

# Evaluation

## BI-ANNUAL REPORT 2009-2010 OF DEVELOPMENT EVALUATION



**MINISTRY FOR FOREIGN AFFAIRS OF FINLAND**  
The Under-Secretary of State for Development Policy and Co-operation

## EVALUATION IS

An assessment, as systematic and objective as possible, of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors (DAC Principles for Evaluation of Development Assistance, OECD 1991, 2008).

## TYPES OF EVALUATIONS

**Appraisal:** An overall assessment of the relevance, feasibility and potential sustainability of a development intervention prior to a decision on funding. Related term: *ex-ante evaluation*.

**Ex-ante evaluation:** An evaluation that is performed before implementation of a development intervention. Related terms: *appraisal, quality at entry*.

**Ex post evaluation:** Evaluation of a development intervention after it has been completed. It may be undertaken directly after or long after completion of the intervention. The intention is to identify the factors of success or failure, to assess the sustainability of results and impacts, and to draw conclusions that may inform other interventions.

**Meta-evaluation:** The term is used for evaluations designed to aggregate findings from a series of evaluations. It can also be used to denote the evaluation of an evaluation to judge its quality and/or assess the performance of the evaluators.

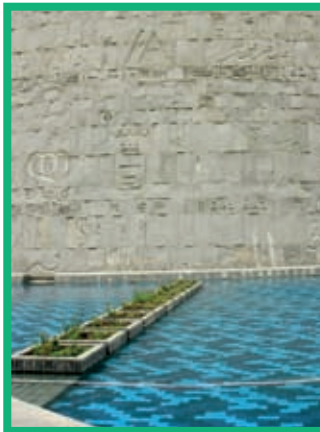
**Mid-term evaluation:** Evaluation performed towards the middle of the period of implementation of the intervention.

**Independent evaluation:** An evaluation carried out by entities and persons free of the control of those responsible for the design and implementation of the development interventions. Note: The credibility of an evaluation depends in part on how independently it has been carried out. Independence implies freedom from political influence and organisational pressure. It is characterised by full access to information and full autonomy in carrying out investigations and reporting findings.

Source: OECD/DAC 2002 *Glossary of Key Terms in Evaluation and Results Based Management*. OECD, Paris

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This report can be accessed at <http://formin.fi>  
Hard copies can be requested from: [EVA-11@formin.fi](mailto:EVA-11@formin.fi)

or

The Ministry for Foreign Affairs of Finland  
Development Evaluation (EVA-11)  
P.O. Box 451  
00023 GOVERNMENT  
Finland

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## PREFACE

The OECD/DAC development aid evaluation principles constitute the most important international framework for development evaluation of aid giving organizations. The development evaluation of the Ministry for Foreign Affairs of Finland has in the last five years made a determined effort to comply with these principles. The last bit of developments to ensure full compliance with the DAC development aid evaluation requirements has taken place only this spring, when the modality of back-reporting on the management response of evaluation findings was agreed. This bi-annual report for 2009 and 2010 of development evaluation is one of the missing pieces. This report is first of its kind. – Yet, development evaluation has always contributed to the overall reporting on the implementation of development policy.

Because of its pilot nature, the bi-annual report for 2009 and 2010 explains in some detail also the organizational matters, in addition to the results of the evaluations and the role of evaluation in terms of public accountability and organizational learning.

Helsinki, June 2011

Development Evaluation

## ACRONYMS AND ABBREVIATIONS

AHA	Management information system (asianhallintajärjestelmä)
DEReC	Evaluation information Web page of the OECD/DAC
EU	European Union
EVA-11	Development evaluation of the Ministry for Foreign Affairs of Finland
GEF	Global Environment Facility
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
JPO	Junior Professional Officer programme
OECD	Organisation for Economic Cooperation and Development
OECD/DAC	Development Assistance Committee of OECD
ODA	Official Development Aid
OSCE	Organization for Security and Co-operation in Europe
IFI	International Financing Institution
TOR	Terms of reference
UN	United Nations
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
UNSDR	United Nations Strategy for Disaster Reduction





## **1 THE DEVELOPMENT POLICY CONTEXT**

The development policy of Finland is an integral part of Finland's foreign policy and security policy. The development policy papers are revised and readjusted every four years in tandem with the parliamentary elections and the appointment of the new government. The main goal of Finland's development policy since 1993 is to eradicate poverty. The four-year development policy of 2007 of Ministry for Foreign Affairs of Finland – valid during the reporting period – was built on three sustainability dimensions, ecological, economical and socially sustainable development, which are the major areas of emphasis in Finnish development cooperation.

The policy recognised that development cooperation is based on partnership between the donors and the partner countries. The guiding principles of the 2007 development policy were coherence, complementarity, and effectiveness. Democracy, the rule of law, respect for human rights, gender equality and social equality, good governance, and combating HIV/AIDS are equally important for development, and are implemented in Finnish development cooperation as mainstreamed cross-cutting elements. Similarly, the development policy emphasised the significance of the global challenges, climate change and environmental issues, as well as crises prevention and support for peace and stability processes. The enhancement of economic development in the cooperating countries is important. Economic activity, business development and trade were recognised as coherence themes which together contribute to the enabling conditions for economic activity and growth. Finland's development policy adopted a comprehensive approach to development, recognising the need to accomplish changes in key sectors that affect the development in a partner country. The development policy considered the role of the civil society actors, both the Finnish organisations and their counterparts in the South, important and as conduits for development, and instruments in the implementation of cooperation.

## **2 DEVELOPMENT EVALUATION IN THE MINISTRY FOR FOREIGN AFFAIRS**

Similar to a number of other countries, the evaluation of development policy and cooperation in the Ministry for Foreign Affairs of Finland is organised in two functions, the central development evaluation office (EVA-11) and the decentralised development evaluation performed by the regional departments and embassies. The decentralised arrangement deals with individual aid interventions and programmes. Embassies also participate in reviews of joint financing instruments. EVA-11 performs evaluations of strategic significance and of comprehensive scope, such as theme-based evaluations, country programme evaluations, entire development instruments and the like. In this way the basic functions of evaluation, the accountability and organisational learning, can best be discharged.

To implement the principles of the Paris Declaration and the Accra Programme of Action, EVA-11 also participates, within the limits of the resources, in joint evaluations performed with other donors on topics of wider thematic or programmatic interest.

Since March 2009, EVA-11 has been located as an independent evaluation entity attached to the Under-Secretary of State for development policy and cooperation. This organisational status is in line with the principles of the OECD/DAC with regard to the independence of the aid evaluation from operational activities.

### **3 PRINCIPLES AND FRAMEWORKS FOR DEVELOPMENT EVALUATION**

#### **3.1 International Frameworks**

Finland fully subscribes to the OECD/DAC development evaluation principles, criteria and quality standards and norms and utilises them actively in the evaluations commissioned. The additional evaluation criteria of the European Union, as well as the evaluation report quality standards are also applied.

EVA-11 is a member of the OECD/DAC evaluation network (a subsidiary body to DAC), and the EU Heads of Evaluation Group. Similarly, Finland participates in the Nordic+ evaluation network.

#### **3.2 Internal Guidelines and Norms**

The revised evaluation guidelines were published in 2007 (Ministry for Foreign Affairs of Finland 2007b; <http://www.formin.finland.fi>). The document contains the guiding principles and the ethical code followed in the development evaluations of Finland. Since the test phase edition of the guidelines, the evaluation process, handling of the evaluation results, and the training in evaluations, have been developed. Similarly, the organisational setup of evaluation has changed since 2007. The updating process of the guidelines is currently on-going together with the process of building the management information systems (AHA) and the training programme in evaluation.

