde för globala programstrategin hos Kepa. Efter att närvaron skurits ned till två länder (det finns dock fortfarande viss verksamhet i Nicaragua och Kambodja) och personalen minimerats är det svårt för programmet att förbli relevant i sitt nuvarande omfång.

Kehys

Kehys lobbning och påverkansarbete på EU-nivå och i EU-institutioner har klart lagts märke till och uppskattats av partnerorganisationer (t.ex. Europeiska sammanslutningen av icke-statliga organisationer för stöd och utveckling CONCORD) och målgrupper (t.ex. finländska Europaparlamentariker och Finlands ständiga representation vid EU). Särskilt Kehys bidrag till Agenda 2030 och europeiska samförståndet om utveckling (som ska publiceras i juni 2017) samt programmet för utbildning och information om utvecklingsfrågor (DEAR) har uppskattats stort. Kehys har tagit fram en metod för medverkan av arbetsgrupper i vilken dess medlemmar och också CSO som inte är medlemmar deltar. Denna metod ökar medverkan och aktiva deltagandet av dess medlemmar och är ett kostnadseffektivt sätt att organisera och genomföra gemensamt

påverkansarbete. Kehys högre funktionärer är effektiva förmedlare i kontakter mellan civilsamhället och EU-strukturen. Kehys delar också med sig av denna kunskap med personalen och medlemmarna via utbildning och workshoppar. En utmaning är dock fortfarande att institutionalisera påverkansarbete och lobbning på hög nivå som beror mycket på personliga relationer för att säkerställa att detta arbete kan göras långsiktigare också av nya anställda. De senaste åren har Kehys konsekvent talat för global utbildning i utvecklingsfrågor och bidragit till att global utbildning hållits på dagordningen både på EU-nivå och i Finland.

Dialog och samarbete mellan UM samt Kepa och Kehys

Kepas och Kehys arbete internationellt (och i EU) och i Finland fångas inte bra upp av UM:s allmänna förändringsteori men det ingår i några av förändringsvägarna i teorin. Kepas och Kehys huvudsakliga tillvägagångssätt och strategier för förändring fokuserar på kapacitetsuppbyggnad hos medlemmarna som aktörer i civilsamhället och inom lobbning och påverkansarbete kring utvecklingspolitiska frågor i Finland, EU och globalt. Dessa vägar bidrar slutligen till utrotning av fattigdom men vägar för förändring mot detta slutliga mål skiljer sig från flesta andra CSO som stöds av UM och arbetar mycket mer med socioekonomisk utveckling och omedelbar fattigdomsbekämpning.

Tillgången till (utveckling-)finansiering är en av de största utmaningarna för medlemmarna i paraplyorganisationerna. Större medlemmar (med tillgång till PBS) och mindre medlemmar (ibland med tillgång till projektfinansiering och stöd till global utbildning men också ibland utan tillgång till någon finansiering över huvud) är mycket olika men har generellt samma intresse för tillgång till finansiering. Nya PBS-ramen från och med 2021 kommer troligen att ge alla CSO tillgång till denna finansiering men det är osannolikt att mindre organisationer kan tävla om finansiering med större och traditionella stödmottagare.

UM och ambassader i partnerländer och ständiga EU-representationen i Bryssel utbyter aktivt och ofta information med Kepa och Kehys. Detta informationsutbyte bekräftar att Kepas och Kehys lobbning och påverkansarbete är relevanta för UM och ambassader samt att detta skapar organiska arbetsrelationer mellan dem. Om projektledning och förvaltning förs nog en positiv och konstruktiv dialog med UM men den förekommer inte ofta och är inte särskilt ingående.

De senaste åren har UM betonat principer för resultatbaserad styrning och ministeriet förväntar sig att CSO rapporterar mer systematiskt om resultat, utfall och inverkan. Många CSO har dock svårt att rapportera om utfall och inverkan sammanställda på programnivå. Denna utmaning är särskilt svår för organisationer som arbetar med kapacitetsuppbyggnad och påverkan på lång sikt.

Rekommendationer

Både Kepa och Kehys

1. Det rekommenderas att Kepa och Kehys stärker sin redan starka fokus i strategier och program för påverkansarbete på frågor kring det allt mindre utrymmet för civilsamhället över hela världen. Vägarna för förändring mot ett starkare civilsamhälle ska integreras mer uttryckligen i PBS-ramen och paraplyorganisationerna ska öka medvetenheten om att det ska satsas mer på att stärka civilsamhället på alla nivåer inom UM.
2. Kepa och Kehys ska stärka sin organisatoriska självständighet som paraplyorganisationer för CSO-medlemmar. De ska se till att avtal med UM erkänner deras autonomi inom påverkansarbete, kapacitetsuppbyggnad och global utbildning.
3. Kepa och Kehys ska fortare gå vidare med att skapa klarhet om en ny organisationsmodell eller gemensam struktur före PBS-perioden år 2021.
4. Det rekommenderas att Kepa och Kehys fortsätter att arbeta med global utbildning för att säkerställa att detta är något speciellt för finländskt internationellt utvecklingsamarbete också i framtiden.

Kepa

5. Det rekommenderas att Kepa ytterligare utvecklar sin nuvarande tjänstportfölj för kapacitetsuppbyggnad hos medlemmar så att den är mer skräddarsydd för specifika behov bland dess olikartade medlemmar.
6. Det rekommenderas att Kepa tar fram en strategi för medlemsrepresentation och CSO för global utveckling som en sektor med beaktande av sina olikartade medlemmar och intressen inom skilda undersektorer. Medlemsrepresentationen ska också omfatta utvecklingssektorn som en socioekonomisk sektor i finländska ekonomin.
7. Förutom att den beaktar den utvärdering om sydprogrammet som den själv lät utföra och i vilken det endast rekommenderas att nuvarande omfattning och skala ska bibehållas, rekommenderas Kepa att överväga alternativet att gradvis totalt avveckla sitt sydprogram.

Kehys

8. Det rekommenderas att Kehys fortsätter att lobba och påverka EU-politiken och EU-institutioner kring Agenda 2030 och europeiska samförståndet om utveckling och global utbildning
9. Kehys ska fortstötta med arbetsgrupper eftersom detta är ett effektivt sätt att binda medlemmarna och förbli liten och flexibel men institutionella minnet om EU-påverkan måste utökas.
10. Det rekommenderas att Kehys ytterligare utvecklar och genomför strategier för global utbildning och försöker inkludera världsmedborgarskap och stärkande av civilsamhället nu då utrymmet för civilsamhället minskar.

Utrikesministeriet

11. UM ska ta fram en förändringsteori för sitt PBS till CSO som betonar internationellt och finländskt påverkansarbete och insatser för kapacitetsuppbyggnad i tillägg till direkta bidrag från CSO till fattigdomsbekämpning. Kepas och Kehys arbete internationellt (och i EU) och i Finland fångas ännu inte tillräckligt bra upp av UM:s allmänna förändringsteori. Paraplyorganisationers strategiska betydelse som CSO i finländskt utvecklingssamarbete för att bidra till ett livskraftigt och pluralistiskt civilsamhälle måste lyftas fram.
12. Det rekommenderas att UM tillsammans med Kepa och Kehys studerar nya sätt att stöda CSO att ta fram gemensamma förslag som allianser, inklusive mindre CSO (och privata sektorn), för att säkerställa att CSO-stödet förblir tillgängligt för hela civilsamhället i Finland. UM kan också göra det lättare att bilda allianser genom att informera mer om vilka organisationer som arbetar i vilka länder och om deras portföljer. Denna information ska vara tillgänglig för allmänheten.
13. Det rekommenderas att UM ökar förekomsten av och kvaliteten på sin administrativa dialog och respons kring planeringen och rapporteringen hos Kepa och Kehys.
14. Det rekommenderas att inom sin PBS-ram överväger UM möjligheten att minska rapporteringen om utfall från varje till vart annat år och samtidigt verka för att CSO-rapporteringen om uppnådda utfallet och inverkan blir mer analytisk.

SUMMARY

Background and methodology

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

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

In 2015, the Ministry for Foreign Affairs of Finland (MFA) decided to carry out an evaluation of its PBS funding modality and the PBSs programmes of the CSOs receiving multiannual PBS. The final third round of evaluations (CSO3) considered the PBS funded programmes of five CSOs: Demo Finland, Disability Partnership, International Solidarity Foundation, Free Church Federation and SASK; three foundations: Abilis, Kios and Siemenpuu; and two umbrella organisations: Finnish NGDO Platform to the European Union (Kehys) and Service Centre for Development Cooperation (Kepa). Kepa and Kehys are considered in this specific evaluation report.

This specific evaluation report aims to assess:

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

This evaluation of the PBS funded programmes of Kepa and Kehys cover 2010-2016. The evaluation was carried out during the period November 2016 - June 2017 and fieldwork was done in Finland, Mozambique and Brussels (European Union (EU)).

56 Finnish CSOs, active in development work, in 1985 established Kepa as their umbrella organisation. Kepa 's main role is to be a service centre for Finnish CSOs and to advocate on behalf of Finnish civil society on global development issues. Currently Kepa has around 300 members.

Kepa's mission is "to bring together and inspire the Finnish civil society to act courageously for a just world". Its current global programme has three objectives:

- Influence political decision-making in order to eradicate poverty and inequality in the world. It does so on the following themes: climate justice, tax justice, development finance and Agenda 2030;

- Work together with membership to influence public opinion in Finland and increase Finnish activities that promote global justice. This global education work among others also includes the annual Global Village Festival;
- Strengthen the operating capacity of its membership, by providing training and developing methods and instruments for its members.

Kepa budget in 2015 was € 6.4 million, but has decreased in 2016 to € 4.7 million, due to budget cuts by MFA in 2015.

Kepa established the EU Liaison Committee for Finnish CSOs in 1995 and this committee became an independent organisation, established as Kehys, in 2002. Its current membership consists of 37 Finnish CSOs that share an interest in EU development cooperation policies. Most of them are also Kepa's members, and Kepa is a member of Kehys.

Kehys aims to increase the Finnish CSOs' knowledge on development policies and development cooperation practised by the European Union. Its mission reads as follow: "Participate in the work for eradicating poverty and inequalities in the world through influencing especially decision-making and structures within the EU."

Kehys' current strategy for 2015-2018 covers key focus areas: 1) Advocacy on development policies, and 2) Strengthening of the civil society and networking. Within these focus areas a further focus is established on human development, security and development and sustainable green economy.

Kehys, like Kepa is also very active in global education and it has implemented a large EU funded project on development education. And Kehys also provides specific capacity development services to its members on EU policies, programmes and funding opportunities.

Kehys' annual budget in 2015 amounted to € 1.1 million, but that included a large EU funding. Its core budget is considerable lower and that has also decreased due to the MFA budget cuts of last year.

Main findings and conclusions

On both Kepa and Kehys

The work of Kepa and Kehys in building global citizenship, capacity development of civil society organisations and lobby and advocacy on behalf of civil society has been clearly noted and appreciated by members, partners and key target audiences of lobby and advocacy actions of these umbrella organisations. In the current global trend of shrinking space for civil society these functions are becoming increasingly relevant.

Kepa and Kehys are representing the interests of Finnish civil society organisations and are active in lobby and advocate on behalf of civil society. This requires organisational autonomy that could potentially be challenged by too much single-sourced funding from MFA. In the Finnish democratic and welfare economy model, though, it should be recognised the relations between MFA and Kepa and Kehys historically have always been organic and good.

Kepa and Kehys, in the beginning of 2017, have decided to start-up a process of integration of the two organisations. Both organisations show a clear complementarity of functions and competencies in capacity development and lobby and advocacy issues, although also some overlap has been observed in previous assessments. Geo-political developments show an increased need for global citizenship movements and multi-level advocacy strategy. Kepa and Kehys together have the strength to deal with advocacy issues in an integrated way and to link different levels of lobby and advocacy in a common and shared approach on advocacy and global education.

Kepa and Kehys have been active in developing approaches and methods for global education on international development, policy coherence and global citizenship. Many members of Kepa and Kehys, and this also includes many of the smaller CSO-members of Kepa, are important actors and are experienced in global education. Kepa and Kehys serve as important networks to coordinate and exchange and share experiences in this global education work. Funding cuts in both the PBS framework and the MFA fund for global education are a threat to the continuity of global education work by Finnish CSOs after 2015.

On Kepa

Kepa's actions in lobby and advocacy have had a clearly recognised impact in the past years. External stakeholders and international networks, such as the World Alliance for Citizen Participation (CIVICUS), know Kepa as one of the more active organisations in international advocacy efforts. Particularly Kepa's work on development finance and tax justice is well recognised and appreciated. Also Kepa's work on global education is clearly recognised by its members and by the general public. Relevance of Kepa's support in capacity development of its members is more diverse, as smaller members have different capacity development needs than larger members. Diversity of its members makes it difficult for Kepa to represent the CSO-sector in Finland as a whole, because interests of smaller voluntary associations and larger PBS receiving CSOs are not the same and sometimes members complain about this. In spite of these differences, Kepa regularly achieves to bring many CSOs together on advocacy standpoints, particularly on key priority themes and on global education. The 'Southern Programme' of Kepa has been repeatedly questioned and also this evaluation questions the relevance of this programme, particularly in its current reduced scope. Although the Southern Programme is part of Kepa's overall strategy and it brings value to partners in developing countries it doesn't bring sufficient value to the global programme strategy of Kepa. After downsizing its presence to two countries (though still maintaining some activities in Nicaragua and Cambodia) and minimising its staffing, with the current size of operations it is difficult to remain relevant.

On Kehys

Kehys' activities in lobby and advocacy at the level of the EU and EU institutions have been clearly noticed and appreciated by partner organisations (such as European NGO confederation for Relief and Development, CONCORD) and target audiences (such as Finnish members of European Parliament and the Permanent Finnish Representation at the EU). Particularly the contribution of Kehys to the agenda 2030 and the European Consensus on Development (to be

published in June 2017) and to Development Education and Awareness Raising (DEAR) have been much appreciated. Kehys has developed a participatory methodology of working groups in which its members and also non member-CSOs participate. This methodology increases participation and active involvement of its members and it is also a cost-effective way to organise and implement joint advocacy activities. The Kehys senior staff members are effective brokers in contacts between civil society and the EU structure and Kehys also shares this knowledge with staff and members through training and workshops. Still it remains a challenge to institutionalise high level advocacy and lobby work that depend very much on personal relations to ensure that this work can be done on a longer-term timeframe also by newly entering staff members. Kehys has consistently advocated over the past years for global development education and has contributed that global education is remaining on the agenda both at the EU level as well as in Finland.

On dialogue and cooperation between MFA and Kepa and Kehys

The work of Kepa and Kehys at international level (and EU) and in Finland is not well captured in the generic Theory of Change (ToC) of the MFA, although it is included in some of its pathways of change. The primary change approaches and strategies of Kepa and Kehys focus on capacity development of its membership as civil society actors and actors in lobby and advocacy on development policy issues in Finland, the EU and globally. These pathways are ultimately contributing to poverty contribution, but the pathways of change towards this ultimate impact are different from most of the CSOs supported by MFA that are much more involved in social-economic development and direct poverty alleviation.

Access to (development) funding is one of the biggest challenges of the membership of the umbrella organisations. The larger members (with access to PBS funding) and smaller members (sometimes with access to project funding and global education funding, but also sometimes without access to funding at all) are very different but generally share the same interest for access to funding. The new PBS framework from 2021 and beyond is likely to open access of all CSOs to this funding channel, but it is unlikely that smaller organisations will be able to compete for funding with the larger and traditional recipients of funding.

The MFA and embassies in partner countries and the Permanent EU Representation in Brussels maintain active and frequent exchange of information with Kepa and Kehys. This exchange of information confirms that lobby and advocacy done by Kepa and Kehys is relevant to the MFA and embassies and that it leads to organic working relations between them. However, on project management and administration, the dialogue with the MFA though positive and constructive, is not frequent and not very deep.

The MFA over the past years has emphasised Results Based Management (RBM) principles and expects that CSOs report more systematically on their results, outcomes and impact. However many CSOs face difficulties in reporting on outcomes and impact at the aggregate programme level. This challenge is particularly strong for organisations that work on longer-term capacity development and advocacy trajectories.

Recommendations

For both Kepa and Kehys

1. Kepa and Kehys are recommended to strengthen the already strong focus in their advocacy strategies and programmes on the issue of shrinking space for civil society worldwide. The pathway of change towards civil society strengthening should be integrated more explicitly in the PBS framework and the umbrellas should strengthen awareness within MFA at all levels to invest more in civil society strengthening.
2. Kepa and Kehys should strengthen their organisational autonomy as umbrella organisations of CSO member organisations. Kepa and Kehys should ensure that agreements with MFA recognise the autonomy of these organisations in advocacy, capacity development and global education.
3. Kepa and Kehys should accelerate moving forward to achieve clarity about a new organisational model or joint structure before the 2021 PBS framework period.
4. Kepa and Kehys are recommended to continue their work on global education to ensure that this specific characteristic of Finnish international development cooperation is continued in the future.

For Kepa

5. Kepa is recommended to further develop its current portfolio of services in capacity development of its members in such a way it is tailoring more to specific needs of its diverse membership.
6. Kepa is recommended to further develop a strategy on membership representation and the global development CSOs as a sector, recognising its diverse membership and sub-sectoral interests. This membership representation should also include representing the development sector as a social-economic sector in the Finnish economy.
7. Kepa in addition to considering the recommendations of its own commissioned evaluation on the Southern Programme, that are merely suggesting to maintain the current size and scope, is recommended to consider the option to phase out its Southern Programme completely.

For Kehys

8. Kehys is recommended to continue its lobby and advocacy on Agenda 2030, the European Consensus on Development and Global Education targeting EU policies and institutions.
9. Kehys should continue with the 'working groups' because this is effective in committing its members and to remain small and flexible, but more institutional memory on EU-advocacy should be build.
10. Kehys is recommended to further develop and implement global education strategies and to try to include global citizenship and civil society strengthening, now that space for civil society is decreasing.

Recommendations for the MFA

11. MFA should develop a ToC for its PBS support to CSOs that highlights international and Finnish advocacy and capacity development interventions in addition to the direct contribution of CSOs to poverty reduction. The work of Kepa and Kehys at international level (and EU) and in Finland is not yet sufficiently captured in the generic ToC of the MFA. The strategic importance of umbrella organisations, as CSOs in Finland's development cooperation to contribute to a 'vibrant and pluralistic civil society' should be highlighted.
12. MFA is recommended together with Kepa and Kehys to investigate new ways to support civil society organisations in developing joint proposals as alliances, including smaller CSOs (and private sector) to ensure that CSO support remains available to the wider civil society in Finland. MFA can also facilitate alliance forming by providing more information on which organisations work in which countries and with what kinds of portfolios. This information should also be available for the public
13. MFA is recommended to improve the frequency and quality of its administrative dialogue and feedback on planning and reporting of Kepa and Kehys.
14. MFA is recommended to consider in its PBS framework the possibility to decrease frequency of outcome reporting from once a year to once every two years and at the same time promote that CSO reporting becomes more analytical on the outcome and impact level CSOs achieve.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
On Kepa and Kehys		
<p>The work of Kepa and Kehys in building citizenship, capacity development of civil society organisations and lobby and advocacy on behalf of civil society has been clearly noted and appreciated by members, partners and key target audiences of lobby and advocacy actions of these umbrella organisations. In the current global trend of shrinking space for civil society these functions are becoming increasingly relevant.</p>	<p>Kepa's and Kehys' role in civil society strengthening and global citizenship building is becoming increasingly relevant in a world with decreasing space for civil society.</p>	<p>1. Kepa and Kehys are recommended to strengthen the already strong focus in their advocacy strategies and programmes on the issue of shrinking space for civil society worldwide. The pathway of change towards civil society strengthening should be integrated more explicitly in the PBS framework and the umbrellas should strengthen awareness within MFA at all levels to invest more in civil society strengthening</p>
<p>Kepa and Kehys are representing the interests of Finnish civil society organisations and are active in lobby and advocate on behalf of civil society. This requires organisational autonomy that could potentially be threatened by too much single-source funding from MFA, particularly when clear expectations exist within MFA on the desired and preferred actions of the umbrella organisations. However, it should be recognised that relations between MFA and Kepa and Kehys historically have been open, organic and participatory.</p>	<p>Kepa and Kehys as recipients of government or EU funding have not sufficiently secured their organisational autonomy to act on behalf of civil society and to lobby and advocate.</p>	<p>2. Kepa and Kehys should strengthen their organisational autonomy as umbrella organisations of CSO member organisations. Kepa and Kehys should ensure that agreements with MFA recognise the autonomy of these organisations in advocacy, capacity development and global education.</p>
<p>Kepa and Kehys, in the beginning of 2017, have decided to start-up a process of integration of the two organisations. Both organisations show a clear complementarity of functions and competencies in capacity development and lobby and advocacy issues. Geo-political developments show an increased need for global citizenship movements and multi-level advocacy strategy. Kepa and Kehys together have the strength to deal with advocacy issues in an integrated way and to link different levels of lobby and advocacy in a shared approach on advocacy and global education.</p>	<p>The initiative of Kepa and Kehys to explore closer cooperation and possible integration is positive and enables a more integrated way to deal with advocacy and development of global education and citizenship</p>	<p>3. Kepa and Kehys should accelerate moving forward to achieve clarity about a new organisational model or joint structure before the 2021 PBS framework period.</p>

Findings	Conclusions	Recommendations
<p>Kepa and Kehys have been active in developing approaches and methods for global education on international development, policy coherence and global citizenship. Many members of Kepa and Kehys, and this also includes many of the smaller CSO-members of Kepa, are important actors and are experienced in global education. Kepa and Kehys serve as important networks to coordinate and exchange and share experiences in this global education work. Funding cuts in both the PBS framework and the MFA fund for global education are a threat to the continuity of global education work by Finnish CSOs after 2015.</p>	<p>The role of the Finnish CSO community, including smaller CSOs in global education is being threatened by funding cuts.</p>	<p>4. Kepa and Kehys are recommended to continue their work on global education to ensure that this specific characteristic of Finnish international development cooperation is continued in the future.</p>
<p>On Kepa</p>		
<p>Kepa's actions in lobby and advocacy have had a clearly recognised impact in the past years. External stakeholders and international networks, such as CIVICUS, know Kepa as one of the more active national umbrella and network organisations in national and international lobby and advocacy efforts. Particularly Kepa's work on development finance and tax justice is well recognised and appreciated. Also Kepa's work (and that of its members) on global education is clearly recognised by its members and by the general public. The relevance of Kepa's support in capacity development of its membership is more diverse, as smaller members have different capacity development needs than larger members.</p>	<p>Kepa is a strong and well-recognised player in lobby and advocacy around a number of focus themes. It is also strong in capacity development of its membership, though the demands for capacity development in the membership are quite diverse.</p>	<p>5. Kepa is recommended to further develop its current portfolio of services in capacity development of its members in such a way it is tailoring more to specific needs of its diverse membership.</p>
<p>The diversity of membership makes it difficult for Kepa to represent the CSO-sector in Finland as a whole (the trade union function of the organisation), because the interests of smaller voluntary associations and larger PBS handling foundations are not the same and sometimes members complain about this. In spite of these differences, Kepa regularly achieves to bring many CSOs together on advocacy standpoints in working groups, particularly on its key priority thematic issues and on global education issues, such as including global education strongly in the national school curriculum 2016.</p>	<p>In its 'trade union' function of representing the interests of its membership, Kepa faces challenges to deal with the diversity in its membership.</p>	<p>6. Kepa is recommended to further develop a strategy on membership representation and the global development CSOs as a sector, recognising its diverse membership and sub-sectoral interests. This membership representation should also include representing the development sector as a social-economic sector in the Finnish economy.</p>
<p>The 'Southern Programme' of Kepa has been repeatedly questioned and also this evaluation questions the relevance of this programme, particularly in its current reduced scope. Although the Southern Programme is part of Kepa's overall strategy and it brings value to partners in developing countries it doesn't bring sufficient value to the overall programme strategy of Kepa. With the downsizing of the Southern Programme to four countries with presence in only in two countries with minimal staffing, the size of operations, although against much lower costs than before, with the current size of operations it is difficult to remain relevant.</p>	<p>Although the Southern Programme of Kepa is relevant and effective for its partners in Mozambique and Tanzania, the relevance of this programme for Kepa's global programme is very limited.</p>	<p>7. Kepa in addition to considering the recommendations of its own commissioned evaluation on the Southern Programme, that are merely suggesting to maintain the current size and scope, is recommended to consider the option to phase out its Southern Programme completely.</p>

Findings	Conclusions	Recommendations
On Kehys		
Kehys' activities in lobby and advocacy at the level of the EU and EU institutions have been clearly noticed and appreciated by partner organisations (such as CONCORD) and target audiences (such as Finnish members of European Parliament and the Permanent Finnish Representation at the EU). Particularly the contribution of Kehys to the agenda 2030 and the European Consensus on Development (to be published in June 2017) and to Development Education and Awareness Raising (DEAR) have been much appreciated.	Kehys is a strong and well-recognised EU-issues focused advocacy organisation by its external partners and stakeholders.	8. Kehys is recommended to continue its lobby and advocacy on Agenda 2030, the European Consensus on Development and Global Education targeting EU policies and institutions.
Kehys is a small organisation. It has made this to a strength by developing a participatory methodology of working groups in which its members and also non-members participate. In addition to the fact that this methodology increases participation and active involvement and commitments of its member, it is also a cost-effective way to organise and implement joint advocacy activities. The Kehys senior staff is an effective broker in contacts between civil society and the EU structure, but there is a risk that this knowledge and relations are not sufficiently institutionalised.	Kehys is small and flexible and therefore also a bit vulnerable when it comes to continuity of its work. The working groups are a very good instrument in this small and flexible structure.	9. Kehys should continue with the 'working groups' because this has been effective in committing and involving its members and remain small and flexible. Doing so, it is recommendable to build more institutional memory on how to build and maintain relations with the EU.
Kehys has consistently advocated over the past years for global development education and has contributed that global education is remaining on the agenda both at the EU level as well as in Finland, as an important strategy and pathway for change.	Kehys has achieved that development education has remained on the Finnish and EU agenda and has widened its scope to the global level	10. Kehys is recommended to further develop and implement global education strategies and projects and to try to include the concept of global citizenship and strengthening of civil society more specifically and structurally, now that space for civil society is decreasing.
On MFA (and the relation between MFA and Kefa and kehys)		
The work of Kefa and Kehys at international level (and EU) and in Finland is not well captured in the generic Theory of Change of the MFA, although it is included in some of its pathways of change. The primary change approaches and strategies of Kefa and Kehys focus on capacity development of its membership as civil society actors and actors in lobby and advocacy on development policy issues in Finland, the EU and globally. These pathways are ultimately contributing to poverty reduction, but the pathways of change towards this ultimate impact are different from most of the CSOs supported by MFA that are much more involved in social-economic development and direct poverty alleviation.	The ToC of CSO support of the MFA recognised the importance of "a vibrant and pluralist" civil society. Kefa and Kehys are an important instrument to contribute to this aim.	11. MFA should develop a ToC for its PBS support to CSOs that highlights international and Finnish advocacy and capacity development interventions in addition to the direct contribution of CSOs to poverty reduction. The work of Kefa and Kehys at international level (and EU) and in Finland is not yet sufficiently captured in the generic ToC of the MFA. The strategic importance of umbrella organisations, as CSOs in Finland's development cooperation to contribute to a 'vibrant and pluralistic civil society' should be highlighted

Findings	Conclusions	Recommendations
<p>Access to (development) funding is one of the biggest challenges of the membership of the umbrella organisations. The larger members (with access to PBS funding) and smaller members (sometimes with access to project funding and global education funding, but also sometimes without access to funding at all) are very different but generally share the same interest for access to funding. The new PBS framework from 2021 and beyond is likely to open access of all CSOs to this funding channel, but it is unlikely that smaller organisations will be able to compete for funding with the larger and traditional recipients of funding.</p>	<p>MFA funding for CSO activities and projects has drastically decreased and in the light of the future PBS framework the competition of CSOs for scarce funds might become fiercer.</p>	<p>12. MFA is recommended together with Kepa and Kehys to investigate new ways to support civil society organisations in developing joint proposals as alliances, including smaller CSOs (and private sector) to ensure that CSO support remains available to the wider civil society in Finland. MFA can also facilitate alliance forming by providing more information on which organisations work in which countries and with what kinds of portfolios. This information should also be available for the public</p>
<p>The MFA and embassies in Tanzania and Mozambique and the Permanent Representation to the EU in Brussels maintain active and frequent exchange of information with Kepa and Kehys. This exchange and sharing of information confirms that lobby and advocacy done by Kepa and Kehys is relevant to the MFA and embassies and that it leads to organic working relations between them. However, at the level of project management and administration, the dialogue with the MFA though positive and constructive, is not frequent and not very deep.</p>	<p>The organic and content-specific dialogue and cooperation between Kepa and Kehys and MFA are good, but the administrative relation is weak.</p>	<p>13. MFA is recommended to improve the frequency and quality of its administrative dialogue and feedback on planning and reporting of Kepa and Kehys.</p>
<p>The MFA over the past years has increasingly emphasised RBM principles and currently expects that CSOs report more systematically on their results, including at the outcome and impact level. However many CSOs are facing difficulties in reporting on outcomes and particularly to report on outcomes and impact at the aggregate programme level. This challenge is particularly strong for organisations that work on longer-term capacity development and advocacy trajectories (such as Kepa and Kehys), because in those cases outcomes take a long time to materialise.</p>	<p>In spite of increased attention to RBM principles, M&E and reporting has not yet enabled CSOs to improve the quality of their outcome and impact reporting.</p>	<p>14. MFA is recommended to consider in its PBS framework the possibility to decrease frequency of outcome reporting from once a year to once every two years and at the same time promote that CSO reporting becomes more analytical on the outcome and impact level CSOs achieve.</p>

1 INTRODUCTION

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

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

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

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

This report presents a description of the programmes and structures of Service Centre for Development Cooperation (Kepa) and Finnish NGDO Platform to the European Union (Kehys), based on preliminary desk study, consultations a range of informants in Finland and in Brussels (for Kehys and Kepa) and in Mozambique (for Kepa's Southern Programme).

The four principal aims are to (1) provide an evidence-based overview of the performance and results of the programmes of the selected organisations, (2) highlight the value and merit of their programs, (3) give practical guidance to help enhance PBS strategies and management and (4) identify a set of lessons

learned on PBS and promote good practices for the stakeholders to learn from. These aspects should cover policy, programme and beneficiary perspectives.

This report presents a description and analysis of the PBS programmes and organisational structure and performance of Kepa and Kehys, based on a desk study, consultations a range of informants in Finland and in Mozambique (Kepa's Southern Programme) and Brussels (Kehys and Kepa). The report has seven chapters. The next chapter, 2, presents a summary of the methodology used in this evaluation. Chapter 3 contains a description of the context of the PBS programmes of Kepa and Kehys and the organisational structure and performance of both organisations. In Chapter 4, the main findings of this evaluation research are presented, following the OECD-DAC evaluation criteria. Chapter 5 presents the conclusions of this evaluation and in chapter 6 some findings from this evaluation that are more widely applicable are introduced. The final chapter, 7, contains recommendations for Kepa and Kehys and for MFA that are based on the findings and conclusions on the previous chapters.

2 APPROACH, METHODOLOGY AND LIMITATIONS

2.1 Approach

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

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

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

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

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

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

PBS is interpreted by MFA as described in Box 1.

Box 1. MFA interpretation of the PBS

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

Source: MFA 2013a.

The objective of the PBS instrument is to bring about high-quality and effective development cooperation which leads to sustainable results and impacts

2.2 Methodology

The methodology of this evaluation follows the overall methodology for the CSO 3 evaluation described in the synthesis report. The ToC provides a framework and reference for the evaluation, and the evaluation matrix (Annex 6) for both data collection and analysis.

The evaluation of the PBS programmes of Kepa and Kehys used the following methodology:

1. A desk-study was conducted covering strategy, programme and project documents; an analysis of budget and expenditures and an analysis of capacity development, education and lobby and advocacy activities of Kepa and Kehys in the 2010-2016 evaluation period was conducted at the start of the research phase.

2. Organisational self-assessments of Kepa and Kehys were conducted, repeating similar exercises in 2005 and 2008 exercises and providing thus an opportunity to see developments and changes over the past time in the performance of the umbrella organisations.
3. A survey was conducted of Kepa and Kehys member organisations and basic quantitative and qualitative information on the performance of both networks as perceived by their membership was obtained.
4. A series of interviews in Finland were conducted with a) the staff and different teams within the Kepa and Kehys head offices and b) member organisations and external stakeholders. These interviews provided follow-up and more detailed and qualitative information on the performance of Kepa and Kehys towards their membership in terms of service delivery and functioning as cooperation platforms as well as towards external stakeholders in terms of advocacy, and finally towards the general public in terms of global education activities. The interviews with different key informants were generally based on the questions in the evaluation matrix and were conducted as semi-structured interviews. In several occasions (particularly at the internal staff-level of Kepa and Kehys), interviewing was done in group-settings.
5. Further fieldwork was conducted on lobby and advocacy activities in Brussels targeting the European Union (EU), EU institutions, Finnish members of the European Parliament. The interviews in Brussels were focusing on Kehys partners and target-audiences for lobby but also two network-partners of Kepa were interviewed in Brussels. A second field-visit was conducted on the Southern Programme of Kepa in Mozambique, where several partners and external stakeholders were visited. Mozambique was chosen, because Kepa had already realised its own evaluation on its Southern Programme with fieldwork in Tanzania and therefore the evaluators could resort to this evaluation research as a secondary source of data. In Mozambique, the fieldwork could also be combined with a second sub-study in the CSO3 evaluation round.
6. A debriefing meeting on the evaluation research took place at the end of the Mozambique visit with available staff of Kepa and the visiting regional director from Tanzania. The embassy was invited to this debriefing meeting, but did not participate in it, but separate interviews and briefing meetings were done with two embassy officers. Confidential briefing notes were submitted to the local Kepa team and they have reacted on these briefing notes and were needed additional information was provided
7. At the end of the research phase a descriptive organisational profile questionnaire was used to compare Kepa's and Kehys' own views and analysis of its own organisational characteristics and the views of the evaluation team. The comparison of these views served to identify where understanding of the organisation's characteristics was similar and where it was different. In the case of divergence of scores, further discussion was organised with representatives of Kepa and Kehys (during the debriefing meeting in Helsinki) to analyse if the differences were caused by missing information to the evaluation team or if it related to different assessments by the evaluators and by Kepa and Kehys.

8. At the end of the field work period on April 24 a joint debriefing and discussion meeting was organised with representatives of Kepa and Kehys in Helsinki and also representatives of MFA's Unit for Civil Society (KEO 30) and the independent evaluation unit (EVA-11) participated in these meetings. These meetings established the end of the data collection phase of the evaluation. And in the subsequent weeks the evaluators have elaborated the draft evaluation report on Kepa and Kehys in May 2017 and the final evaluation report in June 2017.
9. In the elaboration of the draft and final evaluation reports, the specific sub-reports of all studies were subjected to a quality control process, by an independent co-reader. In this process also the alignment of the different sub-reports with a general format was ensured.

