



EVALUATION

Programme-based Support through
Finnish Civil Society Organizations III



Evaluation on Finland's Development Policy and Cooperation

2017/5f



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

Trade Union Solidarity Centre of Finland (SASK)

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2017/5f

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ACRONYMS AND ABBREVIATIONS

€	Euro
AGM	Annual General Meeting
ANTUF	All Nepal Federation of Trade Unions
BWI	Building and Woodworkers International
CBA	Collective Bargaining Agreement
CCO	Cross Cutting Objectives
CCT	Comissão Consultiva do Trabalho (Labour Consultative Council)
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CUPPEC	Central Union of Painter, Plumber, Electro & Construction workers
EVA-11	Evaluation Unit of MFA (Finland)
FES	Friedrich Ebert Stiftung
FNV Mondiaal	Netherlands Trade Union Federation
GEFONT	General Federation of Nepalese Trade Unions
GUF	Global Union Federation
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRBA	Human Rights Based Approach
ICEM	International Federation of Chemical, Energy, Mine and General Workers' Unions
ILO	International Labour Organisation
IRMA	Monitoring and M&E data system of SASK
ITF	International Transport Federation
ITUC	International Trade Union Confederation
ITUC-NAC	ITUC National Affiliates Council
JHL	Trade Union for the Public and Welfare Sectors
JTUCC	Joint Trade Union Coordination Centre
KEO-30	Civil Society Unit of MFA (Finland)
LDC	Least Developed Countries
LFA	Logical Framework Approach
LO-FTF	Danish Trade Union Federation
LO-NO	Norwegian Trade Union Federation

M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs (Finland)
MIC	Middle Income Country
NAC	National Affiliates Council
NGO	Non-Governmental Organisation
NTUC	National Trade Unions Confederation
ODA	Official Development Assistance
OECD-DAC	Organisation for Economic Cooperation and Development-Development Assistance Committee
OMT-CS	Mozambican Worker's Organisation
OSH	Occupational Safety and Health
PAM	Service Union United
PBS	Programme Based Support
PSI	Public Services International
RBM	Results Based Management
RCT	Randomised Control Trial
SAK	Central Organisation of Finnish Trade Unions (Suomen Ammattiyhdistysten Keskusjärjestö)
SASK	Trade Union Solidarity Centre of Finland (Suomen Ammattiliittojen Solidaarisuuskeskus)
SENTRO	Sentro ng mga Nagkakaisa at Progresibong Manggagawa (trade Union Central in the Philippines)
SINED	Sindicato Nacional de Empleados (National Domestic Worker's Union) Domesticos
STTK	Finnish Confederation of Professionals (Toimihenkilökeskusjärjestö STTK)
ToC	Theory of Change
ToR	Terms of Reference
ToT	Training of Trainers
TU	Trade Union
TUSSO	Trade Union Solidarity Support Organisations
U2U	Union to Union
UN	United Nations
UNI	Service Sector GUF (also called UNI-Global Union)
WWF	World Wide Fund for Nature

TIIVISTELMÄ

Suomen Ammattiliittojen Solidaarisuuskeskus (SASK) saa Suomen valtion ohjelmaturkijärjestöille jakamaa monivuotista avustusta. Vuosina 2010-2016 SASK toimi kaikilla mantereilla, mutta viime aikoina sen työ on keskittynyt yhdeksään Etelä- ja Kaakkois-Aasian sekä eteläisen Afrikan maahan. Lisäksi sillä on vielä jonkin verran tukitoimintaa ja ammattiliittojen oikeuksiin liittyviä tehtäviä Latinalaisessa Amerikassa. SASKin työ keskittyy ammattiyhdistysliikkeessä (ay-liike) toimivien kumppaneiden vahvistamiseen niin, että ne pystyvät tehokkaasti parantamaan työlainsäädäntöä ja työehtosopimuksia sekä edistämään ihmisarvoista työtä vuoropuhelun keinoin. Vuoteen 2015 asti SASKin vuotuiset menot olivat 5 miljoonaa euroa ja vuoden 2016 budjetti 4,5 miljoonaa euroa.

SASKin ohjelmatuella rahoitettu kehitysyhteistyöohjelma on tarkoituksenmukainen köyhyyden vähentämiseksi, sillä ammattiliitoilla on erityinen rooli ihmisarvoisen työn edistämiseksi. SASKin ohjelmat ovat hyvin koordinoituja muiden ay-kumppanien kanssa, ja myös suurlähetystöjen kanssa vaihdetaan tietoja. Parantuneesta kohdentamisesta huolimatta SASKin projektikokonaisuus on yhä melko hajanainen. Toiminta epävirallisella sektorilla on vielä vähäistä. Kapasiteetin kasvattaminen on SASKin lähestymistavan keskiössä, mutta se voisi olla johdonmukaisempaa ja sisältää enemmän tutkimustukea. Monilla paikallisilla ay-kumppaneilla on yhä haasteita toimintansa kestävän rahoituksen takaamisessa. SASKilla on Suomessa laajat verkostot kansainvälisen ay-solidaarisuuden mobilisoimiseksi.

Avainsuositukset: SASKin pitäisi laatia muutosteoria (Theory of Change) ay-toimille taloudellisen kehityksen edistämiseksi ja köyhyyden vähentämiseksi sekä vähiten kehittyneiden että keskituloisten maiden kontekstissa; vähentää kumppanikohtaisten ja lyhytaikaisten hankkeiden lukumäärää ja siirtyä ohjelmallisempiin lähestymistapoihin; painottaa enemmän epävirallista sektoria, mukaan lukien naisten ja nuorten asemaa; lisätä laaja-alaisempaa kapasiteetin kasvattamista ja tukea tutkimukselle; painottaa voimakkaammin ammattiliittojen kestävyttä jäsenorganisaatioina; ja jatkaa tärkeää työtä SASKin jäsenorganisaatioiden sitouttamiseksi kansainväliseen solidaarisuustyöhön.

Avainsanat: *Kansalaisyjärjestöt, ohjelmärahoitus, ammattiliitot, ihmisarvoinen työ, työehtosopimusneuvottelut*

REFERAT

Finlands Fackförbunds Solidaritetscentral (SASK) får programbaserat stöd (PBS) från finländska regeringen. Åren 2010-2016 verkade SASK på alla kontinenter men på sistone har den fokuserat på nio länder i södra och sydöstra Asien samt södra Afrika med vissa stödåtgärder och aktiviteter kring fackliga rättigheter i Latinamerika. SASK fokuserar på att stärka fackliga partners så att de effektivare kan påverka arbetsrelaterad lagstiftning, förhandla om kollektivavtal och främja anständigt arbete via social dialog. Ända till 2015 hade SASK årliga utgifter på 5 miljoner euro medan budgeten för 2016 var 4,5 miljoner euro.

SASK:s PBS-finansierade program är relevant för fattigdomsbekämpning via fackföreningars specifika roll i att främja anständigt arbete. Dess program samordnas bra med andra fackliga partners och det förekommer informationsutbyte med ambassader. Trots en större fokus är SASK:s projektportfölj fortfarande splittrad. Informella sektorn involveras endast begränsat. Kapacitetsuppbyggnad är centralt för SASK:s tillvägagångssätt och kunde bli mer programbaserad och omfatta forskningsstöd. Många lokala fackliga partners har fortfarande svårt att uppnå ekonomisk hållbarhet. I Finland har SASK omfattande uppsökande arbete för att mobilisera stöd till internationell facklig solidaritet.

Viktigaste rekommendationerna till SASK är som följer: ta fram en specifik förändringsteori för fackliga åtgärder för ekonomisk utveckling och fattigdomsbekämpning inte endast i minst utvecklade länder utan också i lägre medelinkomstländer, minska antalet partnerspecifika kortvariga projekt och övergå till mer programbaserade tillvägagångssätt, fäst mer uppmärksamhet vid informella sektorn inklusive en särskild fokus på kvinnor och unga, mer omfattande kapacitetsuppbyggnad och forskningsstöd, mer fokus på hållbarheten hos fackföreningar som medlemsorganisationer och fortsätt det viktiga arbetet med att få medlemsföreningar att delta i internationellt solidaritetsarbete.

Nyckelord: *organisationer i civilsamhället, programbaserad finansiering, fackföreningar, anständigt arbete, kollektiva avtalsförhandlingar*

ABSTRACT

The Trade Union Solidarity Centre of Finland (SASK) receives Programme Based Support (PBS) from the Finnish Government. During 2010-2016, SASK worked in all continents but more recently its work has focused on nine countries in South and Southeast Asia and Southern Africa with some remaining support actions and trade union rights related work in Latin America. SASK's focus is on strengthening Trade Union (TU) partners to become more effective in influencing labour related legislation, collective bargaining and promoting decent work, through social dialogue. SASK's annual expenditures until 2015 were € 5 million and in 2016 the budget was € 4.5 million.

SASK PBS-funded programme is relevant to poverty reduction through the specific role of trade unions in promoting decent work. Its programmes are well coordinated with other TU-partners and information is exchanged with embassies. SASK's project-portfolio, despite of increased focus, is still rather fragmented. The reach out to the informal sector is limited. Capacity development is core to SASK's approach and can become more programmatic and include research support. Many local TU-partners still face challenges in reaching financial sustainability. SASK has a large outreach in Finland to mobilise support for international TU-solidarity.

Key recommendations to SASK include: develop a specific Theory of Change (ToC) on Trade Union (TU) -actions in economic development and poverty reduction not only in Least Developed Countries (LDCs) but also lower Middle Income Countries; Decrease the number of partner-specific short-term projects and move towards more programmatic approaches; Give more attention to the informal sector, including specific attention for women and youth; more comprehensive capacity development and research support; more attention to sustainability of TUs as membership organisations; and continue the important work to involve member unions in international solidarity work.

Keywords: *Civil Society Organisations, Programme Based Funding, Trade Unions, Decent Work, Collective Bargaining*

YHTEENVETO

Tausta ja menetelmät

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

Kansalaisjärjestöjen kehitysyhteistyötä ohjaa Suomen kehityspoliittinen ohjelma sekä kansalaisjärjestöjen roolia kehityspoliitikassa koskeva ohjeistus. Kansalaisjärjestöille ohjatun tuen sekä kansalaisyhteiskunnan vahvistamisen uskotaan johtavan köyhyyden ja eriarvoisuuden vähentämiseen.

Vuonna 2015 UM tilasi ulkopuoliset evaluoinnit kaikista monivuotista kehitysohjelmataukea saavista kansalaisjärjestöistä. Kolmas ja viimeinen evaluointikierros (CSO3) kohdistui viiteen kansalaisjärjestöön: Puolueiden kansainvälinen demokratiayhteistyö (Demo), Vammaiskumppanuus, Solidaarisuus (International Solidarity Foundation), Frikyrklig Samverkan (FS) ja Suomen Ammattiliittojen Solidaarisuuskeskus (SASK); kolmeen säätiöön Abilis, Kios ja Siemenpuu; and sekä kahteen kattojärjestöön: Kehys and Kepa.

Tämä evaluointiraportti arvioi seuraavia seikkoja:

- Ohjelmataukealla rahoitettujen SASKin kehitysyhteistyöohjelmien toiminta ja tulokset
- SASKin kehitysohjelman arvo politiikka-, ohjelma- ja edunsaajanäkökulmista
- Ohjelmataukealla rahoitetun kehitysyhteistyöohjelman UM:n ja SASKin puolelta

Tämän ohjelmataukealla rahoitettujen SASKin kehitysyhteistyöohjelmien evaluointi koskee vuosia 2010-2016. Evaluointi tehtiin marraskuun 2016 ja kesäkuun 2017 välisenä aikana Suomessa, Mosambikissa ja Nepalissa.

SASK on suomalaisten ammattiliittojen vuonna 1986 perustama yhdistys, joka on osa sekä kotimaista että kansainvälistä ammattiliittojen solidaarisuusliikettä. Tällä hetkellä SASKilla on jäseninä 35 suomalaista ammattiliittoa ja kaksi keskusjärjestöä. SASKilla on kaksinainen tehtävä: se tukee kansallisia ja kansainvälisiä ay-kumppaneita (globaaleja ammattiliittoja), jotka toteuttavat vapaata ja demokraattista ay-liikettä tukevia hankkeita kehitysmaissa. Toisekseen SASK tekee yhdessä jäsentensä kanssa aktiivista tiedottamis- ja vaikuttamistyötä, jonka päämääränä on suomalaisen ja kansainväliseen kehityspoliittikkaan vaikuttaminen.

Pääpaino SASKin työssä on ammattiliittojen ja niiden keskinäisen ay-liiketyhteistyön vahvistamisessa. Ammattiliittojen ydintoiminta pyrkii parantamaan työsuhdelainsäädäntöä, edistämään ihmisarvoista työtä ja elämiseen riittävää palkkausta sekä parantamaan työoloja työehtosopimuksien (TES) avulla. Olosuhteiden niin salliessa ammattiliitot ovat osapuolina kolmikan-

taan perustuvassa vuoropuhelussa työntajien ja valtiiovallan kanssa, kun taas toisissa olosuhteissa niiden työ on kollektiivista toimintaa ja jäsenten mobilisaatiota.

SASKin työ keskittyy tällä hetkellä kuuteen Aasian maahan (Bangladesh, Intia, Indonesia, Myanmar, Nepal ja Filippiinit) sekä kolmeen Afrikan maahan (Malawi, Mosambik ja Namibia). Aiempina vuosina SASK oli aktiivinen myös Länsi-Afrikassa ja Latinalaisessa Amerikassa, mutta nämä ohjelmat supistuivat viime vuosina ja nyttemmin toimitaan enää Ghanassa Länsi-Afrikassa vuoden 2017 loppuun asti, kun taas Latinalaisessa Amerikassa vain Kolumbiassa ja Väli-Amerikassa ohjelmat jatkuvat vuoden 2018 jälkeenkin. SASKin vuotuiset kehitysohjelmamenot olivat vuoteen 2015 asti hiukan yli 5 miljoonaa euroa.

Keskeiset havainnot ja johtopäätökset

Tarkoituksenmukaisuus (Relevance)

SASKin tuki kehittyvien maiden ay-kumppaneiden vahvistamiseksi on tarkoituksenmukaista, koska ammattiliitoilla on ainutlaatuinen ja täydentävä kilpailuetu perusihmisoikeuksina pidettävien työntekijöiden oikeuksien ja ihmisarvoisen työn edistämiseksi. Ammattiliittojen vahvistaminen voi parantaa työntekijöiden taloudellista asemaa TES-prosessien kautta, ja nämä ovat kaikkea muuta kuin tavanomaisia toimintatapoja monissa kehitysmaissa. Lisäksi ammattiliittojen harjoittama poliittinen vaikuttamistoiminta ja siihen liittyvä osallistuminen kahden- tai kolmenväliseen vuoropuhelun mekanismeihin myötävaikuttaa ILO:n normien mukaiseen työ- ja sosiaaliturvalainsäädäntöön, sääntöihin ja välineisiin siellä missä tällaiselle vuoropuhelulle on mahdollisuuksia - ja nämä keinot voivat lopulta vähentää köyhyyttä ja parantaa yhteiskunnallista osallistumista ja taloudellisen kasvun oikeudenmukaista jakautumista. SASKin ja muiden ammattiyhdistysliikkeen solidaarisuusjärjestöjen antama tuki on myös tärkeää siinä mielessä, että monessa maassa ammattiliitoille on jäänyt asteittain yhä vähemmän tilaa itsenäisesti vaikuttaa työntekijöiden puolesta.

Epävirallisen sektorin kaikkein haavoittuvimmassa asemassa olevien - mukaan lukien naisten ja nuorten - tukeminen on SASKin ohjelmassa yhä vähäistä, vaikka tällekin alueelle on ollut pyrkimys osallistua. Aloitteita on tehty erityisesti kotitaloustyötä tekevien sekä rakennussektorin epävirallisten työntekijöiden järjestäytymiseksi, mutta nämä aloitteet kattavat yleensä vain pienen osan epävirallisesta taloudesta, joka voi olla jopa 95 % vähiten kehittyneiden maiden koko taloudesta. SASKin haasteet epävirallisella sektorilla toimimisessa ovat huomattavia, sillä sektorin tukeminen poikkeaa siitä, mitä ammattiliitot perinteisesti tekevät. Epävirallisen sektorin työntekijöillä ei ole joko mitään selkeää työsuhdetta tai muodollisia sopimuksia tai he ovat todellisuudessa itsenäisiä ammatinharjoittajia - esimerkkinä katukauppiat. Ammattiliitot eivät ole tottuneet toimimaan tällaisessa todellisuudessa, jossa neuvottelemisen on paljon vaikeampaa, kun mitään selviä neuvottelukumppaneita ei ole. Lisäksi ammattiliitoilla on haasteita myös virallisella sektorilla, jolla työnantajat pyrkivät irtautumaan muodollisten työsuhteiden solmimisesta ja suosivat joustavia sopimuksia, alihankintaa sekä vuokratyövoiman ja siirtotyöväen käyttöä.

SASK tukeutuu paikallisten kumppaneiden tai globaalien ay-järjestöjen vetämään osallistuvaan suunnitteluun, jossa sen suomalaiset jäsenliitot ovat mukana, mutta hankkeiden tunnistamisen ja valinnan pitäisi olla systemaattisempaa ja perustua vankkaan konteksti- ja tarveanalyysiin. Vaikka hankesuunnittelun sanotaan yleisesti perustuvan tällaiseen analyysiin, SASKilla ei ole yksityiskohtaisia tai systemaattisesti dokumentoituja menetelmiä tai välineitä hankkeiden tunnistamiseksi tai konteksti- ja tarveanalyysin tekemiseksi. Monet globaalit ay-järjestökumppanit käyttävät vain perusmenetelmiä näiden analyysien tekemiseen, ja on epäselvää onko niitä todellisuudessa aina toteutettu.

Ohjelma-perusteinen lähestymistapa (Programme-based approach)

SASKin hankevalikoima on yhä laaja ja pirstaleinen, vaikka ohjelmaa onkin pyritty virtaviivaistamaan maantieteellisesti muutamiin avainmaihiin. Kahdenvälisiä ja monikansallisia kumppaneita on yhteensä noin 70, ja evaluointijakson aikana on toteutettu yli 200 erillistä hanketta. SASK toimii kuudella eri sektorilla, mikä heijastaa myös suomalaisten ammattiliittojäsenten kiinnostuksen kohteita. Käytännössä kehitysyhteistyöohjelmat usein jatkavat edellisten ohjelmakierrosten aikana käynnistettyjä hankkeita ja niissä luotetaan jo aiemmillä kausilla mukana olleisiin, tunnettuihin kumppaneihin ja verkostoihin. Eri maissa, eri sektoreilla ja eri kumppanien kanssa läpivietyjen hankkeiden malli ei suosi aidosti ohjelmallisen lähestymistavan kehittämistä ja toteuttamista.

SASKin ohjelman seuranta ja raportointi keskittyy tuotoksiin ja se on jossain määrin hajanaista ja hankekohtaista. Myös SASKin muutosteoria keskittyy enemmän ammattiliittojen vahvistamiseen kuin varsinaisen ay-kontekstin ulkopuolella saatuihin pitkän aikavälin tuloksiin ja politiikkavaikutuksiin. Lisäksi ohjelmatasolla raportoidut tulokset eivät aina ole SASKin yksinomaisten panosten aikaansaannos, vaan niitä on myös saatu muiden ammattiliittojen solidaarisuusjärjestöjen ja ay-kumppanien kollektiivisen yhteistyötoiminnan ansiosta. Näin ollen saavutuksia ei voi lukea pelkästään SASKin ansioksi, ja tästä syystä on vaikeaa arvioida vain SASKin ohjelmatuella toteutetun kehitysohjelman tehokkuutta. Seurantatietoa tulosten kontekstista tai lähtötilanteesta ei ole aina esitetty, ja siksi SASKin toiminnan aikaansaannoksia on vaikea arvioida tarkasti. Lisähuomiota tulee kiinnittää siihen, että seurattaisiin ammattiliittojen vaikutusta niiden ulkopuoliseen ympäristöön ja opitaan siitä - ja tarkastellaan ulkopuolisesta näkökulmasta paitsi ammattiliittojen kapasiteettia neuvotella laadukkaita TESA ja parantaa lainsäädäntöä, myös sitä, miten hyvin lainsäädännön toteutusta edistetään. UM:n rooli SASKin työn ohjaamisessa ja tukemisessa kohti tulosperustaista hallintoa (RBM) on ollut vähäinen - vuoropuhelu on jäänyt suurelta osin hallinnolliselle tasolle.

Tuloksellisuus (Effectiveness)

SASKin kehitysyhteistyöohjelmat ovat olleet melko tuloksellisia laskettaessa koulutus- ja tapahtumamääriä, kohteena olevia ihmisiä, tutkimusten tai selvitysten lukumääriä, mutta silti monet toiminnot ovat olleet laadultaan rajallisia. Vaikka SASKin työ suuntautuu suurelta osin ammattiliittojen kapasiteetin kasvattamiseen ja ammattiliittojen jäsenten ja johtajien koulutukseen, koulutusta koskevat konseptit ja lähestymistavat ovat usein hyvin perinteisiä. Usein on kyse

luokkahuoneissa annettavista suurten ay-jäsenryhmien lyhyistä työpaikka- tai liittotason kursseista, mutta riittävää pitkäaikaisseuranta ei ole. Riittävästi huomiota ei kiinnitetä laaja-alaiseen ja pitkäaikaiseen kapasiteetin kasvattamiseen tähtäävien lähestymistapojen ja kehityskaarten suunnitteluun ja toimeenpanoon. Lisäksi suuri osa koulutuksesta on perustasoista eikä sisältö auta ay-toimijoita ymmärtämään käsillä olevien ongelmien monimutkaista luonnetta eikä anna mahdollisuuksia osaamisen kehittämiseen ja tutkimuskapasiteetin kasvattamiseen. Lisää huomiota tulee myös kiinnittää johtamiskoulutukseen - etenkin naisten ja nuorten parissa - sektori- tai kansallistason vaikeita vuoropuhelu- ja neuvotteluprosesseja silmällä pitäen. Naisten ja nuorten osallistuminen ay-toimintaan, varsinkin johtotasolla, on jäljessä siitä mikä on heidän osuutensa työvoimasta.

Gloaalikasvatus ja tietoisuuden lisääminen

SASKin verkosto edistää ja tuo lisäarvoa globaalikasvatuksen tavoitteisiin ohjelmarahoituksen puitesopimuksen kontekstissa. Suomessa SASK on yksi suurimmista jäsenyyteen perustuvista järjestöistä, jonka toiminta tavoittaa kansallisesti hyvinkin laajan joukon. Jäsenliitot jatkavat SASKin kansainvälisen työn tukemista.

Kestävyys (Sustainability)

Monien paikallisten SASKin tukemien ammattiliittojen toiminta ei ole vielä taloudellisesti kestävällä pohjalla kasvaneesta jäsenmäärästään huolimatta. Liittojen jäsenet eivät usein ole kovinkaan vahvasti sitoutuneita jäsenmaksujen maksamiseen eivätkä liitot puolestaan ole sitoutuneita perimään maksamatta jääneitä jäsenmaksuja. Myöskään jatkuva kansainvälinen tuki ei kannusta paikallisia ammattiliittoja panostamaan lisääntymään ja -voimia jäsenmaksujen maksatukseen ja perintään. Tämä edellyttäisi myös sitä, että ammattiliitot tuottaisivat näkyvää lisäarvoa eli merkitseviä ja hyvälaatuisia palveluita jäsenille näiden maksuja vastaan.

Koordinaatio

Suurin osa SASKin, Suomen suurlähetystöjen ja muiden kehitysyhteistyötoimijoiden välisestä koordinaatiosta on jäänyt tietojenvaihdon tasolle, vaikka joitain viimeaikaisia esimerkkejä on myös yhteisistä toimista.

SASK koordinoi työtään säännönmukaisesti muiden pohjoismaisten/eurooppalaisten ammattiliittojen solidaarisuusjärjestöjen kanssa ja on myös tiiviissä ja hyvässä tietojenvaihtosuhteessa monien tärkeimmissä kumppanuusmaissaan olevien Suomen suurlähetystöjen kanssa. SASK on tutkinut ja kehittänyt aloitteita yhteistyöhön ja etsinyt synergiaetuja muiden kansalaisjärjestöjen ja yksityissektorin kumppaneiden kanssa. SASK on solminut yhteistyösuhteita suomalaisiin yrityksiin, joita ovat muun muassa Kesko, Tuko logistiikka, Stockmann, Nokia, Wärtsilä, UPM ja StoraEnso. Kehitysyhteistyöohjelmamaisesti Intiassa SASK on järjestänyt yhteisen yritysvastuuseminaarin Intiassa toimiville suomalaisille yrityksille yhteistyössä Suomen suurlähetystön kanssa. Nepalissa SASK on suunnitellut ja toteuttanut yhteisön metsäsektoria koskevan yhteishankkeen WWF:n kanssa. Ammattiliittojen solidaarisuusjärjestöjen muodostamassa yhteisössä SASK koordinoi toimintaa yhdessä muiden kumppanien ja toisinaan varoja yhdistetään yhteishankkeiksi.

Suosituksset

Suosituksena on, että SASK:

1. linjaa selvän vaikuttavuuspolun erityisen muutosteorian muodossa. Sen avulla se voi selkeyttää lähestymistapaansa oikeidenmukaisen taloudellisen kehityksen edistämiseksi ja köyhyyden vähentämiseksi ILO:n kolmi-kantamallin, eli työntekijöiden, työnantajien ja julkisen vallan, muodosta-massa kontekstissa.
2. tehostaa pyrkimyksiään kehittää syvällisempi ja kattavampi lähestymista-pa epävirallisella sektorilla toimimiseksi etenkin vähiten kehittyneissä maissa ja kiinnittäen erityishuomiota naisiin ja nuoriin.
3. tunnistaa ja suunnittelee hankkeensa systemaattisemmin niin, että kon-teksti- ja tarveanalyysijä varten on olemassa selkeät ohjeet ja niiden käyt-töä seurataan myös työskenneltäessä globaalien ammattiliittojen kanssa.
4. tehostaa pyrkimyksiään luoda aidosti ohjelmapohjainen lähestymistapa kehitysyhteistyöhön vähentämällä yksittäisten hankkeiden lukumäärää ja yhdenmukaistamalla ja koordinoimalla pienempää hankemäärää maiden sisällä ja välillä.
5. painottaa seurannassa, evaluoinnissa ja raportoinnissa enemmän tuloksia ja laajempaan yhteiskunnallista vaikuttavuutta, ammattiyhdistysliikkeen vahvistamiseen keskittymisen lisäksi.
6. etsii uusia kattavampia ja osaamispohjaisia lähestymistapoja koulutuk-seen ja kapasiteetin kasvattamiseen yhdessä globaalien ja paikallisten ammattiliittokumppaniensa kanssa, mukaan lukien tutkimuskapasiteetin kasvattamien ja erityishuomionaisiin ja nuoriin.
7. sisällyttää, yhdessä muiden ammattiliittojen solidaarisuusjärjestöjen kanssa, kestävyysanalyysit, -ohjeistukset ja -kannusteet alusta alkaen hankesuunnitteluun.
8. jatkaa laajan jäsenverkostonsa sitouttamista globaalikasvatus- ja tiedotus-toimiin kansainvälisen kehityksen puolesta.
9. sisällyttää Suomen suurlähetystöjen ja muiden mahdollisten kehityskump-panien kanssa käytävä tietojenvaihto ja koordinointi hankkeiden tunnis-tus- ja suunnitteluvaiheeseen.

Suosituksena on, että UM:

10. vahvistaa yhteistyötään SASKin kanssa siten, että vuoropuhelusta tulee strategisempaa myös talous- ja kauppapolitiikan sekä yksityissektorin kehittämisen tarkoitettujen keinojen näkökulmasta.
11. ohjeistaa SASKia ja muita kansalaisjärjestöjä tulosten analyttisenseuran-nan ja raportoinnin parantamiseksi samalla kun raportointiväli harventuu yksivuotisesta kaksivuotiseksi.
12. kiinnittää tulevaisuudessa ohjelmatuen puitesopimuksen kehittämisessä enemmän huomiota kehitysmaissa olevien paikalliskumppanien ja kansa-laisyhteiskunnan kapasiteetin kehittämiseen.

SAMMANFATTNING

Bakgrund och metod

Finländska utrikesministeriet (UM) 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 gav UM i uppdrag att externt utvärdera alla CSO som får flerårigt PBS. Den tredje och sista utvärderingsrundan (CSO3) omfattade fem CSO - Demo Finland, Samverkan inom funktionsnedsättning, Solidaritet, Frikyrklig Samverkan och SASK - tre stiftelser - Abilis, KIOS och Siemenpuu - samt två paraplyorganisationer - Kehys och Keka.

Målet för denna rapport är att utvärdera

- hur SASK:s PBS-finansierade program fungerar och uppnådda resultat,
- nyttan av SASK:s PBS-program med tanke på riktlinjer, programmet och förmånstagare samt
- ledningen av PBS-finansierade programmet på UM och SASK.

Denna utvärdering av SASK omfattar åren 2010-2016. Den utfördes i Finland, Moçambique och Nepal under perioden november 2016-september 2017.

SASK är en förening som finländska fackföreningarna grundade år 1986 som en del av både finländska och internationella fackliga solidaritetsrörelsen. För tillfället hör 35 finländska fackförbund och två fackliga centralorganisationer till SASK. SASK:s mission är tudelad. Å ena sidan hjälper den nationella och internationella fackliga partners (Global Union Federations, GUF) att genomföra projekt som stöder en fri och demokratisk fackrörelse i utvecklingsländer. Å andra sidan strävar SASK att med sina medlemmar öka medvetenheten och påverka finländska och internationella utvecklingspolitiken.

SASK fokuserar huvudsakligen på att stärka fackliga organisationer och dessas inbördes samarbete inom fackrörelsen. Målet för fackföreningarnas centrala åtgärder är att förbättra arbetsrelaterade lagstiftningen, främja anständigt arbete, höja levnadslönen och förbättra arbetsvillkoren i kollektivavtal. Fackföreningarna är partners i en social trepartsdialog med arbetsgivare och regeringar då det är möjligt och i andra sammanhang vidtar de kollektiva åtgärder och mobiliserar sina medlemmar.

För tillfället fokuserar SASK på sex länder i Asien (Bangladesh, Indien, Indonesien, Myanmar, Nepal och Filippinerna) och tre länder i Afrika (Malawi, Moçambique och Namibia). Tidigare verkade SASK också i Västafrika och Latinamerika men dessa program har skurits ned de senaste åren och omfattar

numera enbart Ghana i Västafrika till och med slutet av 2017 och i Latinamerika kommer arbetet att fortsätta endast i Colombia och Centralamerika efter 2018. Ända till 2015 har SASK:s årliga utgifter varit cirka 5 miljoner euro.

Huvudsakliga resultat och slutsatser

Relevans

SASK:s stöd till att stärka fackliga partners i utvecklingsländer är relevant eftersom fackföreningar har en unik och kompletterande komparativ fördel då det handlar om att verka för och främja arbetstagarrättigheter och anständigt arbete som grundläggande mänskliga rättigheter. Starkare fackföreningar kan förbättra anställdas ekonomiska ställning genom kollektiva förhandlingar som är mycket ovanliga i många utvecklingsländer. Kombinerat med att de deltar i bi- och trilaterala mekanismer för social dialog då förhållandena möjliggör detta bidrar fackföreningarnas politiska påverkansarbete också till arbets- och sociallagstiftning samt reglering och instrument enligt ILO-standarder. Dessa kan slutligen minska fattigdom, öka social delaktighet och leda till en rättvis fördelning av frukterna av ekonomisk tillväxt. Stödet från SASK och andra fackliga organisationer för stöd till solidaritet (TUSSO) är också viktigt med tanke på att i många länder begränsas gradvis fackföreningars möjligheter att göra enskilda anställdas röst hörd och utföra påverkansarbete.

Stödet till mest sårbara anställda, inklusive kvinnor och unga, inom informella sektorn är fortfarande begränsat i SASK:s portfölj trots försök att nå ut till denna sektor. Det har tagits initiativ särskilt till att organisera hushållsanställda och informella arbetare inom byggindustrin men dessa initiativ når vanligen ut till endast ett litet segment av informella ekonomin som kan stå för mer än 95 % av all ekonomiska verksamhet i minst utvecklade länder. SASK har åtskilliga utmaningar om den vill verka inom informella sektorn eftersom denna sektor behöver annorlunda stöd än vad fackföreningar traditionellt erbjuder. Inom informella sektorn har anställda antingen inte ett klart arbetsförhållande, de har inte ett formellt avtal eller är i själva verket egenföretagare, till exempel då det handlar om gatuförsäljare. Fackföreningar är inte vana att arbeta i en sådan verklighet där det är mycket svårare att förhandla då det inte finns klara förhandlingsparter. Dessutom har fackföreningar utmaningar inom formella sektorn där arbetsgivare tenderar att övergå från formella arbetsförhållanden till flexibla kontrakt, underleverantörer, visstidsanställning och migrerande arbetskraft.

Då SASK förlitar sig på deltagande planering som drivs av lokala partners och/eller GUF och inkluderar finländska medlemsföreningarna bör projekt identifieras och väljas mer systematiskt med en ingående analys av kontexten och behov. Samtidigt som det sägs att projektplaneringen vanligen är baserad på en sådan analys har SASK inte en i detalj utarbetad eller systematiskt dokumenterad metod eller instrument för att identifiera projekt eller analysera kontexter och behov. Flera GUF-partners har endast grundläggande metoder för att utföra sådana analyser och det är mindre klart huruvida de alltid verkligen utförs.

Programbaserat tillvägagångssätt

SASK:s projektportfölj är fortfarande stor och splittrad fastän den strävat att fokusera programmet geografiskt till färre centrala länder. Det finns cirka 70 specifika bi- och multilaterala partners och mer än 200 specifika projekt har genomförts under utvärderingsperioden. SASK arbetar inom sex skilda sektorer, vilket även återspeglar intressena bland dess finländska medlemmar. I praktiken fortsätter programmen ofta pågående projekt från tidigare programperioder och man förlitar sig på kända partners och nätverk från tidigare perioder. Projektgenomförandet i skilda länder och sektorer och med skilda partners skapar inte en bra grund för att ta fram och i bruk ett verkligt programbaserat tillvägagångssätt.

Övervakningen av och rapporteringen om SASK-programmet fokuserar på prestationer och är något splittrade och projektspecifika. I sin förändringsteori fokuserar SASK dessutom mer på att stärka fackföreningar än på att inrikta sig på långsiktiga utfall och inverkan på externa politiska omgivningen utanför den omedelbara fackliga sfären. Ytterligare är de utfall som rapporteras på programnivå inte alltid ett resultat av enbart SASK:s ansträngningar utan något som åstadkommit genom kollektiva samarbetsåtgärder som andra TUSO vidtagit i samband med fackliga partners och projekt. Därmed kan det som åstadkommit inte tillskrivas endast SASK och därför är det svårt att separat utvärdera generella effektiviteten av PBS-finansierade programmet hos SASK. Det förekommer inte alltid övervakningsdata om kontexten och utgångsläget, vilket gör det svårt att exakt utvärdera bidraget från SASK:s stödåtgärder. Det måste fästas mer uppmärksamhet vid övervakning av och inläring från hur fackföreningar påverkar sin omgivning och det behövs ett externt perspektiv på fackliga organisationers förmåga och kapacitet att inte endast förhandla om och arbeta för kollektivavtal och bättre lagstiftning utan också se till att de följs och på så sätt har en effekt. Samtidig har UM inte lyckats särskilt bra med att styra och stöda arbetet på SASK mot mer resultatbaserad styrning. I stället har dialogen främst varit administrativ.

Effektivitet

Samtidigt som SASK:s program varit ganska effektiva med tanke på mängden utbildning, evenemang, nådda personer och utförda studier har kvaliteten på många aktiviteter varit relativt låg. Fastän SASK:s arbete är ytterst inriktat på kapacitetsuppbyggnad hos fackföreningar och utbildning av deras medlemmar och ledare tenderar utbildningskoncepten och tillvägagångssätten att vara mycket traditionella. Det fokuseras på korta klassrumskurser för stora grupper fackföreningsmedlemmar på verkstads- och fackföreningsnivå utan tillräcklig långsiktig uppföljning. Det fästs inte tillräckligt med uppmärksamhet vid att ta fram och i bruk omfattande långsiktiga tillvägagångssätt och vägar för kapacitetsuppbyggnad. Dessutom handlar det för det mesta om grundutbildning och innehållet hjälper inte fackföreningsaktiva att sätta sig in i alla komplicerade frågor via verklig kompetensutveckling och en utveckling av forskningskapacitet. Slutligen måste det också fokuseras på att utveckla skickliga ledare, särskilt kvinnor och unga, för alla svåra dialoger och förhandlingsprocesser på sektor- och nationell nivå. Kvinnor och unga är underrepresenterade i fackföreningar, särskilt på ledningsnivån, jämfört med deras andel av arbetskraften.

Global utbildning och öka medvetenheten

Inom PBS-ramavtalet bidrar SASK:s nätverk stort med specifikt mervärde till komponenten global utbildning och dess målsättningar. I finländska sammanhang är SASK en av de största organisationerna till medlemsantalet med potentiellt en stor räckvidd på nationell nivå. Medlemsföreningarna fortsätter att stöda SASK:s internationella arbete.

Hållbarhet

Många lokala fackföreningar understödda av SASK är fortfarande ekonomiskt ohållbara trots att deras medlemsantal ökar. Fackföreningsmedlemmar är ofta dåliga på att betala en medlemsavgift och samma kan sägas om fackföreningars vilja att tvinga fram avgifter. Samtidigt uppmuntrar kontinuerligt internationellt stöd inte lokala fackföreningar att satsa mer tid och arbete på att se till att avgifter betalas och samlas in. Detta förutsatte också att fackföreningar visar att de ger sina avgiftsbetalande medlemmar valuta för pengarna, det vill säga erbjuder relevanta och högklassiga tjänster.

Samordning

Samordningen mellan SASK, finländska ambassader och andra utvecklingsaktörer handlar fortfarande för det mesta om informationsutbyte fastän det finns några färskare exempel på gemensam verksamhet. SASK samordnar sitt arbete regelbundet med andra nordiska/europeiska TUSO och har ofta förekommande och bra informationsutbyte med finländska ambassader i många av sina centrala partnerländer. SASK har utforskat och tagit fram initiativ till direkt samarbete och synergifördelar med andra CSO samt partners inom privata sektorn. SASK samarbetar med finländska företag, till exempel Kesko, Tuko logistics, Stockmann, Nokia, Wärtsilä, UPM och Stora Enso. Tillsammans med finländska ambassaden har den arrangerat ett gemensamt seminarium om företags samhällsansvar för finländska företag i Indien. I Nepal har den tagit fram och genomfört ett gemensamt projekt med WWF inom gemensamhetssektorn. Inom TUSO-gemenskapen har SASK också haft samordning med andra partners och då och då slagit samman resurser för gemensamma projekt.

Rekommendationer

Det rekommenderas att SASK:

1. skissar upp en klar väg för inverkan med en specifik förändringsteori för att tydliggöra sitt tillvägagångssätt kring rättvis ekonomisk utveckling och fattigdomsbekämpning i kontexten av ILO:s trepartstanke om arbetstagare, arbetsgivare och regeringen,
2. intensifierar sina ansträngningar att ta fram ett mer ingående och omfattande tillvägagångssätt i samband med informella sektorn särskilt i minst utvecklade länder och med en specifik fokus på kvinnor och unga,
3. systematiserar arbetet med att identifiera och planera projekt med klara riktlinjer för användningen av analyser av kontexter och behov kombinerat med konsekvent uppföljning av deras användning också då det arbetas med GUF,

4. intensifierar sina ansträngningar att ta fram ett verkligen programbaserat tillvägagångssätt för utvecklingssamarbete genom att minska antalet enskilda projekt samt inrikta och samordna färre projekt inom och mellan länder,
5. fokuserar sin övervakning, utvärdering och rapportering mer på utfall och mer omfattande samhällspåverkan också utöver målet att stärka fackrörelsen,
6. utforskar nya mer omfattande och färdighetsbaserade sätt att närma sig utbildning och kapacitetsuppbyggnad tillsammans med GUF och bilaterala partners, inklusive skapande av forskningskapacitet och med en specifik fokus på kvinnor och unga,
7. tillsammans med andra TUSO inkluderar analyser, rådgivning och sporrar kring hållbarhet i projektplaneringen från första början,
8. fortsätter att involvera sitt stora medlemsnätverk i global utbildning och åtgärder för att öka medvetenheten om internationell utveckling samt
9. inkluderar informationsutbyte och samordning med finländska ambassader och andra potentiella utvecklingspartners i den fas då projekt identifieras och planeras.

Det rekommenderas att UM

10. förbättrar sitt engagemang i SASK mot en mer strategisk dialog, inklusive ekonomisk och handelspolitik och utvecklingsinstrument för privata sektorn,
11. vägleder SASK och andra CSO för att förbättra analytiska övervakningen av och rapporteringen om utfall och samtidigt minskar frekvensen från varje till vart annat år samt
12. fäster mer uppmärksamhet vid kapacitetsuppbyggnad hos lokala partners och i civilsamhället i utvecklingsländer då PBS utvecklas i framtiden.

SUMMARY

Background and methodology

The Finnish Ministry of Foreign Affairs (MFA) 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 MFA commissioned external evaluations of its PBS funding modality and the PSB programmes of the CSOs receiving multiannual PBS. The final third round of evaluations (CSO3) considered five CSOs: Demo Finland, Disability Partnership, International Solidarity Foundation, Free Church Federation and SASK; three foundations: Abilis, KIOS and Siemenpuu; and two umbrella organisations: Kehys and Kepa.

This specific evaluation report aims to assess:

- Performance and Results achieved in the PBS funded programmes of SASK;
- Value of SASK's PBS programme, seen from the policy, programme and beneficiaries' perspective;
- Management of the PBS funded programme by MFA and SASK.

This evaluation of the PBS funded programme of SASK covers the period 2010-2016. It was carried out during the period November 2016 - September 2017 in Finland, Mozambique and Nepal.

SASK is an association established in 1986 by the Finnish trade unions as a part of both the Finnish and international trade union solidarity movement. Currently, SASK membership includes 35 Finnish unions and two trade union central federations. SASK has a two-fold mission: it provides support to national and international trade union partners (Global Union Federations - GUFs) to implement projects that support a free and democratic trade union movement in developing countries. Secondly, SASK is active in awareness raising and advocacy with its members to influence Finnish and international development policies.

Its main focus is on strengthening trade union organisations and their mutual cooperation in the trade union movement. The core actions of the trade unions are aiming at improving labour related legislation, promoting decent work and living wage and improving labour conditions in Collective Bargaining Agreements (CBAs). The trade unions act as partners in tri-partite social dialogue with employers and governments, where conditions permit and in other context they operate through collective actions and mobilisation of members.

The work of SASK is currently focused on six countries in Asia (Bangladesh, India, Indonesia, Myanmar, Nepal and the Philippines) and three countries in Africa (Malawi, Mozambique and Namibia). SASK in previous years was also active in West Africa and Latin America, but these programmes were down-sized in the past years to only Ghana in West Africa until the end of 2017; and in Latin America work in only Colombia and Central America will continue beyond 2018. Its average annual programme expenditures until 2015 have been a bit over € 5 million per year.

Main findings and conclusions

Relevance

SASK support to strengthening trade union partners in developing countries is relevant, as the trade unions have a unique and complementary comparative advantage for promoting and advancing workers' rights and decent work as basic human rights. Strengthened trade unions can improve economic position of workers through collective bargaining processes and such actions are far from common in many developing countries. Furthermore, trade unions' policy advocacy, coupled with participation in bilateral and tripartite social dialogue mechanisms, where such conditions for dialogue exist, contributes to labour and social security legislation, regulations and instruments in line with International Labour Organisation (ILO) standards - and these can eventually reduce poverty as well as increasing social inclusion and equitable distribution of the benefits of economic growth. The support from SASK and other Trade Union Solidarity Support Organisations (TUSSOs) is also important considering that the room for trade unions to express the independent workers' voice and play their advocacy role is gradually more confined in many countries.