An internal by-law (Norm) defines the basic framework of development evaluation in the Ministry. The valid norm dates back to November 2007 and is cur-

rently being revised and updated to include both the centralised and the decentralised development evaluations and the new developments in the process of management response, decision and back-reporting on the implementation of the results of evaluations.

### **3.3 Human Resources**

Until September 2009, EVA-11's human resources included an assistant, a senior evaluator and a director. In September 2009, a junior evaluator, and at the beginning of June 2010, a senior adviser in evaluation capacity building and training joined EVA-11. In addition, at the end of 2010 a project assistant with a six-month fixed-term arrangement was recruited.

### **3.4 Service Arrangements**

New framework arrangements were concluded in 2010 for the printing of evaluation reports, for language translation and checking services, for the commissioning of peer reviews on the quality of evaluation reports, and other materials as well as for the commissioning of meta-analyses. Each framework arrangement partner was selected by an open invitation to tender.

Each evaluation team is selected through an open invitation to tender. This arrangement is cumbersome, but it brings in the widest possible resource base and the best possible expertise for each evaluation. In the procurement of services the respective Finnish legislation is adhered to.

### **3.5 Budget**

The evaluation and internal audit of development cooperation have a separate but joint budget line. The total budget allocation to this budget line 7 is decided upon by the Finnish Parliament within the context of the overall annual budget of development cooperation of the Ministry. The annual budget share of development evaluation in 2009–2010 was about 0.2% of the overall development cooperation appropriations of Finland. The evaluations of the decentralised system are covered by funds appropriated to the regional departments and units. A separate small supplementary budget is available for administrative matters.

### **3.6 Planning**

EVA-11 compiles an annual overall work plan. Attached to this plan, an annual evaluation plan is included with a tentative rolling plan for the next three years. Four-year planning has been in place since 2006. The topics of the evaluation plans are forward looking, trying to anticipate the needs for evaluation results in the organisation. The topics of the evaluations are derived from different sources, including discussions with stakeholders, representatives of different units implementing development cooperation, with the guiding idea that the results of the evaluations should be useful, relevant and available in a timely manner.

In line with the requirements of the Paris declaration and the Accra agenda for action to harmonise between the donors, the development evaluation also include participates in joint evaluations. Due to the limited human resources in EVA-11, a decision was taken that EVA-11 would participate in a couple of joint evaluations per year of topical relevance. However, by supporting the operative units to participate in joint evaluations of individual sectors, programmes or organization, EVA-11 is, in reality, contributing to more than two joint evaluations each year. In 2010, capacity building and training, including a help-desk service, were introduced as a major component in the annual work plan of EVA-11.

Since 2010 the evaluation plan of the centralised evaluation function has been discussed in the Development Policy Advisory Board. The final approval of the annual work plan comes from the Under-Secretary of State for development policy and cooperation to whom the director of EVA-11 also reports.

### **3.7 Methodological Development**

In late 2009 and during 2010, EVA-11 piloted a new modality of implementing evaluations. The purpose of the internally harmonised implementation of evaluations was to reduce the number of separate missions to partner countries, and also to reduce the number of interview requests to stakeholders at home. The methodology was based on the parallel implementation of evaluations, synchronising the timing of interviews and field visits, using group meetings with stakeholders and joint field trips, during which meetings were run partly in mixed-team composition between the parallel evaluations. Through this arrangement the burden of missions on the higher ranks of the administrations in the partner countries was minimised, without jeopardising the evaluations' objectives. On the contrary, horizontal information sharing was improved between the different evaluation teams. Feedback from the interviewees was positive and EVA-11 will continue deploying this modality.

Between the centralised development evaluation function and the decentralised one, there is no mutual planning instrument or knowledge management system as yet. The first comprehensive collection of evaluation plans of the decentralised system was performed in the latter half of 2010 together with the mapping of the training needs. The management information system being currently developed will include a comprehensive development evaluation plan of the Ministry. EVA-11 has actively contributed to the development of the management information system with regard to evaluation topics.

### **3.8 Quality Development**

To improve the quality of evaluation reports, EVA-11 decided in 2010 to subject the evaluation reports to external peer review. A framework arrangement is now in place to enable EVA-11 to subject every evaluation report in an efficient manner to peer review by two external experts. The framework arrangement also includes the performance of meta-analyses.

### **3.9 Capacity Development and Training**

The meta-analysis of 2009, (dealing with the decentralised evaluation reports of 2007 and 2008 (Table 1), pointed clearly to a need for technical help in evaluations with the decentralised evaluation. Consequently, EVA-11 has worked together with different units and assisted them in performing obligatory project evaluations. EVA-11 has also worked with the multilateral department to prepare for the executive board meetings of the operational organisations of the United Nations on topics relevant to evaluation.

Based on a training needs assessment in 2010, a training programme in evaluation was compiled and introduced for discussion to the Development Policy Advisory Group. Consequently, evaluation training was started later in 2010, partly integrated with the project cycle management training and partly designed as a separate three-module programme focusing on evaluation. The target groups for evaluation training and capacity building were among the managers of the regional departments and consultants. For the first time, a special brief training module was also devised for diplomat trainees (KAVAKU) in November 2010. Evaluation training contains the basic principles, criteria and quality standards of the OECD/DAC and the European Commission as well as instructions on how to build terms of reference, what are the characteristics of a good evaluation report, and how to ensure the utilisation of evaluation results, and what are

the pre-requisites for good evaluability. The senior adviser of EVA-11 held a training session also for the relevant staff of the Permanent Mission of Finland to the OSCE in Vienna. EVA-11 has also functioned as a help desk in development evaluation within the Ministry.

### **3.9.1 The Evaluation Day**

The 3<sup>rd</sup> evaluation day, which is an annual evaluation event, was organised on 17 December 2010. The theme of this day was results and the utility of results chain approaches. Experts from the Evaluation Unit of the European Commission were invited to present the standard methods developed on evaluation of sectoral cooperation programmes and on budget support. The purpose of organising the presentation of these standard methods was to enhance the logical chain of thinking from planning through to activities and the achievement of objectives and results. The other half of the evaluation day was devoted to facilitated panel discussions on the recently published synthesis of evaluations 2008–2010 (Evaluation report 2010:4, section 5). The discussions aimed at identifying means for further improvement of the results of Finnish development cooperation, building on the strengths and weaknesses, highlighted by the synthesis evaluation.

## **3.10 Evaluation as a Learning Tool**

The internal by-law of 2007 on development evaluation and the principles of the OECD/DAC on aid evaluation stipulate that the results of an evaluation should be subjected to a special discussion and management decision on how the organisation is going to take into account the results of an evaluation. In 2006 and 2007 a table formatted follow-up matrix was developed for this purpose. The table is called “Follow-up report of an evaluation”. It collects together the major findings, conclusions and recommendations of an evaluation in one column, and in the second column the comments made during the process or during the presentation and the public discussion after the presentation. The third column contains the draft decisions to the recommendations of the evaluation. The evaluation follow-up report with its draft decisions together with a summarising memorandum and a copy of the actual report was submitted to the Quality Assurance Board and discussed there. The Quality Assurance Board gave its recommendations. The evaluation follow-up report, including the draft decisions was then subjected to a formal approval and decision by the Under-Secretary of State for development policy and development cooperation. The decision was distributed for action to the relevant units and departments of the Ministry with a request to report within one to two years on the implementation of the decision.

In late 2010 a decision effective from 1 January 2011 was made for discussion of the management response to be moved from the Quality Assurance Board to the Development Policy Steering Group, chaired by the Director General of Development Policy.