2.3 Limitations

Limitations encountered in the evaluation of the PBS programmes of Kepa and Kehys were minor. The planned research activities, surveys, self-assessments and field-visits to Brussels and Mozambique were realised fully as planned. Only the following limitations were encountered:

- This evaluation is a combined study of two umbrella organisations. In spite of similarities such as the fact that both organisations are membership organisations and focus on advocacy and capacity development, Kepa and Kehys are very different organisations in terms of size and scope of their work. It was attempted to synthesise findings and conclusions for both organisations in a concise report. It was always attempted to present common findings for both organisations and specific findings for each of them, without causing the report to become too long.
- Many documents (reports, studies and evaluations) were only available in Finnish and thus only accessible to one of the team members. Although contents of core documents were translated or explained verbally, the exposure of the international team leader to documentation has been limited.
- The response rate on the Kepa survey was very low with only 36 respondents out of the total membership of over 300 members. This is slightly more than 10%. This low response might be related with a survey fatigue that was observed by Kepa among its members. This low response rate makes it impossible to use the survey results as stand-alone findings and they could only be used to crosscheck other findings. The response rate in the Kehys survey was much better with 21 responses on a total membership of 38 members is around 55%. The survey results (see Annex 8) were used to crosscheck other findings in the main report, but the survey results are not presented in the main report.

3 CONTEXT ANALYSIS

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

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

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

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

Overall, there was a cut of approximately € 300 million to the development cooperation budget in 2016. The total support for CSOs in the 2016 budget was reduced by some 40% from € 113 million to € 70 million (MFA, 2015a). The budget for CSOs is also around € 65 million during 2017, while the budget for 2018 is still to be confirmed (Unit for Civil Society, MFA).

The need for the CSOs to contribute to Finland's development policy objectives is at the core of the MFA policy.

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

Being umbrella organisations, the roles of Kepa and Kehys differ from the other PBS funded organisations. The niche of the two umbrellas is especially to support their Finnish Member Organisations (MOs) in their development work through capacity development and advice by offering co-operation plat-

The niche of the two umbrellas is especially to support their Finnish Member Organisations (MOs) in their development work through capacity development and advice by offering co-operation platforms and by wider advocacy and awareness raising work

forms and by wider advocacy and awareness raising work. Some of Kepa's activities are directly implemented in the South with Kepa's Southern partners and Kehys is active in the EU arena, but the bulk of the activities are implemented in Finland for the Finnish development CSO community. The impact on global development is thereby realised mainly through the improved work of the MOs and through advocacy work.

In the case of the umbrella organisations, the BPS funding has since the start of this modality been core for the planning and development of the strategic programmes of Kepa and Kehys. There are no separate strategies or objectives for institutional programmes of Kepa and Kehys other than stated in the PBS programme documents. However, in the case of Kehys, the organisation has received specific EU funding for global education projects. These projects, though were integral part of Kehys' overall strategy and objectives as specified in the PBS programme documents.

3.2.1 Kepa

Kepa, the Finnish CSO Platform, was established in 1985 by 56 Finnish CSOs interested in development work. While awareness raising on development issues and services related to capacity building of the Member Organisations (MOs) were already in the beginning part of Kepa's functions, management of Finland's volunteer programme on behalf of MFA became Kepa's key function from 1986 onwards. After an evaluation of the volunteer programme in 1995, the programme was terminated. However, this did not mean the end of Kepa; instead, Kepa shifted its main focus towards becoming a service centre for Finnish CSOs and an advocacy organisation on Finnish and global development issues (Rekola & Salonen, 2004).

Kepa is now a large umbrella CSO with about 300 MOs covering a huge variety of Finnish CSOs including completely volunteer-based small friendship associations, development-specific professional CSO, large CSOs having an interest in development issues but focusing mainly on other issues (e.g. Finnish Farmers' Union, some trade unions, Finland's Scouts, etc.), and the PBS organisations. While being in many ways a strength, the very varied membership creates also some challenges for Kepa as the needs and interests as well as resources differ a lot. However, the common nominator is development issues where all MOs share Kepa's vision and strategy.

Kepa's Mission and Values document states Kepa's mission as "Kepa brings together and inspires the Finnish civil society to act courageously for a just world" (Kepa, 2011a). This entails a dual role: On one hand Kepa provides practical support to its MOs through training, advice, information services, networking etc., and on the other hand, it has an advocacy role, both in Finland and internationally, consolidating and channelling the messages of its MOs into advocacy messages and proposals.

During the period under review of this evaluation (2010-2016), Kepa has operated under two strategies: Strategic Plan 2006-2011 (updated in 2009) (Kepa, 2009a), and Kepa's Strategy 2012-2017 (Kepa, 2014a). The former strategy only is relevant for the first year of the period under evaluation and therefore is not included in this analysis.

Kepa is now a large umbrella CSO with about 300 MOs covering a huge variety of Finnish CSOs

Kepa's work is divided into three main spheres: Advocacy, global education and awareness raising, and strengthening of capacities of its member organisations

The current strategy covering years 2012-2017 (Kepa, 2014a) defines Kepa's vision as: "Civil society organisations want to be active members of Kepa. Their cooperation in Kepa increases the organisations' courage, enthusiasm and know-how, and brings collective strength to their work for a just world". The vision is operationalized into three strategic objectives under which seven more specific sub-objectives were included. The strategic objectives are:

- Strategic objective 1: Kepa and its members will influence political decision-making in order to eradicate poverty and inequality in the world
- Strategic objective 2: Kepa and our membership will work together to influence public opinion in Finland and increase Finnish activities that promote global justice
- Strategic objective 3: Kepa will strengthen the operating capacity of its membership

Altogether, Kepa sees its mandate as both a cooperation organisation and a special interest group. It aims at supporting and creating space for its member organisations in their work to eradicate poverty and inequality around the world. Kepa also defends their operating conditions and acts as the voice of the CSOs, aggregating their messages. Kepa also actively influences political decision-making that affects the eradication of poverty and inequality in the world. Ultimately, Kepa strives towards a world where peace, human rights and sustainable development have been achieved, and where a spirit of equality, democracy and joint responsibility prevails (Kepa, 2014a).

In general, Kepa's development context may be divided into three main spheres reflecting the strategic objectives:

- Advocacy work that focuses on development policy-related issues both in Finland and globally. This includes safeguarding of CSOs role in Finland's development cooperation as well as policy influence on Finnish and global development issues and processes. Kepa also supports the advocacy work conducted by its partners in the developing countries. The present advocacy themes are strong civil society, climate justice, tax justice, development finance and Agenda 2030; themes are chosen strategically to support and complement the MOs work in their respective areas;
- Actor in global education and awareness-raising; this function is implemented on one hand through supporting the MOs in their global education through training, coordination and networking, and on the other hand, through Kepa's own global education activities, including the journal *Mailmankuvalehti*, website *kepa.fi*, and different other websites. Altogether, communication may be seen as a cross cutting function in Kepa;
- Strengthening capacities of Kepa's MOs in their developmental work through facilitating networking, training, advice, and information services.

In addition to being especially a service and support organisation for its members, Kepa's One Global Programme includes also cooperation with CSOs in the

South. During 2010–2015 Kepa had offices in four countries (Tanzania, Mozambique, Nicaragua and Thailand (for Mekong Region)), and even after the cuts in funding, offices in Tanzania and Mozambique were continued (now without international staff), and also the cooperation with the partners in Nicaragua and Mekong Region has continued in a smaller scale. The activities in the South have especially focused on strengthening of civil society with an approach of cooperation and support to strategically selected Southern partners that share Kepa’s values and strategic objectives. Support to the Southern partners’ advocacy work and strengthening of their cooperation is a key objective of Kepa’s cooperation in the South.

Kepa also acts as a partner for MFA. This role includes the following types of activities:

- Provision of capacity development services serving also MFA’s needs (even if the needs of the MOs are a priority);
- Participation in various MFA’s working groups as the CSO representative. This role is dual: On the one hand Kepa supports MFA in development of e.g. tools and procedures, and on the other hand, it has an advocacy role through trying to safeguard that this development is not contradicting CSOs’ interests;
- Kepa has been also invited as the CSO representative in several official Finnish delegations in the global conventions and country-level mission visits.

Kepa’s advocacy work is strongly linked with international developments and trends. On one hand, Kepa has tried to influence Finland’s positions in the global arena, and on the other hand, it has capacitated its members on international developments, most recently on Agenda 2030. Altogether, Kepa has been an active player especially in the post Millennium Development Goals (MDGs) process by representing the Finnish CSO community’s views on the Agenda 2030 work. Kepa is currently preparing a new strategy, and the Agenda 2030 will be a cornerstone of the strategy.

3.2.2 Kehys

Kehys was founded in 1995 as the EU Liaison Committee for Finnish CSOs and became an independent organisation in 2002. The current membership of Kehys consists of 37 Finnish non-governmental organisations that share an interest in EU development cooperation and policy. Most of them are also Kepa’s members, and Kepa is a member of Kehys (Kehys, 2017).

Kehys aims to increase the Finnish CSOs’ knowledge on development policies and development cooperation practised by the European Union. Accordingly, Kehys attempts to improve access of Finnish development organisations for EU-funding and facilitates networking and collaboration between Finnish and European CSOs. As an advocacy organisation, Kehys works for policy coherence for sustainable development aiming at better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Advocacy is, on one hand, focused on Finland’s positions in the EU through advocacy work targeted especially at Finnish ministries,

Kepa has been also invited as the CSO representative in several official Finnish delegations in the global conventions

As an advocacy organisation, Kehys works for policy coherence for sustainable development

members of the European Parliament, and Finland's representation in the EU. On the other hand, Kehys participates actively in the work of European CSO networks, especially the European confederation of CSOs (CONCORD), where Kehys represents the Finnish CSO community. Kehys also works for active citizenship and a stronger civil society (Kehys, 2012b).

Like in the case of Kepa, the ultimate goal of Kehys is to contribute to eradication of extreme poverty in the world through supporting CSOs in their EU-related operations, promoting debate on EU's development cooperation policies, and influencing policies. The current vision and mission of Kehys are as follows (Kehys, 2015a):

- **Vision:** A world, where poverty has been eradicated, inequality decreased, human rights are respected, and all humans have equal opportunities to participate.
- **Mission:** Participate in the work for eradicating poverty and inequalities in the world through influencing especially decision-making and structures within the EU, together with Kehys' MOs and other networks.

The current strategy covers the years 2015-2018 and has two key focus areas: 1) Advocacy on development policies, and 2) Strengthening of the civil society and networking. The key focus areas are divided into six action areas (Kehys, 2015a):

Advocacy on development policies

1. Human development (key focus areas: food security and livelihoods, education, equality and development, migration and development)
2. Security and development (key focus areas: peace building, security and good governance, working in fragile conditions, EU's foreign and security policy, EU's neighbourhood policy)
3. Sustainable green economy (key focus areas: global trade agreements, cooperation with the private sector, sustainable and fair economy)

Strengthening of the civil society and networking

4. Training and advisory services on EU funding (training on EU funding, application preparation and project management, advice on applications, organising study tours)
5. Development of / participation in advocacy networks (coordination of several working groups for providing the MOs platforms for planning and implementing EU-related advocacy work, networking with European CSOs and networks, Finland's representative in CONCORD, participation in some other networks such as Finnwatch, Maailma.net, and World Alliance for Citizen Participation (CIVICUS). Depending on the network and process, Kehys is presented either by the secretariat or by a MO, including also Kepa.
6. Dissemination of information (events and seminars (including events with euro-parliamentarians), web pages and information letters, publications, social media, EU-calendar, media work, participation in events where development issues are discussed)

The previous strategies had somewhat different structures, but the content of the work has remained rather stable since establishing Kehys. Some changes in focus have been encountered, e.g. some of the working groups have been terminated while some new ones activated. External projects, especially the Development Education European Exchange Programme (DEEEP) IV project implemented during 2013-2015 have enabled Kehys to concentrate more on global education during their implementation periods. However, otherwise the core functions have remained rather same during 2010-2016 (Kehys, 2009; Kehys, 2012a; Kehys, 2015a).

To summarise, Kehys describes its present activities through five areas of services and activities (Kehys, 2017):

1. Advocacy on EU development policy:
 - Kehys actively engages in the debate on EU development policy and support Finnish CSOs in understanding and influencing the EU policies by distributing information and facilitating policy activities. Kehys focuses especially on policy coherence for sustainable development.
2. Global citizenship education:
 - Kehys promotes global citizenship education in Finland and acts as a link to European global citizenship education forums. Kehys acted as a leading organisation in the DEEEP IV for 2013-2015. DEEEP has specific project funding and is not covered by Kehys' core funding.
3. Networking:
 - Kehys supports its members in networking with other CSOs in Europe and in the developing countries. Kehys encourages CSOs to take up development policy issues, to find new partners and to collaborate with different stakeholders in the enlarged EU.
4. European cooperation:
 - Kehys is the Finnish national platform within the European CSO confederation for relief and development CONCORD.
5. Advice and training on EU funding:
 - Kehys provides Finnish CSOs with information on EU funding opportunities for development cooperation and development education projects. Kehys also offers various forms of training and advice.

Compared to Kepa, the member organisations (currently 37) of Kehys share a more common interest, i.e. EU and development. However, the contents of the MOs' work have a wide variation, as reflected in the thematically diverse structure of Kehys' working groups.

In addition to its core activities, Kehys has also conducted global education projects with EU funding

Kepa's specific feature is its programme in the South

The specific feature of Kehys is its focus on the EU

3.3 Operational principles related to Development Co-operation

As Kepa and Kehys are umbrella organisations, their main modus operandi is to capacitate member organisations in development cooperation, global education, and advocacy. Networking, i.e. providing platforms for MOs' cooperation is a method for capacity development, but also an objective as such. Thereby, impact is expected to be realised especially through the strengthened operations of the MOs. In addition, Kepa's One Global Programme (OGP) also includes cooperation with Southern CSOs, and both organisations present the Finnish CSO community in advocacy work, both in Finland, within EU (mainly Kehys) and globally.

Since 2004, Kepa's PBS programme has been expressed under the title of the One Global Programme (OGP). Within the OGP, KEPA's various activities are unified and structured under common goals and objectives. The aim is to create coherence between the different activities. The staff structure and budgets are likewise all designed around the OGP. The aim is that the OGP provides a framework for planning and management as well as a unifying link between different operations. The OGP was first introduced in Kepa's Programme Policy 2004-2006 and the aim was to increase the efficiency through tying operations under same strategic objectives. OGP also provides a framework for sharper focus of Kepa's work, including identification of areas where Kepa would not act (Kepa, 2004).

When compared to Kehys, Kepa's specific feature is its programme in the South. After closing of the volunteer programme, the work in the South, including Kepa's offices, continued with a new approach of supporting the Southern partners in their work on civil society strengthening, including support to the advocacy work by the Southern partners as well as capacity development of the Southern CSOs. The partners are selected based on shared strategic objectives and interests. In a smaller degree, the country offices provided also some support to the Finnish MOs until 2012. However, the bulk of Kepa's work has focused on support services to the Finnish MOs, advocacy work, and more general awareness raising.

Compared to Kepa, the specific feature of Kehys is its focus on the EU.

The size of the organisation has some impact on the operational approaches. Before the cuts in funding, Kepa had over 80 staff members, and after the cuts it still has almost 50 staff members while Kehys has a small secretariat with 7 members (including a project-funded coordinator and a trainee). Thanks to the bigger staff and wider expertise, the role of Kepa's secretariat as implementers is rather strong whereas Kehys is working more through its working groups consisting of MOs interested in the specific subject. Thereby, the role of Kehys is often a facilitatory one. Kepa also applies working groups, but due to the high number of MOs participatory processes take usually more time.

Being umbrella organisations, both Kehys and Kepa are partners in several networks, including a joint membership in the International Forum for National Platforms. In Finland, Kepa is the key network of Finnish development-related CSOs while Kehys provides the platform for CSOs interested in EU and development. Both umbrellas are also partners in several international networks, representing the Finnish CSOs in them. Depending on the issue, the representation may come from the umbrella's secretariat, or a member organisation may represent Kepa or Kehys. For Kehys, the key international partner-network is CONCORD, the European confederation of CSOs, where Kehys represents the Finnish CSO community. Both Kepa and Kehys are members of the CIVICUS network. Kepa's network partners in Mozambique (Liga de ONGs em Moçambique (JOINT)) and Tanzania (Tanzanian Association of NGOs (TANGO)) are also member of CIVICUS. Kepa has also represented Kehys in some CONCORD groups.

3.4 Funding profile

Kepa has received programmatic funding from MFA since 2001, and even before that MFA's funding had a programmatic nature. Since 2001 funding has been allocated on three-year basis. Kehys became a PBS organisation in 2010, before that it received annual funding from MFA's project funding instrument for CSOs and from the communication and global education instrument. Before 2010, Kehys struggled with combining programmatic approach with project-based funding.

Kepa is among the larger CSOs in Finland: even after significant cuts in MFA's funding 2015, the organisation still has approximately 50 staff members and an annual budget of over € 4.5 million. Kehys is a much leaner organisation, presently with seven staff members (including one project coordinator with specific project funding and a trainee). Both Kepa and Kehys are heavily dependent on PBS, which is rather evident taking into account their role as umbrella organisations. For Kehys, some EU-funded projects have been important sources of additional funding whereby external project-specific funding has in some years been even higher than MFA's PBS support. For Kepa, the World Village Festival is an important source of income (total annual budget about € 700,000, Kepa's own contribution being about € 300,000 and income about € 400,000). The funding of Kepa and Kehys during 2010-2016 is shown in Table 1.

Both Kepa and Kehys are heavily dependent on PBS

Table 1: Funding of Kepa and Kehys (€)

	2010	2011	2012	2013	2014	2015	2016
Kepa							
MFA-PBS funding	5,191,317	5,537,007	5,745,927	5,690,735	5,724,062	5,747,805	4,103,720
Other external funding	41,500	45,213	43,000	44,905	43,500	45,800	58,318
Own fund raising	465,248	516,454	671,808	572,295	611,266	639,403	560,764
Total expenditures	5,698,065	6,098,674	6,460,735	6,307,935	6,433,008	6,433,008	4,722,802
Kehys							
MFA-PBS funding	260,000	275,000	285,000	390,000	360,000	500,000	300,000
Other external funding	68,062	96,739	-	577,905	550,808	628,857	7,000
Own fund raising	57,479	53,440	38,530	56,243	27,716	31,423	25,839
Total expenditures	385,541	425,179	323,530	1,024,148	967,051	1,160,280	332,839

Sources: Provided by Kepa and Kehys to the evaluation team.

For Kepa, other external funding includes EU, City of Helsinki, Ministry of Education and some other minor sources. Own fund raising includes sales of publications, advertisements and administration services, participation fees, income of liaison services, rent income, sponsoring and some other minor sources.

For Kehys, EU projects are important funding sources (e.g. for DEEEP phase IV 2013–2015). Other external funding includes funding from MFA's Europe Information (Eurooppatiedotus), and other project funding. Own fund raising includes membership fees, lecturing fees, trainings fees, etc.

Table 2 shows Kepa's rough budget breakdowns by key expenditure category items in years 2014 and 2016. During 2010–2015, spending followed the same pattern as in 2014 whereas a clear change can be seen for the 2016 because of the cuts in funding. The 2014 figures are actual expenditures, the 2016 figures are budgeted expenditures.

Table 2: Expenditures of Kepa in 2014 and 2016

Programme function	Exp. Total (€) 2014	Exp. Total (€) 2016	Exp. / Finland 2014	Exp. / Finland 2016	Exp. / South 2014	Exp. / South 2016
1. Advocacy work	1,157,648	712,333	466,110	407,333	657,823	305,000
Operational costs	426,521	292,000	62,000	62,000	330,807	230,000
Staff costs	731,127	420,333	404,110	345,333	327,016	75,000
2. Awareness-raising	1,525,799	1,438,366	1,525,799	1,438,366	46	0
Operational costs	580,962	832,887	580,962	832,887	46	0
Staff costs	944,837	605,479	944,837	605,479	0	0
3. Capacity development	704,559	498,215	559,479	358,215	145,076	140,000
Operational costs	114,660	131,100	81,361	51,100	33,296	80,000
Staff costs	589,899	367,115	478,118	307,115	111,780	60,000
4. Management, admin & support	2,304,799	1,557,550	1,591,740	1,342,550	713,108	215,000
Operational costs	1,035,944	722,496	782,308	632,496	253,686	90,000
Staff costs	1,268,855	835,054	809,432	710,054	459,422	125,000
TOTAL	5,692,805	4,206,464	4,143,128	3,546,464	1,516,053	660,000
Operational costs	2,733,594	1,978,483	2,106,016	1,578,483	627,577	400,000
Staff costs	3,534,719	2,227,981	2,636,495	1,967,981	898,220	260,000

Sources: Kepa, 2015b and Kepa, 2016a.

The analysis on Kepa's finances indicates the following:

- The share of expenditures by key operational areas (advocacy, awareness raising and capacity development) was in 2014 about 20% /27% /12% from the total costs, and after the cuts in funding 17% /34% /12%. All three strategic areas are well presented in the budgets, awareness raising receiving the highest budget allocation, and within this category the World Village Festival receives a high budget;
- Staff costs are rather high compared to operational costs; 62% staff costs and 38% operational costs in 2014 and 53/47% respectively in 2016. This is mainly explained by the fact that most of the operations are carried out by Kepa's own staff. Thereby, a high proportion of staff costs could also be counted as operational costs;
- Costs related to management, administration and support services (including facilities) are altogether about 40% of the total expenditures in 2014 and 37% in 2016 - very high figures for any organisation, even if some of the costs in this category contribute directly to actual operations in the three core areas;
- The share between expenditures in Finland and in developing countries was 73/27% in 2014 and 84/16% in 2016. Kepa has downsized the number of its Southern offices, the number of staff in these offices and it has replaced Finnish directors of country offices by one regional director to achieve this drastic reduction of costs of its Southern Programme. In 2016, the programme in Tanzania received € 330,000 and Mozambique € 250,000. In Mekong region and Nicaragua Kepa continues its cooperation in a smaller scale with annual budget of about € 40,000 per country (Kepa, 2016a);
- Regarding its activities in developing countries, before the cuts the share of staff costs was even higher than in the work carried out in Finland, i.e. about 60%. In 2016 the share of staff costs had decreased to 39%;
- Management costs in developing countries were 47% of the total expenditures of the programme in 2014 and 32% in 2016. In addition, also some management costs in Finland are attributable to the operations in developing countries.

It must be noted that this analysis of Kepa's budget suggest that there are high staff and management costs, but in practice most of the staff is actively involved in programme implementation and to a certain extent this is also the case for the Management of Kepa. Therefore the high staff costs percentage cannot be interpreted as a sign of inefficiency.

For 2016-2018, the average annual budget of Kepa is approximately € 4.2 million, with approximately € 3.7 million from the MFA grant and € 0.5 million as self-financing. A breakdown indicating the country-specific expenditures for 2016 is given in Table 3 below.

Table 3: Budget allocations of Kepa for the year 2016

Cost item	Budget (€)
Kepa Tanzania	330,000
Kepa Mozambique	250,000
Kepa Nicaragua	40,000
Kepa Cambodia	40
Programme costs in Finland	929,095
Dissemination and global education	951,902
Administrative costs in Finland	829,289
Management costs in Finland	316,714
Total	3,647,040

Source: Kepa, 2015e

Table 4 shows the budget of Kehys for the year of 2014. While the costs of core functions are representative, the year is rather specific, because in this year the core budget of Kehys was complemented with a significant amount of EU funding for a development education project (DEEEP IV).

Table 4: Expenditures of Kehys in 2014

Programme function	Total Expenditures (€)
Project training and advice	50,000
Advocacy work	60,000
Global education	40,000
MO networking	55,000
Communications	55,000
Organisational development (includes administration and management)	144,000
Core budget costs	404,000
DEEEP IV Project	931,386
TOTAL	1,335,386

Source: Kehys, 2013a.

As seen from the breakdown, the core operations of Kehys in 2014 were at the level of € 400,000 whereas the major EU-funded DEEEP IV project more than doubled the budget of core operations. However it should be noted that this project was managed by Kehys on behalf of a consortium of CONCORD members and therefore this additional budget was only partially used by Kehys and most of this additional budget was used by the DEEEP IV consortium as a whole.

When the DEEEP project is left out of the equation and only core operations are taken into account, the budget allocation to the different components in the table has remained rather equal over time. Like with Kepa, the share of organisational development costs compared to the costs of core operations has been rather high (36% in 2014), and also like in Kepa, management costs include also project implementation activities and therefore should not be seen as purely administration and management costs.

4 FINDINGS

4.1 Relevance of CSO's development co-operation

4.1.1 Comparative advantage and strategic alignment

In this section, the evaluators assess:

- Have the development co-operation strategies of Kepa and Kehys been in line with its comparative advantage?
- Have the programmes of Kepa and Kehys been aligned with their strategy?
- Have the activities chosen by Kepa and Kehys been the most relevant for achieving the programme goals?

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

The perceived role of the CSOs in the development policy framework of Finland is presented in Table 5.

Table 5: Perceived role of the CSOs in the development policy framework of Finland

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

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

While Kepa's work in Finland and in the global arena is well described and justified, the relevance of its programme in developing countries has less justification

In Finland, the advocacy work is targeted especially at the political parties, parliament and government

Kepa

In general, Kepa's programme is well in line with its overall strategy and role as an umbrella organisation. The Mission Statement and Vision define Kepa's overall objectives, and while being rather generic, they succeed to capture the organisation's overall nature and aim. The 6-year strategies (present 2012-2017) are built on the basis of these fundamental objectives and provide the structure and objectives for actual operations, which are defined in the 3-year (and now becoming 4-year) programme plans.

Altogether, the logic of action areas (advocacy, awareness-raising and capacity strengthening) provides a clear structure for operations and are highly relevant for the mission and vision.

While Kepa's work in Finland and in the global arena is well described and justified, the relevance of its programme in developing countries has less justification and one can challenge the relevance of having offices in Tanzania and Mozambique. Even if the objective of supporting the strengthening of the civil society in the South is relevant as such, implementation doesn't necessarily require physical presence in the form of offices, particularly considering the fact that several members of Kepa have such presence on the ground. Chapter 4.1.3 includes detailed analyses on Kepa's Southern Programme and its linkage with the strategic goals.

Since early 2000, Kepa's general role as an umbrella organisation has remained rather stable, the main change compared with the previous strategy period (2006-2011) being a stronger focus to work with members and capacitate them. To summarise, Kepa's strategic objectives entail the following approaches (Kepa, 2014a):

Advocacy focusing on development policy -related issues both in Finland and globally.

- Influencing political decision-making in Finland and for Finland's stands in the international arena (e.g. Climate negotiations, major development conferences, etc.) is a key theme under the first strategic objective. In general, the advocacy work is planned closely with MOs, and often also implemented with them. In Finland, the advocacy work is targeted especially at the political parties, parliament and government. In addition, Kepa has been invited to participate in the official Finnish delegations in some key international forums for development.
- Advocacy/lobbying is also targeted to public officials in the key ministries (MFA, Ministry of the Environment, Ministry of Education, Ministry of Economic Affairs and Employment, Ministry of Finance). At this level, the lobbying focuses on the development policy formulation processes and development of MFAs' approaches and tools for CSOs. Kepa often gathers and coordinates the CSO inputs to the processes, e.g. the development policy programme formulations as well as various thematic issues important for the civil society. Thereby, the MOs may have an influence on the processes without having to follow the whole process closely. Kepa has also been representing the Finnish CSO community in various international forums, sometimes as a member of Finland's official delegation.

- In addition, Kepa often supports the CSO advocacy efforts through informing upon upcoming events or processes and through organising thematic coordination meetings for preparing the CSO community's positions for the processes.
- In advocacy work, cooperation with MOs and support to their advocacy processes is also part of the strategic approach. Joint campaigns are especially prioritized.
- Advocacy work includes also support to Kepa's Southern partners in their advocacy work. On one hand, Southern partners are supported to participate in the global development fora, and on the other hand, their advocacy work in the respective countries is supported e.g. by training, sharing of information, and supporting networking.
- Globally, Kepa's advocacy work is carried out mainly in cooperation with relevant international networks, MOs being involved when possible. Depending on the theme, Kepa works as a partner in some international/ European CSO networks, e.g. European network on debt and development (Eurodad), Climate Action Network Europe, Tax Justice Europe, and Social Watch. Kepa also represents Kehys in some CONCORD structures (e.g. BetterAid and Concord Hub2 (former Concord Aid Watch)).

Kepa's role in global education and communications.

- A key strategy is to provide the MOs platforms for awareness building. This has entailed support to CSOs' participation (with Kepa) in integrating global education to the national curricula and teaching materials, provision of platforms such as Markets of Possibilities events around Finland, the World Village festival, and participation in education sector events and fairs. Kepa also coordinates a global education network which presently includes 107 members. The network has advocated actively global education in Finland and addressed its importance in education, youth and development policies.
- Another approach is to strengthen the CSOs competencies in global education and awareness building through training and organising platforms for mutual exchange of best practices.
- The third approach is civic influence trainings for interested individuals. Until the financial cuts by MFA, Kepa also coordinated the Finnish Volunteer Programme (ETVO) through which volunteers were sent for six-month periods to work for Southern CSOs having partnerships with Finnish CSOs. Kepa's own campaign network, Kepa's lobbyists network was another process terminated after the cuts.
- While the above mentioned mechanisms are based on networking and close cooperation with the MOs, Kepa's own communication channels for awareness-raising include Kepa's website, the magazine Mmailman Kuvalehti, and social media channels.

Joint campaigns are especially prioritised in advocacy work

A key strategy is to provide the MOs platforms for awareness building

A recent intervention is supporting private sector collaboration efforts of MOs

- In addition, Kepa has been participating also in international global education networks with the aim of identifying interesting new approaches for global education for sharing them with the MOs. With funding from the MFA (2012-2015), Kepa has coordinated also the Finnish-Asia Europe People's Forum (AEPF) Network, which acts partly as an awareness-raising network and partly as a lobby forum.

Strengthening of MOs' capacities

- Strengthening of MOs' capacities has consisted of training events, advice on development cooperation, global education and financial management, tailored organisational learning processes, facilitating peer learning in networks and learning groups, publishing resource materials in the web site, thematic discussions, and learning pilots together with MOs. A recent intervention is supporting private sector collaboration efforts of MOs through training and facilitating peer learning. Kepa has also developed online learning packages for supporting MOs and their partners in their development cooperation. These include facilitated web courses on project design, gender and advocacy, a self-study package on project cycle management as well as e-tools Compass for Partners, EnviroMeter and Climate Sensor. As the current strategy emphasizes working with MOs and strengthening of MOs' cooperation, also trainings are nowadays based on mutual learning when possible.
- Capacity support for Kepa's Southern partners include training, advice, supporting networking among Southern CSOs and with Finnish MOs as well as with Finnish Embassies. South-North and South-South exchange has also been facilitated. Experiences from the cooperation in the South are also used for training and awareness-raising in Finland.
- Defending MOs' interests and resources is part of the advocacy work but is related also to capacity strengthening. In this context members expect that Kepa contributes to the creation of enabling environment; i.e. to secure the financial and operational preconditions of member organisations.

All these functions are aligned with Kepa's strategic objectives and form a logical element in Kepa's OGP approach. During the period of the evaluation, main changes have been the closing of the ETVO and Globbyists programmes and decreasing of the operations with the Southern partners, including closing of Kepa's offices in Nicaragua and Thailand (Kepa, 2016c). The rationale for closing of the ETVO and Globbyists was that these programmes targeted individuals and/or only a small portion of the MOs rather than a wide group of MOs.

Kepa's programmatic approach is based on Kepa's OGP concept. Compared to other PBS organisations, the concept of a programme of umbrella organisations differs in many ways from their MOs. Instead of implementing development cooperation (except for limited cooperation in the South), Kepa's core functions are advocacy, capacity development and awareness raising whereby in practice the programme consists of services to the MOs and of coordinating and/or providing platforms for the CSO community's advocacy and global education and awareness raising work. Thereby, the programme is not a typical

development cooperation programme. For Kepa, the OGP provides a generic framework for the programme and forms also the base for practical management (budgeting and team structure).

Regarding funding, there are no relevant alternatives for PBS. Most of Kepa's operations are long-term services, which would collapse if project-based funding would be applied. In practice, the bulk of Kepa's operations are either non-project services or advocacy processes where programme-based approach provides the required continuity and flexibility. Extensive external funding is not a relevant option as only a few of Kepa's activities can be based on project-specific funding. Competition of Kepa with its own MOs on external funding would also have a negative impact and this might become a challenge with the start of the next PBS-framework in 2021, as that framework will be open to all CSOs.

Many of Kepa's MOs are part of other networks as well. For the PBS receiving CSOs, there is a quality group that serves as a key platform for sharing of experiences especially on issues such as monitoring, evaluation, impact assessment, and the quality of PBS CSOs' work. Recently, the group collaborated with MFA's Unit for Civil Society in drafting the guidelines for the 2017-2021 PBS period. This informal group, supported by Kepa's secretarial service has been an important cooperation forum. However, several interviews indicated that the increased competition on funding caused by the cuts in funding has had a negative impact on open sharing. In addition, the PBS CSOs have a management-level network for lobbying towards the MFA and other entities in case a need arises.

Many of the PBS organisations are also members of international networks such as WWF, Plan International, Fair Trade, and many PBS and non-PBS CSOs are part of specific thematic networks. In specific thematic issues these networks may be more important to the specific CSO, but all MOs consider Kepa's role as a joint platform of Finnish development CSOs important (Kepa, 2015c).

Kehys

Also Kehys' programmes have been well aligned with the organisation's strategy and as its mandate as an umbrella organisation. The 3-year programme plans are short narratives but still capture the key issues and developments for the coming period.

The scope of Kehys' programme is well aligned with the CSO's strategic goals and priorities. Compared to Kepa, Kehys has a clear scope of operations - advocacy on EU-related development issues and capacitating Finnish MOs on EU funding and EU's thematic developments. Kehys' work in global education also fits well into the overall strategy as the focus has been on one hand on European networking in global education, and on the other hand, on influencing EU's approaches in global education.

At practical level, thematic working groups (WG) are the key mechanism of Kehys for elaborating advocacy issues and approaches, and facilitating networking. The themes are based on current developments in EU and interest of the MOs of Kehys. Currently, Kehys coordinates the following working groups:

Regarding funding, there are no relevant alternatives for PBS

The informal quality group of the PBS CSOs is a key platform for sharing of experiences

Thematic working groups (WG) are the key mechanism of Kehys for elaborating advocacy issues and approaches, and facilitating networking

PBS is the relevant funding mechanism for Kehys, as most of its operations require long-term and flexible approaches

1. Food security and livelihoods
2. Sustainable economy;
3. Migration and development;
4. Gender and development;
5. Security and development;
6. Education (formerly reference group for global education)
7. Agenda 2030 (formerly Environment and development, then Post-2015 WG).

This last working group is coordinated jointly by Kehys and Kepa. Kepa also has a mailing list for all CSOs interested in Agenda 2030, thereby widening the impact of the working group.

Depending on the subject, also other stakeholders than MOs may participate in Kehys' working groups, e.g. institutions, universities, government agencies, etc. In the past years, also some other working groups have been operating (Environment and development; Coherence; Funding; EU's neighbouring countries' policy), but these WGs are now deactivated. WG meetings on average have 8-10 participants whereas the number of members in working groups is bigger.

Like with Kepa, PBS is the relevant funding mechanism for Kehys, as most of its operations require long-term and flexible approaches. For example, instead of separate campaigns, advocacy is mainly implemented through continuous dialogue with MFA, parliament, and depending on them with other Finnish ministries, and within EU institutions, mainly through active collaboration in CONCORD. Separately funded projects have provided possibilities to concentrate more in-depth especially on global education, but even if their funding has been at times even higher than the funding of core functions, the programmatic approach has been applied consistently.

Two umbrellas: a strength or a weakness?

It is striking that both Kepa's and Kehys' strategies hardly mention the cooperation and coordination between the two organisations.