Support to the most vulnerable workers - including women and youth - in the informal sector remains limited within the SASK portfolio, in spite of attempts to reach out this sector. Initiatives have been taken especially towards organising domestic workers as well as informal workers in the construction sector, but these initiatives usually only reach out to a small section of the informal economy that can reach over 95% of all economic activity in LDCs. The challenges for SASK to work in the informal sector are considerable, since the support to be provided to the sector is different from what trade unions traditionally do. In the informal sector, the workers either have no clear labour relation, do not have formal contracts or they are in fact self-employed - for example in the case of street vendors. Trade unions are not used to work in this reality, where negotiation is much more difficult in the absence of clear negotiation parties. In addition, trade unions face challenges in the formal sector, where employers tend to move away from establishing formal labour relations to flexible contracts, sub-contracting, temporary labour and migrant labour.

While SASK relies on participatory planning that is driven by local partners and/or GUFs as well as involving the Finnish member unions, project identification and selection ought to be more systematized with solid contextual and needs analysis. While project planning is indicated to be, in general, based on context and needs analysis, SASK has no well-elaborated or systematically documented methodology or instruments for project identification or context and

needs analysis. Several GUF partners have only basic methodologies to conduct such analyses and it is less clear that they are always de facto conducted.

Programme-based approach

The project portfolio of SASK remains large and fragmented, despite efforts towards streamlining the programme geographically towards fewer key countries. There are some 70 specific - bilateral and multinational - partners and over 200 specific projects have been implemented over the evaluation period. SASK is working on six different sectors, reflecting also the interest of the Finnish trade union members. In practice, the programmes often carry on ongoing projects from previous programme cycles as well as relying on well-known partners and networks from previous periods. The reality of project implementation in different countries, different sectors and with different partners is not favourable to develop and implement a truly programmatic approach.

Monitoring and reporting on the SASK programme is output focused, and somewhat fragmented and project-specific. Also the ToC of SASK focuses more on trade union strengthening, rather than addressing longer-term outcomes and impact in the external policy environment, beyond the direct trade union sphere. Furthermore outcomes reported at the programme level are not always an effect of SASK's efforts alone but these outcomes also are produced through collective and collaborative efforts of other TUSSOs to TU partners and projects. Hence, the achievements cannot be attributed to SASK alone and therefore it is difficult to assess overall effectiveness of the SASK PBS-funded programme alone. Monitoring data on context and baseline situations are not always presented, making it difficult to assess the exact contribution of SASK's support action. More attention is needed for monitoring of and learning from the influence of trade unions on their external environment - with an external perspective on the quality and capacity of trade union organisations not only to negotiate and advocate for CBAs and improved legislation, but also in enforcing compliance for impact. At the same time, the role of the MFA in steering and supporting the work of SASK towards more Results Based Management (RBM) has remained limited - instead the dialogue has remained largely administrative.

Effectiveness

While SASK programmes have been fairly effective regarding numbers of trainings, events, people reached and research or studies conducted, many activities remain limited from the qualitative standpoint. Although the work of SASK is very much geared towards trade union capacity development and training of trade union members and leaders, the training concepts and approaches tend to be quite traditional. They focus on short classroom-based trainings for large groups of trade union members, at the work-floor and union-level, without adequate follow-up on the longer term. Not enough attention is given to developing and implementing comprehensive and longer-term capacity development approaches and trajectories. Furthermore, most of the trainings are at the basic-level and their contents do not help trade unionists to grasp the complexity of issues with real skills-development and the development of research capacity. Finally, attention is also needed on developing competent leadership - particularly women and youth - for the difficult dialogue and negotiation pro-

cesses at sectoral or national levels. Participation of women and youth in trade unions, particularly at the leadership level, is lagging behind their participation in the labour force.

Global education and awareness raising

Within the PBS framework agreement, SASK network provides an important contribution to the global education component and objectives with specific added value. Within the context of Finland, SASK is one of the largest membership organisations with a potentially wide reach at the national level. Member unions continue to support the international work of SASK.

Sustainability

Many local trade unions supported by SASK have not yet reached financial sustainability, despite their growing membership. Commitment to fee-payment among the membership of unions is often not strong and neither is the commitment of trade unions to enforce the collection of dues. At the same time, the continuous international support is not encouraging local trade unions to invest more time and effort in fee payment and collection. This would also require trade unions to provide visible value for money for their dues-paying members in terms of relevant and good quality services.

Coordination

Most of the coordination between SASK, the Finnish embassies and other development actors has remained at the level of information exchanges, although there are a few recent examples of joint activities. SASK coordinates its work regularly with other Nordic/European TUSOs and conducts also frequent and good information exchanges with Finnish embassies in many of its core partner countries. SASK has explored and developed initiatives for direct cooperation and search for synergy with other civil society organisations and also private sector partners. SASK has established cooperation with Finnish companies, such as Kesko, Tuko logistics, Stockmann, Nokia, Wärtsilä, UPM, and StoraEnso. In the PBS programme countries, SASK has organised a joint Corporate Social Responsibility (CSR) seminar for Finnish companies in India, together with the Finnish Embassy. And in Nepal SASK has developed and implemented a joint project with WWF in the community forest sector. Within the TUSO community, SASK is also coordinating with other partners and occasionally pooling funds for joint projects.

Recommendations

SASK is recommended to:

1. Outline a clear impact path in a form of a specific ToC to make explicit its approach to equitable economic development and poverty reduction in the context of the ILO tri-partite constitution of workers, employers and government.
2. Step up its efforts to develop a more elaborate and comprehensive approach towards the informal sector, especially in LDCs and with specific attention to women and youth.

3. Systemize its project identification and planning with clear guidelines for the use of contextual and needs analysis, coupled with consistent follow-up of their use, also when working with GUFs.
4. Step up its efforts to develop a truly programmatic approach for development co-operation by lowering the number of individual projects as well as by aligning and coordinating fewer projects within and across countries.
5. Focus its monitoring, evaluation and reporting more towards outcomes and wider societal impact, also beyond the strengthening of the trade union movement.
6. Explore new, more comprehensive and skills-based approaches to training and capacity development together with GUFs and bilateral partners, including building research capacity and with specific attention to women and youth.
7. Together with other TUSSOs, embed sustainability analysis, guidance and incentives in project planning from the start.
8. Continue to involve its large membership network in global education and awareness raising activities on international development.
9. Include information exchange and coordination with Finnish embassies and other possible development partners in the project identification and planning phase.

The MFA is recommended to:

10. Enhance its engagement with SASK towards a more strategic dialogue, including economic and trade policies and private sector development instruments.
11. Provide guidance to SASK and other CSOs for improving analytical outcome monitoring and reporting, while decreasing its frequency from once a year to once every two years.
12. In the future development of the PBS framework, increase attention to capacity development of local partners and civil society in developing countries.

KEY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

Findings	Conclusions	Recommendations
Relevance		
<p>The Programme of SASK is well aligned with its own comparative advantage and strategy as well as with the Finnish development co-operation policies.</p> <p>The priority goal of SASK is to strengthen the trade unions in MICs and LDCs to promote decent work and working conditions in line with the ILO standards.</p> <p>The current ToC of SASK concentrates more on trade union strengthening than on outcomes and impact in the external trade union environment and at policy level.</p>	<p>SASK support to strengthening trade union partners in developing countries is relevant, as the trade unions have a unique and complementary comparative advantage for promoting and advancing workers' rights and decent work as basic human rights.</p> <p>Strengthened trade unions can contribute to poverty reduction through collective bargaining processes, policy advocacy and tripartite social dialogue mechanisms.</p>	<p>1. SASK should outline a clear impact path in a form of a specific ToC to make explicit its approach to equitable economic development and poverty reduction in the context of the ILO tripartite constitution of workers, employers and government.</p>
<p>Although some initiatives have been taken to address the informal sector, they only reach out to a very small section of the informal economy that can reach over 95% of all economic activity in LDCs.</p>	<p>Support to the most vulnerable workers – including women and youth – in the informal sector remains limited within the SASK portfolio.</p> <p>The challenges to work in the informal sector are considerable, as the workers either have no clear labour relation, do not have formal contracts or they are in fact self-employed</p>	<p>2. SASK should step up its efforts to develop a more elaborate and comprehensive approach towards the informal sector especially in LDCs and with specific attention to women and youth.</p>
<p>SASK relies on participatory planning that is driven by local partners and/or GUFs and involves the Finnish member unions.</p> <p>SASK has no well-elaborated or systematically documented methodology or instruments for project identification or context and needs analysis, although project planning is indicated to be needs-based. Several GUFs have only basic methodologies to conduct such analyses.</p>	<p>Project identification and selection is not sufficiently systematized with solid contextual and needs analysis.</p>	<p>3. SASK should systemize its project identification and planning with clear guidelines for the use of contextual and needs analysis, coupled with consistent follow-up of their use, also when working with GUFs.</p>

Findings	Conclusions	Recommendations
Programme-based approach		
SASK project portfolio is extensive. There are some 70 specific – bilateral and multinational – partners and over 200 specific projects have been implemented over the evaluation period. SASK is working on six different sectors, reflecting also the interest of the Finnish trade union members. In practice, the programmes often carry on ongoing projects as well as relying on well-known partners and networks from previous periods.	The project portfolio of SASK remains large and fragmented, despite efforts towards streamlining the programme geographically towards fewer key countries.	4. SASK should step up its efforts to develop a truly programmatic approach to development co-operation by lowering the number of individual projects as well as by aligning and coordinating fewer projects within and across countries.
Monitoring and reporting on the SASK programme is output focused and somewhat fragmented. Many of the reported achievements at the programme level seem to implicitly refer to specific projects or partners supported also by other TUSSOs. Much of the monitoring data provides insufficient information on the context and baseline.	Monitoring and reporting on the SASK programme is output focused and often implicitly project specific, Many achievements cannot be attributed to SASK alone and they do not allow assessing the overall effectiveness of the large SASK programme in term of outcomes.	5. SASK should focus its monitoring, evaluation and reporting more towards outcomes and wider societal impact, also beyond the strengthening of the trade union movement.
Effectiveness		
SASK programmes have been fairly effective regarding numbers of trainings, events, people reached and research or studies conducted. The training concepts and approaches SASK are short classroom-based and at the basic-level and their contents do not help trade unionists to grasp the complexity of issues with real skills-development and the development of research capacity. Participation of women and youth in trade unions is lagging behind their participation in the labour force.	While SASK programmes have been fairly effective from a quantitative perspective, many activities remain limited from the qualitative standpoint. Attention is also needed on developing competent leadership – particularly women and youth – for the difficult dialogue and negotiation processes at sectoral or national levels.	6. SASK should explore new, more comprehensive and skills-based approaches to training and capacity development together with GUFs and bilateral partners, including building research capacity and with specific attention to women and youth.
Sustainability		
Commitment to fee-payment among the membership of trade unions is often not strong and neither is the commitment of trade unions to enforce the collection of dues. Trade Union organisational strengthening and leadership development has been progressing, but many unions, federations and centrals still face organisational challenges.	Many local trade unions supported by SASK are not yet financially sustainable despite growing membership.	7. SASK should, together with other TUSSOs, embed sustainability analysis, guidance and incentives in project planning from the start.

Findings	Conclusions	Recommendations
Global education and awareness raising		
SASK is one of the largest membership organisations in Finland with a potential awareness raising reach at the national level. Member unions continue to support the international work of SASK.	Within the PBS framework agreement, the SASK network provides an important contribution to the global education component and objectives with specific added value.	8. SASK should continue to involve its large membership network in global education and awareness raising activities on international development.
Coordination		
SASK coordinates its work regularly with other Nordic/European TUSSOs and conducts also frequent and good information exchanges with Finnish embassies in many of its core partner countries. Direct cooperation and search for synergies with other civil society or private sector partners on concrete initiatives has remained limited to few examples. Pooling of funds for joint projects is limited with TUSSOs.	Most of the coordination between SASK, the Finnish embassies and other development actors has remained at the level of information exchanges, although there are a few recent examples of joint activities.	9. SASK should include information exchange and coordination with Finnish embassies and other possible development partners in the project identification and planning phase.
MFA engagement		
SASK's support to local trade unions is important considering that the room for trade unions to express the independent workers' voice and play their advocacy role is gradually more confined in many countries. This is highly relevant also with regard to the MFA economic and trade policies and instruments.	Active cooperation with trade unions can provide checks and balances to support equitable, sustainable and human rights based development both in MICs and LDCs.	10. The MFA and the Embassies should enhance their engagement with SASK towards a more strategic dialogue, including economic and trade policies and private sector development instruments.
The dialogue between SASK and the MFA has remained largely administrative.	The role of the MFA in steering and supporting the work of SASK towards more RBM has remained limited.	11. The MFA should provide guidance to SASK and other CSOs for improving analytical outcome monitoring and reporting, while decreasing its frequency from once a year to once every two years.
The training concepts and approaches SASK uses tend to be quite traditional.	The current training and capacity building approaches in use do not promote capacity development in the best possible manner.	12. In the future development of the PBS framework, the MFA should increase attention to capacity development of local partners and civil society in developing countries.

The evaluation will promote both accountability and learning

1 INTRODUCTION

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

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

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

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

This report presents a description of the programmes and structures of SASK, based on preliminary desk study, consultations a range of informants in Finland and in the following countries of operation: Nepal and Mozambique.

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

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, 2012a; 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 ToC allow for comparisons to be made and learning to be shared.

The evaluation questions are drawn from recognised international evaluation standards

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 the Box 1.

Box 1. MFA interpretation of the PBS

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

Source: MFA, 2013a.

2.2 Methodology

Data sources, collection and analytical methods

In the specific evaluation on SASK the following methodology was followed:

- Desk-study - At the start and in an ongoing basis, this phase included qualitative and quantitative analysis of strategy, programme and project documents, past reports and evaluations, budget and expenditures as well as of the project portfolio of SASK in the 2010-2016 evaluation period.

- Interviews in Finland - Following the desk-study, interviews in Finland were conducted to acquire a better understanding of SASK's development education and advocacy work as well as of how the SASK member unions are cooperating in the international trade union solidarity activities.
- Selected field case-studies - Following the interviews in Finland, two field case-studies were undertaken in Nepal and Mozambique to validate preliminary findings by interviewing stakeholders on the ground and observe selected SASK supported activities.
- Online consultations - Interviews in Finland and the field case studies were complemented by Skype or e-mail interviews of selected SASK partners.
- Final analysis - This included triangulating information from various data sources and by two evaluators with in order to form an overall picture of SASK work, presented in this report.

The interviews and consultations with different key informants (Annex 2) were based on the questions in the evaluation matrix (Annex 6), but there no specific and extensive interview formats were used. In most occasions, interviewing was done in group-settings and several focus-group meetings with different SASK partners were conducted particularly during the fieldwork.

An overall debriefing and feedback meeting was organised with SASK representatives - with participation of the MFA - in Helsinki at the end of the field work period in April 2017. During the debriefing meeting, a descriptive organisational profile questionnaire was also discussed to validate evaluation team views and findings. The questionnaire was used to compare SASK's views and analysis of its own organisational characteristics and the views of the evaluation team during the final analysis.

Field case-study sampling

Nepal and Mozambique were selected as field case-study countries based on the following criteria:

- Representative countries in SASK strategy, historically and in terms of amount of projects and expenditure;
- Geographic spread over two continents;
- Alignment opportunities with Finnish core partner countries;
- Possibility to combine partner visits and interviews on more than one CSO in the CSO3 evaluation round.

The visit to Nepal was conducted in March 2017 and the visit to Mozambique in April 2017. For the visit to Nepal, a local expert was recruited to provide assistance to the international evaluation team. In some of the meetings during the Nepal country visit a staff member of EVA-11 participated as an observer. At the end of the country visits a debriefing meeting on the evaluation research results was organised with the regional representatives of SASK for Asia and Africa. In the Nepal debriefing meeting (organised by Skype) a staff member

Nepal and Mozambique were selected as field case-study countries

The evaluation addressed the limitations on field case studies by drawing extensively on existing secondary data

of the EVA-11 also participated. The embassies were invited to these debriefing meetings, but did not participate in them.

2.3 Limitations

The evaluation activities were largely conducted as planned and the main limitation in methodology concerns field case studies. The SASK country and project portfolio over the evaluation period has been extensive and two field case studies alone cannot sufficiently represent the myriad of activities, approaches, activities, partners and contexts for SASK's work. Both Nepal and Mozambique are representative for SASK's supported interventions in terms of country-budget size, but less so when considering income level of the countries. While both Nepal and Mozambique are least developed countries (LDCs), a significant part of SASK supported work takes place in (lower and upper) Middle Income Countries (MICs). For example, these countries have a significantly different economic structure and reality, with a generally much larger formal economy.

The evaluation has addressed the limitations on field case studies by drawing extensively on existing secondary data during the desk study, in particular on previous evaluations and programme reports (List of References and Annex 3). Also the portfolio analysis helped putting the field case studies in a broader context.

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 evaluation 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 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 CSOs 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 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 SASK's development co-operation

SASK is an association established in 1986 by the Finnish trade unions as a part of both the Finnish and international trade union solidarity movement - and inspired by the Swedish experience. The Finnish trade unions form the membership of SASK, which serves them as an expert organisation for development cooperation and policy issues as well as supporting participation in the

PBS has emerged as the main channel for funding to the CSOs

SASK is part of both the Finnish and international trade union solidarity movement

**Strong trade unions
are the first priority
objective in SASK
development
cooperation
programmes**

global advocacy. Currently, SASK membership includes 35 Finnish unions and two trade union central federations - the Central Organisation of Finnish Trade Unions (SAK) and the Finnish Confederation of Professionals (STTK). As the organisation rate in Finland is very high, about 1.7 million Finns are indirectly affiliated with SASK through their trade unions. Registered Finnish trade unions and federations are eligible to become members of SASK and local trade union associations and private citizens can become supporting members - all are expected to adhere to the mission of SASK (SASK, 2009; SASK, 2017).

The overall mission of SASK can be seen as two-fold:

- **Implementation** - Carrying out projects in support of trade union movements in the developing world. According to the recent 2012-2016 strategy, SASK is “to implement projects that support a free and democratic trade union movement in developing countries” (SASK, 2011a, p. 1). The earlier 2009-2011 strategy highlights the mission “to implement projects that support the trade union movement in developing countries and in the European Union’s neighbouring countries” (SASK, 2008a, p. 3).
- **Advocacy** - Advocating for improving development policy and cooperation within Finland and internationally. In the more recent strategy this mission stands as “to facilitate [SASK] member organisations in influencing Finnish and international development policies [...] SASK provides a forum for cooperation involving the whole [Finnish] trade union movement” (SASK, 2011a, p.1). The previous strategy highlighted the role of SASK “to act as an instrument for its member organisations in lobbying for improvements in Finnish development-aid policy”, reinforcing also international advocacy (SASK, 2008a, p. 2).

In line with its mission, strong trade unions are the first priority objective in all three SASK development cooperation programmes covered by the 2010-2016 evaluation period. Overall, the related common and related goals throughout the programmes include (SASK 2008c; SASK, 2011b; SASK, 2014a; Annex 7):

- Strong trade unions;
- Increased and committed trade union membership;
- Increased ability to trade unions to influence labour legislation and promote better working conditions according to the interests of their members;
- Increased ability to trade unions to negotiate, implement and improve collective agreements;
- Increased ability for trade unions to monitor the implementation of core labour standards;
- Participation of trade unions in promoting societal change processes as part of civil society;
- The position of women and youth promoted in trade union structures and leadership.

Although each programme-period emphasises some issues more than others, the main co-operation activities supported by SASK have remained rather stable over the entire evaluation period. The ongoing 2015-2017 programme outlines issues such as right to organise, a fee-paying member-base, trade union staff and organisational capacity, respect for democratic principles and promoting livelihoods and rights of the working population. The 2012-2014 programme explicitly highlighted ILO core labour standards and mentioned themes of HIV/AIDS, precarious employment, migrant workers and multinational companies. The 2009-2011 programme also mentioned independent and democratic trade unions, coupled with human and organisational capacity and financial independence, also with membership fees. Initiatives - including research - to improve working and living conditions for employees were also included as a strategic objective, while two other priority areas focusing on development education and capacity of SASK itself (SASK 2008c; SASK, 2011b; SASK, 2014a; Annex 7). Under all three programmes, concrete development co-operation activities have ranged from various types of training and organising, campaigning and advocacy events to research and studies. Also project planning and evaluation and project related capacity development assistance have been included in the programmes.

The work of SASK builds on wider international labour-related trends and developments as well as - more recently - on the Finnish development policy framework. Key objectives and values of the international trade union movement - namely decent work and a living wage - are the core of the work of SASK. As part of the international solidarity movement, the basic values and principles highlighted by the SASK policy document include (SASK, 2006, p. 1-3):

- Eliminating poverty and thus paving the way towards sustainable development, security and welfare;
- Decent work with an adequate livelihood;
- Social justice taking into account “the needs of the [...] the person with the lowest status of all” and equitable distribution of wealth;
- Democracy and civil society with “freedom of expression and association, plus freedom of information, and a civil society that is committed to non-violent, lawful social action, [as] the cornerstones of genuine democracy and a precondition for sustainable, balanced development”;
- A free trade union movement “that is independent of governments, public authorities and employers”;
- Equality and equal opportunities “irrespective of [one’s] origins, gender, ethnicity or worldview”;
- Collective responsibility for natural resources and sustainable development;
- International solidarity and “a responsibility to defend the weak and oppressed [...] as a counterbalance to transnational capital”;

SASK also adheres to the UN Universal Declaration of Human Rights, the ILO policies and labour rights standards and, more recently, to the Finnish

Decent work and a living wage are the core of the work of SASK

SASK relies essentially on collaboration with Finnish and international partner networks in its operations in developing countries

development policy objectives, in particular poverty reduction (SASK, 2006; SASK, 2008a; SASK, 2011a).

3.3 Operational principles related to development co-operation

SASK relies essentially on collaboration with Finnish and international partner networks in identifying, planning and implementing its operations in developing countries - supported by the Regional Coordinators on the ground and the permanent staff at Helsinki headquarters. In 2016, SASK had a Regional Coordinator for five regions - namely South-East Asia and Pacific, South Asia, Latin America and the Caribbean, Southern Africa and West Africa. In 2017, the positions of the two regional coordinators for Africa were merged into one, focusing more on Southern Africa only. The international partnership and collaboration network of SASK is essentially linked with the global trade union movement including (SASK, 2011a):

- The International Trade Union Confederation (ITUC);
- Global Union Federations (GUFs) to which the Finnish member unions of SASK and also its partners are affiliated;
- National Trade Union Centrals or Union Federations and confederations - that are members of GUFs and/or ITUC - as bilateral partners;
- National, sectoral and enterprise based unions as bilateral partners;
- Training and research organisations and networks working closely with trade unions;
- International organisations and networks that are supporting labour rights and decent work, most notably ILO;
- Sister organisations - so-called Trade Union Solidarity Support Organisations (TUSSOs) - whose work is relevant to SASK programme, such as Netherlands Trade Union Federation (FNV Mondiaal) in the Netherlands, Union to Union in Sweden, Danish Trade Union Federation (LO-FTF) and the Friedrich Ebert Stiftung (FES) in Germany, with whom SASK regularly exchanges information and cooperates;
- Other labour and workers' related organisations with complementary goals, such as CSOs close to the trade union movement.

In Finland, SASK works principally together with its own member unions - "the members, expert networks and communications channels of Finnish trade unions are a key resource for [SASK] campaigning and lobbying work" in Finland as well as internationally (SASK, 2011a, p. 6). This translates to direct contacts within the international trade union movement, coupled with possibilities to participate in development policy debates and disseminate information, also feeding this back to its Finnish membership. Regarding development cooperation implementation, the Finnish member trade unions participate in planning, monitoring and funding bringing in their expertise and lessons learned (SASK, 2011a). Overall, nearly 30 SASK member unions have participated and contributed to the development co-operation work over the evaluation period,

the most frequent partners being the Trade Union for the Public and Welfare Sectors (JHL), SAK and Service Union United (PAM). Most Finnish trade unions have also participated in individual projects jointly with other unions (IRMA Database of SASK; Annex 8), and SASK and members confirm that this joint participation of different unions in projects is on the increase.

In implementing development cooperation, SASK projects are broadly built on two forms of collaboration (SASK 2008c; SASK, 2011b; SASK, 2014a):

- **Multinational** - In this case, SASK channels MFA support to the work by a GUF that then supports its member unions in developing countries with their membership as ultimate beneficiaries. Supported by relevant Finnish member trade unions in terms of co-financing and, at times, expertise, SASK provides planning, management and monitoring services for the projects as well as commissioning evaluations.

The majority (57% and 116 projects) of all active projects during the 2010–2016 evaluation periods were implemented by some 11 GUFs - covering 64% of all project expenditures for the 2010–2015 period. The most important GUF partners were Public Services International (PSI), the Building and Wood Workers' International (BWI) and the Global Union in the service sector (UNI). In addition, IndustriALL has been an important partner especially for the work in Africa (Annex 8; Annex 9).

- **Bilateral** - In this case, SASK channels MFA support directly to a trade union central, federation or union or another bilateral partner in a developing country with their membership as ultimate beneficiaries. Supported by relevant Finnish member trade unions in terms of co-financing and expertise, SASK provides planning, management and monitoring services for the projects as well as commissioning evaluations. Sometimes the projects may include several bilateral partners as well as research institutes and support NGOs. In some cases the bilateral projects can include also non-financial support also from GUFs.

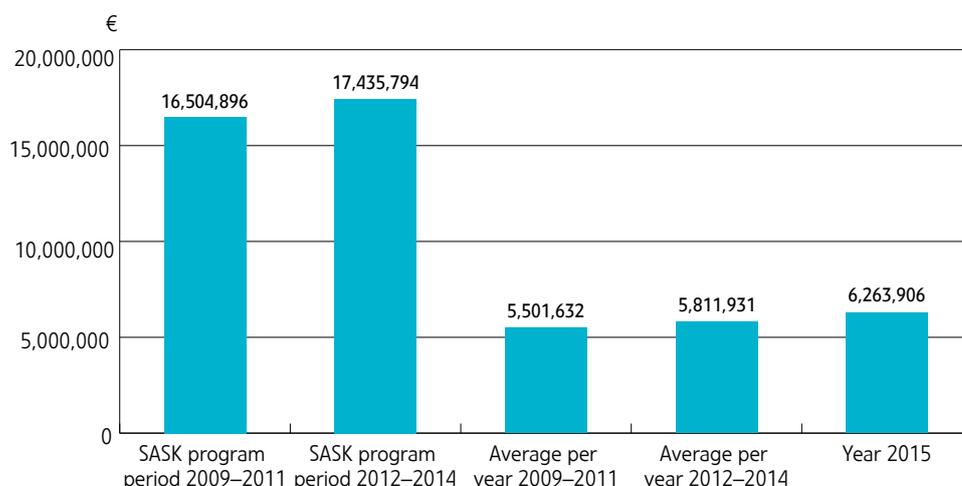
The work with over 50 bilateral partners only covered 25% of project expenditures for the 2010–2015 period (27% and 56 projects for the 2010–2016 period) and the approach was used in only a limited number of countries. Bilateral networks are particularly numerous in Mozambique, Colombia and Nepal (Annex 8; Annex 9).

3.4 Funding profile

The PBS from the MFA has been the most important funding source for SASK over the evaluation period. The yearly budget of SASK has fluctuated roughly between 5.5 and € 6.5 million over the 2009–2015 period (Figure 1) - of which roughly 80% come from the Finnish government reflecting the importance of the PBS (SASK, 2012; SASK, 2015b; SASK, 2016c). SASK was one of the first organisations receiving PBS since the introduction of the scheme in 2003, after having been a long-term recipient of project-based development co-operation funding since the 1980s. Already part of the three-year framework agreements between 1995 and 2003, SASK was actively involved in proposing such longer-term funding scheme to the MFA according to the stakeholders interviewed.

The PBS from the MFA has been the most important funding source for SASK

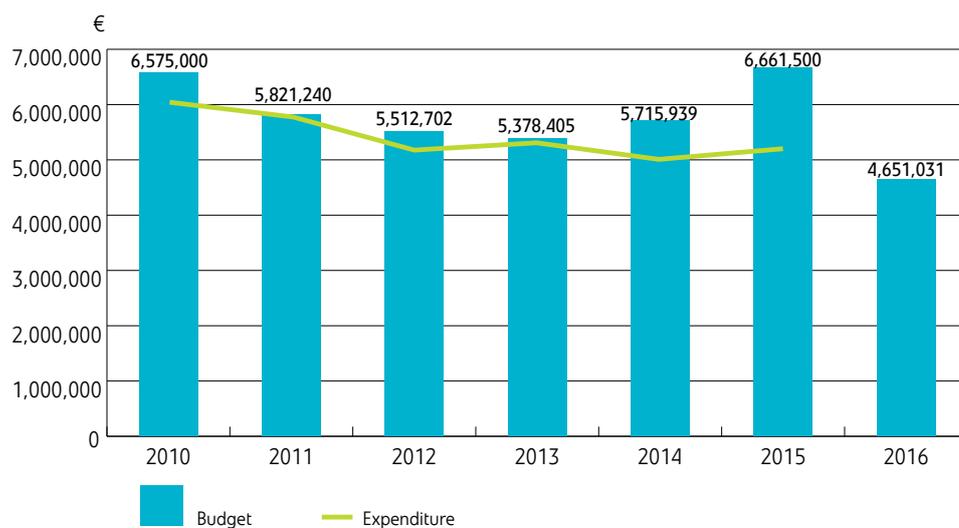
Figure 1: Reported SASK budget in 2009–2015 in €



Source: SASK, 2012; SASK, 2015b; SASK, 2016c.

In line with this, the MFA has been the main and increasing funding source for SASK development co-operation programme. With a slight increase over time, from 80 to 85% (the maximum possible MFA funding percentage) of SASK development programme expenditures were donated by the MFA. SASK has received in total € 22.3 million from the PBS-frameworks over the 2010–2015 period (Annex 9). The yearly budget of the SASK programme was on average € 5.7 million, fluctuating clearly over the evaluation period - it reached its peak in 2015 with some € 6.7 million, followed by a contraction to € 4.6 million in 2016, mainly explained by MFA funding cuts (Figure 2). Expenditures have been on average 10% lower than initially budgeted, although there have been clear variations between years - from 2% in 2011 to 22% in 2015.

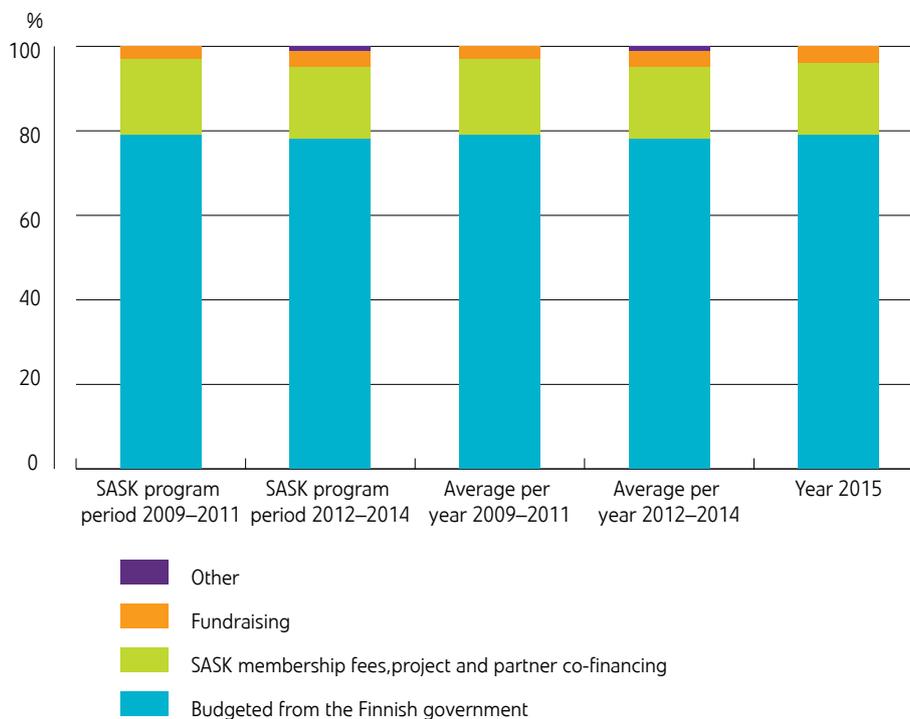
Figure 2: SASK programme budget and expenditure in 2010–2016 in €



Source: Provided by SASK to the Evaluation Team.

About 20% of the total SASK funding comes from membership fees, project co-financing by member unions and main fundraising campaigns. SASK member unions contribute to operational costs of SASK and also provide contributions to individual SASK projects they participate in. The membership fees, project- and partner co-financing form between 15-18% of the total SASK budget and the fundraising campaigns contribute roughly 3-5% of the yearly budget (Figure 3). As to the development co-operation program specifically, the share of outside PBS funds has decreased from 18% in 2010 to 15% in 2015 (Annex 9). In addition to the project-specific financial contributions, many SASK members also provide in-kind contribution to individual projects, for example, in the form of monitoring missions.

Figure 3: Percentage of total SASK budget in 2009–2015 by funding sources



Source: SASK, 2012; SASK, 2015b; SASK, 2016c.

4 FINDINGS

4.1 Relevance of SASK’s development co-operation

4.1.1 Comparative advantage and strategic alignment

In this section, the evaluators assess:

- Has the SASK development co-operation strategy been in line with its comparative advantage?
- Has the SASK programme been aligned with its strategy?
- Have the activities chosen by SASK 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 the consistency of the CSO development co-operation program goals, related planning and activities with the mission, strategic goals and comparative advantage of the CSO (Table 1).

Table 1: 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.

Alignment with comparative advantage

SASK has a clear comparative advantage and unique position in the CSO and development co-operation sphere on the specific theme of promoting decent work and working conditions as well as protecting and improving workers' rights. Toward this end and in line with the key objectives and values of the international trade union movement, the main goal of SASK is to strengthen and support trade unions in developing countries. Being part of the global trade union movement, SASK has access to wide and unique international and Finnish networks - providing it with channels to influence legislation and policies. As expressed by the earlier evaluation conducted in 2016, SASK provides a "huge potential to add value to both Finnish and global trade union movement" with shared values, vast experience and expertise, steady commitment as well as with common interests and a base for cooperation (Seppo & Mustonen, 2016, p. 40). In organisational self-assessment conducted as part of its strategies for 2009-2011 and 2012-2016, SASK has identified the following strengths, recognising that further strengthening remains needed (SASK, 2008a; SASK, 2011a):

- Significant influence within Finland as well as expertise and commitment of the SASK membership;
- Strong presence in international networks and partners;
- Stable fund-raising base;
- Competent personnel for planning, project management and analysis.

In line with this, strengthening the networks, the influence and, thus, the comparative advantage of SASK, advocating support for development policy and cooperation within Finland, is a key part of SASK mission - detailed also in the SASK communication strategy for 2013-2016. The key goal for development education is "to boost the messenger network among trade union members and to establish it as a natural part of the development policy work of SASK and the trade unions" (SASK, 2011b; SASK, 2014a). The core message - consistent throughout the evaluation period - is that "decent work and decent living wages are the most effective means to reduce poverty. The prospects for decent work are best where free, democratic, genuinely representative trade unions operate in workplaces" (SASK, 2013d; SASK, 2014a). Building also on international networks and using its comparative advantage, SASK sees to channel its core message relevant and in line with its comparative advantage by targeting:

- Opinion leaders as the first priority - Including trade union and political decision-makers, editors-in-chief and managing editors as well as journalists on labour market, trade union and/or development cooperation.
- Early adopters as the second priority - Including emerging trade union decision makers and trade union activists.
- The general public as the third priority - Including organised employees in Finland covered by the SASK member organisations.

SASK has a clear comparative advantage and unique position in promoting decent work and working conditions as well as protecting and improving workers' rights

SASK development programmes have been well aligned with the overall goals and strategy of the organisation

SASK activities have largely focused on training provision for partner unions and events for organization and advocacy

Strategic and programme alignment

The three SASK development programmes have been well aligned with the overall goals and strategy of the organisation (Annex 7). The main goal of SASK has remained largely the same over the entire 2010–2016 period under evaluation. As highlighted in the strategy for 2012–2016, SASK aims “to strengthen the trade union movement so that unions in the global South are able to provide their members with means to improve their own working conditions and promote wider social justice” (SASK, 2011a, p. 1). The earlier SASK strategy for 2009–2011 saw the role of SASK as supporting “representative, democratic and expert trade unions [as] the most effective means of defending decent work and of ensuring proper conditions and terms of work” (SASK, 2008a, p. 2). All three SASK programmes emphasize strong trade unions as the first priority objective, followed by related issues such as increasing trade union membership, better labour legislation, negotiation ability and collective agreements as well as societal participation (SASK, 2008b; SASK, 2011b; SASK, 2014a).

The more precise and somewhat changing strategic priorities for SASK work as identified in the two subsequent strategies are also followed by the three development cooperation programmes and the annual action plans (Annex 7). While promoting the key goals of the international trade union movement is emphasised in both strategies, the recent 2012–2016 strategy places the thematic focus clearly on strengthening the trade unions in terms of trade union membership, cooperation and capacity. In line with this, the ongoing 2015–2017 programme outlines issues such as the right to organise, a fee-paying member-base, trade union staff and organisational capacity, respect for democratic principles and promoting livelihoods and rights of the working population more generally. The earlier 2009–2011 strategy emphasised more emerging issues such of informal employment, migrant workers, child labour and green jobs as well as highlighting the role of SASK as a partner within Finland and internationally. The 2012–2014 programme explicitly highlights ILO core labour standards and mentions themes of HIV/AIDS, precarious employment, migrant workers and multinational companies. The 2009–2011 programme included initiatives - including research - to improve work and living conditions for employees, while two other priority areas focused on development education and capacity of SASK itself. While the two strategies make reference to crosscutting objectives such as gender, this issue is taken up in all of the three programmes (SASK, 2008a; SASK, 2008b; SASK, 2011a; SASK, 2011b; SASK, 2014a).

In general terms, the SASK project portfolio has covered the priority programme goal of strengthening the trade unions. The objective of strong trade unions was a priority or a secondary goal for 92 (82%) of the 113 projects under the 2012–2014 development cooperation programme - and also for 49 (77%) of the 64 projects in 2015, the first year of the current SASK 2015–2017 programme. During the 2009–2011 programme, the goal of strengthened organization for trade unions was included in only 66 (52%) of the 127 projects (SASK, 2012; SASK, 2015b; SASK, 2016c).

As for SASK activities, they have largely focused on training provision for partner unions and events for organization and advocacy - including also capacity building in terms of research and studies as well as planning and evaluation

(Box 2). Overall, various trainings on building trade union strength, lobby and awareness raising activities and on strengthening union representation have been by far the most common activities undertaken in SASK projects. Research and studies – often important for longer term capacity building and (policy-level) impact of trade unions – have been clearly less common (IRMA Database of SASK; Annex 12; Annex 13). The field work in Mozambique and Nepal confirmed the focus of SASK in providing support for training of union members and leaders on recruiting and organising memberships, CBA, occupational safety and health (OSH). Although this support is relevant in general terms, the specific trainings seem to be very standardised and traditional, focusing on classroom courses with limited follow up on skills development. At the same time, the relevance of trainings is somewhat limited due to their limited potential to increase organisational capacity development of trade unions – particularly in developing senior level capacities. (Already the 2016 evaluation on SASK assessed strengthening partner capacity to increase the affiliation rates and trade union skills as well as support to research and thematic and affiliation campaigns of partners as relevant activities. Relevance of organisational capacity enhancement of the partners was assessed as a “vague” area of operations and, with improving relevance, “the role, the meaning, and the mandate of policy advocacy [was assessed as] weak” (Seppo & Mustonen, 2016, p. 41).

Box 2. Development co-operation activities by SASK

Development co-operation programmes of SASK cover broadly four types of activities:

- Trainings – Covering various topics such as trade union movement and organisation, CBAs, ILO standards, work safety, equity, gender equality, social responsibility, leadership, administration, social responsibility and training of trainers (ToT).
- Organisation, advocacy and influencing – Covering activities such as member recruitment campaigns, general meetings and various lobbying activities.
- Research and studies – Covering various topics such as industry studies, basic labour rights, and labour legislation.
- Project planning and evaluation – Covering activities such as annual monitoring meetings and planning workshops

Source: SASK, 2012; SASK, 2015b.

Use of programmatic approach

Despite good alignment at the general level and consistent efforts towards streamlining, SASK’s development programming in partner countries takes the form of a collection of individual projects rather than a coherent programmatic approach. In total, SASK reported 205 active projects over the 2010–2016 period. With an average length of three years, the annual number of active projects between 2010 and 2015 has always been more than 60 projects, with a maximum of 78 projects in 2013. The projects numbers were then reduced to 64 projects in 2015, with seven new projects commencing in 2016 and only one in 2017. The decrease in the project numbers over recent years can be explained by the recent MFA cuts in CSO funding in 2015 and by SASK’s own strategic aim to move towards fewer and larger projects (SASK, 2008b; SASK, 2011b; SASK,

Research and studies have been clearly less common

The relevance of trainings is somewhat limited due to their limited potential to increase organisational capacity of trade unions

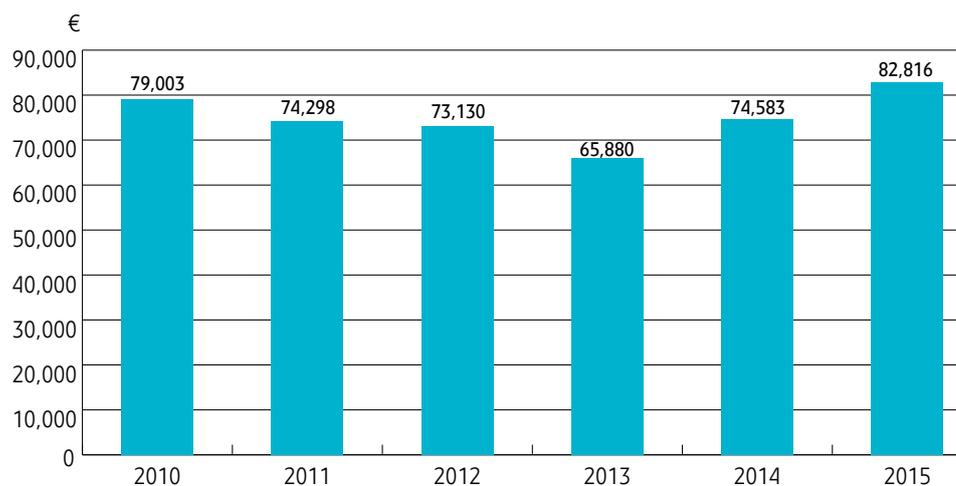
SASK’s development programming in partner countries takes the form of a collection of individual projects rather than a coherent programmatic approach

The SASK portfolio covered six different sectors

Asia, Africa and Latin America have been covered in a rather balanced manner

2014a; Data from SASK). Indeed, the 2012-2016 SASK strategy aimed explicitly to reduce the number and increase the volume of individual projects (SASK, 2011a) and this has been recently reflected in the project size over the evaluation period. Although the average SASK project seems quite small with annual expenditures reaching some € 75,000, the strategic aim towards larger projects has become visible recently - clearly increasing from € 66,000 in 2013 to of € 83,000 in 2015 (Figure 4). Prior to this, however, the average project size actually decreased from € 79,000 in 2010 to only € 66,000 in 2013.