### **3.11 Knowledge Management of Evaluations**

This evaluation knowledge database is currently under construction as a component of a wider effort to revamp the management information systems. The system will include, among other issues, the plans of the centralised evaluation and the decentralised evaluation functions, the management decisions and follow-up reports.

### **3.12 Implementation of Evaluations**

All evaluations of the Ministry are carried out by independent external experts, who are selected through a competitive bidding process.

### **3.13 Public Accountability**

Development evaluations are important tools in the accountability and learning of an organisation. At the end of each evaluation commissioned by EVA-11, a public presentation of the results is organised in which the evaluation team presents the results and subjects them to public discussion. In June 2010 EVA-11 was invited by the United Nations Strategy for Disaster Reduction (UNSDR) secretariat in Geneva to give a presentation on the results of the evaluation on natural disasters, climate change and poverty (Evaluation report 2009:8). This event was organised by UNSDR together with Finland's permanent mission in Geneva. In August–September 2010, EVA-11 participated in the evaluation conference organised by the German KfW in Berlin, on the evaluations of water sector development. The results of the water sector evaluation (Evaluation report 2010:3) were presented in the conference. In early summer 2010, EVA-11 participated in the seminar on results achievement and accountability organised by the National Audit Office of Finland.

EVA-11 also contributed to the obligatory annual reports on development policy and cooperation of the Ministry.

To fulfil the accountability function, the evaluation reports are published and made available to a wide circle of stakeholders and interest groups in addition to the relevant offices in the Ministry. The reports are sent to all university libraries in Finland, major municipality libraries, relevant committees of the parliament, civil society organisations and the like. Electronic versions of the evaluation reports are available on the Ministry's public website. During a year, a significant number of requests are received by EVA-11 from individual citizens, institutions and organisations to receive a hard copy of an evaluation report. The printed copies are distributed free of charge.

At the international level, the electronic copy of an evaluation report is submitted to the OECD/DAC public website (DEReC), in which the reports are available globally.

At times, events are also organised to present the results of joint evaluations. Such an event was organised in 2008, but not during the biennium reported here.

## **4 EVALUATIONS 2009 AND 2010**

In 2009–2010, EVA-11 commissioned bilateral evaluations, participated in joint evaluations and worked together with other units of the Ministry to support the management of bilateral or joint evaluations under their responsibility.

### **4.1 Joint Evaluations**

In the rolling four-year plan, EVA-11 plans to participate in one to three joint evaluations annually. During the biennium, the central evaluation office supported financially the humanitarian aid unit in the large multi-donor cluster evaluation of humanitarian aid, joined other donors to support the United Nations Relief and Works Agency for Palestine Refugees (UNRWA) education sector evaluation, and participated in the joint OECD/DAC phase II evaluation of the implementation of the Paris Declaration (PD). Finland made available both core funding to the PD evaluation and specific support to the country evaluations of Afghanistan and Mozambique. This evaluation will be completed in 2011. The representatives of the Embassies of Finland in Kabul and Maputo served in the country level reference groups of the PD evaluation. Within the OECD/DAC evaluation network peer review programme the report on the evaluation function of the Global Environment Facility (GEF) was finalised in 2009. Finland participated in this peer review as one of the reviewers. EVA-11 participated in



the steering group of the development of the methodology for the budget support evaluation under the leadership of the EU Commission's evaluation unit.

## 4.2 Bilateral Evaluations

In 2009 and 2010 nine and seven wider evaluations were completed, respectively. Of the 2010 evaluations four were carried out by the parallel modality explained earlier (section 2.6). All these evaluations have been published in the development evaluation report series of the Ministry. In 2009 and 2010, three pre-studies were carried out: the forestry sector, aid for trade and the Junior Professional Officer programme meta-analyses (Table 1). The pre-studies were used as sources of information to the actual evaluations. EVA-11 worked together with the political department of the Ministry to manage the evaluation of the chemical weapons verification training programme. The evaluation will be completed in 2011. In 2010, three additional evaluations were started, but they will be completed in 2011; namely on the results-based management, aid for trade, and Finland's support to the Junior Professional Officer programme of the United Nations (JPO). The latter is conducted in cooperation with the respective unit responsible for the operational organisations of the United Nations (UN).

In the course of the biennium 2009 and 2010 a record total of 15 bilateral evaluations were published; one of the evaluations constituted three different volumes (Table 1). It should be noted that most of the bilaterally commissioned evaluations examine operational and policy level influence and performance, including funding through the multilateral organisations, and policy level impact in the international arena, such as the multilateral organisations and the EU. In other words, the bilateral evaluations look comprehensively at the theme, programme or instrument under scrutiny.



All evaluations are available in the public web-page of the ministry:

<http://formin.finland.fi>

Hard copies can be ordered from: EVA-11@formin.fi

**Table 1** Bilateral evaluations completed in 2009 and 2010.

<b>Evaluation</b>	<b>Evaluation report no.</b>
Evaluation of Finland's Development Cooperation in Central Asia and South Caucasus <i>Authors: Starr S F, Cornell S, Oksjärvi Snyder M, Norling N, Koicumano T &amp; Papava V</i>	2009:1
Evaluation of Agriculture and Rural Development. Preliminary Study <i>Author: Porvali H</i>	2009:2
Evaluation of Support to Development Research <i>Authors: Helland J, Namaalwa Jjumba J &amp; Tostensen A</i>	2009:3
Meta-analysis of Development Cooperation on HIV/AIDS <i>Authors: Tuominen M, Taylor M &amp; Costa D</i>	2009:4
Evaluation of Finnish Aid in Western Kenya. Impact and Lessons Learned <i>Authors: Weir A, Notley M &amp; Katui-Katua M</i>	2009:5
Evaluation of DEMO Finland Development Programme <i>Authors: Hällbåg R &amp; Sjöberg F M</i>	2009:6
Evaluation of the North-South-South Higher Education Network Programme <i>Authors: Stenbäck T &amp; Billany N</i>	2009:7
Evaluation of Natural Disasters, Climate Change and Poverty <i>Authors: Srinivasan G, Lehtonen T, Munive A, Subbiah A, Reis A, Kontro M &amp; Niskanen L</i>	2009:8
Meta-analysis of Development Evaluations in 2007 and 2008 <i>Authors: Williams P J &amp; Seppänen M</i>	2009:9
Evaluation of the Transition towards a New Partnership with Egypt <i>Author: Ministry for Foreign Affairs (edited on the basis of the draft final report by an external consultant group)</i>	2010:1

Evaluation of Finland's Development Cooperation with Ethiopia 2000-2008 <i>Authors: Borchgrevink A, Poutiainen P, Woldebanna Kabsay T, Nordström M, Eggen O &amp; Aasland S</i>	2010:2
Evaluation of The Finnish Development Cooperation in the Water Sector <i>Authors: Matz M, Blankvaardt B, Ibrahim-Huber S, Nikula J &amp; Eder G</i>	2010:3
Evaluation of the Sustainability Dimension in Addressing Poverty Reduction: Synthesis of Evaluations <i>Authors: Caldecott J, Halonen M, Sørensen S E, Dugersuren S, Tommila P &amp; Pathan A</i>	2010:4
Evaluation of Forestry and Biological Resources Sector: Main report Evaluation of Forestry and Biological Resources Sector: Country / Regional reports <i>Authors (I &amp; II): Hardcastle P, Forbes A, Karani I, Tuominen K, Dandom J, Murtland R, Müller-Plantenberg V &amp; Davenport D</i>	2010:5/I 2010:5/II
Evaluation of Forestry Sector: Preliminary Study <i>Author (III): Ruotsalainen A</i>	2010:5/III
Evaluation of Agriculture in Finnish Development Cooperation <i>Author: Ministry for Foreign Affairs of Finland (edited on the basis of the draft final report by an external consultant group)</i>	2010:6

The results of each of the evaluations listed in Table 1 have been subjected to a management response process. All recommendations have been responded to. Responses have been formulated into actionable decisions relevant to the organisation (section 3.10).