In general, the traditional arrangement of two separate umbrella organisations has functioned rather well and the two organisations agreed upon coordination and cooperation already in 2010. Kepa has cooperated with Kehys and has participated in some of CONCORD's working groups (e.g. CONCORD's Development Awareness Raising and Education (DARE) Forum, CONCORD Financing for Development Group, and CONCORD Aidwatch and Advocacy Group). Also other MOs have represented Kehys in selected events, partly due to the approach to involve MOs in the work of CONCORD, partly because of the need to share CSOs' limited resources. Kepa also participates in some of Kehys' working groups in Finland. And on the other hand, Kehys is an active partner in some of Kepa's networks. Except for three CSOs, all members of Kehys are also members of Kepa.

For Kehys, the present arrangement and task division has enabled a clear focus on EU level advocacy and it has allowed flexible and quick working approaches

and methods. For Kepa, the task division causes some overlap and parallel activities: Kepa is not only actively engaged (on behalf of Kehys) in some of the CONCORD working groups, but it also has direct relations with thematic network partners in its core thematic areas: Eurodad with respect to development finance and tax justice and the Climate Action Network with respect to climate change issues. With the present organizational arrangements, the small overlap is unavoidable as Kepa's participation in the EU networks important for Kepa's strategic core functions is necessary. The evaluators consider that a small degree of overlap and parallel activities do not pose a problem as such as long as coordination and collaboration between Kehys and Kepa is active and open.

Member organisations and key external stakeholders interviewed in this evaluation process have indicated that in principle, linking local, national, EU and global levels more strongly together would better ensure a holistic approach for the Finnish CSO community's advocacy work. Finnish development policies are heavily affected by developments in EU, and EU is a key channel for Finland's efforts to influence global policies and developments. Thereby, effective, well-coordinated and coherent advocacy at different levels would benefit from one umbrella organisation covering all levels of policies and institutions. Depending on the issue and target group, advocacy may include diverse approaches and strategies while the key messages are consistent and integrated to various advocacy processes. A more coherent approach on advocacy could also benefit the programmatic approach of the umbrellas. The holistic nature of the Agenda 2030 and Sustainable Development Goals (SDGs) provides such a coherent and global framework for coherent lobby and advocacy.

Recently, a specific study was conducted on cooperation and possible increased alignment between the two organisations. The report elaborated three options for the future: 1) The two organisations continue as separate CSOs, 2) Merging into one CSO, 3) Develop a more network-based approach by both organisations. In the end, the study recommends the merging of the two umbrellas into one. According to the study, this would improve efficiency of the operations, bring clarity to roles, strengthen holistic advocacy and better ensure a reactive approach for changes in the working environment. The interviews in Finland confirmed that the MOs mainly support the merging and there is also a readiness in the secretariats to start preparation for the merging. Two key alternatives are considered: merger of Kehys into Kepa (or vice versa) or establishment of a completely new umbrella. The first alternative would enable a lighter process whereas the other alternative would cater for more "revolutionary" thinking but require also a heavier administrative process. In both cases, the MOs emphasized the importance to ensure that the strengths of the two organisations would be maintained. A joint working group is now elaborating practical measures of the possible future merging. (Trang-Nguyen, Vormisto & Laaksonen, 2016).

The results of the study were discussed in both Kepa's and Kehys' boards in the beginning of 2017 and the boards decided to embark on a process of increased alignment and cooperation between the two organisations, but not necessarily merging into one organisation.

Effective, well-coordinated and coherent advocacy at different levels would benefit from one umbrella organisation covering all levels of policies and institutions

For both Kepa and Kehys, the key direct beneficiaries are their Finnish member organisations

4.1.2 Alignment with beneficiary and stakeholder needs and rights

In this section, the evaluators assess:

- Has the work of Kepa and Kehys been aligned with the beneficiary needs and rights?
- Has the work of Kepa and Kehys been aligned with the stakeholder needs?

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

For both Kepa and Kehys, the key direct beneficiaries are their Finnish member organisations (MOs). As Kepa has activities also in the South, direct beneficiaries include also the Southern CSOs acting as partners to Kepa. Indirect beneficiaries include practically all beneficiaries of Finnish CSOs, as the wider developmental impact is expected to be achieved through strengthened civil society, i.e. improved policies and strengthened capacities of the MOs.

The recent study on future organising of Finnish development CSOs confirm that the umbrella organisations provide their members clear value added (Trang-Nguyen, Vormisto & Laaksonen, 2016). Table 6 shows the value added of the umbrellas as identified in the study.

Table 6: Value-added of the umbrella organisations

Value-added of the umbrella organisations for their MOs (%)	Not important or marginally important	Important	Very important
Advocacy on CSOs' enabling environment	10	77	35
Advocacy on development policy	5	81	41
Training and advisory services	10	72	36
Information on current development issues	7	78	28
Networking in Finland	9	66	22
Joint events	13	51	9
International networking	33	40	15
Showing common values in public debate	8	74	47

Source: Trang-Nguyen, Vormisto & Laaksonen, 2016

Kepa's major MO survey (Kepa, 2015c) indicates that the importance of advocacy work and joint lobbying has increased when compared the surveys in 2013, 2014 and 2015, obviously due to the cuts in MFA's funding and changes in the political environment. Also the importance of information services has slightly increased. Otherwise no clear trends on the importance during 2013-2015 are seen in the survey. As almost all Kehys MOs are MOs to Kepa as well, the survey gives a good insight to the priorities of the CSO community.

Kepa

Kepa's challenge is its large and varied group of MOs. Because of this, the needs and interests vary a lot; some MOs look for very practical support (trainings, project advice), others see Kepa especially as a key advocacy organisation for the civil society while some members want just to be partners in the wider CSO network.

Altogether, Kepa looks rather actively for MO feedback and strives to ensure wide participation in its planning and implementation processes. Frequent MO surveys are used, as well as evaluations. A major effort to get MO feedback was the MO survey conducted during 2013–2015 (Kepa, 2015c); almost all MOs were interviewed during this survey. Based on this and a previous survey (Kepa, 2010), member organisations are in general rather satisfied with Kepa's services and operations. In the 2013–2015 survey the total rating on Kepa by its MOs was 8.34 in the scale 4–10. Most MOs have been using some services of Kepa, or have been participating in several operations (see Annex 10). Only five MOs had neither used any services nor participated in operations whereas 75% have used or participated in six or more services/operations.

The recent study on the future organising of Finnish development CSOs included MO surveys for Kepa and Kehys (Trang-Nguyen, Vormisto & Laaksonen, 2016). The key findings are presented in Tables 13–17 in Annex 10. To summarise, advocacy on CSOs' enabling environment and on development policy were rated as the most important services whereas international networking and services of Kepa's country offices in the South were rated as least important. However, even those services were important for some MOs.

Kepa's own member survey conducted during 2013–2015 investigated the relevance to MOs through assessing the usability of the services to the MOs. The most used services were the World Village Festival (79% of MOs), Kepa.fi website (74%), Kepa's training and learning events (73%) and Kepa's email list and Facebook (71%) (Kepa, 2015c). The increased importance of advocacy is obviously due to MFA's funding cuts and negative trends in the working environment for the civil society. A more detailed breakdown on the usability of services is presented in Annex 10.

A survey on the views of Kepa's MOs was conducted also during the evaluation. Even with a low return rate (36 respondents representing 12% of the MOs), the results confirm the findings of Kepa's own member survey. The results respond well with Kepa's own member surveys. Rating the World Village festival, participation in policy work and advocacy on development issues, training and advice on development cooperation and global education, and information services as the most useful/important operations.

Kepa's own member survey (Kepa, 2015c) shows that the quality of operations and services correspond well with the expectations of member organisations. Highest scores (over 4 with the scale 1–5) were given to the responsibility of Kepa's operations, Kepa's transparency, Kepa facilitating networking among CSOs, easiness to approach Kepa, and Kepa as the promoter of global common responsibility. A detailed breakdown of the MO's assessment is given in Annex 10.

Kepa's challenge is its large and varied group of MOs whereby the needs and interests vary a lot

Advocacy on CSOs' enabling environment and on development policy were rated as the most important services of Kepa in recent study

Kepa's programme is strongly rooted to the HRBA principles

For Kehys MOs, advocacy, information services, training and advice are the key services

In the survey conducted during the current CSO₃ evaluation, highest ratings on quality (score 4 or over with the scale 1-5) were given to World Village Festival and Markets of Possibilities, trainings as a whole, global education services, and Kepa's campaigns. Altogether, the quality of services/operations was scored near 4 for all areas of operations, the difference being the importance where some activities (Volunteer programme ETVO, support to networking and partner search, and global education services were the least prioritised operations.

The relevance and quality of Kepa's operations in the South is discussed in detail in chapter 4.1.3. Regarding the relevance of these operations for the MOs, only 50% of the MOs considered this programme moderately or more important to Kepa. This rather low figure is in line with critical observations on Kepa's Southern Programme in the evaluation of Kepa on its Southern Programme in 2017 and comments made by key informants in interviews in Finland and in Mozambique. In these occasions, the value of Kepa's Southern Programme was consistently questioned.

Regarding Human Rights Based Approach (HRBA) and stakeholder needs and rights, Kepa's programme is strongly rooted to the HRBA principles whereby HRBA has a major role both in advocacy, capacity development and awareness raising. With respect to the Cross-Cutting Objectives (CCOs), particularly reduction of inequality and climate change have been relevant for Kepa's advocacy activities throughout the period evaluated.

Kehys

The niche of Kehys is very specifically on EU level advocacy and global education and its MOs share an interest on issues related to EU and development. MOs' priorities regarding Kehys' services were studied in the recent study on the future organising of Finnish development CSOs (Trang-Nguyen, Vormisto & Laaksonen, 2016). Depending on the CSO, priorities differ, but the survey indicates that all of the present operations of Kehys serve the needs of the MOs, advocacy having the highest scores but also information services and training and advice scoring highly. International networking is prioritised less; the issue in the questionnaire seems to be understood as Kehys facilitating MOs' networking with international partners. Kehys secretariat's cooperation in international networks is included in advocacy. The finding on the needs and priorities is confirmed in the MO survey conducted during the evaluation also confirm the findings. A more detailed presentation of the importance of the services to the MOs is presented in Annex 10.

The survey conducted as part of this CSO₃ evaluation revealed some changes in the priorities; when becoming members of Kehys the MOs prioritised information on EU and advice on EU funding whereas in 2016 advice on EU funding was somewhat less important, the reason being the challenges of EU projects whereby CSOs are less interested to apply for EU funding, at least as lead agencies.

Thematically, all areas of Kehys' working groups were mentioned as important at least by some MOs, the working groups on education and Agenda 2030 scoring highest.

Regarding the quality of operations, MOs rate Kehys highly. In the scale 1–5, all operations had a score of 4 or above, except for the former working group on climate change, but that group has now been discontinued.

Regarding advocacy work, the key themes for the MOs are development cooperation policies and funding, policy coherence for development, global education, and human rights.

Regarding HRBA and stakeholder needs and rights, also Kehys' programme is strongly rooted to the HRBA principles whereby HRBA has a major role both in advocacy, capacity development and awareness raising.

4.1.3 Alignment with the partner country policies and strategies

In this section, the evaluators assess:

- Has the development co-operation work of Kepa and Kehys been aligned with the partner country priorities?

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

In the case of Kepa and Kehys as national umbrella organisations of Finnish CSOs, their primary alignment is with Finnish policies and strategies and this aspect is addressed in section 4.1.4.

The analysis of alignment with partner country policies and strategies can be done only with respect to the “Southern Programme” of Kepa and to a certain extent the same can be done on the lobby and advocacy actions of Kehys directed to the European Parliament and European Union institutions. This is done in the two sub-sections below.

Alignment of Kepa's Southern activities with partner country policies and with Finnish policies

The origin of the Kepa's cooperation with Southern CSOs was the volunteer programme where Kepa was coordinating and monitoring the placements of Finnish volunteers to work in various Southern organisations, mainly within public sector and sometimes in CSOs. The programme was discontinued in 1997 after a critical evaluation in 1995, but Kepa decided to continue its activities in the framework of its “so-called” Southern Programme.

In the period of 2010–2016, Kepa's cooperation with Southern CSOs has consisted of programmes in Nicaragua, Tanzania and Mozambique and a regional cooperation programme in the Mekong region. These operations were managed and implemented by country offices in Managua, Dar es Salaam and Maputo and a regional office in Bangkok. All of these operations are part of Kepa's OGP.

In Kepa's updated strategy for 2012–2017 it is stated that: *“Kepa's work in the South supports our advocacy work and our member organisations' know-how about the South. Thanks to our activities in the South, Kepa has gained experience and credibility for our work in Finland. The challenges related to work carried out in the South concern the factors that it is not well known, that it is only weakly linked to the*

Regarding the quality of operations, MOs rate Kehys highly

work of our individual member organisations, that such activity is concentrated in the operating areas of just a few organisations, and that such work involves a heavy administrative burden.” (Kepa, 2014a, p. 4).

Based on the findings, some changes were made for 2013-2015: Kepa conducted a MO mapping in the cooperation countries, strengthened the regional approach of the operations, initiated learning pilots to experiment new initiatives together with MOs, and increased the visibility of Kepa South and work of Kepa’s partners in Kepa’s media and events. However, in 2015 these operations were downsized due to budget-constraints, particularly after the budget cuts of MFA. The offices in Nicaragua and Thailand were closed whereafter the cooperation has continued in these areas in a minor scale with about € 40,000 annual funding per country.

Kepa’s operations in the South, throughout the evaluation period has focused on the activities described in Box 2.

Box 2. Kepa’s Operations in the South

1. Support for Southern civil society partners in their advocacy work and for an enabling environment.

■ Kepa’s offices in the South were providing analysis and information on country contexts and operational environment, in cooperation with local Finnish Embassies. Additionally Kepa provided support to local partners to work for an enabling local environment for social-economic development and poverty reduction. The focus was on enhancing advocacy skills and other capacities of local organisations, facilitating local networking, and producing assessments and publications relevant for the civil society as a whole.

2. Membership and active participation in international networks.

■ Kepa’s strategy for 2012-2017 recognised the importance of strengthening links at the regional and global level. Kepa has supported especially its partners but also other local organisations to be better linked regionally and internationally. Kepa is also a member and an active participant in several international networks, among which the global CIVICUS network.

3. Support to capacity development of member organisations and their Southern partners.

■ Until 2012 the Kepa country offices supported the capacity development of selected member organisations and their Southern partners (Training and Advice Plans). This activity was discontinued after 2012 at the country level, but capacity development support for member organisations was continued in Helsinki and this was sometimes done with the involvement of country offices. Sometimes members and their Southern partners were supported with web-based tools and self-study packages for development cooperation in different languages.

Source: Kepa, 2009b; Kepa, 2012b; Kepa, 2015a; Coventry & Pensala, 2017

The downsizing of the Southern Programme also entailed a stronger focus on priority issues in line with Kepa’s global strategy and in function of this partnerships in Tanzania and Mozambique were established, continued or ended. The first two areas of activities were continued through with a stronger thematic and geographic focus.

In an evaluation of its Southern Programme, commissioned by Kepa the remaining partners in the current set-up of the Southern Programme was described as follows: *“Most of Kepa’s current partners are Southern networks or coalitions working on its policy themes. Kepa’s choice, as a civil society umbrella organisation, to partner with Southern civil society policy networks is relevant. It brings two advantages. First, Kepa should be able to offer its experience and expertise as a long established network to strengthening partner networks in the South. Second, working with Southern networks allows Kepa, with comparatively few resources, to potentially scale up its influence through the membership of its partner networks. For Kepa itself, working with policy networks in the South provides an opportunity to collaborate with Southern actors, drawing upon their experience and learning to inform its own advocacy work in Finland.”* (Coventry & Pensala, 2017, p. 10-11).

This finding illustrates that the main rationale for engaging in partnership relations is to establish peer-to-peer relations with civil society networks in Mozambique and Tanzania (under the policy theme of enabling environment and space for civil society). This is done at the level of national umbrella organisations, such as TANGO in Tanzania and JOINT in Mozambique, or with other networks that bring civil society actors together. Other partnerships are established at the thematic level and in these cases the themes (tax justice, climate justice, development finance and Corporate Social Responsibility (CSR)) are emerging from the strategic planning of Kepa at the global level.

This means that alignment of Kepa’s Southern Programme is not primarily based on development policies and strategies of partner countries. The alignment is specifically with civil society based on identity as civil society network organisations and/or sharing an interest in key priority themes that derive from Kepa’s own strategy.

Criteria for partner-country selection in Kepa’s Southern Programme

Originally the selection of the countries and regions in Kepa’s Southern activities was based on the country selection of the volunteer programme coordinated by Kepa during 1987-1997. Thereafter, some changes have occurred, and during 2010-2015 Kepa had offices in Mozambique, Tanzania, Thailand (Mekong region) and Nicaragua. Due to the cuts in MFA’s funding, the offices in Thailand and Nicaragua were closed. This decision was based on several criteria: the countries in these regions were no longer Finnish core partner countries, rather few MOs work in these areas, desire to focus on LDCs, partners’ interest in Kepa’s themes, etc.

Kepa decided to continue in the only two countries that are also continued as Finnish core partner countries. While many (approximately 30) members of Kepa are still active in Tanzania this number is much lower (less than 10) in Mozambique. The number of active members in a country therefore was not used as the key criterion for country choice, because in that case it would have made more sense to focus on Ethiopia, Zambia or Nepal instead of Mozambique.

Another criterion to continue in Tanzania and Mozambique was also to ensure continuity and longer-term working relations with national partners in these countries and to also maintain local teams (although not anymore with Finnish expat staff, but only with local staff).

Shrinking spaces for freedom of expression and civil society organisations to act are key issues for CSOs in Mozambique and Tanzania

Agenda 2030 and the European Consensus on Development are among the priority themes of the EU for Kehys

Kepa's Southern operations' alignment with Finnish policies

Exchange of information with MFA and the Finnish embassies in Mozambique and Tanzania has always been frequent and intensive and has remained like this also in the recent period. Kepa and its partners have seen the embassies as international development partners and therefore as important allies in matters of civil society. The exchange and coordination with embassies has not led to concrete cooperation in activities and projects on the ground, as it has not been an objective for Kepa. However, during the visit to Mozambique some possibilities for such alignment were identified. The MFA recently started a project with A CSO consortium composed by Netherlands Institute for Multiparty Democracy (NIMD), Instituto Mocambicano para Democracia Multipartidaria (IMD) and Demo Finland to strengthen the Mozambican parliament's oversight on natural resources management (particularly extractive industries). Kepa could align with this project through its activities with the National Natural Resources Platform and Justiça Ambiental. More alignment and cooperation could also be possible in the area of shrinking space for freedom of expression and civil society organisations in Mozambique. The Mozambican Government has submitted a revised civil society organisations act to parliament, but partners of Kepa (JOINT) complain that this act is not recognising inputs of civil society and is imposing restrictions to the civil society. Finland as an international development partner of Mozambique can be an ally of Kepa in critical monitoring of the civil society space in Mozambique, because a vibrant and pluralistic civil society is promoted in the Finnish CSO policy framework. On both the natural resource management initiative and on the Mozambican CSO legislation the Finnish Embassy and Kepa have exchanged information and views but not yet developed joint strategies and actions.

Alignment of Kehys lobby and advocacy strategy and actions with European Union policies and strategies

Kehys also applies a strong focus on specific development issues in its lobby and advocacy activities with the European Union. Its priority themes derive from planning meetings with its members and Kehys involves its members in four thematic working groups. Kehys is member of CONCORD and also aligns with the priority themes and activities of this advocacy network in Brussels.

At present, the agenda 2030 and the European Consensus on Development (expected in June 2017) are important priority themes of the EU that are shared by CONCORD and Kehys. And CONCORD and Kehys are actively involved in providing inputs to these themes.

Additionally Kehys has been advocating actively in the EU on global education and this work is also supported by the EU. Kehys has managed the fourth phase of the Development Education Exchange Project funded by the EU and is currently involved in a new proposal for development education. The EU is continuing to provide support to development education projects and activities in its member states and in this area there is a clear alignment in the form of these projects.

4.1.4 Alignment with development policy priorities of Finland

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

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

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

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

The development policy priorities of Finland is presented in Table 7.

Table 7: Development policy priorities of Finland

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

Both Kepa and Kehys have had important roles in presenting the CSOs' views on Finland's development policies and strategies

Development Policy 2012-2015

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

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

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

Geographic priorities – Least developed countries – Fragile states.

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

Development Policy 2016-2019

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

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

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

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

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

Source: MFA, 2007, 2012 and 2016a.

Regarding Finland's development policies, both Kepa and Kehys have been highly relevant partners for MFA. On one hand, the umbrellas strongly promote in their advocacy work human rights, equality and sustainable development, and on the other hand, their trainings and advice serve also the needs of MFA in capacitating CSOs to deliver more effective development cooperation and global education. Both Kepa and Kehys have had important roles in presenting the CSOs' views on Finland's development policies and strategies, their messages focusing especially on human rights and CCOs. In addition, especially Kepa has been MFA's key negotiation partner on behalf of the CSO community in development of MFA's mechanisms, procedures and guidelines on CSO funding. Consequently, Kehys has been an important partner for MFA in EU-related issues, acting as an expert organisation.

Thereby, at general policy level the CSO community's stands are well in line with the overall MFA policy priorities. At more practical level, the relationships have varied, depending on the current government and development policy. Based on the interviews, the relationship with the umbrellas (especially with Kepa) may be divided into three phases:

- During 2007-2011 especially the bilateral cooperation included the concept “Finnish value added”. According to the 2007 policy, “Finnish development cooperation focuses on areas where Finnish expertise and experience can be best used to support partner countries’ own development programmes” (MFA, 2007). This approach was to some extent criticized by the CSO community, especially regarding the usage of development funding in a way that favoured Finnish private sector and Finland’s exports.
- During 2011-2015 the relationship between the umbrellas and MFA were very close. Kepa was invited as an expert organisation to the negotiations when the government was formed, and Kepa and Kehys were also heard during the preparation of the Development Policy Programme (MFA, 2012). Kepa’s annual reports from the period also highlight successes in advocacy work, as realized by the increasing CSO funding and policy priorities supported by the CSOs.
- After 2015 and cuts in CSO funding the relationships with the government and MFA have become more critical. Even if there is no major difference at the level of policy statements, the CSOs, Kepa as their main voice, have strongly criticised the funding cuts and tried to protect the space of the civil society while also criticising the shift towards stronger private sector funding. Policy coherence on taxation is an important theme especially for Kepa.

When the CSO community reacted to the cuts in funding and policy changes, Kepa was the organiser of the protests. Also Kehys has participated in the CSO community’s efforts and to some extent the issue of policy coherence – the key theme for Kehys – has become even more important than in the past.

Regarding CCOs, both Kepa and Kehys promote strongly CCOs and the HRBA in line with the development policy. CCOs and Human Rights are part of advocacy themes, and also promoted in the trainings provided by Kepa. Kepa’s communication activities also promote often CCOs, and Kehys has a specific working group for gender and development and for sustainable green economy. In addition, CCOs are part of the agenda of other working groups as well. As CCOs form the key agenda of several of Kepa’s and Kehys’ MOs (e.g. disability organisations, environmental CSOs), both Kepa and Kehys work together with the respective specialized CSOs.

To summarise, both Kepa and Kehys try to create pressure on actual realisation of Finland’s development policies, which as such, are mainly shared by the CSO community. Policy coherence is a key issue of criticism; even if the development policies have also highlighted the importance of policy coherence, the CSO community’s watchdog role is focusing a lot on how policy coherence is realized in practice. For Kehys the focus is on Finland’s EU policies while Kepa’s focus is on national policies and global processes.

After 2015 and cuts in CSO funding the relationships with the government and MFA have become more critical

The issue of policy coherence – the key theme for Kehys – has become even more important than in the past

Both Kepa and Kehys try to create pressure on actual realisation of Finland’s development policies, which as such, are mainly shared by the CSO community

4.1.5 Alignment with the Theory of Change

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

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

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

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

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

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

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

The ToC includes seven main assumptions that would need to occur if the changes foreseen in their intervention logic were to happen in Table 8.

Table 8: Key Assumptions in the Overarching Theory of Change.

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

Source: Evaluation Team

Kepa has developed a basic ToC for its strategy, but Kehys works without an explicit ToC. The graphic presentation of the ToC of Kepa is presented in Figure 1.

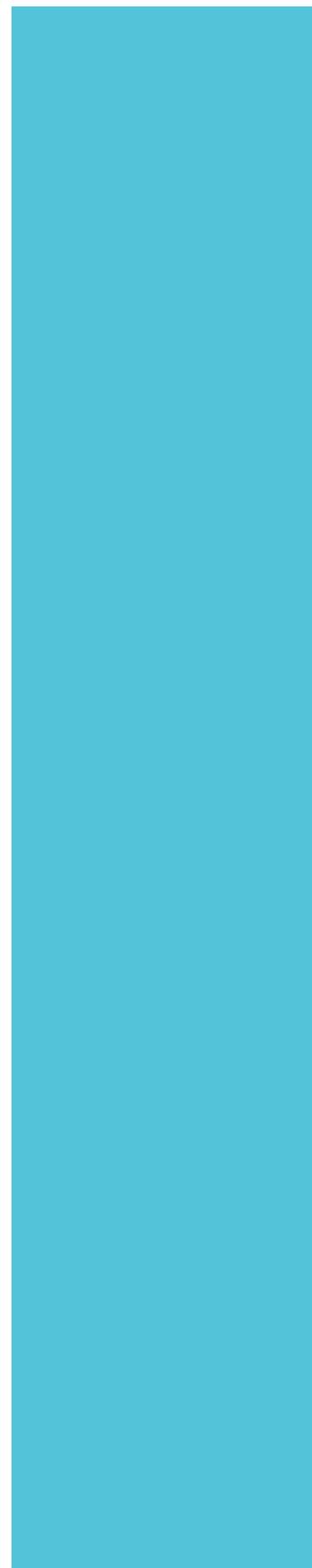
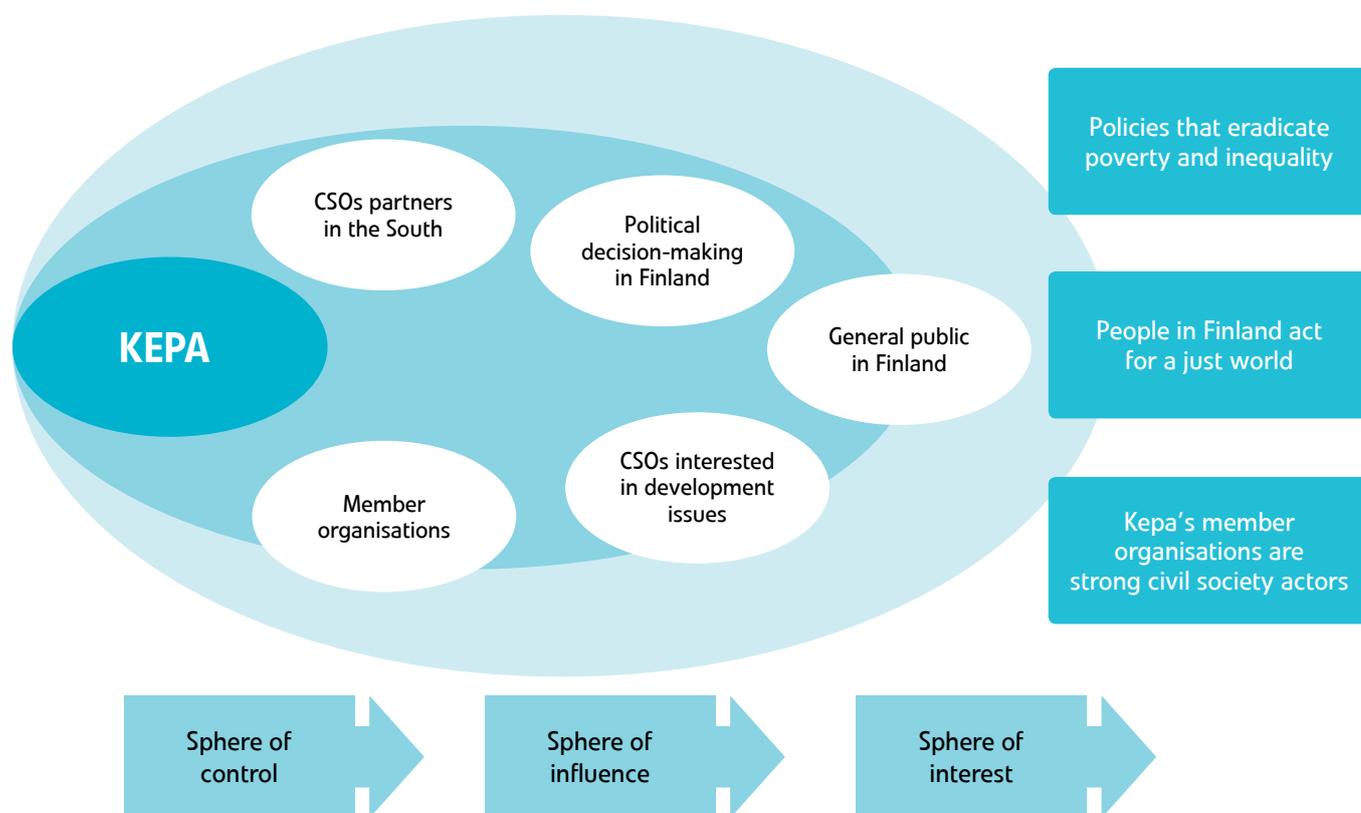


Figure 1: ToC of Kepa



Source: Kepa, 2015a and Kepa, 2015g.

Kepa has developed its basic ToC, based on the Outcome Mapping approach that was adopted by Kepa to strengthen its RBM. The ToC of Kepa does not really reflect its intervention logic nor does it include pathways of change. Kepa refers to its ToC as an “actor oriented theory of change” (Kepa, 2015g, p. 9). The figure above is a visualisation of relevant actors within different spheres of influence of Kepa that are involved in the “chain of delivery” of longer term outcomes that are presented at the right hand side of the figure.

In the concentric circles, it can be seen that Kepa works through two main direct streams: the member organisations as well as its international partnerships in developing countries. The position of the international partners (in the South) in the figure is somewhat isolated and it is not clear how these international partners are involved in producing the outcomes at the right hand side of the picture. The Southern partners are primarily relevant to the first outcome of influencing policies that eradicate poverty and inequality through their direct lobby and advocacy activities directed to national and regional Governments. The contribution of the Southern partners to the other two outcomes that are mainly achieved in Finland is minor (through occasional involvement in capacity development activities and as partners in international networks). These last two outcomes are more relevant for the members of Kepa in Finland.

The figure shows that other actors in the chain of delivery of these outcomes are:

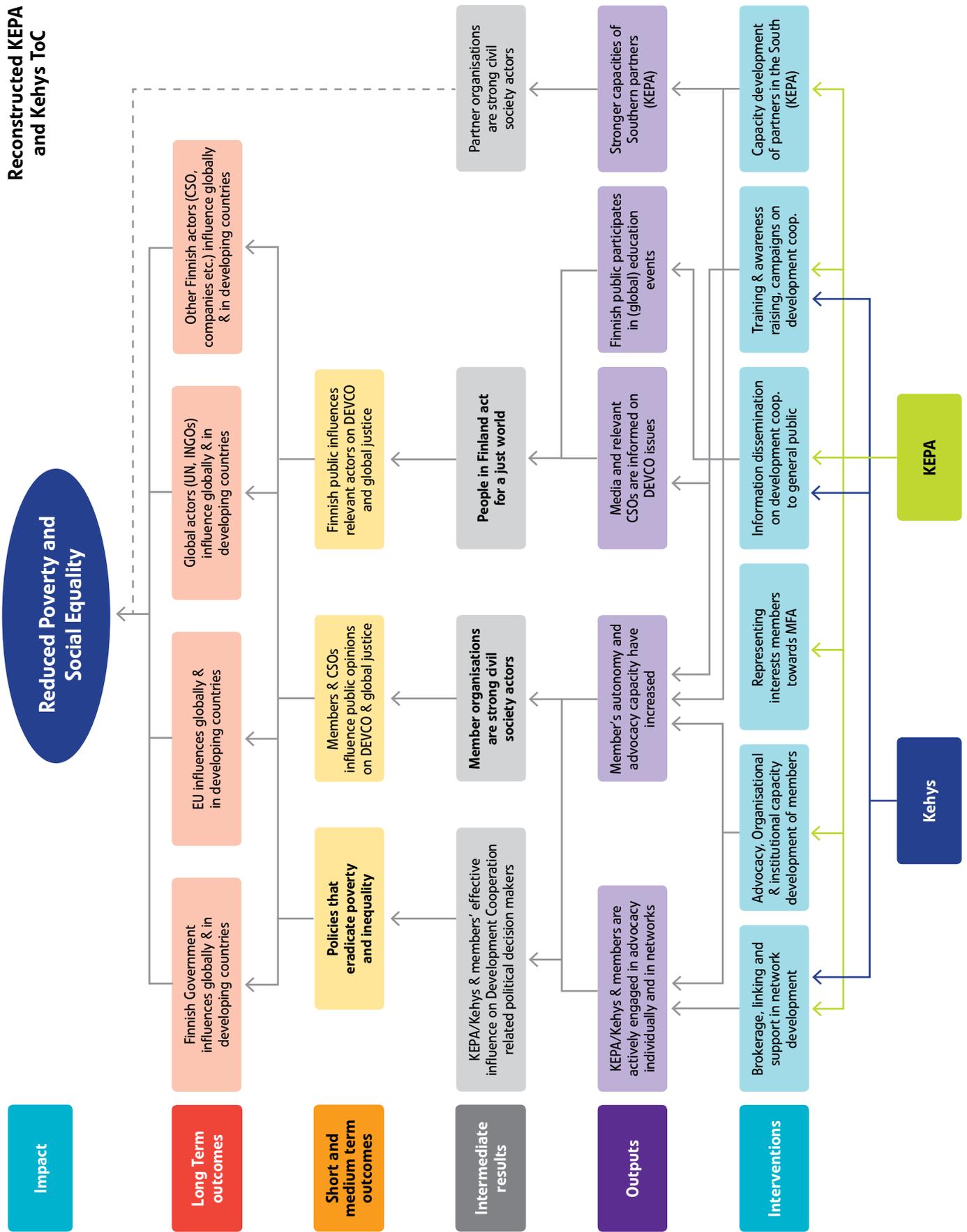
- CSOs interested in development issues (although not specified in the figure it is likely that this refers to Finnish CSOs);
- Political decision makers in Finland;
- General Public in Finland.

The figure does not explain how these actors are exactly related with Kepa and if they are mutually related and trying to influence each other. The figure seems to suggest that the work with the general public is farther out of the sphere of influence of Kepa, although Kepa is also directly targeting this general public through information dissemination, education and campaigns.

In order to obtain more insight in the ToC of Kepa it is needed to look more in detail to the intervention strategies and activities of the organisation in its planning and reporting documents.

The analysis of intervention strategies and activities of Kepa was combined with the analysis of similar documents of Kehys in order to try to develop one reconstructed and generic ToC that can capture the intervention strategy of both network organisations. This generic ToC is presented in Figure 2.

Figure 2: Reconstructed Generic ToC for Kepa and Kehys



Source: Reconstructed ToC by the evaluators, based on programme documents of Kepa and Kehys.

The reconstructed ToC shows that most of the interventions of Kepa and Kehys are quite similar in four different areas (the blue boxes at the bottom): networking, capacity development, information dissemination and education. In addition, Kepa has two specific additional interventions: capacity development of Southern CSOs at the right hand side of the picture and represent the interests of its members to MFA and other relevant Finnish Ministries.

