

Evaluation

The Cross-cutting Themes in the Finnish Development



Evaluation report 2008:6

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

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PREFACE

The cross-cutting issues have been strongly present in the Finnish development cooperation throughout its history. However, their interpretation has varied over time, namely, which themes are cross-cutting and what their role and importance is for the Finnish aid. Until now, no specific evaluation had been carried out on these themes, albeit a number of thematic and country evaluations had touched upon these topics. The OECD/DAC raised the issue of cross-cutting themes in the most recent peer review on the Finnish Development Cooperation encouraging the Ministry for Foreign Affairs to further study these themes. The National Auditing Office of Finland carried out a general performance audit on the topic in 2008.

In the current evaluation, the leading principles of the Finnish Development Cooperation, the human rights, rule of law, good governance and democracy, were taken as the starting point. All the cross-cutting issues – be it equality, rights of women and girls, rights of the vulnerable groups of the populations etc. – prerequisite an enabling environment to prosper. In 2003 Finland adopted the Human Rights Based Approach for the development, which is confirmed in the government resolution of 2004 on official development policy. In the most recent Peer Review of Finland of the OECD/DAC a systematic approach in the implementation of cross-cutting issues in its development cooperation was called for. Thus, the main objectives of the evaluation were to enhance knowledge about weaknesses, strengths and opportunities in the application and mainstreaming of the cross-cutting priorities in our development cooperation. Moreover, the evaluation aimed at the formulation of recommendations on how to find ways to better target and mainstream these topics and how to achieve better coherence in our work with other donors and the development partners.

In carrying out the evaluation, Ramboll-Finnconsult Ltd., was successful in identifying key areas for further improvement at the strategic, management, and operational levels. The recommendations are concrete enough to enable the Ministry to consider and discuss further ways to operationalise them. There are several valid observations, for example, on the difficulties of the mainstreaming the cross-cutting issues. This is particularly true with the new development instruments, such as sector-wide (SWAP) approach or with other joint donor instruments. Too frequently, the discussion about the role of cross-cutting issues is left in the shadow of topics of greater interest to the partner countries.

Unfortunately, the evaluation does not discuss thoroughly the importance of the cross-cutting themes as quality criteria, in fulfilling the international agreements or as political value principles/choices. These are issues which should be taken up in the in-house discussions on the methods of mainstreaming and in the inter-donor and inter-governmental proceedings. Yet, the methodology and meaning of mainstreaming should undergo thorough reconsideration – what it actually is in terms of cross-cutting issues.

Helsinki, 12 December 2008

Aira Päivöke
Director
Evaluation and Internal Auditing of Development Cooperation

ACRONYMS

ALI	Department for Africa and the Middle East
ASA	Department for the Americas and Asia
CC	Crosscutting themes
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CRC	Convention on the Rights of the Child
DCI	Development Cooperation Instrument
EC	European Commission
EFA	Education for All Programme
ENRMMP	Environment and Natural Resource Management and Mainstreaming Programme
ESSP	Education Sector Support Programme
EU	European Union
FNDP	Five Year National Development Plan of Zambia
GAD	Gender and Development
GLO	Department for Global Affairs
HRBA	Human Rights-Based Approach/Rights-Based Approach
ICJ	International centre for Jurists
ICPD	International Conference on Population and Development
IDA	International Development Association
INGO	International Non-Governmental Organisation
ITÄ	Department for Russia, Eastern Europe and Central Asia
JASZ	Joint Assistance Strategy for Zambia
JFA	Joint Financing Arrangement
KEO	Development Policy Department
LCF	Local cooperation funds
MDG	Millennium Development Goals
MFA	Ministry for Foreign Affairs of Finland
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
OECD/DAC	Organisation for Economic Cooperation and Development/ Development Assistance Committee
PSDRP	Private Sector Development Reform Programme
QAB	Quality Assurance Board
SLA	Sustainable Livelihood Approach
SWAP	Sector-Wide Support Program
TOR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
WID	Women in Development
WB	World Bank

Evaluatio Poikkileikkaavista Teemoista Suomen kehitysyhteistyössä

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TIIVISTELMÄ

Ihmisoikeuksia, tasa-arvoa, demokratiaa, hyvää hallintoa ja oikeusvaltioperiaatetta Suomen kehitysyhteistyössä koskevan evaluoinnin tarkoituksena on tuottaa ulkoasiainministeriölle (UM) tietoa siitä miten ja missä määrin nämä läpileikkaavat teemat on integroitu Suomen viralliseen kehitysyhteistyöhön.

On yleisesti tunnustettu, että nämä teemat ovat keskeisen tärkeitä nimenomaan muiden kehitysponnistusten kestävyuden kannalta korostaen niiden täysimääräistä huomioinnin ja valtavirtaistamista. Oikeusperustaisen lähtökohdan (HRBA) täysimittainen soveltaminen kehitysyhteistyössä vahvistaisi myös näiden teemojen valtavirtaistamista. Evaluoinnissa selvitettiin läpileikkaavien teemojen käsitettä ja politiikka-kehystä sekä organisaatiota, resursseja ja vastuualueita ynnä suunnittelu- ja hallintokäytäntöjä. Nepaliin, Nicaraguaan ja Sambiaan tehdyllä matkalla selvitettiin kuinka valtavirtaistaminen toimii käytännössä maatasolla.

Keskeisimmät suositukset liittyvät strategiaan valintoihin, strategian kehittämiseen, vastuusuhteiden selkiinnyttämiseen, tietohallinnon kehittämiseen, välineiden ja ohjeistojen kehittämiseen sekä osaamisen kehittämiseen ja koulutukseen. Tarvitaan sekä erityisiä läpileikkaavia teemoja tukevia ohjelmia että valtavirtaistamista; läpileikkaavien teemojen valtavirtaistamista varten tulisi laatia strategia; suurlähetystössä yksi henkilö tulisi nimetä valtavirtaistamisesta vastuulliseksi virkamieheksi; läpileikkaavia teemoja koskevan työryhmän työ tulisi elvyttää; läpileikkaavien teemojen neuvonantajien toimenkuvat pitäisi muuttaa niin, että valtaosa työpanoksesta olisi valtavirtaistamisen tukemista; ja laaturyhmän panosta läpileikkaavuuden varmistajana tulisi vahvistaa. Oikeusperustaisen lähtökohdan soveltamisesta, läpileikkaavista teemoista sekä valtavirtaistamisesta pitäisi olla jatkuvaa ja laaja-alaista koulutusta.

Avainsanat: kestävyuden varmistaminen; yhteys HRBA:n ja läpileikkaavien teemojen välillä; strateginen lähestymistapa; vastuusuhteiden selkiyttäminen ja valvonnan tehostaminen; työkalut, ohjeistot ja koulutus

Utvärdering av de Övergripande Temana i Finlands Utvecklingssamarbete

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ABSTRAKT

Målet med utvärderingen av de mänskliga rättigheterna, jämlikheten, demokratin, god administration samt rättssäkerheten är att erbjuda Utrikesministeriet (UM) information om hur och i vilken grad de övergripande temana har integrerats i Finlands officiella utvecklingssamarbete.

De övergripande frågorna anses allmänt vara av central betydelse för att uttryckligen garantera hållbarheten i alla övriga utvecklingsinsatser och därför är deras fullständiga implementering och integrering nödvändig. Att tillämpa en rättvis attityd (HRBA) i utvecklingssamarbetet skulle också betydligt främja integreringen av dessa övergripande temana. Vid utvärderingen gjordes en studie över de övergripande temans koncept och ramarna för policyn samt utreddes vilka förfaranden som tillämpas inom organisationen, resurserna och ansvarsområdena samt planeringen och förvaltningen. På besöket i Nepal, Nicaragua och Zambia klarlade man hur integreringen hade implementerats i praktiken.

De centrala rekommendationerna gäller strategiska val, utvecklingen av strategin, förtydligande av ansvarsförbindelserna, utveckling av dataadministrationen, utveckling av verktyg och regelverk samt utveckling av färdigheter och utbildning. Det behövs både särskilda program som stöd för genomgripande temana samt integrering; för integreringen av genomgripande temana bör en strategi utarbetas; på ambassaden bör en person utses som ansvarig tjänsteman; arbetet för en arbetsgrupp gällande genomgripande temana bör åter upprättas; befattningsbeskrivningen för rådgivarna för genomgripande temana bör ändras så att den största arbetsinsatsen består i att stöda integrationen; och kvalitetsgruppen, som innehar nyckelposition i övergripande frågor bör göra en starkare insats. Behov föreligger för en mera omfattande och kontinuerlig utbildning i HRBA, övergripande frågor och integrering.



Nyckelord: garanterande av hållbarheten; länk mellan HRBA och övergripande teman; strategiskt närmande; tydligare beskrivning av ansvarsrelationer och effektivare övervakning; verktyg, regelverk och utbildning

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ABSTRACT

The Evaluation of Human Rights, Equality, Democracy, Good Governance and Rule of Law in the Finnish Development Cooperation aims to provide the Ministry for Foreign Affairs (MFA) with information on how and to what extent the cross-cutting themes have been integrated into Finland's official development cooperation.

The themes are widely considered vital in safeguarding sustainability of all other development efforts thus underlining their full implementation and mainstreaming. The full application of the rights based approach (HRBA) would considerably advance the mainstreaming of the cross-cutting issues. The evaluation studied the concepts and policy framework of cross-cutting issues, and analyzed the organization, resources and responsibilities as well as planning and management procedures. A field visit was also made to three case study countries (Nepal, Nicaragua and Zambia) to assess how mainstreaming is implemented in practice.

Main recommendations relate to a strategic choice, development of a strategy, strengthening the chain of responsibilities and accountability, improving the management information system, developing tools and guidelines and providing capacity building and training. Specific thematic projects should be supported in addition to mainstreaming. A strategy on cross-cutting issues should be developed. One person in the Embassies should be made responsible for monitoring and reporting on mainstreaming, the Team on Cross-cutting Issues at the MFA should be revived, the Terms of Reference (TOR) of advisors on cross-cutting themes should be reformulated to support mainstreaming, and the Quality Assurance Board (QAB) should be strengthened. Continuous and wide-based training on the rights based approach, cross-cutting themes and mainstreaming is needed.



Key words: securing sustainability; linkage between HRBA and cross-cutting themes; strategic approach; clarification of responsibilities and strengthening accountability; tools, guidelines and training

YHTEENVETO

Poliittisella tasolla Suomi näyttää olevan sitoutunut muita kehityskysymyksiä vahvemmin läpileikkaaviin teemoihin, joita ovat ihmisoikeudet, sukupuolten välinen tasa-arvo, demokratia, hyvä hallinto, oikeusvaltioperiaate, ympäristö ja hiv/aidsin vastainen taistelu. Suomi on sitoutunut Taloudellisen yhteistyön ja kehityksen järjestön OECD:n (1996) kehityspoliittiseen linjaukseen *Shaping the 21st century*, Euroopan unionin (EU) kehityspoliittiseen konsensukseen (EC 2006) ja Yhdistyneiden kansakuntien (YK) Vuosituhajulistukseen ja -tavoitteisiin (UN 2000), jotka kaikki painottavat vahvasti läpileikkaavia teemoja perustavanlaatuisina periaatteina ja tavoitteina sekä kehityksen keskeisinä kysymyksinä. Suomi on kansallisesti sitoutunut näihin teemoihin ensimmäisestä kehitysstrategiastaan saakka ja jo aiemminkin. Nämä teemat tulee ottaa huomioon ja valtavirtaistaa kaikessa kehitykseen liittyvässä toiminnassa.

Kehityksen läpileikkaavat kysymykset eivät kuitenkaan ole kaikille samoja ja yhteisesti hyväksytyjä teemoja. Jokainen maa ja instituutio valitsee teemansa oman politiikkansa ja tavoitteidensa pohjalta. Poliitiikkapainotus ja niin muodoin myös teemat voivat vaihdella vuosien mittaan. Läpileikkaavat teemat voivat olla painoarvoltaan ja tärkeydeltään erilaisia, vaikkei eroja aina olisikaan selkeästi ilmaistu. Lisäksi, toiset voivat luokitella tietyn teeman sektoriksi, kun taas toiset nimeävät sen läpileikkaavaksi asiaksi tai molemmiksi.

Valtavirtaistamisen konsepti sekoittaa käsitteitä entisestään. Jos ”läpileikkaava teema” kuvaa asiaa, joka tulisi ottaa huomioon kaikessa toiminnassa, ”valtavirtaistaminen” on se toimintamuoto tai työkalu, jonka kautta läpileikkaava teema tulisi ottaa huomioon kaikissa linjanvedoissa, strategioissa ja toiminnassa kaikilla tasoilla. Läpileikkaavan teeman perusajatus on, että se on kestävä kehityksen kannalta niin ehdottoman tärkeä, ettei sitä voi jättää ottamatta huomioon. Näin ollen kunkin teeman merkitystä pitää arvioida jokaisen aloitteen ja toiminnan yhteydessä, jos ei muuten, niin vähintäänkin, jotta voidaan todeta, ettei se juuri siinä interventiossa tai asiayhteydessä olekaan järin merkittävä näkökulma.

Valtavirtaistaminen ymmärretään myös strategisena toimintatavan valintana, jonka vastakohta on sellaisten interventioiden tukeminen, joiden nimenomainen tavoite on edistää jotakin läpileikkaavaa teemaa. Tällä strategisella valinnalla on merkitystä, sillä käytäntö on osoittanut, että kun esimerkiksi sukupuolten välistä tasa-arvoa on päätetty edistää juuri valtavirtaistamalla, erityiset naisten oikeuksiin ja sukupuolten väliseen tasa-arvoon keskittyneet ohjelmat ovat vähentyneet. Jos ja kun valtavirtaistaminen ei toimi, seurauksena on, että tuki sukupuolten väliseen tasa-arvoon on tosiasiallisesti selvästi vähentynyt. Kumpaakin lähestymistapaa tarvitaan.

Evaluointia vaikeutti jo alkuvaiheissaan läpileikkaavien teemojen ja valtavirtaistamisen käsitteellinen epäselvyys ja näiden teemojen suhde niihin Suomen kehitysyhteistyöpolitiikan teemoihin, jotka liittyvät arvoihin, periaatteisiin, päämääriin ja tavoitteisiin sekä sektoreihin, joihin Suomi haluaa apuansa keskittää. Haastatelluilla ei ollut

yhteistä näkemystä kaikesta tästä. Teemat ymmärrettiin monella eri tavoin. Vaikka evaluointiryhmä ottikin läpileikkaavat teemat annettuina, oli selvää, että käsitteissä on selkeyttämisen tarvetta. Käsitteellinen selkeys tarjoaisi vahvemman pohjan läpileikkaavien teemojen ja valtavirtaistamisen toteuttamista koskevan strategian kehittämiseksi.

Läpileikkaavia teemoja koskeva strategia tarvitaan. Nyt ei ole olemassa selkeitä toimintatapoja. Strategian tulisi kattaa ainakin seuraavanlaisia asioita: valtavirtaistaminen versus erityiset ohjelmat; kuka on vastuussa valtavirtaistamisesta ja kenelle; kuka valvoo toteutusta; mikä on lähestymistapa ja metodologia ja minkälaisia työkaluja ja ohjeistoja kehitetään; mitä resursseja tarvitaan, minkälaista koulutusta tarjotaan ja miten osaamista kehitetään; sekä mitä tukea ja yhteistyötä pitkäaikaisille yhteistyömalleille tarjotaan niiden omien läpileikkaavien teemojen strategian kehittämiseksi. Strategian lisäksi tulisi valmistella valtavirtaistamista koskevat ohjeistot.

Suurlähetystöjen tulisi sen lisäksi laatia läpileikkaavia teemoja koskeva maakohtainen strategia, sillä kaikista poliittisista tahdonilmauksista huolimatta on vaikeaa, ellei mahdollonta käytännössä toteuttaa tai edes ottaa vakavasti huomioon kaikkia läpileikkaavia teemoja kaikissa ohjelmissa ja hankkeissa. Maakohtaisen strategian tulisi olla osa laajempaa osallistumissuunnitelmaa. Siinä tulisi määritellä mitkä läpileikkaavat teemat asemamaan juuri sen hetkessä kehitysvaiheessa ja poliittisessa tilanteessa ovat erityisen tärkeitä. Maastrategioissa tulisi myös käsitellä tarvittavia voimavaroja, vastuita ja valvontaa, monitorointia, raportointia ja temaattisia auditointeja kuin myös osaamisen kehittämistä ja koulutusta.

Suomen nykyinen Kehityspoliittinen ohjelma (2007) painottaa jälleen vahvasti kestävästä kehitystä ja korostaa sekä taloudellista, sosiaalista että ympäristöllistä kestävyttä. Läpileikkaavat teemat ovat keskeisen tärkeitä nimenomaan muiden kehityssuunnitelmien kestävyden kannalta. Näin ollen, samalla kun voimavaroja käytetään paljon kehityspoliittikan uusien painotusten toteuttamiseksi, työpanosta ja taloudellisia voimavaroja tulee suunnata riittävästi myös läpileikkaavien teemojen tehokkaampaan toteutukseen ja valtavirtaistamiseen.

Oikeusperustainen lähestymistapa (HRBA) otettiin yhdeksi Suomen kehityspoliittikan peruseriaatteenksi vuonna 2004, mutta sen käytännön toteutus on jäänyt vähäiseksi. HRBA:n toteuttamista varten ei ole ohjeistoja. Hankkeissa ei juuri näy oikeusperustaista lähtökohtaa HRBA liittyy läheisesti läpileikkaaviin teemoihin ja sen soveltaminen käytännössä edistäisi samalla myös läpileikkaavien teemojen valtavirtaistamista.

Ulkoasiainministeriön (UM) johtamisprosesseja ja tietojärjestelmää tulisi kehittää siten, että ne tukevat läpileikkaavien teemojen valtavirtaistamista. Laaturyhmä on ratkaisevassa asemassa. Sen tulisi tarkistaa ja varmistaa, että läpileikkaavat teemat todella valtavirtaistetaan. Sillä tulisi olla tarvittavat työkalut arvioinnin suorittamiseksi ja esittelijöillä tulisi olla tarkistuslistat, jotka pakottavat ottamaan kantaa läpileikkaaviin teemoihin kunkin esiteltävän intervention kohdalla. UM:öön on perustettu ”läpileikkaavien teemojen työryhmä” jonka tehtävänä on arvioida läpileikkaavat teemat interven-

tioissa ja raportoida laaturyhmälle. Työryhmä ei ole viime aikoina toiminut, mutta sen toiminta tulisi elvyttää. Suurlähetystöissä pitäisi nimetä yksi valtavirtaistamisen seurannasta ja raportoinnista vastuussa oleva henkilö.

Läpileikkaavia teemoja käsittelevien neuvonantajien tehtävät tulisi määritellä uudelleen. Heidän työnsä tulisi suunnata pääosin aluevastaavien ja suurlähetystöjen valtavirtaistamiseen liittyvän työn tukemiseen ja neuvontaan. Läpileikkaavien teemojen edistäminen tulisi olla osa jokaisen työntekijän työsuorituksen arviointia. Valtavirtaistamista koskevaa raportointia tulisi vahvistaa kaikilla tasoilla: hankkeiden raportointia, suurlähetystöjen raportointia UM:lle sekä eduskunnalle annettavaa raportointia. Hallinnon tietojärjestelmää ja tilastointia tulisi kehittää siten, että seuranta ja raportointia varten tarvittava tilastotieto olisi helposti saatavilla.

Vaikka läpileikkaavat teemat otetaan usein esiin poliittisissa keskusteluissa yhteistyömaiden kanssa, keskustelut tapaavat jäädä pelkiksi poliittisiksi tahdonilmaisuuksi Suomelle tärkeistä aiheista tai huolenilmaisuuksi yksittäisissä tilanteissa. Jos asia on Suomelle tärkeä, neuvotteluissa pitäisi pyrkiä sopimukseen siitä miten Suomi voisi tukea tiettyyn teemaan liittyviä erityisiä ohjelmia tai, että juuri sen teeman valtavirtaistaminen kaikissa interventioissa on erityisen tärkeää.

Läpileikkaavien teemojen huomioon ottamisen ja valtavirtaistamisen kannalta interventioiden valmisteluvaihe on ratkaisevan tärkeä. Valmistelua koskevat ohjeistot pitäisi uudistaa läpikotaisin. Niiden tulisi ottaa oikeusperustainen lähtökohta ohjenuoraksi. Ohjeistoissa läpileikkaavia teemoja ei pitäisi käsitellä ohjelmien tai hankkeiden erillisenä kysymyksenä. Silloin teema nähdään helposti vain asiana, joka pakosta liitetään interventioon. Ohjeistojen pitäisi nimenomaan ohjata siihen, että teemoja harkitaan ja sovelletaan ohjelman tai hankkeen jokaisessa komponentissa. Ohjeistossa oleva hankedokumentin sisällysluettelo tulisi muuttaa vastaavasti. Lisäksi, hankevalmistelussa tulisi hankkeen jokaisen komponentin yhteydessä arvioida sitä kuinka paljon työ- tai rahallisia panoksia täytyy varata läpileikkaavien teemojen toteuttamiseksi. On harhaa kuvitella, että valtavirtaistaminen voitaisiin tehdä ilman tarvittavia resursseja.