## 5 MAIN RESULTS AND LESSONS FROM THE 2009 AND 2010 EVALUATIONS

In the following some major results of the bilateral evaluations are highlighted. Instead of strictly following the logical order of publication of the evaluation reports, the results of the synthesis meta-analysis 2008-2010 (report 2010:4 in Table 1) are presented here first. The synthesis evaluation examined the results of all bilaterally commissioned evaluations in 2009 and 2010. It also includes drafts of two evaluations that will be published in 2011 (Energy sector and Concessional Credits).



## **Sustainability in Poverty Reduction: Synthesis of Evaluations (2010:4)**

The synthesis evaluation was one of the four umbrella evaluations that were launched in a parallel manner as explained in section 3.7. The overarching title of this evaluation group was “The sustainability dimension in addressing poverty reduction” in line with the strong emphasis of the sustainable economic, ecological and environmental development in the 2007 development policy. On the other hand, poverty has been the overarching goal of Finnish development policies since the publication of the first strategy in 1993. Thus, it was of interest to look at the two major themes together from different angles. The other parallel evaluations were those of forestry and biological resources, energy and concessional credits evaluations. The terms of reference of all four evaluations had the same 10 major questions to address from the respective sectoral points of view.

The document meta-analyses of 22 evaluation reports were complemented by interviews at two levels, in the Ministry and with an external international selection of experts. The purpose of the synthesis evaluation was to look at the development cooperation from a wider perspective and identify common traits, strengths, weaknesses, achievements, failures and the dimension of Finnish added value as they emerged from the study of the individual wider evaluations. The timing of the synthesis meta-analysis was such that it could contribute to the

reporting obligations of the ministry on the four-year development policy programme of 2007–2010.

Against the 14 evaluation criteria used in this meta-synthesis, the report identified a number of strengths and weaknesses in Finnish development aid. The fact that the development policy was fully integrated in the overall foreign and trade policies was considered a positive factor which promoted coherence between the policies. However, the evaluation concluded that development policy was not equal in political weight to the other policies. Finnish development cooperation is focused on a few principal partner countries, which the evaluation saw as a strong point. Despite this policy, considerable fragmentation had, however, taken place in terms of a great number of innovative initiatives having been launched, and project based cooperation having been started in countries other than the principal partner countries of Finland. The variety of development instrument was given credit, including those instruments directed to support local civil society (i.e. Local Cooperation Funds –instrument).

The weaknesses of the development cooperation of Finland included the rigidity of the organisation, and the highly centralised decision-making. Similarly, Finland's reactions to emerging megatrends in development were rated as slow. The evaluation claimed that the Ministry was neither particularly receptive to constructive criticism nor was it an organisation which harnessed lessons from the past. Sustainability and poverty reduction were rarely explicitly measured or present in the document material.

The cross-cutting objectives that are clearly articulated in the consecutive development policies since the first development cooperation strategy published in 1993 were found to be poorly integrated in the planning, which is such that progress in the cross-cutting objectives are nearly impossible to monitor. However, the evaluation noted that the impression is somewhat diverse, varying from poor to better performance, the latter mainly depending on the special interest of an individual.



The dimension of Finnish added value, which is one of the features depicted in the Finnish development policy, was looked at from a fairly wide perspective. It was identified as “distinctiveness” which characterised the Finnish way of conducting development cooperation. Finnish development cooperation performance is based on values derived from Finnish society, including respect for human rights, social and gender equality, good governance, and democracy. Finns were appraised as technically skilful, efficient, professional, and with a high level of education. The way they interacted was open and listening, with respect for reciprocity and participation. Finns were characterised as neutral brokers, having good intentions, being honest, flexible, and concentrating on the issues at hand. The special areas of Finland’s added value included forestry, energy, environment, water, information technology and innovations.

The assessments against the 14 criteria, through which the quality of Finland’s development aid was examined, starting from the identification through to implementation, monitoring and evaluation of results, gave a fairly diverse picture. On the scale from 1 to 14, the five highest scoring evaluation criteria were relevance, coherence, partner satisfaction, compatibility and Finnish added value. Mediocre scores were given for coordination, impact, effectiveness and sustainability, whereas replicability, complementarity, efficiency, connectedness and activity design scored low, the lowest score being given to activity design. The activity design was not conducive to results-based monitoring, but instead the monitoring was based on activities (outputs) rather than achieving the objectives and purpose (outcomes), and it reduced the possibility to identify and attribute impacts, effectiveness and sustainability of the results. Results-based planning and monitoring were found to be weak.

The assessments against the 14 criteria were concluded to signify that Finland’s development interventions met well the needs of the partner countries. However, the interventions were vulnerable to external changes and the materialisation of risks, but performed well under more stable and easy conditions. Possibilities to benefit from synergies could be opened by more active communication with other stakeholders.







## **Finland's Development Cooperation in Central Asia and South Caucasus (2009:1)**

Despite the fact that Finland has supported development programmes in the Central-Asia and Caucasus region since the mid-1990s, the evaluation was the first comprehensive assessment. The evaluation was particularly timely as the ODA budget plans were growing from EUR 8.9 million in 2008 to an estimated EUR 16 million in 2013.

The evaluators focused on six major questions, which dealt with the choices of cooperation modalities, refocusing or narrowing of the geographic scope, modes of cooperation that best met the local needs, the materialisation of the objectives of the cross-cutting nature of the Finnish development policies (including social and gender equality, human rights, democracy, HIV/AIDS and similar), specific Finnish added value (or none), and assessment of the strategic changes (if any) necessary to achieve maximum effectiveness and efficiency of cooperation.

The results of the evaluation suggested that Finland's development interventions were in line with local needs and were focused on areas where Finland possessed added value. Bilateral cooperation was rated more effective than funding channelled through multilateral agencies. The assessments suggested also that there was a direct relationship between Finnish involvement in the planning and early stages of implementation of a project and the effectiveness of the intervention. In terms of efficiency, the evaluation pointed out the wasteful use of funds, particularly in the multilateral programmes, which was strongly criticised by the local counterparts.

The evaluation report contains practically no information on impact or sustainability. However, the report suggests that the productive sector, including trade cooperation, might be one feasible avenue to explore and invest in the future to improve overall sustainability. So far, Finland's projects had barely addressed the productive sector development in the region. On the other hand, interventions assessed by the evaluation exhibited good examples of Finnish added value, which was identified in terms of the relevance and effectiveness of projects dealing with the environment, water sector management and forestry. Subsequently, overall partner satisfaction was high among the local partners with Finland's bilateral projects but not so with the multilateral programmes supported by Finland.



## Support for Development Research (2009:3)

Within the context of development cooperation, Finland has supported development research in domestic and international institutions since the 1970s. The purpose of the evaluation was to review achievements since the previous evaluation, performed in 1997–1998, and to draw lessons for further development of the development research instrument.

From 1998 on Finland has disbursed about EUR 58 million in support of development research. Funds are provided as unrestricted project grants. About 43% of all funding has been allocated to domestic research institutions, and about 57% to international research entities. There are two major channels for research grants, one through the Academy of Finland and the other is commissioned research, which constitutes about 20% of the domestic allocation. Major international research organisations supported are CGIAR, the United Nations' and the World Bank's institutions and some other international research bodies.