The primary audience of networking, advocacy and capacity development pathways of change is constituted by the membership of Kepa and Kehys, presented in the first two pathways of change at the left-hand side of the picture. The primary audience of the third pathway of change “information dissemination” of both organisations are media and Finnish CSOs and other organisations in general, including the general Finnish public as readers or watchers of these media. But the general public in Finland is also directly targeted by both organisations in campaigning, education and awareness-raising activities that Kepa and Kehys together with its members.

Through the interventions with members, Finnish media and Finnish public, Kepa and Kehys aim to realise increased autonomy and stronger capacities of its members in areas such as networking, advocacy, fundraising, alliance and partnerships etc. And through direct contacts with the public it is also conceived that Finnish citizens will act for a just world. These two intermediate outcomes (presented with the text in red,) in this overall ToC, are two of the three goals mentioned in the Kepa specific ToC. Kehys is reaching out less to the general public, but primarily targets ‘development professionals’ in its work.

At the level of short and medium term outcomes, Kepa and Kehys contribute to CSOs and Government actors to develop policies to eradicate poverty and inequality (the third goal in the specific Kepa ToC). At this level stronger member organisations of Kepa and Kehys achieve real influence on public opinions related to development cooperation and this influence is expected to go beyond Finland and reach other national and international actors that work in development cooperation, through the international networks of Kepa and Kehys and their members.

The longer-term outcomes of this work are specified for the ultimate target groups of Kepa and Kehys actions in advocacy, capacity development, dissemination and education activities. For Kepa this is primarily the Finnish Government. For Kehys this is primarily the European Union and EU-institutions. This is a clearly defined and recognised task division between these two network organisations. To a lesser extent (and much less explicit in documents), Kepa and Kehys also hope directly and through their members and partners, media and Finnish public also to influence global actors, international NGOs and networks (such as CIVICUS) and organisations in the United Nations (UN) system. This global dimension and global citizenship is gradually becoming more important in the strategies and actions of both Kepa and Kehys.

On top of the ToC at the longer-term impact level it is believed that all these external actors and policies, influenced by Kepa and Kehys and their members will contribute to eradication of poverty and inequality.

For Kepa the primary actor for advocacy is the Finnish Government whereas for Kehys it is EU and its institutions

The pathway and intervention stream of Kepa with partners in developing countries is not strongly linked with the other interventions and pathways in the figure that are mainly focusing on actions in the North. The pathways of change in the developing countries and in Finland remain largely parallel. While the work with international partners contributes to poverty reduction and more equality in specific countries where Kepa is providing support, it is not described how this is intergrated in a global strategy. The evaluation of the Southern Programme of Kepa (Coventry & Pensala, 2017) and the field visit to Mozambique in this evaluation exercise, show that at the country level local network partners supported by Kepa work on influencing their governments, using basically the same approach as Kepa itself. This work is recognised and some of the networks supported contribute to changes in policies at the national level. However this impact is contained largely to the country level and is only contributing to a limited extent to Kepa's work in Finland and internationally. Southern offices are sometimes involved in capacity development of Finnish Members in Finland, but the local partners of Kepa are hardly involved.

Theory of Change of the umbrellas seen from the perspective of the generic ToC

The generic ToC of MFA with respect to the CSOs applies mainly to CSOs that work with partners in developing and it is not very useful to describe the work of the two umbrella organisations that mainly in work in Finland and in the EU and do so on behalf of their members. It is therefore not useful to try to come to a detailed comparison between the TOC of umbrellas and the generic ToC and therefore only a brief overview of similarities and differences are presented here below:

Similarities between the ToC of umbrella organisations with the generic ToC for CSO are:

- Ultimately the impact that is aimed for is the same in both ToCs: reduced poverty and social equity;
- Kepa and Kehys work on capacity of its members and therefore contribute to strengthening of civil society;
- Kepa and Kehys and their members work on advocacy and influencing contribute on the longer term on policy changes and a “more responsive government and inclusive policies”. But for Kepa and Kehys this is mainly in Finnish society and not so much internationally;
- Both Kepa and Kehys are active in building a support base for international development cooperation and this pathway most closely resembles the pathway on global education in the generic ToC. The way Kepa and Kehys operate in these areas is quite similar (and sometimes also linked) with the global education activities of other CSOs (sometimes funded in the PBS framework and sometimes done with own resources).

Differences between the two ToCs are:

- The focus of the ToC of Kepa and Kehys is not on interventions in developing countries (except to a small extent by Kepa in Mozambique and Tanzania), but mostly in Finnish society;

- The focus of the ToC of Kepa and Kehys is fundamentally political and there is no orientation towards direct provision of services or development projects on the ground to alleviate poverty. The contribution of the umbrella organisations is at the political level only;
- The relevant advocacy levels for Kepa and Kehys are not fully captured in the generic CSO ToC;
- The ToCs of Kepa and Kehys are quite concrete in the first layers, when working with their members, media and Finnish public, but there is a considerable distance between these activities and the ultimate impact in the form of reduction of poverty and inequality. In fact it is questionable if this highest-level impact is appropriate for the ToC of these umbrella organisations.

4.2 Complementarity, Coordination and Coherence

In this section, the evaluators assess:

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

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

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

As Kepa and Kehys are umbrella organisations, their main role is coordination and supporting coherence in Finland's development policy and in CSOs' work. Both organisations' value added comes especially from their role as voices of the Finnish CSO community and as their role as coordinating and networking organisations. However, some overlap of lobby and advocacy activities with

Kepa and Kehys are professional partners for MFA to involve the CSO community in the policy debate as well as for advising on the development of MFA's approaches and tools for CSOs

Member Organisations (MOs) is identified, especially in specific thematic advocacy work, because member organisations sometimes are also active in specific thematic lobby and advocacy activities and sometimes also in their own international networks and liaison offices to the EU or the UN.

The support that Kepa is providing to lobby and advocacy activities of its partners in developing countries is not coordinated with its member organisations. Since services to member organisations and their local partners discontinued after 2012, no such joint advocacy actions were undertaken, but prior to 2013 it occasionally happened, such as for example on disability inclusion and lobby for sign-language on television with a national CSO for deaf people, a partner directly supported by Kepa and later also by Abilis.

With respect to the choice of themes for lobby and advocacy in the Southern Programme, there is coordination with the global planning of lobby and advocacy activities. And this planning is discussed and approved by the membership.

Complementarity and coordination between Kepa and Kehys entails some challenges, because the mandates of both umbrella organisations are quite similar, although the levels of operation are quite different. The task-division between Kepa, addressing advocacy at the level of Finland, and Kehys, addressing advocacy at the level of the EU, is widely communicated and well understood by the membership of Kepa and Kehys as well as by external stakeholders and target audiences of lobby and advocacy activities.

For MFA, the umbrella organisations' role regarding complementarity, coordination and coherence is very important. On the one hand, Kepa and Kehys are professional partners for MFA to involve the CSO community in the policy debate as well as for advising on the development of MFA's approaches and tools for CSOs. Both Kepa and Kehys (on their own behalf and on behalf of their members) are key partners also in discussions on wider complementarity and coherence issues, including civil society's role in development issues; Kepa on Finnish and global issues and Kehys on specific EU-related issues.

At the EU level and advocacy work with partners in Brussels there is some overlap between Kepa and Kehys, though in general task-division is well established and clear for all partners involved and also for external stakeholders. Kepa is participating in some of the working groups of CONCORD on behalf of Kehys. And Kepa also has its own partners on specific thematic issues that are core to its strategy (development finance, tax-justice (Eurodad) and climate change (Climate Action Network)). This is complementary to Kehys own networks and activities in Brussels and the relationships of both umbrellas are well coordinated and not duplicating or contradicting.

The MFA has sometimes expectations towards the umbrellas, and particularly Kepa, to implement capacity development activities in the interest of the MFA (on funding frameworks and on policy priorities). These expectations are 'interwoven' in the PBS funding. It is not possible to assess if and to what extent training activities have been implemented 'on request' of the Ministry, because no specific requests are made. However in the dialogue with Kepa, the Ministry sometimes expresses such expectations, On the other hand, Kepa provides training mainly on the needs of its members. This means that expectations of

the MFA and the interests of the Kepa historically have been well attuned. In 2014, the MFA has investigated possibility to assign Kepa as an organisation to manage the small grants facility of the Government, but this investigation concluded that it was not legally possible for the MFA to outsource funding decisions.

Both issues illustrate that the MFA does not always see Kepa and Kehys as autonomous civil society organisations, but that there are occasions in which MFA looks at the umbrella organisation as instrumental to reach out the CSO community in Finland. None of the parties involved has indicated that these issues have caused problems in the relationship and Kepa and Kehys do not experience that the MFA is interfering in autonomous matters of these organisations. They perceive these expectations as signs of very close and good mutual relationships.

4.3 Efficiency

4.3.1 Results-based management practices

In this section, the evaluators assess:

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

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

- **Planning** - The CSOs have to produce clear programme-level plans, based on their own strategies and taking into account Finland's development policy and related guidelines. Clear programmatic objectives with indicators are expected to be defined. The Programme Plan is considered as a strategy-level plan that covers the whole period of the programme concerned, while the Annual Plans form the operational level of planning in the process, where funding is provided annually.

- **Management** - The CSOs are expected ensure adequate programme, staff and financial management. The programme management refers to clear management systems based on strategies, planning processes and systems, M&E and reporting systems, and systems for using M&E data in management for learning. Staff management includes elements such as staffing plans, clear job descriptions and organograms, frequent development discussions and continuous staff training. Financial management comprises systems for budgeting, financial management and reporting and auditing.
- **Monitoring and evaluation** - The CSOs need to prepare Annual Reports for the MFA summarizing the lessons learnt from the M&E processes. The reports are expected to highlight results of the work by the CSOs, including their sustainability.

MFA Risk Management Approach is presented in Box 3.

Box 3. MFA Risk Management Approach

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

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

Source: MFA, 2015c.

Kepa

In practice, Kepa may be described as a programme-based organisation from its foundation, receiving programme-type of core funding even when this term was not yet applied. Since 2011, Kepa has developed its management approaches towards a stronger RBM approach, applying Outcome Mapping methodology for RBM as well as Logical Framework Approach (LFA) at operational level. Kepa also provides training to its MOs on these subjects, particularly on programme and project management and Outcome Mapping.

Kepa's RBM system and approach is presented in Table 18 in Annex 11.

Based on the RBM analyses of the 22 PBS organisations as part of CSO₁ evaluation, Kepa clearly has mechanisms for RBM and programme-based management. Progress and achievement of results are actively discussed in the teams, applying the Outcome Mapping method modified for Kepa. This method with boundary partners and progress markers works especially well for planning, and for reflecting progress and results in the teams. Teams report quarterly and annually and assessment against the Progress Markers and indicators are documented in the quarterly reports. As financial monitoring is also linked to the narrative reporting, the method provides a holistic approach for RBM. Team reports enable performance monitoring by the Management team and function as an internal learning process for the teams and offices themselves. Based on the feedback from the teams, management team reports regularly and briefs the Board on the progress of programme implementation.

However, the RBM approach is not fully reflected in Kepa's reporting which tends to be more activity than results oriented. The annual reports do highlight selected outputs, but not in a consistent way between different years. Outcomes are to some extent verbally described, but reporting hardly includes identification and analyses on encountered problems and challenges. Based on interviews, challenges are to some extent discussed as part of the team reflections and with supervisors, the discussions being documented quarterly. Thereby, at team level reporting and related reflections address challenges, whereas the organizational annual report is very short and weak in this respect. This may weaken the learning in the organisation.

Kepa's communication with MFA is active as MFA is among the key targets of Kepa's advocacy work (others being MPs' advisers to ministers, relevant parliamentary party players, and also other ministries, depending on the subject), and MFA often also invites Kepa to comment papers or participate in various processes. Regarding the managerial discussions on Kepa's programme, some dissatisfaction on reporting was noticed in the interviews, main reason being the activity-oriented style of reporting. To some extent the roles are a bit unclear: MFA expects Kepa to provide services based on MFA's interests (e.g. training and advice) whereas Kepa emphasizes its independence. Clear contracting of the selected services might clarify the roles. Management-level communication has also suffered from the inappropriate scheduling of consultations between Kepa and MFA (like with all other CSOs as well). With the present timing, annual consultations do not enable relevant feedback to the next year's planning processes as the plans have already been prepared before the consultations.

The potential for substance-related discussions is weakly used in the consultations.

Regarding human resources, Kepa is rather well resourced for implementing its programme, even after the cuts in funding (the programme was modified consequently to reflect the resources). The present staff includes almost 50 staff members, and prior to the cuts Kepa had over 80 staff members. To some extent Kepa's organisation may be described as a matrix organisation, designated teams being responsible for their respective areas of operations. Kepa's management team provides the overall management and supervision to the

Kepa clearly has mechanisms for RBM and programme-based management

However, the RBM approach is not fully reflected in Kepa's reporting

teams. The approach includes close cooperation between the teams as well as extensive collaboration with MOs. The participatory approach is, on one hand, a strength of Kepa as it creates ownership of operations among MOs, but it also takes time and hence requires a lot of resources from the secretariat. In terms of substance experience, Kepa's staff members cover rather widely different areas of development agenda, including human rights and HRBA, development policies and funding, taxation and global economy, climate justice, capacity development, communication, event organizing, and private sector collaboration.

As discussed in chapter 3.4, on paper (budget) the share of staff costs compared to operational costs is high; 62% staff costs and 38% operational costs in 2014 and 53/47% respectively in 2016. This is mainly explained by the fact that most of the operations are carried out by Kepa's own staff. Thereby, a high proportion of staff costs could also be counted as operational costs. Costs related to management, administration and support services (including facilities) are altogether about 40% of the total costs in 2014 and 37% in 2016 - rather high figures for any organisation. However, also a major part of management costs may also be counted as operational costs. Kepa's own assessment indicates that strictly administrative and managerial costs are about 10% of the total costs, but this can not be verified due to the weaknesses in the cost structure. Transparency of the financial management would benefit from a revision of the budget structure and financial reporting; operational costs should include also operational work by Kepa's staff.

To some extent, Kepa's efforts to create a learning culture also functions as a risk management approach, because by reflecting and learning on previous experiences, successes and mistakes, the organisation can improve its performance and avoid future mistakes. However, systematic risk management is not shown in Kepa's reporting. The annual plans are rather generic and do not include risk management plans, and reporting does not adequately identify and analyse risks. In practice, problematic situations are dealt with through internal and external discussions and consultations, but risk management is not systematically reported.

Kehys

Also Kehys applies elements of RBM in its management. The present RBM-systems and approaches of Kehys are presented in Table 19 Annex 11.

Analyses of the annual plans and reports reveals that in practice both planning and reporting have been and still are rather activity oriented. During 2010-2013 the annual plans did include Logical Frameworks, and during 2010-2012 also the annual reports included reflections against the Logical Frameworks. After 2014 neither plans nor reports have included Logical Frameworks type of descriptions and analyses. Since 2015 Kehys has tried to develop more results-based systems for planning, monitoring and reporting with the aim to report more on results and impacts, instead of the mainly activity-focused reporting of the past. However, the draft annual report from 2016 does not yet show major changes towards stronger RBM. Some shift towards results reporting may be seen, e.g. elaboration of outputs is more comprehensive. However, the analysis at impact and outcome levels is still weak.

A continuous external evaluation process was launched in 2016 for the current Programme. Through the process, so-called “critical friends” will support planning and monitoring as partially external observers and advisers. This is expected to provide a more analytical approach for M&E and strengthen institutional learning, but the results are still to be seen.

Like with Kepa, analyses of deviations and their causes as well as analyses on problems and risks have generally been missing from reporting. Altogether, reporting has focused on activities and outputs, including also some quantitative results data. In practice, risk management is applied ad hoc with a problem-solving approach; no systematic reported risk management is applied.

Regarding managerial discussions with MFA, Kehys is regarded by MFA as a proactive partner. But like with all PBS CSOs, the procedures and timing of the annual consultations do not adequately function as systematic consultations providing seeds for future planning. Like with all PBS CSOs, with the present timing annual consultations do not enable relevant feedback to the next year’s planning processes as the plans have already been prepared before the consultations.

Kehys has a lean organisation, presently seven staff members (of which one is project-hired and one a trainee), but the expertise of the secretariat is widely acknowledged, both by MOs, MFA and external stakeholders. In interviews, Kehys was also praised to be a professional, flexible and quickly responding organisation. Kehys has also developed a well-functioning approach of working groups whereby MOs contribute actively to planning and operations of Kehys. Thereby, the performance of Kehys clearly exceeds what could be implemented by the secretariat alone. The lean organisation also involves risks: the performance of Kehys might substantially suffer if the key staff members would leave.

4.3.2 Management of programme-based support by the MFA

In this section, the evaluators assess:

- Has the MFA adequate framework and resources for overseeing Kepa’s and Kehys’ work?
- Has the MFA incentivized and supported results-based management by Kepa and Kehys?

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

Interviews with representatives of both the civil society unit (KEO-30) and Kepa and Kehys show that the relationship between MFA and the umbrellas are good and intensive. This is also related with the fact that the MFA has been actively supporting the establishment of these umbrella organisations.

More than is the case with other CSOs, the relationship between the MFA and Kepa and Kehys can be split in two strands:

- Organic working relations between the MFA and networks. These organic relations do not only remain limited to Finland. In the case of both umbrellas and particularly Kehys there is a close relation of exchange of information with the Finnish Permanent Representation to the EU. And in the case of Kepa this exchange of information and cooperation also

Kehys launched in 2016 a real-time evaluation process “critical friends” for continuous learning

Kehys has developed a well-functioning approach of working groups

Feedback on reporting by MFA is limited and given with considerable delay

extends to the Finnish Embassies in countries of Kepa's presence. The organic working relations are mostly at the thematic level and refer to policy development and advocacy issues. These relations are at all levels in the Ministry;

- Administrative relations on the PBS planning, M&E. This relation is management from KEO-30 and is more focused on administrative planning and reporting issues. During the annual consultations, also content information is exchanged. In addition to the CSO specific bilateral consultations there is also a consultation meeting with all PBS receiving organisation and in this exchange Kepa plays a coordinating role. Both Kepa and Kehys remark that the bilateral annual meetings are not so important to maintain a close exchange of information and organic cooperation with the MFA, because this is done at other levels and that works well. With respect to the administrative relations, both umbrellas observe that feedback on reporting is limited and mostly verbal during the annual consultation meetings. This also means that feedback on reporting is given with considerable delay.

No problems in the communication and reporting were flagged by either side. The MFA is considered quite flexible by Kepa and Kehys and the reporting requirements are not very complicated and well manageable.

The budget cuts of 2015 were mentioned by both Kepa and Kehys as a difficult period in the relationship and Kepa has reacted on behalf of its membership to the MFA to protest on the budget-cuts, but as the cuts were made very quickly there was not sufficient time to influence the decisions made by the Ministry.

The longer-term PBS support has helped Kepa and Kehys to engage in longer-term and more programmatic approaches on specific thematic issues. This has been important, because lobby and advocacy activities usually require a longer-term trajectory and consistent and persistent approach to produce effects.

4.4 Effectiveness

4.4.1 Achievement of outputs

In this section, the evaluators assess:

- Have Kepa's and Kehys' outputs matched the intended targets?
- Have the Kepa's and Kehys' outputs been of good quality?

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

Kepa

In general, Kepa's outputs comprise of various advocacy efforts, awareness-raising products, and outputs related to capacity development as well as of some outputs produced with the Southern partners. Most of Kepa's activities have evolved into rather standard services for MOs (trainings, World Village, Markets of Possibilities, journal, website, social media, etc.) and continuous

advocacy work including advocacy on development policies, participation in MFA's development processes, preparation of position papers, negotiations with MFA and other stakeholders in Finland and abroad, organizing of various kinds of events (discussions, workshops) with MOs and other stakeholders, participation in global arena, etc. Depending on the year, some outputs are produced as specific interventions, but in general the character of Kepa's work is long-term and continuing.

Kepa's annual reports are rather activity oriented whereby the reports give only a limited picture of the outputs achieved. More detailed reporting exists on specific operations (e.g. advocacy campaigns), but the annual reports are rather generic. Based on the annual reports, a sample of Kepa's quantifiable outputs during 2010–2015 is presented in Annex 12 (Table 20).

To summarise, the level of outputs remained rather stable with some annual variations and slight general increase during 2010–2015. The cuts in funding in 2015 decreased the number of some outputs related to capacity strengthening mainly because of the cancellation of the project and global education application rounds in 2015 by MFA. Some other activities had to be closed too: Etvo-programme, campaigning, tailored services and some websites. However, in general Kepa has succeeded to maintain its core services even after the cuts, at least when looking at the quantitative results and MO feedback on quality. The main impact of the cuts was seen in Kepa's Southern operations as offices were closed in Nicaragua and Thailand in 2015.

In advocacy, the timing of elections has had some impact on the intensity of work: during election years Kepa has been more active in preparing position papers and statements, first when trying to influence government negotiations, and then when influencing the preparation of the new development policy.

As discussed in chapter 4.1.2, MOs are mainly satisfied with the relevance and quality of Kepa's operations and outputs. A guided self-assessment of Kepa was conducted as part of this evaluation (see Annex 9 for the summaries of the self-assessments). Encouragingly, the self-assessment included also some critical thinking. The highlights of Kepa's success stories (as identified by Kepa teams and country offices) are presented below by Kepa's action areas and key sub-objectives:

Sub-objective 1.1. Kepa and its membership will influence policy in Finland concerning global poverty and inequality.

- Kepa (with its MOs) has succeeded to achieve an established position in giving statements and inputs on policy papers and processes dealing with climate justice, development finance, global economics and other issues related to global inequality.
- The parliament and relevant ministries proactively request Kepa's input regularly and MP use the materials and analysis prepared by Kepa.

Sub-objective 1.2. Kepa and its membership will participate in and influence global processes.

- Kepa is regularly invited to represent NGOs in global processes related to climate change, development finance and global economics.

The main impact of the cuts was seen in Kepa's Southern operations as offices were closed in Nicaragua and Thailand in 2015

Kepa (with its MOs) has succeeded to achieve an established position in giving statements and inputs on policy papers and processes

Kepa has initiated public debates in topics such as international tax equality and enabling environment for civil society which were rarely discussed in the media before

- Kepa also often represents the Finnish civil society in national delegations participating international meetings where Kepa representatives have the possibility to influence the decision-making and bring the southern point of view into the discussion.

Sub-objective 2.1. The visibility of the member organisations' activity in awareness raising work will increase.

- Kepa has provided its members increasing visibility from certain target groups such as teachers, teacher students and people in different provincial towns, interested in global issues.
- When acting together in Kepa, MOs have gained important new channels to influence the formal education system.
- The capacity of CSOs for awareness raising is improved with training, advice, networking and advocacy provided by Kepa.

Sub-objective 2.2. Kepa will initiate and actively participate in public debate.

- Kepa has initiated public debates in topics such as international tax equality and enabling environment for civil society which were rarely discussed in the media before.
- Also in questions of climate equality Kepa has gained a role in the public debate, alongside with its environmental MOs.
- In 2015 Kepa participated very actively, together with its members, in the debate concerning financing for development cooperation, and was able to turn the debate to be more favourable towards development cooperation in general and of the work done by the NGOs in particular.

Sub-objective 3.1. The importance of Finland's civil society will increase.

- The role of Finnish civil society in development cooperation increased until 2015 and was highlighted for example in the Development Policy Programme of Finland 2012.
- CSOs have had regular communication with decision makers and influenced on development policy. Kepa has had a key role in supporting the dialogue between CSOs and decision makers as well as in coordinating CSO participation and advocacy.
- Kepa has contributed to raising the issue of globally diminishing space of civil society and thus encouraged Finland to defend the CSO space for action.
- In Finland, Kepa has strengthened cooperation among other Finnish CSO platforms such as SOSTE, Allianssi and Valo and KANE in order to promote the role of civil society and bring them together to work for Agenda 2030 advocacy, implementation and monitoring as a long term joined effort.

Sub-objective 3.2. Kepa will defend its members' financial operating conditions.

- Kepa managed to defend the funding of NGOs 2010–2015 so that it increased moderately yearly from € 90 to 114 million. Also the share of CSO funding increased slightly from 12% to more than 14%. Despite the big cuts made in 2015 Kepa contributed to maintaining the most important budget lines for CSO funding open and the share of CSO funding remained above 12%.

Sub-objective 3.3. The know-how of the CSOs for eradicating poverty and inequality will increase

- Kepa has capacitated its MOs through training and advice. The quality and success of the project proposals is higher when the applying organisation has used Kepa's services. Innovative methods have been used, new international trends introduced, and trainings have been modified according to the needs of members.
- The participation in global education trainings increased strongly during 2012–2015 and Kepa found its niche as a training provider in the sector.
- Kepa has started supporting NGOs in cooperation with the private sector.

The findings of this self-assessment are confirmed in the desk-review and interviews with members and external stakeholders. Some results - especially regarding advocacy work - claimed by Kepa are not directly achieved because of Kepa's actions, but it is clear that Kepa has positively contributed to the results.

Regarding challenges, Kepa's self-assessment also confirms many of the evaluation's findings. At programmatic level, the following challenges were identified by Kepa:

- It is challenging to raise up public discussion on global themes that often are difficult by nature and far from every-day life of ordinary people.
- The year 2015 was hard on CSOs in many ways: A book of a former ambassador (Kääriäinen, 2015) criticized strongly the effectiveness of development cooperation, and a critical independent report commissioned by the MFA (Reinikka, 2015) questioned the work of CSOs. The rise of populist and nationalist policy also questioned the justification of funding of CSOs' development cooperation work. On the other hand, after the funding cuts the public discussion has favoured the work of CSOs and strengthened public support of development cooperation among Finnish people.
- The political pressure to cut development funding in 2015 was too big to overcome as it became a theme already in the elections, mainly by the True Finns Party that made it a key issue in their campaign.
- There is still room for improvement in getting the diaspora organisations on-board in global education and development cooperation, and in meeting their needs of training and advice.

**There is still room
for improvement in
getting the diaspora
organisations
on-board**

Most of the work of Kehys has a long-term nature where continuous dialogue with MOs, MFA, CONCORD and various other stakeholders such as euro-parliamentarians form the core contents of Kehys' work

Regarding the elections in 2015, Kepa's pre-election advocacy was criticised having missed the point (threats to development funding and civil society) by many of the persons interviewed.

A summary of Kepa's major initiatives and developments is shown in Annex 7 Table 9.

Kehys

Outputs of Kehys resemble those of Kepa's: advocacy efforts, awareness-raising and information products, and outputs related to capacity development. The key difference is the focus on EU and lack of activities in the South. Also Kehys' activities have evolved into rather standard services for MOs (trainings, advice on EU funding, website, social media, etc.) and continuous advocacy work. Like with Kepa, most of the work of Kehys has a long-term nature where continuous dialogue with MOs, MFA, CONCORD and various other stakeholders such as euro-parliamentarians form the core contents of Kehys' work. Some specific projects, DEEEP IV (2013-2015) being the most important, have had a more limited focus and produced specific outputs such as global events, specific training programs and global education products (Kehys, 2015c).

The annual reports of Kehys are rather activity oriented whereby the reports give only a limited picture of the outputs achieved. Of the quantitative results, only some have been monitored continuously. A sample of the quantifiable outputs of Kehys during 2010-2015 is presented in Table 21 in Annex 12.

Kehys has not conducted similar MO surveys on the quality of its services, but the joint Kepa/Kehys survey on the future organizing of the Finnish development CSOs indicates good satisfaction of the quality of Kehys' services (Trang-Nguyen, Vormisto & Laaksonen, 2016). This is also confirmed by the interviews conducted during this evaluation.

Working with CONCORD is a key function of Kehys. Each year, Kehys, either by the secretariat or by a relevant MO, has participated in several working groups of CONCORD and contributed to CONCORD's publications such as the EU Aid Watch and the Spotlight reports. While Kehys secretariat has contributed to the Spotlight report, Kepa, as a Kehys MO, has been the main contributor to the Aid Watch report.

In general, comparison between annual work plans and annual reports reveal that Kehys has generally succeeded to meet its intended targets. However, reports elaborate very little on deviations and unintended results.

The guided self-assessment (by Kehys secretariat) conducted as part of the evaluation (Annex 9 Table 12) highlights the following success stories on effectiveness:

Advocacy

- Policy coherence: Food security pilot with the MFA; Kehys contributions in the OECD Better Policies report in 2015 and 2016; contributions to several of CONCORD's Spotlight Reports on Policy Coherence on Development (PCD) of the European Commission (EC), between 2010 and 2016; numerous position papers

- General EU development policy: numerous position papers on general EU development policy; contributions to CONCORD's policy and advocacy work (including especially Agenda for Change, the revision of the development Consensus, multiannual financial framework, post-Cotonou, Africa-EU, and policy coherence);
- Food security: securing CSO representative to the Finland's delegation to the Committee of World Food Security in several years; participation in Finland's food security pilot, especially the methodology section; several food security themed seminars and events;
- Agenda 2030: Finnish CSOs thematic recommendations in the post-2015 process; Finnish CSOs (post-2015 Task Force) recommendations for the global indicator set for the SDGs
- Migration: securing CSO rep to the Global Forum on Migration and Development in several years; contribution to CONCORD's 10 Myths in Migration and Development paper; op-eds and position papers;
- Gender: gender-messages in position papers on Finnish and EU development policy; Finnish CSOs represented in CONCORD gender reference group
- Global citizenship education: Kehys participated in collecting Finnish Members of European Parliament (MEP) signatures to the European written Declaration on Development Education and Active Global Citizenship in 2012. 11 out of 13 MEPs signed the declaration.
- Security and development: position papers on Finland's foreign and defence policy reports, on the EU Global Strategy, op-ed on fragile countries,
- Sustainable economy: position papers on the Transatlantic Trade and Investment Partnership (TTIP) and Comprehensive Economic and Trade Agreement (CETA, hearing and statement to the parliament's Grand Committee on TTIP.

Capacity development

- Annual trainings on EU as a global actor, LFA and on EU funding applications. Several information sessions on EU funding opportunities every year.
- Kehys organized at least 275 events and trainings in 2010-2016 with some 5,500 participants. Kehys has also organised four study visits to Brussels, and one study visit to Addis Ababa 2010-2016.
- Several reports and toolkits have been produced and updated (on PCD, EU advocacy, EU funding, EU neighbourhood policy, 2030 Agenda)
- Kehys' website, newsletter, mailing lists and social media channels were regularly used for communication about EU development policy issues. Website-visits have seen a steady increase from nearly 15,000 unique visitors in 2011 to over 37,000 unique visitors 2016. A Twitter-account was established in 2011, reaching over 1,600 followers in 2016, and a Facebook-page established 2012 reached 900 likes in 2016. Kehys'

Kehys has remained one of the most active national platforms (NP) of CONCORD

secretariat members have been interviewed in TV, radio and newspapers, opinion pieces have been published, and events and publications (such as AidWatch) have been covered in media every year.

- Piloting of the “critical friend” evaluation method with experiences to be shared with Kehys membership for learning and dissemination of new approaches.

Networks

- **Global:** Kehys participated in the global Beyond 2015 Campaign through the European Steering Group. Kehys produced a report (On the Road to Sustainable Development) for Beyond 2015, the report highlighted the universality aspect of the post-2015 agenda by addressing implementation challenges in Finland and its partner countries. Kehys also organized a national seminar on the Means of Implementation as part of Beyond 2015; Kehys Secretary General is a vice chair in the board of International Forum of Platforms and Kehys is a member of CIVICUS; Kehys has played an active role in setting up the Action for Sustainable Development network as a global, broad-based and inclusive successor of Beyond 2015.
- **EU:** Kehys has remained one of the most active national platforms (NP) of CONCORD. Currently this is illustrated for example by the fact that Kehys is one of only two NPs who are represented in two different hub steering groups; Kehys has participated in drafting several CONCORD publications, including most notably the annual AidWatch reports (earlier Finnish contribution was prepared by Kepa and in recent years jointly with Kehys and Kepa) and the Spotlight reports on Policy Coherence for Development; Kehys has co-chaired and participated in the EU Multi-stakeholder process for global citizenship education.
- **National:** Kehys’ working groups have been very active in advocacy over the period 2010-2016 by developing their own position papers and op-eds, and by participating in various broader consultations and joint statements/positions from their thematic perspective. Examples include but are not limited to positions on Finland’s foreign and defence policy reports, the food security pilot, op-eds in Helsingin Sanomat on migration and on fragile states, post-2015 position papers, joint indicator paper for post-2015, contributions to Kehys positions on Finland’s development policies (2012 and 2016), EU’s Agenda for Change and multiannual financial framework (2014-2020). The working groups have also organized a long list of events in their topics in the programme period. In total, Kehys’ working groups met nearly 170 times with over 1,400 participants 2010-2016, reaching an all-time high of 270 participants in 2016.

As with Kepa, results related to advocacy cannot be attributed to Kehys’ actions alone, as there are many collective efforts of networks that also have contributed to these results. But is noteworthy that many external stakeholders specifically mention Kehys’ contribution to these results, which is a confirmation that Kehys has contributed positively to their achievement.

On challenges and problems, Kehys' self-assessment highlights the following:

- Kehys core funding from MFA has changed during the years and this has influenced also on development of the work planning, M&E and reporting systems. Kehys has made considerable improvements to the system in particular during the last years and made good progress.
- Sometimes Kehys anticipates policy processes that simply lose momentum for some reason. An example of this is the PCD pilot for migration and development with the ministries. Due to staff turnover at the MFA and other external reasons it becomes practically impossible to do anything about this.
- Kehys has not been able to organize EU project management and budget trainings in 2015 or 2016, but will organize one again in 2017. After restructuring of staff profiles in 2014 there has not been a EU project advisor anymore, and the responsibility for EU funding advice has been shared by other staff members.
- Following and reacting to the public discussion on EU development policy was somewhat challenging 2010-2016. This was addressed late 2016 by investing in a press release and media monitoring service, allowing for a more systematic approach.
- There is a clear risk with sustainability in capacity development on EU funding. EU funding is usually the responsibility of a single staff member in the member organisations, which makes the capacity quite vulnerable to staff turnover. However, in the larger member organisations the key staff looking after EU funding have remained for years and been able to build institutional capacity in their organisations.
- Many of MOs still rely heavily on Kehys secretariat to facilitate networking (working groups) and representing Finnish CSOs in CONCORD and other European and global networks. This inevitably causes some sustainability risks as the resources of the secretariat are limited and new and emerging issues are prioritized by members.
- The objective and indicator for providing new opportunities to participate and learn has been difficult to monitor since it is not something for which Kehys would have direct activities. Instead it is more of an approach that Kehys tries to mainstream in all activities, whether it is networking, capacity development or advocacy.
- Some working groups have phased out by evolving into new setups (environment and development evolving into post-2015 and then Agenda 2030 working groups), their work moved to other another forum (HIV/AIDS now covered by the "Friday group") or simply stopped due to lack of resources and lack of buy-in by the members (mainly European Neighbourhood Policy (ENP)), though this neighbourhood policy is now covered by the security working group).

A summary of selected results and actions during 2010-2015 of Kehys is presented in Annex 7 Table 10.

4.4.2 Achievement of outcomes

In this section, the evaluators assess:

- Has the Kepa and Kehys development co-operation work yielded intended outcomes?
- Have the Kepa and Kehys outcomes been significant and have there been unintended outcomes?

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

As noted in chapter 4.3.1 on RBM, both Kepa and Kehys have systems in place for RBM-based management. However, targeted outcomes are defined only in a generic way, and reporting mainly lacks elaboration on the achievement of the outcomes.