Itse ohjelma- tai hankevalmisteluun täytyy varata riittävästi aikaa ja voimavaroja. Valmistelussa täytyy olla mukana tarvittava läpileikkaavia teemoja koskeva asiantuntemus. Teemojen arviointi jokaisen komponentin yhteydessä vaatii myös selvästi enemmän aikaa kuin erillisen asiaa koskevan tekstiosan laatiminen hankkeen kylkeen, jota usein ei ehkä ole edes tarkoitettu toteutettavaksi. Oikeusperustaisen lähtökohdan ja läpileikkaavien teemojen tulisi olla kriteereiden joukossa, kun toteutusta koskevia tarjouksia arvioidaan.

Läpileikkaavat teemat ovat jo vakiintunut osa EU:n ja YK:n kehitysjärjestöjen kehitysyhteistyöpolitiikkaa. Näin ollen ei näytä olevan selkeää tarvetta voimakkaasti edistää tai pitää korkeata profiilia läpileikkaavien teemojen osalta. Kuitenkin erityisesti YK-järjestelmässä täytyy varmistaa, että jo tehdyistä sitoumuksista ei livetä taaksepäin kehitysmaiden tai muiden toimesta. Kansainvälisissä rahoituslaitoksissa läpileikkaavia teemoja tulee edistää niiden mandaattien sallimissa rajoissa.

STRATEGINEN LÄHESTYMISTAPA		
Löydökset	Johtopäätökset	Suosituksset
<p>Vuosien varrella Suomen kehityspolitiikassa on ollut laaja valikoima arvoja, periaatteita, teemoja, päämääriä, tavoitteita ja läpileikkaavia teemoja.</p>	<p>Teemojen välinen hierarkia ja prioriteetit eivät ole selviä, minkä vuoksi työntekijöiden on vaikeampi ottaa läpileikkavat teemat huomioon kaikessa toiminnassa.</p>	<p>Tulisi kehittää strategia joka a) selventää läpileikkaavien teemojen suhdetta laajaan valikoimaan muita perusaiheita erilaisissa tilanteissa, b) muodostaa oikeusperustaisesta lähtökohdasta aktiivisen työkalun Suomen kehitysyhteistyöhön, c) vahvistaa tukea läpileikkaaville teemoille sekä erityisten ohjelmien että valtavirtaistamisen kautta, d) selkeyttää vastuita ja vahvistaa tilivelvollisuutta läpileikkaavien teemojen toteutuksessa ja e) hahmottelee tarvittavat voimavarat ja osaamisen tason.</p>
<p>Läpileikkaaviin teemoihin läheisesti liittyvä oikeusperustainen lähestymistapa (HRBA) on ollut Suomen kehitysyhteistyön peruseriaate vuodesta 2004.</p>	<p>HRBA:a ei ole juurikaan sovellettu käytännössä Suomen kehityspolitiikassa. Jos se toteutettaisiin kokonaisuudessaan, se edistäisi suuresti läpileikkaavia teemoja.</p>	<p>Lisäksi suurlähetystöjen tulisi osana osallistumissuunnitelmaa valmistaa maakohtainen strategia läpileikkaaville teemoille vahvistaen 1-3 prioriteettiteemaa kyseiselle maalle.</p>
HALLINNOLLINEN VIITEKEHYS		
Löydökset	Johtopäätökset	Suosituksset
<p>Läpileikkaavien teemojen valtavirtaistaminen tulisi olla koko henkilökunnan vastuulla, mutta kun kaikki ovat vastuussa, kukaan ei ole tilivelvollinen.</p>	<p>Koulutuksen puute HRBA:sta ja läpileikkaavista teemoista hankaloittaa toteutusta.</p>	<p>Läpileikkaavien teemojen hallinnollinen viitekehys tulisi tarkistaa, vastuualueita selkeyttää ja tilivelvollisuutta vahvistaa, mukaan lukien: a) yhden suurlähetystön työntekijän tulisi olla vastuussa</p>

	<p>läpileikkaavien teemojen valtavirtaistamisen seurannasta ja raportoinnista, b) läpileikkaavien teemojen työryhmä UM:ssä tulisi aktvoida ja puheenjohtaja tulisi tehdä vastuulliseksi siitä, että teemojen valtavirtaistamista seurataan ja siitä raportoidaan. Työryhmän tulisi raportoida laaturyhmälle, c) läpileikkaavien teemojen käsittely laaturyhmässä tulisi olla pakollista ja perustua erityisiin tarkistuslistoihin, d) eduskunnalle suunnatuissa vuosiraporteissa tulisi olla oma osio läpileikkaaville teemoille, e) temaattisten neuvonantajien tehtäväkuvausta tulisi tarkastaa siten, että huomattavasti enemmän aikaa suunnattaisiin läpileikkaavien teemojen valtavirtaistamisen tukemiseen ja ohjaamiseen, f) laajamittainen ja jatkuva koulutus tulisi järjestää HRBA:sta, läpileikkaavista teemoista ja valtavirtaistamisesta. Laaturyhmällä ja muulla avainhenkilöstöllä tulisi olla erityiskoulutusta. g) hallinnon tietojärjestelmä tulisi kehittää niin, että läpileikkaavien teemojen valtavirtaistamista voitaisiin monitoroida.</p>
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Toteutus riippuu paljon henkilökohtaisesta kiinnostuksesta ja taidoista.	Läpileikkaavien teemojen työryhmä ei ole toiminut Suomen 2006 EU-puheenjohtajuuskauden jälkeen.	Valtavirtaistamiselle tulisi kehittää käytännön ohjeistot.
Läpileikkaavien teemojen työryhmän tulisi arvioida interventioita läpileikkaavien teemojen näkökulmasta ja tehdä suosituksia laaturyhmälle.	Vastuuvirkamiesten tulisi olla vastuussa myös erityisistä läpileikkaavien teemojen projekteista.	Suurlähetystöjen tulisi vaatia, että kaikissa interventioissa olisi monitorointijärjestelmä, joka sisältäisi läpileikkaavat teemat.
Läpileikkaavien teemojen neuvonantajat käyttävät suurimman osan ajastaan periaatekysymyksiin ja yksittäisiin teema-interventioihin, ei valtavirtaistamisessa neuvomiseen ja tukemiseen.	Valtavirtaistamisen ohjeiston puuttuminen hankaloittaa toteutusta.	
Lukuun ottamatta sukupuolten välistä tasa-arvoa, ei ole olemassa suomalaisia ohjeita läpileikkaavien teemojen valtavirtaistamiseksi.		
Läpileikkaavista teemoista raportointi on sattumanvaraista. Ohjelmat eivät aina monitoroi läpileikkavia teemoja, suurlähetystöt raportoivat niistä vähän eikä UM vaadi raportointia läpileikkaavista teemoista.		

VALTAVIRTAISTAMINEN		
Löydökset	Johtopäätökset	Suosituks
Ohjelman tai hankkeen suunnitteluvaihe on ratkaiseva läpileikkaavien teemojen valtavirtaistamisen kannalta. Teemat liitetään usein vain pakosta hankkeeseen.	Ohjelmien suunnitteluohjeet ja projekti-dokumentin sisällysluettelo käsittelevät läpileikkaavia teemoja erillisinä asioina, mikä ei rohkaise teemojen valtavirtaistamiseen kaikissa ohjelmakomponenteissa.	Ohjelmien ja hankkeiden suunnitteluohjeet tulisi uudistaa ja niiden tulisi: a) perustua HRBA: an, b) opastaa läpileikkaavista teemoista ja valtavirtaistamisesta, c) vaatia, että läpileikkaavat teemat sisällytetään kaikkiin projektin komponentteihin, d) vaatia arvioimaan tarvittavat henkilö- ja taloudelliset resurssit jokaisen komponentin toteutuksen osalta, e) luoda uusi projektiasiakirjan sisällysluettelo, jossa läpileikkaavia teemoja ei käsitellä erillisinä asioina.
Ohjelmien identifioinnin ja valmistelun toimeksiannot eivät kata läpileikkaavia teemoja tai ne ovat vain asiakirjan lisäyksiä.	Läpileikkaavien teemojen toteutus on vaikeaa ilman henkilö- ja taloudellisia voimavaroja.	Ohjelmien valmisteluun tulisi varata riittävästi aikaa ja voimavaroja kuten myös asiantuntemusta läpileikkaavista teemoista. Oikeuperustaisen lähtökohdan tulee olla toimeksiannon perusta ja sitä tulee soveltaa ohjelmavalmistelussa.
Ohjelmat sisältävät harvoin erityisiä läpileikkaavien teemojen toteutukseen kohdennettuja henkilö- tai taloudellisia resursseja.	Toimeksianto on UM:lle työkalu, jolla ohjata valmistelua ja varmistaa, että läpileikkaavat teemat valtavirtaistetaan läpikotaisin ohjelmissa. Toimeksiantoa tulisi pohtia mahdollisimman usealla taholla.	Läpileikkaavien teemojen neuvonantajien ja kyseessäolevan suurlähetystön tulisi aina myös antaa näkemyksensä toimeksiannoista. Laaturyhmän tulisi arvioida projektidokumenttia myös toimeksiantoa vasten varmistaakseen, että läpileikkaavat teemat on

		asianmukaisesti huomioitu ja että ohjelma täyttää toimeksiannon asettamat vaatimukset.
Valmisteluryhmällä on harvoin asiantuntemusta läpileikkaavista teemoista ja aikakehys on usein liian lyhyt niiden huomioonottamiseksi.		Toteutusta koskevissa tarjouskilpailujen arvioinneissa tulisi yhtenä pisteytyskohtana olla HRBA:n ja toisena läpileikkaavien teemojen huomioon ottaminen.
Läpileikkaavista teemoista raportointi on sattumanvaraista. Ohjelmat eivät aina monitoroi läpileikkaavia teemoja, suurlähetystöt raportoivat niistä vähän eikä UM vaadi raportointia läpileikkaavista teemoista.		Suurlähetystöjen tulisi vaatia toteuttajilta, että kaikissa interventioissa olisi monitorointijärjestelmä, joka kattaa myös läpileikkaavat teemat.

SAMMANFATTNING

På politisk nivå verkar det som Finland vore djupare engagerat i övergripande frågor då det gäller mänskliga rättigheter, jämställdhet mellan könen, demokrati, gott ledarskap, lagar, miljö och HIV/AIDS än i andra utvecklingsfrågor. Finland har förbundet sig till OECD:s (1996) (Organisationen för ekonomiskt samarbete och utveckling) policy dokument *Shaping the 21st century*, Europeiska unionens (EU) utvecklingskonsensus (EC 2006), Förenta nationernas (FN) millenniumdeklaration samt millenniemålen (UN 2000), vilka alla betonar vikten av övergripande teman som grundläggande principer och mål samt elementära utvecklingsfrågor. Finlands nationella utvecklingspolicy har understött temana ända sedan den allra första utvecklingsstrategin och Finland har understött dessa redan tidigare. Dessa frågor borde diskuteras och integreras i samtliga utvecklingsaktiviteter.

Men det finns inga allmängiltiga övergripande frågor gällande utveckling. Valet av övergripande frågor är politiskt, valet av policy för varje land och institution kan variera under årens lopp och dessutom kan de övergripande frågorna i sig själva förändras. Det kan även förekomma övergripande frågor av olika vikt eller betydelse utan att detta har dokumenterats. Dessutom kategoriseras vissa teman i sektorer medan andra betraktar dem som övergripande frågor, eller en kombination av dessa.

Integrationskonceptet gör bilden ännu otydligare ifall ”de övergripande frågorna” är det tema som ska tas i beaktande genom hela verksamheten är ”integrering” verktyget eller handlingen genom vilken de övergripande frågorna borde tas i beaktande inom samtliga policyn, strategier och insatser. De teman som ska integreras anses vara så viktiga för en hållbar utveckling att de inte kan förbises. Därför måste de ses i relation till alla initiativ och aktiviteter, om inte annat så för att utvärdera deras betydelse i enskilda ingripanden eller saksammanhang.

Dessutom är integration ett strategiskt val av närmande, i motsats till finansiering av program och projekt som har det specifika målet att vidareutveckla ett övergripande tema. Det strategiska valet är viktigt, eftersom undersökningar visar att även om integrering har accentuerats till exempel när det gäller program för jämställdhet mellan könen, har finansieringen av specifika kvinnliga rättigheter och program för jämställdhet mellan lönen utgått. Utvärderingen visar att integrering, trots att den tillämpas på politisk nivå, inte har implementerats särskilt väl på programnivå. Resultatet är att ett strategiskt val som bara starkt betonar integration ger mindre riktigt stöd för jämställdhet mellan könen. Båda behövs.

Utvärderingen försvarades redan från början på grund av koncept för definitionen av överlappningsfrågor och integrering samt dessas förhållande till värden, principer, frågor, mål, och objektivitet gällande finsk utvecklingspolicy och vilka sektorer Finland vill rikta understödet till. De intervjuades synvinklar och förståelse varierade i dessa frågor. Även om utvärderingsgruppen tog de övergripande frågorna för givna, visade det sig

snart att det fanns ett behov för större klarhet på den konceptuella nivån. Detta skulle ge en stabilare grund för att utveckla ett strategiskt närmande till implementeringen av övergripande frågor och integrering.

Det finns ett behov för en strategi för övergripande frågor. För tillfället är inriktningen oklar. Strategin borde innehålla ett ställningstagande till integration i förhållande till specifika program, vilka som är ansvariga för integreringen och hur implementeringens ansvarsskyldighet kan förbättras, vilket närmande och vilken metod samt vilka verktyg och riktlinjer man ska använda, vilka resurser behövs och vilken typ av utbildning samt kunskapsutveckling kan ges samt vilket stöd och samarbete kan ges de långsiktiga samarbetsländerna i deras egna strategier för övergripande frågor. Strategin för överlappningsfrågor borde kompletteras med riktlinjer för integration.

Dessutom behövs en landspecifik strategi som borde beredas vid ambassaderna. Det blev klart att det, trots utlåtanden på politisk nivå, är svårt eller omöjligt att i praktiken implementera eller över huvud taget på allvar ta alla övergripande teman i beaktande vid alla ingripanden. Landspecifika strategier, som borde vara en del av en större deltagarplan borde skapa prioriteringar inom övergripande teman, i vilka varje lands politiska situation och utvecklingsfas bör beaktas. De landspecifika strategierna borde även omfatta resurser, ansvar, ansvarsskyldighet, uppföljning, rapportering och tematiska revisioner i tillägg till kunskapsutveckling och utbildning.

Finlands nuvarande utvecklingsplan (2007) betonar igen hållbar utveckling och lyfter särskilt fram vikten av hållbarhet från en politisk, miljöinriktad och social synvinkel. De övergripande frågorna anses som grundläggande element för att försäkra hållbarheten i alla andra utvecklingsinsatser. Även om en stor del av handlingen kommer att gå ut på att den nya tyngdpunkten i utvecklingspolicyn skall riktas mot åtgärder i praktiken, måste även hållbara insatser och finansiella resurser riktas mot full implementering och integrering av övergripande frågor.

Systemet med den rättsbaserade attityden (HRBA) togs i bruk som en grundläggande princip i Finlands utvecklingspolicy 2004 men har knappast alls tillämpats i praktiken. Det finns inga riktlinjer för detta. Utvärderingen visar att den rättsbaserade attityden sällan används vid ingripanden. HRBA är nära kopplad till övergripande teman. En fullständig implementering av HRBA skulle även främja integreringen av de övergripande frågorna.

Processerna för ledarskap och informationsprocesserna vid UM borde utvecklas så att de stöder integreringen av övergripande frågor. Kvalitetsnämnden är i nyckelposition när det gäller att kontrollera och garantera att de övergripande frågorna integreras väl. Nämnden borde utveckla nödvändiga verktyg för utvärdering och göra upp checklistor för de sekreterare som presenterar programmen eller projekten. En grupp för övergripande frågor grundades vid UM. Dess roll är att utvärdera övergripande frågor vid ingripanden och upprätta en rapport för kvalitetsnämnden. Nämnden har varit

passiv men bör aktiveras. En specifik person ansvarig för uppföljning och rapportering gällande implementeringen av integration borde utses.

Uppgifterna för rådgivarna i fråga om övergripande frågor borde ses över. De borde arbeta direkt med att stöda ansvarspersonerna och ambassaderna och de dem råd (i fråga om länder med vilka samarbetet är långsiktigt) gällande integrering. Varje anställd borde vid sina utvecklingssamtal gynna de övergripande frågorna som en viktig punkt. Rapporteringen om integreringen av övergripande frågor borde förbättras på alla nivåer: detta gäller programmen, ambassaderna och UM samt riksdagen. Ledarskapets informationssystem och datainsamling borde utvecklas så att det finns statistiskt underlag att tillgå, vilket är nödvändigt för uppföljning och rapportering.

Även om övergripande teman oftast tas upp i policydialoger med samarbetsländerna förblir uttalandena ofta politiska manifestationer gällande Finlands intresse i frågan eller ett uttryck för intresse i särskilda situationer. Dessutom borde det finnas en logisk uppföljning i dialogen gällande villkoren för stöd till specifika program eller projekt som fokuserar på ett särskilt tema eller en stark betoning av hur viktig integrationen är i det specifika temat för alla ingripanden.

Designstadiet av ett program eller projekt är elementärt då det gäller beaktande och integration av övergripande frågor. Ett behov föreligger att dokumentera de grundläggande riktlinjerna för programdesign. De borde basera sig på den rättbaserade attityden. De övergripande temana borde inte vara skiljda frågor inom riktlinjerna, eftersom detta ofta leder till att teman ses som något överflödigt. Riktlinjerna borde instruera om att temana ska tas i beaktande och integreras i samtliga av programmets komponenter. Programmets dokumentformat borde ändras på motsvarande sätt. Riktlinjerna borde dessutom i programdesignen lämna uppgifter om utvärderingen av de mänskliga och finansiella resurser som borde öronmärkas för att implementera temat i varje komponent. Att integrera utan resurser lyckas inte i verkligheten.

Tillräcklig tid och tillräckliga resurser borde allokeras för programdesign. Grupperna borde inkludera nödvändig expertis om övergripande teman. Att utvärdera integrationen i varje programkomponent kräver betydligt mer tid än att skriva extra text om övergripande frågor som ibland inte ens är avsedda för implementering. HRBA och de övergripande temana borde vara ett av kriterierna då erbjudanden (tenders) på implementeringen utvärderas.

Genomgripande teman ingår redan idag som en vedertagen del i utvecklingsorganisationernas utvecklingssamarbetspolicy inom EU och FN. Således förefaller det som om det inte finns ett tydligt behov att kraftigt främja eller upprätthålla en hög profil för genomgripande temans del. Särskilt i FN-systemet bör man garantera att man inte glider ifrån de förbindelser som redan har ingåtts på genom försorg av utvecklingsländerna eller andra instanser. I internationella penninginstitut bör genomgripande teman gynnas inom de gränser som mandatet medger.

STRATEGISKT NÄRMANDE		
Resultat	Slutsatser	Rekommendationer
Genom åren har det funnits en mångfald av värden, principer, frågor, mål, objektiv och övergripande teman i den finska utvecklingspolicyn.	Hierarkin och prioriteterna mellan temana är inte klara vilket gör det svårt för anställda att ta övergripande teman i beaktande i alla frågor.	En strategi borde utarbetas. Den bör: a) klargöra relationen mellan övergripande teman och diverse grundläggande ärenden i olika situationer, b) etablera den rättsbaserade attityden som ett aktivt verktyg för Finlands utvecklingssamarbete, c) bekräfta stöd för övergripande teman både genom specifika program och integration, d) klargöra ansvar och öka ansvarsskyldigheten gällande implementeringen av övergripande teman samt e) kartlägga resurserna och den kunskapsutveckling som behövs.
En rättsbaserad attityd (HRBA) som är nära kopplad till övergripande teman har varit en grundläggande princip i den finska utvecklingspolicyn sedan 2004.	HRBA har knappast använts i praktiken i Finlands utvecklingspolicy. Ifall den skulle användas fullt ut skulle den stöda övergripande teman väl.	Dessutom borde en landspecifik strategi gällande övergripande teman utarbetas av ambassaderna som en del av en delaktighetsplan som bekräftar 1-3 teman som ska prioriteras i det landet.
LEDNINGENS RAMAR		
Resultat	Slutsatser	Rekommendationer
Alla anställda borde bära ansvaret för integreringen av övergripande teman. Då alla är ansvariga är ingen redovisningsskyldig.	Implementeringen kompliceras av avsaknaden av skolning i HRBA och övergripandeteman.	När det gäller övergripande teman borde ledningens ramar granskas, ansvaret klargöras och

		<p>ansvarsskyldigheten förbättras, inklusive: a) en anställd på ambassadnivå som är ansvarig för uppföljningen och rapporteringen av integreringen av övergripande teman, b) teamet för övergripande frågor vid UM borde aktiveras och ordföranden borde ansvara för att uppfölja integreringen av övergripande teman. Teamet rapporterar till kvalitetsnämnden, c) det borde vara obligatoriskt för kvalitetsnämnden att ta i beaktande övergripande teman på basis av specifika kontrollistor, d) de årliga rapporterna till riksdagen borde innehålla ett avsnitt om övergripande teman, e) de tematiska rådgivarnas uppdrag borde granskas så att de spenderar betydligt mer tid på att stöda och inrikta sig på integreringen av övergripande teman, f) fortgående utbildning med brett perspektiv borde organiseras gällande HRBA, övergripande teman och integration. Kvalitetsnämnden och andra nyckelpersoner borde få specialutbildning, g) ledningens informationssystem borde utvecklas så att integreringen av övergripande teman kan övervakas.</p>
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Implementeringen beror mycket på individens intresse och möjligheter.	Teamet för övergripande frågor har varit inaktivt sedan Finland var EU:s ordförandeland år 2006.	Praktiska riktlinjer gällande integreringen borde utvecklas.
Ett team för övergripande frågor borde granska åtgärderna ur en övergripande tematisk synvinkel och ge kvalitetsnämnden rekommendationer.	Lokalt ansvariga borde även ansvara för specifika projekt gällande övergripande teman.	Ambassaderna borde insistera att all integration borde ha uppföljningssystem som innehåller övergripande teman.
Rådgivarna gällande övergripande teman spenderar mycket tid på politiska frågor och specifika ingripanden, inte på rådgivning och integrering.	Implementeringen kompliceras av avsaknaden av riktlinjer.	
Det finns inga detaljerade finska riktlinjer på integreringen av övergripande teman förutom då det gäller jämställdhet mellan könen.		
Rapporteringen av övergripande teman är självständigt. Programmen följer inte alltid med övergripande teman, ambassaderna rapporterar obetydligt om dem och UM kräver inte tillräckligt utförlig rapportering om övergripande teman.		