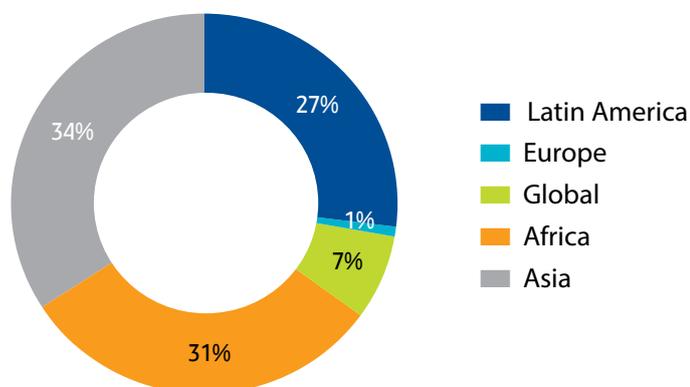
Figure 4: SASK programme expenditure by average project in 2010–2016 in €

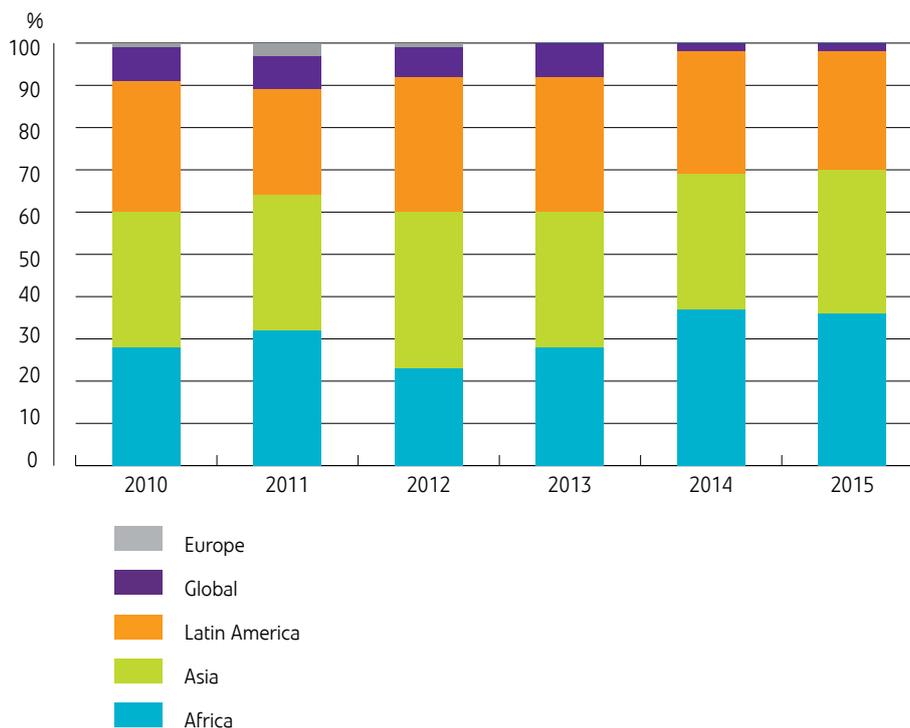


Source: SASK (financial data provided to evaluation team in December 2016)

While the project portfolio remains also somewhat fragmented in terms of sectors, SASK has gradually provided a stronger geographic focus to its work (Figure 5 and Annex 9). The SASK portfolio covered six different sectors over the evaluation period, although the focus on a more limited number of specific sectors is now increasing compared with the past (Annex 9). Asia, Africa and Latin America have been covered in a rather balanced manner over the evaluation period. Most of the regional projects have been implemented by GUFs.

Figure 5: SASK development co-operation portfolio by region





Source: SASK (financial data provided to evaluation team in December 2016)

Within the 2014-2016 regional strategies for Africa, Asia and Latin America the geographic focus was strengthened by identifying key partner countries within the three regions, and this was continued in the 2015-2017 SASK development cooperation programme. From 2016 onwards, the focus on countries was shifted slightly from Africa and Latin America towards Asia - limiting the number of priority countries to three in Africa, six in Asia and one country and one region in Latin America (SASK, 2013a; SASK, 2013b; SASK, 2013c; SASK, 2014a; SASK, 2015a; Annex 10). Overall, SASK's aim is to reduce the number of key countries to 12 in 2017 - a significant reduction from some 60 countries over a decade ago and some 21 key countries within the 2009-2011 development programme (SASK, 2008b; Seppo & Mustonen, 2016). Already the 2012-2016 strategy replaced the explicit reference to the EU neighbouring countries - present in the 2009-2011 strategy - with the OECD/DAC criteria for the LDCs and MICs (SASK, 2008a; SASK, 2011a). In practice, the current geographic concentration of SASK is:

- Asia** - India, Indonesia, Nepal and the Philippines were introduced in the Asia strategy for 2014-2016 and continued in the 2015-2017 programme. Two countries, Bangladesh and Myanmar were added in the action plan for 2016, bringing the total to six countries. In 2015, the key countries for SASK in Asia were the Philippines (18% of expenditures), Indonesia (13%), India (11%) and Nepal (10%). For the entire period 2010-2015, the key countries were the Philippines (13% of expenditures), India (13%) and Indonesia (12%) (SASK, 2013a; SASK, 2015a; Annex 10).

SASK's aim is to reduce the number of key countries to 12 in 2017 – a significant reduction from some 60 countries over a decade ago

The key direct beneficiaries for SASK are its partner trade unions in developing countries with their membership as the main indirect beneficiaries

- **Africa** - Burkina Faso, Ghana, Malawi, Mozambique, Namibia, Sierra Leone and Zambia were introduced in the Africa strategy for 2014-2016. This selection of seven countries was reduced to four countries - Burkina Faso, Ghana, Mozambique and Zambia - in the 2015-2017 programme and were further reduced to three countries - Malawi, Mozambique and Namibia - in the action plan for 2016. In 2015, the key countries for SASK in Africa were Mozambique (38% of expenditures), Ghana (15%) and Namibia (12%). For the entire period 2010-2015, the key countries included Namibia (14% of expenditures) and Mozambique (13%) (SASK, 2013b; SASK, 2015a; Annex 10).
- **Latin America and the Caribbean** - Colombia, Ecuador, Peru and Uruguay were introduced in the Latin America strategy for 2014-2016 and continued in the 2015-2017 programme. This selection of four countries was changed to only one national programme in Colombia and a regional programme in Central America in the action plan for 2016. In 2015, the key countries for SASK in Latin America and the Caribbean were Colombia (17% of expenditures), Ecuador (14%) and Haiti (11%). For the entire period 2010-2015, the key countries included Brazil (17% of expenditures) and Colombia (12%) (SASK, 2013c; SASK, 2015a). The selection of four countries was changed to only one national programme in Colombia and a regional programme in Central America in the action plan for 2016 (Annex 10).

4.1.2 Alignment with beneficiary and stakeholder needs and rights

In this section, the evaluators assess:

- Has SASK work been aligned with the beneficiary needs and rights?
- Has SASK work been aligned with the stakeholder needs?

In this evaluation, the evaluators consider two types of beneficiaries - direct and indirect beneficiaries. The direct beneficiaries are those individuals and/or organizations 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.

As SASK works essentially as part of the global trade union movement towards decent work, trade unions are its key beneficiaries and stakeholders:

- **Beneficiaries** - The key direct beneficiaries for SASK work are its partner trade unions in developing countries with their membership - and ultimately, the whole working population - as the main indirect beneficiaries. The idea is to support partner trade unions to improve the lives of their members and families of their members. If the trade union movement is successful in influencing national legislation or policies, the entire (working) population will indirectly benefit from those improvements.

- **Stakeholders** - The key stakeholders for SASK and its Finnish member trade unions as well as the GUFs and the participants in the international trade union movement - serving as channels for the multilateral support. In terms of advocacy, “the members, expert networks and communications channels of Finnish trade unions are a key resource for [SASK] campaigning and lobbying work” in Finland as well as internationally (Box 3). This translates to direct contacts within the international trade union movement, coupled with possibilities to participate in development policy debates and disseminate information, also feeding this back to its Finnish membership. Regarding development cooperation implementation, the Finnish member trade unions participate in planning, monitoring and funding bringing in their expertise and lessons learned (SASK, 2011a, p.6).

Box 3. Vision for SASK in the 2012–2016 strategy

SASK works together with the Finnish trade union movement in implementing a common development cooperation programme. SASK’s member trade unions participate in the planning, monitoring and funding of this programme. In Finland, SASK provides a forum for cooperation involving the whole national trade union movement, influencing national development policies particularly on issues related to working conditions within global production chains, the trade union movement and its prospects in developing countries, and other trade and development policies with significant implications for industrial relations and working life.

Source: SASK, 2011a.

In detecting the most pressing trends and needs in the field of decent work and trade unions, SASK conducts contextual analysis as part of its strategy work and addresses priority trends and developments in its programmes and projects, either directly or as crosscutting issues (SASK, 2008a; SASK, 2011a). The key trends identified in both SASK strategies covering the 2010–2016 evaluation period include:

- Growth of unemployment, informal employment and precarious employment affecting particularly women and youth;
- Pressure to reduce production costs in global economy and increasing influence of multinational companies challenging the traditional operating models of the trade union movement;
- Breakdown of unionisation structures with fragmentation, competition and insufficient organisation rate.

The 2012–2016 strategy also explicitly mentions population growth and migrant workers, while the 2009–2011 strategy highlighted also more generic issues such as the economic crisis and neo-liberal politics, climate change, collaboration with new social movements and citizen interest in ethical consumption. With increasing geographic prioritisation, the regional strategies of SASK include also more specific contextual analysis on the main target countries of SASK, as do the recent programme documents and annual planning.

SASK programme priorities focus strongly on the challenges for and needs of the trade union movement and these issues are of the utmost relevance for the direct beneficiaries of SASK

The SASK partners bear the main responsibility for the project planning and implementation

SASK programme priorities and activities focus strongly on the challenges for and needs of the trade union movement and these issues are indeed of the utmost relevance for the direct beneficiaries and stakeholders of SASK – the trade unions. For example, in the case of Mozambique, many stakeholders interviewed indicate that the trade unions are the weakest party in the national tri-partite social dialogue structures and need to be strengthened. In the fragmented context of Nepal, trade unions are stimulated to work together towards a common goal through a common platform (Box 4).

Box 4. Support for trade union unification process in Nepal

- In Nepal, support of SASK to the national trade union movement takes place in the context of recovery from the civil war that ended in 2006. The current process towards democracy is slow and the country is strongly divided in different political factions, which are replicated in the trade union sphere as the trade unions are closely related to political parties.
- However, when compared to neighbouring India and Bangladesh, the trade unions in Nepal have succeeded in taking significant and important steps towards more coordination and cooperation in 2008. The Joint Trade Union Coordination Centre (JTUCC) was formed by the largest National Trade Union Centres in the country – General Federation of Nepalese Trade Unions (GEFONT), National Trade Unions Confederation (NTUC) and All Nepal Federation of Trade Unions (ANTUF) – followed by other centrals. In 2017, JTUCC congregates 13 different trade union centrals that seek to develop common standpoints and (stronger) campaigns on labour and social security related issues. SASK, together with other international TUSOs, supports cooperation within the JTUCC as well as in the ITUC National Affiliates Council (ITUC-NAC). In the politically fragmented context of Nepal, trade unions are stimulated to work together towards greater unity and this is still reflected in an active JTUCC supported by all centrals in it. Also the support through the GUFs and their NACs works towards more trade union unity,

Source: Field work in Nepal

Relying essentially on a partnership approach as a key operating principle, the work of SASK is planned together with the direct beneficiaries and stakeholders – balancing the interests of SASK member unions, international and local partners and stakeholders. The SASK implementing partners bear the main responsibility for the project planning and implementation, and SASK staff – sometimes together with SASK member unions – provides technical and moral support. SASK Regional Coordinators in particular are highly appreciated by both implementing partner and the Finnish member unions. They have an important role in facilitating discussions, ensuring fact-finding and provide guidance and support in monitoring and reporting. When SASK members are involved, this is usually with partners in the same or similar sectors to enable peer-to-peer relations and exchange. Taking into account specific contexts, the SASK country level plans are also reported to take into consideration the interests of the Finnish members, international partners as well as local partners and stakeholders. Indeed, the programme relevance was found to be generally high already in the 2016 evaluation on SASK – owing to pressing country needs, strong partner ownership and participatory project design and management (Seppo & Mustonen, 2016). Similarly, the 2014 meta-evaluation on selected

SASK projects found that relevance against the needs and priorities of different actors was assessed high in majority of the project evaluations - considering issues such as timely responses to trade union needs and regional or country specific challenges (Vormisto, 2014).

However, there may be some difference in relevance between the bilateral and multinational implementation approaches from the direct beneficiary and/or contextual standpoint. On the one hand, the 2014 meta-evaluation observed reduced relevance especially regarding some of the GUF-projects, as “the national or local level unions’ needs and priorities as well as their capacities were not been analysed and taken into consideration enough”. The multilayer structures - regional, sub-regional, national and local - “diluted the roles between the GUFs, central and local unions” in some cases (Vormisto, 2014, p. 3). In the 2016 evaluation, the bilateral projects were seen as addressing partner needs in a more direct and tailor-made manner (Seppo & Mustonen, 2016). Based on the analysis of this evaluation, it can be noted that the procedures of GUFs for needs assessment and project identification and preparation with local partners are not well established and documented. On the other hand, however, stakeholders consulted during the evaluation indicate that needs-assessments and extensive consultations on project identification and planning are done by GUFs - involving local partners. The GUFs also sometimes have established national affiliate councils for project development and implementation. Feedback from partners of GUFs is generally appreciative on their involvement in GUF managed projects.

Further to this, while the focus of SASK on trade union strengthening is very relevant from the standpoint of trade unions as its direct beneficiaries and stakeholders, too little attention may be paid to the informal economy when taking into account the scale of the phenomena. Growth of unemployment, informal and precarious employment are a major - and increasing - challenge in many developing countries and tend to affect especially the most vulnerable and poor, including women and youth. Indeed, in many developing countries around 90% of the economic activity takes place in the informal sector - even 95% in LDCs such as Mozambique and Nepal. Precarious work and shifting from fixed employment relations to outsourcing and flexible labour contracts are also increasing, with an impact on the lives of people. While both of the SASK strategies do identify these as key issues, they are included in the SASK programme objectives in a rather vague manner. For example, in the 2012-2016 strategy and related programmes precarious work and migrant workers are mentioned only as issues to be considered in the work of SASK and they refer to women and youth as crosscutting themes. Although SASK is making an effort to directly address the issue of informal and semi-informal employment by working especially with domestic workers - or health, forestry and seasonal brick kiln workers in the case of Nepal - under specific service sector or public sector projects, these direct activities tend to be a small part of the overall SASK project portfolio. In the case of Mozambique, for example, organisation efforts focus mainly on the formal sector, although most of the workers in Mozambique are in the informal sector. Support to the informal sector is also given through advocacy efforts to introduce for example social security coverage schemes or to work on ratification of ILO key conventions with respect

However, too little attention may be paid to the informal economy when taking into account the scale of the phenomena

While the key reference point for SASK is the international trade union movement and international human rights conventions related to decent work, it works in many countries, where those rights are violated

to informal workers. Through this policy advocacy SASK and its partners also reach out to informal workers, who can benefit from these policy changes.

At the same time, it is important to note that the current global economic trends make the role of trade unions and TUSOs to effectively address the issues of informal economy - which lies outside the direct scope of the trade unions - difficult. Most of the SASK supported projects and trade union partners focus on the formal sector, where trade unions have a recognised mandate, are able to organise workers and can provide services such as CBA as an incentive for payment of membership fees. While some initiatives to directly address informal employment have been developed by SASK and its partners, the informal sector is much more difficult to organise as the workers do not have official contracts with employers and often are self-employed. In addition, income in this sector is often very low and, subsequently, the capacity for fee-payment of workers is limited.

4.1.3 Alignment with the partner country policies and strategies

In this section, the evaluators assess:

- Has SASK development co-operation work been aligned with the partner country priorities?

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

In the case of SASK, the national policies and strategies of the partner countries are not among the criteria for country selection and SASK work in general cannot be seen as aligned with those policies and strategies. Sometimes it is even explicitly and strategically not aligned with national policies because countervailing power of trade unions needs to be built in a hostile and not-enabling environment for workers' rights and decent work. While the key reference point for SASK is the international trade union movement and international human rights conventions related to decent work, it works in many countries, where those rights are violated and defenders of those rights can be even doing (life) threatening work - as has been particularly the case in Colombia and still is in Central America. Indeed, SASK programme plans and reports explicitly highlight the selection of countries, where several violations of trade union rights take place or where organization and trade union operations can even be illegal, or when the environment towards them is hostile or their independence is compromised. For example, in Mozambique, international support to trade unions is particularly relevant to strengthen independence and countervailing power of unions as genuine workers' voice in the one-party political environment. While the Mozambican Frente de Libertação de Moçambique FRELIMO party generally is supportive to workers' agenda, it has co-opted to a large extent the trade union movements particularly at the level of the central Mozambican Worker's Organisation (OMT-CS). In these kinds of countries, SASK work can be seen as promoting human rights precisely against the existing legal framework, national policies and/or practices of the target country.

Instead, SASK puts a strong focus on its own trade union networks and its ability to influence in selecting the target countries, based on an assessment of workers' rights, labour related legislation and decent work. The 2016 evaluation pointed out that SASK has developed long and fruitful relationships in many countries, where the working environment for trade unions is difficult (Seppo & Mustonen, 2016). SASK builds on its existing strengths and work with various partners within an individual target country, while duly respecting its core strategic objectives and those of the international trade union movement (Box 5).

Box 5. Criteria for geographic focus in SASK work

The geographic focus according to the 2012-2016 strategy for SASK includes:

- "Knowhow, capacities and collaboration networks" of SASK "produce special added value by supporting the trade union movement in the country concerned".
- Activities of SASK "in the country concerned [are] coherent with the objectives and wider activities of the international trade union movement".
- The country concerned ought to be (1) an LDC or (2) a Middle Income Country (MIC) / Middle Human Development Country according to the OECD/DAC or UN standards, if "a significant proportion of their population suffers from extreme poverty due to income inequalities and social inequality".
- Focus of the work in Middle Income Countries is put (1) "on groups of workers and sectors with the lowest income and the poorest working conditions and labour standards" or on (2) "trade union movements or unions [that] within certain sectors have the potential to become a stronger and more active player in civil society, able to promote improvements in working conditions and social equality".

Source: SASK, 2011a, p. 3

The rationale for engagement has varied somewhat among specific countries, but there has been a consistent and increasing focus on trade union capacity building, and this is seen as a means for promoting livelihoods and rights of the working population at the ultimate beneficiary level. The ongoing SASK development cooperation programme for 2015-2017 identified country-level monitoring indicators for the objectives of (1) strong unions and (2) unions capable of representing the interests of their members (SASK, 2014a), which focus more on the effects of projects in the own trade union environment than on the wider civil society. The SASK action plan for 2016 presented the following priority contextual issues for the selection of its current focus countries (SASK, 2015a; Annex 10):

- LDC or MIC with large (income) inequalities;
- Existing SASK project work, long-term experience and/or committed partners bringing added value;
- Reinforcing trade union movement with regional significance;
- Weak and/or threatened trade unions;
- Finnish investments and/or interests by Finnish companies;

SASK puts a strong focus on its own trade union networks and its ability to influence in selecting the target countries

- Priority country of the Finnish development cooperation;
- Issues of migrant workers and informal economy.

Based on these criteria, SASK had earlier decided to downsize its Latin America programme and more recently, after the MFA cuts, SASK made a decision to stop the West Africa programme. On the one hand this was justified by the rather small number of active projects in the region at the time. On the other hand, stakeholders interviewed stated that this was also caused by the fact that trade union culture in West Africa was based mainly on the French tradition and the working environment was therefore rather different from the Nordic approach. This cultural difference was seen as an element somewhat hindering the potential effectiveness of the SASK work.

4.1.4 Alignment with development policy priorities of Finland

In this section, the evaluators assess if SASK development co-operation work has:

- been aligned with the thematic development policy priorities of Finland?
- been aligned with the development policy Cross Cutting Objectives (CCO) 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 (Table 2). The common themes throughout the evaluation period have been *reduction of poverty and inequality, promotion of human rights as well as sustainable development. Gender equality and the reduction of inequality as well as climate and environmental sustainability* have been common CCOs. By the most vulnerable the evaluators refer here, for example, to the extremely poor, children, ethnic and linguistic minorities, indigenous people, the migrants, the disabled or sexual minorities.

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

Table 2: Development policy priorities of Finland

Development Policy 2007-2012
<p>Key goals – Poverty eradication – Sustainable development.</p> <p>Themes – Promoting ecologically, economically and socially sustainable development in accordance with Millennium Development Goals – Climate and environment – Respect for and promotion of human rights – Links between development, security and human rights.</p> <p>Cross-cutting objectives – Gender equality, women and girls – Social equality and equal opportunities for participation – Combating of HIV/AIDS as a health and social problem.</p> <p>Geographic priorities – Least developed countries.</p> <p>Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Nicaragua – Tanzania – Vietnam – Zambia.</p>
Development Policy 2012-2015
<p>Key goals – Poverty reduction – Human rights and societal equity.</p> <p>Themes – Democratic and accountable society – Inclusive green economy that promotes employment – Sustainable management of natural resources and environmental protection – Human development.</p> <p>Cross-cutting objectives – Gender equality – Reduction of inequality – Climate sustainability.</p> <p>Geographic priorities – Least developed countries – Fragile states.</p> <p>Partner countries – Ethiopia – Kenya – Mozambique – Nepal – Tanzania – Vietnam – Zambia.</p>
Development Policy 2016-2019
<p>Key goals – Poverty reduction – Reduction of inequality – Realisation of human rights – Support for the Sustainable Development Goals.</p> <p>Themes – Rights of women and girls – Reinforcing economies to generate more jobs, livelihoods and well-being – Democratic and well-functioning societies – Food security, access to water and energy, and the sustainable use of natural resources.</p> <p>Cross-cutting objectives – Gender equality – The rights of the most vulnerable – Climate change preparedness and mitigation.</p> <p>Geographic priorities – Least developed countries, the most fragile states and those suffering from conflicts or climate and natural disasters.</p> <p>Partner countries – Afghanistan – Ethiopia – Kenya – Mozambique – Myanmar – Nepal – Somalia – Tanzania – Zambia.</p>

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

With regard to the thematic priorities of the Finnish development priorities, the work of SASK is highly relevant to promoting human rights and democracy, social equity and sustainable economic development. In line with ILO’s international agenda, promoting labour rights, decent work and living wage are the key goals of SASK - and labour rights are part of core human rights and the Universal Declaration of Human Rights.

The work of SASK is highly relevant to promoting human rights and democracy, social equity and sustainable economic development

The trade union movement forms an essential part of vibrant civil society and democracy in many countries

Moreover, while the trade union movement forms an essential part of vibrant civil society and democracy in many countries, the majority and increasing part of the SASK project portfolio in 2010-2016 - lately over 70% of the projects (SASK, 2016c) - has covered the priority programme goal of strengthening the trade unions. If strong enough, trade unions can hold a particular bargaining power and/or contacts towards the government to advance decent working and social equality conditions - a key requirement for economically sustainable (human) development - in the country. For example, in the case study of Nepal, SASK support for the trade union coordination processes through JTUCC is relevant by strengthening the joint bargaining power of the trade unions. This generates potential to positively impact income distribution and social protection by pushing advances in labour and social security legislation. The fact that social security legislation and labour law reviews have been stalled for long time in the government and parliament of Nepal further indicate the need for such collective efforts.

In general, SASK work has become even more relevant recently, as the new Finnish development policy explicitly highlights the importance of jobs, livelihoods and wellbeing for development (MFA, 2016a). Individual country strategies such as that for Nepal replicate this and also state the need for increased partnering with the private sector (MFA, 2017b) - and in this context SASK can provide useful checks and balances to ensure that the benefits of economic development are more equally distributed.

SASK work aligns with the key principles of the HRBA of MFA. The ILO definitions of the basic labour rights explicitly serve as minimum standards for SASK work to strive towards better working conditions and labour rights protection (Box 6; Annex 7). Rights-holders and duty-bearers can be identified for SASK work. On the one hand, the partner trade unions supported by SASK in developing countries serve as rights-holders towards public authorities and employers and, on the other hand, they serve as duty bearers towards their membership and the workers in general. Also the values of democracy, transparency and accountability with the trade union movement are highlighted among the objectives of SASK development co-operation programmes (SASK, 2008b; SASK, 2011b; SASK, 2014a; Annex 7).

Box 6. ILO International Labour Standards

ILO has maintained and developed a system of international labour standards since 1919 with the aim to promote "opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and dignity". The ILO standards set out basic principles and rights at work as "legal instruments drawn up [by representatives of] governments, employers and workers. They are either legally binding conventions or recommendations serving as guidelines and often detailing the convention. The eight fundamental ILO conventions cover issues "that are considered as fundamental principles and rights at work":

- Freedom of Association and Protection of the Right to Organise (1948)
- Right to Organise and Collective Bargaining (1949)
- Forced Labour (1930)
- Abolition of Forced Labour (1957)

- Minimum Age (1973)
- Worst Forms of Child Labour (1999)
- Equal Remuneration (1951)
- Discrimination (Employment and Occupation) (1958)

Source: ILO, 2017

In addition to promoting social equality throughout its work, SASK programmes have taken into consideration the other CCOs of Finland at least to some extent. Women have been clearly identified among the issues to be addressed in all the SASK programmes and strategies covered by the 2010–2016 evaluation period, although not as direct key goals – for example the 2012–2016 strategy and related programmes refer to women and youth as cross-cutting themes. The 2012–2014 SASK development co-operation programmes explicitly mentions the theme of HIV/AIDS that was a Finnish CCO at the time of the initiation of the programme. Both 2009–2011 strategy and programme discuss the themes of environment and climate change. With respect to vulnerable groups identified in Finnish policies, specific issues of youth and migrant workers have been addressed in SASK work to some extent. Youth and women have been among the issues to be addressed in all the SASK programmes and strategies as a cross cutting objective. The 2012–2014 programme mentions also the theme of migrant workers as an issue to be considered and a few individual projects have addressed this particular issue. These include, for example, the case of construction workers leaving to the Gulf countries from Nepal and the case of seasonal, internal migrant workers, working in the brick kiln industry sector in Nepal – both projects implemented through the Building and Wood Workers’ International (BWI). According to the Ministry of Labour and Employment of Nepal, more than two million workers are currently working overseas (Ministry of Labour and Employment, 2016). Some local partners and other external stakeholders come with much higher estimates for Nepal, amounting to even four million workers, also taking into account cross-border migration to and from India.

SASK work can be seen as relevant at a general level with regard to poverty reduction and living conditions of the most vulnerable in society, but the links are generally indirect through legislation and collective bargaining or negotiation of agreements at the sector level. Only in cases when SASK partner unions work directly with the poorest of the poor, such as domestic workers in the informal sector, effects on poverty reduction can be more direct, but those cases only reach out to a small segment in the informal sector. Decent work and living wage – both key goals of SASK – can be seen as a means towards poverty reduction through influencing labour and social protection related legislation, regulations, policies and/or programmes at the national or sector levels or through collective bargaining at the sector or employer levels. SASK work focusing on strengthening trade unions can be seen as an element promoting those goals at the start of a longer chain of actors eventually contributing to poverty reduction. It generally takes a long time for increased trade union bargaining power to translate to changes in the legislation and even longer for those changes to be implemented so effectively that they actually impact also

SASK work can be seen as relevant with regard to poverty reduction and living conditions of the most vulnerable, but the links are generally indirect

The geographic prioritization of SASK has recently shifted towards Finnish priority countries and LDCs with MICs remaining important in the SASK portfolio

the lives of the poorest and the most vulnerable. In addition, some of these longer term effects are often (negatively) affected by global, regional and national adverse economic and political trends and developments. The 2016 evaluation found that relevance of SASK programme in terms of poverty reduction was unclear and assumed, “as the vulnerability and poverty levels are not criteria in the selection of partners, nor monitored during the programme implementation” (Seppo & Mustonen, 2016, p. 40-41).

The overall geographic prioritization of SASK has recently shifted towards Finnish priority countries and LDCs with MICs remaining important in the SASK portfolio. Projects in EU neighbouring countries in the 2009-2011 strategy of SASK were ended in favour of more attention to LDCs and middle income countries (MIC) in the 2012-2016 strategy (SASK, 2008a; SASK, 2011a). The rationale of SASK to continue to work in MICs was that “the vast majority of the world’s poorest people live in such middle income countries” and that “in these countries SASK’s work aims to improve the status of the poorest groups of workers” - in “collaboration with strong trade unions” (SASK, 2011a, p.1). Indeed, the potential impact of trade union activities can be stronger in countries with higher economic growth that can be used to generate improved income for workers and their families. Moreover, the formal economy - where trade unions can more effectively organise workers - tends to be larger in MICs than in LDCs, where the informal sector is more pronounced and the reach of trade unions is much more limited. More recently and in the current SASK strategy for 2015-2017, there is increased attention to four LDCs as key focus countries, among which Myanmar, Mozambique and Nepal that are also MFA priority countries (Annex 10). In line with this, stakeholders interviewed confirm that although there is more room for trade unions to be effective in MICs, it is also important to increase the efforts to support and organise workers in informal sectors in both MICs and LDCs.

In terms of funding, SASK work has focused more on MICs than on LDCs over the evaluation period (Annex 9). Over the 2010-2015 period, only 12% (or € 2.5 million) of all project expenditures were targeted to LDCs in the form of single country projects, although many of the regional multi-country projects - especially in Africa - have covered LDCs. In contrast, 42% (or € 8.6 million) of the expenditures were targeted to MICs, of which about half (€ 4.5 million) were specifically to upper MICs. The only LDC being targeted with more than € 0.5 million of single country-based support from SASK during the 2010-2015 period was Mozambique (€ 0.8 million), while other countries passing that amount were upper MICs - namely Brazil (€ 1.0 million), Namibia (€ 0.9 million), Colombia (€ 0.7 million), Peru (€ 0.5 million). Lower MICs that received more were the Philippines (€ 1.0 million), India (€ 0.9 million), Indonesia (€ 0.8 million) and Ghana (€ 0.5 million).

4.1.5 Alignment with the Theory of Change

In this section, the evaluators assess:

- Has the ToC of SASK been aligned with the generic ToC for the Finnish support to CSOs?

Here the evaluators reflect on the explicit or implicit TOC of SASK 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 (Table 3).

Table 3: Key Assumptions in the Overarching Theory of Change

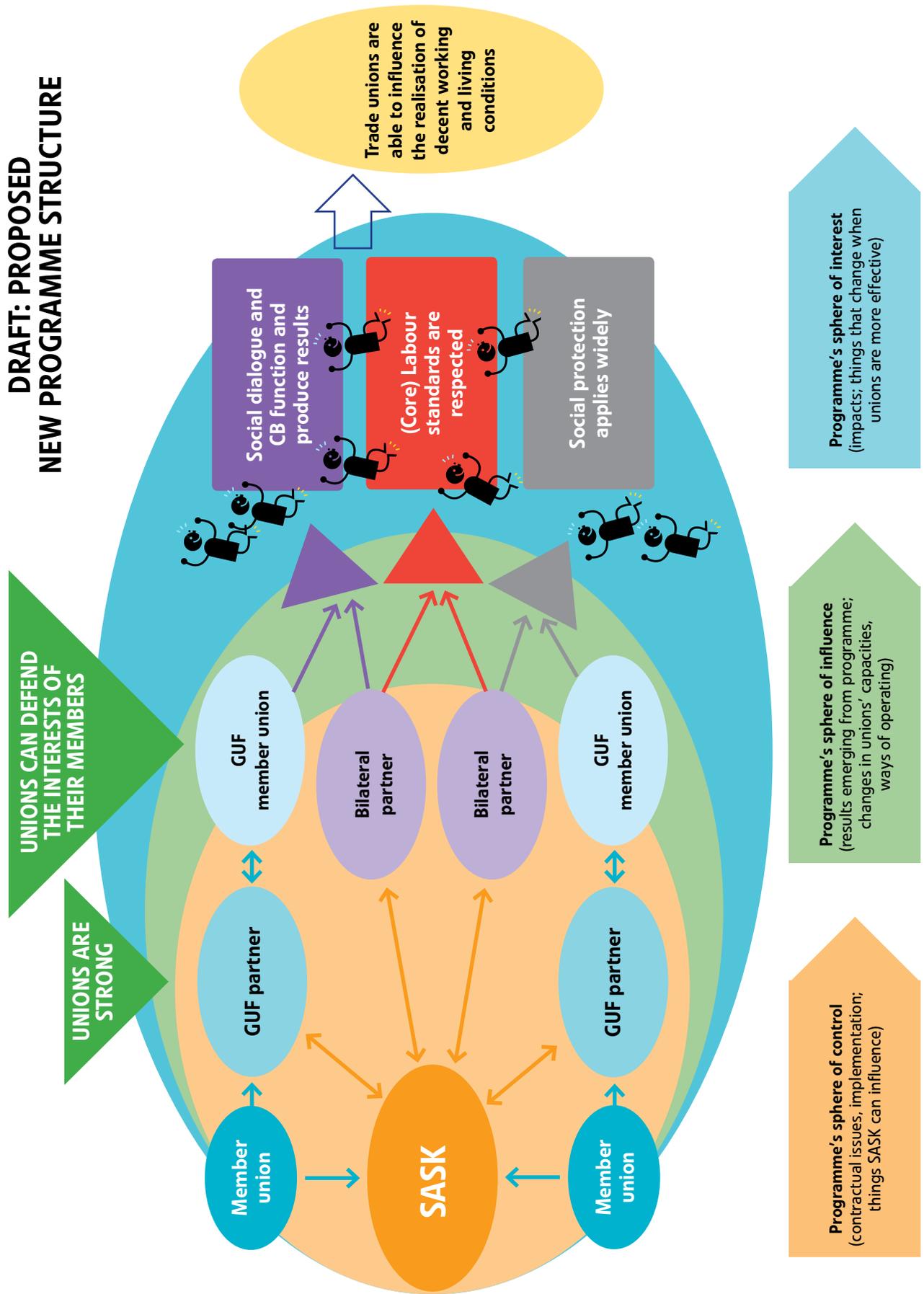
Short term to long term outcomes
A.1 Sustainable and equitable development is based upon constructive cooperation, and even partnership, between civil society, the state, and the private sector, where respective duties and roles are mutually understood, and even used to achieve more positive impact than 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 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).
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

Theory of Change by SASK

SASK has developed an actor-based ToC for its 2015-2017 development cooperation programme (Figure 6). The development of such a ToC was not a requirement in the PBS framework and there was no prescribed format for a ToC. SASK followed its own rationale for developing this ToC, focusing on the actors involved in the trade union strengthening work. In the circles in the middle of the ToC the different actors in the chain of delivery of SASK are presented and this presentation includes the both the multinational and bilateral implementation strategies of SASK. On the right hand side the three main, expected long-term outcomes of the SASK programme are presented - (a) social dialogue and CB function and produce results, (b) core labour standards are protected and (c) social protection applies widely.

Figure 6: The Theory of Change of SASK



Source: SASK, 2014a.

The ToC and the intervention strategy of SASK focus very much on capacity development and strengthening of workers' organisations to increase their effectiveness in social dialogue

However, the presentation of ToC above is not so much a typical and complete ToC, but more a representation of the chain of delivery of SASK's support. The picture does not explain what the actors in the chain of delivery actually do. There are no inputs, interventions, assumptions and intermediate outcomes indicated and there are also no outcomes at the impact level or at the level of target groups and beneficiaries. The cloud at the right-hand side refers to increased influencing capacity of trade unions, but it does not describe outcomes and impact in terms of qualitative changes in the situation of workers. The evaluators are suggesting an alternative ToC for SASK that is used by a collaborating TUSSO and captures the main pathways of change of SASK pretty well. That ToC is presented in Annex 17.

SASK Theory of Change in the light of the MFA Theory of Change

The ToC and the intervention strategy of SASK focus very much on capacity development and strengthening of workers' organisations to increase their effectiveness in social dialogue and in improving labour standards and social protection. This is mostly related to influencing policies and changing behaviour of the tri-partite social partners and, in the generic CSO ToC, is captured mainly in the pathways of change that focus on improving enabling environment and on capacity development. Additionally SASK also works on the pathway to strengthen commitment of Finnish civil society - particularly trade unions - to support international development. Through these changes, trade unions ultimately contribute to poverty reduction through systemic changes that benefit the poor and not through providing direct services to the poor.

SASK's interventions and its ToC are specific to the tri-partite ILO constituency of workers, employers and government and fitting them into the generic CSO ToC does need some further fine-tuning. In the case of SASK it is relevant to also consider SASK's interventions in the framework of the ToC in the framework of Finnish policies to support economic development and trade relations, coupled with private sector support instruments.

4.2 Complementarity, Co-ordination and Coherence

In this section, the evaluators assess:

- Has the SASK development co-operation work been co-ordinated with the work of other CSOs and development partners?
- Has the SASK development co-operation been complementary to the Finnish bilateral development co-operation?
- Have the MFA policies and interventions with regard to SASK 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 organizations in Finland or other developed countries could fall into this category. **Complementarity** is seen in terms of division of labour

between different development actors and MFA's bilateral cooperation interventions. **Coherence** focuses on assessing whether MFA support to the CSO is in line or in contradiction with other MFA policies and interventions – and vice versa.

SASK coordination with the work of other CSOs and development partners

SASK coordinates its strategy and actions at different levels:

Among other trade union solidarity partners

The Nordic TUSSOs have a tradition of exchange of information and coordination, and occasional cooperation with specific projects and partners. Particularly with the Netherlands (FNV Mondiaal) and Sweden's Union to Union (U2U), coordination is frequent. With Norwegian Trade Union Federation (LO-NO), Denmark (LO-FTF) and Germany (FES), coordination is somewhat less frequent. Thanks to this coordination the Nordic TUSSOs are well aware of each other's core partner countries and strategic partners and themes.

The TUSSOs coordinate and exchange information with the International Trade Union Confederation (ITUC), and also with the different GUFs, most notably BWI, PSI and ITF. Regular coordination meetings at the global level and also at the regional level are conducted between UNI-Global Union and IndustriALL, SASK and other TUSSOs. During these meetings, specific support projects with the GUFs and their national level sectoral members are coordinated. At the country level, specific GUF partners sometimes (as in Nepal) form National GUF affiliate councils that also coordinate different projects at the country level.

Within its programme countries, SASK coordinates with other TUSSOs that are present at country level and this is also done with national affiliate councils of GUFs (if present) and with national trade union centrals. In both Nepal and Mozambique, during the evaluation visits, it could be noted that due to down-sizing of programmes and structures of different TUSSOs, including SASK, national level exchange and coordination has decreased, but still takes place. But regional level coordination between the TUSSOs remains strong.

With Finnish Embassies

SASK has frequent contact and exchange of information with the embassies in the core partner countries. Both in Nepal and Mozambique, the Embassy staff had good knowledge of SASK's activities and SASK was well aware of the Finnish Government priorities. However, the possibilities to move beyond exchange of information and coordination are generally limited. Some cases of active collaboration with the Finnish Embassy and other partners took place in India. Although India is not a core partner country of Finland, it is an important country for economic relations and trade.

The Finnish Embassy in India and SASK in 2016 organised a seminar on Business and Human Rights for Finnish companies interested in trade and investment in India. Although the interest of the Finnish companies in this seminar was limited, it is believed by both SASK and MFA informants that more of such joint activities are desirable in those countries where Finland is moving towards strengthening economic relations. SASK is also regularly invited by

Within its programme countries, SASK coordinates with other TUSSOs that are present at country level

SASK has frequent contact and exchange of information with the embassies in the core partner countries

At the project-
implementation
level there is limited
cooperation

Little evidence is
found of coordination
and cooperation
outside the trade
union movement

the embassy to discussions on trade and development in India. It also participated in a seminar organised by the Finnish Embassy and SASK on entry of women into the labour market in India and it provided resource persons and participants. SASK was also invited as an expert-organisation on trade unions' support in fighting child labour, in a seminar organised by Save the Children Finland and the Embassy of Finland in India.

SASK is less active in coordinating and exchanging information with ILO and with national Governments. As an external support partner and not part of the ILO tri-partite constituency at the country level, the local SASK partners are in the driving seat.

In both Nepal and Mozambique it could be observed that coordination and dialogue mechanisms are in place and function to a certain extent. Tri-partite social dialogue takes place in national labour councils and in bilateral and tri-lateral dialogue at the sector level.

However, while coordination and exchange of information between SASK and partners and other stakeholders takes place, it is notable that at the project-implementation level there is limited cooperation (although it occasionally happens). The preferred modality of working in projects is to have specific projects and contracts between the donor and specific partners. Pooling of funding in joint projects is not often done (with one notable exception in Nepal, in the joint project with WWF (see further below) and a second case of pooling of TUSO support-funds to CUT in Colombia during the period 2006-2016). The fact that cooperation at the project-level on the ground is difficult is not specific to SASK and its partners. The Evaluation found that it is common among all CSOs supported in the PBS framework.

Cooperation and coordination with other partners

In the desk-study and field visits in the PBS programme countries, little evidence is found of coordination and cooperation outside the trade union movement with other partners. However, in general there are references to cooperation between SASK and private sector companies based in Finland on international trade union and labour rights issues. SASK, in the past decade has worked with the following Finnish companies: Kesko, Tuko logistics, Stockmann, Nokia, Wärtsilä, UPM and StoraEnso.

In some of the projects in the SASK portfolio the evaluators have seen the need for cooperation and coordination with other actors, while such cooperation was not included in the project design and implementation. After the earthquake in Nepal in 2015, humanitarian and reconstruction support of SASK was channelled to partners, as a special and incidental support given from own SASK resources. While from the point of view of solidarity this support might have been justified it is doubtful if it is from a technical viewpoint, because trade unions have no mandate and experience in humanitarian assistance and reconstruction work and it would likely have been more effective to channel this support through specialised organisations in humanitarian and reconstruction work. Similarly, in a BWI project with brick kiln unions in Nepal, a small component of child labour schools (seasonal basic education for young children of workers) was included, but this component was not implemented in the frame-

work of legal and quality requirements of the Nepalese Government. During the project-site visit, it could be observed that no cooperation with the Ministry of Education or any other specialised educational organisation existed. This lack of coordination and integration in the formal educational system posed a serious risk for quality of such education efforts for the beneficiaries.

In Nepal, on the other hand, the evaluators could find a clear and interesting example of cooperation of SASK with another (Finnish) development actor. SASK and WWF, together with BWI and two local unions, were involved in a project to organise community forest workers and community forest management committees. From the SASK perspective this was interesting, because it enables unions to organise a segment of the informal economy that was not yet organised. From the WWF perspective this cooperation was interesting because it enabled them to promote sustainable forest management principles in this economic sector. The cooperation has already covered two project periods and a third phase is in preparation. This project serves as an important example for achieving synergies in cooperation by bringing together two complementary sources of expertise.

Complementarity and coherence of SASK development policies and interventions with MFA's policies and interventions.

SASK's international programme is complementary to the CSO policy of MFA as it is focusing on strengthening trade union organisations in developing countries and trade unions are a specific sector of civil society.

The strengthening of trade union organisations is also relevant because trade unions within the tri-partite constitution of ILO have a formally recognised role and function to represent workers interests in tri-partite social dialogue. This provides a direct entry of trade unions in forums to influence labour related policies and programmes that benefit the rights and social economic or workers in developing countries and this is in line with Finland's development policy programme (MFA, 2016a) aiming at poverty reduction in development.

The geographical focus of SASK is less aligned with Finland's development policy programme focus on the LDCs. Although SASK works in LDCs, an important part of its programme takes place in lower MICs. This alignment is more relevant for the MFA's Action Plan on Aid for Trade (MFA, 2012b). It is also relevant for countries in transition from development relations to economic relations (such as Vietnam and Zambia) and countries where economic and trade relations are developed (such as India). In these countries, SASK can be complementary with Finnish international development and economic cooperation policies by ensuring that workers' rights and income (re)distribution are considered in economic development and trade and investment initiatives.

This specific identity and possible complementarity of SASK in economic development has not been recognised by MFA in the past, mainly because SASK was included under the PBS framework agreements for CSO development. More recently, key informants in MFA and in SASK have observed that in other Nordic countries the role of trade unions in economic and private sector development is more recognised and has led to new forms of cooperation between trade union organisations and Ministries of Foreign Affairs, for example in the

Systematic cooperation around socio-economic development has not yet been achieved between MFA and SASK

strategic partnership agreement on lobby and advocacy between the Ministry of Foreign Affairs in the Netherlands, two Dutch trade union centrals and NGOs to improve the situation of workers in Southeast Asia involved in textile and clothing supply chains. Such systematic cooperation around socio-economic development has not yet been achieved between MFA and SASK.