Kepa

Regarding Kepa, the strategic objectives defined in the CSO's strategy and the Programme documents provide the generic target setting whereas the targets set in the annual action plans may be interpreted as outcome-level targets. For example, during the 2013-2015 Kepa's annual action plans included the following key targets (Kepa, 2012c), (Kepa, 2013b), (Kepa, 2014c):

- Kepa and its members influence political decision making
- Kepa and its members work together to influence public opinion
- Kepa strengthens the operating capacity of its member organisations

The last annual action plan for 2016 is structured in a similar way, but lacks clear target setting and mainly describes activities and approaches (Kepa, 2015e).

At outcome level, annual reporting is rather weak as the reports mainly focus on narrative descriptions on activities and a sample of outputs, revealing rather little else than anecdotal assessment on outcomes. Some evidence is found from the specific surveys (e.g. MO surveys, specific evaluations, feedback surveys of the World Village Festival (WVF), reader surveys) conducted rather regularly on annually selected themes. These indicate positive results, highlighted in the following:

- MPs and government officials targeted by Kepa's advocacy work gave positive feedback on the relevance and usability of Kepa's advocacy work. (Kepa, 2015f).
- Kepa's extensive member survey confirms the overall relevance and quality of Kepa's work for its MOs (Kepa, 2015c)
- A survey on Kepa's ETVO programme confirmed the programme's relevance to the MOs participating in the programme as well as to their Southern partners, even if several challenges and problems were also identified (Jäntti, 2015). However, regardless of the positive findings, ETVO Programme was closed due to the cuts in funding.

To some extent, achievement of outcome-level is discussed in Keba's teams, but as the factual reporting is very thin on achievement of outcome-level targets. However, it must be noted that measurement of outcomes is extremely difficult as practically all outcomes are not directly caused by Keba, but through varying level of Keba's contribution, discussed in more detail in the following chapter.

Kehys

Regarding Kehys, the key objectives have been specified in a generic way in the programme documents (Kehys, 2009), (Kehys, 2012a). The annual plans mainly describe areas and approaches of action. The present objectives (Kehys, 2017) highlight advocacy on EU development policy, global citizenship education, networking, European cooperation, and advice and training on EU funding as the core operational areas. However, no clear programmatic outcome targets are defined.

The problem is to some extent related to the fact that the outcomes (e.g. improvements in EU policies or in MOs work) are created through contribution, not directly by Kehys' operations. The interviews conducted in this evaluation and the MO-questionnaire confirm the relevance and good performance of Kehys, thereby indicating contribution to the generic objectives. As Kehys has not commissioned specific MO surveys, evaluations or other evaluative studies, concrete evidence on the achievement of outcomes is missing. During 2010-2012 Logical Frameworks were used both for planning and reporting, but also these focused on outputs, not outcomes. Since that the target setting and reporting has mainly indicated action areas and approaches.

Kehys started in autumn 2016 a trial on a new M&E approach, the so-called "critical friends evaluation". Through this process the critical friends will follow-up activities of Kehys', thereby providing feedback to planning where the critical friends will also participate in. However, the trial has just been started, so it's not yet clear how this may contribute to the monitoring of the realisation of outcomes.

4.4.3 Contribution to outcomes

In this section, the evaluators assess:

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

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

As noted earlier, the outcomes of Keba and Kehys are realised mainly through contribution; the direct linkage to outcomes is rarely seen. Except for advocacy work where both Keba and Kehys directly approach decision makers and civil servants, and some awareness raising work (mainly Keba), outcomes are realised through networking, providing platforms for MOs, and through capacitating MOs.

Outcomes of Keba and Kehys are realised mainly through contribution

Only few Finnish CSOs have capacity to successfully apply for EU funding

A clear success has been the work on Finland's new curricula where Kepa contributed to the inclusion of the concept of global citizenship to primary and secondary education

In general, the ToC for the umbrellas is based on the assumption that the continuous advocacy, awareness raising and capacity development work would contribute to the achievement of short-term and long-term outcomes. To summarise, the following outcomes with major contributions from the umbrellas may be highlighted (outcomes as in the ToC for Kepa and Kehys, see section 4.1.5)

- Especially during 2011–2015 the umbrellas had a close relationship with MFA. Kepa was invited as an expert organisation to the government negotiations in 2011, and both Kepa and Kehys were invited to contribute to the preparation of the 2012 development policy, including four consultative meetings (also some other CSOs were invited). Altogether, the policy was based on strong HRBA approach with the ultimate aim of eradicating poverty, objectives strongly promoted by the CSOs. Even if it is difficult to track the specific outcomes of the CSOs, they clearly contributed to the policy.
- Less successful was the lobbying before 2015 elections as CSO funds were cut severely by the new government. After the elections, Kepa coordinated massive rallying of CSOs to increase development funding but the cuts remained. Even if the final outcome was negative, interviewed MOs provided positive feedback on this effort which also increased the visibility of development issues within the general public and politicians.
- While the general ODA level dropped drastically, lobbying by Kehys on increased funding for supporting Finnish CSOs' EU-funded projects was successful as this funding was increased. However, due to the challenges of EU funding, only a few Finnish CSOs may benefit from this as most CSOs don't have capacity for the administratively very demanding EU projects.
- Some contribution on the 2015 development policy was achieved through MFA's consultations with the CSOs, and the planned closing of the communication and global education funding was taken back after strong lobbying by the CSOs, Kepa coordinating the lobbying. Advocacy has also been conducted for the Finnish Agenda 2030 national plan. Some contribution of Kehys may be seen in the development policy's statements on issues related to coherence in EU policies.
- In general, the evaluation on Kepa's advocacy work (Toikka, 2015) indicates that the advocacy, materials and information provided by Kepa has been relevant to the target groups (MPs, MFA and other ministries with the exception of the Ministry of Trade and Employment).
- A clear success has been the work on Finland's new curricula where Kepa contributed to the inclusion of the concept of global citizenship to primary and secondary education.
- Both umbrellas have capacitated their MOs on development cooperation and global education, and the feedback of MOs indicates improved capacities (Kepa, 2015c), (Trang-Nguyen, Vormisto & Laaksonen, 2016).

- The most important outcomes of Kehys' lobby and advocacy work at the level of the European in the past years can be seen in the development of the European Consensus on Development that is due to be launched in June 2017. Several external stakeholders in the EU, Directorate-General for International Cooperation and Development (DEVCO) and among CSO networks have confirmed that Kehys has had a very active contribution.
- Also widely recognised and appreciated is Kehys' work on development education at the European level and its most important contribution is seen in bringing development education to a higher level as global citizenship education. This was also confirmed in the DEEEP IV evaluation (Krause, 2015).
- The Southern Programme of Kepa has contributed to stronger local partners that have a recognisable influence on policies in Mozambique and Tanzania. This is also confirmed in the evaluation of the Southern Programme in 2017 (Coventry & Pensala, 2017). The evaluation visit to Mozambique also confirmed these outcomes in the form of policy inputs by JOINT on civil society legislation and Justica Ambiental on environmental legislation. Counterparts at the level of Ministries have appreciated these policy inputs.
- Kepa, in a lesser degree Kehys, conduct also their own awareness raising activities targeted at the wider public. The reader surveys of the Maailman kuvalahti -journal and the participant and CSO surveys conducted during the World Village Festival (Kepa, 2011b; Kepa, 2012a; Kepa, 2013a, Kepa 2014b, Kepa 2015d, Kepa 2016c) show positive response and may have some contributing effect on how the citizens actively promote development cooperation and global justice. Kepa's Training Programme for Active Citizenship capacitated activists for awareness raising and advocacy, but the programme was closed after cuts in MFA's funding.

Impact of Kepa and Kehys on increased capacities of their members

With respect to capacity development of member organisations, both Umbrellas have been able to contribute to stronger CSOs and better capacities for project development and fundraising as well as for improved capacity on various thematic areas. This is confirmed in feedback from the members of Kepa and Kehys, in surveys conducted by these organisations and also in the survey conducted during this CSO3 evaluation. However, to what extents these increased capacities have improved performance of the members in project planning, implementation and reporting as well as fundraising, is not measured, except for funding applications. Success rate of applications commented by Kepa was in 2014 83% compared to the average success rate of 65%, and in 2016 42% compared to the 33% of all applications. The lower figures in 2016 are due to the funding cuts whereby competition became heavier.

In the current context of decreased Government funding it is also clear that at this point in time possibilities for particularly smaller (non PBS funded) organisations to apply for Finnish development related funding are very few. There-

Contribution to the Development of the European Consensus on Development has been a key outcome for Kehys

Both Umbrellas have been able to contribute to stronger CSOs and better capacities for project development and fundraising as well as for improved capacity on various thematic area

PBS has allowed long-term and flexible approaches, especially for advocacy and global education

fore, even if the capacity building support would be even stronger, the success rate would decrease due to decreased funding and increased competition.

Kepa and Kehys don't use a tool for monitoring and measuring effects of capacity development trajectories, although Kepa in the past has developed an organisational assessment tool, the compass for partners (Kepa, no date). To what extent this tool is effectively used by partners to assess organisational capacity development is not known.

Importance of PBS funding to enable longer term approaches to achieve outcomes

PBS has been fundamental in the achievements of Kepa and Kehys as it has allowed long-term and flexible approaches, especially for advocacy and global education. And these interventions require such long-term approaches. In the case of Kehys, the PBS funding in some of the years under review have been complemented with other significant project funds. This was particularly through the EU-funded DEEEP IV project of Kehys. That additional project however was fully in line with the PBS strategy of Kehys and with its vision and approach on global education work.

4.5 Impact

In this section, the evaluators assess:

- How well can Kepa and Kehys development cooperation outcomes be linked to a wider impact?

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

Impact is obtained in a difficult external environment of decreasing space for civil society

With respect to the aim of Finland's CSO policy to contribute to a vibrant and pluralistic civil society, it is important to note that the work of Kepa and Kehys takes place in a period or a clear trend of decreasing space for civil society. This is clearly observed by both umbrella organisations. Also their most important international networks CIVICUS and CONCORD are flagging the issue of decreased space for civil society.

In a recent position paper on advocacy Kepa illustrates this worrying trend: *“the space for civil society has diminished at a global level. CSO's freedom to operate is restricted in over 100 countries, and there has also been an increase in restrictions on them in Europe. Many countries have enacted legislation that restricts CSO activity and funding. Citizen activism has increased, but at the same time trust between states and civil societies has been eroded, as a result of which the determination of states to control CSOs and movements that are pushing for change has increased. At worst activists are persecuted. The global*

trend is that CSOs driving societal change find it harder to obtaining funding than CSOs that produce services and are adaptive to prevailing political circumstances” (Kepa, 2016b, p. 4)

In order to counterbalance this trend, Kepa has identified the following long-term goals:

- Decision-makers will recognise the independent role of civil society and commit to ensure a favourable operational environment for CSOs;
- There will be funding for CSOs to enable them to conduct multiple activities;
- Support for civil society activity in Finnish legislation and other statutory norms;
- Increase public awareness in Finland of the importance and status of civil society (Ibid. p. 10).

These goals are also relevant for the work of Kehys. The impact of the umbrella organisations on these goals is obtained by ‘rowing against the stream” and some of the outcomes are actually relating more to avoiding that civil society space is decreased instead of increasing its space.

With respects to the goals mentioned above, the following can be concluded:

- In spite of many lobby and advocacy activities of Kepa and Kehys and their partners worldwide the trend of decreasing space for civil society organisation could not be reversed;
- On the development of availability of funding for civil society organisations, it is difficult to obtain reliable information at the aggregated level because there are many CSOs that all attract funding from many different sources. At the level of the European Union it is clearly observable that Government funding for CSOs has decreased over the past five years. The budget cuts of the Finnish Government for CSO funding in 2015 were following similar budget cuts in the Netherlands and in Denmark in previous years;
- With respect to civil society legislation and statutory norms, the situation of CSOs in Finland has improved over the past period. In spite of the more recent decreased availability of funding, the funding instruments of the Finnish Government for CSOs have remained in place. Recently it has also been confirmed that the PBS framework will be continued in 2021 and that in that round there will be a broader invitation to civil society to participate;
- On awareness raising and commitment building for development cooperation, Kepa and Kehys and many of their members have been very active in the past years. And civil society support for international development cooperation has remained. The Global Village Festival has stable amounts of visitors. Although there are no collective figures available for the CSO sector, there are several CSOs that report increases of their public fundraising in the past years.

With respect to civil society legislation and statutory norms, the situation of CSOs in Finland has improved over the past period

Kepa has obtained clear visibility and notable influence in the area of development finance and tax justice

Kepa has been consistent in its demands on ODA regardless of the government in power

Advocacy impact of Kepa

More specifically, in relation to thematic priorities in lobby and advocacy and awareness raising, Kepa has obtained clear visibility and notable influence in the area of development finance and tax justice. This is confirmed by Kepa members and by the external audience of its advocacy efforts. However, it should also be noted that ratification and implementation of legislation is slow and can take years, and has thus limited the impact of implementation of policies on the ground. For example, in spite of the noticeable influence of KEPA, development finance in Finland has not increased over the past years. On the contrary, the share of Finland's aid to LDCs has decreased from 0,22% of Gross National Income (GNI) to 0,15% of GNI in recent years. Kepa has taken a critical standpoint on the increased allocation of funds to private sector instruments and the increased capitalisation of Finnfund, but until present it has not been able to revert some of these decisions. Its standpoint is that some allocations to the new instrument 'Public Sector Investment Facility' (PIF) and capitalisation of Finnfund have not been transparent. International actors, like CONCORD, also have expressed criticism on the Finnish Government's decision to allocate more funds to Finnfund and the new PIF and this actor states that it is highly unlikely that these allocations will qualify as ODA and thus they will not improve Finland's performance in the provision of ODA.

Kepa has commissioned an external evaluation on the impact of its advocacy work in 2015 (Toikka, 2015). This evaluation report indicated that key target groups in Finland rate Kepa's advocacy work as of high quality and usable. The 2015 study included feedback from 29 persons from the target groups (political parties, MPs, Ministry officials) and all of them reported having been using information provided by Kepa. The following issues were mentioned as issues where Kepa's action has been noticed:

- Influence on climate legislation;
- Initiator of discussions on taxation and influence on tax legislation;
- Promoted the image of CSOs as responsible and effective actors;
- Addressed issues related to policy coherence;
- Strong lobbying on development funding;

Regarding influence on MFA, it seems that Kepa has had impact especially during the previous government's (2011-2015) regime; Kepa was invited as an expert organisation to the negotiations when the government was formed, and it also impacted the preparation of the development policy of 2012. Also in the development of the new development policy of 2016, Kepa has provided inputs.

Also in the development of MFA's CSO approaches and guidelines Kepa had an active role and some impact. CSO funding was not decreased during this period; CSO community's advocacy work having had at least some influence on this.

Altogether, Kepa has been consistent in its demands on ODA regardless of the government in power. Also with the present government, Kepa's advocacy towards 0,7% of Gross Domestic Product target during the election campaign contributed to the target being included in the government program, even though all the parties in government knew they would have to cut aid and that

they would be criticized for this. Even if Kepa, together with hundreds of CSOs could not reverse the aid cuts once they were decided, the active campaigning enabled to raise the issue to public eye and make it a much-debated topic despite the big cuts in domestic policy issues as well.

More recently, Kepa has been able to raise the issue of tax avoidance to the mainstream policy and public discussion and the issue of tax avoidance is now put clearly on the map and in the media, for example, in the discussions about the performance of Finnfund and the Government's decision to allocate more funds to it.

Advocacy impact of Kehys

Reports of Kehys do not systematically address the impact of its work, but sometimes examples of outcomes are presented. The high member ratings on the advocacy work of Kehys indicate that in spite of lack of reported impact, its members do see considerable impact. This is particularly the case at the level of CONCORD and Finnish euro-parliamentarians.

According to interviews with partners and stakeholders, Kehys impact has been most noticeable in two areas of work, but it should be noted that this impact is largely at the level of policy development and ratification and not yet its implementation.

- In the past period, Kehys has been very active in CONCORD and bilaterally to provided inputs in the consultation process on the European Consensus on Development. DEVCO representatives have recognised and valued the specific inputs provided by Kehys and have identified this organisations as one of the most active CSOs in the consultation process. The European Consensus on Development takes on board several of the suggestions forwarded by the CSOs. It will be ratified and published in June 2017. It is not yet possible to say anything about the possible impact of this European Consensus.
- Kehys has consistently lobbied for global education and Development Education and Awareness Raising (DEAR) in the EU and this has helped to keep DEAR on the EU agenda as a constant feature of its development support for many years. Global Education and Global Citizenship development have remained high on the agenda of the EU and when it comes down to the supporting and implementaing global education, DEVCO's commitment to DEAR has remained high, but EU member states are less interested in supporting development education. In spite of the decrease of funding for global education in Finland since 2015, the Finnish Government is one of the few member states that are actively contributing to support this education work. It was reported by several stakeholders that the United Kingdom (UK) and Hungary, for example, through more restrictive legislation have actually decreased opportunities for civil society to work on awareness raising of citizens, global education and advocacy.

Kehys has consistently lobbied for global education and Development Education and Awareness Raising (DEAR) in the EU

There are concerns about the rationale of Kepa's work in the South

Impact of Kepa's work in developing countries

Kepa's work in developing countries is focusing on enabling national level thematic networks and CSO umbrella organisations to engage in lobby and advocacy.

The recent external evaluation of the Southern Programme of Kepa (Coventry & Pensala, 2017) does not contain in-depth findings on the impact of this programme on Southern partners and the wider policy environment, but some elements of impact were identified:

- Kepa contributed to policy work of its national partners, mostly at the initial stages of the policy cycle e.g. strengthening national policy networks; agenda-setting and developing policy positions; facilitating partner engagement with regional or international forums;
- The contribution of country offices to Kepa's own policy development and advocacy in Finland through e.g. joint authorship of and inputs to policy documents has remained limited;
- Southern CSOs value Kepa's support in linking them to regional and international networks, which has led to joint advocacy and increased visibility;
- The capacity development and advisory services offered by Kepa country offices to members was highly valued but discontinued in 2012 and the evaluation notes that only a small number of members benefited (ibid, p. 5, 6).

The evaluation at the same time is very critical on the value of the Southern Programme for Kepa's global programme. The evaluators conclude "Kepa lacks a clear rationale for how its work in the South contributes to its broader strategic objectives" (ibid p.5).

These conclusions are confirmed by the field visit to Mozambique in this evaluation. Local partners of Kepa, such as JOINT and Justiça Ambiental, indicate that the support of Kepa has been of great importance to them. Particularly the capacity development support and the thematic exchange have been valued highly by these partners. The longer-term support of Kepa has enabled these civil society networks to become stronger and more widely recognised and respected, in a not always CSO friendly environment. Interviews with Government representatives in the Ministry of Justice and Ministry of Agriculture and Environment confirmed that these Ministries highly value the technical expertise of these networks, even though they don't always agree with them.

As was already observed earlier under relevance, these findings confirm that Kepa has achieved impact through longer-term cooperation with partners in clearly identified priority areas. However this impact obtained at the national level in developing country, doesn't feed back to increased impact of Kepa in its global programme thanks to specific results obtained in its Southern Programmes.

Challenges in impact reporting by Kepa and Kehys

A critical note also has to be placed with the capacity of Kepa and Kehys to coherently and systematically report on impact in the wider environment, obtained directly through its own advocacy actions or indirectly through capacity development of its membership. Both organisations provide only limited information on longer-term impact and indirect impact of their work in regular reporting.

For example, in an evaluation of Kehys in 2008 some critical issues were flagged in relation to impact measurement and assessment. It observed: that “Kehys should improve its impact assessment e.g. by developing systematic self-evaluation” and that the impacts and benefits of the policy work should be made more visible both for the members as well as for the MFA” (Net Effect & Planpoint, 2008, p. 12-14).

The long-term PBS support is important particularly to achieve results in lobby and advocacy, awareness raising and capacity development

5 CONCLUSIONS

5.1 Validity of the Theory of Change Assumptions

5.1.1 From inputs to outputs

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

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

The long-term programme partnership support provided by MFA to Kepa and Kehys enables both organisations to realise their mandates to provide support to their membership of Finnish CSOs. This is done in multiannual strategies and plans of both umbrella organisations. This longer-term support is important to achieve results in lobby and advocacy, awareness raising and capacity development that often require longer-term timeframes to materialise. The umbrella organisations have identified thematic priorities for their lobby and advocacy activities that enable them to follow a longer-term and more programmatic approach.

The umbrella organisations are not primarily providing support to CSOs in developing countries. This is only done to a limited extent by Kepa in its programme activities in developing countries that is only 14% of the current overall programme budget of Kepa. Kehys only serves its Finnish members. Kepa and Kehys have also done considerable communication, education and awareness raising work on development issues for the general public in Finland, for example their web pages, work with independent journalists and Kepa's WVF and Market of Possibilities. The support of Kepa and Kehys to Finnish members that are supporting CSO partners in developing countries, indirectly contributes to support to CSOs in developing countries, through capacity development and lobby and advocacy support to members which make them better equipped to serve their partners.

Kepa, in its programme in developing countries, supports local partners, but not so much at grassroots level, as it targets peer network organisations and thematic networks that are active in national level thematic and civil society advocacy activities.

In the case of Kepa (in Kehys most members are active in international development interventions), a considerable part of the membership, although it has an interest in international development issues, is not actively engaged in implementing programmes and activities in developing countries or only does do to a limited extent. A key current shift in the international development paradigm from the MDGs to the SDGs in the Agenda 2030, increasing links development challenges in the developing world and in Western countries. This development towards development globalisation calls for rethinking of the MFA's generic ToC of its PBS funding framework, as development targets are not anymore uniquely linked with poverty reduction of ultimate target groups in the poorest countries (although they continue to be very important).

Due to this identity and characteristics of the umbrella organisations, the first assumption mentioned above does not directly and fully apply to the work of Kepa and Kehys.

With regard to the second assumption, Kepa and Kehys as membership organisations develop their strategic directions based on their membership inputs and orientations. In both umbrella organisations this is effectuated by direct and active involvement of the membership in decision-making and in working groups, lobby and advocacy activities and in awareness raising campaigns. This is confirmed by the appreciation expressed by the members of both Kepa and Kehys in the surveys and interviews conducted with members, partners and external stakeholders.

The specific identity of Kepa and Kehys as civil society networks require these organisations to remain an autonomous and genuine civil society voice and this means that activities, campaigns and advocacy standpoints and proposals of these networks do not always have to align with or complement the bilateral and multilateral agenda of the Finnish Government. If and when needed, the umbrella organisations and their membership can take their own positions to strengthen countervailing power of civil society when Government policies (of Finland, EU and/or development countries) are not contributing to poverty reduction, inclusion, equality and sustainability. The historic relation of partnership between MFA and the umbrella organisations and the good quality of dialogue has never posed a threat to autonomy of Kepa and Kehys, although this autonomy is not formally secured in PBS funding arrangements and contracts.

The autonomy of civil society networks is important, particularly when considering the global trend that space for civil society expressions and operations is shrinking. This was clearly observed in the countries of the Southern Programme of Kepa and it is also the case to a certain extent in Finland, where the funding cuts in 2015 of the Government in the international development support have affected CSOs, while private sector instruments were not cut. The speed of the budget cuts has been a clear challenge for many members of Kepa and Kehys, including the umbrella organisations themselves, to continue their operations as before.

SDGs of the Agenda 2030 call for change of the international development paradigm, including the role of CSOs

Several developing countries have now imposed (sometimes very) restrictive legislations on civil society operations

5.1.2 From outputs to short-term outcomes

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

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

The first assumption is clearly challenged, worldwide in developing countries, but also in the EU and even in Finland. Both umbrella organisations are concerned with the shrinking space for civil society worldwide and many of their actions are geared towards strengthening (global) citizenship, mobilisation and networking of civil society organisations to lobby and advocate for more space for the civil society. However, several developing countries have now imposed (sometimes very) restrictive legislations on civil society operations, such as Ethiopia, Tanzania and Kenya. But also developed countries are following suit, such as Turkey and Hungary and recently also the UK has approved an act that limits civil society organisations to use government funding for advocacy purposes.

The second assumption is not directly valid for the umbrella organisations, with the exception of Kepa's Southern Programme. In that Southern Programme, Kepa and partners clearly share values. In the first place because they share the same identity as network organisations and in the second place because the partnerships are based on sharing the same concerns on Kepa's priority themes of climate justice, tax justice, development finance and CSR.

At the global level Kepa and Kehys are both active members of the global civil society movement (CIVICUS and CONCORD at the EU level) and this global movement is strongly based on sharing of values and principles for a free, democratic and pluralistic civil society and promotion of global citizenship. Finnish values (including CCOs in the development policy) are in line with the values of the global civil society movement. Kepa and Kehys share the emphasis of the MFA particularly in the areas of gender and human rights based approaches, social inclusion and equality and on climate justice.

The final assumption, mentioned above is valid for the umbrella organisations, but not in the form of direct relations with CSOs and grassroots level in developing countries. This is again with the exception of Kepa's Southern Programme, where knowledge and linkages with grassroots organisations are used to some extent for awareness and education of the Finnish public.

Both umbrella organisations, through operating as networks and being part of international networks with inside knowledge on civil society issues worldwide

and particularly at the level of EU (Kehys), Finnish (Kepa) and global (both development policies, use this knowledge also for awareness raising and global education. Particularly the role of Kepa in global education is widely recognised by the general public in Finland, as can be seen, for example, in the appreciation of the public of the World Village Festival. Kehys was the coordinating agency for the European DEEEP IV -project, which brought together CSOs from five countries as well as CONCORD and CIVICUS to strengthen development education and awareness raising processes.

5.1.3 From short-term to long-term outcomes

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

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

Although the first assumption above is valid, it should be recognised that constructive cooperation is not always possible and sometimes not even desirable. Particularly in situations where civil society is restricted by authoritative governments such constructive cooperation is not always possible or can only be done with utmost carefulness. In those situations, countervailing power of civil society needs to be built and strengthened and international solidarity and support is needed.

Kepa and Kehys engage in constructive relations with the Finnish Government, EU, and other stakeholders in Europe and internationally. This is clearly recognised by stakeholders in the Finnish Government and in European Union institutions, as could be confirmed in interviews during this evaluation. But there have also been occasions where these network organisations have taken critical standpoints, such as was the case when the Finnish Government announced the budget-cuts in the CSO programme funding in 2015.

In the Southern Programme of Kepa, both Kepa and national partners in Mozambique and Tanzania have managed to maintain dialogue and working relations with the national Government and with Ministries and Government institutes, even in situations where sometimes their inputs are not fully recognised, such as was the case in Mozambique, when the Ministry of Justice did not take on board JOINT's inputs in the revised legislation on civil society organisation after a long consultation process. Kepa itself, in its Southern Programme, does not engage in direct relations and lobby and advocacy activities, but it only supports local organisations to do so more effectively. When needed, Kepa in its Southern Programme can provide advocacy support at the international level (e.g. within CIVICUS) or towards the Finnish Government.

When civil society is restricted, countervailing power needs to be built and strengthened

With respect to the second assumption, Kepa and Kehys and their international network partners, CIVICUS and CONCORD confirm that in many countries in the world and including in the EU (UK and Hungary) civil society space is shrinking and therefore the role of civil society networks is more and more needed to continue to protect and strengthen citizenship and to build counter-vailing power of civil society organisations.

In summary, both assumptions under this heading are under pressure and trends and developments, in spite of CSO support and the actions of Kepa and Kehys and other civil society networks, are not positive, because the external political environment becomes gradually more restrictive to civil society organisations.

5.2 Main Conclusions

5.2.1 On both Kepa and Kehys

1. The work of Kepa and Kehys in building global citizenship, capacity development of civil society organisations and lobby and advocacy on behalf of civil society has been clearly noted and appreciated by members, partners and key target audiences of lobby and advocacy actions of these umbrella organisations. This has particularly been the case in development finance and tax justice related issues for Kepa and the European Consensus on Development and global education related issues for Kehys and agenda 2030 for both organisations. The most important impact of these organisations is at the policy level in these thematic issues and in defending and representing the interests of civil society towards the Finnish Government, the EU (and other regional unions) and the UN-system. In the current global trend of shrinking space for civil society these functions are becoming increasingly relevant.
2. Kepa and Kehys are representing the interests of Finnish civil society organisations and are active in lobby and advocate on behalf of civil society. This requires considerable organisational and financial autonomy. This is done to a certain extent by raising membership fees and by diversifying funding sources. PBS funding from the MFA is by far the most important and possibilities to replace this funding by other sources are quite limited. The relations of Kepa and Kehys with the MFA are intensive and very open. This is also due to the fact that the MFA has been an important stakeholder in supporting the origin of these umbrella organisations. The MFA feels a considerable degree of ownership of the umbrella organisations and sometimes there are expectations at the MFA that the umbrella organisations are providing services 'on their behalf', particularly in the area of capacity development of CSOs and in information provision on development policy issues to their memberships. This sense of ownership of the umbrella organisations by the MFA, combined with the significant single-source MFA funding provided to the umbrella organisations is a potential threat to the autonomy of both civil society network organisations, even while the historic and current relations always have been good.

3. The long-term ongoing dialogue between Kepa and Kehys on their mutual task-division and cooperation has reached a new milestone, now that both organisations in the beginning of 2017 have decided to start the process of integrating the two organisations. This evaluation has looked at both organisations and its findings clearly show the complementarity of functions and competencies of both organisations in capacity development and lobby and advocacy issues. This evaluation has also shown that development challenges and civil society challenges increasingly are part of international and global developments, in which different levels, from local communities, nations, regional unions (as EU) and the global community are inter-related and intertwined. These developments, well captured in the global agenda 2030, provide a strong argument and present more urgency to Kepa and Kehys to deal with advocacy issues in a more integrated way and to link different levels of lobby and advocacy in a common and shared approach on advocacy and global education and global citizenship development, while at the same time maintaining a diversity in specific strategies, levels and actions. In line with the MDGs and current SDGs, advocacy on policy coherence is a priority theme for both umbrellas.
4. Kepa and Kehys have been active in developing approaches and methods for global education on international development, policy coherence and global citizenship. Kepa has also been active in curriculum development, and capacity development of teachers (match-making with CSOs, trainings, best practices). This role of Kepa is recognised and appreciated by the National Board of Education. Many members of Kepa and Kehys, and this also includes many of the smaller CSO-members of Kepa, are important actors and are experienced in global education. Kepa and Kehys serve as important networks to coordinate and exchange and share experiences in this global education work. Funding cuts in both the PBS framework and the MFA fund for global education (that was even cut with 65% from 2015 to 2016) have had a negative impact on continuation of global education work by Finnish CSOs after 2015.

5.2.2 On Kepa

5. Kepa's actions in lobby and advocacy have had a clearly recognised impact in the past years. External stakeholders and international networks, such as CIVICUS, know Kepa as one of the more active national umbrella and network organisations in national and international lobby and advocacy efforts. Particularly Kepa's work on development finance and tax justice is well recognised and appreciated. Also Kepa's work (and that of its members) on global education is clearly recognised by its members and by the general public. For example the World Village Festival is well known and well visited. Markets of Opportunities are important platforms in provincial towns for local CSOs. The relevance of Kepa's support in capacity development of its membership is varied: while larger members, although they participate frequently in capacity development events, regularly indicate that not all training and capacity development services are relevant to them because they can also source such services in their own (international) networks. Smaller members of Kepa, although generally quite satisfied with the training

In line with the MDGs and current SDGs, advocacy on policy coherence is a priority theme for both umbrellas

Kepa's capacity building and training services are important especially for its smaller MOs

Value of Kepa's global programme components in developing countries is questionable

services, indicate that capacity development services do not always address sufficiently the reality and needs of small and voluntary organisations.

6. The membership of Kepa amounts to 300 civil society organisations that represent a large variety of themes and sectors. On the one hand there is a large number of smaller, often voluntary, membership organisations of which a large number does not engage actively in activities in developing countries and on the other hand there is a small group of larger members, among which a group of PBS receiving CSOs, who are very active in developing countries and often part of international networks and invest considerable amounts of funds in developing countries. This diversity of membership makes it difficult for Kepa to represent the CSO-sector in Finland as a whole as a 'trade union' or sector association, because the interests of smaller voluntary associations and larger PBS handling foundations are not the same - sometimes even contradictory - whereby sometimes members complain about this. In spite of these differences, Kepa regularly achieves to bring many CSOs together on advocacy standpoints, particularly on its key priority thematic issues and on global education issues. On more specific organisational interests of individual members it is more challenging to unite all members behind common standpoints, although on enabling environment and general CSO related legislation Kepa is achieving this quite well.
7. The presence, relationships and direct project support of Kepa in developing countries in its Global programme activities in developing countries has been questioned by its membership and by external stakeholders throughout this period under evaluation, particularly after 2012, when direct service provision to members active in developing countries was terminated. A recent external evaluation commissioned by Kepa and fieldwork during this evaluation, confirms that the value of these global programme components in developing countries is questionable. Kepa has not been able to explain and justify the need for these components in developing countries sufficiently in the context of its global programme strategy. The question on relevance of the development programme of Kepa has to be responded from three different angles: a) What is the internal synergy between the Finnish activities and activities in developing countries and what value brings this programme for the entire programme of Kepa? b) How are Kepas activities in developing countries coordinated with its members' presence in these countries and why can these members not take on board this work of Kepa?; and c) What is the cost-effectiveness of development programmes particularly in a current trend of closing several offices and only remaining with a few.

Responding to these questions, it can be concluded that although the global programme components in developing countries are part of Kepa's overall strategy and it brings value to partners in developing countries it does not bring sufficient value to the overall programme strategy of Kepa. With the downsizing of these components to only two countries with physical presence and with minimal staffing, the size of operations, although against much lower costs than before, has become geographical to narrow to remain relevant for keeping close linkages with global development issues and to link with the overall global presence of the membership of Kepa.

5.2.3 On Kehys

8. Kehys' activities in lobby and advocacy at the level of the EU and EU institutions have been clearly noticed and appreciated by partner organisations (such as CONCORD) and target audiences (such as Finnish members of European Parliament and the Permanent Finnish Representation at the EU). Particularly the contribution of Kehys to the agenda 2030 and the European Consensus on Development (to be published in June 2017) and to DEAR have been much appreciated.
9. Kehys is a small organisation and it has made this to a strength by developing a participatory methodology of working groups in which its members, but also other stakeholders, participate, thus pooling an enormous amount of resources. In addition to the fact that this methodology increases participation and active involvement and commitments of its member, it is also a cost-effective way to organise and implement joint advocacy activities. The working groups also enable linking and learning, exchange and networking through platforms and this contributes to capacity development of the membership. The small size of Kehys with a limited number of experienced staff bears the risk of discontinuity of work when staff members are not available. The Kehys senior staff members are effective brokers in contacts between civil society and the EU structure and these staff members are very knowledgeable about structures, procedures and personal relations. This knowledge and relations are shared with other staff and members, but the challenge remains to institutionalise high level policy advocacy and lobby work that depends a lot on long-term and deep personal relations, so that this work can be done effectively over longer periods of time..
10. Kehys has consistently advocated over the past years for global development education. It has taken the lead in the implementation of large EU-funded projects in the area of development education. During the post-2015 negotiations that resulted in Agenda 2030 and the SDGs, Kehys played a major part in lobbying global education into the SDG target 4.7. The Bridge 47 network is highly recognized as one major actor in the promotion and implementation of target 4.7. Kehys has contributed to the fact that global education is remaining on the agenda both at the EU level as well as in Finland, as an important strategy and pathway for change, that is also highly valued by the MFA and recognised in the PBS framework, in which global education activities are eligible for funding.