INTERGRATION		
Resultat	Slutsatser	Rekommendationer
<p>Planeringen av programmet är i sin början då integrationen av övergripande teman ska tas i beaktande. Oftast förekommer de bara som nödvändiga tillägg.</p>	<p>Riktlinjerna gällande programmets design och dokumentformat behandlar övergripande teman som en skild fråga, vilket inte sporrar integration av teman i alla programmets komponenter.</p>	<p>Riktlinjerna gällande programdesign borde ses över och a) basera sig på HRBA, b) ge instruktioner gällande övergripande teman och integration, c) instruera att övergripande teman måste inkorporeras i alla projektkomponenter, d) instruera hur man kan utvärdera de mänskliga och finansiella resurser som behövs för implementering av varje komponent och e) ha ett nytt format som inte behandlar övergripande teman som en skild fråga.</p>
<p>Befattningsbeskrivningarna för identifiering och programmets förberedelse innehåller inte övergripande teman och de finns inte heller i form av tillägg.</p>	<p>De övergripande temans integrering är svårt utan mänskliga och finansiella resurser.</p>	<p>Tillräckligt med tid och resurser samt expertis gällande övergripande frågor borde finnas tillgängliga vid förberedelsen av program. Rättsbaserad attityd borde vara grunden för uppdraget och fullt integrerad i programförberedelsen.</p>
<p>Programmen innehåller sällan specifika mänskliga eller finansiella resurser som allokerats för implementeringen av övergripande teman.</p>	<p>Uppdraget är att verktyget på initiativ av UM kan förbereda och säkerställa att övergripande teman är fullt integrerade i programmen. Uppdragen borde ses genom ett så brett perspektiv som möjligt.</p>	<p>Uppdragen borde alltid granskas av rådgivare för övergripande teman samt av den ambassad uppdragen gäller. Kvalitetsnämnden borde utvärdera ett programdokument även mot uppdraget för att försäkra att övergripande teman har tagits i</p>

		beaktande samt att programdokumentet uppfyller uppdragskraven.
Förberedningsgrupper har sällan expertis gällande övergripande teman och deras tidsramar är ofta för knappa för att ta dem i beaktande.		Då anbud för implementering utvärderas borde kriterierna innehålla både HRBA och övergripande teman. Ambassaderna borde insistera att alla ingripanden har ett uppföljningssystem som innehåller övergripande teman.
Rapporteringen av övergripande teman är självständigt. Programmen följer inte alltid med övergripande teman, ambassaderna rapporterar obetydligt om dem och UM kräver inte tillräckligt gällande rapporteringen av övergripandeteman.		

SUMMARY

At the policy level there seems to be a stronger Finnish political commitment to the cross-cutting issues of human rights, gender equality, democracy, good governance, rule of law, environment and HIV/AIDS than to any other development issue. Finland has committed to the Organisation for Economic Cooperation and Development OECD (1996) policy paper *Shaping the 21st century*, the European Consensus on Development (EC 2006), the United Nations' (UN) Millennium Declaration and Millennium Development Goals (UN 2000), which all emphasize the importance of the cross-cutting themes as fundamental principles and goals in themselves and as vital issues of development. Finland's national development policies have endorsed the themes since the very first development strategy (1993) and Finland has been committed to them even before. These are issues which should be taken into account and mainstreamed in all development activities.

However, there is no common set of cross-cutting issues for development. The choice of cross-cutting issues is a political and a policy choice for each country and institution and the policy emphasis may vary over the years, and consequently the cross-cutting issues may change. There may also be cross-cutting issues with different weight or importance but the difference may not always be clearly spelled out. Also, some may categorize a theme as a sector while others mark it as a cross-cutting issue, or both.

The concept of mainstreaming further complicates the picture. If "cross-cutting issue" describes the theme that should be taken into account across the board, "mainstreaming" is the act or tool through which the cross-cutting issue should be considered in all policies, strategies and operations at all levels. The themes to be mainstreamed are conceived to be of such importance for achieving sustainable development that they cannot be overlooked. Therefore, they need to be considered in relation to all initiatives and activities, at least to assess their particular importance or not in a specific intervention or context.

In addition, mainstreaming is a strategic choice of an approach, as opposed to financing programmes and projects that have the specific objective of advancing a cross-cutting theme. The strategic choice is of importance because evidence shows that while mainstreaming has been emphasized for instance regarding gender equality, financing of specific women's rights and gender equality programmes has diminished. The evaluation shows that mainstreaming, although well established at the policy level, is not implemented well at the programme level. The result is that with a strategic choice that only or strongly emphasizes mainstreaming there is a clear decline in actual support to gender equality. Both are needed.

The evaluation got tangled at an early stage with the conceptual definition of cross-cutting issues and mainstreaming and the relationship of them with values, principles, issues, goals and objectives underlying Finnish development policy and with sectors where Finland wants to focus aid. The views and understanding of interviewees differed

on all of this. While the Evaluation Team took the cross-cutting issues as given, it soon became evident that there is a need for better clarity on this conceptual level. This would then provide a more solid basis for developing a strategic approach to the implementation of cross-cutting issues and mainstreaming.

There is a need for a strategy on cross-cutting issues. Now the direction is not clear. The strategy should take a stand on mainstreaming versus specific programmes; who are those responsible for mainstreaming and how can accountability for implementation be strengthened; what is the approach and methodology and what are the tools and guidelines to be used; what are the resources required and what type of training and capacity building will be provided; and what kind of support and cooperation would be extended to the long-term partner countries regarding their own strategies on cross-cutting issues. The strategy on cross-cutting issues should be complemented with guidelines on mainstreaming.

Furthermore, there is a need for a country level strategy which the Embassies should prepare. It became evident that in spite of the statements at the policy level it is difficult if not impossible in practice to implement or even seriously take into consideration all cross-cutting themes in all interventions. Country level strategies, which should be part of the larger participation plans, should establish priorities in cross-cutting themes within the context of each country's political and developmental situation. The country strategies should also cover resources, responsibilities, accountability, monitoring, reporting and thematic audits as well as capacity building and training.

Finland's present development policy (2007) gives renewed emphasis to sustainable development and underlines the importance of sustainability from the economic, environmental and social point of view. The cross-cutting issues are widely considered as vital ingredients in safeguarding sustainability of all other development efforts. Therefore, while much effort will obviously be directed towards reflecting the new emphasis of the development policy into practice, sustained efforts and sufficient human and financial resources must also be directed to the full implementation and mainstreaming of cross-cutting issues.

The rights based approach (HRBA) was adopted as a basic principle of Finland's development policy in 2004 but it has hardly been applied in practice. There are no guidelines on implementation of HRBA. The evaluation shows that the approach is little applied in interventions. HRBA is closely linked to the cross-cutting themes. Full application of the rights based approach would considerably advance also the mainstreaming of the cross-cutting issues.

The management processes and management information system of the Ministry for Foreign Affairs of Finland (MFA) should be reviewed so as to support the mainstreaming of cross-cutting themes. The Quality Assurance Board is a crucial gatekeeper in checking and safeguarding that cross-cutting issues are mainstreamed thoroughly. The Board should develop the necessary tools for assessment and prepare check lists for desk officers for the presentation of programmes or projects for its consideration. A Team for Cross Cutting

Issues was established at MFA whose role is to review cross-cutting issues in interventions and prepare a report to the Quality Assurance Board. The Board has been dormant but it should be revived. One particular staff member at the Embassy should be made responsible for monitoring and reporting on the implementation of mainstreaming.

The role of the advisors on cross-cutting issues should be reconsidered and their work directed mainly at supporting and advising desk officers and the Embassies (in long-term partner countries) on mainstreaming. Advancing cross-cutting issues should be an item in the performance assessment of every staff member. Reporting on mainstreaming of cross-cutting issues should be strengthened at all levels: from the programmes, from the Embassies to the MFA and from the MFA to the Parliament. The management information system and data collection should be developed so as to provide the necessary statistical data for monitoring and reporting.

While cross-cutting themes are often taken up in the policy dialogue with partner countries the statements tend to remain as political manifestations of Finland's keen interest in the issues or an expression of concern in a particular situation. In addition to that, there should be a logical follow up of the dialogue in terms of support to specific programmes or projects focusing on that particular theme or a strengthened emphasis on the importance of mainstreaming that particular theme in all interventions.

The programme or project design phase is crucial for the consideration and mainstreaming of cross-cutting issues. There is a need to revise thoroughly the guidelines on programme design. They should be based on the rights based approach. Cross-cutting themes should not be treated in the guidelines as a separate issue which most often leads to seeing the themes as add-on items. The guidelines should instruct that the themes are to be considered and mainstreamed in all programme components. The programme document format should be revised accordingly. The guidelines should further instruct programme design to assess the human and financial resources to be earmarked for implementation of the themes in each component. Mainstreaming without resources is an illusion.

Sufficient time and resources should be allocated for programme design. The teams should include the necessary expertise on cross-cutting themes. Assessing mainstreaming in each programme component requires considerably more time than writing an add-on text regarding cross-cutting issues which sometimes may not even be intended for implementation. HRBA and cross-cutting themes should be among the criteria when tenders for implementation are evaluated.

Cross-cutting issues are well established within the development cooperation policies of EU and the UN development agencies. Therefore, there seems to be no apparent need for strong advocacy or a high profile regarding cross-cutting issues. However, particularly in the UN system there is a need to safeguard that agreements already reached are not rolled back by developing countries or others. Cross-cutting issues need to be advanced with the international financing agencies to the extent their mandates allow.

STRATEGIC APPROACH		
Findings	Conclusions	Recommendations
There has been, over the years, a large variety of values, principles, issues, goals, objectives, and cross-cutting themes (CCs) in Finnish development policies.	The hierarchy and priorities between the themes is not clear which makes it difficult for staff members to take into account CCs, in all activities.	A strategy should be developed which should: a) clarify the relationship of CCs with the large variety of basic issues in different situations, b) establish the rights based approach as an active tool for Finnish development cooperation, c) confirm support to CCs both through specific programmes and mainstreaming, d) clarify responsibilities and strengthen accountability regarding implementation of CCs, and e) outline the resources and capacity building required.
The rights based approach (HRBA) which is closely related to the CCs has been a basic principle of the Finnish Development Policy since 2004.	HRBA has hardly been applied in practice in Finland's development policy. If fully applied it would strongly advance the CCs.	In addition, a country level strategy on CCs should be prepared by the Embassies as part of the participation plan confirming the 1-3 priority themes in that country.
MANAGEMENT FRAMEWORK		
Findings	Conclusions	Recommendations
Mainstreaming of CCs should be the responsibility of all staff members. With everyone being responsible no one is accountable.	The lack of training on HRBA and CCs complicates implementation.	The management framework regarding CCs should be reviewed, responsibilities clarified and accountability strengthened, including: a) one staff member at the Embassy level should be responsible for monitoring and reporting on mainstreaming of CCs, b) the Team for Cross Cutting Issues at the MFA should be activated

		and the Chair made responsible for monitoring mainstreaming of CCs. The Team should report to the Quality Assurance Board (QAB), c) the consideration of CCs at QAB should be compulsory and based on specific checklists, d) the annual reports to the Parliament should include a section on CCs, e) the TOR of the thematic advisors should be reviewed so as to focus considerably more time on support and guidance in mainstreaming of CCs, f) wide ranging and continuous training should be arranged on HRBA, CCs and mainstreaming. QAB and other key staff should have special training g) the management information system should be developed so that the mainstreaming of CCs could be monitored.
Implementation depends much on the interest and ability of individuals.	The Team for Cross Cutting Issues has been inactive since Finland's EU Presidency in 2006.	Practical guidelines should be developed on mainstreaming.
A Team for Cross Cutting Issues should review interventions from the point of view of CCs and making recommendations to the QAB.	Desk officers should be responsible also for specific CC projects.	Embassies should insist that all interventions have a monitoring system including CCs.
The advisors on CCs	The lack of guidelines	

spend most of their time on policy issues and specific interventions, not on advice and support on mainstreaming.	on mainstreaming complicates implementation.	
Apart from gender equality there are no detailed Finnish guidelines on mainstreaming of cross-cutting issues.		
Reporting on CCs is arbitrary. Programmes do not always monitor CCs, Embassies report little on them and MFA is not demanding reporting on CCs.		
MAINSTREAMING		
Findings	Conclusions	Recommendations
Programme design phase is crucial for considering mainstreaming of CCs. They remain often as compulsory add-ons.	The guidelines on programme design and the programme document format therein treat CCs as a separate issue which does not encourage mainstreaming of the themes in all programme components.	The guidelines on programme design should be revised and they should: a) be based on HRBA, b) provide guidance on CCs and mainstreaming, c) instruct that CCs have to be incorporated in all project components d) instruct to assess the human and financial resources needed for implementation in each component e) have a new project document format which does not treat CCs as a separate issue.
The TOR for identification and programme preparation do not cover	Implementation of CCs is difficult without human and financial	Sufficient time and resources as well as expertise in cross-cutting

CCs or they are add-ons.	resources.	issues should be made available for programme preparation. The rights base approach should be the basis of the TOR and fully adopted in programme preparation.
Programmes seldom include specific human or financial resources allocated to the implementation of CCs.	The TOR is the tool for MFA to guide preparation and ensure that CCs are fully mainstreamed in the programmes. The TOR should be considered as widely as possible.	TORs should always be reviewed also by the advisors on CCs and the Embassy concerned. The QAB should assess a programme document also against the TOR for its preparation to ensure that the consideration of CCs has been duly included and that the programme document fulfills the TOR.
Preparation teams seldom have expertise in CCs and the time frame is often too short for taking them into account.		In evaluating tenders on implementation the criteria should include both HRBA and CCs.
Reporting on CCs is arbitrary. Programmes do not always monitor CCs, Embassies report little on them and MFA is not demanding reporting on CCs.		Embassies should insist that all interventions have a monitoring system including CCs.

1 INTRODUCTION

1.1 The Purpose, Objective and Scope of the Evaluation

The objective of the Evaluation of Human Rights and Equality, Democracy, Good Governance and Rule of Law in the Finnish Development Cooperation is basically to provide the Ministry for Foreign Affairs (MFA) with information on how and to what extent the cross-cutting themes have been integrated into Finland's official development. The evaluation is expected to contribute to improving MFA's performance in mainstreaming of the cross-cutting issues in all development activities and interventions. The Terms of Reference (TOR) is available in Annex 1.

The structure of this report reflects the process of the evaluation. The first phase discusses the concepts of cross-cutting issues and the policy framework which lays the basis for the assessment of strategic and operational management of cross-cutting themes within the MFA. Furthermore, organization, resources and responsibilities as well as planning and managing procedures have been analyzed because the themes cut across the whole organization and all its levels.

In the second phase a field visit was made to three case study countries (Nepal, Nicaragua and Zambia) to assess how mainstreaming is implemented in practice. While the concept of mainstreaming necessarily gave the evaluation a heavy bias on bilateral development cooperation, also multilateral cooperation was assessed.

The main focus of the evaluation is on assessing mainstreaming of:

- Human rights (in all of its aspects with special attention to the rights of the most vulnerable groups like children and indigenous peoples and minorities)
- Women's rights and gender equality
- Democracy, good governance and rule of law.

1.2 The Methodology and Evaluation Process, Analytical Framework, Data Collection and Analysis

The main focus has been on analyzing the extent to which the above cross-cutting issues have been mainstreamed and integrated into policies, sector and thematic strategies, guidelines, and programmes, and existing mechanisms and tools for implementing the policies. The focus on mainstreaming has meant that interventions that have an explicit focus and scope on one of the cross-cutting themes have not been assessed in such depth that would usually have been the case in an evaluation.

The methodology applied consists of a mix of qualitative and quantitative methods and tools. Information obtained from various sources has been cross-checked to ensure reliability, validity and credibility. The European Commission's (EC) *Quality Criteria of Evaluation Report* (2007) and OECD/DAC (Organisation for Economic Cooperation and Development/Development Assistance Committee) *Evaluation Quality Standards* (2006) have been applied. The framework chosen has assisted the Team in reviewing the consistency, coherence and co-ordination at the policy level, and on relevance, effectiveness and sustainability at the operational level.

Primary data has been collected in a consultative manner encouraging participation of all interested parties in the evaluation process. The Team used discussions and interviews of key people (see Annex 2) as the data collection tool.

The interviews have applied a pragmatic future-oriented approach emphasizing lessons learned and good practices. Views have been sought on mainstreaming of cross-cutting issues, approaches, processes and capacities. Interviewees have been chosen keeping in mind all funding instruments, geographical spread and the very focus of the evaluation.

Secondary data has been collected through a review of key documents such as: policy documents/studies (relevant MFA policies, strategies and guidelines, policy documents of EU and OECD, MFA documents guiding planning, management and implementation of interventions, evaluations of key importance, MFA's management information system, statistics on financing, etc. (see Annex 4). Documentation of interventions at various stages of project cycle (project documents, evaluation and review reports, terms of reference etc.) was mainly reviewed during the second phase.

The evaluation framework was chosen with the recognition that the TOR takes human rights and the basic principle of the Rights Based Approach (HRBA) as the point of departure for the evaluation. The Team's assessment is that the HRBA covers well all the three main focus points of this evaluation.

Accordingly the criteria chosen are based on human rights principles that should guide development programming:

- Have human rights standards and principles guided Finland's development policies and strategies, choices of partner countries or international institutions, sectors and choices of interventions and programming of the interventions in terms of:
 - o Universality and inalienability
 - o Indivisibility
 - o Interdependence and interrelatedness
 - o Equality and non-discrimination
 - o Participation and inclusion
 - o Accountability and the rule of law?
- Furthermore, has there been capacity building of "duty bearers" to meet their legal obligations and "rights holders" to claim their rights?

- And finally, has there been a realization of human rights?

Outputs and results have been assessed against these criteria but the evaluation did not provide a chance to assess the impact, in other words this evaluation did not assess the real change on the ground level.

From another angle, the evaluation framework for assessing the relevance, effectiveness, sustainability, outcomes/results, impact and coherence of the policies, strategies and actions of the MFA regarding the cross-cutting issues and the Finnish value added is attached as Annex 3.

2 CROSS-CUTTING THEMES OF THE EVALUATION

2.1 Human Rights

In the Finnish context Human Rights are universally recognized rights codified in international human rights conventions. All human rights, including civil and political, and economic, social and cultural rights, are equal, interdependent and complementary in nature. States are under an obligation to respect and guarantee the rights both their own citizens and others residing within their territories. Finland's international human rights policy and the implementation of human rights at the national level are interdependent.

The basic premise is that rights have corresponding obligations, and rights and duties are clearly set out in international human rights law. However, the implementation of human rights also requires that individuals and communities understand human rights as being a matter of general interest and concern for the international community. The ideas of international and shared responsibility and the global respect for human rights are important.

Finnish human rights and development policies acknowledge clearly the principle of indivisibility and interdependence of human rights by giving the same status to the civil and political rights as to the economic, social, and cultural rights. The developing countries have laid special emphasis on human rights which protect entire nations and ethnic groups (solidarity rights). The right to development affecting both individuals and groups of people is especially emphasized. *The World Conference on Human Rights* 1993 (Vienna Declaration; UN 1993) acknowledged the right to development as part of the international human rights system.

The Government report to Parliament on the human rights policy of Finland 2004 (MFA 2004a) acknowledges that one risk relating to globalization, with regard to the protection

of human rights, is the increasing social inequality. It recognizes that not all persons are necessarily able to enjoy the economic and other benefits of globalization. The differences of income have increased and the gap between extreme wealth and extreme poverty is greater. The rights of those in the most vulnerable position are even further weakened and the most vulnerable groups become marginal. The competition over limited resources also leads to discrimination and, at worst, to violence.