The evaluation focused mainly on the research grants allocated to Finnish institutions. The evaluation concluded that neither the research implemented through the Academy of Finland nor the commissioned research were planned to serve the development policy or operational needs of the Ministry. Moreover, Finnish development research contributed fairly little to the development of research capacity building of the developing countries, whereas the multilateral research supported by Finland was relevant to and contributed to capacity building in partner countries.

The evaluation concluded that research through the Academy of Finland had been successful and should continue. In fact, it was recommended that the funding window should be increased. However, it was recommended that there should be a much stronger emphasis on research cooperation between the institutions of developing countries and Finnish research institutions. Similarly, research areas where there were clear capacity gaps, such as development economics, should receive more attention and funding.

To improve the development policy relevance and use of research results, the evaluation recommended a research registry to be set up and that each of the commissioned research projects should produce a policy brief paper.

As for multilateral research, the evaluation recommended that Finland should take a stronger role in the overseeing and monitoring of international research cooperation; the regional departments could be harnessed to this work. Also a new type of research, formative process research, was suggested to be started along with a development intervention.



**PHÁT TRIỂN KINH TẾ  
GẮN LIỀN VỚI BẢO VỆ  
MÔI TRƯỜNG**



**SỬ DỤNG BAO CAO SU**  
AN TOÀN CHO BẠN  
CHO CỘNG ĐỒNG  
**TRƯỚC ĐẠI DỊCH**  
**AIDS**

DỰ ÁN "CỘNG ĐỒNG HÀNH ĐỘNG  
PHÒNG CHỐNG HIV/AIDS"  
TỈNH QUẢNG TRỊ



## **Meta-analysis of Development Cooperation on HIV/AIDS (2009:4)**

The purpose of the meta-analyses was to inform the Ministry of HIV/AIDS development programmes of the international community for the Ministry to broaden the scope of Finnish support for the theme, and to decide whether a fully fledged evaluation was needed. Since 2004 HIV/AIDS has been one of the cross-cutting themes in Finnish development policy. A separate HIV/AIDS policy outline was also published that year. Most of the funding for HIV/AIDS is channelled through multilateral systems.

The meta-analysis did not see a need for a wider evaluation. The 2004 HIV/AIDS policy outline was rated as valid, but was found to be very general, lacking a number of concrete measures; for example, the identification of targets, indicators of monitoring framework, approaches to be employed to achieve the objectives, and the outline of resources needed. Hence, it was recommended that Finland should develop an implementation and monitoring plan on HIV/AIDS and look at the total commitment in comparison with the average support from other OECD countries. The recommendation was made in view of the fact that in 2006–2007 Finland's average commitment to HIV/AIDS was 23.4 million US Dollars, which represents about 2.6% of the total ODA, while the average in other OECD countries was about 4.1%. Consequently, the evaluation found the level of HIV/AIDS funding of Finland inconsistent with the stated policy priority. The meta-analyses recommended a review of the funding modalities and development of a more proactive relationship with the multilateral organisations. Moreover, it was found feasible that Finland developed direct support for a national government's HIV/AIDS response programme in one of the principal partner countries. The mainstreaming of HIV/AIDS lagged badly behind, partly due to the internal organisation, systems and capacity of the Ministry, which were recommended for review.



## **Evaluation of Finnish Aid in Western Kenya. Impact and Lessons learned (2009:5)**

The evaluation covered the entire period of Finland's involvement in Western Kenya, from the early 1990s to 2009. The purpose of the evaluation was to identify impacts and lessons learned which could be utilised in the planning of the new programme. The evaluation examined five programmes, dealing with the water sector (two programmes), primary health care, rural dairy development and livestock development.

The evaluation concluded that the overall cooperation programme had had clear sustainable long-term impacts which were discernible today and which contin-

ued to develop further without external inputs. The stakeholders' capacities in terms of technical capacity of the staff of the Government of Kenya in health, livestock, cooperatives and water sectors, as well as, the capacities of stakeholders at the local level had been improved during the cooperation programme. Better access to health and water services and the relevant infrastructure were observed. The Government of Kenya and other service providers had been able to maintain and operate the services after the coming to an end of the cooperation programmes. For example, in 1985 only about 9% of the rural population had access to safe drinking water, whereas in 2000 it was 64%. During the water sector programme 4,000 wells and 61 piped water systems had been established with appropriate water quality monitoring, administrative structure, and with information dissemination campaigns directed to civil service and local villagers to keep the wells clean and safe. In the health sector the 10-year programme constructed about 60 rural health centres with local administrations, information management systems, constructed 20,000 latrines and trained 16,000 people in hygiene.

In the sector of animal husbandry and dairy development, about 15,000 dairy farmers were trained during 1979–1989, and two cooperative dairy plants were constructed with appropriate cooling and cold-chain transport systems. The two cooperative dairy plants served a total of 55 primary production units. During the development programme milk production grew about 85% from 1991 to 2003. The agricultural extension services have also developed positively and so has the commercialisation of smallholder milk production.

The concepts of sustainable livestock husbandry techniques, such as zero grazing, fodder production and conservation, and artificial insemination, which had been introduced during the cooperation programmes, had expanded significantly and continued.

The evaluation observed that the development cooperation programmes had raised public awareness in these sectors and helped people to interact with the government. Women were directly involved and achieved special skills in water, health and dairy sector programme management, which has raised their status and empowered them in the society. Currently there are emerging private sector service providers in the health, livestock and water sectors.

The evaluation identified a number of important key lessons to be learned and key factors promoting sustainable development. The latter category included comprehensive and responsive participatory planning, creation of stakeholder awareness and capacity to induce attitudinal change, cost sharing promoting stakeholder ownership, appropriateness of technology, inclusion of the community in the management of programmes, flexibility to respond to policy changes, good governance practices, and integration of gender policy in the programme design.





## **DEMO Finland Development Programme (2009:6)**

This evaluation was carried out by request and together with the Unit for General Development Policy and Planning. DEMO is an independent registered organisation which brings together all parties represented in the parliament of Finland. All political parties are also represented in the governing body of the organisation. The programme has been going on since 2004.

The purpose of the evaluation was to look at the programme from multiple angles, including governance, decision-making and administration, and the field level implementation in the two cooperating countries, Tanzania and Nepal. Democracy, human rights, the rule of law, gender equality and inclusive development, important cross-cutting objectives of the Finnish development policy, are also at the heart of the DEMO programme. In Nepal, DEMO works with political youth groups. In Tanzania, DEMO, instead of involving women's wings of political parties, has offered gender training to other groups in the Kyela region.

The main findings of the evaluation were that DEMO's programme has been addressing the very crucial issues of democratisation in the target countries in a very relevant, yet narrow, manner. Most political parties in the two countries have been willing to engage with the programme; the willingness, however, being much stronger in Nepal than in Tanzania.

In most of the evaluated criteria Nepal's programme scored better than that of Tanzania. However, ownership and sustainability were found to be weak in both programmes. Hence, new modalities of work were recommended for inclusion in the next phase of the programme to strengthen local ownership. There should also be a gradual transfer of responsibilities, including over the budget. Proper needs and risks assessments should be carried out and an exit strategy included in the programme. In Nepal, the evaluation found important short-term effect and particular added value by the programme. Coordination and coherence with other aid programmes was weak. In Tanzania the gender training in the Kyela region, although it was considered important, was recommended to be handed over to a local non-political counterpart organisation.

The Ministry was urged to apply strictly similar programme planning and control requirements as with other programmes to rectify the weaknesses of the current programme planning and management. It was recommended that the Ministry should move to a multi-year funding model to replace the one-year cycle. DEMO was urged to fundraise actively also elsewhere to widen the funding base.