More recently, also at the level of the dialogue between SASK and MFA, there has been a significant change: in the last annual consultation meeting between KEO-30 of MFA and SASK the economic thematic advisor of the MFA also participated. This was much appreciated by SASK because it enabled a richer dialogue around economic development issues. SASK, the MFA and Finnish Embassies have all indicated that more coordination and cooperation with trade unions are relevant in the Finnish development cooperation. The new Finnish Development Policy states “Cooperation with the private sector deepens development impact. Finland promotes the consolidation of the developing countries’ own economic base. This calls for CSR and the creation of jobs in developing countries. These will help developing countries to cover their own spending in the future.” (MFA, 2016a, p. 39).

The increased private sector attention in the Finnish development policies is still a rather recent development and therefore the exploration of joint initiatives between the MFA, embassies and SASK is still at an initial stage. The joint seminar on CSR for Finnish companies interested in trade and investment in India, organised jointly by the Finnish Embassy and SASK in Delhi can be seen as starting point for such increased cooperation and serves as an example for similar initiatives in other partner countries and particularly countries in transition. At the same time it should be noted that SASK in Finland is already seeking dialogue and cooperation with Finnish companies, where it also has active membership, on issues of international CSR, labour rights and trade union organisation. Such dialogue and cooperation exists with Kesko, Tuko logistics, Stockmann, Nokia, Wärtsilä, UPM and StoraEnso.

4.3 Efficiency

4.3.1 Results-based management practices

In this section, the evaluators assess:

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

The MFA 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

(Box 7). The aim is to shift the management approaches from inputs, activities and processes to actual results and their usage. Although no specific methodology for 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 organizational cultures, as long as they fulfil the following the key requirements:

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

Box 7. 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.

SASK operates with an objective-oriented approach in its planning

The overall planning approach is fairly flexible and participatory based on different needs and interests

Planning and management approaches

Although not explicitly labelled as RBM, SASK reports that it operates with an objective-oriented approach in its planning. At the organisational level this refers to principles set in the SASK statutes, strategy and operational procedures. An actor-based ToC is applied at the program-level, while an objective-oriented logical framework approach (LFA) is used at the project-level - including annual planning based on operational reviews, financial planning and monitoring, risk management, and internal audits (Box 8). For communication and global education, planning is based on analysing recipient groups and their roles as actors in trade union movement (Silfverberg, 2016). The planning and preparation of SASK development co-operation programme is allocated to the Management Group lead by the Executive Director and supported by the Board and the Steering Committee - to be approved by the Executive Board and ratified by the Annual General Meeting (AGM). SASK staff members are responsible for preparing the sub-programmes and projects under the SASK development co-operation programme. The board of SASK approves the programmes (SASK, 2016d). SASK trade union members can influence decisions on the SASK development co-operation programme through a three-layer decision-making structure (Annex 11).

While individual projects are required to broadly align with the SASK programme objectives and meet the SASK quality standards, the overall planning approach is fairly flexible and participatory based on different needs and interests. The key idea in SASK planning is that projects of SASK always respond to local needs and initiatives, by consulting with and involving local or regional implementing partners. The project proposals need to also “fulfil the terms and conditions set forth by the source of project funding concerning expenditures” - in practice, receiving co-financing contribution from the Finnish trade union is a prerequisite for an individual project to go forward (SASK, 2016d). In general, project planning documentation flexibly outlines and analyses the key problem the project aims to address as well as highlighting its approach and methodology in addressing that problem within the overall programme framework of SASK.

The MFA development policies and guidelines are explicitly referred to at the general level as documentation required for project preparation (SASK, 2016d). Several project plans have also included specific analysis relevant to CCOs such as gender or HIV/AIDS, although this practice has not been applied in a consistent manner across all project plans. While SASK’s work broadly aligns with the key principles of HRBA and specific attention is paid on the inclusion of marginalised groups such as women and youth in trade union work, the term HRBA is not explicitly considered at the level of individual project planning. Overall, the MFA has provided little feedback for SASK regarding planning of its development programme.

Box 8. Management processes and tools of SASK

The key management processes and tools of SASK include:

- Overall management guidelines based on statutes – such as the Guidelines of the Steering Committee, Guidelines for Financial Management and, as a novelty, a risk matrix and follow-up table with periodical and dynamic checkpoints.
- Common reporting and planning weeks aimed to forge a common understanding and vision among staff on what was done and what should be done next.
- The project management system – called IRMA – is used to collect, collate, synthesize project data and analyse the performance of the programme
- The project appraisal form for assessing relevance, quality and risks of the project plans, coupled with project management guidelines.
- Project planning and reporting guidelines for the SASK implementing partners with specific instructions for the necessary analyses required in result-oriented planning

Source: Silfverberg, 2016.

The participatory partnership approach of SASK programme and project planning, respecting a wide range of interests, presents a challenge to a truly programmatic approach. Despite the recent efforts towards streamlining and the use of “an objective-oriented approach” in planning (Silfverberg, 2016), the SASK project portfolio remains large and rather fragmented. The objectives remain at such a generic level that the variation among activities placed under them can be considerable. Already the 2016 evaluation found that strong ownership by partners may lead to fragmentation of the SASK programme, as partners’ needs and demands are very varied (Seppo & Mustonen, 2016). Indeed, the regional strategies and country level plans “are always a compromise of the interests” more than a result of objective setting (Silfverberg, 2016). For example, with regard to the Nepal case study, the ongoing SASK support is fairly thinly spread across several small and diverse individual projects, ranging from support to informal health workers and prevention of child labour, to support from trade union organization within Nepalese banks. Overall, while efforts have been made towards strengthening the country focus at the programme-level, projects have remained very diverse in terms of sectors and themes within country portfolios. As SASK depends on matching funds from its members for its overall budget, the choice of sectors within individual partner countries tends to favour those sectors where the Finnish members are active.

Recently, SASK has started a process to revise its planning and decision-making structure by allocating more project specific decision-making to sectoral meetings and enabling the Board to focus more on strategic issues (SASK, 2016f). This is partly a response to the 2016 evaluation that found the structure of SASK to be complex and challenging with easily conflicting interests between stakeholders. It stated that SASK lacks “common vision and strategic leadership”, owing also the varied “understanding of the role of SASK and the role of its member unions [...] among the members, the owners of SASK”. The organisational mission of SASK was found to be vague and its mandate limited with unclear division of responsibilities across the hierarchy. In particular, efficiency of decision-making was seen as hampered by the unclear role of the

The participatory partnership approach of SASK planning presents a challenge to a truly programmatic approach

The objectives remain at such a generic level that the variation among activities placed under them can be considerable

Finnish trade unions towards SASK and SASK towards them - “too much time is allocated for operational issues [...] by the [Executive] Board, at the expense of strategic level issues” (Seppo & Mustonen, 2016, p. 40-42).

Project and partner selection

The initiation and selection of individual SASK projects has recently begun to be largely driven by the staff of the SASK secretariat - previously, the Finnish trade union members of SASK had more room for initiating individual projects, often jointly with the GUFs they were affiliated in. Based on stakeholder consultations, the process of preparing individual projects takes nowadays the following steps in general:

- Identification of project ideas by SASK staff, GUFs or local partners
- Finding the co-financing from the Finnish trade unions
- Contacts with GUFs and local partners
- Local fact-finding and situation analysis
- Draft concept notes / proposals to SASK for discussion, appraisal and approval
- Fine tuning of project proposal
- Project approval

Considering the participatory approach, partner selection is a key element affecting the overall development co-operation programme of SASK. Relevance, representativeness, collaboration with the trade union movement and civil society, existing capacity and added value of partners, were highlighted as the key criteria for selecting them according to the 2012-2016 strategy (Box 9). This new strategy also responded to the 2011 audit commissioned by the MFA, which had identified the project identification and selection as a challenge for SASK, with no clear project selection tool in place (KPMG, 2011).

Box 9. Partner selection criteria

Basis for selecting international partners:

- Their representativeness and the coherence with the programme of SASK.
- Functioning collaboration with at least one member organisation of SASK.
- Administrative capacity and added value in a target country.

Criteria for selecting partners for bilateral cooperation:

- Work within the trade union movement or in closely related sectors.
- Work rooted in local civil society and strengthening civil society.
- Genuine representation of member workers within their sector.
- Collaboration with the international trade union movement and capacity to use that support to strengthen their national network.

Source: SASK, 2011a

In practice, SASK programmes often carry on ongoing projects from previous programme cycles as well as relying on well-known partners and networks from previous periods. According to stakeholders consulted, an estimated 30-40% of the projects have been continued in the next programme with three-year cycles, although this share has clearly decreased recently in line with the MFA budget cuts. As to the multinational implementation approach, the long-term networks and contacts with the GUFs are historical and actively maintained also through the Finnish member trade unions. The local bilateral partners tend to be selected based on historic contacts and/or assessment at the local level - with a one year pilot project approach sometimes applied to test the suitability of new partners. In general, the potential new partners are initially assessed by the SASK Regional Coordinators present on the ground through informal networking, covering also issues such as administrative, financial, staff and linguistic capacity.

The majority of SASK work over the evaluation period was implemented with a multinational approach through GUFs rather than directly with bilateral partners (Annex 9). The following reasons were forwarded by SASK staff and stakeholders:

- The GUFs have more influence than SASK alone to promote partner trade unions to work together and the participation of the GUF is particularly essential for achieving national or sectoral level results such as changes in the legislation. For example, GUFs can bring trade unions together along sectoral lines that sometimes crosscut the dividing lines between different trade union centrals, as in the case of Nepal.
- The multilateral approach is seen relevant when local trade unions partners and beneficiaries have weak organisational capacities and working with the GUFs is easier in terms of administration, as some local partners do not have the capacity to carry out SASK projects without closer assistance.
- Working with GUFs allows regional approaches beyond national borders.
- SASK partners appreciate the co-operation with the GUFs and support provided during implementation is considered to be of good quality.

In turn, the bilateral work can be deemed more relevant especially in cases, where groups of workers are not affiliated with any GUF, such as the work on the informal sector. Sometimes the GUFs may also not be interested in a particular project that SASK and the Finnish trade unions find particularly relevant and promising.

Human resources

The secretariat of SASK is small - led by the Executive Director and consisting of officers and administrative staff. At the end of 2016, the SASK secretariat had some 14 full-time and two part-time staff in Helsinki, coupled with three full-time and two part-time regional coordinators in the field (Box 10). Overall, SASK staff has remained stable over time. During the programme period 2012-2015, the average number of staff was about 20 people and during the programme period 2012-2015 about 18 people (SASK, 2012; SASK, 2015b). Recently,

In practice, SASK programmes often carry on ongoing projects from previous programme cycles as well as relying on well-known partners and networks from previous periods

The majority of SASK work over the evaluation period was implemented through GUFs

The professionalism of the SASK staff is widely valued by SASK members, implementing partners and other stakeholders

MFA funding cuts have led to temporary layoffs and some staff reductions, especially regarding the cut of the West Africa program and merging of the West Africa Regional Coordinator position into the overall Africa coordinator position. In addition to the staff time of the SASK office, SASK member unions allocate some staff time for individual project activities, either in terms of monitoring visits or even through capacity building sessions.

Box 10. Staff of SASK secretariat

In 2016, the SASK secretariat in Helsinki included:

- The Executive Director
- Five staff for international operations – A Head of International Operations, three International Operations Officers and an International Operations Assistant.
- Three staff for communication – An Officer for Fundraising Activities and a Quality and Development Manager.
- Four staff for administration – The Head of Administration, a Fundraising Coordinator, an Accountant as well as an Administrative and Human Resource Assistant.

In addition, SASK had five full- or part-time Regional Coordinators in the field, namely in:

- South-East Asia and Pacific
- South Asia
- Latin America and the Caribbean
- Southern Africa
- West Africa – ended in 2016.

Source: Provided by SASK to the Evaluation Team

The professionalism of the SASK staff is widely valued by SASK members, implementing partners and other stakeholders, as could be confirmed in interviews. Competent personnel for planning, project management and analysis was identified as one of the key strengths to SASK as part of its strategic work (SASK, 2008a; SASK, 2011a). Most of the SASK staff has a higher educational degree and long professional experience in the field of international development or other relevant field. SASK also carries out staff annual performance and development discussions as well as annual competence assessments affecting salaries.

The division of work within the SASK secretariat has recently moved from a structure based on a geographic task-division, to a structure based on a sectoral task division. Under this structure, the International Operations Officers and the Regional Coordinators “are jointly responsible for ensuring that projects are managed in accordance with SASK’s programme and project work guidelines and the respective schedules, making use of the project administration system” (SASK, 2016d). The International Operations Officers of SASK are each responsible for certain sectors, while the Regional Coordinators support the work done at country and regional level. In line with the overall emphasis of increasingly sectoral work within the overall project portfolio, the stakeholders interviewed indicate that the aim of this new structure is to increase

also the sectoral expertise and focal points within the SASK secretariat. It can also allow more crosschecking and exchange of experiences in sectors at the global level and in international supply chains. At the same time, the structure of one-person regional representation serving various countries is light and presents limitations, as the regional coordinator has to divide his/her time between a considerable number of partners and countries. In both Nepal and Mozambique stakeholders confirmed that while SASK is present and active in coordination, there is limited time to do so.

Apart from administrative and fundraising personnel, most of the SASK staff time is allocated to the PBS funded development programme, although there are no specific allocations of earmarked staff time for the CCOs. The CCOs - in particular gender equality and youth participation - are addressed in a cross-cutting manner across the programme.

Financial management

SASK has complied with the requirement of the MFA that PBS support to the SASK programme cannot be more than 85%. The percentage of self-finance over the past years has gradually declined from 20% to 15%, but this has stayed within the requirements over the evaluation period 2010-2016 (Annex 9).

In general, SASK financial reports have been accepted by the MFA and, over the recent years, SASK has worked on improving its internal planning, reporting and financial management systems. In 2011, MFA commissioned an external audit of SASK (Annex 7) that identified a considerable number of risks. While this considerable number of risks seems critical, the main findings of the audit were quite positive (Annex 15). For example, the administration of SASK was found to be efficient and management was functioning in accordance with the MFA instructions and relevant laws. SASK was also seen as an organization working to improve its operations (KPMG, 2011). In 2016, the SASK board approved new financial guidelines, programme and project work guidelines and travel guidelines (SASK, 2016a; SASK, 2016d, SASK, 2016e). These guidelines serve to check and control costs of operations and to ensure that there cannot be any cases of misconduct or fraud. In the past, a case of fraud by a partner in Indonesia was first managed internally by the SASK staff and eventually an external audit was commissioned to deal with the situation (SASK, 2012).

SASK has not been able to fully spend its annual budget throughout the evaluation period, usually carrying over around 10% of its budget surplus to the following year - varying from 2% in 2011 to 22% in 2015 (Annex 9). On the one hand, this is in itself an indicator of some inefficiency in achieving full budget-depletion. The 2016 evaluation found that SASK work is marked by overall financial inefficiency - with a considerable annual surplus as “a symptom of several structural and functional imbalances based on the complex and thus demanding organisational setting and sphere of work”. In particular, efficiency of project implementation was hindered by the low capacity of implementing partners (Seppo & Mustonen, 2016). On the other hand, it should also be recognised that this carrying over allows SASK to build in some flexibility in its planning and operations. The surplus has allowed SASK to mitigate the recent cuts

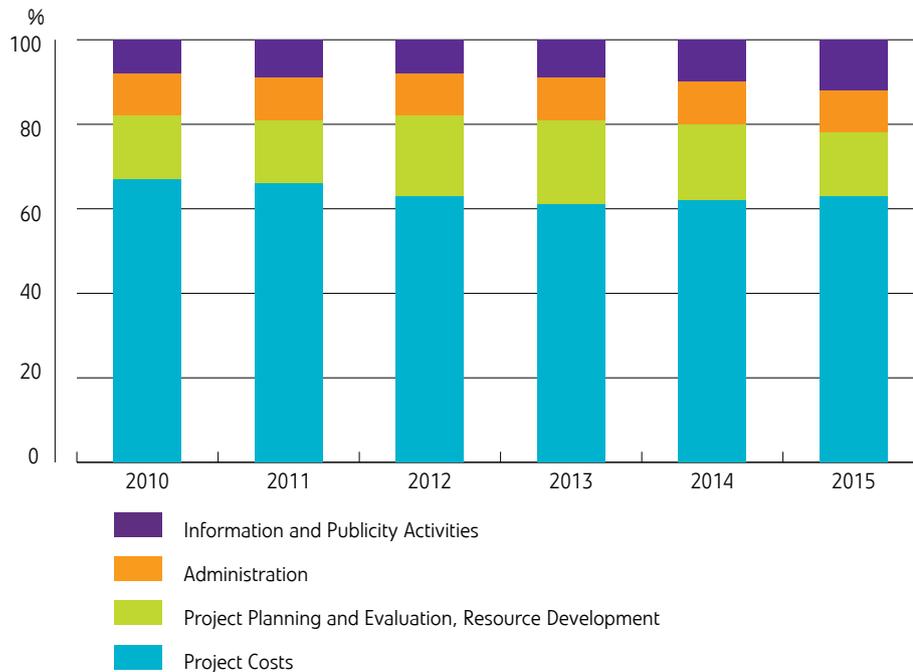
Most of the SASK staff time is allocated to the PBS funded development programme

SASK has not been able to fully spend its annual budget usually carrying over around 10% of its budget surplus to the following year

The administrative costs of SASK are at the generally acceptable levels

in MFA funding, as a share of the not-yet allocated budget for 2015 has been carried over to 2016 to compensate for some of the decrease in funding. This, coupled with reductions in administrative costs and staff time, has allowed SASK to continue most of its project and partner commitments and to further implement its gradual process of concentration of resources.

Figure 7: Percentage of SASK programme expenditures in 2010-2015 by cost type



Source: SASK (financial data provided to evaluation team in December 2016)

Overall, the administrative costs of SASK are at the generally acceptable levels (Figure 7). Project implementation expenditures have taken roughly between 60% and 65% of the programme expenditures throughout the period under evaluation. The share of expenditures on information and publicity activities has gradually increased from 8% in 2010 to 11% in 2015, illustrating a slightly stronger effort of SASK in these activities in the last period. The expenditures for project planning, evaluation and resource development and expenditures on administration have remained roughly the same in this period at 17% and 10%, respectively. These figures are reasonable in comparison with generally accepted percentages for administration and project management costs. This is particularly so, because the project planning, evaluation and resource development expenditures also include the capacity development investments in SASK and SASK partners, and are contributing to the programme objective of stronger unions. Most of the SASK project support to developing countries is channelled through GUFs and this also entails that some of the resources remain in these GUFs to cover for administration and management costs of the project. The 2011 audit found that there are additional transfer and reporting layers adding to administrative burdens in projects implemented through GUFs, although no mayor problems were encountered, except for currency exchange losses.

Risk Management

The new programme framework of SASK for the period 2015-2017 states that in 2014 a risk management system was introduced “to identify and assess risks related to SASK’s operations. The system defines the responsibilities and actions to minimise the detected risks and the effects of possibly materialising risks’ (SASK, 2014b, p. 25).

This illustrates that risk management is quite new to SASK and limited experience is built in this area. As a new feature, the overall management SASK guidelines currently include a risk matrix and follow-up table with periodical and dynamic checkpoints. In line with this, an objective-oriented LFA used at the project-level, which includes assumptions and risk management considerations (Silfverberg, 2016). As development of these new instruments is recent, there is still little information of its actual use.

In addition to a specific risk management system introduced in 2014, in 2016 SASK worked on a revision of several policy and regulations documents. In the beginning of the year the board approved three different guidelines documents: Financial guidelines, programme and project work guidelines and travel guidelines (SASK, 2016a; SASK, 2016d; SASK, 2016e). These guidelines serve to check and control costs of operations and to ensure that there cannot be any cases of misconduct or fraud.

Partners and SASK staff itself indicate that financial and narrative reporting requirements are manageable and have not caused significant bottlenecks in project implementation

Monitoring, reporting and evaluation

As an important part of the work of its staff, SASK conducts regular monitoring of project implementation with possible implications on project closure, continuity and/or re-direction. This is done through annual and mid-term reporting on implementation and funding, coupled with project monitoring visits, regular contact, document reviews and the specific IRMA project management system analysis - established in its current form in 2012. Annual project reviews are conducted mainly as the own processes by partners and participants with SASK participation, but without SASK guidelines (Silfverberg, 2016). The Regional Coordinators located close to the project activities are in charge of monitoring the implementation and outputs of individual projects as well as of providing the implementing partners with support in case of need (SASK, 2016d). In general and as indicated in the interviews, the staff of SASK trade union members that co-finance specific projects regularly participate in the monitoring visits from Helsinki, together with the staff from the SASK headquarters (SASK, 2016d; Silfverberg, 2016). For communication and global education in particular, monitoring is based on statistical and content analyses of media hits, web-based inquiries for participants and opinion surveys (Silfverberg, 2016).

At the programme level, SASK reports quantitative and qualitative data to the MFA in a rather flexible and somewhat variable manner, as the MFA has not presented SASK with very precise reporting requirements. The programme-level reporting - done through annual reporting to the MFA and mid-term

Risk management is quite new to SASK

SASK conducts regular monitoring of project implementation with possible implications on project closure, continuity and/or re-direction

The reported data has generally focused on outputs and selected outcomes relevant to the strengthening of the trade union movement, but less on impact in the external environment

Much of the collected and reported development co-operation data provides insufficient information on the context, baseline and outcomes obtained

reviews by SASK staff - compares achievements with the initial plans. While the reported data has somewhat differed across the programmes (SASK, 2012; SASK, 2015b; SASK, 2016c), it has generally focused on outputs and selected outcomes relevant to the strengthening of the trade union movement, but less on impact in the external environment (Annex 12). The SASK programmes “are focused on achieving change at the level of the trade unions participating in and benefiting from interventions that receive SASK support”. The wider impact in terms of “social change in both the well-being of the union members (or workers in specific sectors) or changes in national policies, legislation or systems” is not measured, as the three-year time-scope is seen as too short for this (Silfverberg, 2016). This finding is also confirmed during the interviews, while partners and SASK staff indicate that financial and narrative reporting requirements are manageable. As to the CCOs in the Finnish development policies, SASK has reported selected qualitative achievements and some gender disaggregated quantitative data, especially with regard to participants in various activities at output level. Related to HRBA, SASK also discusses the impact of its work from the workers’ rights perspective and aims to disseminate information of its work through its communication activities in Finland. The quantitative data reported to the MFA has been selected from the IRMA monitoring data that contains over 50 individual indicators that have changed over the evaluation period and especially in 2015 (Annex 13; Annex 14). The majority of these indicators focuses on the output level.

In addition, SASK has commissioned two external programme level evaluations covering the 2010–2016 evaluation period as well as many project evaluations and a few organizational assessments (Annex 16) - although the use of M&E information has not been very systematic so far at the programme or organizational level (Silfverberg, 2016). A programme-level evaluation on SASK was finalized in 2016 and a meta-evaluation of SASK project evaluations 2009–2014 summarized and drew conclusions on individual SASK project evaluations for further development of SASK activities (Seppo & Mustonen, 2016; Vormisto, 2014). As an important step forward in assessing the impact of its work, SASK has also recently commissioned a specific country case study applying quasi-experimental research methods (Landy, Kangasniemi & Pirttilä, Forthcoming). Some 20 external evaluations were conducted for some 203 projects active under the evaluation period, SASK reports that external project evaluations are conducted at the end of project, end of two project cycles or at points where the focus of project cooperation is about to change significantly. Results are reported to be applied “whenever possible, practical and relevant” (Silfverberg, 2016) and SASK has an evaluation guideline that follows the OECD/DAC and MFA guidelines. At the level of SASK itself, four organisational assessments covering annual reporting, regional offices, personnel management systems, and communication as a function were realised by its internal auditor in 2013–2015 (Silfverberg, 2016).

In practice, much of the collected and reported development co-operation data provides insufficient information on the context, baseline and outcomes obtained (Annex 12; Annex 13; Annex 14). The 2014 meta-evaluation found that the project effectiveness is hindered by too high an ambition-level and/or unclear objectives, expected results or indicators - in particular, little out-

come and achievement reporting was available (Vormisto, 2014). According to the 2016 evaluation, process efficiency in implementation is hindered by the strong emphasis on partner ownership marked by (too much) flexibility with regard to requirements and deadlines. Efficiency of SASK procedures has room for further improvement in terms of basic RBM tools such as “baselines and end lines, exit plans, and systematic evaluations” (Seppo & Mustonen, 2016). The analysis of IRMA data, selected project reports and observations of selected projects and interviews of partners in Nepal and Mozambique confirm these earlier findings. Reports are generally very basic and output focused, and if there is results and outcome information available it usually refers to organisational capacity development of the trade unions themselves, and much less on the wider impact in society.

Data reported to the MFA seems fairly fragmented over specific projects and countries - an overall analysis and synthesis is not provided. Data does not allow a more analytical overview and assessment of outcome level changes achieved in the SASK programme as a whole. The large number of individual SASK activities further contributes to this fragmentation in reporting. At the same time, many of the reported achievements seem to implicitly refer to specific projects, although those projects are not explicitly linked to the achievements. Reporting on communication and global education is done but also mainly at the output level, providing little insight in broader outcome level achievements.

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 SASK work?
- Has the MFA incentivized and supported results-based management by the SASK?

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

Exchange of information and dialogue between SASK and the MFA has been perceived as good and constructive by both sides. The guidance received from the MFA on administrative requirements has been sufficient and there have not been any major issues related to narrative and financial reports during the period under evaluation. The MFA has been seen as rather flexible, for example, by allowing SASK to carry-over some of the budget for 2015 to 2016 in order to mitigate the funding cuts - although the cuts could have been officially communicated in a timelier manner.

Based on information from stakeholder consultations, the dialogue and cooperation with the MFA has remained largely administrative over the evaluation period. The staff resources at the civil society unit (KEO-30) at MFA to manage and administrate the PBS agreement with SASK are limited. The responsible desk-officer manages several relations with PBS and other partners and all these partners are also very diverse in terms of scope and operations. The time available for managing a specific PBS-relation is less than 10% of full time staff position. This leaves limited time for a more content-specific dialogue and

Exchange of information and dialogue between SASK and the MFA has been perceived as good and constructive

The staff resources at the civil society unit at MFA to manage and administrate the PBS agreement with SASK are limited

SASK programmes seem to have been effective overall in terms of outputs such as the number of trainings, events, researches or studies conducted and in terms of people reached

monitoring visits in the field - for example, the current KEO-30 officer for SASK has not yet visited projects and partners of SASK in the field. The yearly consultation meetings are also seen as very limited and not very timely to enable good, results-based feedback on previous year's reporting and next year's planning. This means that the dialogue has not been very helpful to steer and provide critical views to the PBS programme development of SASK, particularly with respect to content or outcomes.

Recently the dialogue between the MFA and SASK has developed further, as the MFA thematic advisor on economic affairs participated in the last 2016 consultation meeting between KEO-30 and SASK. This was very much appreciated by SASK, as it enabled a more content-specific dialogue with the MFA particularly on economic development issues. This is even timelier, as the new Finnish Development Policy mentions that "cooperation with the private sector deepens development impact. Finland promotes the consolidation of the developing countries' own economic base. This calls for CSR and the creation of jobs in developing countries. These will help developing countries to cover their own spending in the future" (MFA, 2016a, p. 39).

Although the PBS funding framework has enabled SASK to engage in multi-annual planning and programmatic approaches, these possibilities have not been fully used by SASK. SASK's global programme is still largely project-based, consisting of many different partners in different countries. The PBS framework therefore is largely consisting of a specific portfolio of many projects. More recently, in 2016, SASK has shifted from a regional task-division in its team to a thematic task-division. This might enable a more thematic (and therefore a programmatic) approach, but it is still too early to see the effects of this change.

4.4 Effectiveness

4.4.1 Achievement of outputs

In this section, the evaluators assess:

- Have SASK outputs matched the intended targets?
- Have SASK 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.

Based on the aggregate data available, SASK programmes seem to have been effective overall in terms of outputs such as the number of trainings, events, researches or studies conducted and in terms of people reached by these outputs. SASK has supported roughly some 2,000-3,000 trainings within each of its three-year programmes covered by the evaluation period, coupled with some 2,500-3,000 organization and advocacy events and 100-200 research and studies mainly on industry-specific topics. The most common topics for training have covered trade union movement and organisation, whereas direct member recruitment campaigns have been the clear focus of organization and advocacy events. Under the 2009-2011 programme, SASK supported work reached some

650,000 people in total - 119% implementation rate against the planned objective - with a budget of € 11.8 million spread across 65 countries and 127 projects. Under the subsequent 2012-2014 programme, about 350,000 people were reached with the budget of € 8.6 million distributed over 58 countries and 113 projects. Some 170,000 people were reached in 2015 with an annual budget of € 5.2 million for 42 countries and 64 projects overall (Annex 12). IRMA data available shows above 90% implementation rates for activities supported during years 2012-2013, but only about 50-80% rates for 2014-2015 (Annex 13) - reflecting the MFA budget cuts and downsizing of the programme. At the individual project level, most of the 20 projects included in a meta-evaluation of SASK projects in the period 2009-2014 were found to be effective in at least partially achieving their objectives. Three projects were assessed weak or unsatisfactory (Vormisto, 2014).

SASK reports on gender as a CCO in its programme with some improvement in term of female participation. Participation of women in SASK supported activities seem to have increased over time and is generally at a reasonable level - considering that the participation of women in the labour force in the sectors organised by trade unions is still not strong and the trade union organisations traditionally have a strong male-dominated environment, particularly at the leadership level. The average proportion of women of all people reached was 35% for the 2012-2014 programme period and 36% in 2015 - clearly up from 19% for reported for the 2009-2011 period (Annex 12). The field case study of Nepal confirmed that women's participation and advancement was prioritised in many projects, although the Mozambican case study showed more mixed results. Several stakeholders in the trade union organisations stated that the increased attention to women in planning and reporting of activities is largely happening as a result of external pressure of international partners and real ownership and commitment to gender-equality in the trade unions might be much weaker than reflected in reporting. Moreover, gender-awareness in the trade unions remains limited mostly to increasing the numbers of women in unions, but no other aspects.

Although there is little aggregate information on the overall quality of the large number of the SASK activities, individual projects and activities can showcase positive stories. According to the 2014 meta-evaluation, SASK projects "provided training and education activities [that] were seen important for increasing the effectiveness" in terms of increasing "the capacities and confidence of unions especially to participate in collective bargaining processes". In particular, active project participation is seen as contributing to effectiveness as it, for example, "increased cooperation between them, more effective participation of union leaders and members to activities of union movement, and in some cases also to changed organisational structures of unions" (Vormisto, 2014, p. 3). Along these lines, also the 2016 evaluation found that, while training has a strong position in the SASK programme, "there are many examples where training has increased the capacity of unions to negotiate collective bargaining agreements and to participate in different negotiation processes" (Seppo & Mustonen, 2016, p. 44). As to the research and studies in particular, they seem as essential in increasing trade union capacity to lobby for the improved workers' rights with solid enough arguments.

Participation of women in SASK supported activities seem to have increased over time and is generally at a reasonable level

Field case studies to Nepal and Mozambique point towards some improvement needs with regard to long-term and comprehensive approach to capacity development

Interviews during field case studies to Nepal and Mozambique point also towards some improvement needs with regard to long-term and comprehensive approach to capacity development. Although partners and stakeholders generally express satisfaction with the quality and contents of the SASK supported training courses, there is also criticism voiced. Trainings are generally short classroom events focusing on a limited number of aspects, mostly at the introductory and basic level on basic issues of recruiting and organising workers, collective bargaining and/or occupational health and safety. The trainings are usually not followed up by further capacity development, on-the-job training or by more in-depth mentoring. Sometimes training-of-trainers (ToT) approaches are followed, but it is not clear how such ToTs lead to effective further replication of training contents. Also it is stated by some that the top-level trade union leaders or senior staff receive little in-depth and specialised training. This limits the effects of capacity development mostly to internal trade union affairs and not to increased effectiveness in participation in bi-partite or tri-partite social dialogue forums, where private sector and government representatives usually come better prepared and with specialised expertise up to the senior economist level. In the case of Mozambique, for example, while the presence and actions of trade unions in a national advisory commission on labour - Comissão Consultiva do Trabalho (CCT) - are noticed by the employers and government, it is indicated that the trade unions still have limited technical capacity to be effective in the commission.

Also in the area of awareness raising, development education and advocacy in Finland there is little aggregate information on quantity of outputs, although the overall activity portfolio seems very well adjusted to the main target groups of SASK (Box 11). In particular, the Decent Work Ambassador network and training programme has been seen as effective and appreciated according to stakeholder interviews. The participation of member unions in project missions with SASK strengthens also the experience base for education and awareness raising activities among the SASK member unions in Finland.

Box 11. Development education and advocacy by SASK

The concrete development education and communication activities include:

- Decent Work Ambassador -network and training programme
- National SASK solidarity event
- Learning materials on SASK themes
- World as our Workplace - magazine series
- Research report production and publication with partner such as Finnwatch
- Guest lectures, seminars and training sessions
- Study visits between developing partners and Finland
- Campaign materials such as videos, photos and presentations
- Online communication, social media and newsletter and other leveraging of SASK networks
- Media contacts

Source: SASK, 2011b; SASK, 2013d; SASK, 2014a; SASK, 2015b.

4.4.2 Achievement of outcomes

In this section, the evaluators assess:

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

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

SASK reports successes especially in terms of outcomes related to trade union strengthening and increased organization in trade unions, although increasing trade union membership fees seems to be less reported. In particular, increasing trade union membership is seen as the key element for increasing trade union strength and enabling them to effectively bargaining power for improvements. Under the 2012-2014 programme, new trade union members were recruited by SASK partners in especially Asia (nearly 300,000), but also in Africa (nearly 70,000) and Latin America and the Caribbean (nearly 40,000). The Nepal case study confirmed the increasing trend of organization also in the informal sector - with a clear difference between membership increases and fee-paying membership increases. In Asia, also almost 500 new workplace-based associations were established. Under the 2009-2011 programme, SASK partners recruited over 400,000 new trade union members in total - 158% against the planned objective - and new trade unions (about 300) or workplace based associations (over 600) were established especially in Asia. Also increases in trade union membership fees were reported over that time in several countries and/or trade unions in Asia. The number of new trade union numbers was over 120 000 in total in 2015 (SASK, 2012; SASK, 2015b; SASK, 2016c; Annex 12).

Improved co-operation among trade unions, coupled with trade union networking and participation in processes, have also been reported by SASK - and these are important steps in a path of increasing trade union bargaining power towards improvements in national legislation for better lives for all. Three new trade union fusions and nine co-operation processes were reported for 2015, while 12 trade unions participated in legislation processes. For the 2012-2014 programme, several new trade union co-operation processes were reported for Asia (12) and the Latin America and the Caribbean (58), whereas over 100 trade unions were participating in such processes in Asia. For example, particular achievements included the establishment of a new confederation based on sectoral organization - trade Union Central in the Philippines (SENTRO) - in the Philippines and a platform for co-operation between various politically fragmented confederations - (JTUCC - in Nepal. As showcased through the Nepal case study, support for the trade union unification processes through JTUCC has potential to increase trade union influence on policy makers and wider development on Nepal especially through the ongoing - although very slow - processes towards the new labour and social security laws. Trade unions were also participating in larger societal changes processes in Latin America in 2012-2014 - on issues such as democratization in Colombia, prevention of water privatisation in the Andean region or female literacy in Haiti. Over the

SASK reports successes especially in terms of trade union strengthening and increased organization in trade unions

Improved co-operation among trade unions, coupled with trade union networking and participation in processes are important steps in a path of increasing trade union bargaining power towards improvements in national legislation

SASK has achieved new or improvement collective agreements as well as reporting improved organization rights in several countries

SASK work has been reported to contribute to a few ILO ratifications or other improvements in national legislation

The lack of information on the context, the related projects and the baseline of the reported outcomes make it difficult to assess the significance of the change

2009–2011 period, new trade unions federations were established in Asia (9) and Latin America and the Caribbean (12) and two new co-operation processes also started in Asia. Trade unions were participating in over 30 networks or forums in Latin America and the Caribbean as well as in societal change processes in Brazil, Colombia, Indonesia, Peru and the Philippines (SASK, 2012; SASK, 2015b; SASK, 2016c; Annex 12).

Furthermore, SASK has achieved outcomes related to new or improvement collective agreements - highlighting also some more direct benefits for individuals - as well as reporting improved organization rights in several countries. Rights to organize were improved in China, Indonesia, Thailand and Vietnam in 2012–2014 and in Brazil, Philippines and Thailand in 2009–2011. SASK-supported partners, particularly in Asia, have also been able to negotiate better collective agreements - nearly 130 new agreements in total in 2015, over 420 in 2012–2014 and nearly 120 in 2009–2011. In some cases, such as those of India and Nepal, the agreements included stipulations on banning child labour. SASK has also reported some exemplary benefits that those negotiation process and agreements have brought to individuals - such as better income or employment contracts (SASK, 2012; SASK, 2015b; SASK, 2016c; Annex 12).

In addition to strengthening the trade union movement and improving general agreements, mainly on a sectoral, workplace or local basis, SASK work has been reported to contribute to a few ILO ratifications or other improvements in national legislation. Requiring persistent longer term efforts, these can be considered significant achievements towards the Finnish development policy objectives, as they have potential longer term positive impact to the lives of large, often poor or vulnerable segments of the population - if eventually implemented. The trade union campaigns involving SASK partners led to the ratification of ILO Convention 189 on the rights of domestic workers in the Philippines, the enactment of the Domestic Workers Law the following year, as well as to the abolition of “false volunteering” in public hospitals over the 2012–2014 period. Less well-off women tend commonly to work in both sectors. ‘False volunteering’ refers to a practice among newly graduate nurses to work in hospitals with no pay or allowances in exchange for a certificate of work experience. In Nepal, the national minimum wage was reported to have increased by 62% due to the trade union advocacy. During the 2009–2011 programme, the ILO Convention on the organization in the public sector was ratified in Brazil, while improvements in social security for all workers were obtained in Indonesia due to lobbying by metal workers’ unions (SASK, 2012; SASK, 2015b; SASK, 2016c; Annex 12).

However, apart from some clear achievements such as the ILO ratifications, the lack of information on the context, the related projects and the baseline of the reported outcomes make it difficult to assess the significance - or possibly unintended direction - of the change. For example, the major increases in numbers concerning Asia seem to refer largely to a few countries with some of the world’s largest (working) populations (SASK, 2015b) - and in this context even a seemingly large increase in absolute numbers can be relatively small, although significant in increasingly difficult working environments. Furthermore, the Nepal and Mozambique case-studies showed, for example, that reporting of simple percentage increases in minimum wage as an achievement of the trade union work can be misleading, when the actual change in real terms is in fact

negative and unintended - when taking into consideration the even higher inflation and growth rates in the country at the time.

As to the CCOs of the Finnish development policy, although SASK reports some information on participation of women at the output level, there is less positive information on the outcomes. While there is variation across country contexts, the 2014 meta-evaluation on selected SASK projects suggested that the most challenging issue in most projects was “promoting gender equality and to advance in objectives related to gender equality”. It was observed that many unions lack gender policies, “there are still very few women in the leading positions of the unions” or other “practical actions” (Vormisto, 2014, p. 4).

With regard to development education, SASK seems to have been successful in terms of awareness-raising mainly within the Finnish trade union movement - although there is no precise trend data reported. Anecdotal evidence suggests that the interest towards trainings and events organized by SASK has grown steadily among active trade union members. For example, the Decent Work Ambassador network training programme and study visits to partner countries have received more applications than there were places available. SASK has also been increasingly receiving request to provide its expertise for various other organizations as well as being mentioned in the Finnish media. In social media, the number of followers of SASK work has been reported to grow on Facebook (up to 15,000-20,000 visitors 2014), Twitter (about 8,000 followers) and SASK webpage (up to 23,000 visitors) in 2014 (SASK, 2015b).

4.4.3 Contribution to outcomes

In this section, the evaluators assess:

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

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

The links between outputs and outcomes of SASK work are well justified overall, especially considering the generally very long-term processes SASK and its partners are engaged in - highlighting also the importance of a longer-term time horizon. The various SASK-supported trainings on trade union work can build capacity of the local partners to enable them to enhance their member recruitment, together with organization events supported by SASK. This is also the case with various trainings on collective agreements and negotiation skills, as well as other issues related to the rights of the workers and the democratic trade union movement. The information obtained through SASK-supported research and studies can build ground for successes through effective bargaining - for example in Ghana, SASK-supported research findings were used as a tool to lobby Chinese multinational companies to respect the national labour legislation during the 2012-2014 programme period. Moreover, many of the achievements can be seen as results of long-term advocacy and trust-building support from SASK. For example, the campaign and lobbying work towards the ratification of ILO Convention 189 in 2012-2014 in the Philippines started already during the previous programme period. Similarly, the establishment on

Many of the achievements can be seen as results of long-term advocacy and trust-building support from SASK

Considering the insufficient baseline and contextual information reported, it is difficult to assess the specific contribution of SASK to various outcomes

Reporting on external impact is limited and this is particularly so at the aggregate programme level reporting

SENTRO in the Philippines in 2012 was a result of long-term efforts from SASK that built trust among different stakeholders.

However, context does have also an impact on the achievement of the reported outcomes - many of which seem to refer to specific successful endeavours. For example, while SASK reported an increase of 39,500 new trade union members in Latin America the 2012-2014 development programme, this number included some 30,000 members in Brazil in the context of the Football World Championship (SASK, 2015b). Considering the insufficient baseline and contextual information reported, it is difficult to assess the specific contribution of SASK to various outcomes. Many of the reported achievements seem to also refer also to specific sectors and/or countries - this suggests that they may be results of a few successful projects and prompting a question on what is happening with the rest of the large project portfolio. The picture is likely to be quite diverse, partly also due to long-term nature of the SASK work and various stages that different projects are at (SASK, 2012; SASK, 2015b; SASK, 2016c).

Furthermore, although the large majority of the SASK support to partner trade unions is formed by the PBS, coupled with co-financing and in-kind support from the Finnish member unions, many SASK partners receive also support from other TUSOs as well as collecting membership fees. Since SASK support is not always earmarked to specific projects or several projects work towards a common goal in a longer term, it is not possible to distinguish the contributions of SASK and the PBS from other support towards similar goals. Rather, SASK has contributed - from its part and jointly with others - towards the common goals of the trade union movement. For example, the case-study of Nepal showcased that many SASK supported partners received support also from sister organizations such as the Friedrich-Ebert-Stiftung (FES) in Germany or the Union to Union in Sweden.

4.5 Impact

In this section, the evaluators assess:

- How well can the SASK development co-operation outcomes be linked to a wider impact?

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

Reports of SASK and of partners generally present a mix of outputs and longer-term outcomes but are limited on external impact. This is due to the fact that the focus of SASK and its ToC (see section 4.1.5) are mainly focusing on capacity strengthening of trade unions and on strengthening linkages between different trade union organisations. Reporting on external impact is limited and this is particularly so at the aggregate programme level reporting. However, there are relevant impacts that can be identified in more specific project-level reporting and are sometimes mentioned on an anecdotic basis in overall programme

reporting. The following examples of impact of trade unions' actions in the external environment on economic development and poverty reduction can be given:

- Trade union unity: Although this effect corresponds more with immediate outcomes in the internal environment of trade unions, it can also be argued that improved unity of actions of trade unions enables increased influence of trade unions on labour related policy development in social dialogue at the national level, which is directly relevant for improving the legal and socio-economic position of workers. Increased recognition of the role and performance of trade unions in social dialogue mechanisms and forums by government and by employers' organisations is regularly reported;
- The influence of trade unions on the ILO labour-conventions has an indirect impact on improved legal protection and labour conditions of workers. The most commonly reported influence of trade unions is on general labour law, national and/or sectoral minimum wage setting, social protection and on occupational health and safety. While the inputs of the trade unions should be considered outcomes, after ratification of labour-related legislation, by-laws and programmes, the implementation of legislation produced impact in the form of improved protection of workers and their economic position. But this impact is, however, quite regularly weakened by the fact that compliance of ILO-labour conventions and labour-related legislation is not always effectively enforced by national governments;
- While CBAs at the specific enterprise level are more related to outcomes, there are also examples of sector-wide CBAs, and such CBAs have an impact on the labour conditions and salary levels of all workers in a specific sector, as well as for the non-unionised workers;
- In some limited and usually localised cases, income generation effects were reported in projects (like in the community forest project in Nepal), where union members have been engaged in income generation activities;
- In some cases the amount of labour rights violations reported to authorities were mentioned as an impact of the work of trade unions. However, this indicator is quite difficult to interpret, because on the one hand an increase of violations can indicate increased performance of trade unions in reporting such violations, but on the other hand the increase could also mean that the behaviour of employers has become less respectful for the rights of workers.