The development policy paper (2004) and the human rights policy emphasize the link between development, human rights and poverty. Poverty in itself is a denial of human rights and a central human rights problem. A shortfall in human rights in turn makes poverty reduction more difficult. *United Nations Development Program* (UNDP) has elaborated further the concept of poverty and distinguishes between income and human poverty. Income poverty is understood as “lack of income necessary to satisfy essential food as well as non-food needs”. Human poverty is the “lack of basic capabilities” such as illiteracy, malnutrition, abbreviated life span, poor maternal health and illness from preventable diseases. This definition relates to understanding poverty as a violation of human rights, especially the rights to food, shelter, clothing, health and education. Eradication of poverty does not only mean increasing economic resources but also possibilities of participation and empowerment.

From the perspective of development the promotion of human rights is important not only because of the universality of human rights but also because human rights are a precondition for sustainable economic and social development. The realization of human rights is closely linked to good governance, democracy and the rule of law as well as empowerment and equal participation.

The development policy of 2004 adopted the rights based approach (HRBA) as a basic principle of Finland’s development policy. Operationally the HRBA is both a means for promoting human rights as a development goal and a means for programming development interventions in a more efficient and effective way. The approach can and should be applied irrespective of the sector where the intervention and development cooperation is aimed at.

Human rights and development are further discussed in two publications of the MFA: *Democracy and Human rights – A pathway to peace and development* (2000) and *Thinking Strategically about Democracy Assistance* (2001). Apart from the concepts, links and priorities the documents discuss ways and means to implement the policies. Policy dialogue particularly with long-term partner countries is on major tool for advancing human rights.

The human rights situation in partner countries is constantly followed and assessed. Finland is committed to long-term cooperation but serious human rights problems may lead to a reduction or end of the development aid. In the assessment attention is paid not only to the country’s commitment to improving of its human rights situation, but also to enhancing democracy and equality as well as reducing corruption.

2.2 Women's Rights and Gender Equality

Women's rights are human rights. *The Universal Declaration of Human Rights* (UN 1948) enshrines "the equal rights of men and women", and addresses both the equality and equity issues. In 1979, the United Nations (UN) adopted the *Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)* (UN 1979) which largely lays the basis for advancing the rights of women. The Vienna Declaration (UN 1993) declared that "*the human rights of women and of the girl-child are an inalienable, integral and indivisible part of universal human rights. The full and equal participation of women in political, civil, economic, social and cultural life, at the national, regional and international levels, and the eradication of all forms of discrimination on grounds of sex are priority objectives of the international community*". Finland considers that while the rights of women and gender equality are important goals in themselves, they are also mutually reinforcing and must therefore both be advanced.

Gender equality and enhancing the role of women in development is a cross-cutting theme that has been on the development agenda for a long time. The thinking has evolved and rather detailed strategies and guidelines have been developed. Prior to the *Fourth World Conference on Women* in 1995 (Beijing Declaration), the Women in Development (WID) approach called for greater attention to women and emphasized the need to integrate them into the development process. The thinking was that women were passive beneficiaries of development. Integrating women into the development processes meant activating their potential and thus achieving more efficient and effective development.

Women's significant productive contribution was made more visible, while their reproductive role was downplayed. Women's subordination was highlighted in their exclusion from the market place, and their limited access to and control over resources. Interventions using WID approach addressed women's practical needs by, for example, creating employment and income-generating opportunities, improving access to credit and to education. The "problem" of women was therefore diagnosed as insufficient participation in the development process, because of neglect by policymakers.

During the 1990s the concept of "gender" was taken into widespread use because an understanding of different gender roles and of existing inequalities could better serve to promote the status of women, which was lower than that of men in all areas of life. It was noticed that if attention was paid only to women it was not possible to achieve any really big change. There was a need to understand the status and situation of both sexes – men as well as women.

The Gender and Development (GAD) approach to development focuses on the socially based differences between men and women and emphasizes the need to challenge and change existing gender roles and relations. GAD challenged WID's focus on women in isolation, seeing women's "real problem" as the imbalance of power between women and men. In WID approach interventions are targeted at women and treat women as

a separate and often homogenous group. In contrast, GAD interventions do not focus on women as an isolated group, but on the roles and needs of both women and men and how gender affects the distribution of resources between women and men.

The Beijing conference (UN 1995) took the term “gender equality” in use. It was defined to mean that the rights, responsibilities and opportunities of individuals will not depend on whether they are born male or female. Equality involves ensuring that the perceptions, interests, needs and priorities of women and men will be given equal weight in planning and decision-making. Gender equality is a matter of human rights and social justice and a precondition for sustainable people-centered development.

The term “gender equity” is often used interchangeably with “gender equality”. There is, however, distinction between these two concepts. Gender equity stresses the equivalence in life outcomes for women and men, recognizing their different needs and interests, and requiring a redistribution of power and resources. The goal of gender equity, sometimes called substantive equality, moves beyond equality of opportunity by requiring transformative change. Equality of outcomes may necessitate different treatment of men and women. An equity approach implies that all development policies and interventions need to be scrutinized for their impact on gender relations. Central to the concept of promotion of gender equity is “empowerment”. The ultimate goal of women’s empowerment is for women themselves to be the active agents of change in transforming gender relations.

“Gender mainstreaming” was taken on board in the Beijing Conference. Gender mainstreaming requires that attention is given to gender perspectives as an integral part of all activities across all programmes. This involves making gender perspectives – what women and men do and the resources and decision-making processes they have access to – more central to all policy development, research, advocacy, development, implementation and monitoring of norms and standards, and planning, implementation and monitoring of projects.

The mainstreaming strategy does not mean that targeted activities to support women are no longer necessary. Such activities specifically target women’s priorities and needs, through, for example, legislation, policy development, research and projects/programmes on the ground. Women-specific projects continue to play an important role in promoting gender equality. These two strategies, gender mainstreaming and women’s empowerment, are complementary in a very real sense as gender mainstreaming must be carried out in a manner which is empowering for women.

Women’s rights and gender equality have been core issues in Finnish development cooperation from the very early days. In 2003, the MFA adopted a *Strategy and Action Plan for Promoting Gender Equality in Finland’s Policy for Developing Countries for 2003–2007*, with the objective of fundamentally increasing the impact of Finland’s development cooperation. The strategy document is based on Finland’s international and domestic legal and political commitments: CEDAW (UN 1979); Beijing

Declaration and Platform for Action (UN 1995); and *Finland's Act on Equality Between Women and Men (1986/2005)* (Equality Act) which stipulates that gender equality must be actively promoted and gender mainstreaming used as a means.

The objective of the Strategy and Action Plan is to achieve a fundamental improvement in the impact of Finland's developing country policy with regard to gender equality and women's rights by the year 2007 (MFA 2003). It discusses the achievements and shortcomings so far and outlines the objectives and framework for the strategy. Furthermore, it links gender equality widely to the other main objectives of Finland's development policy. The Strategy and Action Plan (MFA 2003) reflects the GAD approach where the long-term goal is gender equality. The way to achieve this is mainstreaming. The document explicitly says that mainstreaming gender as a strategy does not exclude women-specific interventions, thereby recognizing that both approaches are required for promoting gender equality. However, the Strategy and Action Plan covered the period only up to 2007. At the moment there is no strategy or action plan.

2.3 Democracy, Good Governance and Rule of Law

Human rights, democracy, good governance and rule-of-law are intrinsically linked. Often they are grouped under the heading of "democratic development". It appears that in fact it is a question of a similar core issue which is looked at from a slightly different viewpoint with each of these themes. Finland sees that the wide approach to human rights includes democracy, rule of law as well as good governance and fighting corruption (*Development Policy Programme 2007*).

Good governance is generally characterized by accessibility, accountability, predictability and transparency. The concept of good governance in relation to development goes beyond the specific problems related to government actions, and is broadly understood as social capacity providing a system of government that promotes the objectives of human development. The system should have socio-political structures, rules and procedures, within which its members can lead a life, interrelate, make decisions, and resolve their conflicts in a reasonably predictable way. More than that, democratic governance occurs when public decision-making by authorities and the resolution of conflicts follows a system of rules and procedures that can be called a "democracy."

Rule of law is sometimes defined as a system of independent, efficient, and accessible judicial and legal systems, with a government that applies fair and equitable laws equally, consistently, coherently, and prospectively to all people, without discrimination. More generally, rule of law is created when all social and state action is based on legal norms and the norms are followed and enforced. Also, and importantly, the power of public authorities should remain subordinated to the legal structures that govern the society. The legal system should thus in essence be democratic. The Finnish wider approach to rule of law entails also subjective basic rights and human rights.

Democratic governance and rule of law are the political ingredients that a society needs in order to pursue sustainable, human centered development, social equality and economic growth with equitable distribution of the increased wealth. That is why democracy, good governance and rule of law are seen as centrally important cross-cutting issues in development. Finland supports the promotion of democracy and rule of law, particularly wide participation and empowerment of the people (*Development policy papers 1993–2007*). On the other hand, because they are political ingredients touching the very core questions of a state, its sovereignty and interference in national social structures, they are also sensitive and challenging topics in development cooperation.

There are no single, universally accepted conceptions of good governance and democracy and development agencies have differing views. Since the 1990s, the EU has preferred to speak of democratic principles when it refers to the principles upon which the organization of states and the guarantee of fundamental rights and freedoms should be based, while each government or society selects its own model of democracy. The World Bank (WB) and development financing institutions look at good governance largely through economic lenses.

Between the 1950s and the 1970s, the development community focused on administrative reforms, which was considered politically neutral improvement of efficiency. In the 1980s, public policy reform was introduced and the approach changed from public administration to public management while trying to maintain political neutrality although structural adjustment programmes and other comprehensive reform programmes of the public sector introduced by the so-called “Washington Consensus” can hardly be called politically neutral.

Towards the end of the 1980s and beginning of the 1990s, the concept of good governance emerged, initially in the WB. This concept reflected the concerns about how government policies and action affected economic performance and the private sector. The economic dimension of governance included public management, corporate responsibility, accountability and transparency, rule of law, and access to information. The OECD and the EU incorporated these issues into their development policies, while UNDP took a slightly more politically flavored approach by highlighting governmental legitimacy, governmental responsibility and accountability, mandates, and the rule of law as a guarantee of human rights.

In the 1990s, the dogma faded that development cooperation should be politically neutral (as if it would have been politically neutral during the cold war). Increasingly, democratization was accepted as the legitimate objective of development although some agencies preferred working with the more neutral concept of good governance, albeit that it was progressively becoming more open to democratic content.

From a development and “democracy assistance” point of view democratic development is essentially about creating and enhancing the development of an enabling environment,

which provides the framework for sustainable development to take place. Furthermore, it is about empowerment so that the people can have a share of the political power and influence decisions that affect themselves.

3 CONCEPTUAL AND POLICY FRAMEWORK

3.1 Conceptual Framework

“Cross-cutting themes” and “mainstreaming” represent rather new terminology in Finnish development policy. Cross-cutting themes appeared for the first time in the 2004 development policy paper. The initial interviews carried out for this evaluation revealed that the understanding of cross-cutting themes is not clear and uniform even within the MFA staff.

Finland’s development policy has over the years rather consistently referred to a number of issues or themes, partly as Finnish values or principles, or as development goals, or goals of development cooperation, or sectors, or issues that Finland emphasizes (Development policy papers 1993–2007). In 1996 the OECD adopted a policy paper (OECD 1996) which defined democratic and accountable governance, the protection of human rights and respect for the rule of law as “qualitative factors” which are essential for development.

The issues or themes in Finland’s development policies include broad development objectives such as economic growth and poverty reduction, or politically flavored terms such as supporting market based economy or equitable distribution of the results of development. Support to democracy and promotion of human rights have long been central goals for Finland as have been social and gender equality and enhancing the role of women. Likewise, concern for the environment has been a constant issue in the policies.

After appearing for the first time in the 2004 development policy, the term cross-cutting theme remains also in the present development policy programme, albeit with slightly different contents. The present cross-cutting themes are gender and social equality, promotion of the rights of groups that are easily excluded, and HIV/AIDS.

There is no common set of cross-cutting issues for development. The choice of cross-cutting issues is a political and a policy choice for each country and institution and the policy emphasis may vary over the years, and thus cross-cutting issues may change. There may also be cross-cutting issues with different weight or importance but the difference may not always be clearly spelled out. Also, some may categorize a theme as a sector while others mark it as a cross-cutting issue, or both.

Cross-cutting issues are often different in different contexts. Within the UN, OECD/DAC or EU the cross-cutting issues are different. Also the multilateral development financing institutions have their own cross-cutting issues. Finland has a varying degree of commitment to these different sets of issues.

If “cross-cutting issue” describes the theme that should be taken into account across the board, “mainstreaming” is the act or tool through which the cross-cutting issue should be considered in all policies, strategies and operations at all levels. The themes to be mainstreamed are conceived to be of such importance for achieving sustainable development that they cannot be overlooked. Therefore, they need to be considered in relation to all initiatives and activities, at least to assess their particular importance or not in a specific intervention. In addition, mainstreaming is understood as a strategic choice of an approach, as opposed to financing programmes and projects that have the specific objective of advancing a cross-cutting theme.

3.2 International Policy Framework

Finnish development cooperation has followed closely the changing international paradigm of the time. In the earlier days aid funding was directed heavily towards building economic infrastructure in the developing countries; roads, power generation, electrification, water supply etc. Funds were also used in support of state owned and parastatal enterprises before structural adjustment programmes to a large extent lead to their privatization. Later, the basic needs thinking emphasized social development and sectors such as health, education, social security, and rural development. *The Brundtland Commission's report* (WCED 1987) underlined environmental concerns and sustainable development and brought new vigor on environmental projects. Over time, the concept of people centered development gained ground and from the early 1990s UNDP started to publish annually the *Human Development Report* which is based on that paradigm.

It appears that today development is seen as a wide based and balanced process where economic growth is considered imperative, however, balanced with an equitable distribution of the results of growth. The private sector's role is recognized as a motor for economic growth and development as well as the provider for new employment opportunities and tax funds. The need for maintaining and improving economic infrastructure is coming back on the agenda. Education, health and clean water are central in the development process and there is a strong focus on rural development while striving for a better managed urbanization process. Environment continues to be a focal consideration and concern, particularly as the demand for energy is rapidly increasing globally and the concern for climate change is gaining ground.

While paradigms have shifted over time, there has been a growing realization that certain issues are of key importance and need to be taken into account in any

development process, particularly if there is to be sustainability of the results. Subsequently, gender equality, empowerment of people and particularly the poor and most vulnerable, and the realization of human rights came on and remain high on the development agenda. Good governance is a somewhat latecomer as a cross-cutting issue. It gained strength after the Asian economic crisis in the late 1990s.

In launching his *Agenda for Reform of the United Nations* (UN 1997) the Secretary General stressed that the UN system must integrate human rights in all of its work. The major UN development and humanitarian agencies responded and in May 2003 they adopted a statement called "*The Human Rights-based Approach to Development Cooperation: Towards a Common Understanding among the UN Agencies*" (see Annex 5) which is guiding HRBA work. It is based on the notion that democracy, development, and respect for human rights and fundamental freedoms are interdependent and mutually reinforcing. Many bilateral donors, including Finland in 2004, have also adopted a rights-based approach to development (*Development Policy. Government Resolution 5.2.2004*).

Shaping the 21st century

In 1996 the OECD/DAC high level meeting adopted a major policy paper on development cooperation putting forward thinking that has focused international development efforts on certain key areas (OECD 1996). Later that thinking spread also in the UN context and to the *Millennium Declaration* (UN 2000), the *Paris Declaration* (OECD 2005), *EU's development policies* (EU 2006) etc.

In the policy paper *Shaping the 21st century* OECD (1996) selected, of the many targets that had been discussed and agreed at international fora, a limited number of indicators by which success of development efforts can be judged. OECD clearly spoke of indicators while later many interpreted similar goals of the *Millennium Development Goals (MDGs)* (UN 2000) as areas where development efforts should be concentrated. In proposing a global development partnership effort OECD accepted the following goals.

Economic well-being:

- *A reduction by one-half in the proportion of people living in extreme poverty by 2015;*

Social development:

- *Universal primary education in all countries by 2015;*
- *Demonstrated progress toward gender equality and the empowerment of women by eliminating gender disparity in primary and secondary education by 2005;*
- *A reduction by two-thirds in the mortality rates for infants and children under age 5 and a reduction by three-fourths in maternal mortality, all by 2015;*
- *Access through the primary health-care system to reproductive health services for all individuals of appropriate ages as soon as possible and no later than the year 2015.*
- Environmental sustainability and regeneration:
- *The current implementation of national strategies for sustainable development in all countries by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015.*

Gender equality and environmental sustainability were thus presented as key areas. In addition, the high level meeting agreed that there is what they called “qualitative factors” which are essential to the attainment of the above measurable goals and in the evolution of more stable, safe, participatory and just societies. *“These include capacity development for effective, democratic and accountable governance, the protection of human rights and respect for the rule of law.”* A commitment was made to continue to address also these less easily quantified factors of development progress. Democracy, good governance, human rights and rule of law were thus also put in the center of development efforts, although more like cross-cutting issues and not as clearly measurable indicators.

European consensus on development

In 2006 a wide consensus on development was reached in the EU context (EC 2006). In the “vision” part the document states that *“We reaffirm that development is a central goal by itself; and that sustainable development includes good governance, human rights and political, economic, social and environmental aspects”*. As regards “values” the document states: *“EU partnership and dialogue with third countries will promote common values of: respect for human rights, fundamental freedoms, peace, democracy, good governance, gender equality, the rule of law, solidarity and justice”*.

The policy document promotes a strengthened approach to mainstreaming some key issues which touch on general principles applicable to all initiatives and demand multisectoral response: *democracy and human rights, good governance, children’s rights and the rights of indigenous peoples, gender equality, a sustainable environment and HIV/AIDS*. These cross-cutting issues are objectives in themselves and vital factors in strengthening the impact and sustainability of cooperation.

The European Consensus (EC 2006) is an umbrella for development activities of the European Commission (EC) as well as the member states. The Commission has prepared related strategies and guidelines for programming. The intention is to intensify the dialogue with the partner countries so as to promote the mainstreaming of these issues in national policies, not only development cooperation.

Paris declaration 2005

In 2005, under the OECD/DAC umbrella the international community adopted the *Paris Declaration on Aid Effectiveness* (OECD 2005). The Declaration aims at increasing aid effectiveness significantly and to that end the High Level Forum resolved to take far-reaching and monitorable action to reform the ways in which aid is delivered and managed. In determining the most effective modalities of aid delivery the development community will be guided by development strategies and priorities established by partner countries.

The commitments of the Declaration are organized around five key principles:

- **Ownership:** Partner countries exercise effective leadership over their development policies and strategies, and coordinate development actions.
- **Alignment:** Donors base their overall support on partner countries’ national development strategies, institutions and procedures.

- Harmonisation: Donors' actions are more harmonised, transparent and collectively effective.
- Managing for results: Donors and partners manage and implement aid in a way that focuses on the desired results and uses information to improve decision-making.
- Mutual accountability: Donors and partners are accountable for development results.

The Declaration may have the potential to open up opportunities to advance human rights and other cross-cutting issues in a more aligned and harmonised way. However, human rights have not been addressed explicitly in the Paris Declaration, and there is little written at present on ownership, alignment, harmonisation and other key principles of this document from a human rights perspective. Corruption and transparency are mentioned but linked to aid flows, not as a cross-cutting theme. The focus has been on improving the efficiency of financial and administrative arrangements necessary to reduce transaction costs and improve aid delivery. Nevertheless, the OECD-DAC Network on Governance – through its Task Team on Human Rights and Development – has begun to consider how the Paris Declaration could be made use of in advancing human rights.

3.3 The Finnish Policy Level Framework

The first overall strategy for development cooperation was drawn up and approved by the MFA in 1993. The strategy noted that development cooperation is part of Finland's foreign policy and stressed inter alia equality, democracy environment and human rights. Accordingly, the cooperation countries should agree to and support solving environmental problems and promoting social equality, democracy and human rights.

In accordance with the concept of sustainable development Finland would take environmental considerations into account in all its development projects, and similarly, would implement the principle of gender equality in all its interventions. "Cross-cutting" was thus foreseen, although the terminology was not yet in use. The first strategy laid the foundation on which subsequent policies have been built with slightly varying shades of emphasis. Former policies have not been abolished with abrupt and significant policy changes.

New Governments and new Ministers initiated new policies. In 1996 the Government adopted a *Decision-in-principle on Finland's Development Co-operation. The Cabinet 12.9.1996* which confirmed at the Government level the goals of the previous MFA strategy. To these the Government added the commitments made at the EU of which Finland had now become a member. In the document also supports the development cooperation strategy adopted by the OECD in May 1996, "the most important international development policy statement of the last few years" (OECD 1996).

Regarding the cross-cutting issues the Government undertook to support the participation of women in social and economic activity, draw attention to the status of disabled people

in developing countries, and emphasize environmental considerations in all activities. In respect of human rights, equality, democracy and good government, the Government promised to deal frankly and openly with these issues in its dialogue with partner countries. Policy dialogue remains an important channel on these more sensitive issues still today.

In 1998 the Government adopted a new policy document which widened the perspective from development cooperation to Finland's relations with developing countries. Development cooperation continued to play an important role in Finnish foreign policy. However, globalization had a clear influence on the policy. The Global Agenda, which stemmed from the UN world conferences of the 1990s, highlighted interdependent factors that affect development. The Finnish policy of 1998 noted that *"Issues related to the environment, human rights, population, poverty, equality and food security are all interdependent factors which affect development."* Partnership and the developing countries' responsibility for their own development were further stressed.