## **The North-South-South Higher Education Network Programme (2009:7)**

The evaluation was carried out by request and together with the Unit for General Development Policy and Planning. The North-South-South Higher Education Institution Network Programme's (N-S-S-Programme) primary focus is the capacity building of individuals. The participating institutions in this programme are higher education institutions, universities and polytechnics.

The evaluation reviewed the Programme from all its components, which in the 2007–2009 programme phase were: 1) enhancing human capacity (mobility, student and teacher exchange); 2) generating and disseminating knowledge (intensive courses); and 3) the establishment of sustainable partnerships between parties (networking, programme website, administrative arrangements). Components 2 and 3 were established in response to an evaluation in 2006. The results of the evaluation were used to fine tune the next phase of the programme.

In 2009 a total of 34 networks were operational. The management of the Programme is with the Center for International Mobility of the Ministry for Education of Finland CIMO.

The implementation of the mobility component is such that students and teachers exchange between the networking institutions. The evaluation reports that for a majority of partners in the South the programme appeared to be the only opportunity to participate in a network as an equal partner. The students and teachers who had participated in the exchange were satisfied, although both groups pointed out the too short duration of the exchange – for students usually three months and for teachers much shorter. The evaluation showed a positive impact on students from the South. A number of them have succeeded in finding better jobs in their home countries, and some stated the N-S-S-Programme to be part of their career plans. Impacts at institutional level were still modest, but the southern partner institutions as such were reported to be satisfied with the programme. The intensive courses, programme introduced in 2007, have a high potential for impact but so far has been inadequately funded.

The evaluation concluded that the N-S-S-Programme is a good instrument for new academic and vocational higher education institutions to enter into international cooperation, although the results of the Programme until now have been better in those institutions which were already connected earlier. A major strength of the programme is that the studies during exchange are accredited in home institutions. To improve the effectiveness of the exchange, students should be required to prepare a learning plan in advance of the exchange.

The evaluation gave a total of 19 recommendations. A number of them dealt with the management, planning and monitoring of the programme. It was recommended that some flexibility in decision-making be granted to CIMO in re-

gard of budgeting, and that the choices of geographical and thematic scope of the programme be left to CIMO. The practice of funding three consecutive funding years to one network was recommended to be extended to 3+2 years to allow better planning.

The N-S-S-Programme was regarded as a valuable instrument, but at the same time, its value could be enhanced by linking it with other forms of institutional cooperation, such as the Higher Education Institutions' Cooperation Instrument (HEI-ICI).





## **Natural Disasters and Climate Change in Finnish Aid from the Perspective of Poverty Reduction (2009:8)**

The evaluation was requested to identify tangible examples of cases where Finnish aid interventions in the natural disaster –related areas had been able to contribute towards development which helped communities and nations to prepare for or mitigate the impacts of natural disasters. It was important to address these issues now, in particular from the perspective of climate change and its impacts on the frequency of climate-born extreme weather phenomena.

The evaluation used a number of different entry levels to approach the wide question of connecting poverty, natural disaster risk reduction and climate change. The evaluation examined policy level actions in the multilateral and the EU arena, as well as the implementation of multilateral and the bilateral aid programmes. The time span for the evaluation was from the year 2000 to the present. The evaluation used the end-to-end approach in which the chain of events from the hazard into a disaster, identify the gaps and discrepancies in action capacities, and information generation and transition necessary for action from the national to the community level poor and vulnerable.

Practical level support of Finland to disaster risk reduction and prevention has mainly been focused on the strengthening of the early warning technical capacities through meteorological programmes and early warning capacity building support through bi- and multilateral channels, which were chosen as the major entry point in the evaluation.

The results of the evaluation showed that the bi- and multilateral support to the early warning technological preparedness and capacity building of human resources and institutions had been highly relevant and needed. However, the results also pointed out that little attention had been paid to the needs of sector-specific users, which had

resulted in poor performance in preparing and transferring the products needed by the users for disaster preparedness. Linkages should be built between the early warning information and the economic and vulnerability information. The positive feature is that these linkages are just about to start to be formed in the partner countries.

It can be said that the evaluation was ahead of its time, although very timely from the point of view of pinpointing the importance of many missing links in view of reducing the vulnerability of the poor. The evaluation concluded that aid interventions need to interconnect in a strategic manner and level for them to be able to affect the community level disaster preparedness. The leadership at the central and local governance levels of the partner country is central to disaster preparedness of the communities. No single donor can impact the whole system - it can only contribute towards the bigger systems. Of the aid modalities, the evaluation concluded that individual project interventions can be effective in building the capacity of an institution, but nation-wide impact requires much longer time than the lifetime of a project.

At the policy level, Finland has been active in the international arena in the discussion on disaster preparedness and prevention. However, Finland lacks a specific policy on this issue. The evaluation recommends that Finland should put emphasis on strategies that enable coordinated action for disaster risk reduction and preparedness, including by alignment with those of the European Union. Currently work is under way to construct a national disaster preparedness strategy, including at the international level, in response to the obligations from the EU.

It was also recommended that Finland should continue the much valued work on capacity building and support to early warning, which is at the top end of the end-to-end chain. On the other hand, it was also recommended that the end-to-end integrated approach should be adopted in the planning of aid to sectors relevant to disaster risk reduction and prevention, and include a multi-hazard framework. There were serious discrepancies in the design, coordination and coherence issues of the studied interventions.

The existing dialogue channels, including the bilateral negotiations, with the partner country governments, should be used to keep the importance of disaster risk reduction and preparedness and their linkage to poverty reduction and vulnerability on the agenda, and to integrate it in the planning of different types of development instruments, including the budget support, sectoral and NGO programmes.

The linkage between humanitarian aid and development assistance were found to be weak and would need strengthening in line with the cross-cutting nature of disaster risk reduction and preparedness. Empowerment of communities and the strengthening of local organisations is an effective way of addressing the vulnerability and disaster risk reduction and prevention. The evaluation particularly refers to the significance of women as motors of community response and recommends specific interventions to be designed for women in this sector.



## **Meta-analysis of Development Evaluations in 2007 and 2008 (2009:9)**

The purpose of the meta-analyses of the evaluation reports commissioned by the decentralised evaluation (EVA-11) in 2009 was three-fold: 1) to assess the quality of the evaluations of the decentralised system and the respective terms of reference (TOR); 2) to analyse the quality of development interventions in light of the evaluation reports; and 3) make a comparative analyses between the development interventions in order to observe any mutual trends, features or lessons learned and in order to make observations on the operationalisation of the special focus on sustainable development of the 2007 development policy. This was a second meta-analysis of its kind, the first having been performed on development evaluations of 2006. Two previous meta-analyses of 1991 and 1996 had somewhat different approaches; the 1991 one mainly looked at the methodologies used in evaluation of interventions and results of development interventions, and the second one results against the OECD/DAC aid evaluation criteria.

The 2009 meta-analyses sample comprised 33 evaluation reports, including appraisals, mid-term evaluations, end of project and *ex-post* evaluations, a total of 33 reports. The number of sectors was 14, the education sector being the biggest, 28% of all reports. The rest of the sectors had a share from 3 to 11%. The methodology was based on numerical ranking systems by OECD/DAC and EU evaluation criteria. The reports represented a total of seven development instruments: bilateral aid, local cooperation funds, concessional credit, international NGOs, multilateral (IFIs, UN) aid, and multi-donor partnerships.