The field visits to Nepal and Mozambique confirm that at the specific project-level the impacts listed above are indeed obtained to a certain extent, although it should also be recognised that these impacts usually cannot be attributed to SASK only, but should be seen as a collective results of support of TUSSOs and ILO to the trade unions in these countries. The most important aspects of impact seen during the field visits in both countries are:

The influence of trade unions on the ILO labour-conventions has an indirect impact on improved legal protection and labour conditions of workers

Sector-wide CBAs have an impact on the labour conditions and salary levels of all workers in a specific sector

- Trade union partners of SASK have participated in national and sector minimum wage setting commissions and have contributed to the annual wage setting. However it is also an area where the results of the trade unions were not very powerful because minimum wage development in both Nepal and Mozambique has not been able to cope with increases of prices and inflation rates;
- The unions interviewed in both Nepal and Mozambique have been active in CBA processes and in many companies and some sectors, CBAs are in place. Particularly sector-level CBAs have an impact on poverty reduction in terms of improved labour conditions for workers and increased salary levels;
- In both Nepal and Mozambique the trade unions at the collective level have been able to play a recognised though modest role in social dialogue, in both countries in labour advisory councils. Their influence has mainly remained limited to minimum wage setting and access of worker to social protection mechanisms. Particularly the access of workers to social protection, like was achieved for domestic workers by the National Domestic Workers' Union (SINED) in Mozambique, has an high impact on poverty reduction for these workers, as they now have access to health services and pensions.

Specifically in Nepal, an important impact of the support of SASK (and other TUSSOs) has been the consolidation of the JTUCC in this country. The JTUCC, in spite of a difficult regional and national context of limited political support and internal division between different trade union centrals, has been able to continue its role as a unified mechanism for expression of the Nepalese trade union movement and for dialogue and negotiation with the Government.

In Mozambique this support to stronger collective operations and cooperation between different unions has also led to increased unity, but not as strong as in Nepal. But the role of the trade unions in tri-partite dialogue is recognised and appreciated by the other social partners.

It has already been noted that impact in the SASK projects is obtained in a difficult external environment that is gradually getting more difficult. This adverse influence of the external environment on impacts can be divided in two categories:

Political climate

The fact that the political environment becomes less favourable can be illustrated by an example observed during the Nepal evaluation visit. At the time of this visit, the Government had recently approved a new Industrial Enterprises Act that made it more difficult for trade unions to organise workers in certain industrial sectors. JTUCC has filed a recent complaint at ILO against the Government of Nepal to fight against several new pieces of legislation that put trade union activities in a more restricted framework.

This situation of increased political restrictions for trade union operations in companies, unfortunately, is a global trend that is also reported in other SASK programme countries, such as India, Bangladesh and in Central America.

External economic environment

Also the external economic environment is influencing the impact of trade unions considerably. An example of this was already cited before. Minimum wage setting results in Nepal and Mozambique were superseded (by and large) by inflation, rendering the impact of minimum wage increases on 'purchasing power' even negative.

Two other global economic trends further influence and reduce the possibilities for trade unions to organise workers and negotiate results for them:

- Contractual relations between employers and workers in the past decade have been increasing made more flexible. And more and more workers are driven to informality, through outsourcing of labour, flexible contracts, o-hour contracts and increased contracting of self-employed people;
- Increased labour migration: due to globalisation the global workforce increasingly moves around the globe and migrant workers can be very difficult to organise and protect, because it is often not clear which legal frameworks apply to them. The phenomenon of labour migration is very important for Nepal, for example, where it is has become the most important source of foreign currency income for the country and the main industrial sector.

It is important to recognise that some of the results and impacts are not so easy to measure and to assess. The problems of attribution, comparison with baselines were already mentioned before in section 4.4 but it is also important to realise that results and impacts materialise in a context with many other external influences, such as the ones mentioned above. This adds to the challenge of attribution.

To tackle this, SASK has embarked on a process to improve its capacity to measure and evaluate its impact in a more scientific and systematized way. It has recently realised a "Randomised Control Trial (RCT)" of the impact of a SASK supported development project in Zambia. It concerned a project to train union representatives targeting specific companies at cluster level in a membership campaign. In this RTC the effects of training in improving organizational capacities of unions, attitudes of employers and workers towards unions, perception of wage-development and improved awareness of labour issues by workers, were investigated.

The report on this RCT is currently available in draft form and it provides the following insights:

- Employees tend to resort to trade unions mostly on wage related issues, while other types of issues (work schedule, working hours, overtime etc.) are usually settled with direct supervisors;
- Discrimination of workers with respect to wage or task-descriptions has decreased significantly;
- Relationship and trust between employees and their unions has improved significantly;

Contractual relations between employers and workers have been made more flexible

Migrant workers can be very difficult to organise and protect

- Unions have been able to act as a bridge between workers and employers to exchange information and resolve conflicts;
- Incidence of overtime, unfair dismissal and forced work has decreased;
- Effects on occurrence of work related accidents and illness were not statistically relevant;
- Training and provision of information to workers by unions seems to have positive effects on workers' knowledge on how to solve and to whom to resort for labour related problems and conflicts. (Labour Institute Economic Research, Forthcoming)

While the RCT is an interesting attempt to improve quality and evidence-based impact information on project interventions and the specific contribution of SASK and its partners to results, the first pilot on the SASK project in Zambia, seems to suggest that it is difficult to identify statistically relevant differences between intervention and non-intervention situations.

The challenge of reliable impact measurement is still far from resolved and it should be noted that it is not only SASK that is facing this challenges. This challenge is faced by most, if not all, CSO partners funded under the PBS framework and beyond.

4.6 Sustainability

In this section, the evaluators assess:

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

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

Sustainability of project outcomes

Previous reviews and evaluations conducted on SASK's work have observed that only limited information is provided by SASK on sustainability aspects of its projects. According to the 2016 evaluation, "SASK has not monitored sustainability issues systematically, the exit plans have not been put into use and, in consequence, the phasing out has not always been done in a controlled manner" (Seppo & Mustonen, 2016). According to the 2014 meta-evaluation on SASK projects, dependence of unions "on external funding and the lack of exit strategies and sustainability plans" were the commonly found challenges to sustainability (Vormisto, 2014).

SASK implementing partners participate in an integrated manner in project planning, and thus local partner ownership of projects can generally be seen as high. The 2014 evaluation found evidence of organisational sustainability at the organisational level of partner unions. Partner unions were indicating "they would not stop working with the issues after the project will be finished"

and others were indicating that they “were already either mainstreaming the issues [...] or that the focus of the project was also included as a focus area in the strategies” (Vormisto, 2014).

Interviews during the field visits to Nepal and Mozambique also showed evidence of sustainable organisational changes that were obtained as a result of SASK projects. However, other TUSOs had also provided support to these processes, so this sustainability cannot be attributed only to SASK. The following examples can be given:

- In many projects and with several partners support was given to form and strengthen women and youth committees in the trade unions, and support was given to increase women’s participation in the membership and leadership of the unions. The women’s committees have proven to be quite sustainable over time and have become a structural feature within trade union’s structures. Women’s committees are active and show continuity in their operations over longer periods of time;
- The trade unions organisations have succeeded to establish more local trade unions and trade union committees at the company level and these committees are recognised partners in CBA processes at the company level;
- The national coordination mechanisms in Nepal have shown strong sustainability, but at the same time this was not the case in Mozambique, where the interest of trade unions to work together on a variety of issues seems to be less;
- Some national level tri-partite social dialogue mechanisms and forums have been established, and dialogue is institutionalised in particularly in labour advisory councils. However, beyond these commissions there are still considerable challenges to establish social dialogue mechanism at the sector or regional level.

During the visits to Nepal and Mozambique some weaknesses in sustainability of project outcomes were also encountered:

- Many projects contain training of membership and leadership in the trade unions, and large numbers of individual trade unionists have been trained over time. Considering the scale and outreach of such training activities, one would have expected a more visible and sustainable result of such training, but this is not always the case. Many unions in interviews continue to state the need for more training and capacity development support even after a number of years of training received. This indicates that the methodology for training and the focus of these trainings might not have been optimal to achieve longer lasting results. Only a few trade union partners (e.g. GEFONT in Nepal) have established their own systematic trade union training institutes, but others still seem to depend largely from external project-level support. This challenge was also recognised in the SASK programme evaluation of 2016 that concluded “training has increased the capacity of unions to negotiate collective bargaining agreements and to participate in different negotiation processes, thus contributing to the impact and long-term sustainability of the SASK programme. Training

SASK is a reliable partner that is always willing and active in information exchange and coordination with others

should be continued and further developed so that best practices can be replicated to a larger extent.” (Seppo & Mustonen. 2016. p. 43, 44)

- As with training, the research capacity of trade unions is weak in spite of the fact that several projects have supported research. Also here it seems that service provision in the projects in terms of merely research is not enough, and that support in establishing in-house research capacity (or otherwise strong and long-lasting partnerships with training institutes) is still needed;
- In some specific projects, activities have been included that are not core to trade union actions and services, such as the provision of basic education to children of seasonal migrant workers in the brick kiln industry in Nepal. This component in the project after analysis showed serious challenges in sustainability, because the basic education facility and teaching capacity was not linked with the national basic education system and it was even doubtful that the provision of basic education in the facility visit were formally endorsed by the Ministry of Education.

Partnership and ownership of local partners

SASK conducted a partnership assessment in 2012 on partnership and ownership aspects of SASK’s work with partners. Twenty six SASK partners (half of them GUFs) were consulted in this assessment and some interesting findings were obtained:

- The reliability of SASK partnership agreements and financial commitments was regularly perceived positively, but some other partners also indicated that there have been rapid changes in policies, causing disruptions in partner relations and country-programmes;
- Communication and feedback of SASK was generally perceived positively particularly on financial and quantitative aspects of reporting but on narrative aspects many partners felt that there was not sufficient feedback;
- Exchange of information and experience with SASK member unions is much appreciated and SASK role as a facilitator of this exchange is appreciated;
- SASK support for the organizational capacity development and strengthening of partners is generally well appreciated;
- SASK is perceived as good and reliable in project administration and monitoring and on technical project aspects. But for the local partners the relations with SASK’s member unions are important to provide political and content-wise expertise and support” (Puhakka, 2012, p. 3).

During the field visits and interviews in Nepal and Mozambique, partners and TUSSOs colleagues indicated that SASK is a reliable partner that is always willing and active in information exchange and coordination with others. This partnership approach of SASK has not only led to sustainable partner-relations with bilateral partners and with GUFs but also with other TUSSOs in the framework of the Nordic TUSSO partnership (with Netherlands, Norway, Sweden, Denmark and Germany).

Organisational and financial sustainability

The SASK Development Programme evaluation 2010-2015 provided the following conclusions related to organisational, institutional and financial sustainability.

“The trade unions in developing countries are permanent organizations, which forms a good basis for sustainability. Still, it does not guarantee that the interventions will continue after the project funding has ended. SASK has not monitored sustainability issues systematically, nor have the exit plans been put into use and, as a consequence, the phasing out has not always been done in a controlled manner.

Even though SASK works in countries where political space is limited and trade union activities are not welcomed, SASK has long and fruitful cooperative relations with many partners. Since the change processes are often long and the results are only visible after a long time, it would be useful to study in detail these long partnerships and learn about the results and impacts attained over this time.” (Seppo & Mustonen, 2016, p. 43-44)

Clearly the biggest challenge in sustainability of the international trade union support given to local unions is the lack of financial sustainability for many, if not most, local trade unions. While it is a basic characteristic that trade unions should function based on the generation of membership fees against services and tangible benefits, this is often only achieved to a certain extent and sometimes not at all.

In the first place this sustainability challenge is caused by the fact that its membership is usually poor and in the informal sector the membership often lives below the poverty line.

In the second place there is often considerable competition between different trade unions for membership in the same or similar sectors. In that case fee payment of membership is easily undermined if and when other unions come in to charge lower or no membership fees at all.

Thirdly, due to constraints in the external political and economic environment, trade unions cannot always operate freely to organise and mobilise their membership. Due to increased informal contracting arrangements of private sector companies, it becomes increasingly difficult to organise the remaining workers in the formal economy (because the numbers are smaller) and particularly in the informal economy, because the basic principles to organise workers do not exist in this sector, and alternative means of organising target groups in this sectors cost a lot of time and effort.

To some extent international TUSSO support to the trade unions also weakens the urgency for trade unions to raise their own membership fees, because they can realise at least some of their functions external donations. Particularly in the context of these (fee-paying) membership organisations, the international partners sometimes might not put enough pressure on their local partners to continue to generate and to generate more membership fees to achieve longer-term sustainability.

The biggest challenge in sustainability of the international trade union support given to local unions is the lack of financial sustainability for many, if not most, local trade unions

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 SASK, 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).
- SASK develops their strategic direction in collaboration with their Finnish constituency, networks of international partners, including the philosophy, brand, or operational platforms, and in this way complement Finland's bilateral, multilateral and private sector work.

Since 2003, the MFA PBS support has enabled SASK to build longer-term relations with, and build capacity of, its partners in developing countries, often in difficult external economic and political environments. The approach of SASK has been to strengthen the capacities of trade union partners to exercise their role in collective bargaining, advocacy on labour related policies, as well as in organising and mobilising workers. This work has extended to the grassroots level through company-based unions, but in the informal economy, where the poorest of the poor are concentrated, the reach of trade unions has remained limited.

SASK develops its projects together with its local and international partners - mainly GUFs - as well as its Finnish member unions that also contribute to SASK work. The development of the programmes and projects is a balancing exercise between these different interests. The work of SASK is inherently embedded in the key objectives, values and networks of the international trade union movement that provide it also with a unique comparative advantage in the development sphere. With the increased policy attention for job-creation and livelihoods, the role of SASK as a complementary actor to ensure decent work and a living wage is becoming increasingly more important.

5.1.2 From outputs to short-term outcomes

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

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

Trade Unions in most of SASK programme countries operate within a decreasing space for organisation and more limited possibilities for freedom of expression - at times even in a hostile environment. Despite the international support by SASK and other TUSOs for trade union strengthening, the space and possibilities for local trade unions to exercise the independent and genuine voice of workers has not increased in many countries.

The peer-to-peer and usually long(er)-term support by SASK and its Finnish member unions to trade union partners in developing countries is a good way to ensure sharing of values and principles. The globalisation of the economy has further contributed to the sharing and solidarity, as challenges faced by workers in different SASK programme countries and Finland are increasingly similar, and workers worldwide are increasingly linked through international supply chains. Values still tend to differ on specific issues such as gender in some cases.

The active involvement of the Finnish member unions in SASK work provides a powerful mechanism to raise awareness and educate the public about development co-operation, particularly among Finnish trade unions. In particular, participation of the member unions in project work provided them with direct access to experiences and knowledge of local partners in SASK programme countries.

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.

SASK support to strengthening trade union partners in developing countries is relevant, as the trade unions have a unique comparative advantage for promoting and advancing workers' rights and decent work

Support to the most vulnerable workers in the informal sector remains limited within the SASK portfolio

While formal tri-partite cooperation mechanisms exist in most SASK programme countries, they can be quite limited in practice. Partnerships and cooperation between trade unions, employers and government is often institutionalised in tri-partite social dialogue mechanisms and instruments. The very existence of social dialogue forums does not automatically enable a constructive and open dialogue that leads to cooperation and partnerships between the different social partners, although it does sometimes happen.

The civil society space is shrinking in many developing countries and even in some developed countries. Trade unions also experience this shrinking space, although their role and mandate is generally protected by the ILO constitution and conventions and their role in social dialogue is often institutionalised. This assumption is currently under threat, and this was confirmed in both country visits to Nepal and Mozambique. More attention to strengthen civil society in general and trade unions' independent voice as workers' organisations is very much needed.

5.2 Main conclusions

SASK support to strengthening trade union partners in developing countries is relevant, as the trade unions have a unique and complementary comparative advantage for promoting and advancing workers' rights and decent work as basic human rights. Strengthened trade unions can improve economic position of workers through collective bargaining processes and such actions are far from common in many developing countries. Furthermore, trade unions' policy advocacy, coupled with participation in bilateral and tripartite social dialogue mechanisms, contributes to labour and social security legislation, regulations and instruments in line with ILO standards - and these can eventually reduce poverty as well as increasing social inclusion and equitable distribution of the benefits of economic growth. The support from SASK and other TUSOs is also important considering that the room for trade unions to express the independent workers' voice and play their advocacy role is gradually more confined in many countries.

Support to the most vulnerable workers - including women and youth - in the informal sector remains limited within the SASK portfolio. Although some initiatives have been taken especially towards organizing domestic workers, they only reach out to a very small section of the informal economy that can reach over 95% of all economic activity in LDCs. The challenges for SASK to work on the informal sector are considerable, since the support needed in the sector is different from what trade unions traditionally do. In the informal sector, the workers either have no clear labour relation, do not have formal contracts or they are in fact self-employed - for example in the case of street vendors. Trade unions are not used to work in this reality, where negotiation is much more difficult in the absence of clear negotiation parties. In addition, trade unions face challenges in the formal sector, where employers tend to move away from establishing formal labour relations to flexible contracts, sub-contracting, temporary labour and migrant labour.

While SASK relies on participatory planning that is driven by local partners and/or GUFs as well as involving the Finnish member unions, project identification and selection ought to be more systematized with solid contextual and needs analysis. While project planning is generally based on context and needs analysis, SASK has no well-elaborated or systematically documented methodologies or instruments for project identification or context and needs analysis. Several GUF partners have only basic methodologies to conduct such analyses and it is less clear that they are always de facto conducted.

The project portfolio of SASK remains large and fragmented, despite efforts towards streamlining the programme geographically towards fewer key countries. There are some 70 specific - bilateral and multinational - partners and over 200 specific projects have been implemented over the evaluation period. SASK is working on six different sectors, reflecting also the interest of the Finnish trade union members. In practice, the programmes often carry on ongoing projects from previous programme cycles as well as relying on well-known partners and networks from previous periods. The reality of project implementation in different countries, different sectors and with different partners is not favourable to develop and implement a truly programmatic approach.

Monitoring and reporting on the SASK programme is output focused and often quite fragmented and project specific, while also the ToC of SASK concentrates more on trade union strengthening than expected wider outcomes and impact beyond the trade union sphere. Many of the reported achievements at the programme level seem to implicitly refer to specific projects or partners supported also by other TUSSOs. Hence, the achievements cannot be attributed to SASK alone and they do not allow assessing the overall effectiveness of the large SASK programme. Much of the monitoring data provides also insufficient information on the context and baseline - making it difficult to assess the real merit of SASK work. More attention is needed for monitoring of and learning from the influence of trade unions on their external environment - with an external perspective on the quality and capacity of trade union organisation not only to negotiate and advocate for CBAs and improved legislation, but also in enforcing compliance for impact. At the same time, the role of the MFA in steering and supporting the work of SASK towards more RBM has remained limited - instead the dialogue has remained largely administrative.

While SASK programmes have been fairly effective regarding numbers of trainings, events, people reached and research or studies conducted, many activities remain limited from the qualitative standpoint. Although the work of SASK is very much geared towards trade union capacity development and training of trade union members and leaders, the training concepts and approaches tend to be quite traditional. They focus on short classroom-based trainings for large groups of trade union members without adequate follow-up. Not enough attention is paid on developing and implementing comprehensive capacity development approaches and trajectories. Furthermore, most of the trainings are at a basic level and their contents do not help trade unionists to grasp the complexity of issues with real skills development and the development of research capacity. Finally, attention is also needed on developing competent leadership - particularly women and youth - for the difficult dialogue and negotiation processes at sectoral or national levels. Participation of women and youth in trade

While SASK relies on participatory planning, project identification and selection ought to be more systematized

The project portfolio of SASK remains large and fragmented

Monitoring and reporting on the SASK programme is output focused and often fragmented

While SASK programmes have been fairly effective regarding numbers, many activities remain limited from the qualitative standpoint

Many local trade unions supported by SASK are not sustainable

SASK network provides an important contribution to the global education component and objectives

Most of the coordination has remained at the level of information exchanges

unions, particularly at the leadership level, is lagging behind their participation in the labour force.

Many local trade unions supported by SASK are not sustainable despite growing membership. Commitment to fee-payment among the membership of unions is often not strong and neither is the commitment of trade unions to enforce the collection of dues. At the same time, continuous international support is not encouraging local trade unions to invest more time and effort in fee payment and collection. This would also require trade unions to provide visible value for money for their dues-paying members in terms of relevant and good quality services.

Within the PBS framework agreement, SASK network provides an important contribution to the global education component and objectives with specific added-value. Within the context of Finland, SASK is one of the largest membership organisations with a potentially wide reach at the national level. Member unions continue to support the international work of SASK.

Most of the coordination between SASK, the Finnish embassies and other development actors has remained at the level of information exchanges, although there are a few recent examples of joint activities. SASK coordinates its work regularly with other Nordic/European TUSOs and conducts frequent and good information exchanges with Finnish embassies in many of its core partner countries. Yet, direct cooperation and search for synergies with other civil society or private sector partners on concrete initiatives has remained limited to few examples - such as a joint CSR seminar for Finnish companies in India organised with the Finnish Embassy and a joint project with WWF in the community forest sector in Nepal. Pooling of funds for joint projects is limited also with TUSOs.

6 LESSONS LEARNED

6.1 Strategic programme-based choices

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

Although broadly aligned around a common priority objective, SASK demonstrates PBS programme frameworks that cover large and rather fragmented project portfolios involving multiple partners and interests. Organising partners around more specific objectives or components in a programme framework requires much more effort, especially at the identification and inception phase of projects.

Apart from exchange of information, real cooperation and partnerships require a lot of effort, creativity and investment in mutual dialogue. The cooperation between SASK and WWF in community forest management in Nepal shows that cooperation of organisations with different expertise can be very complementary and can lead to mutual benefits. With creativity and willingness to think outside the box many more partnerships based on complementary competencies could be realised between CSO partners within the PBS framework.

The work of SASK is not only relevant within the PBS framework for CSOs, but also in the framework of private sector development initiatives and instruments that are gaining importance in Finland's development policy. Trade unions can contribute to better working conditions and living wage throughout international supply chains that are increasingly common in globalized economy. Also other CSOs working on economic development, sustainability or climate change can provide relevant complementary contributions to private sector activities and investments to ensure that economic benefits are distributed more equally and environmental impact can be mitigated. In turn, private sector can bring in relevant expertise and means to support social-economic development interventions of CSOs.

6.2 Programme implementation and results performance

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

Among others, the experience of SASK highlights the challenges in providing good and reliable outcome and impact level M&E data at the programmatic level. While the amount of information is extensive, its quality and reliability remains far from assured. There seems to be a trade-off between the quantity and frequency of M&E data, and the quality and analytical usefulness of such

data. A new balance between frequency, quantity and quality would benefit both the MFA and the CSOs in further improving M&E practices.

The case of SASK stresses the need for more attention to planning, implementation and monitoring of comprehensive capacity development - an important goal of the CSO policy - of local partners supported through PBS framework agreements. Apart from simple trainings, capacity development requires a comprehensive approach in which trainings, on-the-job assistance, competency development and systems development need to be combined. Aspects of capacity development at the organisation level are generally not considered a relevant project result, although stronger organisations lead to a more vibrant civil society that is an important aim of the Finnish CSO cooperation.

6.3 Cross-cutting objectives and HRBA

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

SASK's experience in promoting women's participation in trade unions worldwide is diverse. In some countries and cultural contexts, there is clear interest and support of local partners to increase women's participation and access to leadership positions. In some other contexts, such support and interest is not internalised, but rather only expressed to receive funding from donors. In such situations, more steps are needed to develop gender-awareness in partner organisations and to ensure that there is real ownership and commitment to improve the position of women in the partner organisations, also at the leadership level.

Working on behavioural changes of employers (respecting labour rights) and governments (protecting labour rights) as is done by SASK and partners usually takes a long time and requires a consistent approach. Adherence to HRBA (labour rights and workers' rights) is important in order to produce not only economic and/or material changes in conditions of workers, but also to ensure that these changes in the human rights situation are sustainable. Corporate social and environmental responsibility must be genuinely developed and nurtured in economic development and not done merely as lip-service. This approach is also advocated in the 'Respect, Protect and Remedy' framework developed by the UN Special Representative for Business and Human Rights (Ruggie, 2010). The Business and Human Rights framework is relevant not only for specific trade union work, but also more in general in multi-stakeholder cooperation around human rights issues.

7 RECOMMENDATIONS

7.1 Recommendations for SASK

1. SASK needs to outline a clear impact path in a form of a specific ToC to make explicit its approach to equitable economic development and poverty reduction in the context of the ILO tri-partite constitution of workers, employers and government. The TOC should go beyond the immediate outcome level of trade union capacity development and clarify, at the impact level, how stronger trade unions can influence and change behaviour of workers, employers and governments. Such a ToC could also support SASK and the MFA to explore possibilities for cooperation with regard to the economic and trade policies and instruments in MICs and countries transitioning from development co-operation to economic co-operation. For inspiration, a suggestion for a more impact focused ToC, already used by another TUSO, is presented in Annex 17.
2. SASK needs to step up its efforts to develop a more elaborate and comprehensive approach towards the informal sector especially in LDCs. A more comprehensive approach in the informal economy would help SASK to promote inclusive development towards the most vulnerable, especially women and youth - with explicit and more comprehensive gender strategies. In the context of so-called 'informalisation' of economy, the comprehensive approach needs to go beyond the traditional formal sector boundaries and take into account the global trend of increasingly flexible and informal labour relations even in the formal economy. As this trend is global, this calls for support to stronger joint advocacy efforts globally.
3. SASK needs to systemize its project identification and planning with clear guidelines for the use of contextual and needs analysis, coupled with consistent follow-up of their use. In the case of multilateral co-operation with GUFs, SASK needs to demand the use of clearer and more detailed methodologies to ensure that consultation of local partners on the ground is adequately done and context and needs analysis is applied appropriately.
4. SASK needs to step up its efforts to develop a truly programmatic approach to development co-operation by lowering the number of individual projects, as well as by aligning and coordinating fewer projects within and across countries. SASK could start with a few pilot projects in which different partners are organised around specific issues and sectors. For example, a possible first exploration could be done on respect to labour rights and decent work in international supply chains in the mining and extractive industry sector in Mozambique. The Finnish trade union members of SASK need to be incentivised to work together and pool resources towards joint projects.

5. SASK needs to focus its monitoring, evaluation and reporting more towards outcomes and wider societal impact, beyond the strengthening of the trade union movement. This requires more systematic monitoring and analysing changes in behaviour and policies of employers and governments, for example with the help of outcome mapping and outcome harvesting. Adequate collection of context and baseline data is also required at the start of activities. In reporting, it would be beneficial for SASK to put forward its greatest achievements - such as ILO ratifications - and contributions more explicitly.
6. SASK needs to explore new approaches to training and capacity development together with GUFs and bilateral partners and with specific attention to women and youth. This will require moving towards comprehensive capacity development approaches in which content training is combined with skills development and follow-up through on-the-job guidance and coaching. In addition to membership and lower and middle level leadership, training and capacity development activities need to prepare trade union leaders at the national level to engage in high-level political dialogue around macro-economic issues, international trade and investment. This calls also for building more research capacity on the high-level policy issues as part of the comprehensive capacity development approach, for example through co-operation with relevant research centres. The Finnish member unions of SASK could be further leveraged for comprehensive capacity building.
7. SASK, together with other TUSOs, needs to embed sustainability analysis, guidance and incentives in project planning from the start. This includes analysis on the effects of external funding on collection of membership fees and well as developing clear exist strategies. Poor performance of partners ought to be a reason to reconsider continuation of partnership relations.
8. SASK needs to continue to involve its large membership network in global education and awareness raising activities on international development. In linking its development co-operation with its awareness raising and education in Finland, SASK could focus more on specific themes -such as common social responsibility of consumers and companies in international supply chains - in order the enhance overall effectiveness of its work.
9. SASK needs to include information exchange and coordination with Finnish embassies and other possible development partners in the project identification and planning phase. This can boost the development of joint activities that combine complementary competences of different partners and enhance overall effectiveness, impact and sustainability.

7.2 Recommendations for the MFA

10. The MFA and Finnish Embassies in partner and transition countries should explore more possibilities to include exchange and cooperation with SASK, when implementing economic and trade development initiatives and using private sector development instruments. More active cooperation with trade unions can provide additional checks and balances that economic development can lead to income redistribution and poverty reduction and to respect for and protection of human rights, specifically labour rights. However, the MFA should realise that the current guidance in the CSO framework to focus support to LDCs might do harm to the relevance of trade union support. Trade unions are particularly relevant in growing economies and in the context of growing trade and investments relations between Finland and the developing world.
11. The MFA should provide guidance to SASK and other CSOs for improving analytical outcome monitoring and reporting, while decreasing its frequency from once a year to once every two years. The outcome reporting should take duly into account the diversity and pluralism of CSOs work as well as the limited potential to aggregate outcome data to the overall PBS framework level.
12. In the future development of the PBS framework, the MFA should increase attention to capacity development of local partners and civil society in developing countries. This would require explicit instructions to CSOs on organisational capacity development and civil society building in the programming and related monitoring.

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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 CSO3 evaluation he was also involved as sub-team leader of two sub-studies in the CSO2 evaluation. Frans van Gerwen has led the studies on ISF, Kepa and Kehys, and SASK and he has conducted fieldwork in Belgium (EU), Mozambique, Nepal and Somaliland.

Ms. Kiira Kärkkäinen, (Masters in International Affairs), Senior Evaluator of this evaluation has over 10 years of international experience in analysis and evaluation as well as in development policy and co-operation issues from the OECD, the European Commission, UNESCO and the Ministry of Foreign Affairs of Finland. While she is the author or co-author of several OECD reports focusing on education, skills and innovation, an essential part of her work has included internationally comparative, quantitative and qualitative analysis with extensive data sets. Ms. Kärkkäinen has conducted several multi-country evaluations and studies - also for the Ministry of Foreign Affairs of Finland, providing her with a solid understanding of the Finnish priorities and cross-cutting issues. Overall she has years of experience in working on development policy and co-operation. Ms. Kärkkäinen is a permanent employee at FCG.

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 million 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 GUFs, 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 million 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.vammaiskumppanus.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 take 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 million 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 million in 2015, and € 3,680,000 in 2016.

Kehys

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

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

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

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

3. PURPOSE AND OBJECTIVES OF THE EVALUATION

Purpose

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

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

Objectives

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

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

4. SCOPE OF THE EVALUATION

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

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

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

The evaluation covers the period of 2010-2016.

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

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

Evaluation issues on CSOs and foundations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Sustainability

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

Coordination, Coherence, Complementarity

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

Evaluation issues for umbrella organisations

Relevance

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

Impact

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

Effectiveness

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

Efficiency

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

Coordination, coherence and complementarity

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

Additional issues for the meta-analysis

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

6. METHODOLOGY

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

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

The main document sources of information include strategy and programme documents and reports, programme/project evaluations, minutes of annual consultations, official financial decisions, Finland's

development policies and strategies, guidance documents, previously conducted CSO or thematic evaluations and similar documents. The evaluation team is also required to use statistics and different local sources of information, especially in the context analysis. It should be noted that part of the material provided by the MFA and the CSOs is only available in Finnish.

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

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

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

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

The approach and working modality of evaluation will be participatory.

7. MANAGEMENT OF THE EVALUATION

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

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

The members of the reference group will include:

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

The tasks of the reference group are to:

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

8. EVALUATION PROCESS, TIMELINES AND DELIVERABLES

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

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

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

A. Start-up

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

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

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

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

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

B. Inception phase

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

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

- context, initial findings and conclusions of the desk study
- tentative theory of change

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

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

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

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

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

C. Implementation phase

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

Therefore, the field work for each organisation should last at least 2-3 weeks but can be done in parallel. Adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland. The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis. It should be noted that a representative of EVA-11 may participate in some of the field visits as an observer for the learning purposes.

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

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

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

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

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

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

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

D. Reporting and dissemination phase

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

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

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

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

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

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

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

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

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

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

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

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

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

9. EXPERTISE REQUIRED

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

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

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

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

Online translators cannot be used with MFA document materials.

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

10. BUDGET

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

11. MANDATE

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

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

12. AUTHORISATION

Helsinki, 21.9.2016

Jyrki Pulkkinen

Director

Development Evaluation Unit Ministry for Foreign Affairs of Finland

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

FINLAND

Ministry for Foreign Affairs in Finland

Unit for Civil Society

Katja Hirvonen, Desk Officer for SASK

Unit for General Development Policy

Mika Vehnämäki, Senior Economic Advisor

Pekka Seppälä, Senior Adviser

Department for Africa and the Middle East

Juhana Lehtinen, Desk Officer

SAK

Eija Hietanen, Director

STTK

Risto Kousa, Chief of International Affairs

PAM

Mari Taivainen, Advisor for International Affairs

Finnwatch

Sonja Vartiala, Executive Director

SASK

Janne Ronkainen, Executive Director

Juha Vauhkonen, Head of International Affairs

Laura Ekholm, Deputy Head of International Operations

Seppo Karppinen, International Operations Officer

Anna Perttula, International Operations Officer

Tarja Valtonen, International Operations Officer

Milla Hokkila, International Operations Assistant

Tarja Rauanheimo, Head of Administration Unit

Laura Venta, Communication Manager

Metalworkers Union / Metalliliitto

Jari Hakkarainen, Head of International Development

Maarit Rautio, International Expert (former)

Tarja Loppi, International Expert

Pro

Matti Koskinen, Head of International Affairs

Rauni Söderlund, International Affairs

Woodworker's Union / Rakennusliitto

Nina Kreutzman, Secretary of International Affairs

JHL

Eveliina Petälä, International Officer

Loimu

Pekka Ihalainen, Vice Executive Director

Kesko

Matti Kalervo, Vice President, Corporate Responsibility

International

BWI International

Tos Anonuevo, Education Secretary

NEPAL

Embassy of Finland in Kathmandu

Jukka Ilomaki, Counsellor (Development)

SASK

Manoranjan Pegu, Regional Coordinator South Asia

Ministry of Labour and Employment

Jiwan Kumar Rai, Under Secretary

PSI

Susana Barria, Project Coordinator PSI-South Asia

JTUCC Members

Sadhana Yadav, MTUC

Reena Yadav, MTUC

Rama Prayed, NTUC

Ramesh Bagond, JTOCC

Bhala Adhikarim NDECONT (I)

DAya Ram Bashyal, NEFN

Dhan Badr. B.K., ANTUF

ITUC-NAC

Manju Ayawali, Financial Officer

Buddha Magar, Programme Officer

Ramesh Basret, Programme Coordinator

UNI-Global Union and UNI-NAC

Rajendra Kumar Acharya, Director Trade Union Development Activities

Ganesh Bahadur, K.C. President

Alok Malla, Programme Officer

Dipo Bharadwat, Project coordinator

Shankar Lamishhane, President

UNI-unions (Banking and Finance Sector; NSBIAU, FIEUN)

Aipesh Chimire

Sangita Sharma

Geeta Basnet

Manita Sharma

Bikash Shrestrha

NTUC

Mahendra Prasa Yadav, General Secretary

Ganesh Prasad Niroula, Vice President

Tilak Jang Khadka, Executive Officer

Khila Nath Dahal, President

GEFONT

Bishnu Rimal, President

Bishnu Lamsal, General Secretary

ANTUF

Ganesh Pal Regmi, Acting President

Dhan Bat. B.K. Vice President

Anil Joshi, International Department

CUPPEC-Nepal

Smritee Lama, Secretary Publicity & Foreign Department

HEPON

Ramji Ghimire, President

Federation of Nepalese Chambers of Commerce & Industry

Hansa Ram Pandey, Director

ILO

Narayan P. Bhattarai, National Project Coordinator (the BRIDGE project)

Workers Solidarity Movement (Belgium)

Bruno Deceukelier, Nepal Country Representative

National Human Rights Commission Nepal

Khima Nanda Bashyal, Human Rights Officer

Sudip Pathak, Member

Friedrich Ebert Stiftung

Dev Raj Dahal, Director

Chandra D. Bhatta, Policy Officer

WWF Nepal

Bharat Gotam, Senior Programme Officer Terai Arc Landscape

MOZAMBIQUE**Finnish Embassy in Maputo**

Markus Heydemann, Deputy Head of Mission, Head of Cooperation

Jaakko Jakkila, Counsellor (Governance and Rural Development)

Ministry of Justice, Constitutional and Religious Affairs

Albachir Macassar, National Director Human Rights and Citizenship

SASK

Simiao Simbine, Regional Coordinator Southern Africa

Trade Union Organization National Council (OTM-CS)

Damiao Ezequias Simango, Secretary for International Relations

Florencio Quetane, Chief of the Cabinet of the General Secretary

AMOPAO

Victor Miguel, Presidente Concelho Directivo

Friedrich Ebert Stiftung

Manon Dietrich-Rossini, Project Manager

ILO

Igor Felice, Chief Technical Advisor

Commissao Consultiva do Trabalho (CCT)

Joao Loforte, Secretario Geral

Pestana Rovuma Hotel (Secr. Assoc. Hoteleiros FEMOTUR)

Adelaide Cossa, Events and groups coordinator

SINTAF

Andre Mandlate, General Secretary

SINED

Maria Joaquim, General Secretary

Rosa Maria Paliche Bambamba, Admin and Finance Officer

Francisco Helio Saribo, SASK-SINED project coordinator

Pedro Bernardo Salea, Secretary organising department

SINTIHOTS

Luis Muchuango Macuacua, General Secretary

Alberto Nhalossa, Member of National Secretariat

SINTIAB

Samuel Fenias Matsinhe, General Secretary

Jacqueline Chiridze Cosse, Project Coordinator

Amelia Amavel de Santa Bibiana

SINPEOC

Eugenio Valuto Zungusme

SINTQUIAF

Jessica Carlos Gume, General Secretary

Bartolomeo Passado Nhamirez, member national council

Joaquim Chalete

ANNEX 3: DOCUMENTS CONSULTED

- Aditya Anand & Bhatta Chandra. (2016). The role of Political Parties in Deepening Democracy in Nepal. A study of Party Image, Issues at stake and Agenda Building. Kathmandu: Friedrich Ebert Stiftung.
- Arthur, M-J. (2004). Baseline Survey, Trade Unions in Mozambique. Maputo: Friedrich Ebert Stiftung.
- Bharadadqaj. (n.d.). Gender Based Violence at the Workplace; concern of the Trade Unions. Kathmandu: (n.p)
- Bihale, D. (2013). Current Dynamics of Labor Market and challenges of the Trade Union Movement in Mozambique. Maputo: Mozambican Worker's Organisation and Danish Trade Union Federation.
- Bihale, D. (2016). Indústria Extractive em Moçambique. Perspectivas para o desenvolvimento do Pais. Maputo: Friedrich Ebert Stiftung.
- FES. (2014). Barómetro African da Media. O primeiro exercicio de analise concebido localment sobre situação dos media em África. Windhoek: Friedrich Ebert Stiftung.
- FES. (2017). Civic Education, Fundamentals of Democracy in Handouts on Democracy. Kathmandu: Friedrich Ebert Stiftung.
- FNCCI. (2012). Employers' Handbook. Kathmandu: Federation of Nepalese Chambers of Commerce and Industry.
- FNCCI. (2013). Training Manual on Social Dialogue. Kathmandu: Federation of Nepalese Chambers of Commerce and Industry.
- FNV the Netherlands, LO/FTF Denmark, LO-TCO Sweden, LO Norway and SASK Finland. (n.d.). Handbook of Participatory Project Planning Part 1. A brief review of basic principles on project planning and the Logical Framework Approach (LFA). (n.p.).
- FNV the Netherlands, LO/FTF Denmark, LO-TCO Sweden, LO Norway and SASK Finland. (n.d.). Handbook of Participatory Project Planning Part 2. Practical instructions for trade union organisations on the identification and formulation of projects. (n.p.).
- GEFONT. (2014). Twenty Five Years in Building Workers' Power. Kathmandu: General Federation of Nepalese Trade Unions.
- GEFONT. (2014). Transformation by Building Workers' Power. GEFONT Policy Document. Kathmandu: General Federation of Nepalese Trade Unions.
- GEFONT. (2016). Congratulation Honourable President! Nepal gets Constitution, New President. Kathmandu: General Federation of Nepalese Trade Unions.
- GEFONT. (2017). JTUCC files a complaint with ILO against Nepal Government. JTUCC press release. Kathmandu: General Federation of Nepalese Trade Unions.
- GEFONT. (n.d.). On going fight beyond border. Brochure for overseas migrant workers. Kathmandu: General Federation of Nepalese Trade Unions.
- Government of Mozambique. (2011). Mozambique Decent Work Country Programme 2011-2015. Maputo: Government of Mozambique.

ILO, UNICEF and WFP. (2015). Capitalising on UN Experience. The Development of a Social Protection Floor in Mozambique. Maputo: International Labour Organisation, United Nations Children's Fund and World Wide Fund for Nature.

IndustriAll, SASK & Union to Union. (2017). 2014-2016 Project Report. India Steel Mining and Energy Sectors. Geneva: IndustriALL.

IndustriALL & SASK. (n.d.). Manual do Negociador nos Locais de Trabalho. Maputo: IndustriALL & SASK.

JTUCC. (2015). Unity in Diversity. Kathmandu: Joint Trade Union Coordination Centre.

Karber, S. (2015). Participacao Politica das Mulheres e a sua influencia para uma maior capacitacao da Mulher em Mocambique. Maputo: Friedrich Ebert Stiftung.

Labour Institute Economic Research. (forthcoming). How to make work decent? Evidence from a randomized controlled trial in Zambia. Working Papers.

LO/FTF Denmark, SASK Finland, FNV The Netherlands, LO Norway, LO-TCO Sweden. (n.d.). Guidelines for International Trade Union Development Cooperation. (n.p.).

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Virtanen, P., Mikkola, K. & Siltanen, M. (2008). Evaluation: Finnish Partnership Agreement Scheme, Evaluation report 2008:1. Helsinki: Ministry for Foreign Affairs of Finland.

WSM. (2016). W-connect. WSM Newsletter on the Right to Social Protection in Asia. Brussels: WSM.

Other

SASK project database IRMA.

Selected SASK project plans.

Various annual progress reports and final project reports by SASK Partners in Mozambique and Nepal (ANTUF, BWI-NAC Nepal, GEFONT, ITF, NTUC, OMT-CS, PSI&SINTIAB, SINED, SINTAF, SINTIAB, SINTIHOTS, UNI-NAC-Nepal).

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

Operationally, the PBS focuses on results and RBM with funding provided annually. The principles of the 2015 RBM guidelines (MFA, 2015c) are expected to be applied also in MFA's programmatic support for CSOs (Box 12). This refers both to the MFA itself - management of the entire programme in the CSO Unit - and to the CSOs and their individual programmes. Although the MFA CSO Unit's own reporting has so far focused on disbursements, a process has been initiated to develop a relevant way for inclusion of the PBS results into the 2018 results reporting concept. The MFA is currently developing a concept for reporting on the results of Finland's development cooperation on the basis of the new 2016 development policy and a report on the achievement of the policy is expected in 2018, following a pilot in 2017. Towards this end, the MFA is now also investigating methods on how the results of CSOs' development cooperation could be presented in the report. While the solutions are yet to be defined, there is a strong push for stronger RBM also from this process.