Human rights were still prominently present in the policy document of Finland. However, perhaps due to the wider nature of the document the link between human rights and development did not seem as clear as in the previous decision-in-principle. Finland's first human rights policy paper (MFA 2004a) was still under preparation and the development policy document was apparently also used as a forum for underlining the political nature of human rights. *"As a result of the universal nature of human rights and the international conventions on human rights that bind governments, the international community has a legitimate right to criticize violations of human rights in any country or impose commercial and development cooperation sanctions."* Also the world situation was reflected in the policy paper in the following terms: *"The universality of human rights and international human rights agreements, which are binding on governments, entail that the international community has a legitimate right to intervene in human rights violations wherever they occur."* The document emphasized the rights and equality of minorities, indigenous peoples, and women and children, particularly girls as well as the improvement of the conditions of people with disabilities. It further stressed that Finland uses development cooperation as an instrument to inter alia promote democracy, good governance, human rights and equality because they support stability and economic development.

In 2001, the Government adopted another decision-in-principle regarding the *Operationalisation of Development Policy Objectives in Finland's International Development Cooperation*. Human rights were conspicuously absent from the operationalisation document although they were prominently present in the underlying policy documents. Thus, in this document development seemed to be a process where human rights were only a political pre-requisite. Gender equality did receive a key notion in the operationalisation paper: The paper said that to attain poverty reduction the promotion of gender equality must be accorded a central role in all cooperation.

In early 2004, the Government adopted a new development policy. By then the human rights-based approach had become a topical issue. Accordingly, one of the basic principles in the document was Finland's commitment to a rights-based approach in

her development policy which “means that the realisation of the rights of the individual as defined by international human rights agreements is taken as the starting point in Finland’s development policy.” (Development Policy. Government Resolution 5.2.2004) With this commitment the link between development and human rights was at the policy level clearer and stronger than ever before. Other basic principles included commitment to the Millennium Declaration (UN 2000), and thus also to human rights, democracy and good governance, protection of the vulnerable, promotion of gender equality and empowerment of women and to ensuring environmental sustainability.

The policy of 2004 stressed Finland’s own experience and the value added of Finnish development cooperation. The phrase “cross-cutting themes” appears for the first time in a development policy document. The cross cutting themes in the implementation of the policy were:

- *Promotion of the rights and the status of women and girls, and promotion of gender and social equality;*
- *Promotion of the rights of groups that are easily marginalised, particularly those of children, the disabled, indigenous peoples and ethnic minorities, and promotion of equal participation opportunities for them;*
- *Consideration of environmental issues.*

Finland particularly directed its support to strengthening democratic institutions and the civil societies in developing countries, to developing local government, and to helping to combat corruption. In the implementation of the MDGs Finland focuses inter alia on HIV/AIDS as a development issue. One can assess that all the themes presented in the first strategy had been carried along and now presented stronger than before.

With a new government a new policy document was adopted again in 2007. Similarly with the previous policies the new policy basically builds on the previous ones although with slightly new emphasis. Development policy remains an integral part of Finland’s foreign and security policy. It contributes to the global effort to eradicate poverty through economically, socially and ecologically sustainable development.

The policy recognizes that new and growing development challenges have emerged. Finland’s development policy stresses the significance of climate change and environmental issues, crisis prevention and support for peace processes. The policy notes that states have responsibilities and commitments towards their own citizens, the environment and other countries. The international fulfillment of these commitments creates the basis for common security and development. “*Progress towards democracy and the rule of law and the consolidation of human rights and a functioning civil society is a precondition for economically, ecologically and socially sustainable development.*”

The policy emphasizes that eradicating poverty is possible only if progress made in developing countries is economically, socially and ecologically sustainable. Therefore, social conditions must be stable. This in turn requires “*peace and security, well functioning*

democratic governance, respect for human rights, inclusive social and cultural development, and action to fight corruption". Experience has shown that favorable economic development is the best tool against poverty. Furthermore, Finland's development policy focuses on progress based on human rights. Thus, the rights based approach remains a basic principle of the development policy.

The cross-cutting themes in the 2007 policy that are supported throughout all Finnish development policy are:

- *Promotion of the rights and the status of women and girls, and promotion of gender and social equality;*
- *Promotion of the rights of groups that are easily excluded, particularly children, people with disabilities, indigenous people and ethnic minorities, and the promotion of equal opportunities for participation;*
- *Combating HIV/AIDS; HIV/AIDS as a health problem and as a social problem.*

3.4 Operational Strategies and Guidelines

Operational strategies

The Evaluation Team also assessed the operational policies or strategies of Finland's development cooperation for the sectors of health, education, HIV/AIDS, rural development, energy, and water from the viewpoint of mainstreaming of the cross-cutting issues in Finland's development cooperation. The aim was to see how well the themes are taken into account in these documents that form the basis for concrete development cooperation work.

The result of the assessment is summarized in the table below (Table 1) which shows to what extent the individual documents reflect and refer to the cross-cutting issues of human rights with special attention to the rights of the most vulnerable groups; women's rights and gender equality; and democracy, good governance and rule of law.

In general, all the sector strategies made reference to the cross-cutting issues. The education (MFA 2006a) and health (MFA 2007a) sector policies reflected more strongly the cross-cutting issues of human rights and gender equality. In these sectors the focus has traditionally been more on women and the most vulnerable groups. The rural development (MFA 2004b) and water sector policies (MFA 2008d), however, deal with the three cross-cutting issues in a more comprehensive way.

On the more institutional level the policies referred to the Millennium Declaration and MDGs (UN 2000) as the principle political framework and to some international sector policy frameworks, such as *Education for All* (UNESCO 1990). The health sector policy (MFA 2007a) also referred to the international human rights instruments, particularly the CEDAW (UN 1979) and the *Convention on the Rights of the Child (CRC)* (UNICEF 1989).

Table 1 Cross-cutting Issues in some of Finland's Development Cooperation Sector Strategies.

Sector Strategy	Cross-cutting Issues			Comments
	HR	GE	GG	
Health	X	X	z	<ul style="list-style-type: none"> - All themes, especially HR and Gender, reflected and discussed in a variety of contexts - Reference to the international HR instruments - Emphasis on "duty bearers" - Reflected in principles, goals, tools, focal areas and channels - Reflects HIV/AIDS as cross-cutting issue
Education	X	X	z	<ul style="list-style-type: none"> - All themes, especially HR and Gender, reflected and discussed in a variety of contexts. Equal access to education emphasizes children with disabilities, indigenous peoples, and ethnic minorities - Emphasis on "duty bearers" - Reflected in principles, priorities, channels and instruments
HIV/ AIDS	X	X		<ul style="list-style-type: none"> - Equitable availability of treatments, concentrating on women and vulnerable groups - Notes that a multisectoral and comprehensive approach is needed, but does not reflect good governance and democracy as a cross-cutting issue - Emphasis on "duty bearers" - HIV/AIDS mentioned as a cross-cutting issue in itself
Rural Development	X	X	X	<ul style="list-style-type: none"> - Equitable availability of treatments, concentrating on women and vulnerable groups - Notes that a multisectoral and comprehensive approach is needed, but does not reflect good governance and democracy as cross-cutting issue - Emphasis on "duty bearers" - HIV/AIDS mentioned as a cross-cutting issue in itself
Energy				<ul style="list-style-type: none"> - No reference to the cross-cutting issues
Water	X	X	X	<ul style="list-style-type: none"> - Clearly expressed all three themes, reflected and discussed in a variety of contexts - Reflects both "duty bearers" and "right holders" - Reflects HIV/AIDS

HR: Special attention to the rights of the most vulnerable groups (children, disabled, indigenous, ethnic minorities)

GE: Women's rights and gender equality

GG: Democracy, good governance, rule of law, anti-corruption

X= Several references; **z=** Few references

In the case of the policies of health, education, rural development and water sectors, the cross-cutting issues concerning the rights of the most vulnerable groups and equality were reflected in a variety of contexts and discussed some of the related problems. As regards focusing on the “duty bearers” and “right holders”, which are key questions in the rights based approach, the policies concentrated more on general institutional capacity strengthening. The documents do not generally reflect the rights based approach.

Guidelines

There are big variations in the ways how cross-cutting issues have been incorporated into the development cooperation related guidelines. The different themes (human rights, gender equality, and good governance) have not been handled in a balanced way, either. Some of the guidelines, namely the *Budget Support Cooperation in Finland's Development Cooperation* (MFA 2004c), and *Guidelines for Programme Design, Monitoring and Evaluation* (MFA 1999) use more detailed ways for presenting these issues (check lists, questions, examples, case boxes etc.), whereas the evaluation guideline mentions the cross-cutting issues only as a guiding principle in evaluation without operationalising them.

In the *NGO Development Cooperation guidelines* (MFA 2006b) the cross-cutting themes are mentioned more as sectors where NGO's work. *Concessional Credits in Finland's Development Cooperation; Policy Guidelines concerning the Concessional Credit Scheme* (MFA 2005a) only makes one remark on anti-corruption as an anticipatory action to be taken into accounts.

Good governance related sub themes are treated in the Sector Development Cooperation guideline (*Sektorituki Suomen kehitysyhteistyössä*) (MFA 2007b) more as possible problems and not as proactive ways for improving a development situation, starting from the concepts of anti-corruption rather than transparency (pls. see Table 2).

Table 2 Cross-cutting Issues in some of Finland's Development Cooperation Guidelines.

Guidelines	Cross-cutting Issues			Comments
	HR	GE	GG	
Sector Wide Support in Finnish Development Cooperation	z	X	X	<ul style="list-style-type: none"> - GG, HR, anti-corruption and balanced public economy mentioned as the “underlying principles” and requirements for sector cooperation. These are conditions and reasons to intervene if misuse of funds occurs - Reference to anti-corruption also as part of JFA/MoU templates - Cross-cutting themes (social and gender equality and HR, also environment and sustainable development) covered in annex 3 “Cross-cutting issues in sector programs”, also in annex 2 “sector programme preparation” as detailed questions
Budget Support Cooperation	X	X	X	<ul style="list-style-type: none"> - Democracy and GG discussed widely in different phases in the guidelines. In preparation, GG is treated as a requirement and one of the prerequisites to start budget support. In the analysis of risks political participation/parliamentary representation of women is also discussed - HR and GE mentioned as criteria when assessing partner country’s commitment to development; progress monitoring of poverty reduction through issues that reflect especially HR and gender equality themes - Assessments on “social and environmental impacts, particularly on the most vulnerable groups and areas”
NGO Development Cooperation	z	z	z	<ul style="list-style-type: none"> - The MDGs form the policy framework for the civil society’s work - GG related actions in NGO internal administration, such as book-keeping and auditing are encouraged - Support to foundations that operate in sectors, such as improving the position of disabled people, and implementing HR
Concessional Credits	-	-	z	<ul style="list-style-type: none"> - Anti-corruption measures mentioned
Programme Design, M&E	z	X	X	<ul style="list-style-type: none"> - Cross-cutting issues covered specially in Chapter 1 (Basic Principles) and to some extent in Chapter 2 (Project Design) with a variety of examples
Evaluation Guidelines	z	z	z	<ul style="list-style-type: none"> - Cross-cutting issues are mentioned as part of the guiding principles of evaluation (Chapter 2) and in Box 5: Outline of TOR

HR: Special attention to the rights of the most vulnerable groups (children, disabled, indigenous, ethnic minorities)

GE: Women’s rights and gender equality

GG: Democracy, good governance, rule of law, anti-corruption

X= Several references; **z=** Few references

4 ORGANISATION, RESPONSIBILITIES AND RESOURCES

Cross-cutting issues should be taken into account at all levels of implementation of the development policy and in all interventions of development cooperation. Cross-cutting issue should be mainstreamed in all policies, strategies and operations. Mainstreaming of cross-cutting issues should be the responsibility of all those involved. Thus it is important also to assess the institutional set-up for implementation of the development policy, the responsibilities and the resources.

4.1 Institutional Set-up and Division of Responsibilities

The Ministry for Foreign Affairs

The MFA is basically responsible for the management and implementation of Finland's development policy and cooperation. The MFA submits an annual report on development cooperation to the Parliament. While the report up to now has contained past year's activities, the intention is from now on to have also a more forward looking feature in the report. The report contains little on cross-cutting themes.

Since 2001, there have been six Departments in the MFA which have specific responsibilities related to development cooperation and mainstreaming of cross-cutting issues: the Department for Development Policy (KEO), the Department for Global Affairs (GLO) and three regional departments (Department for Africa and the Middle East ALI, Department for the Americas and Asia ASA, Department for Russia, Eastern Europe and Central Asia ITÄ and Department for Europe EUR). In restructuring the MFA GLO has been dismantled as of September 2008 and its duties delegated to other departments.

KEO is in charge of development policy matters and budgeting of development cooperation funds. It provides policy guidance and financing for development cooperation. The Development Policy Management Group, chaired by the Director General of KEO, considers all large issues and principal questions, mandates, sectoral and other policies etc. relating to the development policy or development cooperation. The Departments involved in implementation of the policy are represented in the Group.

Sectoral advisers

KEO houses a Unit for Sectoral Policies which has the responsibility for providing advice and guidance on sectoral policy matters and cross-cutting issues. Out of the 19 advisors in the Unit there are five who have specific responsibilities with the present cross-cutting issues (advisors in the fields of gender, good governance, democracy, rule-of-law and health/HIV/AIDS). In addition, a development related human rights advisor is working in the Human Rights Unit of the Political Department.

Apart from policy matters the advisors attend to specific projects in their field of expertise. This is understandable as that is where their specialization and main interest is. In addition, they should be available for all other interventions in all phases of the programme cycle, specifically for mainstreaming of cross-cutting issues. The evaluation has revealed that this is not the case. According to the interviews the advisors have, in addition to policy matters, only had time to review the specific projects in their own field and rarely have the time for advising on mainstreaming of cross-cutting issues in other interventions. According to the case studies they rarely visit long-term partner countries. In Nicaragua and Zambia only the gender advisor had visited lately but not specifically to advise on mainstreaming. In Nepal the human rights advisor has visited but mainly to assess the overall HR situation and specific HR projects.

The regional Departments are in charge of choosing the mode of cooperation with partner countries and setting priorities for the cooperation. They are also responsible for project or programme preparation, implementation and monitoring. There is a development cooperation related advisor in the ALI and ASA Departments but their task is one of a generalist rather than a cross-cutting issues expert. In the 2004 annual review on the implementation of the Development Policy it was noted that the aim is to develop the regional Departments into stronger knowledge centers. In the review that covered 2004–2006, Government reported to the Parliament that the knowledge of the personnel had been strengthened in accordance with the study (MFA 2004a) that was prepared in 2004. However, in the interviews it was revealed that there are no training programmes at the MFA or the Embassies regarding the rights based approach, cross-cutting issues or mainstreaming.

The GLO Department has been in charge of multilateral development cooperation. There has been one generalist advisor in the Department but no specific cross-cutting issues advisor. GLO's responsibilities regarding multilateral economic and social development issues will be moved to KEO.

Coordination

Although there have been five Departments with specific responsibilities regarding the cross-cutting themes there are few fixed arrangements for coordinating the issues within the MFA at the operational level. Issues that come up in the multilateral front are not automatically reflected in bilateral cooperation and vice versa. According to interviews, attempts have in recent years been made to have a better flow of information between the multilateral and bilateral side but further improvements would be required for more frequent two-way exchange of information and experiences. In 2007, GLO prepared a memorandum outlining ways and means to strengthen coordination and coherence and this has resulted in some improvements. The Embassies have been requested to report regularly on the activities of multilateral agencies in their host countries.

A Team for Cross Cutting Issues has been set up in the MFA (in KEO). Its role is to review cross-cutting issues in interventions and prepare a report to the Quality Assurance Group.

The Cross-cutting Issues Team has not been active since Finland's EU presidency in the second half of 2006.

Early in 2005 a Quality Assurance Group was established with participation from the KEO, GLO and the regional Departments. It is an advisory group which makes a quality assurance review of the project and programme interventions, usually twice at the preparatory stage of the project cycle, and makes comments and proposals on the proposed interventions.

There is no check-list which would guarantee that cross-cutting issues would always be systematically raised and considered. Questions have been raised and occasionally the advisors on the cross-cutting issues participate in the meetings and particularly when projects in their specific field of expertise are dealt with. Cross-cutting issues have been raised in other projects (as a mainstreaming issue) only four times in the last year, and even then only as a very general question.

The Embassies

The MFA has in recent years delegated preparatory and decision making powers to the Embassies although the process has been somewhat slow and unclear, and there seems to be some reconsideration of the matter. The Embassies in Hanoi and Managua have been chosen as pilot cases in the larger delegation of powers but even in these cases the division of labor is not clear. No clear general rules or guidelines have been prepared on the delegation of powers, responsibilities, division of labor or procedures to be followed.

To improve the situation a draft delegation handbook (version 1) was prepared for the Managua Embassy in late 2007. According to the draft it is up to the regional Department and the Embassy to agree on the details of the delegation and thus no general guidelines are expected. According to the document the Embassy has large powers in the preparation of interventions, although formally under the guidance of ASA. The Embassy is in charge of monitoring implementation of the interventions. The document is administrative in its nature and only mentions that the Embassy may report on cross-cutting issues as necessary.

Over the last few years the resources in the Embassies in partner countries have been increased. However, during the case studies in the three countries it appeared that the tide has changed and i.e in Zambia there is a tendency to decrease the personnel in the Embassy, particularly the advisors. The difficulty in recruiting able people was quoted as one reason. In Zambia the Joint Assistance Strategy (JASZ) which has resulted in a fairly strict division of labor between donor countries could also be a reason as other donors have the responsibility for many sectors and Finland's chances to have an influence are more limited. At the same time various type of external coordination meetings are taking more and more time of the staff. Coordination within the Embassy is weak and staff members do not always seem to know what is going on in other

sectors and programmes. There is a limited opportunity for learning from cross sectoral experiences. In this respect Nepal was an exception and the staff seemed to work much as a team and there were internal coordination meetings.

Responsibility for mainstreaming

As cross-cutting issues should be mainstreamed in all activities, the entire staff involved in the implementation of the development policy should have the responsibility in safeguarding that cross-cutting issues are given due consideration at all levels and stages. However, there are no guidelines for the staff on how cross-cutting issues or mainstreaming should be dealt with at the MFA or at the Embassies on the policy level or in aid interventions. Accountability for taking cross-cutting issues into account is unclear with the end result that when everyone is responsible, no one seems to be accountable. Also there is no training in cross-cutting issues or mainstreaming. In Nepal during the interviews with the United Nations Children's Fund (UNICEF) staff it was revealed that UNICEF is organizing training in HRBA for Nepali staff in central and regional levels. The evaluation Team proposed that UNICEF should offer such training also to the Finnish Embassy or donors at large. The Embassy should follow up the proposal.

In the interviews it was openly admitted that in bilateral cooperation it depends almost entirely on the desk officers to what extent the cross-cutting themes are taken into account in practical cooperation and in projects or programmes. One may or may not have an interest in one theme or another and may or may not have the required knowledge and skills to pursue the matter. The role of the Embassies has increased to some extent with the delegation of powers-process but the final responsibility still lies largely at the MFA.

Management information system

The management information system of the MFA on development cooperation is based on three separate systems:

- *The intervention system (projects and programmes)*
- *The decision registry (release of funds) and*
- *The book keeping system.*

These systems have been developed at different times, with different service providers and hard ware. The systems do not communicate well with each other. The systems are geared towards budgeting purposes and for following up disbursements. The system is unable to respond to present day planning and monitoring needs or to efficient results oriented management. The information collected by the statistical unit is based on these systems.

Due to the technical shortcomings much of the data and statistics, particularly related to cross-cutting issues, are hand-picked and tailor-made following specific requests. However, in the interviews it came apparent that the statistics are less than reliable and accurate due to the shortcomings of the management information system and

approximation used in the hand-picked data. To improve data collection and statistical performance it was felt that there is a need for a major overhaul of the management information system. Some reforms have been planned but in the interviews it was felt that perhaps the planned system is based rather on the needs of the archives and maintenance of records than on an up-to-date management information system.

4.2 Planning and Management Procedures

Strategic planning

The strategy of the MFA (MFA 2005b) is based on the Government Programme (Hallitusohjelmat) and policy documents. According to the Government Programme “Finland will advance human rights, democracy, rule-of-law and sustainable development all over the world”. In its development policy Finland will, more than before, emphasize environmental and climate change issues, prevention of crises and peace processes.

One objective of MFA’s strategy (MFA 2005b) is a more just world. To that end “the MFA supports the realization of democracy, good governance, human rights, equality, rule-of-law, a functioning market based economy and sustainable development”. In a world of increasing interdependence MFA will strive for better human security and reduction of poverty. In practice this means particularly that:

- International justice and global governance will be strengthened;
- The quality of development cooperation will be improved and partnerships for sustainable development will be strengthened;
- Rule-of-law, democracy and human rights will be advanced.

The MFA has adopted the Balanced Score Card as a strategic planning method and tool. It has been in place now for several years but it has not developed into a practical and functioning tool for strategic planning, operational guidance and monitoring results. Apart from the development policy papers adopted by the Government and the sectoral strategies adopted by the MFA (which have been discussed above in Chapter 3) the management of MFA does not seem to have specific tools for guiding the performance of Units, Departments and Embassies. With the less than perfect management information system also monitoring of their performance is difficult.