5.2.4 On dialogue and cooperation between MFA and Kepa and Kehys

11. The work of Kepa and Kehys at international level (and EU) and in Finland is not well captured in the generic ToC of the MFA, although it is included in some of its pathways of change. Their primary strategy to change is realised through focusing on capacity development of its membership as civil society actors and actors in lobby and advocacy on development policy issues in Finland, the EU and globally. Additionally Kepa and Kehys also act on behalf of as well as together with their members in lobby and advocacy on priority thematic issues, such as development finance, tax justice, climate justice,

Kehys is a small organisation and it has made this to a strength by developing a participatory methodology of working groups

There is a shared interest among the CSOs and with MFA to develop results based management

CSR and civil society space. These pathways are ultimately contributing to poverty contribution, but the pathways of change towards this ultimate impact are different from most of the CSOs supported by MFA that are much more involved in social-economic development and direct poverty alleviation. Nevertheless, the focus of Kepa and Kehys on lobby and advocacy on civil society issues is very important in the light of MFA's generic ToC of aiming to build a vibrant and pluralistic civil society.

12. Access to (development) funding is one of the biggest challenges of the membership of the umbrella organisations. The larger members (with access to PBS funding) and smaller members (sometimes with access to project funding and global education funding, but also sometimes without access to funding at all) are very different but generally share the same interest for access to funding. Although the funding instruments of the MFA formally allow forming of consortia or alliances of CSOs (and even CSOs and private sector companies), in practice individual project submissions by CSOs are favoured by both the CSOs and the MFA and have remained the common practice throughout the period under evaluation. This situation, currently with the more restricted funding, favours larger CSOs that have access to PBS funding that present their individual proposals, while other smaller organisations are excluded. The new PBS framework from 2021 and beyond is likely to open access of all CSOs to this funding channel, but it is unlikely that smaller organisations will be able to compete for funding with the larger and traditional recipients of funding.
13. The MFA and embassies in Tanzania and Mozambique and the Permanent Representation to the EU in Brussels maintain active and frequent exchange of information with Kepa and Kehys and sometimes events for external audiences were organised together. This exchange and sharing of information confirms that lobby and advocacy done by Kepa and Kehys is relevant to the MFA and embassies and that it leads to organic working relations between them. However, at the level of project management and administration, the dialogue with the MFA (KEO-30), though positive and constructive, is not frequent and remains largely limited to annual consultation meetings. Feedback on financial and narrative plans and reports is given during these annual consultation meetings, but this is usually with significant delays. Furthermore feedback is limited and largely verbal.
14. The MFA over the past years has increasingly emphasised RBM principles and currently expects that CSOs report more systematically on their results, including at the outcome and impact level. This is a shared interest among CSOs as well and there is a general commitment to adhere more to RBM principles. However many CSOs are facing difficulties in reporting on outcomes and particularly to report on outcomes and impact at the aggregate programme level. This challenge is particularly strong for organisations that work on longer-term capacity development and advocacy trajectories (such as Kepa and Kehys), because in those cases outcomes take a long time to materialise. The expectations of the MFA and other stakeholders on M&E data on changes at outcome and impact level may not always be realistic, particularly the expectation that aggregate and quantitative data can be provided at this level.

6 LESSONS LEARNED

6.1 Strategic programme-based choices

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

- While alignment and cooperation of CSOs with other actors in the Government and the private sector is generally desirable and can lead to greater development impact, provided that external environment is enabling, it is important that in those situations where this external environment is not enabling, alignment and cooperation should not always be expected. Particularly when restrictive and authoritative Governments restrict the space for operations of CSOs, also other approaches are needed to enable civil society organisations to continue to fight for a vibrant and pluralistic civil society. The Finnish Government and CSOs in such situations could align with each other by following very different approaches: CSOs could engage in bottom-up advocacy to change behaviour of restrictive Governments, while the Finnish Government (together with other international development actors) could influence behaviour of the same Governments through dialogue.
- Civil Society organisations need to retain sufficient independence to play their role in being a genuine spokesperson of civil society. This requires also financial independence of organisations that are engaged in lobby and advocacy. This requires special arrangements and agreements in the case lobby and advocacy is supported with external funding and too much single-source funding should be avoided. Additional clear arrangements are needed in funding agreements to ensure that independent actions of the CSOs are guaranteed.
- Umbrellas and networks of civil society organisations are a strong instrument to increase the visibility of civil society and to strengthen cooperation, sharing of experience and alliance forming of civil society organisation and to strengthen vibrancy and pluralism of civil society. One of the strongest effects of civil society networks can be in promoting global citizenship by providing a stronger voice of citizens, bringing citizens together in organisations and in movements, even at the global level.

6.2 Programme implementation and results performance

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

Civil Society organisations need to retain sufficient independence to play their role in being a genuine spokesperson of civil society

Effective advocacy requires a long-term approach and strategy

- Effective advocacy requires a long-term approach and strategy, in which different levels of advocacy from the local to global level have to be integrated. The PBS arrangements allow for such long-term approaches. However, to achieve a long-term programmatic approach, it is required to bring together different organisations along the advocacy results chain and aligning actions along this chain. Results can only be expected after more extended periods of time, and after a persistent and consistent trajectory of advocacy actions. While a focus on allies in advocacy can accelerate results, it remains important to also continue to target adversaries. The longer-term nature of pathways of change in advocacy work, need to be recognised in RBM principles and M&E and reporting requirements in PBS.
- Applying a thematic focus in lobby and advocacy efforts, as Kepa and Kehys have done over the past years, increases effectiveness in reaching results. This is because of accumulation of evidence and experience on the ground and an increased understanding of how to translate specific evidence based research findings into more widely applicable advocacy proposals.

6.3 Cross-cutting objectives and HRBA

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

- The Finnish CCOs have proven to be very relevant in the work of Kepa and Kehys, this has been particularly the case in climate change adaptation and reduction of inequality and social inclusion. Kepa and Kehys work both on gender equality and Kehys also has a specific working group on gender and development. CCOs require advocacy because these need to be embedded in national legislation and subsequently be respected and protected (and if that is not done), remedied. The work of organisations and networks that specialise on advocacy is very important to support the service-delivery and community development efforts done on the ground, because only working on CCOs at the community level will in the end not lead to sustainable changes.
- HRBA also requires looking at human rights as to citizenship. This is supporting citizens to build up countervailing powers as rights holders against governments and institutions as duty bearers. The concept of citizenship is core to the CSO support provided by the MFA that is aiming at building a vibrant and pluralistic civil society. A vibrant and pluralistic civil society is in this sense a human right. Citizenship development is traditionally under-highlighted in international development that is usually focusing on service delivery and (immediate) poverty alleviation. Citizenship development requires capacity development of citizens and their organisations and this is an aspect that could receive more attention in the PBS framework and by the PBS receiving organisations that work in developing countries as well as in global education in Finland.

Citizenship development could receive more attention in the PBS framework

7 RECOMMENDATIONS

7.1 Recommendations for Kepa and Kehys

7.1.1 For both Kepa and Kehys

1. Kepa and Kehys are recommended to strengthen the already existing focus in their advocacy strategies and programmes on the issue of shrinking space for civil society worldwide. A stronger focus and higher priority for this issue is required, because more and more developing countries are moving away from engaging in a dialogue with civil society organisations. In the light of the aim of the Finnish CSO policy to contribute to a “vibrant and pluralistic civil society”, Kepa and Kehys are recommended to engage in a dialogue with the MFA to identify ways and means on how this pathway of change in the ToC of CSO development can be strengthened and how it can be integrated more explicitly in the current and particularly next PBS framework (2021-2024). Additionally they should to investigate how different support channels and funding mechanisms of the MFA can be more complimentary and supportive to allow for active cooperation with CSOs in projects and programmes on the ground.
2. Kepa and Kehys are recommended to develop a policy and strategy to clarify and strengthen their organisational autonomy as umbrella organisations of CSO member organisations. This should preferably be done jointly and could be integrated in the process of further exploring joint cooperation and possible integration of Kepa and Kehys. Particularly in the relation with the MFA, as the main provider of funding to these organisations, Kepa and Kehys should ensure that agreements with the MFA explicitly recognise the autonomy of these organisations in advocacy, capacity development and global education. Kepa and Kehys are also recommended to clarify if and how they continue with specific capacity development services requests by the MFA. It is preferred that such services would be contracted under separate contract arrangements, to avoid unclear working relations within the PBS agreements.
3. Kepa and Kehys are recommended to continue and accelerate the process of discussing the way forward to more joint cooperation and possible integration to ensure that there is clarity about a new organisational structure or model for cooperation in the future PBS framework period for 2022-2025. This clarity is needed to make an end to the ongoing speculations and uncertainty about the future situation of both networks. A new organisational or functional cooperation model would also benefit the membership of both networks to prepare their longer-term strategies towards coordination and cooperation within the network and with the MFA and to be better prepared for the dialogue on and preparation of the future PBS framework. Respecting the autonomy of both civil society networks, it is not appropriate to make

specific recommendations on how a possible future model would look like. However it is suggested that the following organisational and functional aspects are considered:

- Development of a coherent long-term advocacy strategy, linking the different levels from local advocacy in Finland, national advocacy, EU and global advocacy, with a corresponding clear and functional task-division;
 - Within the advocacy thematic focuses, also put global citizenship and civil society strengthening on the agenda;
 - Maintain and safeguard the current functions in the two organisations: advocacy, capacity development and global education and consider adding more explicitly the function of representing CSOs committed to international development as a branch;
 - Consider the variety of membership organisations (voluntary associations and professional foundations, large and small organisations and the different extent to which organisations are actively involved in interventions in developing countries) and ensure that the service palette caters sufficiently to the variety of the membership;
 - Explore ways to become more effective to facilitate broader alliances and (thematic or sectoral) consortia of different CSOs with different characteristics, including alliances with private sector and the academia and develop proposals on how such broader alliances could gain more effective access to Finnish Government and the EU.
4. Kepa and Kehys are recommended to continue their laudable work on global education to ensure that this specific characteristic of Finnish international development cooperation is continued in the future. This would also entail lobby and advocacy with the MFA to continue to allocate budget for global education within the PBS framework as well as a separate funding modality.

7.1.2 For Kepa

5. Kepa is recommended to rethink and further develop its current portfolio of services in capacity development of its members in a way that is tailored more to specific needs of its diverse membership. In order to be able to do so, the specific focus of Kepa on global development is always to be used as a key organising principle for its membership. In the development of specific services the specific attention to smaller members (e.g. voluntary associations) should remain.
6. Kepa is recommended to further develop its strategy on membership representation and the global development CSOs as a sector and doing this also in a 'trade union' or 'branch organisation' role for the development sector as an economic sector in Finland. While doing so it should be recognised that its membership is diverse and also has different sub-sectoral interests. This might call for the need to separate sometimes between sub-sectors of the membership on those issues where the interests of specific sectors are too diverse.

7. Kepa's own commissioned external evaluation as well as the field research in this evaluation question the value of the Southern Programme in its current form and size within the global programme strategy of Kepa. It is recommended that Kepa in addition to considering the recommendations of its own commissioned evaluation, that are merely suggesting to maintain the current size and scope, also considers a more fundamental option for its Southern Programme. This is to phase out its Southern Programme completely in its present form.

7.1.3 For Kehys

8. Kehys is recommended to retain its clear focus on lobby and advocacy targeting EU policies and institutions and to continue to build and nurture its good networks in Brussels. Particularly the work around Agenda 2030, Policy Coherence, the European Consensus on Development and Global Education should be continued.
9. Kehys is recommended to continue its practice of working groups because this has been effective in committing and involving its members. It has also proven to be cost-efficient because these working groups are flexible and don't press on Kehys' small organisational structure. Kehys is recommended to also consider the risk-side of its small structure although this is an issue that can be tackled in the process of integration of the work of Kepa and Kehys in the near future. Its expertise and relations within the EU bureaucracy are very specific and detailed and maybe too much residing in the heads of a few senior staff members of Kehys. It is recommendable that the structural and relational arrangements with EU institutions and other partners are described in manuals and instructions so that these arrangements can be more easily transferred to new staff members and/or members in working groups.
10. Kehys is recommended to further develop and implement global education strategies and projects and to try to include the concept of global citizenship and strengthening of civil society more specifically and structurally, now that space for civil society is decreasing.

7.2 Recommendations for the MFA

11. MFA is recommended to recognise that Umbrella Organisations need a specific place in the ToC for CSOs, because the primary role and function of these organisations is not in developing countries, but in Finland, the EU and the global civil society. Their contribution to poverty reduction follows another pathway than most other CSOs that have usually a more direct and localised contribution to poverty reduction. However, the umbrella organisations make a vital contribution to a 'vibrant and pluralistic civil society, which is central in MFA's ToC for its CSO support. The specific contribution of capacity development of these umbrella organisations as well as of their membership organisations should be monitored and analysed in order to increase understanding of capacity development processes of civil society organisations individually and collectively in the PBS framework.

12. MFA is recommended to start up a dialogue with the umbrella organisations, representing the Finnish CSO community and the chairs of the PBS Quality Group, to timely prepare the follow-up of recommendations of the series of the three CSO evaluations in order to ensure that the PBS framework for 2022-2025 is well prepared and timely available for all CSO organisations. A specific item to be discussed with Kepa and Kehys is to see how and to which extent civil society organisations can be supported and stimulated to develop joint proposals as alliances or consortia (possibly also including private sector partners) and to include other smaller CSOs in these alliances. This is needed to maintain cost-effectiveness of the PBS funding instruments while expanding its outreach to the wider group of development oriented civil society organisations in Finland, which is very pluralistic and needs to remain so to remain vibrant. MFA can also facilitate alliance forming by providing more information on which organisations work in which countries and with what kinds of portfolios. This information should also be available for the public
13. MFA is recommended to continue its organic dialogue and cooperation with the umbrella organisations on policy and advocacy issues, as is currently the case. At the same time MFA is recommended to improve the frequency and quality of its administrative dialogue and feedback on planning and reporting of Kepa and Kehys. A concrete possibility is to split the current annual consultation meetings into two separate planning and reporting consultation meetings.
14. MFA is recommended to consider in its PBS framework the possibility to decrease frequency of outcome reporting from once a year to once every two years and at the same time promote that outcome level reporting (particularly on advocacy and behavioural change processes) becomes more analytical and that use of monitoring indicators at the outcome level is done more in depth. MFA is recommended to recognise that outcome reporting in the PBS framework, with a high diversity and pluralism of CSO partners and projects, only shows limited potential to aggregate outcome level quantitative indicator data to the overall PBS framework level. MFA could discuss with Kepa and Kehys what could be realistic requirements and also make an inventory of capacity development needs of CSOs in case changes in outcome measuring requirements would be implemented in the future.

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THE EVALUATION TEAM

Frans van Gerwen, the Sub-Team Leader of this evaluation sub-team holds two Master's Degrees in Development Sociology and Strategic Management. He has 30 years' experience in working in development cooperation and has performed numerous evaluations in over 50 different countries on all continents. In the past 15 years he has led complex evaluation and review processes in international and multi-disciplinary teams for different multilateral agencies (including ILO, UNESCO and UNDP), bilateral donors (including the Dutch and Finnish Government), bilateral agencies (KfW in Germany, CBI in the Netherlands, Danida) and international NGOs (WWF, Oxfam International, Act Alliance, Action Aid and others). Frans van Gerwen has a thorough knowledge of recent trends in evaluation and research. Frans van Gerwen in 2015 and 2016 has acted as team leader of the Finnish Aid for Trade evaluation and in addition to the realisation of three CSO studies in the CSO 3 evaluation he was also involved as sub-team leader of two sub-studies in the CSO2 evaluation. Frans van Gerwen has led the studies on ISF, Kepa and Kehys, and SASK and he has conducted fieldwork in Belgium (EU), Mozambique, Nepal and Somaliland.

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

ANNEX 1: TERMS OF REFERENCE

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

1. BACKGROUND TO THE EVALUATION

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

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

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

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

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

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

The CSOs included in this evaluation are:

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

The umbrella organisations are:

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

The special foundations are:

- Abilis Foundation
- Kios Foundation
- Siemenpuu Foundation

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

2. CONTEXT

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

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

Partnership agreement organisations

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

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

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

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

Special foundations

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

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

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

Umbrella organisations

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

PROGRAMMES OF THE SELECTED CSOs

Political Parties of Finland for Democracy, Demo Finland

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

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

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

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

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

SASK - The Trade Union Solidarity Centre of Finland

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

SASK is the solidarity and development cooperation organisation of Finnish trade unions. Approximately 1.7 million Finns belong to SASK through their trade unions. SASK was founded by the Central Organisation of Finnish Trade Unions and its affiliated unions in the end of the year 1986. Since then, SASK has become a widely representative solidarity body of the Finnish trade union movement with two central organisations and 35 national federations as affiliated members.

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

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

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

The International Solidarity Foundation (ISF)

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

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

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

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

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

Disability Partnership Finland

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

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

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

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

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

The FS

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

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

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

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

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

PROGRAMMES OF THE SUPPORTED FOUNDATIONS

Abilis Foundation

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

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

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

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

Kios Foundation

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

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

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

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

The Siemenpuu Foundation

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

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

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

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

PROGRAMMES OF THE UMBRELLA ORGANISATIONS

Kepa

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

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

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

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

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

Kehys

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

The Finnish NGDO Platform to the European Union, Kehys, is an advocacy network of Finnish NGOs. Kehys works for Policy Coherence for Sustainable Development; better and more coherent policies in the fields of human development, security and development, and green and sustainable economy. Kehys also works for active citizenship and a stronger civil society. Kehys functions include advocacy on EU

development policy, global citizenship education and networking, and advice and training on EU funding. Kehys has approximately 40 member associations which are Finnish NGOs working on development issues.

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose

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

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

Objectives

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

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

4. SCOPE OF THE EVALUATION

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

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

The evaluation covers the following policies and guidelines: Development Policy Programmes of Finland (2007 and 2012), Guidelines for Civil Society in Development Policy (2010) and Instructions Concerning the Partnership Agreement Scheme (2013). In addition guidelines on RBM in Finland's Development Cooperation, Human Rights Based Approach in Finland's Development Cooperation and Finland's Development Policy and Development Cooperation in Fragile States as well as MFA's Democracy Support Policy are important documents in this particular case (links to these and other policies can be found in the annex 1). Democracy Support Policy is particularly important with the assessment of Demo Finland. The special characteristics of democracy support, which are partly different to the basis of development cooperation, have to be taken into account in the assessment of especially relevance and effectiveness of Demo Finland.

The evaluation covers the period of 2010-2016.

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

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

Evaluation issues on CSOs and foundations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Sustainability

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

Coordination, Coherence, Complementarity

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

Evaluation issues for umbrella organisations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Coordination, coherence and complementarity

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

Additional issues for the meta-analysis

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

6. METHODOLOGY

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

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

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

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

A. Start-up

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

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

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

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

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

B. Inception phase

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

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

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

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

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

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

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

C. Implementation phase

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

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

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

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

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

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

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

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

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

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

D. Reporting and dissemination phase

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

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

Online translators cannot be used with MFA document materials.

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

REFERENCE AND RESOURCE MATERIAL

General guidelines and policies

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

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

Development Policy Programme 2012

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

Development policy programme 2007

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

Ministry for Foreign Affairs' Democracy Support Policy (2014)

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

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

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

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

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

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

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

Other thematic policies and guidelines

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

Evaluation guidelines and manuals

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

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

Evaluation Manual of the MFA (2013)

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

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

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

Guidelines and policies related to Programme-based support

Instructions concerning the Partnership Agreement Scheme (2013)

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

Support for partnership organisations, MFA website

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

Guidelines for Civil Society in Development Cooperation (2010)

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

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

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

Evaluations and reviews

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

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

Independent Review of Finnish Aid (2015)

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

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

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

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

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

Evaluation: Finnish NGO Foundations (2008)

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

Evaluation: Finnish Partnership Agreement Scheme (2008)

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

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

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

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

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

ANNEX 2: PEOPLE INTERVIEWED

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

FINLAND

Ministry for Foreign Affairs in Finland

Evaluation Unit

Pulkkinen Jyrki, Head of the Evaluation Unit

Pulkkinen Sanna, Evaluation Officer

Unit for Civil Society

Nissilä Jyrki, Head of the Unit for Civil Society

Hirvonen Katja, Programme Officer

Department for Africa and the Middle East

Lehtinen Juhana, Desk Officer

Unit for Sectoral Policy

Pekkola Marjaana, Advisor

Valtonen Lotta, Advisor

MFA, other

Lahtinen Matti, MFA Councillor (Retired)

Parliament, Finland

Paloniemi Aila, MP, Chairperson of the Parliament's development Committee

Hassi Satu, MP, former MP of the European Parliament

National Board of Education

Mattila Paula, Councillor of Education

Kehys

Lappalainen Rilli, Executive Director

Kanner Jussi, Advocacy Coordinator

Rintakoski Kristiina, Kehys Chairperson (also FELM)

Kepa

Aronen Jukka, Editor-in-chief of Web Publications
Eurakoski Johanna, Communications and Fund Raising Manager
Eurakoski Johanna, Communications and Fund Raising Manager
Hakkarainen Outi, Programme Adviser
Hannula Outi, Programme Director
Hietaniemi Tuuli, Adviser Climate Justice
Hintikainen Katja, Adviser Agenda 2030 / Advocacy
Kilpi Lyydia, Policy Adviser, Tax Justice and Corporate Responsibility
Koivuporras-Masuka Kirsi, Communication Officer
Lappalainen Timo, Executive Director
Leppänen Niila, Production Manager
Lounasheimo Paula, Coordinator for Member Organisations
Lundqvist Anna-Stiina, Communications and Fund Raising Manager
Majanen, Pertti, Chairman of the Board
Mäki Niina, Policy Adviser Development Finance
Manner Minna, Training Coordinator
Murtonen Kari-Pekka, Adviser, Private Sector Engagement
Murtonen Veli-Pekka, Adviser, Private Sector Engagement
Nevalainen Helena, Adviser Development Cooperation
Onali Anja, Programme Adviser
Rekola Sanna, Global Education Adviser
Romar Anne, Administrative Director
Starck Auli, Policy Adviser Civil Society
Turakka Antti, Training Coordinator
Valtonen Anni, Editor in Chief, Maaailman Kuvalehti
Viirimäki Jaana, Coordinator of Markets of Possibilities
Wilkinson Niko, Programme Manager

Kehys and Kepa member organisations

Disability Partnership Finland (DP)

Malm Anja, Executive Director

Finland-Namibia Friendship Association

Semi Ritva, Co-chair (also Kepa Co-chair and Teachers' Union of Finland)

Finnish Somali Network

Vepsäläinen Elisa, Executive Director

Finn Church Aid

Hemberg Jouni, Director

Hopsu Inka, Programme Coordinator

Finnish Refugee Council

Lehtinen Annu, Managing Director

Finnwatch

Sonja Vartiala, Executive Director

Peace Union of Finland

Lodenius Laura, Director

Taksvärkki

Peltonen Lauri, Managing Director

WWF Finland

Tarvainen Anne, Head of Programme

Lemetti Leena, Head of Programme

Pirinen Tanja, Senior Conservation Officer

Seimola Hanna, Head of Education Programme

CIVICUS

Patricia Deniz, Membership Officer (by Skype)

MOZAMBIQUE

Finnish Embassy in Maputo

Markus Heydemann, Deputy Head of Mission, Head of Cooperation

Jaakko Jakkila, Counsellor (Governance and Rural Development), (per email)

Ministry of Justice, Constitutional and Religious Affairs

Albachir Macassar, National Director Human Rights and Citizenship

Eduardo Gabral, National Director constitutional and religious affairs

Aleida Muños, Secretary

Ministry of Environment and Rural Development

Francisco Sambo, Director Department Climate Change

Kepa, Mozambique

Mario A. Machimbene, Assessor de Politicas de Desenvolvimento

Regina Nhampule, Head of Office

Helena Guiliche, Advisor Development Policy

Justiça Ambiental

Daniel Ribeiro, Programme Officer

Action Aid

Lacerda Lipangue, Participatory Democracy Strategic Priority Coordinator

Eugenio Muianga, National Programme Officer

Comunidade Moçambicana de Ajuda (CMA)

Eslia Helecia Silva, Executive Director

ACRIDEME

Graça de Jesus Zugauado, chairperson

Dália Vaz, member

WILSA

Calista Teresinha da Biloz, National Coordinator

IBIS

Humberto Pereira Ossemene, Senior Programme Officer

TANZANIA

Kepa, Tanzania

Bakar Khamis Bakar, Regional Director (visiting Mozambique)

Liga das ONGs em Moçambique Joint

Simao Tila, Executive Coordinator

Isaur Mauelele, Official for Monitoring of Public Policies

Other

Pauliina Mulhovo, Governance Business and Human Rights Expert (Independent Consultant)

Ritva Parviainen, Consultant (Independent Consultant)

BELGIUM

Permanent Representation of Finland to the European Union, Brussels

Kaisa Heikkilä, Counselor Development Policy

Directorate-General for International Cooperation and Development of the European Commission

Martin Heather, Seconded National Expert Policy Officer Policy and Coherence

Joseph Schermesser, Team leader for Development Education and Awareness Raising

CONCORD

Seamus Jeffreson, Director

Lonne Poissonier, Policy and Advocacy Coordinator

Rebecca Steel, Acting Head of Membership & Communication

Eurodad

Jeroen Kwakkenbos, Policy and Advocacy Manager

Climate Action Network

Ulriikka Aarnio, International Policy Coordinator

Mathias Claeys Bouuaert, Network outreach officer

Plan International

Tanya Cox, Senior Policy and Advocacy Manager

Finnish Members of the European Parliament

Heidi Hautala, MEP

Sirpa Pietikäinen MEP

Others

Tobias Troll former DEEEP phase IV project manager (by Skype)

ANNEX 3: DOCUMENTS CONSULTED

- Action Aid. (2011). *Acelerando os Direitos das Pessoas para uma Vida Digna. Plano Estrategico da ActionAid Mocambique 2012-2017*. Maputo; ActionAid.
- Albino, F. (2015). *Enabling Environment National Assessment of CSOs: The Case of Mozambique*. Maputo: Liga de ONGs em Moçambique.
- CESC/JOINT. (2014) *Acordo de Principios de Conduta e Etica das Organizacoes da Sociedade Civil em Mocambique*. Maputo: Centre for Learning and Capacity Building Civil Society/Liga de ONGs em Moçambique.
- CONCORD. (2016). *Annual report 2015*. Brussels: European NGO confederation for Relief and Development.
- CONCORD. (2017). *Annual report 2016*. Brussels: European NGO confederation for Relief and Development.
- CONCORD. (2017). *Towards a more effective partnership with civil society. CONCORD EU Delegations Report 2017*. Brussels: European NGO confederation for Relief and Development.
- Eurodad. (2016). *Eurodad Annual Report 2015*. Brussels: Eurodad.
- Eurosis. (2015). *Relatorio do Estudo sobre a Sutsentabilidade das Organizacoes da Sociedade Civil*. Maputo: DIAKONIA, FHI360, HELVETAS, KEPA e OXFAM NOVIB
- Firmin, A. (2017). *Contested and under pressure. A snapshot of the enabling environment of Civil Society in 22 Countries*. Johannesburg: World Alliance for Citizen Participation.
- Hakkarainen, O. & Kontinen, T. (2010). *Voluntary work in development cooperation (Vapaaehtoisuus kehitysyhteistyössä)*. Kepan raporttisarja, 91. Helsinki: Kehitysyhteistyön kattojärjestö.
- Hakkarainen, O. et al. (2015). *From forced growth to sustainable economics (Kasvunpakosta kestävään talouteen)*. KEPA report series No 123. Helsinki: Kehitysyhteistyön kattojärjestö.
- IMDB. (2017). *Fortalecendo o Papel do Parlamento e das Assembleias Provinciais na Supervisao da Area da Industria Extractive em Mocambique*. Maputo: IMDB
- INTRAC. (2013). *Support to Civil Society, emerging evaluation lessons*. In: *Evaluation Insights*, nr. 3. Organisation for Economic Cooperation and Development-Development Assistance Committee
- Kehys. (2009). *Action plan 2010 (Toimintasuunnitelma 2010)*. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2010). *Action plan 2011 (Toimintasuunnitelma 2011)*. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2011). *Action plan 2012 (Toimintasuunnitelma 2012)*. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2012). *Action plan 2013 (Toimintasuunnitelma 2013)*. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2013). *Action plan 2014 (Toimintasuunnitelma 2014)*. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.

- Kehys. (2014). Action plan 2015 (Toimintasuunnitelma 2015). (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2015). On the road to sustainable development - focus on selected post-2015 goals in Finland and beyond. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2016). EU as a neighbor - views from civil society. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2016). Raising public awareness of development issues and promoting development education in the European Union. Concept Note Proposal to EuropeAid/151103/DH/ACT/Multi. Helsinki: Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kehys. (2010-2016). Budgets 2010-2016. (n.p.): Kehitysyhteistyöjärjestöjen EU-yhdistys.
- Kepa. (2009). Action plan 2010. (n.p.): Kehitysyhteistyön kattojärjestö.
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ANNEX 4: MFA'S PROGRAMME-BASED APPROACH

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

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

In addition, HRBA and Paris Declaration principles are highlighted, as well as MDGs as strategic backbones. Climate sustainability has also been a key CCO since 2012.

Operationally, the PBS focuses on results and RBM with funding provided annually. The principles of the 2015 RBM guidelines (MFA, 2015c) are expected to be applied also in MFA's programmatic support for CSOs (Box 4). This refers both to the MFA itself - management of the entire programme in the CSO Unit - and to the CSOs and their individual programmes. Although the MFA CSO Unit's own reporting has so far focused on disbursements, a process has been initiated to develop a relevant way for inclusion of the PBS results into the 2018 results reporting concept. The MFA is currently developing a concept for reporting on the results of Finland's development cooperation on the basis of the new 2016 development policy and a report on the achievement of the policy is expected in 2018, following a pilot in 2017. Towards this end, the MFA is now also investigating methods on how the results of CSOs' development cooperation could be presented in the report. While the solutions are yet to be defined, there is a strong push for stronger RBM also from this process.

Framework of Results-Based Management at the MFA is presented in Box 4.

Box 4. Framework of Results-Based Management at the MFA

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

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

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

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

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

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

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

MFA Eligibility criteria for CSOs under the Programme-Based Approach is presented in Box 5.

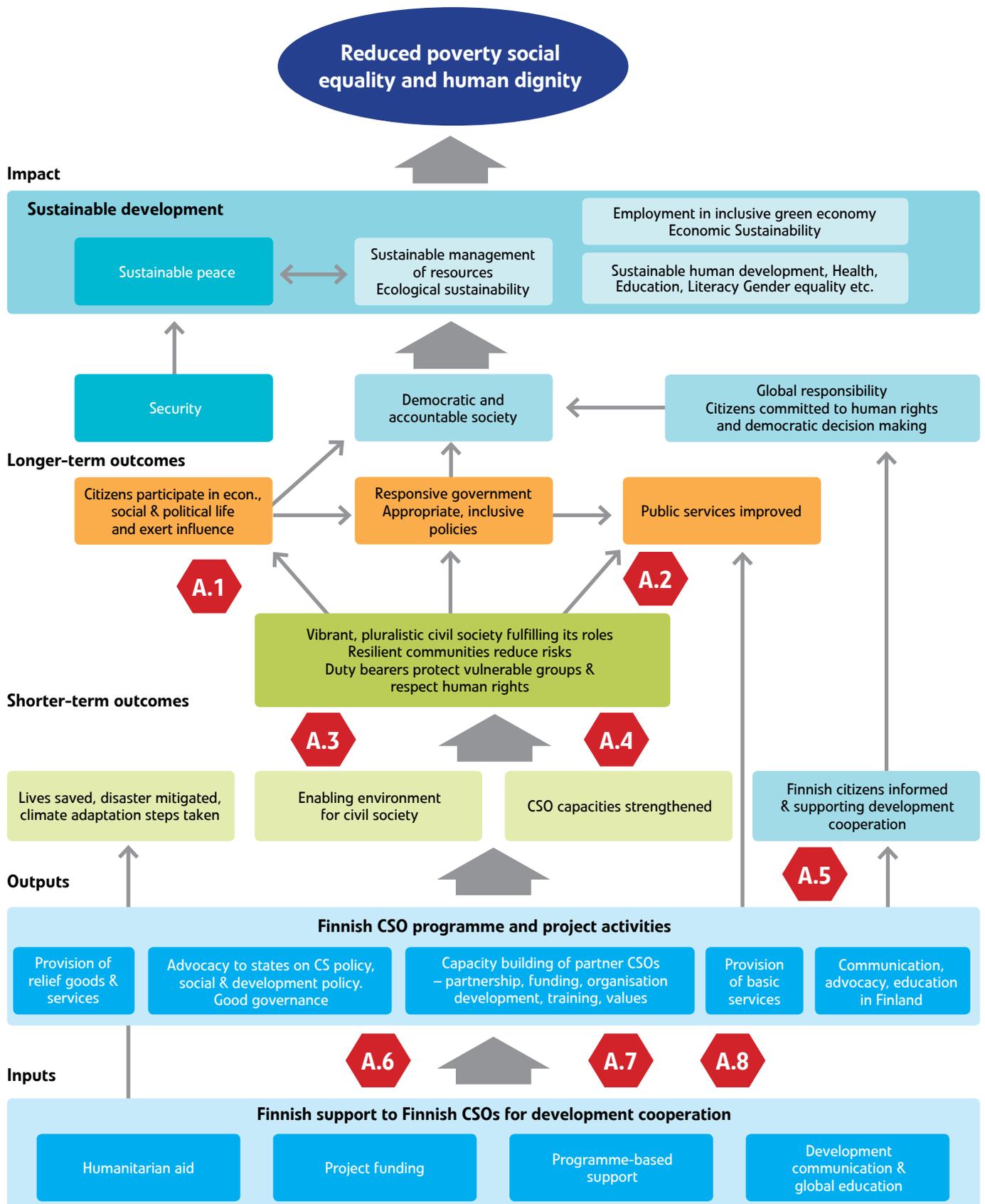
Box 5. MFA Eligibility criteria for CSOs under the Programme-Based Approach

Key MFA eligibility criteria for CSOs include the following:

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

Source: MFA, 2013a.