Box 12. 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 – organizational priorities, country strategies, interventions.
- **Evidence** – This means collecting credible results information. Systematic M&E with functioning data management systems should be applied for gathering credible information on results.

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

Source: MFA, 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 organizations. Although sufficient staff resources are required to monitor and assess operations, evaluate results and impacts and ensure reliable financial management, the MFA has not defined the minimum requirements in this regard.

Along these lines, the key MFA eligibility criteria for the CSOs stress the consistency and complementarity with the Finnish development policy and co-operation, development education and communication activities, capacity and networks of the CSOs as well as good governance (Box 13).

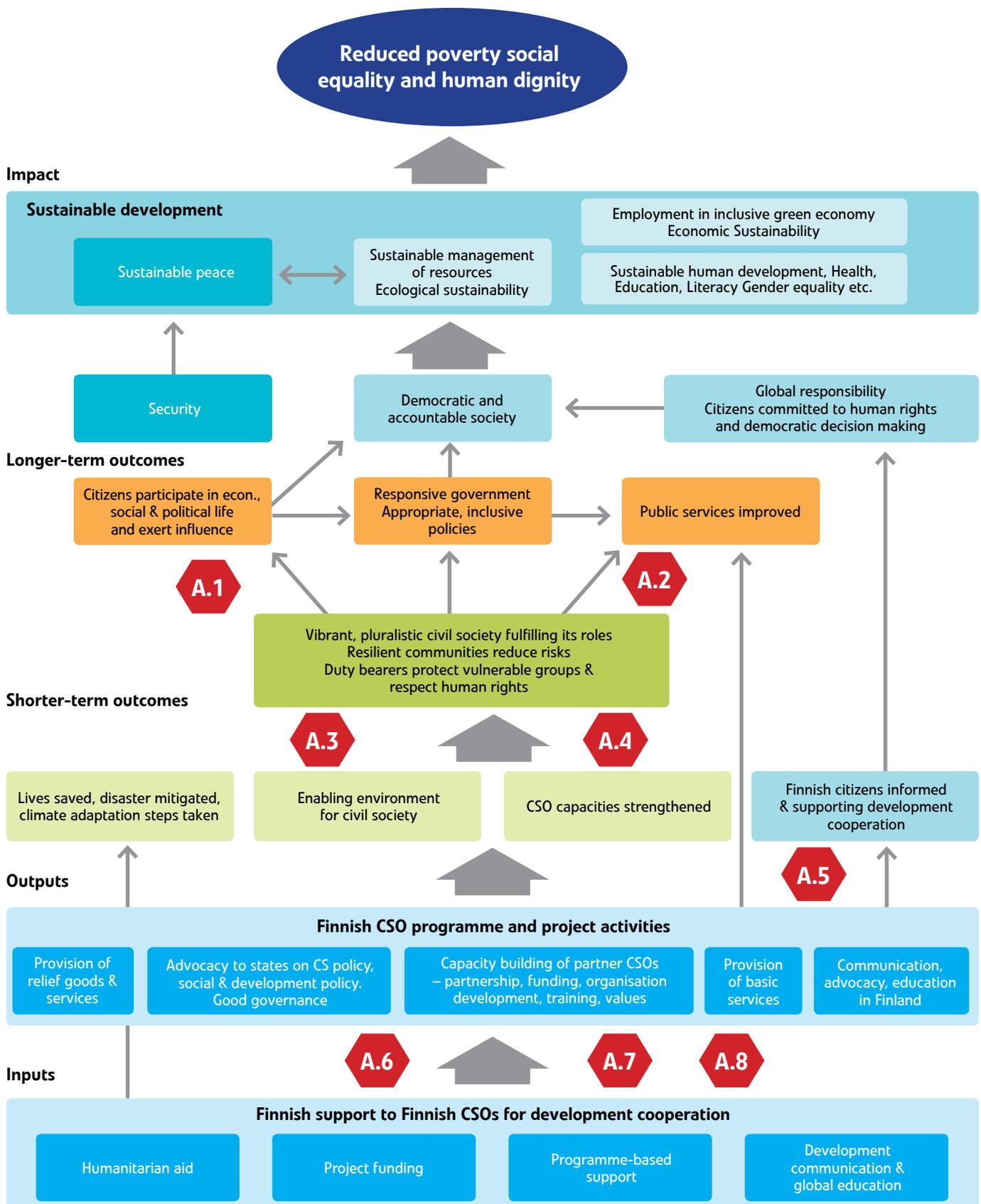
Box 13. MFA Eligibility criteria for CSOs under the Programme-Based Approach

Key MFA eligibility criteria for CSOs include the following:

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

Source: MFA, 2013a.

ANNEX 5: CSO GENERIC THEORY OF CHANGE



ANNEX 6: EVALUATION MATRIX

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ1. Relevance: Has the work of the organisations been relevant to the beneficiary rights and needs, partner country contexts and the Finnish priorities?			
1.1 Has the CSO programme been in line with its own overall strategy and comparative advantage?	Consistency between CSO mission goals and goals of its development cooperation programme (2010-16)	Document review	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 management Interviews with CSO and various stakeholders including women and marginalised	Previous evaluations, reviews National policy documents in partner countries
1.3 Is its programme aligned with national policies and strategies in partner countries?	Qualitative assessment of the level of association with partner countries' national policies and strategies Assessment of role of MFA in supporting alignment	Interviews with MFA Civil Society Unit	Finnish government development policy documents Gender/climate/ rights assessments
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	

Key evaluation criteria and questions	Examples of indicators / Types of evidence	Method of data collection	Sources of verification
EQ2. Complementarity, coordination and coherence: Has the work of the CSOs been complementary, coordinated and coherent with other interventions?			
2.1 How well has the programme been coordinated with other CSOs, donors and development partners?	Qualitative assessment of the level of exchange between CSO and partners No. of cases / examples of coordination No. of periodic coordination meetings attended Existence & performance of coordination structures Role of MFA in supporting coordination	Interviews Document review Interviews Document review Spider web analysis	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		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)	<p>Adherence to PBS rules (self-contribution, reporting, other agreed MFA criteria)</p> <p>Comparison of outputs using PBS funding with other funding channels</p> <p>Efficiency of how well funding is channelled to partner CSO (% of total funds reaching local CSO)</p> <p>Assumption A6 tested</p>	<p>Document review</p> <p>Interviews with CSO management and MFA</p> <p>Spider web analysis</p>	<p>MFA partnership documents</p> <p>PBS rules/procedures</p> <p>Budget and expenditure reports</p>
3.2 Can the costs of the programme be justified by the achieved or likely to be achieved outputs and outcomes? Is the share of overhead costs justified in relation to the implementation costs and against accepted norms?	<p>The CSO's instruments represent the most cost effective choice given objectives and resources</p> <p>Cases where similar results could have been achieved with fewer costs</p> <p>Comparison of overhead costs with other channels of delivery for same objective</p> <p>Capacity of CSO to track its own efficiency</p> <p>Evidence of delays between the requests for funding within the Finnish financing mechanisms, the delays in implementation, and the delays in reporting, in comparison with other funding mechanisms</p>	<p>Budget/output analysis</p> <p>Interviews with CSO and partner CSOs</p> <p>Email survey</p>	<p>Budget and results reporting in Finland and in-country</p> <p>In country and international unit costs and overhead norms by type of activity</p> <p>RBM analysis</p>
3.3 How well are M&E systems designed and used to track results	<p>Availability of baseline information, quality of indicators, quality reports; compliance with MFA requirements</p>	<p>Interviews with CSO management and MFA</p> <p>Document review</p>	
3.4 To what extent have risks been identified and managed by the CSO?	<p>Availability of risk assessment tools; Identification of major risks and possible measures taken for handling them.</p>	<p>Document review</p> <p>Interviews with CSO and partner CSOs</p>	<p>Audit reports, Progress Reports</p> <p>Past evaluations</p> <p>Risk management strategies</p>
3.5 Have sufficient resources been allocated to integrating CCOs and human rights into the programmes?	<p>Presence of CCOs and HR aspects in budget and expenditure statements, staffing or activities</p>	<p>Interview</p> <p>Document review</p>	<p>Planning and reporting documents</p>
3.6 How efficiently has the MFA managed the PBS?	<p>Staffing levels over time</p> <p>Allocations v Expenditure</p> <p>Effectiveness of supervision procedures</p>	<p>Interview with MFA, especially CS Unit</p> <p>Document review</p>	<p>Previous evaluations</p> <p>Partnership meeting minutes</p>

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: SASK PRIORITIES

Table 4: SASK priorities in 2009–2011

SASK strategy for 2009-2011	SASK development cooperation program 2009-2011	Action plan for 2009-2011
<p>Operating areas for project work:</p> <ul style="list-style-type: none"> • Enabling the trade unions to promote decent work and proper work conditions in their sector. • Promoting decent work with regard informal sector, farm workers, migrant workers and child labour. • Supporting trade union movement unification processes and collaboration with new partners. • Addressing climate change and the environment and promoting green jobs. • Promoting gender equality. • Taking into account regional specificities. • Ensuring high quality project management. <p>Focus areas for campaigning and advocacy:</p> <ul style="list-style-type: none"> • Promoting SASK as a partner in international trade unions and collaboration networks • Increasing commitment of the Finnish trade union movement to SASK as their own development collaboration organisation • Leveraging SASK development cooperation capacity and participation of Finnish members <p>Focus areas for developing resources:</p> <ul style="list-style-type: none"> • Active participation of member organisations in project work • Increasing the self-financing contribution from trade unions • Sufficient staff capacity for project planning, project monitoring and assessments. • Maintenance, development and active use of its collaboration network both in Finland and abroad • Expanding SASK membership base 	<p>Strategic objectives and result areas</p> <ol style="list-style-type: none"> 1.Strong, committed, independent and democratic trade unions <ul style="list-style-type: none"> • Increased trade union membership especially among women and youth and stronger union structures • Trade unions able to effectively negotiate adapt and improve collective agreements. • Trade union leadership and militants poses leadership, facilitation and administrative skills and acknowledge the principles of the democratic trade union movement • Improved, self-sustaining and independent financial standing for the trade unions owing to membership fees 2.Supporting initiatives to improve work and living conditions for employees <ul style="list-style-type: none"> • Increased and established research concerning economy, entrepreneurship, labour market, working conditions and work satisfaction as part of the trade union activities • Trade union movement participation in initiatives for societal and environmental progress • Improved work health and safety 3.Efficient communication towards Finnish trade unions for development education and increased solidarity <ul style="list-style-type: none"> • Consistent and growing support for trade union solidarity work among Finnish trade unions • Trade union network provides its members with regular and up-to-date knowledge on development cooperation and possibilities to participate in it • SASK is respected as an expert organisation within Finland and among international partners 4.Increased resource-base for SASK including financing, staff and networks <ul style="list-style-type: none"> • Sufficient financing for SASK • Efficiently functioning administration and internal monitoring within SASK • Intensive use of existing collaboration networks 	<p>Priority objectives</p> <ol style="list-style-type: none"> 1. Strong, committed, independent and democratic trade unions 2. Supporting initiatives to Improve work and living conditions for employees 3. Efficient communication towards Finnish trade unions for development education and increased solidarity 4. Increased resource-base for SASK including financing, staff and networks

Table 5: SASK priorities in 2012-2017

<p>SASK strategy for 2012-2016</p> <p>Main themes for work:</p> <ul style="list-style-type: none"> • Trade unions have larger numbers of committed members. • Trade unions work together to achieve their shared goals. • Trade unions are able to negotiate, implement and improve collective agreements. • Trade unions are able to promote the respect for the core labour standards defined in ILO conventions. <p>Cross-cutting themes to be addressed in SASK work:</p> <ul style="list-style-type: none"> • Improving the position of women in working life and the trade union movement • Strengthening young people's position in working life and the trade union movement • Prevention of HIV/AIDS in working life and fighting related discrimination <p>Trends to be considered in SASK work:</p> <ul style="list-style-type: none"> • Precarious employment • Migrant workers • Multinational companies' role in defining working conditions 	<p>SASK development cooperation program 2012-2014</p> <p>Strategic objectives and result areas</p> <ol style="list-style-type: none"> 1. Trade unions are strong <ul style="list-style-type: none"> • Trade unions have more committed members. • Trade unions work together to achieve shared goals. 2. Trade unions are able to negotiate, implement and improve collective agreements. <ul style="list-style-type: none"> • Trade unions are able to conclude collective agreements. • Collective agreements ensure better working conditions for employees. 3. Trade unions are able to promote the implementation for the core labour standards defined in ILO conventions. <ul style="list-style-type: none"> • Trade unions are able to promote inclusion of core labour standards in national legislations and collective agreements. • Trade unions are able to monitor the implementation of the core labour standards 4. Trade unions are able to influence societal change processes <ul style="list-style-type: none"> • Trade unions are able to influence national legislation and decision-making towards the interest of their members • Trade unions can promote addressing important societal challenges as part of the civil society <p>Cross-cutting themes:</p> <ul style="list-style-type: none"> • Women participate freely and actively in trade union activities and unions' own management and decision-making bodies. • The position of young people in working life and in the trade union movement becomes stronger • HIV/AIDS contractions and related discrimination in work places decreases <p>Trends to be considered in SASK work:</p> <ul style="list-style-type: none"> • Precarious employment • Migrant workers • Multinational companies' role in defining working conditions 	<p>Action plan for 2013</p> <p>Priority objectives</p> <ol style="list-style-type: none"> 1. Strong unions 2. Collective agreements 3. Basic rights in the world of work 4. Societal change processes 5. Trade unions are able to promote the benefits of their members 6. Other <hr/> <p>Action plan for 2014</p> <p>Priority objectives</p> <ol style="list-style-type: none"> 1. Strong unions 2. Collective agreements 3. Basic rights in the world of work 4. Societal change processes 5. Trade unions are able to promote the benefits of their members 6. Other
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<p>Rational for prioritizing:</p> <ul style="list-style-type: none"> • Added value for achieving the development objectives of the international trade union movement • Poverty eradication and/or civil society strengthening in line with the development policy of Finland and the international trade union movement • Coherence with the way SASK works, SASK expertise, and the resources available 	<p>SASK development cooperation program 2015-2017</p> <p>Strategic objectives and result areas</p> <ol style="list-style-type: none"> 1. Unions are strong <ul style="list-style-type: none"> • The right to be organised is respected and unions may operate legally • Unions have an active, extensive member base in workplaces and/or their sectors. • Unions receive fees from their members to cover the expenses of their operations, and they are able to manage and develop their finances in a sustainable manner • Unions have a sufficient number of qualified officers in the right jobs so that they are able to take care of their duties effectively. • Unions adhere to democratic principles in their operations and administration and respect the principles of accountability and transparency in their relations to their members, negotiating partners and society. • Unions have the right and the possibility to participate as equal partners in the processes of collective bargaining and social dialogue. 2. Trade unions are capable of representing the interests of their members <ul style="list-style-type: none"> • Negotiating and signing collective agreements that improve and strengthen the conditions of work so that they meet the criteria of decent work and improve the workers' working and living conditions • Participating in the formulation of labour legislation • Participating in the development of social security systems essential for their members • Representing their members in grievance situations and reaching constructive solutions • Assessing, monitoring and improving occupational safety and health at workplaces 3. Partner organisations are able to promote livelihoods and rights of the working population <ul style="list-style-type: none"> • As members of civil society, organisations operate strengthen the awareness of rights among workers in the most fragile positions, provide services for people close to their members and lobby duty bearers for the delivery of services and for the respect for the rights of rights holders <p>Cross-cutting themes:</p> <ul style="list-style-type: none"> • Women participate freely and actively in trade union activities and unions' own management and decision-making bodies. • The position of young people in working life and in the trade union movement becomes stronger <p>Goals for development education:</p> <ul style="list-style-type: none"> • Trade union decision-makers and regular members actively support development cooperation by trade unions and the respective development policy goals. • Decent work is a sustainable means of reducing poverty and inequality, and this is visible on the Finnish development policy dialogue and agenda. 	<p>Action plan for 2015</p> <p>Priority objectives:</p> <ol style="list-style-type: none"> 1. Trade unions are strong 2. Trade unions are able to promote the benefits of their members 3. Trade unions are able to promote livelihoods and rights of the working people 4. Other <p>Action plan for 2016</p> <p>Priority countries:</p> <ul style="list-style-type: none"> • Africa – Malawi, Mozambique and Namibia • Asia – Bangladesh, India, Indonesia, Nepal, the Philippines and Myanmar • Latin America – Colombia and Central America
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ANNEX 8: SASK PROJECT PARTNERS

Table 6: Finnish partners to SASK projects active in 2010-2016 based on IRMA database

AKT	Transport Workers' Union
Insinööriliitto	Union of Professional Engineers
JHL	Trade Union for the Public and Welfare Sectors
Jyty	Federation of Public and Private Sector Employees
Kesko	Trading sector company
Metalliliitto	Metalworkers' Union
Nousu	Union of Employees of Nordea Bank
PAM	Service Union United
Paperiliitto	Union of paper and pulp sector workers
Pardia	Federation of Salaried Employees
PAU	Finnish Post and Logistics Union
Pro	Union for Clerical Employees
Puuliitto	Woodworkers' Union
Rakennusliitto	Construction Trade Union
RND	Red Nose Day Foundation
Sähköliitto	Electrical workers' Union
SAK	Central Organisation of Finnish Trade Unions
SEL	Finnish Food Workers' Union
Solidar	European network of NGOs
Specia	Experts and Managerial Professionals Association
Stockmann	Retail company
STTK	Finnish Confederation of Professionals
TEAM	Industrial Union TEAM
They	Union of Health and Social Care Professionals
Tuko Logistics	Logistics company
VML	Locomotive Drivers Union
VvL	Union of Insurance Employees
YKL	Union of Environmental Professionals

Table 7: Multilateral implementing partners of SASK projects active in 2010-2016 based on IRMA database

Implementing partner	Sectors covered	Regions covered	Countries covered	Contributing partner
BWI – Building and Wood Workers’ International	Construction	Africa, Asia, Latin America	Bangladesh, Brazil, India, Jordan, Nepal, Mozambique, Myanmar, Namibia, Peru, Serbia, South Africa, Tajikistan, Venezuela, Zambia, Zimbabwe	Pro, Puuliitto, Rakennusliitto, RND
IDWF International Domestic Workers’ Federation	Services	-	-	-
IndustriALL – IndustriALL Global Union	Industry	Africa, Asia, Latin America	Argentina, Brazil, Bolivia, Burkina Faso, Chile, Côte d’Ivoire, Colombia, Dominican Republic, Ecuador, Ghana, Guinea, India, Indonesia, Malawi, Mauritius, Mexico, Mozambique, Namibia, Nicaragua, Niger, Nigeria, Peru, Senegal, South Africa, Uruguay, Zambia	Insinööriliitto, Metalliliitto, Paperiliitto, Pro, TEAM
ICEM – International Federation of Chemical, Energy, Mine and General Workers’ Unions (IndustriALL since 2012 merged)	Industry	Africa	Burkina Faso, Côte d’Ivoire, Democratic Republic of Congo, Ghana, Guinea, Mauritius, Mozambique, Namibia, Niger, Nigeria, Senegal, Sierra Leone, South Africa, Zimbabwe	Pro, TEAM
IMF – International Metalworkers’ Federation (IndustriALL since 2012 merged)	Industry	Asia, Latin America	India, Mexico, Peru	Metalliliitto, Pro
ITF – International Transport Workers’ Federation	Transport	Africa, Asia, Latin America	Angola, Benin, Burkina Faso, Côte d’Ivoire, Colombia, Ecuador, Ghana, Guinea, Indonesia, Liberia, Mali, Niger, Mozambique, Peru, Sierra Leone, Thailand, Togo, Venezuela	AKT, VML
ITGLWF – International Textile, Garment and Leather Workers Federation (IndustriALL since 2012 merged)	Industry	Asia	Bangladesh, Philippines	Pro, TEAM, RND
ITUC – International Trade Union Confederation	Non-sector specific	Africa, Latin America	Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Togo, Uruguay, Venezuela	SAK, STTK
IUF – International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers’ Associations	Food and agriculture	Africa, Latin America	Brazil, Ethiopia, Kenya, Tanzania, Uganda, Zambia, Zimbabwe	PAM, SEL
PSI – Public Services International	Public sector	Africa, Asia, Latin America	Angola, Brazil, Bolivia, Botswana, Burkina Faso, Colombia, Costa Rica, Côte d’Ivoire, Dominican Republic, Ecuador, El Salvador, Ghana, Guinea, Guatemala, Honduras, India, Indonesia, Liberia, Malaysia, Mauritius, Mongolia, Mozambique, Namibia, Nicaragua, Niger, Nigeria, Panama, Peru, Philippines, Sierra Leone, Swaziland, Thailand, Tonga, Togo, Venezuela	JHL, Pardia, Tehy
UNI – UNI Global Union	Services, Industry, Non-sector specific	Africa, Asia, Latin America	Bangladesh, Brazil, Chile, Colombia, Costa Rica, El Salvador, Guatemala, Ghana, India, Indonesia, Malawi, Mozambique, Namibia, Nepal, Nicaragua, Pakistan, Panama, Paraguay, Peru, South Africa, Sri Lanka, Uruguay, Zambia	Insinööriliitto, PAM, PAU, Pro, Nousu, TEAM, VvL

Table 8: Bilateral implementing partners of SASK projects active in 2010-2016 based on IRMA database

Region	Countries	Implementing partner	Sectors	Contributing partner
Africa	Burkina Faso	CNTB – Confédération nationale des travailleurs du Burkina	Non-sector specific	SAK
		CSB – Trade Union Confederation of Burkina Faso	Non-sector specific	SAK
		ONSL – Organisation Nationale des Syndicats Libres	Non-sector specific	SAK
	Ghana	GTUC – Ghana Trades Union Congress	Food and agriculture, Non-sector specific	PAM, SAK, SEL
		ICU – Industrial and Commercial Workers Union	Services	PAM, SEL
		GMWU – Ghana Mine Workers’ Union	Industry	Metalliliitto, RND, Specia
	Mozambique	OTM-CS – Organização dos trabalhadores moçambicanos – Central Sindical	Non-sector specific	AKT, JHL, Insinööriliitto, Metalliliitto, PAM, Paperiliitto, Pro, Rakennusliitto, TEAM, SAK, STTK, SEL
		SINED – Sindicato Nacional dos Empregados Domésticos	Services	RND, SAK
		SINTAF – Sindicato dos Trabalhadores Agro-Pecuários e Florestais	Industry	Paperiliitto, Puuliitto
		SINTIAB – Sindicato Nacional dos Trabalhadores da Indústria Alimentar Bebidas e Afins	Food and agriculture	SEL
		SINTIHOTS – Sindicato Nacional dos Trabalhadores da Industria Hotelaria, Turismo e Similares	Services	PAM
		SINTIQUIAF – Sindicato Nacional dos Trabalhadores da Indústria Química e Afins	Industry	Paperiliitto, Puuliitto
	Namibia	LaRRI – Labour Resource and Research Institute		
		MANWU – Metal and Allied Namibian Workers Union	Industry	Metalliliitto
		Oruвано of Namibian Artists Union	-	-
	South Africa / Regional	LRS – Labour Research Service	Industry	TEAM
	Swazi-land	IRALE	-	-
	Zimbabwe / Regional	ZCTU – Zimbabwe Congress of Trade Unions	-	-
		LEDRIZ – Labour Economic Development Research Institute Zimbabwe	Non-sector specific	SAK
Zambia	NUCW – National Union of Communication Workers	Services	Pro	

Region	Countries	Implementing partner	Sectors	Contributing partner
Asia	Bangladesh	BNC – The Bangladesh National Council of Textile Garments and Leather	Industry	RND
	China	CLB – China Labour Bulletin	Industry, Non-sector specific	Insinööriliitto, Metalliliitto, Pro
		LESN – Labour Education and Service Network	Industry, Non-sector specific	Insinööriliitto, Metalliliitto, Pro
	India	UNITES	-	-
	Indonesia	LWG – Labour Working Group	-	-
	Nepal	ANTUF – All Nepal Trade Union Federation	Non-sector specific	SAK
		BWI NAC – BWI Nepalese Affiliates Committee	Construction	Puuliitto, YKL
		GEFONT – General Federation of Nepalese Trade Unions	Non-sector specific	SAK
		ITUC NAC – International Trade Union Confederation Nepal Affiliate Council	Non-sector specific	SAK
		NTUC – Nepal Trade Union Congress	Non-sector specific	SAK
	Pakistan	LEF – Labour Education Foundation	Industry	TEAM, Solidar / Apheda
		PNTLGGWF – Pakistan National Textile Leather Garments & General Workers' Federation	Non-sector specific	RND
	Palestine	DWRC – Democracy and Workers' Rights Center	-	-
	Philippines	LEARN – Labor Education and Research Network	Non-sector specific	JHL, Metalliliitto, PAM, Pro, STTK
		PMA – Philippine Metalworkers' Alliance	Industry	Insinööriliitto, Metalliliitto
		SENTRO – Sentro ng mga Nagkakaisa at Progresibong Manggagawa	Non-sector specific	SAK, STTK
Europe	Bosnia and Herzegovina	CTUBIH – Commerce Trade Union of Bosnia and Herzegovina	Services	-
	Kosovo	AiIK – The Nursing Association of Kosovo	Public sector	-
		FSSHK – The Trade Union Health Federation of Kosovo	Public sector	-
	Ukraine	UPL – Ukrainian Basic Services Union	Public sector	-

Region	Countries	Implementing partner	Sectors	Contributing partner
Latin America	Brazil	STTR – Rural Farm Workers and Family Farmers Union – Brazil	Food and agriculture	YKL
		SINAP – Sindicato Nacional dos Papeleiros	-	-
	Colombia	CTC – Confederación de Trabajadores de Colombia	Non-sector specific	Pardia, Pro, STTK, Tehy
		CUT Colombia – Central Unitaria de Trabajadores de Colombia	Non-sector specific	SAK
		ENS – Escuela Nacional Sindical	Services, Non-sector specific	JHL, Pro, SAK
		UNAC – Unión Nacional Agroalimentaria de Colombia	Food and agriculture	RND, SEL
	Dominican Republic	CNUS – Confederación Nacional de Unidad Sindical	-	-
	Ecuador	ATRH – Asociación de Trabajadoras Remuneradas del Hogar	Services	Jyty, RND
		CETEEQ – Comité de Empresa de los Trabajadores de la Empresa Eléctrica Quito	Industry	Sähköliitto
	Haiti	CPB – Centre Pétion Bolivar	Public sector, Non-sector specific	JHL, RND
	Mexico	CILAS – Centro de Investigación Laboral y Asesoría Sindical		
	Peru	CGTP – Confederación General de Trabajadores del Perú – Peru	Industry, Non-sector specific	SAK, STTK, JHL
	Peru	PLADES – Programa Laboral de Desarrollo	-	-
Uruguay	PIT-CNT – Plenario Intersindical de Trabajadores – Convención Nacional de Trabajadores - Uruguay	Industry	Paperiliitto	

Table 9: Other implementing partners of SASK projects active in 2010-2016 based on IRMA database

Implementing partner	Sectors covered	Regions covered	Countries covered	Contributing partner
African Labour Educators' Network	-	Africa	-	-
ALRN – African Labour Research Network	-	Africa	-	-
Apheda – Union Aid Abroad – Australia	Non-sector specific	Asia	Vietnam	SAK, Solidar / Apheda
Broad Scope – Consultancy company – Finland	Not mentioned	Europe	Finland	Not specified
Fiant Consulting – Consultancy company – Finland	Non-sector specific	Global	Global	Not specified
Finnwatch	-	Global	Global	-
Kesko – Trading sector company – Finland	Multi-sectoral	Asia	Bangladesh, China, India, Philippines	Kesko
Labour Institute for Economic Research – Finland	Non-sector specific	Africa	Zambia	Not mentioned
Observatorio Social – Brazil	Multi-sectoral	Global	Brazil, India, South Africa	Kesko
WWF – World Wildlife Fund	-	-	-	-
WWMP – Workers' World Media Productions	-	-	-	-

ANNEX 9: PROGRAMME FUNDING

Table 10: Overview of SASK programme funding

	2010				2011			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	4,469,900	3,995,063	3,341,219	84	3,886,186	3,804,557	3,146,818	83
Project Planning and Evaluation, Resource Development	1,027,600	920,213	782,182	85	905,600	868,652	736,568	85
Information and Publicity Activities	420,000	488,645	415,359	85	476,000	475,670	373,789	79
Administration	657,500	600,287	410,000	68	553,454	572,098	339,000	59
TOTAL	6,575,000	6,004,208	4,948,760	82	5,821,240	5,720,977	4,596,175	80

	2012				2013			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	3,647,740	3,223,939	2,611,721	81	3,343,805	3,124,747	2,656,034	85
Project Planning and Evaluation, Resource Development	956,960	938,924	794,473	85	1,051,000	1,043,298	886,803	85
Information and Publicity Activities	428,002	378,488	324,597	86	445,800	456,715	388,207	85
Administration	480,000	504,594	479,041	95	537,800	513,862	432,944	84
TOTAL	5,512,702	5,045,945	4,209,832	83	5,378,405	5,138,622	4,363,988	85

	2014				2015			
	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)	Budget (€)	Exp (€)	MFA share of Exp (€)	MFA share of Exp (%)
Project Costs	3,702,449	3,069,215	2,608,833	85	4,517,500	3,281,689	2,788,000	85
Project Planning and Evaluation, Resource Development	884,396	868,806	738,485	85	930,000	821,367	698,162	85
Information and Publicity Activities	557,500	492,233	418,398	85	580,000	592,961	504,017	85
Administration	571,594	492,250	418,413	85	634,000	521,368	441,446	85
TOTAL	5,715,939	4,922,504	4,184,129	85	6,661,500	5,217,385	4,431,625	85

	2016		
	Budget (€)	Exp (€)	MFA share (%)
Project Costs	3,000,031	2,357,000	79
Project Planning and Evaluation, Resource Development	760,000	645,000	85
Information and Publicity Activities	426,000	360,000	85
Administration	465,000	380,000	82
TOTAL	4,651,031	3,742,000	80

Source: Provided by SASK to the Evaluation Team.

Table 11: SASK expenditures for project costs 2010–2015 by key countries and regions

Region / Country	OECD/DAC Status	2010–2015				2010		
		Total (€)	Average Cost / Project (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
Asia		6,752,055	97,856	33	100	1,272,786	32	100
Philippines	Lower MIC	1,036,905	129,613	5	15	163,731	4	13
India	Lower MIC	858,334	71,528	4	13	199,417	5	16
Indonesia	Lower MIC	832,705	104,088	4	12	142,693	4	11
China	Upper MIC	453,803	113,451	2	7	49,118	1	4
Nepal	LDC	423,236	60,462	2	6	37,548	1	3
Pakistan	Lower MIC	403,046	201,523	2	6	84,855	2	7
Vietnam	Lower MIC	363,281	121,094	2	5	88,591	2	7
Bangladesh	LDC	229,875	76,625	1	3	67,388	2	5
Thailand	Upper MIC	146,444	73,222	1	2	3,500	0	0
Myanmar	LDC	101,384	50,692	0	2	0	0	0
Several	N/A	1,821,899	107,171	9	27	435,945	11	34
Africa		6,248,086	99,176	30	100	1,115,656	28	100
Namibia	Upper MIC	879,164	146,527	4	14	100,917	3	9
Mozambique	LDC	816,543	68,045	4	13	0	0	0
Ghana	Lower MIC	529,233	66,154	3	8	107,996	3	10
Zimbabwe	Other	327,795	163,898	2	5	190,246	5	17
Togo	LDC	221,619	221,619	1	4	87,282	2	8
South Africa	Upper MIC	164,437	54,812	1	3	89,333	2	8
Burkina Faso	LDC	131,237	65,619	1	2	0	0	0
Malawi	LDC	92,257	92,257	0	1	0	0	0
Zambia	LDC	66,632	33,316	0	1	0	0	0
Swaziland	Lower MIC	15,000	15,000	0	0	0	0	0
Several	N/A	3,004,169	120,167	15	48	539,882	14	48
Latin America and the Caribbean		6,016,887	109,398	29	100	1,213,629	30	100
Brazil	Upper MIC	1,047,775	116,419	5	17	315,097	8	26
Colombia	Upper MIC	692,527	76,947	3	12	99,161	2	8
Peru	Upper MIC	539,328	179,776	3	9	89,888	2	7
Haiti	LDC	421,975	140,658	2	7	100,884	3	8
Uruguay	Upper MIC	248,369	124,185	1	4	45,835	1	4
Ecuador	Upper MIC	236,050	78,683	1	4	0	0	0
Venezuela	Upper MIC	84,834	84,834	0	1	0	0	0
Mexico	Upper MIC	28,995	14,498	0	0	9,016	0	1
Dominican Republic	Upper MIC	14,923	14,923	0	0	14,923	0	1
Several	N/A	2,870,748	136,702	14	48	518,825	13	43
Not mentioned	N/A	20,000	20,000	0	0	20,000	1	2
Europe		195,644	65,215	1		51,905	1	
Global		1,286,550	85,770	6		341,082	9	
Several Countries		8,983,366	115,171	38		1,835,734	46	
Single Country		11,603,350	92,827	57		2,139,324	54	
LDC		2,504,758	17,516	12		293,102	7	
Lower MIC		4,038,504	96,155	20		787,283	20	
Upper MIC		4,536,649	100,814	22		816,788	20	
TOTAL		20,499,222	99,996	100		3,995,058	100	

Region / Country	OECD/DAC Status	2011			2012		
		Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
Asia		1,240,106	33	100	1,145,218	36	100
Philippines	Lower MIC	162,653	4	13	202,366	6	18
India	Lower MIC	80,955	2	7	140,849	4	12
Indonesia	Lower MIC	112,693	3	9	138,589	4	12
China	Upper MIC	62,513	2	5	83,061	3	7
Nepal	LDC	111,863	3	9	39,420	1	3
Pakistan	Lower MIC	87,629	2	7	65,668	2	6
Vietnam	Lower MIC	120,499	3	10	74,191	2	6
Bangladesh	LDC	91,741	2	7	0	0	0
Thailand	Upper MIC	7,437	0	1	23,705	1	2
Myanmar	LDC	24,500	1	2	0	0	0
Several	N/A	296,480	8	24	377,369	12	33
Africa		1,205,857	32	100	761,395	24	100
Namibia	Upper MIC	295,358	8	24	38,434	1	5
Mozambique	LDC	4,566	0	0	33,666	1	4
Ghana	Lower MIC	44,776	1	4	44,958	1	6
Zimbabwe	Other	125,000	3	10	12,549	0	2
Togo	LDC	61,675	2	5	62,372	2	8
South Africa	Upper MIC	58,404	2	5	0	0	0
Burkina Faso	LDC	0	0	0	7,701	0	1
Malawi	LDC	0	0	0	0	0	0
Zambia	LDC	0	0	0	0	0	0
Swaziland	Lower MIC	15,000	0	1	0	0	0
Several	N/A	601,078	16	50	561,715	17	74
Latin America and the Caribbean		937,181	25	100	1,036,462	32	100
Brazil	Upper MIC	203,023	5	22	205,148	6	20
Colombia	Upper MIC	142,451	4	15	92,516	3	9
Peru	Upper MIC	89,888	2	10	89,888	3	9
Haiti	LDC	36,623	1	4	40,610	1	4
Uruguay	Upper MIC	0	0	0	54,270	2	5
Ecuador	Upper MIC	10,000	0	1	25,317	1	2
Venezuela	Upper MIC	0	0	0	24,834	1	2
Mexico	Upper MIC	0	0	0	0	0	0
Dominican Republic	Upper MIC	0	0	0	0	0	0
Several	N/A	468,087	12	50	553,767	17	53
Not mentioned	N/A	0	0	0	0	0	0
Europe		117,047	3		26,692	1	
Global		304,370	8		254,171	8	
Several Countries		1,670,015	44		1,747,022	54	
Single Country		2,066,294	54		1,526,804	47	
LDC		330,968	9		183,769	6	
Lower MIC		624,205	16		666,621	21	
Upper MIC		869,074	23		637,173	20	
TOTAL		3,804,561	100		3,223,938	100	

Region / Country	OECD/DAC Status	2013			2014		
		Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
Asia		998,994	32	100	969,056	32	100
Philippines	Lower MIC	154,035	5	15	156,529	5	16
India	Lower MIC	142,101	5	14	169,278	6	17
Indonesia	Lower MIC	149,201	5	15	136,992	4	14
China	Upper MIC	70,342	2	7	90,844	3	9
Nepal	LDC	54,684	2	5	67,814	2	7
Pakistan	Lower MIC	50,461	2	5	59,916	2	6
Vietnam	Lower MIC	32,442	1	3	47,558	2	5
Bangladesh	LDC	70,746	2	7	0	0	0
Thailand	Upper MIC	62,299	2	6	16,234	1	2
Myanmar	LDC	18,585	1	2	20,019	1	2
Several	N/A	194,098	6	19	203,872	7	21
Africa		867,292	28	100	1,127,112	37	100
Namibia	Upper MIC	155,915	5	18	151,991	5	13
Mozambique	LDC	81,711	3	9	247,052	8	22
Ghana	Lower MIC	36,595	1	4	118,293	4	10
Zimbabwe	Other	0	0	0	0	0	0
Togo	LDC	10,290	0	1	0	0	0
South Africa	Upper MIC	16,700	1	2	0	0	0
Burkina Faso	LDC	37,785	1	4	41,234	1	4
Malawi	LDC	0	0	0	21,351	1	2
Zambia	LDC	33,426	1	4	33,206	1	3
Swaziland	Lower MIC	0	0	0	0	0	0
Several	N/A	494,870	16	57	513,985	17	46
Latin America and the Caribbean		987,756	32	100	900,918	29	100
Brazil	Upper MIC	185,290	6	19	139,217	5	15
Colombia	Upper MIC	60,033	2	6	133,756	4	15
Peru	Upper MIC	89,888	3	9	89,888	3	10
Haiti	LDC	56,881	2	6	87,433	3	10
Uruguay	Upper MIC	47,106	2	5	55,685	2	6
Ecuador	Upper MIC	29,931	1	3	37,915	1	4
Venezuela	Upper MIC	30,000	1	3	30,000	1	3
Mexico	Upper MIC	19,979	1	2	0	0	0
Dominican Republic	Upper MIC	0	0	0	0	0	0
Several	N/A	513,536	16	52	373,123	12	41
Not mentioned	N/A	0	0	0	0	0	0
Europe		0	0		0	0	
Global		270,712	9		72,131	2	
Several Countries		1,473,216	47		1,163,111	38	
Single Country		1,696,426	54		1,952,205	64	
LDC		364,108	12		518,109	17	
Lower MIC		564,835	18		688,566	22	
Upper MIC		767,483	25		745,530	24	
TOTAL		3,124,754	100		3,069,217	100	

Region / Country	OECD/DAC Status	2015		
		Total (€)	% of All Costs	% of All Costs for the Region
Asia		1,125,895	34	100
Philippines	Lower MIC	197,591	6	18
India	Lower MIC	125,734	4	11
Indonesia	Lower MIC	152,537	5	14
China	Upper MIC	97,925	3	9
Nepal	LDC	111,907	3	10
Pakistan	Lower MIC	54,517	2	5
Vietnam	Lower MIC	0	0	0
Bangladesh	LDC	0	0	0
Thailand	Upper MIC	33,269	1	3
Myanmar	LDC	38,280	1	3
Several	N/A	314,135	10	28
Africa		1,170,774	36	100
Namibia	Upper MIC	136,549	4	12
Mozambique	LDC	449,548	14	38
Ghana	Lower MIC	176,615	5	15
Zimbabwe	Other	0	0	0
Togo	LDC	0	0	0
South Africa	Upper MIC	0	0	0
Burkina Faso	LDC	44,517	1	4
Malawi	LDC	70,906	2	6
Zambia	LDC	0	0	0
Swaziland	Lower MIC	0	0	0
Several	N/A	292,639	9	25
Latin America and the Caribbean		940,941	29	100
Brazil	Upper MIC	0	0	0
Colombia	Upper MIC	164,610	5	17
Peru	Upper MIC	89,888	3	10
Haiti	LDC	99,544	3	11
Uruguay	Upper MIC	45,473	1	5
Ecuador	Upper MIC	132,887	4	14
Venezuela	Upper MIC	0	0	0
Mexico	Upper MIC	0	0	0
Dominican Republic	Upper MIC	0	0	0
Several	N/A	443,410	14	47
Not mentioned	N/A	0	0	0
Europe		0	0	
Global		44,084	1	
Several Countries		1,094,268	33	
Single Country		2,222,297	68	
LDC		814,702	25	
Lower MIC		706,994	22	
Upper MIC		700,601	21	
TOTAL		3,281,694	100	

Source: Provided by SASK to the Evaluation Team.