The interviews largely pointed out that there are an abundance of policy documents and guidelines for various aspects of development cooperation. Some even felt that there are too many policies and too many goals that have been set and therefore it is difficult to see the importance or priority of the different issues. There would be a need for a thorough discussion which would set priorities for all the policy issues and goals that have been adopted.

Operational planning

A development policy paper on the operationalisation of the development policy objectives was adopted in 2001 (see chapter 3.3 above). According to the policy, cooperation is based on regular political dialogue and consultations on practical cooperation with partner countries.

To prepare for these country negotiations the Regional Department of the MFA together with the Embassy concerned prepares a detailed background document and a mandate for the negotiators. According to the guidelines for the preparation of the negotiations the dialogue will cover any topical issue in the relations of the countries, political relations and international issues, trade and economic relations and development cooperation between the countries. Cross-cutting issues is only mentioned as one possible topic of discussion. The mandate for the consultations should only raise a limited number of topics that should be taken up in the discussions. Thus, cross-cutting issues are not necessarily raised each time.

Over the last few years, there has been some discussion within the MFA on the pros and cons of preparing country programmes for the long term partner countries. After a few years, and partly as a follow up to the emphasis of the new development policy, participation plans (osallistumissuunnitelma) have been prepared in 2008. The participation plans have features of a country strategy. According to the interviews the first draft plans which were returned to the drafters did not have cross-cutting issues incorporated into them. The final versions of the plans (at least for the case study countries) do cover also cross-cutting issues.

Interventions level

The MFA has prepared *Guidelines for Programme Design, Monitoring and Evaluation* (MFA 1999). In introducing Finnish development policy, the document, at a general level, notes that poverty reduction, protection of environment and promotion of equality, as well as democracy and human rights are basic objectives in Finland's development cooperation and thus these aims must be advanced and taken into account throughout the lifespan of each intervention. The guidelines do not, however, provide practical tools for taking cross-cutting issues into account in project design, implementation or monitoring.

Also, the guidelines do not build on the rights based approach. Problem analysis is discussed as a key phase in project design. It does not, however, mention the rights based approach in which situational analysis is even more stressed and particularly from the point of view of who is responsible (who is the duty bearer) for fulfilling the rights that are to be addressed in the intervention and particularly the rights related to the cross-cutting issues.

More than that, the guidelines treat cross-cutting themes as a separate issue, as something alien to the intervention itself or its components. Also the project document format introduced in the guidelines present for instance gender and environment as separate

issues from the intervention itself, something like add-ons related to compatibility and sustainability only. This approach does not encourage the consideration of cross-cutting issues in connection with every component of the intervention nor assessing the resources required for implementation of the themes.

The identification and design phases of the programme cycle are crucial for incorporating the consideration of cross-cutting issues in all components of an intervention as a cross-cutting issue. The Terms of Reference is the main tool for the MFA to direct actual preparation of interventions. In most cases the MFA out-sources the preparation of projects and programmes to outside experts. Their work is guided by the specific TOR prepared by the MFA. As cross-cutting issues are usually mentioned in the TOR as a routine item, without elaboration or much further guidance, the result is that also the preparation most often takes the themes up as compulsory routine items which often are almost passed in the mentioning. In practice it is most often up to the consultant's or the preparatory team's own interest and ability if cross-cutting issues are promoted or mainstreamed into the programme documents or not, or if specific resources are allocated in the intervention plan for implementation of the cross-cutting issues.

4.3 Allocation of Funds

The management information system of MFA does not provide information on the amount of funds allocated for the implementation of cross-cutting issues as a mainstreamed item, in other words information is not readily available on the funds allocated or used for the implementation of cross-cutting issues in projects where the main objective has been registered to a particular sector. In the intervention system the desk officer ticks a box indicating whether a sub-objective of the intervention is to support a cross-cutting theme. However, there is no indication of how much financial or manpower resources has been earmarked for implementation of the theme. A general observation from the case studies and from interviews is that it seems to be a common feature that no specific resources are allocated for implementation of cross-cutting issues.

Better information is available on the resources allocated and used for supporting specific projects on cross-cutting themes. The evaluation Team received from MFA statistics on Finnish supported interventions regarding the rule of law. At the end of 2007 there were 23 ongoing projects or programmes in that field (projects which had disbursements in 2007). The disbursements in 2007 amounted to approximately EUR 7.1 million. There were two large projects with a disbursement of EUR 3 million and 1.5 million. Otherwise the average size was around EUR 120 000. Some of the projects were supported from local cooperation funds of the Embassies. The nature of some projects was support to a specific purpose fund or general support to organizations such as the International Centre for Jurists or the International Development Law Institute etc.

5 MAINSTREAMING AND OPERATIONAL MODALITIES

5.1 Bilateral Cooperation

Mainstreaming of cross-cutting issues was evaluated through three case studies that were carried out in Nepal, Nicaragua and Zambia. The following highlights some of the salient points.

General

On a general level the case studies in the three countries resulted in a mixed picture regarding cross-cutting issues. In the case of Zambia the Joint Assistance Strategy (JASZ) has resulted in a fairly strict sectoral division of labor between donor countries. To avoid overlapping within the donor community cross-cutting issues are treated as if they were sectors. In the *Fifth National Development Plan 2006–2010 (FNDP)* of Zambia (Republic of Zambia 2006) they are also treated as sectors to give them more visibility and attract resources as experience has shown that mainstreaming has not resulted in real action and has in fact failed. In JASZ one donor country is responsible for one theme. Thus for instance Finland is the lead country for environment, Norway for gender etc. Finland has the responsibility to see to it that programmes and interventions of other donors take environmental concerns duly into account. Likewise Finland should have Norway to assess that gender equality is adequately covered in Finnish financed programmes. In practice this has led to situation where cross-cutting issues are taken even less into account.

Policy dialogue

Regarding the policy dialogue with partner countries the case studies revealed that over the years cross-cutting issues were, in general raised but only some issues in some of the countries. In Nepal, largely due to the internal strife, democracy and human rights have continuously been raised but lately also good governance and fighting corruption have been stressed. In Nicaragua the emphasis has been on good governance and gender equality. There the new government's policies have caused new friction in the dialogue. In the case of Zambia there is evidence that good governance issues including democracy (electoral frauds), rule of law and anti-corruption, were used as criteria for putting the development assistance on hold in 2001. The cross-cutting issues feature significantly all through the policy dialogue. As the bilateral negotiations were re-started in 2004, good governance (incl. rule of law, democracy and anti-corruption) remained strongly on the agenda. Also in Zambia gender has been a theme stressed.

In Zambia the situation has changed rather drastically. With the introduction of JASZ the dialogue with the partner country should nowadays, in fact, be conducted as a group and not bilaterally. Finland should thus raise a particular cross-cutting theme

with the donor that has the responsibility for the theme, or sector and advocate that donor raises the issue in the dialogue. With JASZ the situation has developed in the direction where the Embassy would seem to be responsible to the donor community rather than to MFA. Thus, for instance the participation plan is considered an internal paper rather than an action plan for Finnish development cooperation in Zambia. The Embassy was even concerned that the evaluation mission on cross-cutting themes had not been cleared with and granted permission by the other donors.

As a general feature the evaluation noted that while cross-cutting themes may have been raised in the consultations there are only very few examples where there has been logical follow up to discussing the theme in terms of agreeing on specific cooperation programmes on the theme or stressing the importance of mainstreaming that particular cross-cutting issue in all cooperation.

Intervention level

The TOR which guide the identification and design of interventions are the most crucial tool for incorporating cross-cutting issues and related financing in all components of an intervention. According to the interviewees the consideration of cross-cutting issues in project and programme preparations depends strongly on the interest and capacity of the desk officers who are responsible for preparing the TOR. Often some of the cross-cutting issues are mentioned there (and usually gender equality) but only what seems as a “compulsory add-on” rather than an issue of key importance. None of the TOR had referred to the rights based approach as a method in preparation and design of a project.

The preparatory missions have not included experts with experience in cross-cutting issues and have generally had a very limited time frame. Likewise, mid-term review teams have not included experts in these areas and their time frame has been short.

Programme and project implementing agencies and consultants should also be directed into taking crosscutting themes more actively into account. One way is that the evaluation criteria for tender evaluation should include criteria both on the inclusion of HRBA and consideration of cross-cutting issues in the approach and methodology. This would force tenderers to consider those aspects from the very beginning and as the tender is part of the contract documentation, they would also have the responsibility to deliver what is promised in the tender.

In Nepal and Nicaragua there are examples that although cross-cutting issues were not included in the TOR, project document or mid-term reviews the themes have in practice come into the project through practical implementation and they have been included in work plans of the intervention.

In Nepal the water and sanitation project document does not refer to the cross-cutting issues although they are topical issues in the country and particularly inclusion is a central goal in the government’s policies. However, with the active encouragement of

the adviser from the Embassy a base line study was carried out and subsequently, a Gender Equality and Social Inclusion Strategy was developed for the project during the inception period and is now being implemented. The project also developed a rather comprehensive monitoring system which covers also cross-cutting issues. The active involvement of the Embassy, the process of preparing the strategy and applying the rights based approach to an extent and the strategy itself are good examples of a best practice. The local ministry has taken the approach as an example for other projects.

However, a serious shortcoming is that no resources were allocated for implementation of the strategy because the consideration of cross-cutting issues was not properly included in the preparation phase of the project. Only limited resources have been found through a revision of the project budget. But even worse, the lessons learned from that best practices did not lead to proper programme preparation in the next project in the same sector and cross-cutting issues are again missing from the project. (See Annex 5 for the example in Nepal.)

In Nicaragua the rural development programme is based on the Sustainable Livelihood Approach (SLA) as a conceptual and methodological framework. Although the cross-cutting themes are not prominent in the programme document it is evident that they feature well in practice since the approach functionally incorporates some of the cross-cutting themes into its work. SLA is an approach that is a step towards the rights based approach and is complementary to it. From the example the approach has now been adopted to the whole rural sector in Nicaragua. The main difficulty of the programme has been the introduction and understanding of the SLA and the time consuming preparation of sub-projects through this approach, particularly at the early stages of the programme when there was pressure for quick disbursements without full consideration of sustainability of the results.

In Nicaragua a good example was the visit in 2005 of the gender adviser from MFA. The adviser assessed the gender aspect in each Finnish supported programme and organized gender training to the Embassy and programme staff which resulted in clearly increased interest in and activities on gender equality in the programmes. Furthermore, that seems to have been a good basis for preparation of a gender programme in an exemplary way, although the programme never materialised.

With the introduction of JASZ the Luapula agricultural and rural development programme is the only Finnish supported traditional bilateral project in Zambia. Environment, gender and HIV/AIDS of the cross-cutting issues are specifically mentioned in the project document. It addresses cross-cutting themes as a separate issue in accordance with the format provided in the *Guidelines for Programme Design, Monitoring and Evaluation* (MFA 1999). Objectives and strategies, component considerations and the organization for addressing cross-cutting issues are well defined. In addition, the policy framework for cross-cutting issues is presented separately which provides a wider context for addressing them. However, none of the cross-cutting issues have been subsequently operationalised and translated into activities in the logical

framework, not included in the project documents. One of the obvious reasons is that cross-cutting themes have been treated in the project document as separate issues.

During implementation it is the Steering Committee and the Supervisory Board who should make sure that the project includes the consideration of cross-cutting issues and that the project team indeed implements them. However, the minutes of the meetings of these bodies indicate that substantive issues of this nature are very rarely discussed. The meetings are more technical, administrative and financial in nature. Furthermore, partner country representatives may not often have true political interest in promoting cross-cutting issues. They may be accepted as something the donors want and insist.

Reporting on cross-cutting issues

The case studies show that reporting on cross-cutting issues from the Embassies has been rather vague. One reason is that monitoring at the project and programme level often does not cover cross-cutting issues and the projects and programmes do not report on the issues. Also, the MFA has not actively urged or requested reports on cross-cutting issues.

In Nepal the Embassy noted that one reason for not having reported on cross-cutting issues is that it is difficult to know what should be reported although the Embassy had been very actively involved in developing cross-cutting issues in the water and sanitation project. The substance is difficult and complicated, it was said. However, also the process should be reported as it could be an example for other projects. In accordance with HRBA the process is equally important as the other results. It remains to be seen if reporting will be activated now that the project has developed a good monitoring system which should already be in use.

5.2 New Implementation Modalities

Evaluating the degree to which Finnish cooperation has influenced the mainstreaming of cross-cutting themes in new cooperation modalities (budget support and sector-wide support) is a fairly complex task because work carried out collectively is difficult to attribute to one party.

Direct budget support

In Nicaragua the Joint Financing Arrangement (JFA) for budget support was signed in May 2005, with nine donors participating. The JFA is built on so called fundamental principles which include the cross-cutting issues which are regularly discussed and assessed between the parties. The donors have formed a Budget Support Working Group to discuss common positions. Finland's influence is channeled and views expressed mainly within this group. Finland has actively promoted transparency, decentralization and human rights. The change of government in 2007 in Nicaragua

highlighted the complexity of integrating cross-cutting themes into the new cooperation modalities and general budget support, since the objectives of the modality must coincide with those of the partner country. If the country's objectives are not clear, or if there are significant differences between the approaches of the country and the international community, the political dialogue becomes much more important. Thus, both partners needed to prepare new "rules of the game" following the change in government. Political dialogue is still an essential instrument in the partnership between donors and the government, along with the harmonization of donors. Finland has had an active contribution to the dialogue. There is a difference between the approach of the government and that of some of the donors in relation to the weight given to compliance with the fundamental principles and progress toward fulfilling different indicators when negotiating disbursements. In 2007, Sweden withdrew its budget support, Germany suspended its participation in 2008 and Great Britain will withdraw in 2009.

Also in Zambia the Memorandum of Understanding (MoU) on direct budget support is based on principles which include the cross-cutting issues. Likewise, these are regularly discussed and assessed in an annual review process. Budget support is thus an instrument for policy dialogue and the Embassy in Zambia has set the promotion of cross-cutting issues as an objective in the participation plan. However, following the JASZ arrangement Finland could only promote the cross-cutting issues in the donor group when joint positions are formulated. Thus Finland does not have an active role in promoting for instance gender equality and does not actively participate in the human rights working group. According to the Embassy Finland does not consider budget support as an aid modality where conditionalities could be easily put in effect unless a major crisis occurs.

Sector wide support

As regards sector support, in Nepal Finland is one of the donors that provide support to the education sector through the Education for All Programme (EFA). The funds are provided according to the sector wide approach through basket funding. The objectives of the programme are: ensuring access and equity; enhancing quality and relevance; and improving efficiency and institutional capacity. All the six components of the EFA focus on inclusion.

The EFA has a strong human rights and gender equality orientation in as much as inclusion of girls and all groups of the society is one of the specific targets of the programme. Good governance comes also into the picture as strengthening of the school administration and the entire administrative sector mechanisms for the programme are also points of support. Transparency and effectiveness are stressed also at the school level particularly regarding scholarships, procurement and construction and the aim is that all information should be locally available to the school management committee.

Finland was the focal point for the donors in 2006–07. According to all sources this was a period when the coordination mechanisms were considerably strengthened. In

that period the Government was given a strong role in the coordination, while previously it had been donor driven.

In Nicaragua Finland is currently supporting the health and the rural sectors through the FONSALUD and PRORURAL programmes. Cross-cutting issues are part of the FONSALUD MoU. However, they hardly feature in the latest TOR for the mid term evaluation. In all the revised documentation of FONSALUD, only the gender politics are mentioned as relevant. In the case of democracy, good governance and rule of law, the design of the FONSALUD responds entirely to the policies defined by the Ministry of Health. One issue in the dialogue would be to advance social participation in the public administration and reflect it in the health policies. This requirement is established in the Health Law.

PRORURAL is a public sector agriculture and forestry program that is based on the national strategy for productive rural development and on “public institutionality” that provides service for rural development. This strategy approved in 2003 has been modified since the change of government in 2007. The development objective of PRORURAL is to promote environmentally sustainable production of agricultural goods and services in rural areas. Recently, new objectives were added and sector policies were condensed into one sole objective. Seven cross-cutting objectives from the previous version were not included in the new version of 2007. Human rights is absent from the PRORURAL program although inclusion and participation should be the criteria used for selecting beneficiaries for government programmes.

According to the last mid term evaluation of PRORURAL the gender approach has been incorporated into all of the components and activities. PRORURAL uses a monitoring system measuring women’s participation and empowerment. However, this is not a representative system for the entire PRORURAL programme.

In Zambia Finland had supported the Education Sector Support Programme (ESSP), Phase III, which ended in January 2004. The MoU includes the commitment of the government to respect human rights, democratic principles, rule of law, good governance, transparency and accountability and forms the basis for cooperation. It also notes the government’s commitment to the Universal Declaration of Human Rights and the right to education (UN 1948), Convention on the Rights of the Child (UNICEF 1989) and the objectives of the Education for All (UNESCO 1990). Support in the education sector shows a best practice of mainstreaming cross-cutting issues and promotion of human rights. Policies and the sector programme are influenced by international commitments. Zambia’s education policy has always been aspired towards these international (and national) goals and objectives. Challenges are related to finance and capacity. Strong emphasis on cross-cutting issues and the rights based approach is also reflected in the sector priorities which explicitly mention improved access, gender equity and quality in basic education. Furthermore, effective decentralization of decision-making, procurement and financial management to districts and schools, and management and mitigation of the impact of HIV/AIDS are set as priorities. Priorities

also include addressing the regional imbalances and it is mentioned that “remote and disadvantaged areas will be specifically targeted for additional resource allocation, teacher deployment, and construction or rehabilitation of infrastructure”.

The private sector support MoU includes human rights, democracy, rule of law and good governance as fundamental principles of cooperation. In addition, the MoU includes a corruption principle. As a whole, the Private Sector Development Reform Programme (PSDRP) does not explicitly address any of the cross-cutting issues.

The Environment and Natural Resource Management and Mainstreaming Programme (ENRMMP; Draft 5) is currently at the pre-appraisal stage with Finland as the lead donor for environment. As in the other MoUs good governance, democracy and rule of law are guiding principles in the environment sector. However, in the actual project document there is no mentioning of the international and national human rights framework. Environment is considered both as a specific sector and a theme to be mainstreamed in all government strategies. Further on cross-cutting issues, the project document envisages the development of gender strategies, HIV/AIDS strategy, good governance and human rights strategy.

5.3 NGOs, Local Cooperation Funds

NGOs

Development cooperation projects of Non-Governmental Organisations were not evaluated as part of the case studies in the three countries. The role of cross-cutting themes in Finnish support to NGOs was assessed at the MFA level. Finland applies the “right of initiative” principle in its support to the development cooperation of NGOs. This means that each NGO has the right to initiate the type of projects in the country or region they wish and in the sector and with the approach they choose. The Government or MFA do not intentionally attempt to direct the operation of NGOs, for instance by setting clear regional or sectoral criteria for the support or by announcing targeted support programmes for specific purposes. However, it was said in the interviews that quite obviously and naturally NGOs are influenced by the Finnish development policy framework and by the frequent contacts that they have both with the MFA and the Minister for Foreign Trade and Development. NGO development projects should support the general Finnish development policy and they play an important role in Finland’s overall development policy.

In accordance with the “right of initiative” principle the MFA’s NGO Development Cooperation Guidelines (MFA 2006b) do not emphasize cross-cutting issues in any particular way. The Guidelines on Support for International Non-Governmental Organisations (*INGOs*) (MFA Brochure) state that: “projects carried out by INGOs are supported when they are estimated to be the most appropriate channel for promoting Finland’s development policy objectives”.

The MFA (2005c and 2005d) has prepared a development cooperation manual for NGOs. The intention of the manual is to assist NGOs in project planning (*Part I: Guidelines for Project Planning*) and in the preparation of applications for support (*Part II: Application Guidelines*). The project planning guidelines do advocate consideration of cross-cutting issues at the project level by presenting in the checklist on sustainability questions relating to wide participation, consideration of women, opportunities for the poorest to participate and benefit from the project, and are the needs of the most vulnerable taken into account, does it support social equity, environmental impacts, etc. The project plan format which has to be filled in is more direct in presenting a series of issues regarding the development objectives under the sub-chapter of “Cross-cutting themes of development policy” with specific sub-headings and more detailed ones under each of them. The sub-headings are: impact on the environment; reducing gender inequality; supporting the most vulnerable groups (the disabled, ethnic or religious minorities, aboriginals, children); and good governance and enhancing democracy. Human rights are not mentioned. The checklist used by the MFA on the selection criteria for support does not particularly stress cross-cutting issues. The criteria consider more the viability of the project.

The MFA does not continuously monitor the sectoral or thematic allocation of funds to support NGOs. As the organizations have the “right of initiative” such monitoring would be of little relevance. However, in the interviews it was noted that most of the NGOs that are active seem to have cross-cutting issues or some of them as an essential target or principle in their operations. Even a quick review of the ongoing NGO projects (*Kansalaisjärjestöhankkeet*; MFA 2008a) would seem to confirm that.

Local cooperation funds

Local cooperation funds (LCF) complement and support Finland’s wider bilateral development programme, but at the same time constitute an independent aid instrument for which the Embassy is in charge. In general LCF has been used specifically for the purpose of strengthening democracy, human rights and promoting equality, but also for reduction of poverty, increasing of security and economic interaction. Particular attention has been paid to the development of civil society, increasing social inclusion and equality, as well as transparency in society and local cultural identity.