ANNEX 5: CSO GENERIC THEORY OF CHANGE



ANNEX 6: EVALUATION MATRIX FOR CSO3

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

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

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

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

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ5. Impact: Is there evidence of impact of the CSO programmes in partner countries or Finland?			
5.1 To what extent have the outputs and outcomes impacted communities and civil societies, rights holders and beneficiaries of the partner countries or – in the case of UOs in particular – in Finland?	<p>Evidence of wider impact based on direct or proxy indicators, contribution analysis</p> <p>Evidence of wider impact on CCOs</p> <p>Level of CSO's contribution to impact observed</p> <p>Assumption A1 tested</p>	<p>Document review</p> <p>Field interviews with ultimate stakeholder groups</p> <p>Media analysis</p>	<p>Evaluation reports</p> <p>Statistical data</p> <p>Other government or donor reports, media</p>
EQ6. Sustainability: Will the achievements of the organisations likely continue and spread after withdrawal of external support and what are the factors affecting that likelihood?			
6.1 Will any identified achievements of the CSO (Including for CCOs) be sustainable in terms of economic, financial, institutional, socio-cultural and environmental aspects?	<p>Extent to which results achieved persist after funding ends</p> <p>Extent (%) of complementary funding from other sources supporting results or objectives of the CSO</p> <p>Extent to which CSO guidance and implementation prioritise sustainability and handover</p> <p>Compliance of the CSO operations with the guidance concerning environmental and financial sustainability, and cross-cutting issues. Evidence that such compliance is monitored</p> <p>Assumption A2 tested</p>	<p>Document review</p> <p>Interviews with CSO and CSO partners, and other donors</p>	<p>Existing evaluations (and other relevant), reviews and reports on CSO related activities</p>
6.2 Is there adequate ownership by partner organisations and at community level of the programme (in Finland and abroad)?	<p>The extent that partner organisations lead or at least participate in decision processes</p> <p>The extent that beneficiary groups have participated in decisions during implementation</p> <p>The extent that partners take own initiatives to address problems; the extent that the Finnish CSO funding to partner organisations constitutes core support</p> <p>The extent that partners describe programme as theirs</p> <p>Assumption A4 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs and beneficiaries</p>	<p>CSO plans and strategies</p> <p>Meeting minutes</p> <p>Budget/funding reports</p>
6.3 Has an exit strategy been developed and if so, how well is it being implemented?	<p>Documentation of the implementation of an exit/sustainability strategy.</p> <p>Level of own fund raising</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p>
6.4 Have partners established sound operational and financial practices likely to be able to attract other external support?	<p>Level of adherence to norms for CSO operational / financial sustainability (permanent staffing, financial reserves, legal status, long term plans etc.)</p> <p>Assumption A3 tested</p>	<p>Document review</p> <p>Interviews with partner CSOs</p>	<p>CSO plans and strategies</p> <p>Budget/funding reports</p> <p>Audit reports</p>

ANNEX 7: KEPA'S AND KEHYS' KEY ACTIONS AND CHANGES 2010-2016

Table 9: Kepa Key Actions and Changes 2010-2016

Year(s)	Actions/changes (e.g. major changes in Kepa's operational set-up, new strategies and programmes, main campaigns, new management systems taken into use, etc.)	Comments
2010	Climate justice is added to Kepa's advocacy themes; first alignment on the issue Kepa's focus moves from trade to corporate responsibility and tax issues	Targeting advocacy efforts more and more towards ministries; not only MPs
2010	Active participation in the international CSO networks engaged in the OECD's aid-effectiveness process in 2010-2012. Kepa got engaged in a process where CSOs decided to influence decision-making bodies by being part of them. Kepa invested a lot in this process and participated in the HLPF in Busan in 2011.	CSOs established a joint agenda to promote the multiple roles of CSOs and government's responsibility to ensure the enabling environment for CSOs and adopted so called Istanbul principles, a code of conduct for CSOs). The 'Istanbul Principles' was one key step to secure a formal representation within the OECD/Development Assistance Committee on aid effectiveness.
2010	The principles promoted by Kepa , i.e. CSOs' multiple roles and securing enabling environment, were adopted in Finland's government's CSO guidelines in 2010 and development policy programme in 2012.	
2010	The global education network in Kepa was strengthened and started cooperating with teachers' training seminars	
2010	Climate Sensor, a tool produced by Kepa in consultation with MOs and their Southern partners in Kepa countries was launched.	
2011	Election campaign 2011, mass lobbying event after the elections Strong lobbying for the new government. CSO funding increased to 14.5% of Finnish ODA. For the first time, Kepa was invited to give advice to negotiations on the new government's programme for 2011-2015	
2011 - 2016	During 2011 Kepa started taking active role in enhancing capacity of member organisations to work with private sector. In 2011 manual to support private sector collaboration "Tehoa Yritysyhteistyöhön" was published. Towards end of 2014, for first time, one staff member was signed role to support private sector collaboration. Position was made permanent and fulltime during 2016.	During these years Kepa has been increasingly coordinating and facilitating discussion around private sector collaboration among member organisations. As a result, Kepa is now strategically working towards enabling environment for private sector collaboration (MO capacity, funding instruments etc.). Inclusive business models, NGO's as innovation partners and impact investment are some trends that Kepa is also further exploring.

Year(s)	Actions/changes (e.g. major changes in Kepa's operational set-up, new strategies and programmes, main campaigns, new management systems taken into use, etc.)	Comments
2012 – 2013	Plans and negotiations with MFA that the management of global education funding could be outsourced to Kepa. The plans were abandoned in the last minute because of legal reservations	MFA did either explore or suggest this issue three times in the period of 2005-2013. The consultations with MOs in 2011 revealed that member organisations had the confidence of Kepa being able to carry out this double role without losing credibility as a credible umbrella organisation.
2012	Introducing outcome mapping in Kepa's M&E system	
2012	New strategic plan for 2012-2017. The strategy shifted focus towards more vibrant relationship between Kepa and its member organisations.	Focus on member relations as a CCO for the whole plan, a shift from the previous strategy (Kepa being an expertise organisation on its own merits). The strategy noted Kepa's need to actively seek the recognition of its mandate from its owners; i.e. MOs in order to remain a relevant and legitimate player in the future.
2012	Centralizing Kepa's work in Mozambique to Maputo, closing down the office in Pemba	
2013	New programme for 2013-2015	Some new trends: improving the member relations and the added value of Kepa's work towards MOs; focus on strengthening civil society globally regional approach in the programme countries in the South; fewer strategic partnerships in each programme country
2013	Launching a regional approach in the South with the new office for the Mekong region in 2008 and later to other offices in 2013	The office in Bangkok did give Kepa a chance to test a new working model; i.e. regional approach. In addition, the Mekong office was relatively smaller in terms of Kepa's physical presence; i.e. number of staff and infrastructure. Later the approach was adopted also in other country offices.
2013 – 2015	Membership survey started: almost all 300 member organisations interviewed face to face during 2013-2015 A new tool for member initiative was launched	Survey very important for vivid member relations. Positive feedback from the members and valuable information for Kepa
2013 – 2015	Joint learning and experimenting in "learning pilots" with member organisations	Kepa asked members to innovate joint learning projects for the benefit of the whole sector; special focus on M&E
2013	Training and advice plan agreements were ended in Kepa's programme countries; the support to member organisations was redirected to strengthen their understanding of the working environment and ways to strengthen the civil society	Only a few member organisations and their partners benefited from these agreements; instead experimenting new ways on how to enhance the capacity of members and increase their mutual learning on development cooperation and strengthening civil society on a larger scale

Year(s)	Actions/changes (e.g. major changes in Kepa's operational set-up, new strategies and programmes, main campaigns, new management systems taken into use, etc.)	Comments
2013	A Self-study package on project cycle management in Development Cooperation was launched (2015 also in English) with support of MFA	
2013	Closing down of Kepa's library	Very few visitors
2013 - 2014	Campaign on climate change and equality Campaign on tax havens	In close cooperation with some member organisations; good media attention to tax questions
2014 - 2015	The number of partnership organisations of MFA increased; their relation to Kepa became closer. MFA/CSO unit started to use the term 'programme support organisation' and started to harmonize administrative processes for their grants. Kepa was seen as one of them.	
2014	Increased focus on enhancing Southern voice and the role of diaspora organisations in global education work in Finland	Survey, training, booklets
2014 - 2015	Campaigning for the elections for the parliament, mass lobby event with volunteers	15 member organisations participated in the common campaign in a truly participatory manner Vaalikone2015.fi polling machine
2015	Massive campaigning after the new government announced massive cuts to ODA	40,000 people signed the petition; 500 joined the rally; many other activities and good media attention
2015	Kepa's budget cuts were announced by the MFA: activities were cut, about 35 employees dismissed; new programme written based on the lower levels of funding	
2015 - 2016	All activities involving active citizens closed down: Etvo Southern volunteer programme, campaign network Globbarit & campaigns, citizens' activist training course, mass lobby events in the Parliament	Kepa's campaign work decreased dramatically.
2015 - 2016	Kepa's offices in Nicaragua and Mekong region were closed and almost all partnerships ended; in Tanzania and Mozambique all Finnish staff members and directors were called home, much less administrative staff and smaller premises	
2015	Participation in the UN meeting on SDG's and Climate meeting in Paris; intensive lobbying and communication work before and after the meeting	Good cooperation with MFA, Ministry of the environment and with Kepa's global CS networks; involving Southern partners
2015 - 2016	More focus on cooperation with the private sector, both with trainings as well as networking with different stakeholder	Kepa clarified its role in cooperation with private sector
2016	First ever energy alignment; climate work is focusing more and more on Finnish climate and energy policy	
2016	New project (funded by MFA separately) for two-year teacher in-service training	
2016	Negotiations started with the CSOs' EU platform Kehys about future cooperation	

Source: Information provided by Kepa to the evaluation team in January 2017

Table 10: Kehys Key Actions and Changes 2010-2016

Year	Results / actions
2010	<p>Project incubator for the global education funding of the NSA-LA instrument (2 MOs)</p> <p>Seminar on the future of global education in Finland and in EU</p> <p>Start-up of the <i>Future Global Leaders</i> -project with Estonia; the project capacitates a group of Finnish and Estonian youth on EU advocacy and decision making.</p> <p>Start-up of the project <i>CSO Dialogue with Neighboring Areas</i>; 2 seminars on migration and civil society cooperation</p> <p>MO trip to Brussels</p>
2011	<p>Organising (with the DEEEP project) the <i>European development education summer school and the conference Social change – Impact and Evaluation in Development Education and Awareness Raisin</i> and the seminar <i>Elämme kovia aikoja (We live hard times)</i>; all in Finland</p> <p>The project <i>CSO Dialogue with Neighbouring Areas</i> (Eastern Europe, Mediterranean region) came into end; closing seminar in Espoo.</p> <p>Also the project <i>Future Global Leaders</i> with Estonia came into end; 16 young professionals were trained on civil activity and decision making</p> <p>MO trip to Brussels</p>
2012	<p>Advocacy on MFA’s new development policy programme</p> <p>MFA’s food security pilot was initiated, Kehys being a partner (2012–2014)</p> <p>MO trips to Addis Abeba and Brussels</p> <p>DEEEP IV project was approved by EU, Kehys being the coordinator of the project</p> <p>In connection to the Rio+20 summit, organising of the seminar <i>Education on Sustainable Development and the Future we want</i></p> <p><i>European written Declaration on Development Education and Active Global Citizenship</i> advocacy campaign</p> <p><i>Vaikuta! Euroopan Unionissa -guidebook</i> (Advocate! in the European Union)</p> <p>10th Anniversary seminar and publication <i>EU:n kehityspolitiikan raameja oikomassa – Kehys 10 vuotta (Streamlining EU’s development policy – Kehys 10 years)</i></p>
2013	<p>Post 2015 -events</p> <p>Start-up of the project on EU’s elections</p> <p>Start-up of DEEEP IV project: Conference <i>Building a Global Citizens Movement</i> with CIVICUS (186 participants); CONCORD’s DARE Forums, conference <i>Development Education: Responding to the Global Crisis?</i> (102 participants), <i>European Citizens Summit</i> -conference (230 participants), webinars, articles</p> <p>Helsinki Model European Union -project; 22 young experts from several countries participated in a simulation of EU’s decision making</p>

Year	Results / actions
2014	<p>Establishment of the Post 2015 Task Force (coordinated with Kepa)</p> <p>Advocacy on EU elections; 7 panels with 50 candidates, 3 events, <i>Young Citizens activating MEPSs Global Conscience</i> – project, on-line “polling machine” with 83 candidates participating</p> <p>DEEEP IV Project: <i>Building for global citizens movement</i> -conference with 600 participants, DARE forums (2 with 78 participants), <i>European Citizens Summit</i> -conference, <i>European Year for Development 2015 – Engaging Citizens for Global Justice</i> -conference, <i>Local Changes for Global Justice</i> -conference, <i>Citizens for Global Education – Education for Global Citizenship</i> -conference, lecture series, publications and articles.</p> <p>New Kehys Strategy</p>
2015	<p>Project on the European year for development cooperation (EyD): 27 events with 4,729 participants, Campaign video and Youtube videos, publications and articles</p> <p>DEEEP IV -project: <i>Towards a world citizens movement – connecting the circles</i> -conference, CONCORD’s DARE forums (2 with 73 participants), <i>From Development Education to Global Citizenship Education -new packing of new paradigm?</i> conference, several webinars, studies, publications and articles, etc.</p> <p>Statements related to Post 2015 -process, Finnish parliament elections and Finland’s development policy</p> <p>Post 2015 Task Force (coordinated with Kepa); preparation of a paper on indicators</p> <p>Participation in UN’s Post 2015 conference (as part of Finland’s delegation)</p> <p>New results-based management system</p> <p>New environmental commitment of Kehys</p>

Source: Kehys, Annual reports of Kehys and information provided to the evaluation in January 2017.

ANNEX 8: KEPA AND KEHYS SURVEY RESULTS

As part of this evaluation, a survey on the MO feedback on Kepa's and Kehys' operations was conducted and the results of this survey are presented in this Annex.

Kepa

Altogether 36 MOs returned the questionnaires, covering about 12% of Kepa's membership. Thereby, the survey results are not statistically representative. However, the answers are very much in line with the findings of Kepa's own member survey (Kepa 2015c), indicating also wider views of the membership.

The answers are summarised below:

1. How long has your organisation been a member of KEPA?		
Answer Options	Response Percent	Response Count
Less than 5 years	9.1%	3
6–15 years	45.5%	15
Over 15 years	45.5%	15

Comment: Most of Kepa's MOs are long-term members and only a few changes have been encountered during the period of the evaluation (2010–2016).

2. In case your organisation is an association, how many members do you have?		
Answer Options	Response Percent	Response Count
Less than 100	16.7%	6
100–499	25.0%	9
500–4,999	19.4%	7
5,000–25,000	8.3%	3
Over 25,000	16.7%	6
N/A	13.9%	5

Comment: In this questionnaire the larger organisations have proportionally overweight. Kepa's own statistics on MOs indicate that 48% of the MOs have less than 100 members.

3. In case your organisation is a foundation, what is the rough annual budget of your foundation?		
Answer Options	Response Percent	Response Count
Less than 250,000 €	10.5%	2
250,000–500,000 €	0.0%	0
500,000–1 million €	0.0%	0
1-5 million €	10.5%	2
Over 5 million €	21.1%	4
N/A	57.9%	11

Comment: Most of the foundations may be classified as large organisation, based on their turn-over.

4. Has your organisation implemented MFA-funded development cooperation projects/ programmes during 2010-2016?		
Answer Options	Response Percent	Response Count
Yes	71.4%	25
No	28.6%	10

Comment: Most of the MOs who returned the questionnaire represent CSOs who are implementing development cooperation projects. As mainly larger MOs returned the questionnaire, this figure is higher than the actual average. However, no reliable data exists on this.

5. Has your organisation implemented development projects/programmes with other funding (e.g. EU, foundations, etc.)		
Answer Options	Response Percent	Response Count
Yes	27.8%	10
No	72.2%	26

Comment: Also this figure is most probably higher than the actual average. However, it also indicates the Finnish CSOs rather strong dependence on MFA funding in their development cooperation projects/ programs.

6. Has your organisation implemented MFA-funded global education projects during 2010-2016?		
Answer Options	Response Percent	Response Count
Yes	55.6%	20
No	44.4%	16

Comment: The sample is biased towards development cooperation projects. The interviews indicate that global education funding is a priority for many smaller MOs.

7. If your organisation has been funded by the MFA, which funding window have you used?

Answer Options	Response Percent	Response Count
MFA's Programme-based funding for CSOs	25.0%	7
MFA's Project-based funding for CSOs	71.4%	20
Global education funding	57.1%	16
Humanitarian assistance	3.6%	1
Partner in bilateral projects	0.0%	0
Partner in private sector projects	7.1%	2
Partner with research and development institutions	0.0%	0
Partner in Local Cooperation Fund -projects	0.0%	0

Comment: During the last years, some CSOs have become active in cooperation with the private sector.

8. What were the main reasons for your organization to become a member of KEPA and what are the current reasons to remain a member? Tick (x) a maximum of 4 boxes to identify your priority reasons

Answer Options	When becoming a member	Now (2017)	Response Count
Being part of a wider global solidarity movement	16	19	19
Access to information on development issues	17	19	21
Access to training and capacity services	21	24	27
Exchange of knowledge and experience with other CSOs	19	21	24
More effective lobby and advocacy influence, as part of a collective (advocacy on development issues, protecting the interests of the CSO community)	11	15	17
Access to research on relevant issues	1	2	3
Possibility to realize joint campaigns, education and awareness raising activities	8	9	11
Improved visibility to public through KEPA's media and events	6	7	7
Possibility to use services of KEPA's offices in the South	6	2	6
Possibility for logistical support (e.g. meeting venues)	3	4	4

Comment: The key reasons to be a Keba member include access to capacity development services, networking with other CSOs, being a member of the wider CSO network and access to information on development services. Least important are access to research and possibility to use services of Keba's Southern offices. The importance of the priority themes has increased a bit.

9. What services of KEPA has your organisation used during 2010-2016 and/or in which types of operations have you participated?

Have you used this service or participated in the operation

Answer Options	Yes	No	Response Count
Participation in policy work and advocacy on development issues (e.g. development policies and funding)	22	7	29
Training related to advocacy work and communication	20	9	29
Training on development cooperation	22	8	30
Training on global education	16	11	27
Advice on funding and project management	21	8	29
Information services (e.g. information on development issues and opportunities for participation)	19	11	30
Global education services	9	16	25
Support to networking and partner search	9	19	28
Participation in KEPA's campaigns	15	14	29
Participation in KEPA's thematic networks	14	16	30
World Village Festival (Maaailma kylässä)	26	7	33
Markets of Possibilities (Mahdollisuuksien torit)	14	17	31
ETVO	4	23	27
Usage of KEPA's surveys and research	11	18	29
Usage of KEPA's meeting facilities	14	14	28

Comment: Each operation has involved at least some MOs as participants or users. The closed ETVO volunteer program has been the least used service, but even this activity was rated as important by MOs utilising it (Jäntti, 2015). World Village Festival, participation in advocacy, trainings and information services are most attended/used operations of Kepa.

10. Relevance/importance of service/operation							
Answer Options	1	2	3	4	5	6	Resp. Count
	Not at all relevant/important	Slightly relevant/important	Moderately relevant/important	Relevant/important	Very relevant/important	N/A or No opinion	
Participation in policy work and advocacy on development issues (e.g. development policies and funding)	0	3	5	9	6	0	23
Training related to advocacy work and communication	0	1	5	9	5	0	20
Training on development cooperation	0	1	0	12	9	1	23
Training on global education	0	1	1	9	6	0	17
Advice on funding and project management	1	0	4	7	10	1	23
Information services (e.g. information on development issues and opportunities for participation)	0	0	3	14	3	2	22
Global education services	0	0	1	5	4	2	12
Support to networking and partner search	0	3	2	4	1	3	13
Participation in KEPA's campaigns	0	0	4	7	5	2	18
Participation in KEPA's thematic networks	0	2	0	10	3	3	18
World Village Festival (Maailma kylässä)	0	1	10	9	8	1	29
Markets of Possibilities (Mahdollisuuksien torit)	0	1	2	6	6	2	17
ETVO	0	1	1	2	1	4	9
Usage of KEPA's surveys and research	0	1	4	3	3	3	14
Usage of KEPA's meeting facilities	1	1	5	7	2	2	18

Comment: All areas of operations are important at least to some MOs. The importance of advocacy work trainings on development cooperation and global education as well as advice on funding and project management, global education services, campaigns and thematic networks and Markets of Possibilities are rated in average over 4 by the MOs who answered the questionnaire.

11. Quality of service/operation							
Answer Options	1	2	3	4	5	6	Response Count
	Very Poor	Poor	Moderate	Good	Very Good	N/A	
Participation in policy work and advocacy on development issues (e.g. development policies and funding)	0	1	5	11	5	0	22
Training related to advocacy work and communication	0	1	3	11	5	0	20
Training on development cooperation	0	1	2	13	5	1	22
Training on global education	0	1	2	10	4	0	17
Advice on funding and project management	0	2	6	6	6	2	22
Information services (e.g. information on development issues and opportunities for participation)	0	1	5	10	3	2	21
Global education services	0	1	2	2	5	2	12
Support to networking and partner search	0	1	3	4	0	4	12
Participation in KEPA's campaigns	0	1	1	9	2	3	16
Participation in KEPA's thematic networks	0	0	2	9	1	3	15
World Village Festival (Maaailma kylässä)	0	0	4	8	13	3	28
Markets of Possibilities (Mahdollisuuksien torit)	0	0	1	7	5	3	16
ETVO	0	1	0	2	1	5	9
Usage of KEPA's surveys and research	0	1	2	5	2	4	14
Usage of KEPA's meeting facilities	0	0	3	7	3	3	16

Comments: In general, the MOs give good ratings on the quality of Kepa's operations and services. The quality of advice on funding and project management was rated lowest, but also its average is good.

12. Has your CSO been involved in KEPA's policy and advocacy work?		
Answer Options	Response Percent	Response Count
Yes	57.6%	19
No	42.4%	14

Comment: Over half of the MOs of this survey have been involved in Kepa's advocacy work.

12a. If yes, in which theme? In table 12b, please state your satisfaction with the quality of the work done by KEPA on this area/theme. In table 12c, please state your assessment of the results of the policy and advocacy work on this theme

Have you been involved in this area/theme?

Answer Options	Yes	No	Response Count
Development finance (development cooperation policies and funding)	12	6	18
Economic justice (taxation and global economy, international trade, sustainable economic development, corporate responsibility)	3	13	16
Global education	7	9	16
Strong civil society (role, rights and capacity of civil society)	11	6	17
Climate justice	2	12	14
Migration issues (refugees, diaspora)	1	14	15
Human rights (gender equality, rights of disabled persons and ethnic minorities, sexual rights)	6	10	16

Comment: MOs have participated most in advocacy related to development finance, role and rights of the civil society and global education. Migration issues are not widely approached by the MOs even if some MOs have specific interest on this theme (diaspora organisations did not answer to this questionnaire).

12b. Quality of work done by KEPA on this area/theme

Answer Options	1	2	3	4	5	6	Resp. Count
	Very Poor	Poor	Moderate	Good	Very Good	N/A, we are not aware of the quality	
Development finance (development cooperation policies and funding)	0	0	5	2	6	1	14
Economic justice (taxation and global economy, international trade, sustainable economic development, corporate responsibility)	0	0	2	2	2	2	8
Global education	0	0	1	6	0	0	7
Strong civil society (role, rights and capacity of civil society)	0	2	1	8	1	0	12
Climate justice	0	0	1	2	0	3	6
Migration issues (refugees, diaspora)	0	1	1	0	0	4	6
Human rights (gender equality, rights of disabled persons and ethnic minorities, sexual rights)	0	1	1	6	0	1	9

Comment: In average, MOs consider the quality of Kepa's advocacy having been good. Views on the quality of advocacy on development finance varied most, 36% rating it only moderate and 43 as very good.

12c. Assessment of the results of the lobby and advocacy on this theme							
Answer Options	1	2	3	4	5	6	Resp. Count
	Not Successful	Slightly Successful	Mod-erately Successful	Successful	Highly Successful	N/A We are unfamiliar with the results	
Development finance (development cooperation policies and funding)	0	5	4	1	1	2	13
Economic justice (taxation and global economy, international trade, sustainable economic development, corporate responsibility)	0	2	1	2	0	1	6
Global education	1	1	1	4	0	0	7
Strong civil society (role, rights and capacity of civil society)	1	3	1	5	0	1	11
Climate justice	0	1	2	1	0	2	6
Migration issues (refugees, diaspora)	1	0	1	0	0	4	6
Human rights (gender equality, rights disabled & ethnic minorities, sexual rights)	1	0	0	5	0	2	8

Comment: MOs consider global education, work on the role, human rights, and rights and capacity of the civil society as the most successful areas of advocacy. The fact that the CSO community (and Kepa) did not succeed to fight back the 2015 cuts in development funding is seen in the proportionally low rating of the success on influencing development finance. For 2011-2015 the rating might have been more positive.

13a. Has your organisation benefited from the work of KEPAs country offices (e.g. partner search and match making, logistical support, information services, visits to Finland)?			
Have you benefited from the work of this country office?			
Answer Options	Yes	No	Response Count
Tanzania	6	20	26
Mozambique	3	22	25
Nicaragua	0	22	22
Mekong (Bangkok)	0	23	23

13b. How satisfied are with the services/operations of the country office in question?							
	1	2	3	4	5	6	
Answer Options	Not Satisfied	Slightly Satisfied	Moderately Satisfied	Satisfied	Highly Satisfied	N/A	Response Count
Tanzania	0	0	0	6	0	3	9
Mozambique	1	0	0	1	1	4	7
Nicaragua	0	0	0	0	0	5	5
Mekong (Bangkok)	0	0	0	0	0	5	5

Comment: 23% of the MOs that returned the survey have benefited from the work of Kepa's Tanzania office. This indicates that the office has been useful to at least some of the MOs active in Tanzania.

14. To which extent is it relevant that KEPA's programme includes activities in the South?							
Answer Options	Not Important	Slightly Important	Moderately Important	Important	Very Important	Rating Average	Response Count
KEPA has a physical presence (i.e. offices) in developing countries	7	5	9	10	0	2.71	31
KEPA actively works in developing countries, even without the presence of country offices	4	3	5	12	7	3.48	31

Comment: The majority of the group of MOs who answered this questionnaire consider Kepa's work in the South as important, including also Kepa's physical presence in developing countries.

15. To which extent has your organisation aimed to influence KEPA?								
Answer Options	Never	Rarely	Occasionally	Often	Very Often	N/A	Rating Average	Response Count
To which extent have you tried actively to influence KEPA's strategies?	2	13	14	1	2	0	2.63	32
To which extent have you tried actively to influence KEPA's practical work?	3	13	12	4	0	0	2.53	32

Comment: Some members try to actively influence Kepa, most rarely or never. Taken into account the fact that the majority of the questionnaire's returnees are bigger CSOs, the average rating of all MOs is obviously smaller.

16. To which extent is KEPA responsive to the suggestions/recommendations of organisations?							
Answer Options	Not Responsive	Rarely Responsive	Occasionally Responsive	Responsive	Very Responsive	Rating Average	Response Count
Level of responsiveness	0	3	12	14	4	3.58	33

Comment: In general, the MOs consider Kepa being responsive to their suggestions and recommendations. However, some dissatisfaction may also be seen from the answers.

17. Is your organisation also a member of other national or international networks?		
Answer Options	Response Percent	Response Count
Yes (please provide details in comment box below)	78.8%	26
No	21.2%	7

Comment: Most MOs are also members of other networks. If all Keba MOs would have answered this question, the percentage would have been much smaller as only some of the small MOs are part of other networks.

18. If your organisation is also a member of Kehys, please state why you are a member of both KEPA and Kehys	
Answer Options	Response Count
Number of MOs being members of both Keba and Kehys	13

Comment: Those MOs having interest in EU issues and EU funding are members of both Keba and Kehys. Kehys has only three members which do not belong to Keba MOs.

Kehys

Altogether 21 MOs returned the questionnaires, whereby the sample is rather representative with a 57% return rate.

The answers are summarised below:

1. How long has your organisation been a member of Kehys?		
Answer Options	Response Percent	Response Count
Less than 5 years	20.0%	4
5–10 years	45.0%	9
Over 10 years	35.0%	7

Comment: Altogether, Kehys has had a rather stable membership during the time of the evaluation.

2. How many staff members does your organisation have?		
Answer Options	Response Percent	Response Count
< 25	57.1%	12
25–50	9.5%	2
50–100	14.3%	3
100–500	9.5%	2
> 500	4.8%	1
We do not have staff members, but we have member organisations	4.8%	1

Comment: Even if most of Kehys' MOs may be ranked as bigger Finnish development-focused CSOs, the size of the organisations in terms of staff is rather small, if compared internationally.

3. Has your organisation implemented any EU-funded development cooperation projects/programmes during 2010-2016?

Answer Options	Response Percent	Response Count
Yes	28.6%	6
No	71.4%	15

Comment: Implementation of EU-funded projects is not the key motive to be a member of Kehys. The low figure reflects also the challenges of EU-funding: only few MOs have capacity to implement EU projects. The interviews revealed that some CSOs had applied for EU funding but did not succeed in the process.

4. Has your organisation implemented EU-funded global education projects during 2010-2016?

Answer Options	Response Percent	Response Count
Yes	33.3%	7
No	66.7%	14

Comment: EU's global education funding is slightly more relevant to MOs than development project funding

5. Has your organisation implemented MFA-funded development cooperation projects/programmes during 2010-2016?

Answer Options	Answer Options	Response Percent	Response Count
Yes	Yes	76.2%	16
No		23.8%	5

Comment: The high percentage of implementing MFA-funded projects reflects the comparatively big size of the MOs, as compared to average size of CSOs. Many of the MOs are PBS organisations (14 out of 37).

6. Has your organisation implemented MFA-funded global education projects during 2010-2016?

Answer Options	Response Percent	Response Count
Yes	66.7%	14
No	33.3%	7

Comment: Also global education is an important theme for Kehys' MOs.

7. What were the main reasons for your organisation to become a member of Kehys and what are the current reasons to remain a member? (Choose maximum of 4 to identify your priority reasons)			
Answer Options	When becoming a member	Now (2017)	Response Count
Networking for exchange of knowledge and experiences with other CSOs	10	10	13
More effective lobby and advocacy influence, as part of a collective	7	8	10
Access to information on EU-related matters	17	13	17
Advice on EU funding	16	10	16
Access to other training and capacity services provided by Kehys	12	6	12
Improved visibility through Kehys' media and events	2	2	3
Protection of the interests/positions of CSOs	5	5	7

Comment: Access to EU-related information, networking and advice on EU funding are the main reasons for Kehys membership, but also participation in advocacy work and training/advice are important themes. However, the importance of advice on EU funding has somewhat decreased, mainly due to decreased interest to EU funding caused by the high requirements. The few CSOs that have gained high experience in EU funding do not that much need anymore advice by Kehys. The importance of Kehys as a channel for visibility is less important.

8. Which services of Kehys has your organisation used or been involved in? Please mark the relevance/importance of the service/activity on a scale of 1-5 (mark N/A if you have not been involved).			
Have you used the service or participated in the activity?			
Answer Options	Yes	No	Response Count
Networking and partner search with Finnish organizations	13	6	19
Networking and partner search with European organizations	7	11	18
Policy work and advocacy in Finland	15	3	18
Policy work and advocacy within EU	10	8	18
Information services	14	5	19
Training and advice on projects and EU-funding	15	3	18
Other training (e.g. on EU's development policies)	10	8	18
Working group on food security	2	16	18
Working group on sustainable green economy	5	14	19
Working group on migration and development	3	15	18
Working group on gender and development	7	11	18
Working group on security and development	5	13	18
Working group on education	6	12	18
Working group on Agenda 2030 (no longer active)	6	12	18
Working group on climate change (not active anymore)	2	16	18

Comment: MOs have varying interests in the themes of Kehys. Most MOs have participated in advocacy work, used information and training/advisory services, and benefitted from Kehys as a networking platform. Even if participation in the working groups is smaller, they are important to those specifying in the theme.

9. Relevance/Importance of the activity							
Answer Options	1	2	3	4	5	6	Response Count
	Not Relevant/ Important	Slightly Relevant/ Important	Mod-erately Relevant/ Important	Relevant/ Important	Highly Relevant/ Important	N/A	
Networking and partner search with Finnish organizations	1	3	5	4	1	2	16
Networking and partner search with European organizations	0	1	6	3	0	5	15
Policy work and advocacy in Finland	0	1	2	7	6	0	16
Policy work and advocacy within EU	0	0	2	5	4	2	13
Information services	0	0	6	7	3	2	18
Training and advice on projects and EU-funding	0	1	4	7	4	0	16
Other training (e.g. on EU's development policies)	0	2	3	3	3	3	14
Working group on food security	1	0	0	1	2	7	11
Working group on sustainable green economy	1	0	2	1	4	6	14
Working group on migration and development	0	2	1	1	1	7	12
Working group on gender and development	0	1	2	1	4	4	12
Working group on security and development	0	1	1	2	2	6	12
Working group on education	0	0	1	4	3	6	14
Working group on Agenda 2030 (no longer active)	0	0	3	1	4	3	11
Working group on climate change (not active anymore)	1	0	0	2	2	6	11

Comments: In terms of relevance and importance, advocacy is the most important theme, training being the second priority. For those MOs active in the working groups, the specific themes are highly relevant and important.

10. Quality of the service / activity?							
Answer Options	1	2	3	4	5	6	Response Count
	Very Poor	Poor	Acceptable	Good	Very Good	N/A	
Networking and partner search with Finnish organizations	0	0	2	8	3	3	16
Networking and partner search with European organizations	0	0	0	5	2	7	14
Policy work and advocacy in Finland	0	1	0	4	10	1	16
Policy work and advocacy within EU	0	0	1	1	7	3	12
Information services	0	0	2	6	6	4	18
Training and advice on projects and EU-funding	0	0	0	9	6	1	16
Other training (e.g. on EU's development policies)	0	0	0	6	3	3	12
Working group on food security	0	0	0	1	2	7	10
Working group on sustainable green economy	0	0	0	2	3	7	12
Working group on migration and development	0	0	0	3	1	6	10
Working group on gender and development	0	0	1	5	2	4	12
Working group on security and development	0	0	1	4	1	5	11
Working group on education	0	0	1	3	3	6	13
Working group on Agenda 2030 (no longer active)	0	0	3	1	3	3	10
Working group on climate change (not active anymore)	0	1	0	2	0	6	9

Comment: In general, the MOs are satisfied with the quality of Kehys' operations.

11. Has your organisation been involved in Kehys' policy and advocacy work?		
Answer Options	Response Percent	Response Count
Yes	70.0%	14
No	30.0%	6

Comment: As seen also from the priorities (previous questions), most MOs actively participate in Kehys' policy and advocacy work

12a. If yes, in which theme? In table 12b, please state your satisfaction with the quality of the work done by Kehys on this area/theme. In table 12c, please state your assessment of the results of the policy and advocacy work on this theme. Give your ratings only to themes in which you have been involved

Have you been involved in this theme?

Answer Options	Yes	No	Response Count
Development cooperation policies and funding	11	4	15
Policy coherence for development	7	7	14
Taxation and global economy	2	12	14
Food security and livelihoods	2	11	13
Global education	6	9	15
Safety and security	4	9	13
Sustainable economic development	2	11	13
Environmental sustainability & climate change	1	12	13
Migration issues (refugees, diaspora)	0	13	13
Human rights (gender equality, rights of disabled persons and ethnic minorities, sexual rights)	6	7	13
Humanitarian Assistance	1	12	13
International trade	2	11	13

12b. Quality of work done by Kehys on this theme

Answer Options	1	2	3	4	5	6	Response Count
	Very Poor	Poor	Acceptable	Good	Very Good	N/A	
Development cooperation policies and funding	0	1	1	3	6	2	13
Policy coherence for development	0	0	0	2	5	3	10
Taxation and global economy	0	0	1	0	1	6	8
Food security and livelihoods	0	0	0	0	2	6	8
Global education	0	0	1	0	5	5	11
Safety and security	0	0	2	1	1	5	9
Sustainable economic development	0	0	0	1	1	5	7
Environmental sustainability & climate change	0	0	0	1	0	6	7
Migration issues (refugees, diaspora)	0	0	0	0	0	7	7
Human rights (gender equality, rights of disabled persons and ethnic minorities, sexual rights)	0	0	1	3	2	3	9
Humanitarian Assistance	0	0	0	1	0	6	7
International trade	0	0	0	1	1	5	7

12c. Assessment of the results of the lobby and advocacy on this theme.							
Answer Options	1	2	3	4	5	6	Response Count
	Not Successful	Slightly Successful	Moderately Successful	Successful	Highly Successful	N/A We are unfamiliar with the results	
Development cooperation policies and funding	2	0	1	6	1	3	13
Policy coherence for development	0	0	1	6	0	3	10
Taxation and global economy	1	0	0	0	0	7	8
Food security and livelihoods	0	0	1	1	0	6	8
Global education	0	0	2	4	0	5	11
Safety and security	0	1	1	1	0	6	9
Sustainable economic development	0	0	0	1	0	6	7
Environmental sustainability & climate change	0	0	0	1	0	6	7
Migration issues (refugees, diaspora)	0	0	0	0	0	7	7
Human rights (gender equality, rights of disabled persons and ethnic minorities, sexual rights)	0	0	3	2	0	4	9
Humanitarian Assistance	0	0	1	0	0	6	7
International trade	0	0	0	1	0	6	7

Comment: Development policies and funding, policy coherence, global education and human rights are the priority themes. Some themes had low attendance, possibly partly described by the sample of MOs returning the questionnaires. The results are rated mainly as successful, the two ratings of work on development policies and funding reflecting the serious cuts in funding which the CSO community didn't succeed to affect.