Table 12: SASK expenditures for project costs 2010-2015 by sectors and regions

Region / Sector	2010-2015				2010		
	Total (€)	Average Cost / Project (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions							
Industry	5,365,532	114,160	26		1,010,163	25	
Non-sector specific / Multi-sectoral	4,703,815	90,458	23		1,129,971	28	
Public sector	3,784,131	126,138	18		794,275	20	
Construction	2,620,916	113,953	13		478,642	12	
Services	2,510,779	73,846	12		424,887	11	
Transport	879,327	79,939	4		21,110	1	
Food and agriculture	622,558	77,820	3		123,846	3	
Asia	6,622,731		32	100	1,272,786	32	100
Industry	1,713,237		8	26	223,685	6	18
Non-sector specific / Multi-sectoral	1,549,795		8	23	386,042	10	30
Public sector	1,225,503		6	19	302,284	8	24
Construction	1,040,707		5	16	196,773	5	15
Services	778,391		4	12	160,502	4	13
Transport	290,598		1	4	3,500	0	0
Food and agriculture	24,500		0	0	0	0	0
Africa	6,248,086		30	100	1,115,656	28	100
Industry	1,938,395		9	31	275,028	7	25
Non-sector specific / Multi-sectoral	1,537,893		8	25	446,925	11	40
Public sector	845,242		4	14	109,540	3	10
Construction	649,613		3	10	116,890	3	10
Services	649,130		3	10	90,160	2	8
Transport	446,588		2	7	17,610	0	2
Food and agriculture	181,225		1	3	59,503	1	5
Latin America and the Caribbean	6,016,887		29	100	1,213,629	30	100
Public sector	1,549,897		8	26	377,685	9	31
Industry	1,518,638		7	25	377,188	9	31
Services	999,847		5	17	113,962	3	9
Non-sector specific / Multi-sectoral	974,085		5	16	201,114	5	17
Food and agriculture	416,833		2	7	64,343	2	5
Construction	415,446		2	7	79,337	2	7
Transport	142,141		1	2	0	0	0
TOTAL	20,487,058	99 937	100		3,982,894	100	

Region / Sector	2011			2012		
	Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions						
Industry	699,139	18		819,855	25	
Non-sector specific / Multi-sectoral	1,334,415	35		816,221	25	
Public sector	686,451	18		514,897	16	
Construction	437,276	11		394,608	12	
Services	335,341	9		366,546	11	
Transport	212,642	6		187,516	6	
Food and agriculture	99,297	3		124,295	4	
Asia	1,214,281	32	100	1,112,217	34	100
Industry	239,286	6	20	336,752	10	30
Non-sector specific / Multi-sectoral	416,139	11	34	304,099	9	27
Public sector	186,536	5	15	179,722	6	16
Construction	125,746	3	10	113,997	4	10
Services	122,760	3	10	124,798	4	11
Transport	99,314	3	8	52,849	2	5
Food and agriculture	24,500	1	2	0	0	0
Africa	1,205,857	32	100	761,395	24	100
Industry	251,277	7	21	203,953	6	27
Non-sector specific / Multi-sectoral	554,264	15	46	210,169	7	28
Public sector	107,502	3	9	91,349	3	12
Construction	96,235	3	8	52,147	2	7
Services	84,352	2	7	26,434	1	3
Transport	77,434	2	6	127,136	4	17
Food and agriculture	34,793	1	3	50,207	2	7
Latin America and the Caribbean	937,181	25	100	1,036,462	32	100
Public sector	298,514	8	32	217,134	7	21
Industry	208,576	5	22	279,150	9	27
Services	105,081	3	11	215,314	7	21
Non-sector specific / Multi-sectoral	162,965	4	17	161,877	5	16
Food and agriculture	40,004	1	4	74,088	2	7
Construction	86,147	2	9	81,368	3	8
Transport	35,894	1	4	7,531	0	1
TOTAL	3,804,561	100		3,223,938	100	

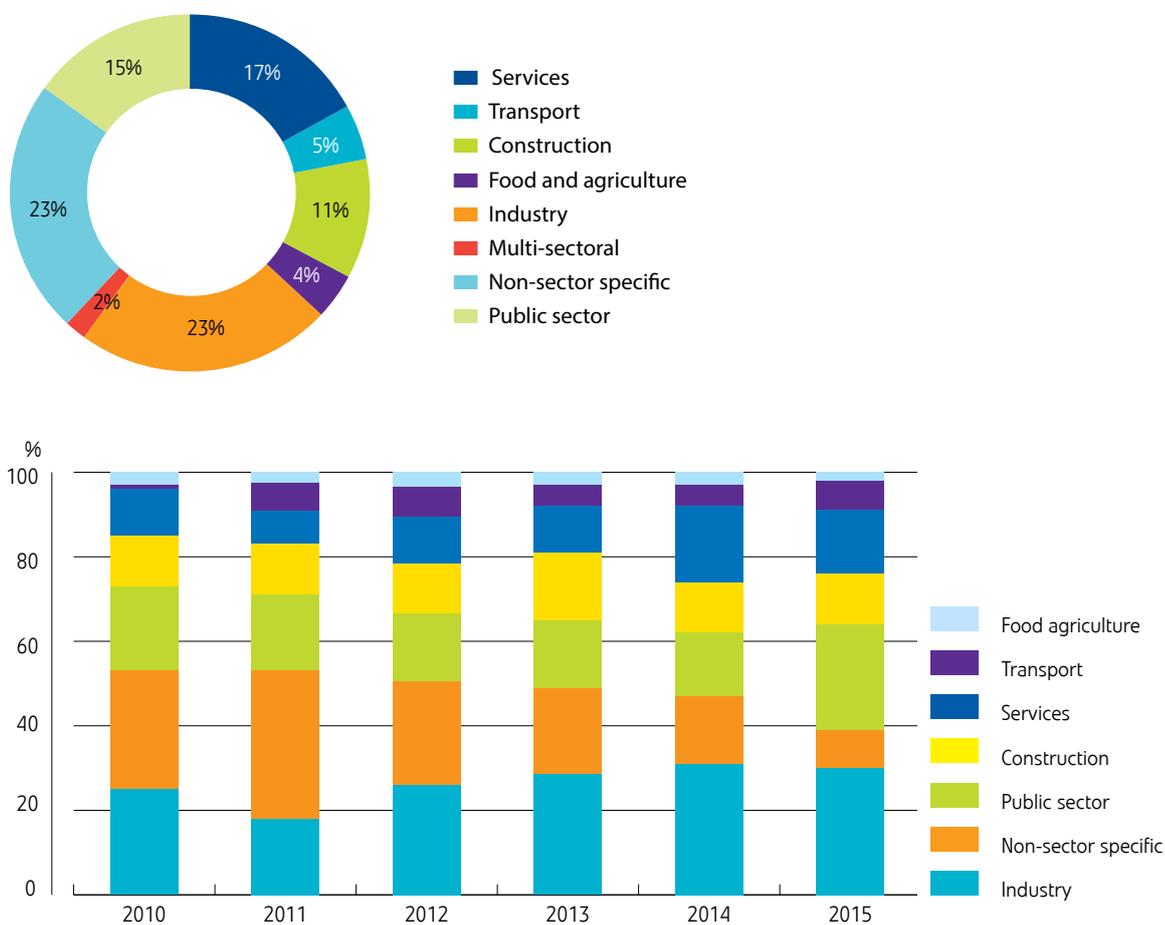
Region / Sector	2013			2014		
	Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions						
Industry	899,725	29		952,127	31	
Non-sector specific / Multi-sectoral	638,885	20		489,988	16	
Public sector	499,876	16		468,495	15	
Construction	499,040	16		392,435	13	
Services	340,484	11		515,780	17	
Transport	144,985	5		144,629	5	
Food and agriculture	101,759	3		105,763	3	
Asia	968,826	31	100	928,726	30	100
Industry	286,765	9	30	254,859	8	27
Non-sector specific / Multi-sectoral	183,581	6	19	159,532	5	17
Public sector	183,965	6	19	163,844	5	18
Construction	143,106	5	15	184,757	6	20
Services	101,353	3	10	146,197	5	16
Transport	70,056	2	7	19,537	1	2
Food and agriculture	0	0	0	0	0	0
Africa	867,292	28	100	1,127,112	37	100
Industry	349,319	11	40	442,009	14	39
Non-sector specific / Multi-sectoral	138,116	4	16	96,302	3	9
Public sector	143,415	5	17	169,032	6	15
Construction	117,008	4	13	124,746	4	11
Services	61,212	2	7	200,580	7	18
Transport	58,222	2	7	94,443	3	8
Food and agriculture	0	0	0	0	0	0
Latin America and the Caribbean	987,756	32	100	900,918	29	100
Public sector	172,496	6	17	135,619	4	15
Industry	263,641	8	27	194,259	6	22
Services	177,919	6	18	169,003	6	19
Non-sector specific / Multi-sectoral	169,572	5	17	182,693	6	20
Food and agriculture	101,759	3	10	105,763	3	12
Construction	85,662	3	9	82,932	3	9
Transport	16,707	1	2	30,649	1	3
TOTAL	3,124,754	100		3,069,217	100	

Region / Sector	2015		
	Total (€)	% of All Costs	% of All Costs for the Region
All regions			
Industry	984,523	30	
Non-sector specific / Multi-sectoral	294,335	9	
Public sector	820,137	25	
Construction	418,915	13	
Services	527,741	16	
Transport	168,445	5	
Food and agriculture	67,598	2	
Asia	1,125,895	34	100
Industry	371,890	11	33
Non-sector specific / Multi-sectoral	100,402	3	9
Public sector	209,152	6	19
Construction	276,328	8	25
Services	122,781	4	11
Transport	45,342	1	4
Food and agriculture	0	0	0
Africa	1,170,774	36	100
Industry	416,809	13	36
Non-sector specific / Multi-sectoral	92,117	3	8
Public sector	224,404	7	19
Construction	142,587	4	12
Services	186,392	6	16
Transport	71,743	2	6
Food and agriculture	36,722	1	3
Latin America and the Caribbean	940,941	29	100
Public sector	348,449	11	37
Industry	195,824	6	21
Services	218,568	7	23
Non-sector specific / Multi-sectoral	95,864	3	10
Food and agriculture	30,876	1	3
Construction	0	0	0
Transport	51,360	2	5
TOTAL	3,281,694	100	

Source: Provided by SASK to the Evaluation Team.

The sectoral distribution of projects in the SASK 2010-2016 portfolio has been diverse (Figure 8). Industry (47 projects, 23% of all projects) was the most common sector for the active SASK projects and also received most funding (€ 5.4 million, 26% of all funding). It was followed by the public sector (30 projects, 15% of all projects, € 3.9 million, 18% of all funding) and the construction sector (23 projects, 11% of all projects, € 2.6 million, 13% of all funding). Overall, the projects were generally larger in the public, the industry and the construction sectors. The service sector was also well represented in terms of project numbers (34 projects, 17% of all projects), but less with regard to funds (€ 2.5 million, 12% of all financing) - and individual project size for the service sector was clearly below average. About 25% of all projects (52 projects) and 23% of all financing (€ 4.7 million) were not specific to any sector or covered several sectors. The amount and budget of non-sector specific projects has clearly decreased over the recent years in favour of the industry, public sector and service sectors that gradually increased in importance).

Figure 8: SASK development co-operation portfolio by sector



Source: Provided by SASK to the Evaluation Team.

Table 13: SASK expenditures for project costs 2010–2015 by key partners and regions

	2010-2015				2010		
	Total (€)	Average Cost / Project (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions							
Multinational	13,105,338	112,977	64		2,403,939	60	
PSI	3,555,430	136,747	17		789,509	20	
Other multinational partners only	2,387,399	217,036	12		358,904	9	
BWI	2,373,388	118,669	12		478,642	12	
UNI	1,927,639	91,792	9		266,633	7	
ICEM	1,088,209	217,642	5		376,837	9	
ITF	879,327	79,939	4		21,110	1	
ITUC	499,675	99,935	2		112,304	3	
IndustriALL	394,271	23,192	2		0	0	
Bilateral partners only	5,175,427	92,418	25		875,631	22	
Other partners / Not mentioned	2,020,173	69,661	10		581,226	15	
Mixed partners	198,284	66,095	1		134,262	3	
Asia	6,752,055			100	1,272,786		100
Multinational	4,379,909			65	829,589		65
PSI	1,225,503			18	302,284		24
UNI	823,635			12	139,547		11
BWI	793,179			12	196,773		15
Other multinational partners only	611,410			9	187,485		15
IndustriALL	611,084			9	0		0
ITF	290,598			4	3,500		0
ITUC	24,500			0	0		0
ICEM	0			0	0		0
Bilateral partners only	1,438,905			21	190,875		15
Other partners / Not mentioned	879,219			13	252,322		20
Mixed partners	54,022			1	0		0
Africa	6,248,086				1,115,656		100
Multinational	3,745,686			60	585,893		53
PSI	841,442			13	109,540		10
IndustriALL	698,143			11	0		0
BWI	649,613			10	116,890		10
ICEM	543,448			9	195,068		17
ITF	446,588			7	17,610		2
ITUC	240,367			4	87,282		8
UNI	190,896			3	0		0
Other multinational partners only	135,189			2	59,503		5
Bilateral partners only	1,878,495			30	308,913		28
Other partners / Not mentioned	613,905			10	220,850		20
Mixed partners	10,000			0	0		0
Latin America and the Caribbean	6,016,887				1,213,629		100
Multinational	4,263,337			71	889,691		73
PSI	1,450,353			24	377,685		31
UNI	899,984			15	113,962		9
ICEM	544,761			9	181,769		15
BWI	415,446			7	79,337		7
IndustriALL	394,271			7	0		0
Other multinational partners only	331,573			6	111,916		9
ITF	142,141			2	0		0
ITUC	84,808			1	25,022		2
Bilateral partners only	1,662,383			28	323,938		27
Other partners / Not mentioned	91,167			2	0		0
Mixed partners	0			0	0		0
TOTAL	20,499,222				3,995,058		

	2011			2012		
	Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions						
Multinational	2,219,386	58		2,328,386	72	
PSI	592,552	16		488,205	15	
Other multinational partners only	276,062	7		412,754	13	
BWI	401,559	11		355,188	11	
UNI	271,976	7		388,433	12	
ICEM	309,672	8		309,637	10	
ITF	212,642	6		187,516	6	
ITUC	154,923	4		141,123	4	
IndustriALL	0	0		45,530	1	
Bilateral partners only	960,961	25		540,984	17	
Other partners / Not mentioned	602,735	16		354,568	11	
Mixed partners	21,479	1		0	0	
Asia	1,240,106		100	1,145,218		100 %
Multinational	705,501		57	752,028		66
PSI	186,536		15	179,722		16
UNI	140,947		11	146,685		13
BWI	90,029		7	74,577		7
Other multinational partners only	142,773		12	242,949		21
IndustriALL	21,402		2	55,246		5
ITF	99,314		8	52,849		5
ITUC	24,500		2	0		0
ICEM	0		0	0		0
Bilateral partners only	282,290		23	188,149		16
Other partners / Not mentioned	230,836		19	205,041		18
Mixed partners	21,479		2	0		0
Africa	1,205,857		100	761,395		100
Multinational	600,428		50	604,284		79
PSI	107,502		9	91,349		12
IndustriALL	0		0	33,666		4
BWI	96,235		8	52,147		7
ICEM	178,093		15	170,287		22
ITF	77,434		6	127,136		17
ITUC	80,423		7	62,372		8
UNI	25,948		2	26,434		3
Other multinational partners only	34,793		3	40,893		5
Bilateral partners only	358,752		30	64,659		8
Other partners / Not mentioned	246,677		20	92,452		12
Mixed partners	0		0	0		0
Latin America and the Caribbean	937,181		100	1,036,462		100
Multinational	734,309		78	774,978		75
PSI	298,514		32	217,134		21
UNI	105,081		11	215,314		21
ICEM	131,579		14	139,350		13
BWI	86,147		9	81,368		8
IndustriALL	0		0	45,530		4
Other multinational partners only	77,094		8	40,000		4
ITF	35,894		4	7,531		1
ITUC	0		0	28,751		3
Bilateral partners only	202,872		22	261,484		25
Other partners / Not mentioned	0		0	0		0
Mixed partners	0		0	0		0
TOTAL	3,804,561			3,223,938		

	2013			2014		
	Total (€)	% of All Costs	% of All Costs for the Region	Total (€)	% of All Costs	% of All Costs for the Region
All regions						
Multinational	2,169,321	69		1,975,476	64	
PSI	496,076	16		468,495	15	
Other multinational partners only	462,982	15		524,055	17	
BWI	450,216	14		324,621	11	
UNI	358,216	11		400,895	13	
ICEM	92,063	3		0	0	
ITF	144,985	5		144,629	5	
ITUC	91,325	3		0	0	
IndustriALL	73,458	2		112,781	4	
Bilateral partners only	636,452	20		944,052	31	
Other partners / Not mentioned	276,438	9		149,689	5	
Mixed partners	42,543	1		0	0	
Asia	998,994		100	969,056		100
Multinational	679,542		68	641,464		66
PSI	183,965		18	163,844		17
UNI	127,478		13	146,197		15
BWI	94,282		9	116,943		12
Other multinational partners only	38,203		4	0		0
IndustriALL	165,558		17	194,943		20
ITF	70,056		7	19,537		2
ITUC	0		0	0		0
ICEM	0		0	0		0
Bilateral partners only	173,447		17	250,034		26
Other partners / Not mentioned	113,462		11	77,558		8
Mixed partners	32,543		3	0		0
Africa	867,292		100	1,127,112		100
Multinational	587,175		68	750,465		67
PSI	139,615		16	169,032		15
IndustriALL	209,221		24	276,549		25
BWI	117,008		13	124,746		11
ICEM	0		0	0		0
ITF	58,222		7	94,443		8
ITUC	10,290		1	0		0
UNI	52,819		6	85,695		8
Other multinational partners only	0		0	0		0
Bilateral partners only	216,191		25	376,647		33
Other partners / Not mentioned	53,926		6	0		0
Mixed partners	10,000		1	0		0
Latin America and the Caribbean	987,756		100	900,918		100
Multinational	699,340		71	583,547		65
PSI	172,496		17	135,619		15
UNI	177,919		18	169,003		19
ICEM	92,063		9	0		0
BWI	85,662		9	82,932		9
IndustriALL	73,458		7	112,781		13
Other multinational partners only	50,000		5	52,563		6
ITF	16,707		2	30,649		3
ITUC	31,035		3	0		0
Bilateral partners only	246,814		25	317,371		35
Other partners / Not mentioned	41,602		4	0		0
Mixed partners	0		0	0		0
TOTAL	3,124,754			3,069,217		

	2015		
	Total (€)	% of All Costs	% of All Costs for the Region
All regions			
Multinational	2,008,830	61	
PSI	720,593	22	
Other multinational partners only	352,642	11	
BWI	363,162	11	
UNI	241,486	7	
ICEM	0	0	
ITF	168,445	5	
ITUC	0	0	
IndustriALL	162,502	5	
Bilateral partners only	1,217,347	37	
Other partners / Not mentioned	55,517	2	
Mixed partners	0	0	
Asia	1,125,895		100
Multinational	771,785		69
PSI	209,152		19
UNI	122,781		11
BWI	220,575		20
Other multinational partners only	0		0
IndustriALL	173,935		15
ITF	45,342		4
ITUC	0		0
ICEM	0		0
Bilateral partners only	354,110		31
Other partners / Not mentioned	0		0
Mixed partners	0		0
Africa	1,170,774		100
Multinational	617,441		53
PSI	224,404		19
IndustriALL	178,707		15
BWI	142,587		12
ICEM	0		0
ITF	71,743		6
ITUC	0		0
UNI	0		0
Other multinational partners only	0		0
Bilateral partners only	553,333		47
Other partners / Not mentioned	0		0
Mixed partners	0		0
Latin America and the Caribbean	940,941		100
Multinational	581,472		62
PSI	248,905		26
UNI	118,705		13
ICEM	0		0
BWI	0		0
IndustriALL	162,502		17
Other multinational partners only	0		0
ITF	51,360		5
ITUC	0		0
Bilateral partners only	309,904		33
Other partners / Not mentioned	49,565		5
Mixed partners	0		0
TOTAL	3,281,694		

Source: Provided by SASK to the Evaluation Team.

ANNEX 10: REGIONAL PRIORITIZATION BY SASK

Table 14: SASK regional strategies for Africa, Asia and Latin America 2014-2016

Operational objectives in the regional strategies for Africa, Asia and Latin America 2014-2016		
Advocacy <ul style="list-style-type: none"> Labour friendly legislation Pro-worker economic and social policies 	Networking and unity objectives <ul style="list-style-type: none"> Relevance Visibility Influence 	Basic trade union work and capacity building <ul style="list-style-type: none"> Improved influence and relevance of unions in society (happy members) Increased autonomy and self-sustainability
Operational targets in the regional strategy for Asia 2014-2016		
Advocacy <ul style="list-style-type: none"> Changes in national legislation in favour of workers (minimum wage) Unions influence national and international policies (social security) Ratification and implementation of ILO Conventions of Labour Standards Unions recognized and negotiating partners and important social actors 	Networking and unity objectives <ul style="list-style-type: none"> Building strong unity among trade unions and central and sectoral levels with common national agenda of unions Information, experience and skills shared among national unions, Finnish unions and SSOs 	Basic trade union work and capacity building <ul style="list-style-type: none"> More committed and dues-paying members Unions able to bargain collective and decent work conditions guaranteed Unions able to monitor TU rights and make complaints about violations Sustainable organisational development through financial transparency and independence More women and young workers in unions and in their decision-making position
Operational targets in the regional strategy for Latin America 2014-2016		
Advocacy <ul style="list-style-type: none"> Changes in national legislation in favour of workers Unions influence national and international policies Ratification and implementation of ILO Conventions of Labour Standards Unions recognized and negotiating partners and important social actors 	Networking and unity objectives <ul style="list-style-type: none"> More influence power through alliance with social movements towards more democratic societies Decent work agenda promoted Joint national agenda of unions Sectorial networks especially within multinational companies Information and exchange share with Finnish unions 	Basic trade union work and capacity building <ul style="list-style-type: none"> Unity and joint actions of unions More committed and dues-paying members Sustainable organisational development through financial transparency and independence More women and young workers in unions and in their decision-making position Unions' capacity to act improved Unions able to bargain collective with decent work conditions guaranteed Unions able to monitor trade union rights and make complaints about violations

Table 15: Expected results and rationale for SASK priority countries in Africa in 2014–2017

	Expected results based on the 2015-2017 programme		Rationale in the action plan for 2016
	Objective 1 – Unions are strong	Objective 2 – Unions are capable of representing the interests of their members	
Burkina Faso	Memberships and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.	Confederations work together and cooperate more closely than before.	Activities to be ended due to MFA financing cuts.
Ghana	Memberships and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner. Unions and their decision-making bodies include more women and young people.	Unions work together and cooperate more closely than before. The number of collective agreements grows in sectors represented by SASK's partners.	Activities to be ended due to MFA financing cuts.
Malawi	Not included	Not included	LDC with existing SASK project work.
Mozambique	Membership and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner. Unions and their decision-making bodies include more women and young people.	Unions work together and cooperate more closely than before. The number of collective agreements grows in sectors represented by SASK's partners.	LDC with existing SASK project work and long-term experience bringing added-value. Economic growth attracting also Finnish companies. Priority country of the Finnish development cooperation.
Namibia	Not included	Not included	MIC with large income inequalities. Existing SASK project work, long-term experience and committed partners bringing added-value.
Sierra Leone	Not included	Not included	Activities to be ended due to MFA financing cuts.
Zambia	The numbers of members and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.	Not included	Scaling down to follow-up of trade union movement only

Source: Provided by SASK to Evaluation Team

Table 16: Expected results and rationale for SASK priority countries in Asia in 2014–2017

Expected results based on the 2015-2017 programme			Rationale in the action plan for 2016
	Objective 1 – Unions are strong	Objective 2 – Unions are capable of representing the interests of their members	
Philippines	<p>The freedom of association is realised; unions may work legally without fearing violence or pressure.</p> <p>ILO Convention 151 is ratified and applied.</p> <p>Unions increasingly organise in their specific sectors.</p> <p>Membership and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.</p>	<p>NAGKAISA, a cooperative body of trade unions and federations, drafts a joint action plan and influences issues common to all workers such as increasing minimum wages, decreasing precarious work and decreasing the price of electrical power.</p> <p>The number of collective agreements grows in sectors represented by SASK's partners.</p>	<p>MIC with high but unequal economic growth.</p> <p>Reinforcing trade union movement with regional significance.</p> <p>Finnish investments.</p>
Indonesia	<p>Membership and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.</p>	<p>NAGB, a cooperative body of trade unions and federations, drafts a joint action plan and influences issues common to all workers such as increasing minimum wages and decreasing precarious work.</p>	<p>MIC with high but unequal economic growth.</p> <p>Reinforcing trade union movement with regional significance.</p> <p>Finnish investments.</p>
India	<p>Memberships increase, unions receive fees from their members to cover the expenses of their operations and are able to manage and develop their finances in a sustainable manner.</p>	<p>The number of collective agreements grows in sectors represented by SASK's partners.</p>	<p>Growing economy with extreme poverty and high inequalities.</p> <p>Weak and hierarchical trade union movement.</p> <p>Issues of migrant workers and informal economy.</p>
Nepal	<p>ILO Convention 87 is ratified and applied.</p> <p>Membership and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.</p>	<p>JTUCC, a cooperative body of confederations, drafts a joint action plan and influences issues common to all workers at the national level.</p> <p>The number of collective agreements grows in sectors represented by SASK's partners.</p>	<p>LDC with existing SASK project work.</p> <p>Priority country of the Finnish development cooperation.</p> <p>Issues of migrant workers and informal economy.</p>

Expected results based on the 2015-2017 programme			Rationale in the action plan for 2016
	Objective 1 – Unions are strong	Objective 2 – Unions are capable of representing the interests of their members	
Bangladesh	Not included	Not included	Assessing possibilities to continue activities in Bangladesh. Growing economy with extreme poverty and high inequalities. Weak and hierarchical trade union movement. Issues of migrant workers and informal economy.
Myanmar	Not included	Not included	LDC gradually opening up. Trade union movement at early stages. Interests by Finnish companies. Priority country of the Finnish development cooperation.

Source: Provided by SASK to Evaluation Team

Table 17: Expected results and rationale for SASK priority countries in Latin America in 2014-2017

	Expected results based on the 2015-2017 programme		Action plan for 2016
	Objective 1 – Unions are strong	Objective 2 – Unions are capable of representing the interests of their members	
Ecuador	Membership and income from membership fees increase, and unions are able to manage their finances and develop their operations in a sustainable manner.	Amendments to labour law. Sector-specific and company-based networks (such as MNC) become stronger, unions have a joint action plan and cooperate more closely.	Activities to be ended due to MFA financing cuts.
Colombia	The freedom of association is realised; unions may work legally without fearing violence or pressure. Unions increasingly organise themselves in their specific sectors. Unions and their decision-making bodies include more women and young people.	Promoting decent work. Complaints concerning violations of labour rights and human rights. Unions work together, cooperate more closely, and assume a stronger role in society. Unions work together and cooperate more closely particularly in sector-specific and company-based networks (such as MNC). Unions exchange information and experiences with their Finnish counterparts.	Growing importance in global economy. Interests by Finnish companies. Threats to trade union rights.
Peru	There are more committed, active members who pay their fees. Unions are able to manage their finances in a sustainable, transparent manner, improving their economic independence and administration.	Sector-specific bargaining culture grows stronger.	Activities to be ended due to MFA financing cuts.
Uruguay	Membership and income from membership fees increase, and unions are able to manage their finances in a sustainable and transparent manner. Unions' economic independence and administration improve.	Unions work together and cooperate more closely particularly in sector-specific and company-based networks (such as MNC). Unions exchange information and experiences with their Finnish counterparts.	Activities to be ended due to MFA financing cuts.
Central America	Not included	Not included	Growing importance in global economy. Interests by Finnish companies. Threats to trade union rights.

Source: Provided by SASK to Evaluation Team

Table 18: SASK expenditures for project costs 2010–2015 by key countries

Region	OECD/DAC Status	Projects 2010-2016 N	Expenditures for Project Costs 2010-2015	
			Total EUR	Share for the Region %
Asia		69	6,752,055	100
Several	N/A	17	1,821,899	27
Philippines	Lower MIC	8	1,036,905	15
India	Lower MIC	12	858,334	13
Indonesia	Lower MIC	8	832,705	12
China	Upper MIC	4	453,803	7
Nepal	LDC	7	423,236	6
Pakistan	Lower MIC	2	403,046	6
Vietnam	Lower MIC	3	363,281	5
Bangladesh	LDC	3	229,875	3
Thailand	Upper MIC	2	146,444	2
Myanmar	LDC	2	101,384	2
Africa		63	6,248,086	100
Several	N/A	25	3,004,169	48
Namibia	Upper MIC	6	879,164	14
Mozambique	LDC	12	816,543	13
Ghana	Lower MIC	8	529,233	8
Zimbabwe	Other	2	327,795	5
Togo	LDC	1	221,619	4
South Africa	Upper MIC	3	164,437	3
Burkina Faso	LDC	2	131,237	2
Malawi	LDC	1	92,257	1
Zambia	LDC	2	66,632	1
Swaziland	Lower MIC	1	15,000	0
Latin America and the Caribbean		55	6,016,887	100
Several	N/A	21	2,870,748	48
Brazil	Upper MIC	9	1,047,775	17
Colombia	Upper MIC	9	692,527	12
Peru	Upper MIC	3	539,328	9
Haiti	LDC	3	421,975	7
Uruguay	Upper MIC	2	248,369	4
Ecuador	Upper MIC	3	236,050	4
Venezuela	Upper MIC	1	84,834	1
Mexico	Upper MIC	2	28,995	0
Dominican Republic	Upper MIC	1	14,923	0
Not mentioned	N/A	1	20,000	0
Europe	N/A	3	195,644	100
Global	N/A	15	1,286,550	100
TOTAL	N/A	205	20,499,222	N/A

Source: Provided by SASK to the Evaluation Team.

Table 19: SASK expenditures for project costs in 2015 by key countries

Region	OECD/DAC Status	Expenditures for Project Costs in 2015	
		Total	Share for the Region
		EUR	%
Asia		1,125,895	100
Several	N/A	314,135	28
Philippines	Lower MIC	197,591	18
Indonesia	Lower MIC	152,537	14
India	Lower MIC	125,734	11
Nepal	LDC	111,907	10
China	Upper MIC	97,925	9
Pakistan	Lower MIC	54,517	5
Myanmar	LDC	38,280	3
Thailand	Upper MIC	33,269	3
Vietnam	Lower MIC	0	0
Bangladesh	LDC	0	0
Africa		1,170,774	100
Several	N/A	292,639	25
Mozambique	LDC	449,548	38
Ghana	Lower MIC	176,615	15
Namibia	Upper MIC	136,549	12
Malawi	LDC	70,906	6
Burkina Faso	LDC	44,517	4
Zimbabwe	Other	0	0
Togo	LDC	0	0
South Africa	Upper MIC	0	0
Zambia	LDC	0	0
Swaziland	Lower MIC	0	0
Latin America and the Caribbean		940,941	100
Several	N/A	443,410	47
Colombia	Upper MIC	164,610	17
Ecuador	Upper MIC	132,887	14
Haiti	LDC	99,544	11
Peru	Upper MIC	89,888	10
Uruguay	Upper MIC	45,473	5
Brazil	Upper MIC	0	0
Venezuela	Upper MIC	0	0
Mexico	Upper MIC	0	0
Dominican Republic	Upper MIC	0	0
Europe		0	N/A
Global		44,084	100
TOTAL		3,281,694	

Source: Provided by SASK to the Evaluation Team.

ANNEX 11: SASK DECISION-MAKING STRUCTURE

The decisions concerning SASK are allocated to the Annual General Meeting (AGM) representing its membership and taking place twice every year. Each of the SASK member representatives has one vote to use in the AGM. Central organisations of Finnish trade unions can have two representatives in the assembly for every 200,000 of their members and each trade union can have one representative for every 40,000 of their members. Supporting members have observation rights. The AGM (SASK, 2009):

- Ratifies annual action plan and budget for the upcoming year;
- Approves the annual report and financial statements of the previous year;
- Decides on the amount of membership fees and the selection of the SASK Executive Board chair and members.

The Executive Board is selected by the AGM to lead SASK activities including preparing its strategy as well as executing decisions by the annual meeting. Key responsibilities of the Board include, among others, preparing annual action plan and budget and deciding on employment issues with longer term implications. The executive board decides on individual SASK projects based on project proposals as well as on non-budgeted expenditures and budgetary changes exceeding € 50 000. The executive board - selected for a two-year term - is comprised of the chair, maximum of three vice-chairs and between 8-15 members and additional 3-8 vice-members (SASK, 2009; SASK, 2016a).

A Steering Committee is set by the SASK executive board to support its work during the two-year term. The steering committee prepares the executive board meetings and agendas. It decides on non-budgetary expenses between € 10,000-50,000 and budgetary changes between € 20,000-50,000 as well as on employment issues with shorter-term implications. The steering committee includes the chair of the executive board, vice-chairs and between 2-4 members (SASK, 2016b).

The secretariat of SASK is led by the Executive Director and it consists of officers and administrative staff. The Executive Director prepares the meetings of executive board and the committee as well as executing their decisions. The Director is responsible for implementing the annual action plan and budget - with authority to decide on non-budgetary expenses below € 10,000 and budgetary changes up to € 20,000. The financial planning and draft budget, coupled with financial management and monitoring, fall under the responsibility of the Head of Administration. Other officers in the SASK secretariat draft the annual action plans and budgets for their area of responsibility (SASK, 2016a).

ANNEX 12: OVERVIEW OF REPORTING BY SASK TO THE MFA

Table 20: Inputs of SASK as reported to the MFA in programme reports

	Indicator	SASK programme 2009-2011				SASK programme 2012-2014			
		Total	Africa	Asia	LAC	Total	Africa	Asia	LAC
Expenditures	EUR	11,778,963	3,878,880	3,624,140	3,103,603	8,591,656	2,563,698	2,950,801	2,791,202
Projects	N	127	28	51	36	113			
Total countries covered	N	65	28	16	7+	58	23	15	18
Main target countries	N	21	5	9	7	20	5	9	6

	Indicator	SASK programme 2015			
		Total	Africa	Asia	LAC
Expenditures	EUR	5,217,384	1,002,646	1,025,854	881,970
Projects	N	64			
Total countries covered	N	42	14	10	16
Main target countries	N	15	7	4	4

Source: SASK Programme Reports to the MFA.

Note: Table compilation by authors.

Table 21: Outputs of SASK as reported to the MFA in programme reports

	Indica- tor	SASK programme 2009-2011				SASK programme 2012-2014				SASK programme 2015			
		Total	Africa	Asia	LAC	Total	Africa	Asia	LAC	Total	Africa	Asia	LAC
Activities													
Total activities	N	5,774				5,218				1 851			
Trainings	N	2,980				2,028							
Average implementation rate for trainings	%	83											
Organization and advocacy events	N	2,591				3,056							
Average implementation rate for events	%	114											
Research and studies	N	203				134				73			
People reached													
Total of people reached	N	649,001				346,209	62,000			169,995			
Average implementation rate for people reached	%	119								131			
Average rate of women of people reached	%	19				35		32	40	36			
Training participants	N					43,640	12,103	37,833	15,000				
Average rate of women of people trained	%					40			45	36			
Organization and advocacy event participants	N					302,569							
HIV/AIDS awareness raising participants	N						9,000						

Source: SASK Programme Reports to the MFA.

Note: Table compilation by authors.

Table 22: Outcomes of SASK as reported to the MFA in programme reports

Indicator	SASK programme 2009-2011					SASK programme 2012-2014					SASK programme 2015					
	Total	Africa	Asia	LAC	Key countries	Total	Africa	Asia	LAC	Key countries	Total	Africa	Asia	LAC	Key countries	
Increased organization in trade unions																
New trade union members	N	413,385	56,000	12,680				291,108	39,500	Brazil, Colombia, India, Indonesia, Vietnam	125,400					
Success rate of new trade union members against objective	%	158					126									
New trade unions / associations	N		299	3					1	Peru	107					
New workplace-based trade unions /associations	N		620	7			489	1								
Trade union membership fees																
Countries with increased collection of membership fees	N		2		Indonesia, Cambodia											
Trade unions with a new % based membership fee	N		60		Indonesia, Philippines											
Trade unions / federations increasing flat rate membership fee	N		27		Malaysia, Philippines											
Trade unions with a new direct fee system	N		15		Indonesia											
Co-operation among trade unions																
New trade union federations	N		9	12	Colombia											
New trade union fusions	N										3					
New trade union co-operation processes	N		2				12	58			9					
Trade unions participating in co-operation processes	N						131									
Trade union networking and participation in processes																
Networks / forums with trade union participation	N			33												
Trade unions participating in co-operation processes	N											1				Indonesia
Countries / regions with trade unions in societal change processes	N		2	3	Brazil, Colombia, Indonesia, Peru, Philippines				3	Colombia, Haiti, Andian region				1		Colombia
Legislation processes with trade union participation	N										12					

Indicator	SASK programme 2009-2011					SASK programme 2012-2014					SASK programme 2015					
	Total	Africa	Asia	LAC	Key countries	Total	Africa	Asia	LAC	Key countries	Total	Africa	Asia	LAC	Key countries	
Improved rights to organize																
Trade unions with obtained rights to negotiate	N															5
Firms with rights to organize	N	7+														
Countries with improved rights to organize	N		2	1	Brazil, Philippines, Thailand			4		China, Indonesia, Thailand, Vietnam						
Collective agreements for better work conditions																
New collective agreements	N	16	114			424		172	2							127
Improved collective agreements (N)	N															30
New collective agreements at workplace / firm level	N	1		50				2	20							
New collective agreements with ban on child labour	N		10					150		India, Nepal						
Improvements in collective agreements	N						577	10								
Improvements in legislation																
Countries with new ILO ratifications	N			1	Brazil			1		Philippines						
Countries with increases in national / regional minimum wage	N		1		Indonesia			1		Nepal						
Countries with improved national legislation / social security	N		6		Indonesia			1		Brazil, Ghana			2		India, Nepal	
Improvements for individuals																
Workers covered by new collective agreements	N							115,000								
People with improved income	N															450
Workers with better employment contracts	N	500			Mozambique, Senegal											
Children with improved access to schools	N		5,000													215
People with access to trade union social services	N															500

Source: SASK Programme Reports to the MFA.

Note: Table compilation by authors.

ANNEX 13: SASK ACTIVITIES BASED ON IRMA DATA

Table 23: SASK activities 2012–2015

	2012				2013			
	Activities		Participants		Activities		Participants	
	Number	Implementation rate	Number	Share of women	Number	Implementation rate	Number	Share of women
Building union strength	823	91%	26,582	44%	1 149	151%	18,116	38%
Training on Organising	151	91%	3,279	44%	111	91%	2,621	42%
Training on Collective Bargaining	31	91%	901	21%	90	106%	1,570	43%
Training on Labour standards	131	127%	5,477	45%	36	90%	927	38%
Training on Campaign & lobby skills	19	112%	4,375	48%	32	128%	1,303	51%
Training on OHS	19	54%	556	26%	446	354%	3,362	33%
Training on hiv and aids	16	107%	2,379	29%	10	91%	241	36%
Training on gender and equality	34	110%	929	84%	10	83%	327	86%
Training on Leadership skills	110	149%	1,212	33%	24	120%	453	36%
Training on basic Trade Union rights	76	57%	2,399	34%	249	162%	4,117	27%
Training on finance & administration	2	100%	24	79%	17	52%	492	23%
Training on strategic planning	14	108%	139	14%	13	87%	131	40%
Training on grievance handling	4	80%	350	59%				
Training of trainers	13	41%	212	17%	45	118%	739	42%
Organising and recruitment campaigns								
Training on dues collection systems								
Training on maintaining membership registers								
Other	203	85%	4 350	57%	66	83%	1 833	52%
Strengthening interest representation	1 048	117%	168,812	36%	770	97%	80,408	20%
Participating in social dialogue processes	127	98%	11,685	22%	101	100%	10,769	8%
Participating in collective bargaining processes	559	171%	49,185	24%	339	133%	38,142	22%
Social services provided by Trade Unions	31	67%	25,502	57%	2	100%	148	100%
Promoting core labour rights	105	140%	1,142	49%	26	96%	824	26%
Promoting pro-worker policies	19	86%	3,584	16%	45	145%	1,241	33%
Other lobbying activities	66	169%	6,754	24%	8	89%	1,885	23%
Mass awareness campaigns	78	107%	69,810	42%	83	63%	19,734	26%
Participating in labour law revision processes	2	100%	4	-				
Participating in TU unification processes	24	80%	513	53%	3	100%	4,035	3%
OHS activities								
Grievance handling activities								
Other	37	24%	633	29%	163	70%	3,630	24%

	2012				2013			
	Activities		Participants		Activities		Participants	
	Number	Implementation rate	Number	Share of women	Number	Implementation rate	Number	Share of women
Research and study	46	110%	369	33%	400	162%	826	22%
Social policy / Social security	4	100%	24	50%	1	100%	88	10%
Organising	6	200%	71	48%	9	113%	15	27%
Collective bargaining agreements	3	150%	40	8%	1	100%	5	-
Labour law and industrial relations	3	100%	3	33%	7	37%	183	40%
Sector studies	14	100%	38	32%	20	91%	31	29%
MNCs	1	50%	9	33%	3	60%	0	-
Country studies	3	300%	89	28%	5	100%	25	28%
CLS	5	100%	73	36%	4	67%	10	50%
Wage studies								
Gender								
Other	7	88%	22	27%	350	194%	469	16%
Project management	399	94%	7,879	56%	335	107%	7,269	63%

	2014				2015			
	Activities		Participants		Activities		Participants	
	Number	Implemen- tation rate	Number	Share of women	Number	Implemen- tation rate	Number	Share of women
Building union strength	650	76%	18,785	38%	1,494	71%	82,337	31%
Training on Organising	67	78%	2,627	42%	182	116%	5,121	31%
Training on Collective Bargaining	56	127%	1,690	34%	21	105%	604	24%
Training on Labour standards	37	100%	531	36%	70	250%	1,232	39%
Training on Campaign & lobby skills	17	47%	1,203	40%	15	100%	366	29%
Training on OHS	77	58%	1,261	25%	35	73%	1,281	29%
Training on hiv and aids	9	113%	474	52%	1	100%	25	48%
Training on gender and equality	8	40%	624	85%	12	20%	939	88%
Training on Leadership skills	45	85%	1,253	38%	53	93%	1,399	39%
Training on basic Trade Union rights	137	74%	4,288	29%	210	122%	5,132	39%
Training on finance & administration	5	63%	228	56%	17	65%	559	72%
Training on strategic planning	26	87%	466	27%	13	93%	394	25%
Training on grievance handling	2	50%	44	55%	1	20%	55	4%
Training of trainers	31	107%	731	32%	10	59%	418	17%
Organising and recruitment campaigns					511	49%	59,057	27%
Training on dues collection systems					1	100%	32	6%
Training on maintaining membership registers					7	47%	40	25%
Other	133	74%	3,365	43%	335	82%	5,683	50%
Strengthening interest representation	766	59%	76,621	26%	284	82%	85,973	41%
Participating in social dialogue processes	141	71%	24,693	22%				
Participating in collective bargaining processes	365	47%	28,869	21%	1	33%	31	19%
Social services provided by Trade Unions	0	-	0	-	20	95%	992	36%
Promoting core labour rights	31	135%	3,689	40%	31	76%	14,391	28%
Promoting pro-worker policies	20	111%	3 763	39%	36	116%	2,327	51%
Other lobbying activities	12	67%	164	46%	39	100%	4,132	34%
Mass awareness campaigns	52	113%	5,049	32%	64	47%	61,337	43%
Participating in labour law revision processes	9	75%	236	47%	3	60%	16	31%
Participating in TU unification processes	11	122%	72	61%				
OHS activities					6	120%	104	21%
Grievance handling activities					12	120%	12	58%
Other	125	66%	10,086	35%	70	130%	2,411	66%
Research and study	228	73%	52,313	49%	73	74%	1,685	45%
Social policy / Social security	1	100%	0	-	7	100%	568	49%
Organising	1	50%	20	30%	8	160%	412	36%
Collective bargaining agreements	2	50%	5	40%	3	75%	15	33%
Labour law and industrial relations	2	100%	456	20%	6	43%	0	-
Sector studies	37	80%	214	35%	17	63%	234	35%
MNCs	2	50%	16	38%	3	100%	52	31%
Country studies	2	100%	58	40%	12	100%	36	31%
CLS	4	100%	1,001	50%	7	117%	87	40%
Wage studies					0	-	15	33%
Gender					3	75%	138	100%
Other	177	71%	50,543	50%	7	44%	128	34%
Project management	224	60%	3,662	47%	334	100%	3,385	44%

Source: IRMA Data by SASK.