The meta-analyses recommended that the Ministry should develop minimum standards for the quality of decentralised evaluations and offer training to managers and evaluators to apply these standards. Such a measure would improve the utility and use of the results of evaluations in the planning of development cooperation. On the scale of 3-1, the average rating of evaluations was 2.2, and appraisals 2.1. The quality of aid interventions was rated so that relevance and policy coherence of interventions had the highest scores 2.8 and 2.3, respectively, and the poorest score was given to the data, indicators and monitoring, which was 1.9. Effectiveness, efficiency and sustainability were also rated below 2.

The evaluation concluded that in the improvement of the quality of the evaluation reports the key was to improve the quality of the TORs. There were discrepancies in the basic evaluation criteria, and the allocation of time and resources was in no proportion with the extensive number of evaluation questions and the entire task.

To develop the quality of development interventions considerably more attention should be given to the collection of baseline data, design of indicators, regular monitoring, identification of the intended development impacts and achievement of the objectives and the sustainability of results. It was concluded that training was needed in managing-for-results.

The use of evaluation results could be developed and a formal management response system was recommended to be instituted also to the decentralised evaluations. To put more emphasis on institutional learning, it was recommended that evaluation briefs be developed as a 4–6 page summary on major results of the decentralised evaluation reports. Through the Internet the briefs could benefit also a wider audience and serve as an accountability tool.

On the operationalisation of the new emphasis on the three dimensions of sustainability of the 2007 development policy programme, the conclusion of the evaluation was that it takes a minimum of two years for the policy change to become discernible. There should also be guidance on the implementation of the policy in practice.

## **The Transition towards a New Partnership with Egypt (2010:1)**

The evaluation looked at the process of transition from traditional development cooperation to new types of cooperation between the Government of Egypt and the Government of Finland. The evaluation was expected also to highlight ways and opportunities to strengthen the relations between the two countries. The evaluation looked at the phasing out of the six grant-based bilateral projects and the new instruments introduced covering the period from 2002 to the present. The transition strategy was agreed in 2005, after which the gradual phasing out of grant-based interventions started, followed by the introduction of new ways of cooperation.

The results of the evaluation showed that the grant-based projects were phased out in a manner that supported the sustainability of the achieved results. It was observed, however, that the introduction of the new instruments took more time than originally planned and also that all of the instruments may not have been particularly suited to the Egyptian context. The original transition strategy of moving over to a new way of cooperation in only three years was found to be over-optimistic. The lessons learned were that for a transition strategy to be operational, it needs to identify achievable objectives and targets the progress in the achievement of what is monitored. The evaluation also recommended the new cooperation instruments and their applied versions to be developed together with the partner government.







## **Finland's Development Cooperation with Ethiopia 2000–2008 (2010:2)**

The evaluation covered the period of 2000–2008. The scope included all types of cooperation, the bilateral and multilateral, all aid instruments, including NGO and humanitarian aid, and the management of cooperation.

The overall conclusions of the evaluation are positive. The cooperation programme has been well focused on two sectors, water and education, it has been fairly coherent, very relevant and responded to the poverty reduction strategy of the host government. The sectors in which Finland has been involved correspond well with the strong areas of Finnish expertise, bringing in good added value. The implementation of the cooperation programme was found fairly efficient and effective,

with good impact in the water sector. The sustainability of the overall country programme was satisfactory.

The original water, sanitation and hygiene project of Finland had been developed into a more holistic programme, which comprised management of water resources, respective land management, and relevant growth interventions. Despite the width of the concept and operations, the evaluation found the programme coherent, with the focus on two adjacent regions. A good balance between the project intervention and water policy development had been achieved. The developed community development funding modality (CDF), involved directly local communities and the private sector, which is a rare pattern in the Ethiopian context. The CDF model was found to be highly successful. It has been put into use also by the host government and UNICEF. Of the water sector support to the Eastern Nile Technical Regional Office (ENTRO), the evaluation concluded that it has been successful in capacity building and it has benefited also the regional political and security dialogue.

In the education sector, despite some serious management problems, the national multi-donor-programme has been successful in making the teacher training systematic and coherent and in inducing a change in the teaching methods towards inclusive and active learning. The special needs education programme, in which Finland is the sole donor, was considered less successful, despite the fact that the project has kept children with special needs on the national agenda. The Government of Ethiopia has published a Special Needs Education Strategy and has given high policy priority to education, reflected also in the budget appropriations. The evaluation recommends that there should be better cooperation between the two education programmes.

The evaluation reported that Finnish humanitarian aid to Ethiopia has been allocated through efficient and effective implementing channels. The aid as such was considered relevant, delivered in a speedy way and was flexible in nature. It was, however, noted that the administration of the overall development cooperation programme being separate from the humanitarian aid management, had some drawbacks in terms of knowledge sharing and utilising the possibility of joint monitoring. The experience and knowledge of the embassy of Finland in Ethiopia could better be harnessed to strengthen the linkage between development aid and humanitarian aid. The evaluation recommends a review of the humanitarian agencies working in the country. The results of such a review would inform a strategy proposed to be developed on the allocation of humanitarian assistance to Ethiopia.

The evaluation recommended that the Finnish government, together with other donors, makes an effort to influence the Government of Ethiopia to change the strict law on civil society organisations. In parallel, the local organisations would need support to adjust to the new legislation. However, NGO programmes should also be subjected to external evaluations.

## **Finnish Development Cooperation in the Water Sector (2010:3)**

The evaluation looked at the Finnish aid to water sector development as such and also from the point of view of how this support contributed towards the overall goal of poverty reduction and the alleviation of the consequences of poverty. The evaluation covered the water sector development cooperation from 1995 to 2009.

The results of the evaluation showed that overall the Finnish water sector support had been able to contribute in a positive way. The water sector programmes examined scored highly in nearly all the evaluation criteria. It was reported that the interventions and programmes have responded well to the needs of the countries and stakeholders, including at the level of water sector management. The programmes have been effective and efficient, and have had sustainable impact. The programmes were well coordinated with other donors and the host governments' efforts. Even if the overall sustainability of the programmes was rated highly, the evaluation points out challenges in the areas of ownership of the partner governments and in the capacities of the local institutions, which are essential prerequisites for long-term impact and sustainability of benefits. The technical aid component should put much more emphasis on the advisory role of the technical staff rather than accomplishing the results in a perfect way.

The cross-cutting issues, including human rights, gender, HIV/AIDS, vulnerable population groups and their rights, were, however, addressed in a weak way. The mainstreaming was inefficient. It was recommended that a separate strategy for cross-cutting objectives in the water sector, with a five-year action plan, and guidelines be prepared. However, at the local level in Ethiopia, Vietnam and Nepal, the evaluation found that the supported water projects had been able to contribute to the improvement of the health situation, increased the availability of time for women and for girls to attend school, and had impacted positively on the relations between the genders and improved even the inter-ethnic relations.

The evaluation report gives great praise to the Finnish water sector programmes and states that a number of the projects and programmes in the countries visited had a success story to tell, which offers a tremendous source to draw lessons for the benefit of future planning. The shared valuable knowledge possesses potential to even speed up the achievement of the Millennium Development Goals.

According to the evaluation, Finland has great potential to contribute significantly through the water sector involvement also to combating and mitigating the effects of climate change. Finland has relevant expertise in a number of areas; for example, in techniques for water storage, water shed management,

sustainable land use, and forestry in the water sector. Moreover, there are professional institutions with expert services and considerable experience in capacity to support partner countries in developing preparedness for natural disasters in terms of early warning systems and hydrological modelling.



## **Evaluation of Finnish Support to Forestry and Biological Resources (2010:5/I Main report; II Country and Regional reports; III Preliminary study)**

The evaluation looked at Finland's contribution to the forestry and biological resources sector from 2000 to 2010 at the practical and policy levels and within the context of bilateral and multilateral aid and the EU forums. Due to the significant number of forestry interventions over the time to be examined in this evaluation, a preliminary study was performed, prior to the evaluation, to collect the major documentation and to make a brief assessment on the material.