In the selection criteria, the Embassy pays special attention to the extent to which the project aims at decreasing the inequalities in the country and mitigating the effects of the conflict. Therefore, and in accordance with the policy of inclusion, location of the proposed project, participation of women and marginalized groups in project preparation and implementation are in central position. Cross-cutting issues thus feature well in the selection process.

A large majority of the LCF projects in Nicaragua are supporting human rights of vulnerable groups. At the Embassy there is no mechanism where the lessons learnt from the LCF Fund projects could be shared with colleagues in charge of other projects.

In Zambia the LCF as an instrument addresses directly cross-cutting issues of human rights, gender, and good governance. Also HIV/AIDS and environment have been supported. In the 2008 proposal there is an increase of support to democracy of human rights. Other support includes election support, legal aid and education, advocacy strategy development against gender-based violence; promotion of widows, orphans and vulnerable children; promotion of culture of constitutionalism; and disability.

In Zambia the evaluation assessed integration of cross-cutting issues by selecting two NGOs/LCF interventions which directly address one cross-cutting issue each and by assessing how other cross-cutting issues have been integrated in these interventions. The result indicates that while most of the LCF support is directed to the themes of human rights, good governance and democracy also other cross-cutting issues are better featured and mainstreamed in the LCF interventions than in other aid modalities as described above.

Comparing the different modalities

In considering the relevance, effectiveness and sustainability of the different aid modalities one has to distinguish at least between the impact of each modality on the policy level and results of practical level implementation (Table 3). There is presumably also some variation between the different cross-cutting issues but the following assessment will not make that distinction.

Direct budget support programmes and sector wide programmes that were assessed cover well the cross-cutting issues in the programme documents. The agreed consultation and performance assessment mechanisms provide a good platform where the themes can be taken up and discussed with the central government. Thus both budget support and sector wide support can be considered relevant for policy dialogue although in Nicaragua the change of government has brought new challenges to the dialogue. The budget support dialogue reaches key ministries such as planning and finance ministries while sector programmes are dealt with by the sector authorities.

As regards practical implementation on the field level the monitoring and performance assessment indicators of the budget support programmes do not go to such detailed level that an informed judgment could be made regarding the implementation of the cross-cutting themes in practice. The responsibility lies with the partner country and there is little donor involvement or TA at the implementation level to provide verification.

As for sector wide programmes the picture is clearer because the monitoring and dialogue with donors is more detailed and the donors are closer to the implementation level. At least in those sector programmes that have been running for a longer period (education programmes in Nepal and Zambia) the results are tangible also concerning cross-cutting issues.

As regards more traditional projects and programmes, they as such do not appear to invoke policy dialogue, although they could be a pretext for instance for the Embassy to raise policy matters. Also as mainstreaming has not been well planned and implemented the impact on cross-cutting themes in the field is questionable. Programmes that have run for a long time or are iterative tend to develop practices and processes which advance cross-cutting issues even if not originally planned for. Good projects could be examples of best practice partly on the policy level but also as examples for implementation, as the water and sanitation project in Nepal shows.

LCF projects are by and large good in the field level in advancing cross-cutting issues. However, being small in size and usually at the very grass root level, their impact is rather limited.

As regards sustainability it is difficult to judge whether budget support will have a lasting impact on the policies regarding cross-cutting issues as little is known of the implementation end. Because sector wide support is already having an impact in the field (the schools and attendance, for instance) it can be assumed that the prospects of sustainability are rather good. As for projects and programmes, the better mainstreaming has been implemented the better prospects there are for sustainability regarding cross-cutting issue and other results. LCF projects may have sustained but limited impact.

Table 3 Comparison of Impact of Aid Modalities regarding Cross-cutting Issues.

Policy level impact	Modality	Practical impact in the field
+++	Direct budget support	- - - ?
++ -	Sector wide programmes	+++
- - +?	Projects and programmes	- - +?
- - -?	Local cooperation funds	++ -

5.4 Concessional Credits

The aim of Finnish concessional credits is to support the economic and social development of developing countries with Finnish know-how and technology, to increase financial flows from Finland to developing countries, and to promote economic co-operation between the countries. A concessional credit is a combination of a commercial export credit and interest subsidy provided by the MFA from development cooperation funds. Thus, projects financed by concessional credits become part of the official development co-operation of Finland.

According to the legislation on concessional credits the initiative in such projects is with the Finnish exporter. However, as development cooperation funds are also used concessional credit projects must be in line with the general objectives of Finnish development policy and support the partner country's development policies as well as fulfill the OECD terms

for soft financing. These credits should also support Finnish exports to developing countries and the project proposals therefore have to comply with two types of conditions: the underlying development objectives and the substantial Finnish interest.

Concessional credits can be extended to credit-worthy developing countries listed in OECD's list of developing countries (in practice to low and lower middle income countries). Furthermore, as the export credit must have Finnvera's official guarantee, Finnvera will assess that the country is creditworthy. Concessional credits have not been extended to Nepal, Nicaragua or Zambia. All proposals must comply with the guidelines published by OECD (2007) as amended periodically. The main principle is that the projects have to be economically sustainable but commercially non-viable.

The general TOR for appraisals of concessional credit projects point out that issues to be covered in the appraisal are relevance, efficiency and effectiveness, sustainability, poverty, gender, and environment as well as eligibility for soft financing.

5.5 Multilateral Aid and EU Development Cooperation

Multilateral context

Finland has over the years consistently advocated cross-cutting issues in the international organization, including UN agencies, the WB and other international development banks. According to interviews and the MFA's own reports Finland has a particularly high profile regarding the rights of women and gender and social equality. The basic avenues for extending Finnish influence, in addition to financial support, are statements in annual meetings and board meetings of the agencies, private meetings with top management of the agencies and active participation in the negotiation processes of resolutions and replenishment processes.

The direct influence of financial support is difficult to estimate. It is also difficult to assess the influence of active advocacy and a high profile in the processes because they are after all multilateral processes with a large number of actors and many groupings through which influence is extended. Also, the strongest influence is sometimes extended in informal contacts and through lobbying with likeminded countries and others and such work is often not seen and is difficult to verify. KEO has recently made a first attempt to assess achievements of Finland's gender equality policies in the multilateral sphere. Overall the achievements were assessed to be good.

The MFA has recently prepared a policy document on multilateral development cooperation (monenkeskinen yhteistyö) (MFA 2008b). Cross-cutting themes are mentioned there as guiding themes, among others and without any particular prominence. After this document has been prepared the strategies on cooperation with each agency will be reviewed during this year. Cross-cutting issues feature prominently in the MFA's UN strategy (MFA 2008c).

The key UN agencies have already some time ago adopted cross-cutting issues as basic principles in their policies and elements of their operations. Some of the agencies are very advanced in some of the themes. The UN agencies for instance have developed the human rights-based approach to development (HRBA) into a practical tool while most bilateral donors are still pondering its practical adaptation. Against this background interviewees were asked why Finland, among other donors, still has to advocate and have a high profile on cross-cutting issues. The explanation is that on one hand, there is always room for improvement and on the other hand, developing countries continue to question the cross-cutting issues in negotiation processes either because of differing policy views or as a bargaining chip in the negotiations. Therefore, there is a continuous need to advocate, advance and defend these basic issues.

The mandates of the WB and regional development banks emphasize their mission as economic agents. They should be politically neutral and not deal with political issues. Against this background the banks have been reluctant in adopting cross-cutting issues as themes in their policies or operations. Good governance is promoted by the banks as an issue of economic efficiency rather than a more politically flavored democratic governance concept. The WB has introduced a performance based allocation mechanism for allocating International Development Association (IDA) funds. The indicators have elements of good governance which heavily influence the allocations. The Nordic countries have supported a good governance fund at the African Development Bank.

Finland has together with the Nordic and likeminded countries advocated women's rights and gender equality. Most development banks used to have a WID approach and special WID units. Now they have adopted the approach of mainstreaming and the WID units have been abolished. The WB has recently established a gender programme which supports women as economic actors, women entrepreneurship etc. Adoption of cross-cutting issues in the development banks is rather fresh and therefore there is more need to follow up and advocacy with the banks. The AfDB has adopted equality as one of its criteria in lending.

Human rights are not in the mandate of the international development banks but the banks' action can promote human rights. Finland together with the Nordic countries is supporting a human rights trust fund at the WB in order to promote human rights consideration in the bank's operations and in the member countries.

Follow up of the agencies' and banks' work in implementing cross-cutting issues and other policies is done at the country level and in Board meetings. Active follow up by the Embassies and reporting from them is required and that has improved. The shortage of manpower in the Embassies is sometimes an obstacle.

European Union

In the EU context Finland has also over time systematically advocated the rights of women and girls in all policy level contexts. For instance, during Finland's Presidency

strengthening of the role of women in the society was for the first time adopted in the ministerial level resolution between EU and the Mediterranean countries.

A major achievement in the EU context has been the adoption of the European Consensus on Development in 2006 (EC 2006). Finland participated actively also in the adoption of cross-cutting issues as part of the Consensus. KEO prepared a memorandum on the negotiations outlining Finnish targets in the negotiations. On specific aim was to make sure that *the cross-cutting issues (equality, human rights, the rights of children and indigenous people, environment and capacity building incl. knowledge society)* are clearly spelled out and more clearly defined. Finland supports that HIV/AIDS and the rights of the disabled maintain as cross-cutting issues. The MFA estimates that it was largely due to Finland's active role that HIV/AIDS was accepted as one of the themes. The EC also monitors implementation of the cross-cutting issues in its annual development policy reports.

KEO has also prepared memoranda on the issue of commenting country strategies that are to be financed from the Development Cooperation Instrument (DCI) or the European Development Fund. Both documents underline the importance of mainstreaming cross-cutting issues. In reviewing the strategies Finnish representatives have to assess whether all the cross-cutting issues are included in the strategy and if not, questions must be raised as to why not. It is not sufficient that cross-cutting issues are mentioned, they must also have substance. These are very clear instructions for following up development cooperation in the EU context, actually much clearer than for instance in assessing whether cross-cutting issues are mainstreamed in Finland's own bilateral programmes.

6 KEY FINDINGS

6.1 Relevance

It is widely accepted in Finland and internationally that cross-cutting issues are important development goals in themselves and that they are of particular importance in view of achieving sustainability of all development efforts. Thus they are relevant for development and for development cooperation. Nothing came up in the evaluation which would have questioned this.

There is a very clear and strong commitment to advancing the cross-cutting issues in Finland's development policies and strategies. The documents more than adequately reflect the relevance Finland attaches to the themes.

Cross-cutting themes are also reflected in operational guidelines to some extent. However, the organizational responsibilities and operational practices do not reflect cross-cutting issues in a relevant way. Mainstreaming of cross-cutting issues is a responsibility of all but the chain of accountability is unclear and reporting is rather ad hoc. The management information system does not support monitoring of implementation of the themes. Advisors on cross-cutting themes are not supporting mainstreaming in a consistent way, the QAB seldom considers cross-cutting issues and the Team for Cross-cutting Issues is dormant.

The *Guidelines for Programme Design, Monitoring and Evaluation* (MFA 1999) treat cross-cutting issues as separate themes, not as issues to be mainstreamed in all the activities. HRBA has not been developed into an active working tool and method in development cooperation. TORs often ignore cross-cutting issues or they are added to them as apparent add-ons. However, there are examples that with active support of the advisors at MFA or the Embassy cross-cutting issues have been mainstreamed in a relevant way into programme implementation.

6.2 Effectiveness

Due to the nature of the evaluation an impact evaluation was not carried out and thus there are only some incidental cases for assessing the effectiveness of Finland's policies, strategies or operations in having an impact on the ground. In the multilateral field cross-cutting issues are well embedded in the policies of the EU and the UN development agencies and Finland has contributed effectively to that. The evaluation did not reveal how effectively those agencies then yield an impact in the field.

Finland has rather consistently taken cross-cutting issues up in the policy dialogue with its long-term partner countries, although not all themes every time with all countries. The evaluation did not reveal whether this dialogue has brought about effective change in the policies or practices of the partner countries. It would also be difficult to attribute positive change to the effectiveness of Finland's policies because other development partners, and many much larger than Finland, also conduct active dialogue.

What was said above about the relevance of the organizational responsibilities and operational practices reflects very much on the lack of effectiveness at the implementation level. However, there are cases which show that if and when cross-cutting themes are mainstreamed at the programme level in the field they have yielded results (for example in Nepal) which influence the way programmes are run. Moreover, the result have influenced the way how cross-cutting issues have been taken into account in various ways by stakeholders and beneficiaries. Sometimes the Finnish approach has been more widely adopted as the partner country's approach which is indicative higher degree of efficiency.

6.3 Sustainability

Finland emphasizes cross-cutting issues and the mainstreaming particularly in order to improve and safeguard the sustainability of the supported development efforts.

Cross-cutting issues have been in the focus of Finnish policies ever since the first development strategy of 1993 and even before, albeit with slightly varying emphasis. It seems clear that as regards the policy and strategic level there is strong sustainability in Finland's approach.

In principle, Finland aims at sustainability also at the organizational and operational levels. However, the weaknesses described above regarding clarity of responsibilities, accountability and practical implementation indicate that there is much room for improvement before Finland could be satisfied with sustainability.

6.4 Coherence and Finnish Value-added

Albeit there has been some variation in the set of cross-cutting themes from time to time it can be concluded that there has been and is coherence in Finland's approach to the cross-cutting themes at the policy and strategy level. Although interviewees expressed concern that the strong sustainable development emphasis in the present Development Policy may undermine implementation of cross-cutting issues it is clear that the themes remain high on the agenda also in the present policy document.

Cross-cutting themes have not been implemented in a systematic and coherent way in a way that all themes would have been considered and taken into account in all interventions and at all levels. The evaluation concludes that this would be an overly ambitious goal. Therefore, recommendations have been made to clarify priorities between the cross-cutting issues and other themes, and that at the country level the participation plan should indicate which cross-cutting themes are of particular importance in that country at that time.

The evaluation did not reveal that Finland would have any particular value added as regards cross-cutting themes. Finland has long experience with some of them, for instance gender equality, but so do other likeminded development partners, the EU and UN agencies.

7 CONCLUSIONS

7.1 Conceptual Framework and Policy Context

In the Finnish development policies and development cooperation there have been, over the years, a large variety of values, principles, issues, goals and objectives, sectors, and finally cross-cutting issues and cross-cutting themes. The hierarchy and priorities between the themes is not clear and this makes it difficult for staff members to emphasize and take into account particular issues, such as the cross-cutting themes, in all activities as is required in mainstreaming. More clarity is required.

The cross-cutting issues assessed in this evaluation are closely related to the rights based approach which has been a basic principle of the Finnish development policy since 2004. However, it has hardly been applied in practice. If fully applied it would strongly advance the cross-cutting issues.

Through the OECD policy paper *Shaping the 21st century* (OECD 1996), the European Consensus on Development (EC 2006), UN's Millennium Declaration and MDGs (UN 2000), and Finland's development policy documents (1993–2007) there seems to be a stronger Finnish political commitment to the cross-cutting issues of human rights, gender equality, democracy, good governance, rule of law, environment and HIV/AIDS than to any other development issues. These are issues which should be taken into account and mainstreamed in all development activities.

There is a sentiment among many of those interviewed that although the present development policy document builds on previous policies and recognizes the cross-cutting issues there is a danger that in practice most of the efforts will be directed at the renewed emphasis on sustainable development, the environment and climate change. Thus the issues of human rights, gender equality, and democracy and good governance may not have a sufficiently strong emphasis from the point of view of sustainability of other development efforts.

7.2 Management Framework

The responsibility for carrying out the development policy is spread out to four departments at the MFA and to the Embassies in partner countries. While mainstreaming of cross-cutting issues should be the responsibility of all staff members this wide-spread organizational responsibility highlights the challenge. Also, when it is a responsibility of all, no one has real responsibility and no one is demanding accountability. One particular staff member at the Embassy should be made responsible for monitoring and reporting on mainstreaming. The lack of training to all staff members on the rights based approach, HRBA, and cross-cutting themes and the lack of guidelines on

mainstreaming and the unclear division of responsibilities between MFA and the Embassies further complicates implementation. Continuous and wide based training should be provided on HRBA, cross-cutting themes and mainstreaming.

The terms of reference of the thematic advisors should be reviewed with the aim of focusing considerably more time on support and guidance in mainstreaming of cross-cutting issues. The size of specific projects on cross-cutting issues would not seem to warrant a major share of their work. On the contrary, if desk officers were responsible also for the specific projects they could also serve as an avenue to better understanding cross-cutting issues.

A Team for Cross Cutting Issues was established. Its role is to review cross-cutting issues in interventions and report to the Quality Assurance Group. The Cross-cutting issues Team has been dormant but it should be revived and its chairperson made responsible for monitoring reporting on mainstreaming.

The Quality Assurance Group is in a key position to safeguard that cross-cutting issues are given serious consideration in all interventions. The Group should receive special training in cross-cutting themes and mainstreaming. The processes of the Group should be developed to enable better consideration of cross-cutting issues. Particularly, the identification of fund allocation to implement the cross-cutting issues should become compulsory in all cases.

The management information system of MFA does not readily provide the required information on mainstreaming of cross-cutting issues and thus the management is not able to give guidance and demand results in that respect. Therefore also reports to the Parliament do not contain much information on cross-cutting issues although there is strong political commitment to them. Monitoring reports used by the management should always include information on the implementation of cross-cutting issues.

The *Guidelines for the Preparation, Implementation and Monitoring of Budget Support Cooperation* (MFA 2004c) should be thoroughly revised. The new guidelines should be based on the rights based approach and should provide sufficient guidance also with regard to cross-cutting issues and mainstreaming. The guidelines should incorporate cross-cutting issues in all project components and not introduce them as a separate issue and in that way the guidelines should also stress that project preparation should always assess the resources needed in each component for implementation of the cross-cutting themes. The project document format should be changed accordingly.

7.3 Mainstreaming and Operational Level

Some of those interviewed felt that the lack of guidelines on mainstreaming is a bottleneck for implementation. However, many did feel that the *Strategy and Action*

Plan for Promoting Gender Equality in Finland's Policy for Developing Countries 2003–2007 (MFA 2003) did give good tools for mainstreaming gender equality as a cross-cutting issue. The difficulty was more that the action plan has not been used in practice.

The Joint Assistance Strategy in Zambia seems to have taken donor coordination to the extreme, thus blurring Finland's possibilities to have a development policy profile of her own and advance her own priorities, such as the cross-cutting issues. It has also made the monitoring of mainstreaming of cross-cutting issues difficult in programmes that Finland finances as the responsibility of the cross-cutting issues are with other donors and they should also monitor Finnish financed programmes. This is not the case in practice.

The case studies confirmed the notion that the MFA advisors in cross-cutting issues are not much involved in programme level activities or mainstreaming which underlines the responsibility of the desk officers both in the MFA and the Embassy. The advisors should have a more active role.

It seems that there are cases where the partner country agrees to the importance of cross-cutting issues more as a token of pleasing the donor and making sure that the programmes and funds will be approved. In practice, however, the real political will and commitment to the cross-cutting issues are often lacking.

Reporting on cross-cutting issues is arbitrary. There is a need to make sure that the monitoring mechanisms of the interventions include cross-cutting issues and that they are reported on regularly at all levels, from the programmes, from the Embassy to the MFA and from the Ministry to the Parliament.

The programme documents on direct budget support included cross-cutting issues and they are debated on in the consultations between the donors and the partner country, although more like policy matters than practical implementation issues. Monitoring of actual implementation is more difficult as the performance assessment framework does not necessarily have such detailed criteria that cross-cutting issues and mainstreaming could be monitored in the implementation clusters. The cross-cutting issues are well covered also in the sector support programmes which Finland is supporting in the case study countries. The programmes have been running already for some time so the substance has also developed over the years.

The direct budget support and sector-wide approach will make implementation of HRBA much more challenging and difficult as has been noted in a 2006 study (MFA 2006c) on the implications of HRBA in Finland's development cooperation. Responsibility for adopting such an approach lies with the partner country and the possibilities of Finland or other donors to influence the process at the implementation level are diminished. There is a clear need to add elements on to those modalities and mechanisms that will ensure compatibility with a HRBA.

Programme or project preparation is the most crucial phase in terms of taking cross-cutting issues into account and making mainstreaming possible. The guidelines on programme preparation should be thoroughly renewed as they now have little if anything on HRBA and cross-cutting issues. Sufficient time and resources as well as expertise in cross-cutting issues should be made available for programme preparation. The rights base approach should be fully adopted in programme preparation and implementation.

As a routine procedure TORs should also be submitted to the advisors on cross-cutting issues in addition to the sectoral advisor concerned. In addition, Embassies should also automatically be involved in the preparation of TORs. Furthermore, the TOR for project design should always be sent to the Quality Assurance Board when a programme document is being considered so that an assessment can be made on whether or not cross-cutting issues have been included in the TOR and whether the preparation process has duly fulfilled the TOR.

More often than not, no human or financial resources are allocated for the implementation of cross-cutting issues. During programme design sufficient resources should be allocated for the implementation of cross-cutting issues. Without proper resourcing implementation will be haphazard.