13. Are you a member of other EU-related national or international networks?		
Answer Options	Response Percent	Response Count
Yes (if yes please specify below)	70.0%	14
No	30.0%	6

Comment: Most Kehys MOs are members of other EU-related networks as well. Depending on the CSO and theme, these networks may be even more important than Kehys.

14. Influencing Kehys								
Answer Options	Never	Rarely	Occasionally	Often	Very Often	N/A	Rating Average	Response Count
To which extent has your organisation tried to actively influence Kehys' strategies?	3	4	5	5	3	0	2.90	20
To which extent has your organisation tried to actively influence Kehys' practical work?	2	7	5	4	2	0	2.75	20

Comment: Most MOs try to have an influence on Kehys, some rather often.

15. How responsive is Kehys to the recommendations of its member organisations?							
Answer Options	Not responsive	Rarely responsive	Occasionally Responsive	Responsive	Very Responsive	Rating Average	Response Count
	0	0	4	11	5	4.05	20

Comment: In general, Kehys is responsive to the proposals of its MOs

16. How should services of Kehys be organised in the future?		
Answer Options	Response Percent	Response Count
Kehys should continue to work as it is	22.2%	4
Kehys and KEPA should join forces for the future	44.4%	8
There is a need for a completely new way of organization (explain below)	33.3%	6
Concrete proposal for completely new organizational structure	33.3%	6

ANNEX 9: KEPA AND KEHYS SELF-ASSESSMENT RESULTS

Table 11: Kepa Self-Assessment 2017

Self-Assessment: Strategic programmatic level
<p>a) Programmatic objectives</p> <p>Strategic objectives</p> <ol style="list-style-type: none"> 1. Kepa and its members will influence political decision-making in order to eradicate poverty and inequality around the world. 2. Kepa and our membership will work together to influence public opinion in Finland and increase Finnish activities that promote global justice. 3. Kepa will strengthen the operating capacity of its membership. <p>b) Indicators</p> <p>See templates by teams.</p>

Evaluation questions	Key achievements / success stories	Challenges/Remarks
<p>1. RELEVANCE</p> <p>How has Kepa secured that its services are relevant to the needs of key stakeholders?</p>	<p><i>The relevance of Kepa's advocacy has been secured by</i></p> <p>Networking with international development organizations and CSOs: tight cooperation keeps us updated on actual global processes and discussions</p> <p>Cooperation with Southern partners ensures the relevance of chosen themes from the point of view of the civil society in the South</p> <p>Wide hearing of different stakeholders during strategy processes and analysis of operational environment</p> <p>Openness to feedback from MO's in regard to policy strategies</p> <p>Membership in different committees and working groups related to global issues (KANE, Yhteiskuntavastuun neuvottelukunta, KPT etc.)</p> <p>Close contact to MPs and political parties</p> <p>Consultation of MO's in annual meetings; preparations of statements/position papers together with MO's membership surveys</p> <p><i>The relevance of services to stakeholders is ensured by:</i></p> <p>Membership surveys (personal interview for more than 300 members during 2013-2015)</p> <p>Member initiatives</p> <p>User surveys on specified services: e.g. trainings, World Village participants, communication</p> <p>regular communication with relevant ministries</p>	<p>The members of Kepa form a heterogenous group and have varied needs which makes it challenging to plan services relevant to all of them.</p> <p>Kepa needed to rethink and reduce some of its services to members, even if they were relevant for them, after the big funding cuts of 2015.</p> <p>Unpredictability and sudden changes in the ministry (MFA) have created challenges for Kepa (several outsourcing initiatives which never were realized, changes in project support policy etc).</p>

Evaluation questions	Key achievements / success stories	Challenges/Remarks
<p>2. EFFECTIVENESS</p> <p>How has Kepa succeeded in realizing its strategic programmatic objectives?</p>	<p>Sub-objective 1.1. Kepa and its membership will influence policy in Finland concerning global poverty and inequality.</p> <p>Kepa (with its MOs) has an established position in giving statements and inputs on policy papers and processes dealing with climate justice, development finance, global economics and other issues related to global inequality. The parliament relevant ministries etc proactively request its input regularly and MP use the materials and analysis prepared by Kepa.</p> <p>Sub-objective 1.2. Kepa and its membership will participate in and influence global processes.</p> <p>Kepa is regularly invited to represent NGOs in global processes related to climate change, development finance and global economics. Kepa also often represents the Finnish civil society in national delegations participating international meetings where Kepa representatives have the possibility to influence the decision-making and bring the southern point of view into the discussion.</p> <p>Sub-objective 2.1. The visibility of the member organizations' activity in awareness raising work will increase.</p> <p>Kepa provides its members increasing visibility from certain target groups such as teachers, teacher students and people in different provincial towns, interested in global issues. When acting together in Kepa, MOs have gained important new channels to the formal education system (National Board of Education / Opetushallitus, directly to schools, school book publishers). The capacity of CSOs for awareness training is improved with training, advice, networking and advocacy provided by Kepa.</p> <p>Sub-objective 2.2. Kepa will initiate and actively participate in public debate.</p> <p>Kepa initiated public debates in topics such as international tax equality and enabling environment for civil society which were not discussed in the media before. Also in questions of climate equality Kepa has now gained a role in the public debate, alongside with its environmental MOs. In 2015 Kepa participated very actively, together with its members, in the debate concerning financing for development cooperation, and was able to turn the debate to be more favourable towards development cooperation in general and of the work done by the NGOs in particular.</p> <p>Sub-objective 3.1. The importance of Finland's civil society will increase.</p> <p>The weight of Finnish civil society in development cooperation increased until 2015 and was highlighted for example in the Development Policy Programme of Finland 2012 . Organizations have had regular communication with decision makers and influence on development policy. Kepa has had a key role in supporting the dialogue between CSOs and decision makers as well as in coordinating CSO participation and advocacy.</p> <p>Kepa has contributed to raising the issue of diminishing space of civil society globally in public in Finland and thus it has encouraged Finland to defend of CSO space for action. In Finland, Kepa has increased cooperation among other Finnish CSO platforms such as SOSTE, Allianssi and Valo and KANE in order to promote the role of civil society.</p>	<p>It is challenging to raise up in public discussion global themes that often are difficult by nature and far from every-day life of ordinary people.</p> <p>The year 2015 was hard on NGOs in many ways: The book of a former ambassador criticized strongly the effectiveness of development cooperation, and a critical independent report by Ritva Reinikka targeted on the work of NGOs. The rise of populist and nationalist policy also in Finland questioned the justification of funding of NGO development cooperation work. On the other hand after the funding cuts the public discussion has favoured the work on NGOs and strengthened its support of dev cooperation among Finnish people.</p> <p>The political pressure to cut development funding in 2015 was too big to overcome as it became a theme already in the elections, mainly by the True Finns Party that made it a key issue in their campaign.</p> <p>There is still room for improvement in getting the diaspora organizations on-board in global education and development cooperation and in meeting their needs of training and advice.</p>

Evaluation questions	Key achievements / success stories	Challenges/Remarks
	<p>Sub-objective 3.2. Kepa will defend its members' financial operating conditions.</p> <p>Kepa managed to defend the funding of NGOs 2010-2015 so that it increased moderately yearly from € 90 to 114 million. Also the share of CSO funding increased slightly from 12% to more than 14%. Despite the big cuts made in 2015 Kepa managed to keep the most important budget lines for CS funding open and the share of CSO funding remained above 12%.</p> <p>Sub-objective 3.3. The know-how of the CSOs for eradicating poverty and inequality will increase</p> <p>Kepa has supported the know-how of different CSO sectors. CSOs highly appreciate Kepa's training and advice work and find it relevant and useful. The quality and success of the project proposals is higher when the applying organization has used Kepa's services. Innovative methods have been used, new international trends introduced, and trainings have been modified according to the needs of members.</p> <p>The participation in global education trainings increased strongly 2012-2015 and Kepa found its niche as a training provider in the sector. Kepa started supporting NGOs in cooperation with the private sector.</p>	

<p>3. EFFICIENCY</p> <p>How well management has functioned and supported the realization of Kepa's programmatic objectives?</p> <p>Funding</p> <p>Work planning, M&E and reporting</p> <p>Decision-making</p> <p>Resource management</p>	<p>Funding</p> <p>Kepa's funding increased regularly until year 2015, which gave the possibility to increase activities and widen the range of them. The new funds, as well as the budget cuts in 2015, were targeted strategically by the Board.</p> <p>The management has successfully defended the special MFA's funding conditions due to Kepa's unique role as an umbrella organization that also provides relevant support and information to decisionmakers and wider Finnish audience. Kepa's management has been open to new proposals and new ideas concerning external funding and partnerships with the private sector (in accordance with clear and outspoken guidelines for partnerships).</p> <p>Work planning, M&E and reporting</p> <p>Kepa's key RBM-related guidelines are Management Charter and Financial and Budget Regulations and Guidelines for Planning, Monitoring and Evaluation in Kepa.</p> <p>Kepa's strategy is strongly guiding the programme and action planning. Reporting is based on objectives and indicators derived from the strategy.</p> <p>Kepa has adopted the Outcome mapping –method in planning and reporting. M&E systems are constantly developed in close supervision by the management.</p> <p>Annual action plans are prepared, more detailed planning is done for 6-month periods.</p> <p>Teams report quarterly and annually and assessment against the Progress Markers and indicators are documented in the quarterly reports.</p> <p>Financial monitoring is linked to the narrative reporting. Team reports enable performance monitoring by the Management team and function as an internal learning process for the teams and offices themselves.</p>	<p>Kepa's political and strategic leadership (i.e. the board) changes every second year which requires a systematic programme for briefing and introduction.</p> <p>Sudden and big funding cuts forced Kepa to adapt and decrease action in a very dramatic and fast way in 2015.</p> <p>Narrow funding base is a challenge for Kepa. Our activities have little "market value" to attract private sector. Only the World Village festival has managed every year to increase income by cooperation with the private sector.</p> <p>EU funding has been applied and has been granted but self-financing is a limiting factor as the membership fees are the only base for self-financing.</p>
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Evaluation questions	Key achievements / success stories	Challenges/Remarks
	<p>Management team reports regularly and briefs the Board on the progress of programme implementation.</p> <p>Decision making</p> <p>Regular fora for decision making stated by internal rules, regulations and agreements</p> <p>Strong independence of work teams is motivating. Possibilities to influence on one's own work supports commitment. Clear objectives guide the work well.</p> <p>Board meetings are open to the staff.</p> <p>Decision making structure has been reviewed regularly to make it smooth and simple.</p> <p>Strengthening of management systems by training and redefinition of roles</p> <p>Global leadership group (management team and country directors) was created to strengthen strategic leadership</p> <p>Resource management</p> <p>Kepa has a highly motivated staff, despite of a modest salary policy. Motivation is built on the relevant content of the work, good working environment, and conduct of various tools embedded in the staff policy and working culture. The staff well-being is followed regularly with surveys, and the management takes action whenever needed. The management looks into the training needs of the staff and proposals for strengthening one's capacity are seen positively.</p> <p>Team structure has been revised by every programme period to correspond the objectives of each programme.</p> <p>As a response to the changes of operational environment, the resources of advocacy and awareness raising work were increased systematically during 2010–2015, though they later suffered of the budget cuts as well.</p>	<p>Programme-level and activity-level evaluations need to be carried out in a more systematic manner.</p>

Evaluation questions	Key achievements / success stories	Challenges/Remarks
<p>4. IMPACT</p> <p>What have been the wider programme-level outcomes and impacts Kepa has achieved?</p>	<p>The capacity of Finnish NGOs being able to make initiatives has resulted, amongst other things, in climate law, government programme for international tax evasion.</p> <p>The capacity on NGO to act in development cooperation and global education has increased according to the quality of project applications.</p> <p>Cooperation of the NGOs working in the global education has increased the visibility of global education (teachers curricula, books used).</p> <p>The important role and effectiveness of NGOs in development cooperation has been acknowledged by all the political parties represented in the parliament, MPs and general public.</p> <p>The amount of voluntary work in NGOs has increased during the last two years and Finnish people participate increasingly in NGO activities. Almost one third of MOs report an increase of the number of volunteers, whereas 58% tell it has maintained in a previous level (membership survey 2015)</p> <p>MOs reach new target groups through Kepa:</p> <p>New topics related to global issues have been raised in the public discussion by Kepa and MOs</p> <p>Support for development cooperation in Finland is on a high level: 84% regard it either important or very important (MFA survey 2016)</p> <p>Awareness of the structural nature of reasons and sources of inequality has increased among NGOs</p> <p>The percental proportion of NGO funding decreased in budget 2016 but the following cuts were not targeted in NGO work. There are reasons to believe that the political pressure diminished the space of the government to introduce any further cuts: the foreign policy committee and finance committee of the Parliament paid attention to the negative impact of NGO funding cuts in parliament's internal hearing consultations in the autumn 2015; this largely due to loads of publicity raised by the campaign of Kepa and its MOs in August 2015 and the following publicity in media.</p>	<p>Kepa tried hard to defend development cooperation and its budget by organising a campaign together with MOs. Though the main objective of the demonstrations was not reached, it showed the vast backing of solidarity movement in Finland.</p>

Evaluation questions	Key achievements / success stories	Challenges/Remarks
<p>5. COHERENCE AND COORDINATION</p> <p>How has Kepa worked on strengthening alliances and external cooperation with other partners (civil, public and private) to increase its presence and influence?</p>	<p>Kepa works widely in national and international CSO networks in order to increase its influence. 20 international networks are rated as important or very important.</p> <p>Participation in over-sectorial committees (see above in "Relevance")</p> <p>Good relationships with several ministries and other public institutions</p> <p>Activity based coalitions of MO's and other actors on a need basis, such as over-sectorial coalition working together on Agenda 2030 issues created by Kepa (Allianssi, Olympiakomitea, SOSTE) and "Finland 100 years" celebration (campaigning together with over sectorial actors to defend CSO space)</p> <p>World Village Festival and Market of opportunities create several kind of coalitions to work together with CSOs, public sector and companies.</p> <p>Trainings together with actors in other sector (e.g. Soste, private companies)</p> <p>Cooperation with FIBS (Finland's leading corporate responsibility network), preliminary stages of cooperation with Finnfund</p> <p>Southern partnerships and networks; Kepa tries to create networking among the partners and with other CSOs.</p>	<p>Agenda 2030 work opens much potential for cooperation but definitions of the roles of each actor still needs clarification.</p> <p>Kepa-Kehys-coordination on process, quite a lot of overlapping issues that need clarification</p> <p>Kepa's Cooperation with the private sector at the moment limited to the World Village Festival</p>

<p>Key lessons learnt for the future</p>	<p>The extensive membership survey 2012-2015 improved the relations between Kepa and its members and helped Kepa better understand the reality of MOs. This needs to be a regular exercise in one form or another.</p> <p>In the present context, there is a strong need for CSO networking, joint innovative initiatives, peer-learning but also for large coalitions in statements defending the space for civil society globally. This is a clear mission and a mandate for Kepa. Kepa's work in the South is relevant and efficient (see Evaluation of Kepa South) but it should be better finetuned to be in coherence with Kepa's mission and vision as stated in the strategy.</p>
<p>Proposals for future development</p>	<p>Clarification of the role of Kepa in the South is needed and can be done during the strategy process. Lightening the structure that is now based on country offices might open new possibilities for cooperation with Southern actors. Ongoing interaction with members is of utmost importance to an umbrella organization like Kepa. This needs further development also in the future.</p> <p>There is an obvious need to strengthen resources in policy work in relation to EU instead of concentrating into the national level. Kepa should work more closely with European networks.</p> <p>Kepa's RBM systems will be further developed to reflect better the outcomes and impacts of Kepa's work. Special attention will be paid to the user-friendliness of the data collection methods and ways internal planning and reporting processes are conducted.</p> <p>Kepa will need to continue reacting to relevant signals and windows of opportunities in the rapidly changing external working environment.</p>

N.B. More specific self-assessments were done by Kepa on the following specific action areas: Strengthening Southern Civil Societies (2010-2016); Capacity development; World Village Festival; Communications; Advocacy and analysis; Global education. These assessments are not included in this report but are available upon request

Table 12: Kehys Self-Assessment 2017

Action area / team	Programme-level assessment
<p>Summary of the strategic objectives of Kehys</p> <p>a) Objective</p> <p>Highlight the programmatic (strategic) objectives of Kehys</p> <p>b) Indicators</p> <p>Indicators given for the objectives (if any) + description on how the indicators have been monitored</p>	<p>a) Programmatic objectives</p> <ol style="list-style-type: none"> 1. EU's global policies are more coherent 2. Kehys is the best advocacy network to its members 3. Kehys administration is sustainable <p>b) Indicators</p> <p>No programme-level indicators</p>

Evaluation questions	Key achievements / success stories	Challenges/ Remarks
<p>1. RELEVANCE</p> <p>How has Kehys secured that its advocacy follows relevant international and national policy developments and interests of its membership?</p> <p>How has Kehys secured that its services are relevant to the needs of key stakeholders?</p>	<p>Kehys' advocacy priorities are based on consultation of members, which last took place in 2014. The annual priorities and actions are based on board decisions. Kehys board involves around 30% of Kehys membership. Active involvement in international networks allows Kehys secretariat to identify upcoming trends and key moments in advocacy.</p> <p>Services that Kehys provides are dictated by our mandate and added value. In service provision, we coordinate with others (especially with Kepa on funding and with the European Movement with EU advocacy trainings) to know what trainings are already organized and what is our niche. Recently, our members have started to appreciate and demand even more our networking work, especially with the working groups.</p>	
<p>2. EFFECTIVENESS</p> <p>How has Kehys succeeded in realizing its strategic programmatic objectives?</p>	<p>In our view Kehys has succeeded very well in realizing its strategic objectives. We have influenced key policy processes through our networks and by ourselves.</p> <p>Much of our advocacy work relies on our dynamic networking approach. The consistent and active participation in our working groups is evidence of the appreciation of these networking activities.</p> <p>We have also been able to build the capacity of our members in EU advocacy and funding, with an increasing number of Finnish CSOs applying for EU funding and receiving positive experiences.</p>	
<p>3. EFFICIENCY</p> <p>How well management has functioned and supported the realization of Kehys' programmatic objectives?</p> <p>Funding</p> <p>Work planning, M&E and reporting</p> <p>Decision-making</p> <p>Resource management</p>	<p>Board has been very open for enlarging Kehys finances and we have been successful with project funding in parallel with MFA funding.</p> <p>Kehys decision-making procedures are easy and quick and we have got very positive feedback about our SMART advocacy work and mobilisation.</p>	<p>Kehys core funding from MFA has changed during the years and this has influenced also on building the work planning, M&E and reporting. Considerable improvements made to the system in particular during the last years and good progress.</p>

Evaluation questions	Key achievements / success stories	Challenges/ Remarks
4. IMPACT What have been the wider programme-level outcomes and impacts Kehys has achieved?	Advocacy: PCD Pilot on Food Security in Finland GCE included in SDG4.7 Regular PCD Council Conclusions since 2012 MFF benchmarks for basic social services and DAC-ability PCSD strongly in Finland's 2030 Agenda implementation plan Capacity development: Number of Finnish CSOs that have received EU funding has increased Eurobarometer	
5. COHERENCE AND COORDINATION How has Keys worked on strengthening alliances and external cooperation with other partners (civil, public and private) to increase its presence and influence?	Kehys work and main approach to both advocacy and capacity development is based on active and dynamic networking, and thus on strengthening alliances and external cooperation with other partners (mainly civil and public). This is based on knowledge and expertise on roles and strengths of various national and international networks to make them work for Kehys' objectives.	
Key lessons for future	Quick reactions and flexibility in ways of working are consistently cited as key added value in Kehys' work.	

N.B. More specific self-assessments were done by Kehys on the following specific action areas: advocacy, capacity development of MOs and networking. These assessments are not included in this report but are available upon request.

ANNEX 10: MEMBERS' APPRECIATION OF SERVICES OF KEPA AND KEHYS

Table 13: Usage/participation of MOs in Kepa's services and operations during 2013-2015

Usage of and participation in Kepa's services and operations	Number of MOs (sample 284)	%
No usage/participation	5	2
Used/participated in 1-2 services/operations	9	3
Used/participated in 3-5 services/operations	56	20
Used/participated in 6-9 services/operations	116	41
Used/participated in over 10 services/operations	98	34

Source: Kepa, 2015c

Table 14: Importance of Kepa's services, as perceived by its members (N=165)

Importance of Kepa's services to MOs	Not at all important	Little importance	Some importance	Important	Very important
Advocacy on CSOs' enabling environment	5	27	29	50	53
Advocacy on development policy	4	13	33	43	67
Training and advisory services	9	27	50	42	37
Information on development issues	2	25	30	74	31
Networking with other CSOs in Finland	6	28	42	69	20
International networking	40	47	34	32	12
Services of the country offices	70	48	22	20	5
Events	10	32	47	57	17
Other	18	9	18	7	7

Source: Trang-Nguyen, Vormisto & Laaksonen, 2016

Table 15: Usability of Kepa's services to its Members

	Total % N=279	2013 % N=94	2014 % N=110	2015 % N=75
World Village Festival	79	79	80	77
Kepa.fi website	78	70	82	82
Kepa's trainings and learning events	73	76	74	71
Kepa's email lists and Facebook	71	59	75	80
Advisory services	54	54	58	48
Markets of possibilities	54	51	58	51
Kepa's studies and publications	52	46	55	53
Maailman kuvalehti -journal	46	47	45	47
Support to MOs cooperation	45	49	46	37
Lobbying decision makers	43	39	41	51
Meeting spaces for MOs	42	38	45	40
Themaitival CSO events and country meetings	37	37	37	37
Looking after CSOs interests	35	29	38	40
Kepa's campaigns and globbying actions	22	22		
Information offered by Kepa's country and regional office's	20	14	26	21
Global education networks and cooperation with global education organisations	20	17	21	21
Workshops for specific CSOs and support CSO development	19	19	21	17
Joint campaigns by CSOs	16	14	12	24
ETVO	14	16	15	11
Support to CSO's campaigns and influencing activities	13	13	14	13
Globbarit network	9		14	12
MO initiatives, learning pilots	9	10	11	7
Something else	10	14	7	8

Source: Kepa, 2015c

Table 16: Member's assessments of Kepa's role and actions during 2013–2015

	Disagree fully	Disagree partly	Neutral	Agree partly	Agree fully	Number	Average (1-5)
Kepa's operations are responsible	0% (0)	1% (3)	5% (15)	32% (89)	62% (171)	278	4.45
Kepa succeeds in describing South's reality	0% (0)	9% (24)	21% (57)	52% (144)	18% (52)	278	3.8
Kepa operates transparently	0% (0)	3% (7)	10% (28)	46% (126)	42% (111)	276	4.27
Kepa promotes cooperation between CSOs	1% (3)	4% (11)	15% (43)	44% (123)	35% (98)	278	4.08
Kepa gives opportunities to develop joint actions between CSOs	1% (3)	4% (12)	20% (57)	44% (122)	31% (85)	279	3.98
MOs find it easy to approach Kepa	1% (3)	2% (5)	6% (17)	31% (87)	60% (168)	280	4.48
MOs are well represented in Kepa's publications	2% (5)	12% (32)	33% (93)	38% (104)	15% (41)	275	3.54
Kepa implements global common responsibility by supporting CS's in South	1% (2)	3% (7)	10% (28)	34% (94)	53% (149)	280	4.35
Kepa works courageously	1% (4)	13% (36)	26% (73)	42% (121)	18% (51)	285	3.7
Kepa offers services which are useful for our CSO	3% (7)	7% (19)	16% (45)	49% (138)	25% (71)	280	3.86
Our CSO has found new partners through Kepa's events	10% (26)	16% (45)	30% (81)	33% (90)	11% (31)	273	3.19

Source: Kepa, 2015c

Table 17: Importance of Kehys' services to its MOs (% of answers, N=26)

	Not important or only marginally important	Important	Very important
Advocacy on CSOs' enabling environment	27	42	8
Advocacy on development policy	12	62	23
Training and advisory services	23	42	12
Information on development issues	12	46	15
Networking with other CSOs in Finland	35	38	12
International networking	58	27	15
Other	12	8	8

Source: Trang-Nguyen, Vormisto & Laaksonen, 2016

ANNEX 11: RBM SYSTEMS OF KEPA AND KEHYS

Table 18: Kepa RBM System

Kepa	
RBM system	<p>At programme-level, Kepa has adapted elements of Outcome Mapping method for its management approach. In actual operations, both Outcome Mapping and LFA are applied. Outcome mapping has its focus especially on the stakeholders (boundary partners) and desired changes in the behaviour, relationships and/or actions of the boundary partners. So-called "Progress Markers" function to some extent as indicators. The goal is to improve flexibility of the programme while ensuring a systematic approach in planning and management and enabling monitoring of change.</p> <p>The management framework of Kepa has four key elements: 1) One Global Programme (OGP); 2) Planning, monitoring and evaluation system (PME) including also budgeting and financial monitoring; 3) Team based organisational structure; and 4) Risk management.</p> <p>Kepa's team structure is reflected in RBM through defined team agreements and job descriptions, based on the basic tasks set for the teams within the framework of Kepa's overall objectives and activities.</p>
Key tools	<p>Kepa has a set of RBM-related guidelines including the following:</p> <ul style="list-style-type: none"> • Management Charter and Financial and Budget Regulations; • Guidelines for Planning, Monitoring and Evaluation in Kepa. The system is structured around the Outcome challenges; • Partnership process description; • Programme Monitoring Plan. <p>Other tools include e.g. the following:</p> <ul style="list-style-type: none"> • Central Desktop –tool functioning as a comprehensive database (plans, reports, budgets, etc.); through the Central Desktop all staff have access to any relevant documentation. The system is structure around the Outcome challenges; • Templates for operational planning and reporting; • Financial management tools; • Monitoring data collection system; • Team agreements and job descriptions.

Kepa	
Planning	<p>Kepa's mission statement and values and the 6-year strategy form the basis for Kepa's strategic planning.</p> <p>Kepa's Programmes are defined in the Programme plans (2010-2012, 2013-2015, and the present plan for 2016-2018). Operational planning is done based on Kepa's key action areas (presently three). Objectives are defined as Outcome Challenges (OCs). Breakdown into more detailed outputs is not done whereby operational planning is rather activity-based. Annual action plans summarise the annual targets while at operational level, teams and offices define annually key priorities and activities that contribute to OCs, and more detailed planning is done for 6-month periods.</p> <p>To strengthen RBM, for the programme 2016-2018, targets are integrated to the monitoring plan. Number of quantitative and qualitative indicators will also be set for accountability needs.</p>
Monitoring and reporting	<p>At operational level, teams and country offices report quarterly and annually against OCs and action plans. Assessment against the Progress Markers and indicators for the strategy are documented in the quarterly reports. Collection of qualitative feedback collection is encouraged. Financial monitoring is linked to narrative reporting.</p> <p>Monitoring and reporting by the teams and offices enable performance monitoring by the Management team and aim to function as an internal learning process for the teams and offices themselves. For results monitoring Kepa applies the simple approach proposed by Max Peberdy: 1) Have we done what was planned; 2) Did it make any change; 3) Did we do the right things in the right way? In practice, reporting is done in the reporting template by assessing the progress and achievements against the OCs and Progress Markers. Another important element of monitoring is collection of feedback from the MOs.</p> <p>Findings from the operational level are processed at the Programme-level into short annual Programme reports. Six "super-indicators" with sub-indicators are defined for the strategy level and are discussed in the Board and with the teams. However, as these indicators provide only limited information, narrative reporting on learning is considered more important.</p> <p>Kepa has prepared also a results matrix for MFA.</p>
Evaluations	<p>Kepa applies theme-specific evaluations or more limited studies rather actively. Last organisation-wide and programme-level evaluation was conducted in 2005 Kepa has been requesting MFA to conduct a new Kepa-specific evaluation. Due to the present CSO evaluation, the evaluation is on hold.</p> <p>Kepa's evaluative processes during 2010-2016 have included MO surveys (extensive survey during 2013-2015), external assessment of advocacy work, client satisfaction surveys on World Village Festival and Kepa's communication channels), and some background surveys are planned for the new strategy preparation process. Recently, Kepa's an Evaluation of KEPA's role in strengthening Southern civil societies 2010-2016 was conducted. Another wider recent study (2017) concerned the future organizing of the CSOs in Finland, i.e. study on the future of Kepa and Kehys.</p> <p>In addition to the external evaluations/studies, Kepa tries to apply a culture of a learning organisation with constant reflections against the three questions of Max Peberdy (see above). The Outcome Mapping approach is considered as a relevant tool for this.</p>

Kepa	
Processing of M&E findings	<p>As noted above, M&E findings are dealt with, especially at team and office level, for self-learning, i.e. for identifying issues requiring improvement and for planning. Quarterly meetings are held between teams and their respective manager to assess progress against plans. Twice a year the progress is assessed at the organisational level in internal evaluation and reflection meetings through the structure of OCs crossing teams and offices.</p> <p>The “super-indicators” are used for reviews at management and Board level.</p> <p>As RBM is considered as a management approach, the processing of monitoring data is seen as a continuous dialogue process within and between the teams and between teams and management.</p> <p>Dissemination of results information, best practices, etc. to MOs is part of processing of the M&E findings. The target is on one hand to promote best practices, and on the other hand, to get feedback from the MOs</p> <p>As policy work and communication with public are among Kepa’s four key action areas, findings are used also for dissemination as well as for policy work.</p>

Source: Silberberg, 2016

Table 19: Kehys RBM System

Kehys	
RBM system	<p>As Kehys is not an actual development cooperation organisation but a platform for Finnish CSOs’ advocacy and networking within EU circles, the issue of RBM differs from most other CSOs. However, also in Kehys the management has elements of RBM:</p> <ul style="list-style-type: none"> • The strategy of Kehys forms the base for the multiannual Programme Plans, which include the objectives, results and indicators for the programme; • Annual plans are based on the same structure as the Programme Plan; • Also staff work plans reflect the same structure; • An activity-monitoring tool is applied for monitoring of progress towards set objectives and results. • All plans (including staff work plans) are derived from the overall strategy of Kehys. • The RBM system applied is based on the LFA approach whereby objectives with indicators are set at different levels.
Key tools	<p>The key RBM-related tools include the following:</p> <ul style="list-style-type: none"> • Kehys Strategy (present 2015-2018) and Programme plan (present 2013-2015) as long-term guiding documents • Annual implementation plans, annual work matrixes and staff work plans provide the short-term frame for RBM • Activity monitoring tool (matrix)
Planning	<p>Programme plan is set by Kehys’ Board and is based on the strategy. The planning process involves consultations with member organisations and other stakeholders, including CSO networks within EU (especially CONCORD).</p>

Kehys	
Monitoring and reporting	<p>Kehys has been developing a monitoring tool for data collection, using the Programme plan indicators from 2016 onwards. The tool will be used for annual reporting and includes both quantitative and qualitative elements.</p> <p>Annual reporting is the main reporting process; from 2016 progress was planned to be reported against respective annual targets.</p> <p>Quarterly reports are also prepared for the Board.</p>
Evaluations	<p>Kehys was subject to an organisation-wide external evaluation in 2008.</p> <p>Self-guided evaluations/reviews are the main method for evaluative processes and are conducted for preparation of new strategy/programme periods. The self-evaluations/reviews involve consultations with member organisations.</p> <p>A thesis work has also been conducted on the operationalisation of the current strategy, looking at the processes and mechanisms between drafting the strategy and actual implementation.</p> <p>A continuous external evaluation process was launched in 2016 for the current Programme. Through the process, “critical friends” will support planning and monitoring as partially external observers and advisers.</p>
Processing of M&E findings	<p>Results data from the activity monitoring tool is used for learning and accountability:</p> <ul style="list-style-type: none"> • The data feeds into quarterly action reports to Kehys’ Board. • Data is used as background for the bi-annual planning meetings at the secretariat; thereby it guides the operations of the on-going annual plan and preparations for the next annual plan. • Findings are summarised for the Annual Implementation Report and MFA’s report.

Source: Silverberg, 2016.

ANNEX 12: EXAMPLES QUANTITATIVE OUTPUTS OF KEPA AND KEHYS (2010-2015)

Table 20: Examples of Kepa’s quantitative results

Examples	2010	2011	2012	2013	2014	2015
Advocacy						
Kepa’s representations in committees, networks and other fora	23	20	21	22	30	24
Positions and statements prepared by Kepa	15	35	21	21	21	32
Trainings on advocacy and global education	21	16	13	18	18	19
Awareness-raising						
Visitors in the World Village festival	70,000	75,000	105,000	85,000	80,000	77,000
Exhibitors present in the World Village festival / number of CSOs	370/258	402/277	450/300	450/300	469/177 (MO)	424/288
% of audience rating the festival as good or excellent	–	94%	98,5%	–	96%	“majority”
Number of Markets of Possibilities	17	19	19	20	18	16
Visitors to Markets of Possibilities	25,000	30,000	33,000	40,000	27,000	28,500
Global education						
Number of MOs participating in the Educa fair	23	21	28	-	34	29
Number of ETVO volunteers	20	25	23	21	23	20
Growth rate of the readers of Maailman kuvalehti -journal (subscribers/website)	n/a	+ 48%	+ 477%	+ 219%	2%	+ 30%
Topics (news, articles, columns, blogs) disseminated through Kepa’s websites	882	928	1,088	1,069	1,067	791
Capacity strengthening						
Number of MO initiatives	–	–	–	47	60	14
Training events supporting MOs’ development cooperation (including private sector cooperation in 2015 and 2016)	17	18	20	18	16	13
Number of trainees (total)	728	759	622	743	820	678
Participants’ feedback on the applicability of learning in Kepa’s trainings				4.2 / 5	4.3 / 5	4.3 / 5
Number of reviewed/commented project applications during Advice Days	22	26	43	30	29	31

Sources: Kepa, 2011b; Kepa, 2012a; Kepa, 2013a; Kepa, 2014b; Kepa, 2015d; Kepa, 2016c.

Table 21: Examples of Kehys' quantitative results

Examples	2010	2011	2012	2013	2014	2015
Events and seminars (organised by Kehys + Kehys lecturers)	35	29	26	24	–	–
Number of trainings	16	13	11	7	7	10
Number of participants in trainings	220	150	163	77	90	180
Official statements by Kehys+ Letters to ministers before meetings of the EU's Ministerial assembly	–	–	–	29	12	12 + 6
Number of visitors in Kehys' web page / month	–	–	–	4,000	5,000–6,000	6,500
Subscribers of the kehys-I e-mail list	–	250	–	> 200	–	190
Subscribers of the EU diary	–	300	–	350	350	359
Followers of Kehys' Facebook	–	–	100	300	370	705
Followers of Kehys' Twitter	–	–	120	300	600	1185

Sources: Kehys, 2011; Kehys, 2012b; Kehys, 2013b; Kehys, 2014; Kehys, 2015b; Kehys, 2016.

EVALUATION

**PROGRAMME-BASED SUPPORT THROUGH
FINNISH CIVIL SOCIETY ORGANIZATIONS III:**

**KEHYS AND KEPA
2017**



**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**