The evaluation showed that at the multilateral and the EU forums, Finland's development policy in forestry and biological resources has been highly influential – Finland has internationally been a significant player in this sector and has been able to further harmonisation and coherence among donors in forestry and in the related sectors, such as agriculture.

The evaluation included country studies in Mozambique, Zambia, Tanzania, Kenya, Vietnam, the Lao Peoples Republic (LPR), Nicaragua, and the Central-American and Western Balkans region. The evaluation showed that at the local level in Vietnam, the LPR, the Western Balkans and Central America, Finland's development cooperation in the forestry sector showed improvement in the livelihoods of local communities, silvicultural practices, forest resource management, and capacity building. In Vietnam and the LPR, the village communities had clearly benefited financially from the forestry activities, although some problems with the sharing of the income between the local communities and the government were identified in the LPR. In the Central America region the understanding of the advantages of a community-based approach in forestry had improved and really "changed the culture". In the Western Balkans, the forestry sector research, training and capacity development regional programme was effective not only in training in forestry but also in promoting peaceful interaction between the different institutions of the countries in the region.

In Africa a true obstacle for effectiveness in forestry sector support is the lack of human resources and capacity, and the lack of basic inventory information on the forest resources. Despite these obstacles, some results were discernible in Tanzania, Mozambique and Zambia at the local level, but it had not been possible to influence the policy level and the underlying causes of deforestation in these countries. Community-based forestry in Africa has been hampered by the legislation which is lagging behind.

Overall, the evaluation concluded that joint donor interventions were frequently more effective than pure bilateral projects.

The majority of development needs, identified by the evaluation, relate to areas which are the responsibilities of the partner governments, including national for-







est policy, legislation, land tenure and ownership, and sharing of income between the government and the community stakeholders. A number of local level problems that the Finnish development cooperation had also faced relate to the fact that the forestry sector is not of high importance in the internal politics of the partner countries. This is shown, for example, by the fact that many of the national development and poverty reduction strategies have no mention of forest resources or their development. This has led to the situation where authorities charged with the forestry sector do not possess the decision-making power. The evaluation concluded that the political will of the partner governments is a prerequisite for development in the sector. In certain cases conditionalities should be applied. The multilateral channels, such as the FAO, could be used, although the political dilemma would stay.

The evaluation noted that there are also development needs in the Ministry with the planning and monitoring of the forestry sector aid. The evaluation clearly states that the lacking results-based planning, monitoring and reporting on Finnish support are obstacles to identifying and attributing the results, which potentially are there. Also the context analyses are poor or missing completely, the availability of local capacities are too often over-estimated, and the risk analyses are very general or absent. The cross-cutting themes are not really mainstreamed, and subsequently there are no or only vague signs of addressing them in the budgets, objectives, indicators, monitoring data or reports.

According to the evaluation, Finland's expertise in the forestry and biological resources sector was highly valued by partners and internationally, and the working modalities were found to be participatory, considerate and impartial. The evaluation foresaw significant possibilities for Finnish expertise, for example, in the work on REDD and REDD+ mechanisms, their preparation and application at the local level.

## **Evaluation of Agriculture in the Finnish Development Cooperation (2010:6; preliminary study 2010:2)**

The evaluation examined the evolution of Finland's development policy and policies on rural development and agriculture over time from 1995 to 2008. The focal area of the evaluation was at the country level, including field visits to Zambia, Mozambique, Vietnam and Nicaragua, and to a lesser extent at the level of support through the international organisations. Due to the long period of time to be examined and the wealth of documentation, a preliminary document analysis was performed prior to the actual evaluation (Evaluation report 2010:2).

During the period examined by the evaluation there had been a significant drop in funding allocated to agriculture in comparison with other sectors of development cooperation. In 1985 agriculture constituted about 13% of the total ODA, being less than 3% in 2009, although since 2004 there has been an increasing trend. In the 2007 development policy paper, agriculture is depicted as an essential development factor.

In much of the period covered by the evaluation, Finnish aid in agriculture was directed to livestock development, support for agricultural extension services and the development of cooperatives. The special target population was small-scale farmers. Currently two development cooperation modalities are used, the sector budget support and project support. Product value chain development has been supported in Kenya, Nicaragua, and Zambia in different combinations.

The evaluation reported that Finland's aid to agriculture has been relevant and focused on areas with a high poverty frequency. The agricultural support was also well aligned with national strategies and priority needs. The effectiveness of Finnish aid varied from satisfactory to unsatisfactory depending on the country context; for example, in Zambia, the results were unsatisfactory, while in Mozambique and Vietnam the scores were higher. A major difficulty in assessing the effectiveness and impact of Finland's agricultural support was the poor monitoring and reporting data. It could, however, be concluded that the management, technical and, financial capacities and coverage of extension services were improved, whereas the connection between the agricultural research and development of extension services was poor, partly attributable to the absence of local supporting structures.

The overall impact of agricultural aid was rated below satisfactory, probably mostly due to lack of data and reliable reporting. On the other hand, impact was discernible in the extension services and the local planning capacity and in the reforms of local institutions, in the cooperative services development, and in the high ownership among the members of the cooperatives. Moreover, in Kenya, Tanzania and Mozambique the productivity of agriculture had grown. In Western Kenya and Nicaragua small-holder dairy producers' income had increased,

which was positively reflected in the food security of the households. In Vietnam the sectoral budget support to agriculture had had an impact, the results being significant, and the national ownership being strong.

However, at the national level, the observed impact of Finland's support on poverty reduction and food security was limited. Missing links connecting the marketing and the value-chain development were identified.

More attention and concrete action would be needed also to truly mainstream the cross-cutting objectives in the intervention planning, monitoring and reporting. The evaluation concluded that the project cycle evaluations should be more systematic.

The evaluation recommends that support for agriculture be developed into a combination of the productive sector in rural development, value chain development, agricultural research and institutional capacity building.





# BI-ANNUAL REPORT 2009-2010 OF DEVELOPMENT EVALUATION

## Cover pictures:

Front cover,

From the left: Kari Rissa, Marja-Leena Kultanen, Fredrik M. Sjöberg

Back cover,

From the top left to bottom right:

Antti Rautavaara, Marja-Leena Kultanen, Matti Remes , Timo Kuronen,  
Antti Erkkilä, Addis Abeba Staff of Special Education Project, Rauli Virtanen,  
Antti Erkkilä, Martti Lintunen, Rauli Virtanen, Kari Rissa, Antti Erkkilä

## Pictures in the report:

page 3 From the left: Kari Rissa, Marja-Leena Kultanen, Fredrik M. Sjöberg

6 Morais Constantino, Rauli Virtanen, Hannamari Rinne

8 Olli Moilanen

17 Kirsti Aarnio, Hannamari Rinne

19 Päivi Arvonen

20 Neves Estevao

21, 22, 23 Martti Lintunen

24 Rauli Virtanen

26 Matti Remes

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30 Antti Rautavaara

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48 Antti Erkkilä, Matti Nummelin

51 Kari Rissa

52 Marja-Leena Kultanen



Development Evaluation  
P.O. Box 451  
00023 GOVERNMENT  
Telefax: (+358 9) 1605 5987  
Operator: (+358 9) 16005  
<http://formin.finland.fi>  
Email: [eva-11@formin.fi](mailto:eva-11@formin.fi)



**MINISTRY FOR FOREIGN  
AFFAIRS OF FINLAND**