Table 24: SASK activities in Africa 2012–2015

	2012				2013			
	Activities		Participants		Activities		Participants	
	Number	Implementation rate	Number	Share of women	Number	Implementation rate	Number	Share of women
Building union strength	55	95%	3,358	31%	74	85%	1,409	34%
Training on Organising	9	100%	203	30%	21	78%	369	29%
Training on Collective Bargaining	7	100%	255	39%	10	63%	180	34%
Training on Labour standards	8	73%	226	28%	3	100%	50	46%
Training on Campaign & lobby skills	1	100%	16	25%	12	109%	268	25%
Training on OHS	2	67%	53	28%	3	100%	57	53%
Training on hiv and aids	15	115%	2,319	29%	7	88%	128	35%
Training on gender and equality	5	100%	104	67%	1	100%	19	42%
Training on Leadership skills	2	100%	62	47%	4	133%	74	50%
Training on basic Trade Union rights	2	100%	30	37%	1	100%	32	75%
Training on finance & administration	1	100%	14	50%				
Training on strategic planning	1	100%	16	25%	6	100%	93	39%
Training on grievance handling	2	100%	50	16%				
Training of trainers	2	100%	50	16%	1	50%	22	32%
Organising and recruitment campaigns								
Training on dues collection systems								
Training on maintaining membership registers								
Other	2	67%	40	30%	5	100%	92	25%
Strengthening interest representation	53	84%	26,775	25%	85	96%	12,791	12%
Participating in social dialogue processes	4	100%	4,070	27%	50	98%	6,359	5%
Participating in collective bargaining processes	16	100%	12,787	25%	10	77%	4,199	12%
Social services provided by Trade Unions								
Promoting core labour rights	20	83%	40	30%	4	100%	125	24%
Promoting pro-worker policies	2	25%	0	-	3	100%	133	11%
Other lobbying activities	1	100%	1	-	2	100%	31	35%
Mass awareness campaigns	8	100%	9,873	25%	11	110%	1,748	36%
Participating in labour law revision processes	2	100%	4	-				
Participating in TU unification processes								
OHS activities								
Grievance handling activities								
Other					5	83%	196	12%
Research and study	7	88%	35	46%	17	74%	104	12%
Social policy / Social security	4	100%	24	50%	1	100%	88	10%
Organising								
Collective bargaining agreements								
Labour law and industrial relations	2	100%	2	50%	0	-	0	-
Sector studies					9	75%	8	13%
MNCs	1	50%	9	33%	3	60%	0	-
Country studies					4	100%	8	25%
CLS								
Wage studies								
Gender								
Other	0	-	0	-				
Project management	28	93%	329	45%	32	82%	261	43%

	2014				2015			
	Activities		Participants		Activities		Participants	
	Number	Imple- men- ta- tion rate	Number	Share of women	Number	Imple- men- ta- tion rate	Number	Share of women
Building union strength	104	56%	4,627	42%	232	88%	29,477	30%
Training on Organising	12	71%	1 306	34%	19	95%	359	21%
Training on Collective Bargaining	10	100%	221	33%	7	100%	179	31%
Training on Labour standards	5	56%	140	25%	4	200%	110	49%
Training on Campaign & lobby skills	8	67%	272	56%	5	100%	58	33%
Training on OHS	5	21%	138	24%	10	48%	322	23%
Training on hiv and aids	5	100%	144	32%				
Training on gender and equality	5	31%	594	86%	1	100%	25	100%
Training on Leadership skills	4	80%	144	30%	4	100%	103	67%
Training on basic Trade Union rights	29	52%	1 162	28%	73	106%	1 922	29%
Training on finance & administration	1	33%	119	91%	10	67%	283	98%
Training on strategic planning	5	100%	28	32%				
Training on grievance handling	0	-	0	-				
Training of trainers	2	67%	51	37%	1	20%	20	90%
Organising and recruitment campaigns					87	88%	25,465	27%
Training on dues collection systems								
Training on maintaining membership registers								
Other	13	68%	308	55%	10	63%	606	95%
Strengthening interest representation	123	86%	26,482	20%	45	70%	1,661	56%
Participating in social dialogue processes	21	88%	12,566	21%	1	33%	31	19%
Participating in collective bargaining processes	51	86%	6,651	9%				
Social services provided by Trade Unions					2	33%	85	65%
Promoting core labour rights	15	94%	2,209	36%	5	50%	68	24%
Promoting pro-worker policies	1	100%	317	0%	11	79%	583	46%
Other lobbying activities	8	80%	25	60%	4	100%	97	29%
Mass awareness campaigns	12	100%	673	30%	4	31%	374	69%
Participating in labour law revision processes	7	88%	208	49%	3	75%	16	31%
Participating in TU unification processes	1	100%	14	43%				
OHS activities					6	120%	104	21%
Grievance handling activities								
Other	7	58%	3,819	26%	9	180%	303	91%
Research and study	19	83%	722	23%	21	66%	94	31%
Social policy / Social security					0	-	0	-
Organising	1	100%	20	30%				
Collective bargaining agreements	2	67%	5	40%				
Labour law and industrial relations	2	100%	456	20%	0	-	0	-
Sector studies	7	100%	90	29%	5	50%	6	33%
MNCs	2	50%	16	38%	3	100%	52	31%
Country studies	2	100%	58	40%	12	100%	36	31%
CLS					0	-	0	-
Wage studies								
Gender								
Other					1	33%	0	-
Project management	69	97%	389	44%	44	86%	1,311	62%

Source: IRMA Data by SASK.

Table 25: SASK activities in Asia 2012–2015

	2012				2013			
	Activities		Participants		Activities		Participants	
	Number	Imple- men- ta- tion rate	Number	Share of women	Number	Imple- men- ta- tion rate	Number	Share of women
Building union strength	504	85%	14,102	46%	938	173%	13,083	36%
Training on Organising	74	87%	1,830	44%	45	88%	1,411	56%
Training on Collective Bargaining	16	84%	471	14%	74	119%	1,194	45%
Training on Labour standards	107	139%	4,830	48%	23	88%	552	47%
Training on Campaign & lobby skills	10	111%	509	42%	9	113%	202	31%
Training on OHS	11	100%	335	23%	442	365%	3,285	32%
Training on hiv and aids	1	50%	60	43%	2	100%	97	41%
Training on gender and equality	28	112%	805	87%	8	80%	230	88%
Training on Leadership skills	22	110%	676	29%	8	100%	173	38%
Training on basic Trade Union rights	65	53%	2,020	36%	246	163%	4,065	27%
Training on finance & administration	1	100%	23	78%	16	52%	466	21%
Training on strategic planning	3	100%	57	14%	3	60%	33	45%
Training on grievance handling								
Training of trainers	6	24%	114	11%	36	129%	565	33%
Organising and recruitment campaigns								
Training on dues collection systems								
Training on maintaining membership registers								
Other	160	82%	2,372	57%	26	65%	810	38%
Strengthening interest representation	609	103%	77,571	32%	522	82%	54,468	23%
Participating in social dialogue processes	62	94%	4,082	12%	35	83%	1,813	29%
Participating in collective bargaining processes	283	141%	28,131	21%	257	114%	30,027	21%
Social services provided by Trade Unions	31	67%	25,502	57%	2	100%	148	100%
Promoting core labour rights	77	179%	915	50%	9	60%	337	32%
Promoting pro-worker policies	8	160%	2,652	7%	26	144%	219	38%
Other lobbying activities	61	179%	6,684	24%	5	83%	1,844	23%
Mass awareness campaigns	51	111%	8,823	18%	69	58%	17,986	25%
Participating in labour law revision processes								
Participating in TU unification processes	9	100%	474	55%				
OHS activities								
Grievance handling activities								
Other	27	19%	308	37%	119	57%	2,094	27%
Research and study	9	90%	94	34%	17	47%	157	25%
Social policy / Social security								
Organising	5	100%	73	36%	1	33%	2	50%
Collective bargaining agreements								
Labour law and industrial relations					0	-	0	-
Sector studies	3	100%	0	-	3	60%	8	50%
MNCs								
Country studies								
CLS					3	60%	10	50%
Wage studies								
Gender								
Other	1	50%	21	29%	10	91%	137	22%
Project management	278	103%	5,720	68%	229	111%	6,281	68%

	2014				2015			
	Activities		Participants		Activities		Participants	
	Number	Implementation rate	Number	Share of women	Number	Implementation rate	Number	Share of women
Building union strength	413	84%	10 648	36%	801	92%	44,533	32%
Training on Organising	42	72%	1 087	55%	97	103%	2,220	33%
Training on Collective Bargaining	44	142%	1 441	34%	11	110%	309	22%
Training on Labour standards	25	139%	297	40%	59	369%	552	44%
Training on Campaign & lobby skills					2	100%	140	25%
Training on OHS	71	68%	1 103	25%	25	100%	959	31%
Training on hiv and aids	4	400%	330	61%				
Training on gender and equality	0	-	17	100%	7	12%	830	87%
Training on Leadership skills	23	92%	725	38%	24	114%	797	35%
Training on basic Trade Union rights	101	86%	2 966	30%	95	97%	3,101	43%
Training on finance & administration	3	75%	96	21%	7	64%	276	45%
Training on strategic planning	1	100%	39	23%	8	89%	295	30%
Training on grievance handling	2	100%	44	55%	1	20%	55	4%
Training of trainers	13	100%	290	20%	2	200%	74	30%
Organising and recruitment campaigns					396	83%	31,251	28%
Training on dues collection systems					1	100%	32	6%
Training on maintaining membership registers								
Other	84	73%	2,213	38%	66	165%	3,642	45%
Strengthening interest representation	549	53%	39,993	24%	215	86%	26,147	32%
Participating in social dialogue processes	90	65%	10,527	19%	19	119%	1,007	35%
Participating in collective bargaining processes	304	42%	21,567	25%				
Social services provided by Trade Unions	0	-	0	-				
Promoting core labour rights	13	260%	480	39%	25	83%	14,198	28%
Promoting pro-worker policies	13	144%	817	17%	23	192%	1,659	52%
Other lobbying activities	2	200%	122	41%	32	110%	2,035	37%
Mass awareness campaigns	37	142%	3 728	25%	48	42%	5,423	21%
Participating in labour law revision processes					0	-	0	-
Participating in TU unification processes	0	-	0	-				
OHS activities								
Grievance handling activities					12	120%	12	58%
Other	90	63%	2 752	36%	56	144%	1,813	63%
Research and study	26	79%	94	40%	38	97%	1,269	42%
Social policy / Social security	1	100%	0	-	7	117%	568	49%
Organising					7	233%	198	28%
Collective bargaining agreements	0	-	0	-	2	67%	15	33%
Labour law and industrial relations					0	-	0	-
Sector studies	9	82%	1	-	9	113%	228	35%
MNCs								
Country studies								
CLS					7	140%	87	40%
Wage studies					0	-	15	33%
Gender					1	100%	30	100%
Other	16	80%	93	41%	5	45%	128	34%
Project management	97	72%	2,575	47%	238	123%	1,543	31%

Source: IRMA Data by SASK.

Table 26: SASK activities in Latin America and the Caribbean 2012–2015

	2012				2013			
	Activities		Participants		Activities		Participants	
	Number	Imple- men- ta- tion rate	Number	Share of women	Number	Imple- men- ta- tion rate	Number	Share of women
Building union strength	256	107%	8,144	46%	135	105%	3,554	49%
Training on Organising	64	94%	1,228	46%	43	102%	771	26%
Training on Collective Bargaining	8	100%	175	12%	6	86%	196	35%
Training on Labour standards	16	107%	421	27%	10	91%	325	20%
Training on Campaign & lobby skills	8	114%	3,850	49%	11	183%	833	64%
Training on OHS	6	29%	168	32%	1	50%	20	10%
Training on hiv and aids	0	-	0	-	1	100%	16	13%
Training on gender and equality	1	100%	20	25%	1	100%	78	90%
Training on Leadership skills	86	165%	474	37%	12	133%	206	30%
Training on basic Trade Union rights	9	100%	349	22%	2	100%	20	30%
Training on finance & administration	1	100%	1	100%	1	100%	1	100%
Training on strategic planning	11	110%	82	15%	4	100%	5	40%
Training on grievance handling	2	67%	300	67%				
Training of trainers	7	100%	98	23%	8	100%	152	80%
Organising and recruitment campaigns								
Training on dues collection systems								
Training on maintaining membership registers								
Other	37	100%	978	64%	35	100%	931	66%
Strengthening interest representation	372	158%	63,747	46%	151	225%	12,972	16%
Participating in social dialogue processes	61	103%	3,533	28%	7	88%	2,533	1%
Participating in collective bargaining processes	249	231%	7,610	33%	72	424%	3,916	35%
Social services provided by Trade Unions								
Promoting core labour rights	5	100%	125	54%	13	163%	362	21%
Promoting pro-worker policies	9	100%	932	41%	15	167%	789	36%
Other lobbying activities	4	100%	69	14%	1	100%	10	-
Mass awareness campaigns	19	100%	51,114	49%	3	100%	0	-
Participating in labour law revision processes								
Participating in TU unification processes	15	71%	39	28%	3	100%	4,035	3%
OHS activities								
Grievance handling activities								
Other	10	100%	325	22%	37	206%	1,327	20%
Research and study	30	125%	240	31%	359	199%	565	23%
Social policy / Social security								
Organising	6	200%	71	48%	8	160%	13	23%
Collective bargaining agreements	3	150%	40	8%	1	100%	5	-
Labour law and industrial relations	1	100%	1	-	7	117%	183	40%
Sector studies	11	100%	38	32%	8	160%	15	27%
MNCs								
Country studies	3	300%	89	28%	1	100%	17	29%
CLS					1	100%	0	-
Wage studies								
Gender								
Other	6	100%	1	-	333	207%	332	14%
Project management	70	67%	1,416	18%	74	107%	727	30%

	2014				2015			
	Activities		Participants		Activities		Participants	
	Number	Imple- men- ta- tion rate	Number	Share of women	Number	Imple- men- ta- tion rate	Number	Share of women
Building union strength	133	76%	3,510	39%	461	48%	8,327	31%
Training on Organising	13	118%	234	28%	66	153%	2,542	29%
Training on Collective Bargaining	2	67%	28	7%	3	100%	116	21%
Training on Labour standards	7	70%	94	41%	7	70%	570	34%
Training on Campaign & lobby skills	9	38%	931	35%	8	100%	168	32%
Training on OHS	1	25%	20	-	0	-	0	-
Training on hiv and aids	0	-	0	-				
Training on gender and equality	3	100%	13	46%	4	133%	84	93%
Training on Leadership skills	18	78%	384	41%	25	78%	499	41%
Training on basic Trade Union rights	7	64%	160	25%	42	840%	109	81%
Training on finance & administration	1	100%	13	-				
Training on strategic planning	20	83%	399	27%	5	100%	99	11%
Training on grievance handling								
Training of trainers	16	123%	390	40%	7	64%	324	10%
Organising and recruitment campaigns					28	6%	2,341	23%
Training on dues collection systems								
Training on maintaining membership registers					7	47%	40	25%
Other	36	78%	844	53%	259	73%	1,435	44%
Strengthening interest representation	94	85%	10,146	46%	25	74%	58 265	45%
Participating in social dialogue processes	30	81%	1,600	47%				
Participating in collective bargaining processes	10	200%	651	15%				
Social services provided by Trade Unions								
Promoting core labour rights	3	150%	1,000	50%	1	100%	125	47%
Promoting pro-worker policies	6	75%	2,629	50%	2	40%	85	62%
Other lobbying activities	2	29%	17	65%	3	50%	2,000	30%
Mass awareness campaigns	3	38%	648	72%	12	133%	55,540	45%
Participating in labour law revision processes	2	50%	28	36%				
Participating in TU unification processes	10	143%	58	66%	2	67%	220	9%
OHS activities								
Grievance handling activities								
Other	28	85%	3,515	43%	5	50%	295	58%
Research and study	183	71%	51,497	50%	14	52%	322	63%
Social policy / Social security								
Organising	0	-	0	-	1	50%	214	44%
Collective bargaining agreements					1	100%	0	-
Labour law and industrial relations					6	60%	0	-
Sector studies	21	75%	123	40%	3	33%	0	-
MNCs								
Country studies								
CLS	4	100%	1,001	50%				
Wage studies								
Gender					2	67%	108	100%
Other	158	70%	50,373	50%	1	50%	0	-
Project management	58	35%	698	50%	51	58%	501	38%

Source: IRMA Data by SASK.

ANNEX 14: SASK OUTPUTS AND OUTCOMES BASED ON IRMA DATA

Table 27: SASK outputs / outcomes 2012–2015

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate
Trade union membership								
Increase in the membership of unions supported by SASK	180,949	147%	100,869	75%	71,430	70%	118,916	105%
Increase in the number of paying members in unions supported by SASK	8,133	94%	18,018	134%	32,876	179%		
Increase in the number of women members in unions							12,127	155%
Increase in the number of young members in unions							39	150%
Increase the numbers of unions whose membership has increased	40	400%	41	124%	14	52%		
Trade union activity								
Change in number of new unions organized							107	34%
Number of practical actions initiated by unions supported by SASK	33	150%	157	88%	11	92%		
Change in the number of grievance cases addressed by a union compared with previous years							2	67%
Increase in the number of unions monitoring and reporting on labour rights violations among unions supported by SASK	2	100%	11	33%	3	8%		
Changes in the numbers of labour rights violations reported	1	3%	1	50%				
Number and content of change generated by the social action engaged in by unions supported by SASK	536	89%	3	50%	7	100%		
Number of practical service actions initiated by unions (in projects supported by SASK)							0	0%
Increase in numbers of members participating actively in the activities of unions supported by SASK	6,770	1,440 %	162	69%	81,741	2,057 %		
Trade union unification								
Increase in the number of unions that participate in unification processes supported by SASK	25	89%	19	136%	145	763%		
Increase in the number of collaboration fora or mechanisms that have emerged or been (re-)activated as a result of processes supported by SASK	7	100%	6	150%	23	77%		
Number of mergers / memorandum of understanding (MoU) with another union(s)							3	43%
Number of joint actions							59	82%
Number of initiatives relevant to labour issues raised and promoted by several unions together and increase in their number	20	133%	26	90%	10	77%		

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate
Trade union recognition and participation								
Increase in the number of unions recognized as social partners / bargaining actors among the unions supported by SASK	92	920%	29	55%	45	58%		
Increase in the number of unions recognised as bargaining actors by employers							4	100%
Increase in the number of unions supported by SASK that are invited to participate in national political decision-making processes	28	467%	5	167%	14	467%		
Increase in the number of unions participating in national/ regional political decision-making processes							19	100%
Advocacy and influence								
Increase in the number of unions supported by SASK that actively campaign for and/or influence the ratification processes of ILO conventions	3	50%	2		40	211%		
Increase in the number of unions supported by SASK that raise social issues of concern to their membership in public national debate	16	114%			16	100%		
Increase in the number of issues that unions raise in policy formulation							12	100%
Number of issues raised by unions supported by SASK to public debate and decision-making, and the increase in their numbers.	8	38%	18	86%	12	55%		
Number of actions the partners engage in as part of the lobby regarding the topic of the project							2	50%
Number of changes taking place as a result of the lobby the partners have engaged in as part of the project							0	0%
Number of TU-proposed amendments/provisions included in revised labour law or policies (as a result of SASK project work)							10	42%
Number of TU-proposed amendments/provisions included in the economic or social policies or systems (as a result of SASK project work)							8	50%
Collective bargaining agreements								
Number of new collective agreements concluded by unions, and the increase in the number, especially in sectors and/or workplaces not previously covered	92	511%	267	513%	64	38%		
Number of improvements in new collective agreements compared to previous ones among unions supported by SASK	16	400%	18	64%	19	119%		
Improvements in the quality of collective agreements compared to previous ones among unions supported by SASK	565	595%	18	129%	31	155%		
Change in the number of CBAs in force in the sector where the union organises							127	107%
Number of workers covered by collective agreements, and the increase in the number	12,000		2,397	2,397 %	112,496	37,499 %		
Change in the number of workers covered by CBAs (because of new CBAs signed)							1,517	

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate						
Improvement at workplaces								
Change in the work places that have an OHS representative in place (as a result of SASK project work)							7	64%
Number of new union-proposed improvements included in OHS regulations at work place level (as a result or in connection with SASK project work)							0	0%
Income generating activities and services								
Number of people engaging in income-generating opportunities who were not economically active before the project							254	67%
Number of people gaining supplementary income from income-generating opportunities							200	100%
Increase in the number of people with regular and easy access to the services the project focuses on							472	35%
Trained people / participants								
Increase in the number of workers participating in training provided by unions supported by SASK	9,117	131%	1,752	111%	30,754	908%	5,651	254%
Number of people participating in mass awareness actions							596	25%
Number of women participating in union trainings and campaigns							42	420%
Number of young people participating union trainings and campaigns							348	109%
Number of unions and their officials trained in collective bargaining, and the increase in these numbers among unions supported by SASK	75	136%	4	80%	254	106%		
Numbers of unions and their officials trained in ILO CLSs with SASK's support, and the increase in these numbers	6	100%	288	48%	5,394	916%		
Increase in the number of unions and union officials trained in the appeals mechanism among unions supported by SASK	1	100%	3	6%	97	202%		
Increase in the number of trained officials utilizing their skills							1,809	104%
Number of leaders trained who are able to take actions							578	254%
Number of women activists and leaders in leadership trainings							29	116%
Number of young activists and leaders in leadership trainings							91	433%
Number of women elected into leadership positions							0	0%
Increase in the number of youth committees etc.							7	100%

Source: IRMA Data by SASK.

Note: Sub-titles by authors.

Table 28: SASK outputs / outcomes in Africa 2012–2015

Indicator	2012		2013		2014		2015	
	Number	Implementation rate						
Trade union membership								
Increase in the membership of unions supported by SASK	39,088	241%	12,921	25%	16,591	34%	33,520	79%
Increase in the number of paying members in unions supported by SASK	800	62%	2,034	160%	3,167	131%		
Increase in the number of women members in unions							1,147	30%
Increase in the number of young members in unions								
Increase the numbers of unions whose membership has increased			1	100%	1	100%		
Trade union activity								
Change in number of new unions organized							0	0%
Number of practical actions initiated by unions supported by SASK	1	100%	1	100%				
Change in the number of grievance cases addressed by a union compared with previous years								
Increase in the number of unions monitoring and reporting on labour rights violations among unions supported by SASK	2	100%	2	67%	1	33%		
Changes in the numbers of labour rights violations reported			0	0%				
Number and content of change generated by the social action engaged in by unions supported by SASK	1	100%						
Number of practical service actions initiated by unions (in projects supported by SASK)								
Increase in numbers of members participating actively in the activities of unions supported by SASK	20	20%	0	0%	1,991	57%		
Trade union unification								
Increase in the number of unions that participate in unification processes supported by SASK								
Increase in the number of collaboration fora or mechanisms that have emerged or been (re-)activated as a result of processes supported by SASK	1	100%	1	100%	3	100%		
Number of mergers / memorandum of understanding (MoU) with another union(s)							3	100%
Number of joint actions							26	65%
Number of initiatives relevant to labour issues raised and promoted by several unions together and increase in their number	6	86%	7	64%	5	63%		
Trade union recognition and participation								
Increase in the number of unions recognized as social partners / bargaining actors among the unions supported by SASK	3	75%	1	100%	5	12%		
Increase in the number of unions recognised as bargaining actors by employers								
Increase in the number of unions supported by SASK that are invited to participate in national political decision-making processes	1	100%			2	100%		
Increase in the number of unions participating in national/ regional political decision-making processes							9	100%

Indicator	2012		2013		2014		2015	
	Number	Implementation rate						
Advocacy and influence								
Increase in the number of unions supported by SASK that actively campaign for and/or influence the ratification processes of ILO conventions	3	100%			3	10%		
Increase in the number of unions supported by SASK that raise social issues of concern to their membership in public national debate	10	100%			16	100%		
Increase in the number of issues that unions raise in policy formulation							4	100%
Number of issues raised by unions supported by SASK to public debate and decision-making, and the increase in their numbers.	8	73%	11	92%	8	42%		
Number of actions the partners engage in as part of the lobby regarding the topic of the project							1	100%
Number of changes taking place as a result of the lobby the partners have engaged in as part of the project								
Number of TU-proposed amendments/provisions included in revised labour law or policies (as a result of SASK project work)							1	11%
Number of TU-proposed amendments/provisions included in the economic or social policies or systems (as a result of SASK project work)							4	67%
Collective bargaining agreements								
Number of new collective agreements concluded by unions, and the increase in the number, especially in sectors and/or workplaces not previously covered	79	1317%	140	341%	24	35%		
Number of improvements in new collective agreements compared to previous ones among unions supported by SASK	1	100%	0	0%				
Improvements in the quality of collective agreements compared to previous ones among unions supported by SASK	565	595%	15	107%	9	45%		
Change in the number of CBAs in force in the sector where the union organises							90	95%
Number of workers covered by collective agreements, and the increase in the number								
Change in the number of workers covered by CBAs (because of new CBAs signed)							1,517	
Improvement at workplaces								
Change in the work places that have an OHS representative in place (as a result of SASK project work)							0	0%
Number of new union-proposed improvements included in OHS regulations at work place level (as a result or in connection with SASK project work)								
Income generating activities and services								
Number of people engaging in income-generating opportunities who were not economically active before the project							254	127%
Number of people gaining supplementary income from income-generating opportunities								
Increase in the number of people with regular and easy access to the services the project focuses on								

Indicator	2012		2013		2014		2015	
	Number	Implementation rate						
Trained people / participants								
Increase in the number of workers participating in training provided by unions supported by SASK	78	100%	0	0%	449	74%	1,981	98%
Number of people participating in mass awareness actions							304	22%
Number of women participating in union trainings and campaigns								
Number of young people participating union trainings and campaigns								
Number of unions and their officials trained in collective bargaining, and the increase in these numbers among unions supported by SASK	17	100%	2	67%	5	100%		
Numbers of unions and their officials trained in ILO CLSs with SASK's support, and the increase in these numbers	3	100%						
Increase in the number of unions and union officials trained in the appeals mechanism among unions supported by SASK								
Increase in the number of trained officials utilizing their skills							819	82%
Number of leaders trained who are able to take actions							121	484%
Number of women activists and leaders in leadership trainings								
Number of young activists and leaders in leadership trainings								
Number of women elected into leadership positions								
Increase in the number of youth committees etc.								

Source: IRMA Data by SASK.

Note: Sub-titles by authors.

Table 29: SASK outputs / outcomes in Asia 2012–2015

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate	Number	Implementa- tion rate
Trade union membership								
Increase in the membership of unions supported by SASK	128,614	136%	74,264	129%	46,963	100%	71,567	144%
Increase in the number of paying members in unions supported by SASK	0	-	15,984	131%	29,709	186%		
Increase in the number of women members in unions							10,980	274%
Increase in the number of young members in unions							39	150%
Increase the numbers of unions whose membership has increased	40	400%	40	125%	13	50%		
Trade union activity								
Change in number of new unions organized							106	46%
Number of practical actions initiated by unions supported by SASK	13	260%	6	100%				
Change in the number of grievance cases addressed by a union compared with previous years							2	67%
Increase in the number of unions monitoring and reporting on labour rights violations among unions supported by SASK			9	30%	2	7%		
Changes in the numbers of labour rights violations reported	0	-						
Number and content of change generated by the social action engaged in by unions supported by SASK	6	200%						
Number of practical service actions initiated by unions (in projects supported by SASK)								
Increase in numbers of members participating actively in the activities of unions supported by SASK	0	-	87	155%	79,726	17,717 %		
Trade union unification								
Increase in the number of unions that participate in unification processes supported by SASK	0	-			131	1,456 %		
Increase in the number of collaboration fora or mechanisms that have emerged or been (re-)activated as a result of processes supported by SASK	1	100%	2		11	275%		
Number of mergers / memorandum of understanding (MoU) with another union(s)							0	0%
Number of joint actions							13	100%
Number of initiatives relevant to labour issues raised and promoted by several unions together and increase in their number	2	100%						
Trade union recognition and participation								
Increase in the number of unions recognized as social partners / bargaining actors among the unions supported by SASK	85	4,250 %	25	50%	37	51%		
Increase in the number of unions recognised as bargaining actors by employers							2	100%
Increase in the number of unions supported by SASK that are invited to participate in national political decision-making processes					12	1,200 %		
Increase in the number of unions participating in national/ regional political decision-making processes							2	100%

Indicator	2012		2013		2014		2015	
	Number	Implementation rate	Number	Implementation rate	Number	Implementation rate	Number	Implementation rate
Advocacy and influence								
Increase in the number of unions supported by SASK that actively campaign for and/or influence the ratification processes of ILO conventions	0	-	2		34	425%		
Increase in the number of unions supported by SASK that raise social issues of concern to their membership in public national debate	0	-						
Increase in the number of issues that unions raise in policy formulation							4	100%
Number of issues raised by unions supported by SASK to public debate and decision-making, and the increase in their numbers.	0	-	6	75%	4	133%		
Number of actions the partners engage in as part of the lobby regarding the topic of the project							1	100%
Number of changes taking place as a result of the lobby the partners have engaged in as part of the project							0	0%
Number of TU-proposed amendments/provisions included in revised labour law or policies (as a result of SASK project work)								
Number of TU-proposed amendments/provisions included in the economic or social policies or systems (as a result of SASK project work)							1	20%
Collective bargaining agreements								
Number of new collective agreements concluded by unions, and the increase in the number, especially in sectors and/or workplaces not previously covered	8	100%	127	1,814 %	37	43%		
Number of improvements in new collective agreements compared to previous ones among unions supported by SASK	0	-	6	40%	19	119%		
Improvements in the quality of collective agreements compared to previous ones among unions supported by SASK	0	-	3		22			
Change in the number of CBAs in force in the sector where the union organises							35	146%
Number of workers covered by collective agreements, and the increase in the number			2,397	2,397 %	112,496	37,499 %		
Change in the number of workers covered by CBAs (because of new CBAs signed)							9	64%
Improvement at workplaces								
Change in the work places that have an OHS representative in place (as a result of SASK project work)							7	117%
Number of new union-proposed improvements included in OHS regulations at work place level (as a result or in connection with SASK project work)							0	0%
Income generating activities and services								
Number of people engaging in income-generating opportunities who were not economically active before the project								
Number of people gaining supplementary income from income-generating opportunities							200	100%
Increase in the number of people with regular and easy access to the services the project focuses on								

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate						
Trained people / participants								
Increase in the number of workers participating in training provided by unions supported by SASK	6,490	135%	1,143	93%	30,200	1,144 %	917	192%
Number of people participating in mass awareness actions							500	100%
Number of women participating in union trainings and campaigns								
Number of young people participating union trainings and campaigns							2	100%
Number of unions and their officials trained in collective bargaining, and the increase in these numbers among unions supported by SASK	1	100%			249	106%		
Numbers of unions and their officials trained in ILO CLSs with SASK's support, and the increase in these numbers			288	48%	5,391	966%		
Increase in the number of unions and union officials trained in the appeals mechanism among unions supported by SASK			2	4%	24	52%		
Increase in the number of trained officials utilizing their skills							881	134%
Number of leaders trained who are able to take actions							18	200%
Number of women activists and leaders in leadership trainings							29	116%
Number of young activists and leaders in leadership trainings							91	433%
Number of women elected into leadership positions							0	0%
Increase in the number of youth committees etc.								

Source: IRMA Data by SASK.

Note: Sub-titles by authors.

Table 30: SASK outputs / outcomes in Latin America and the Caribbean 2012-2015

Indicator	2012		2013		2014		2015	
	Number	Implementa- tion rate						
Trade union membership								
Increase in the membership of unions supported by SASK	13,247	111%	13,684	53%	7,876	134%	13,829	64%
Increase in the number of paying members in unions supported by SASK	7,333	122%						
Increase in the number of women members in unions								
Increase in the number of young members in unions								
Increase the numbers of unions whose membership has increased		214%						
Trade union activity								
Change in number of new unions organized							1	20%
Number of practical actions initiated by unions supported by SASK	19	88%	150	87%	11	92%		
Change in the number of grievance cases addressed by a union compared with previous years								
Increase in the number of unions monitoring and reporting on labour rights violations among unions supported by SASK	0	100%			0	0%		
Changes in the numbers of labour rights violations reported	1	150%	1	100%				
Number and content of change generated by the social action engaged in by unions supported by SASK	529		3	50%	7	100%		
Number of practical service actions initiated by unions (in projects supported by SASK)							0	0%
Increase in numbers of members participating actively in the activities of unions supported by SASK	6,750	89%	75	50%	24	120%		
Trade union unification								
Increase in the number of unions that participate in unification processes supported by SASK	25	100%	19	136%	14	140%		
Increase in the number of collaboration fora or mechanisms that have emerged or been (re-)activated as a result of processes supported by SASK	5	200%	3	100%	9	39%		
Number of mergers / memorandum of understanding (MoU) with another union(s)							0	0%
Number of joint actions							20	105%
Number of initiatives relevant to labour issues raised and promoted by several unions together and increase in their number	12	154%	19	106%	5	100%		
Trade union recognition and participation								
Increase in the number of unions recognized as social partners / bargaining actors among the unions supported by SASK	4	125%	3	150%	3	300%		
Increase in the number of unions recognised as bargaining actors by employers							2	100%
Increase in the number of unions supported by SASK that are invited to participate in national political decision-making processes	27	119%	5	167%				
Increase in the number of unions participating in national/ regional political decision-making processes							8	100%

Indicator	2012		2013		2014		2015	
	Number	Implementation rate						
Advocacy and influence								
Increase in the number of unions supported by SASK that actively campaign for and/or influence the ratification processes of ILO conventions					3	38%		
Increase in the number of unions supported by SASK that raise social issues of concern to their membership in public national debate	6							
Increase in the number of issues that unions raise in policy formulation							4	100%
Number of issues raised by unions supported by SASK to public debate and decision-making, and the increase in their numbers.	0	540%	1	100%				
Number of actions the partners engage in as part of the lobby regarding the topic of the project							1	33%
Number of changes taking place as a result of the lobby the partners have engaged in as part of the project								
Number of TU-proposed amendments/provisions included in revised labour law or policies (as a result of SASK project work)							0	0%
Number of TU-proposed amendments/provisions included in the economic or social policies or systems (as a result of SASK project work)							3	60%
Collective bargaining agreements								
Number of new collective agreements concluded by unions, and the increase in the number, especially in sectors and/or workplaces not previously covered	5		0	0%	3	27%		
Number of improvements in new collective agreements compared to previous ones among unions supported by SASK	15		12	100%				
Improvements in the quality of collective agreements compared to previous ones among unions supported by SASK								
Change in the number of CBAs in force in the sector where the union organises							2	
Number of workers covered by collective agreements, and the increase in the number	12,000	100%						
Change in the number of workers covered by CBAs (because of new CBAs signed)								
Improvement at workplaces								
Change in the work places that have an OHS representative in place (as a result of SASK project work)								
Number of new union-proposed improvements included in OHS regulations at work place level (as a result or in connection with SASK project work)								
Income generating activities and services								
Number of people engaging in income-generating opportunities who were not economically active before the project							0	0%
Number of people gaining supplementary income from income-generating opportunities								
Increase in the number of people with regular and easy access to the services the project focuses on							472	

Indicator	2012		2013		2014		2015	
	Number	Implementation rate						
Trained people / participants								
Increase in the number of workers participating in training provided by unions supported by SASK	2,549	1,824 %	609	177%	105	75%	2,753	173%
Number of people participating in mass awareness actions							292	30%
Number of women participating in union trainings and campaigns							42	420%
Number of young people participating union trainings and campaigns							348	109%
Number of unions and their officials trained in collective bargaining, and the increase in these numbers among unions supported by SASK	57	100%	2	100%				
Numbers of unions and their officials trained in ILO CLSs with SASK's support, and the increase in these numbers	3	100%			3	10%		
Increase in the number of unions and union officials trained in the appeals mechanism among unions supported by SASK	1		1	100%	73	3,650 %		
Increase in the number of trained officials utilizing their skills							79	113%
Number of leaders trained who are able to take actions							439	226%
Number of women activists and leaders in leadership trainings								
Number of young activists and leaders in leadership trainings								
Number of women elected into leadership positions								
Increase in the number of youth committees etc.							5	100%

Source: IRMA Data by SASK.

Note: Sub-titles by authors.

ANNEX 15: MAIN FINDINGS OF THE 2011 AUDIT

The main findings of the audit conducted by KPMG in 2011 can be summarized as follows:

- The administration of SASK works efficiently and in accordance with the rules of the organization and its operations are transparent;
- SASK manages and reports the PBS grants according to instructions of MFA and relevant laws. There was clear improvement in operations and a clear strength of SASK identified was its focused and motivated staff, well aware of the organization's activities and tasks;
- Existing guidelines and practices have been updated and new guidelines have been prepared and planned;
- SASK's activities are in line with the new guidelines of the MFA and all its objectives can be linked to the development policy objectives: Poverty reduction, strengthening civil society, respect for human rights, sustainable development and cross cutting objectives;
- Under the new PBS agreement (2011) sub-programmes were designed according to thematic priorities and SASK has started reduce the number of projects and project countries;
- Financial monitoring and reporting complies with the requirements, though could be more frequent;
- SASK implements projects with national trade unions or cooperates with GUFs. SASK did not have cooperation agreements with GUFs and it was advised that such agreements were established;
- There was no risk management system in SASK (nor in the GUF partners that were included in the audit) and it was recommended that such system would be established;
- SASK did not have a clear assessment and selection tool for identifying new projects and it was recommended to develop such as system;
- SASK does not have a documented M&E plan and it was recommended that SASK should pay more attention to M&E;
- In projects implemented through GUFs there are additional transfer and reporting layers adding to administrative burdens, although no mayor problems were encountered, except for currency exchange losses;
- SASK partners confirmed that SASK had generated significant added value and that the organisation is approachable and helpful (KPMG, 2011).

ANNEX 16: PREVIOUS EVALUATIONS

Table 31: Evaluations of SASK programme

Evaluation title / project name	Year	Type of Evaluation	Internal / External
SASK programme evaluation	2015-2016	Impact evaluation of SASK programme work	External
SASK meta evaluation	2014	Meta evaluation of all evaluations that have been done in SASK projects	External
Partnership assessment	2012	Evaluation of SASK's partnerships	Internal

Source: Provided by SASK to the Evaluation Team.

Table 32: Evaluations of SASK projects

Evaluation title / project name	Year	Type of Evaluation	Internal / External
Strengthening Vietnam Trade Unions at Enterprise and IZ levels	2016	Final evaluation	External
(Campaigning) Workers' Rights & Combating Child Labour Through Education (India, Nepal)	2016-2017	Periodic review	External
CUT Evaluation report (Colombia)	2016	Final evaluation	External
MANWU Union Development (Namibia)	2015	Final evaluation	External
IndustriALL Union Building through HIV/AIDS Workplace Action (Côte d'Ivoire, Ghana, Guinea, Zambia)	2015	Final evaluation	External
Contract and Agency Labour Project for Sub-Saharan Africa (Burkina Faso, Ghana, Guinea, Mauritius, Mozambique, Namibia, Niger, Nigeria, Senegal, South Africa)	2014	Final evaluation	External
PSI Southern Africa transition (Angola, Botswana, Mauritius, Mozambique, Namibia, Swaziland)	2013	Final evaluation, included projects 2601, 2602, 2603	External
Strengthening Economic and Social Policy Intervent (Togo)	2013	Final evaluation	External
Strategiccooperation between Mercosur Countries in the Paper Industry (Argentina, Brazil, Chile, Uruguay)	2013	Final evaluation	External
Trade Union Training and Organisation on Labour Platform of the Americas (Argentina, Bolivia, Brazil, Chile, Colombia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Uruguay, Venezuela)	2013	Final evaluation	External

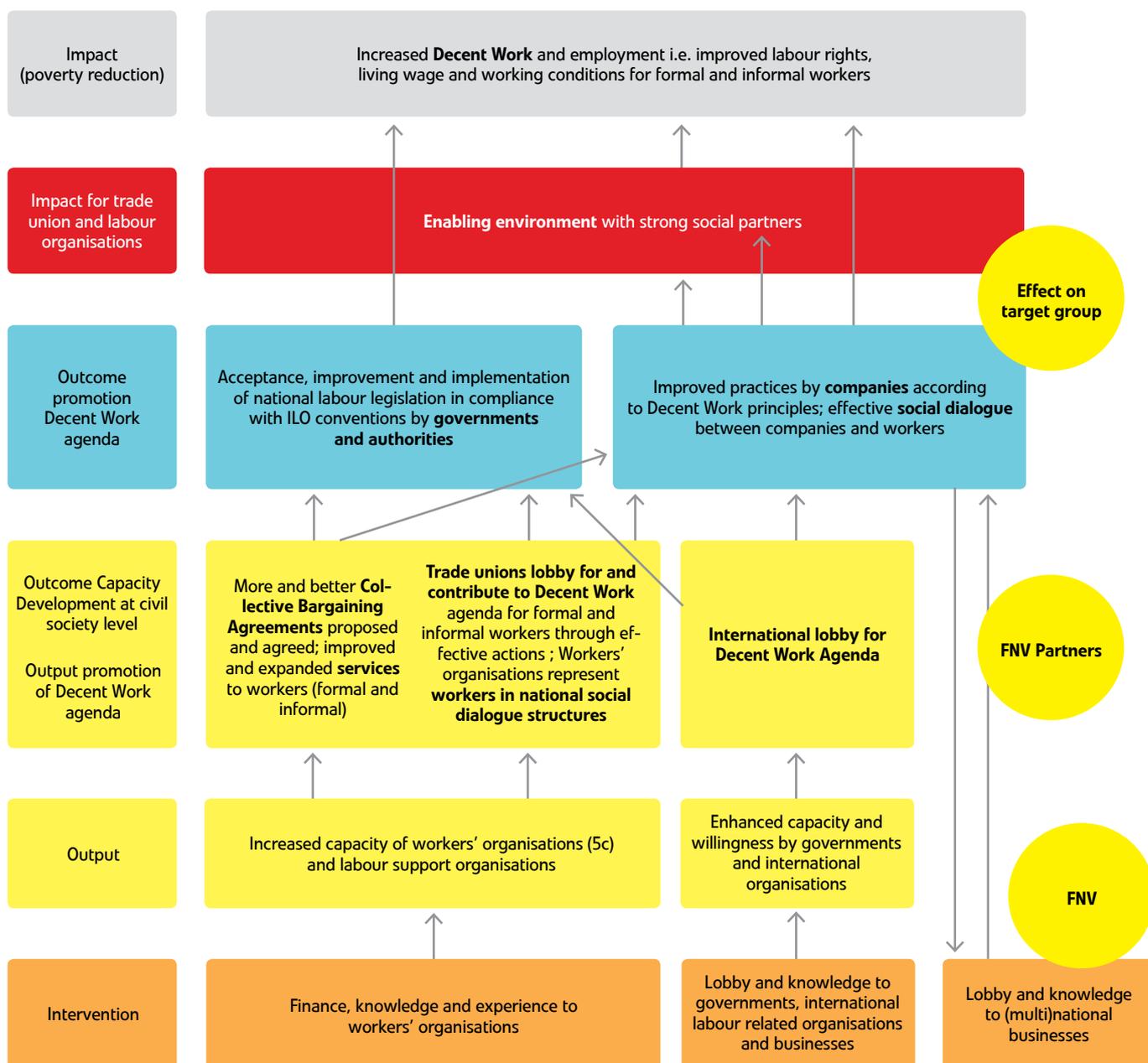
Evaluation title / project name	Year	Type of Evaluation	Internal / External
LEARN Evaluation report (Philippines)	2013	Final evaluation	External
Cutting Edge Research on Labour and Development (Namibia)	2012	Final evaluation	External
Research and Training Related to Ghana's Trade Union Movement	2012	Final evaluation	External
Research in support to the trade union movement (Zimbabwe)	2012	Final evaluation	External
Strengthening Union Organising and Bargaining along West African Transport Corridors (Benin, Burkina Faso, Côte d'Ivoire, Ghana, Guinea, Liberia, Mali, Niger, Sierra Leone, Togo)	2012	Final evaluation	External
Organising and Representing Workers in the African Cut Flower Sector (Ethiopia, Kenya, South Africa, Tanzania, Uganda, Zambia and Zimbabwe)	2012	Final evaluation	External
Impact evaluation on Vietnam CSR project	2010	Impact evaluation	External
Trade Union Training for Small Farmers in the Amazon (Brazil)	2010	Final evaluation	External
Organising BPOs, Call Centers and IT Employees (India)	2010	Final evaluation	External
PSI Gender Project Evaluation Report (Asia)	2010	Final evaluation	External
PSI Health sector project evaluation (Brazil)	2009	Final evaluation	External

Source: Provided by SASK to the Evaluation Team.

ANNEX 17: PROPOSED ALTERNATIVE TOC FOR SASK

The evaluators have suggested an alternative ToC for SASK that is used by a Dutch sister TUSO - FNV Mondiaal - and captures well also the main pathways of change of SASK (Figure 9).

Figure 9: ToC of a Trade Union International Solidarity Organisation



Source: FNV Mondiaal, 2012.

The figure presents three intervention strategies that are also relevant for SASK. The first largest stream of interventions is the provision of finance, knowledge and experience to partners - this is what SASK does with national partners and GUFs. The second stream of interventions is lobby and advocacy support to influence governments and international labour organisations and this is what SASK does through advocacy. The final stream is providing lobby and knowledge - advocacy and global education - to stakeholders and the general public in Finland.

The outputs, presented in yellow, state the immediate effects of the lower level interventions that are core to the interventions of SASK - increased capacity of worker's organisations and sometimes also governments and (international) organisations. The level above in green shows the immediate outcomes of these organisations for example in terms of CBAs, better membership services and policy proposals. In the blue bar, the longer-term outcomes are presented of the workers' organisations (the first actor in ILO's tri-partite constituency) on governments (the second tri-partite actor) and companies / employers (the third actor). At the higher level this leads to improved enabling environment and decent work and these are outcomes that are similar to social protection, core labour standards and social dialogue. This ToC combines and integrates SASK's intervention strategy with the ILO tripartite constituency.

EVALUATION

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**MINISTRY FOR FOREIGN
AFFAIRS OF FINLAND**