The criteria for evaluating tenders on implementation should include both HRBA and cross-cutting issues and evaluators should assess how well and innovatively these have been addressed in the tenders.

It appears that cross-cutting issues are better taken into account in programmes that have been ongoing for a longer period thus allowing the inclusion also of more sensitive issues like the cross-cutting themes. The overall time frame for interventions should be sufficiently long if cross-cutting issues are to be properly mainstreamed and particularly if there have been flaws in programme preparation.

Cross-cutting issues are well established within the development cooperation policies of EU and the UN development agencies. Therefore, there seems to be no apparent need for strong advocacy or a high profile regarding cross-cutting issues. However, particularly in the UN system there is a need to safeguard that agreements already reached are not rolled back by developing countries or others. Cross-cutting issues need to be advanced with the international financing agencies to the extent their mandates allow.

8 RECOMMENDATIONS

1. A strategy should be developed which should:
 - a) clarify the relationship of cross-cutting themes with the large variety of basic issues in different situations,
 - b) establish the rights based approach as an active tool for Finnish development cooperation,
 - c) confirm support to cross-cutting themes both through specific programmes and mainstreaming,
 - d) clarify responsibilities and strengthen accountability regarding implementation of cross-cutting issues, and
 - e) outline the resources and capacity building required.

In addition, a country level strategy on cross-cutting themes should be prepared by the Embassy in the context of the participation plan confirming the 1–3 priority themes in that country.

2. The management framework regarding cross-cutting issues should be reviewed, responsibilities clarified and accountability strengthened, including:
 - a) one staff member at the Embassy level should be responsible for monitoring of and reporting on the mainstreaming of cross-cutting themes,
 - b) the Team for Cross Cutting Issues at the MFA should be activated and the Chair made responsible for monitoring reporting on mainstreaming of cross-cutting issues. The Team should report to the Quality Assurance Board (QAB),
 - c) the consideration of cross-cutting themes at QAB should be compulsory and based on specific checklists,
 - d) the annual reports to the Parliament should include a section on cross-cutting themes,
 - e) the terms of reference (TOR) of the thematic advisors should be reviewed so as to focus considerably more time on support and guidance in mainstreaming of cross-cutting issues,
 - f) wide ranging and continuous training should be arranged on the rights based approach (HRBA), cross-cutting issues and mainstreaming. QAB and other key staff should have special training and
 - g) the management information system should be developed so that the mainstreaming of cross-cutting issues could be monitored.

Practical guidelines should be developed on mainstreaming.

3. The guidelines on programme design should be thoroughly revised and they should:
 - a) be based on HRBA,
 - b) provide guidance on cross-cutting issues and mainstreaming,
 - c) instruct that cross-cutting issues have to be incorporated in all programme or project components,

- d) instruct to assess the human and financial resources needed for implementation in each component and
- e) have a new programme document format which does not treat cross-cutting issues as a separate issue.

Sufficient time and resources as well as expertise in cross-cutting issues should be made available for programme preparation. The rights base approach should be the basis of the TOR and fully adopted in programme preparation.

TORs should always be reviewed also by the advisors on cross-cutting themes and the Embassy concerned. The QAB should assess a programme document also against the TOR for its preparation to ensure that the consideration of cross-cutting issues has been duly included and that the programme document fulfills the TOR.



The criteria for evaluating tenders should include both HRBA and cross-cutting issues.

Embassies should insist that all interventions have a monitoring system including cross-cutting themes.

9 LESSONS LEARNED

The strong commitment to mainstreaming of cross-cutting issues has led to a dilemma, particularly as regards women's rights and gender equality. Mainstreaming has given a pretext to cut and reduce financing to specific programmes that have women's rights and gender equality as the main objective of the programme. And yet, with the obvious difficulties that there has been with mainstreaming and with the ill functioning management information system that cannot provide accurate and reliable information on mainstreaming efforts it seems that support to the cross-cutting issue in fact has been diminishing. It appears that if the very strong political commitment to cross-cutting issues is to be taken for real there is all the reason to provide support to the themes both through specific programmes and as an issue to be mainstreamed in all activities.

The rights based approach has been a basic principle in Finnish development policy for several years but there is little evidence that it would have been applied to any notable extent in practice. Today it appears that the rights based approach is almost a forsaken issue at the practical implementation level. However, with the close link HRBA has with the cross-cutting issues and mainstreaming there would be all the reason to activate the issue, provide widely the necessary training, revise guidelines to apply the approach and demand that programme preparation and implementation be carried out on the basis of the rights based approach.



Mainstreaming without resources is an illusion. There is a need to allocate sufficient time and resources in programme preparation to safeguard that mainstreaming of cross-cutting issues is well considered in relation to all programme components including the need for the resources. Human and financial resources need to be allocated in the programme budget for the implementation of cross-cutting issues in each programme component.

When introducing new concepts or approaches for development cooperation, such as rights based approach, cross-cutting issues or mainstreaming, it is important to clarify the scope and objectives, consider the consequences in terms of procedures and resources, and develop the related strategies guidelines and tools for the implementation as well as provide the necessary training. Sufficient time should be allocated for this preparatory work, lest a new concept or approach will be introduced as an empty shell increasing the potential for criticism of ineffectiveness and inefficiency.

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ANNEX 1 TERMS OF REFERENCE

Integrating Cross-cutting Themes?

Terms of Reference for

Evaluation of Human Rights and Equality, Democracy, Good Governance and Rule of Law in the Finnish Development Cooperation (89848401)

1. Introduction

Cross-cutting themes have been an integral part of the development cooperation policies throughout the years. Since the 90'ties human rights, environmental threats, women's rights and gender equality, democracy, rule and law and good governance have been emphasized as means to influence the reduction of extreme poverty and to promote sustainable development. Various policy papers have been produced to guide the mainstreaming of these topics into the development cooperation. There is even a policy marker system for tracking aid which supports cross-cutting themes. Less is known to what extent the cross-cutting issues have been taken into account in the preparation of strategies, in the implementation of the policies, in the design, implementation and follow-up of development co-operation and what role they play in dialogue and negotiations with partners and peers and international development actors. In the evaluations, the mainstreaming of cross-cutting issues have been discussed (Label us Able, Finnish development co-operation from the disability perspective, 2003; Gender Baseline Study, 2005; Evaluation of Environmental Management, 2006), but they have never been subject of a comprehensive, independent evaluation. Equally, the human rights in the Finnish Development Co-operation have been studied (Human Right-based approach in the bilateral cooperation of Finland, V. Andersson, 2005; Finland and Human Rights-based Approach to Development; 2006). However, OECD/DAC Peer Review of the Finnish aid, 2007, states that "the extent to which these cross-cutting issues are truly mainstreamed remains questionable, and a robust institutional and systematic approach is still required for including cross-cutting issues in project/programme implementation, reaching down to field level."

This evaluation will focus on the integration of cross-cutting/horizontal themes into the Finnish development cooperation. It takes the human rights as the point of departure when the horizontal themes of equality and non-discrimination (gender, vulnerable groups incl. indigenous and persons with disability); participation and inclusion; accountability and rule of law; democracy and good governance; environment and HIV/AIDS are assessed.

2. Background

The Universal Declaration of Human Rights was signed already in 1948 in the aftermath of the II World War. It was followed by a range of various covenants and international agreements on different aspects related to human rights (see Box 1). The roadmap for the international system for human rights was further strengthened through for ex. the thematic conferences of Beijing¹, Cairo², Copenhagen³, Johannesburg⁴, and New York⁵. The Vienna World Conference on Human Rights (2003), the Millennium Declaration in 2000 and the 2005 World Summit all recognise that development and human rights are interdependent and mutually reinforcing. In Larger Freedom report of 2005, the former UN Secretary General Kofi Annan emphasized the linkages between development, security and human rights. Mainstreaming human rights into all development actions has been encouraged by the UN system since 1997. The 2003 agreement on an interagency common understanding of a human rights-based approach (HRBA) to development programming was a decisive milestone for the international aid agencies to adopt policies on human rights as base for their work. Finland adopted it in 2004 which actually further strengthened and accentuated its earlier principles of involving human rights in development cooperation.

BOX 1 Map of human rights treaties

United Nations:

Universal Declaration of Human Rights (1948)
International Convention on the Elimination of All Forms of Racial Discrimination (1965)
International Covenant on Civil and Political Rights (1966)
International Covenant on Economic, Social and Cultural Rights (1966)
Convention on the Elimination of All Forms of Discrimination against Women (1979)
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (1984)
Convention on the Rights of the Child (1989)
International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (1990)
Optional Protocol to the International Covenant on Civil and Political Rights (1966)
Second Optional Protocol to the International Covenant on Civil and Political Rights, aiming at the abolition of the death penalty (1989)
Optional Protocol to the Convention on the Elimination of Discrimination against Women (1999)
Optional Protocol to the Convention on the Rights of a Child on the involvement of children in armed conflict (2000)
Optional protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography (2000)
Optional Protocol to the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (2002)

¹ Fourth World Conference on Women, Beijing 1995

² United Nations International Conference on Population Development, Cairo 1994

³ United Nations World Summit for Social Development, Copenhagen 1995

⁴ United Nations Summit on Sustainable Development, Johannesburg 2002

⁵ United Nations Special Session on Children, New York 2002

BOX 1 Map of human rights treaties continues

Council of Europe:

Convention for the Protection of Human Rights and Fundamental Freedoms (1950)

Source: Council of Europe <http://conventions.coe.int/Treaty/en/Treaties/Html/005.htm>

Africa

African [Banjul] Charter on Human and Peoples' Rights (1981)

Source: African Commission on Human and Peoples' Rights,

http://www.achpr.org/english/info/charter_en.html

Since 1990, many changes in aid modalities/aid architecture have taken place. The aforementioned thematic international conferences have also increased awareness and knowledge about the importance of underlying horizontal themes and their fundamental significance to aid quality and effectiveness. Poverty Reduction Strategy Papers (PRSPs) have given impetus to increasing attention to ownership of recipient countries and consequently the traditional donor-recipient relationship has started to shift towards partnerships and ownership by the partner countries, thus placing more emphasis on the policy environment where aid interventions are taking place. The Millennium Development Goals (MDGs) have, for their part, enhanced the need for a human-rights-based approach for achieving the objectives in a sustainable manner. The Harmonization and Alignment Conference in Rome, the Marrakech Memorandum and the Paris Declaration on Aid Effectiveness have increased the challenges for developing countries and donors alike by introducing new obligations and opportunities to improve aid effectiveness and poverty reduction. With all of these changes, the accountability of the donors' use of aid has not diminished.

Box 2 Human rights-based approach

A human rights-based development means that the rights defined by international human rights agreements will be respected, protected and promoted as a part of development. The human rights-based approach is a conceptual framework for the process of human development that is normatively based on international human rights standards and operationally directed to promoting and protecting human rights. It seeks to analyse inequalities, which lie at the heart of development problems and redress discriminatory practices and unjust distributions of power that impede development progress.

Sources: *Resolutions on Development policy (2004 and 2007) by the Finland's Government; Frequently Asked Questions on A Human Rights-based Approach to Development Cooperation,*

http://www.obchr.org/english/about/publications/docs/FAQ_en.pdf.

On the contrary. In fact, there is a need to explore more in depth from the point of view of mainstreaming of horizontal themes what all of this means for a donor like Finland: whether and how, amidst evolving aid architecture, aid modalities and harmonisation and alignment needs Finland has been able to adjust its methods related to the cross-cutting issues to the changing circumstances.

The most recent development policy of Finland (2007) refers to the linkage between security, development and human rights. In general, the principles of human rights are present in and supported by the policy as cornerstones for sustainable development. In fact, the policy paper underlines the respect and protection of human rights as the basis for the official development cooperation of Finland, not only as a cross-cutting theme. The preconditions for development and democracy are to be strengthened through active promotion of human rights in bilateral, multilateral and EU cooperation. Furthermore, social equality, rights of women and entrepreneurship are considered to be of great importance for well-being and democratization of the developing countries. Finland also fully supports the EU Development Policy Declaration from 2005, which is emphasising the comprehensive view of the security, development and human rights and points out human rights and gender issues as cross-cutting themes.

The current development policy of Finland defines the following themes as proper cross-cutting elements: 1) rights of women and children and the improvement of their conditions; strengthening of social and gender equality 2) improvement of the rights and inclusion of the vulnerable groups, especially children, disabled and indigenous people 3) fight against HIV/AIDS. Human rights are recognised to be the umbrella principle to all of these elements.

3. Evaluation Purpose and Objectives

The overall purpose of the evaluation is to assess and provide information on how and to what extent the Ministry for Foreign Affairs of Finland integrates the cross-cutting themes into official development cooperation taking the basic principle for the Finnish development cooperation as the starting point. The evaluation will study what weaknesses and strengths there are. It is also expected that the evaluation shall contribute, in the light of the new white paper on the Finnish Development policy, to the work of the MFA to improve performance in these areas, also taking into account the comments of the latest OECD/DAC review.

The objectives are:

- raised awareness of the present situation with its strengths, weaknesses, opportunities and threats in the area;
- enhanced organizational learning and accountability
- better informed integration of cross-cutting themes in MFA development cooperation including e.g. improved policies, strategies and working methods; better targeted responsibilities and resources; enhanced policy dialogue with pertinent partners and stakeholders etc.

4. Scope and Focus of the Evaluation

4.1. The main focus of the evaluation is on:

- human rights in all of its aspects with special attention to the rights of the most vulnerable groups like children and indigenous peoples and minorities.
- women's rights and gender equality
- democracy, good governance and rule of law

Other cross-cutting themes such as environment, HIV/AIDS can be included in special cases, if they are considered an essential element when assessing the above listed themes

4.2. The evaluation will explore the mainstreaming of horizontal themes in aid policies, various aid channels and instruments e.g. both the bilateral and multilateral development cooperation (excluding humanitarian aid) and also EC cooperation (CODEV, COHOM, ACP). The analysis shall assess Finland's role and performance in supporting and enforcing them in its own actions.

4.3. On the bilateral side, the evaluation will study such aid instruments as

- budget support, Sector Wide Approaches (SWAPs), traditional bilateral projects
- International nongovernmental organizations (INGOs), Nongovernmental organizations (NGOs)
- Local Development Funds
- Concessional Credit Schemes

Likewise, to the extent possible, the evaluation will study the approach of Finland in connection of Joint Assistance Strategies (JAS).

4.4. In multilateral and EC cooperation, the focus will be more on the contributions and the importance Finland gives to cross-cutting topics in discussions on international fora and in the governing bodies, annual consultations and replenishment negotiations of the multilateral organizations and through financial contributions. The evaluation should also explore the role of the embassies in monitoring and following how the multilateral organizations in the field take into consideration the cross-cutting themes in their work and how they relate to the partner country representatives and how the embassies report to the HQ.

4.5. The evaluation will review the integration of the cross-cutting themes based on a sample of key documentation since approx. 2000 (see under chapter 8). The sample shall include all relevant material like policies, strategies, guidelines, procedures, intervention documents and reports and sectoral evaluations etc.

4.6. The country visits will be selected so that both the bilateral and multilateral side and their mutual synergy can be covered and so that an ample coverage on various channels and financing modes can be obtained. Tentatively Nepal, Zambia and Nicaragua are considered possible targets for country visits.

4.7. It is expected that the evaluation team will familiarize itself with international research and evaluation material on the topic in order to broaden the picture and reflect the Finnish methods of work against international practices and research results.

5. Stakeholder Involvement

Various stakeholders need to be involved in the evaluation process to get a thorough, comprehensive information. For that purpose, a reference group will be established and should be ideally composed of representatives of the Unit for Evaluation and Internal Auditing, the Policy Department and other relevant departments i.e. the staff members most intimately related to the focus of the evaluation. It is, however, important that the key personnel dealing with cross-cutting issues in their work get a possibility to give immediate feedback on preliminary results from the evaluation, in order for them to commit themselves more closely to the final results and their implications for their work. Such persons could be heads of units, team leaders, advisors, key persons in MFA network. It is vital that the evaluators from the beginning of their work maintain contacts that allow fluid flow of information for their work, be it then at the HQ or at the embassy/partner country level.

6. Tasks

- The evaluation will study the **relevance, effectiveness, sustainability, outcomes/results, impact and coherence** of the methods, actions of the MFA in using the horizontal themes in the development cooperation. It will also assess the **Finnish value added** where deemed appropriate. It is expected that the team gives its overall assessment as to what extent the efforts of the MFA can be considered to be successful in improving the horizontal inequalities or prevented the deterioration of the existing situation.

The main tasks include:

National policy relevance and international relevance

- analysis on the political and conceptual basis for the MFA actions

External performance

- analysis on how the cross-cutting issues are approached in formal policy negotiations between Finland and its partners, in the international fora and governance bodies of multilateral organizations
- identification/analysis of possible concrete outcomes and results

Internal performance

- analysis on the role of cross-cutting issues in overall and sectoral policies, country strategies (or equivalent), departmental action plans, project documents and M&E reports, guidelines and other documents including various guidelines on the use of various aid modalities
- analysis on the outcomes and results

- analysis on how the desk officers, team leaders and directors deal with these themes in their work
- analysis on how the MFA as an organization implements integration of cross-cutting themes through the bilateral and multilateral channels?

7. Evaluation questions

This list is by no means precise or exhaustive. Primarily the evaluation team is expected to use its professional skills and experience in defining the approach and methodology to the evaluation.

Human rights as the guiding principle:

- To which extent does the MFA use the human rights as an explicit normative, analytical and operational framework in the development cooperation?
- How does it affect for ex. selection of partner countries/organizations, actual aid allocations and selection of aid instruments?
- To what extent and when are the human rights addressed through specific aid interventions of their own and how much this specific support has an effect to Finland's mainstream policies in those countries/international organizations? What channels and instruments are used and on what ground are choices made?
- Has the human-rights-based approach since 2004 for ex. increased appreciation of considering various HR aspects in the Finnish development cooperation?

Strategic use of cross-cutting themes:

- What policy objectives have been formulated and what strategies developed to realize the inclusion of cross-cutting themes?
- To what extent is the inclusion of horizontal themes discussed with partner countries, multilateral system, with EC? What were the reasons for possible diversions? Identification of what types of approaches have contributed to a successful outcome or are felt to be most effective to achieve the expected objectives.
- Does the sectoral composition of the Finnish aid contribute/support inclusion of and better attention to horizontal themes?
- To what extent do PRSs (Poverty Reduction Strategies) and/or MDGs (Millennium Development Goals) or PD (Paris Declaration) contribute to the integration of cross-cutting themes in negotiations with partners, in statements on international fora and conferences/governing boards?
- How have the changing aid modalities/operating modes affected the inclusion/exclusion of cross-cutting issues in design and implementation of the Finnish aid interventions and how? For ex. transition from project to programmatic approach/direct budget support.

Translating aid policies into practise

Bilateral aid

- To what extent are the cross-cutting issues taken into account in aid allocation, design and implementation, review or evaluation of interventions?
- To which extent the Quality Assurance Group considers various aspects related to listed cross-cutting issues in connection of ex-ante quality checking?
- Challenges/difficulties in capturing/dealing with horizontal inequalities/any of the cross-cutting issues in question in aid interventions (for ex. HRBA)?
- To what extent have possible defects in integrating cross-cutting themes hampered aid effectiveness or done any harm?
- To what extent HR-based approach is taken into account at intervention/statistics level?
- According to some OECD/DAC studies the human rights-base approach can enable the donors to move away from service delivery towards a capacity building role. What is the case in the Finnish aid?

Multilateral aid

- What kind of networks/partners/methods is the MFA using to enhance the inclusion of human rights and horizontal themes in the work of the international organizations and institutions?
- To what extent have the Finnish efforts influenced the corporate governance systems in these areas? What methods has been used to verify it?

8. Methodology

The evaluation will take place in **two phases**.

The first will concentrate on collection and studying the material and of supporting interviews to form an basis for assessment of strategic, operational, relationship and knowledge management of cross-cutting themes within the MFA. It is also expected that the evaluation team will assess the theoretical basis of the aid interventions, esp. in case of bilateral interventions, to clarify a) implementation context and b) basic project/programme logic and assumptions and make, if possible, a comparative assessment of theories across a range of different projects on the basis of documentation. Consequently, the focus is rather on the MFA than the project owners or executors. It may prove necessary to study also the chain of actions/ /delegation between donor HQ and field/target population and the mechanisms which connect/disconnect these two.

The second phase will focus more on the operational side of the topic of this evaluation including field visits. This phase can be realized stepwise the specifics of which need to be elaborated by the evaluation team. The outcome will be a more in detail study on how the cross-cutting themes' role and impact and results are taken into account in the Finnish development cooperation and what possible implications the adopted approach to the cross-cutting issues have had. During the field visits the evaluation team must assess also the extent of cooperation and coordination with other development actors

in the field. The evaluation team is to utilize the evidence-based information extracted during the field visits and through the desk study and interviews for assessment of the overall performance of MFA, lessons learned/to be learned and finally for synthesis on how the integration of cross-cutting issues into the Finnish development cooperation could be enhanced. To finalize the evaluation additional interviews to substantiate preliminary observations and crosschecking of findings can be carried out.

In the review of the documents, special attention will be paid to changes over time as well as possible variations in treatment and implementation between different topics. In the review of policy documents, the assessment shall be made by comparing them with previous policies, if any, to have a possibility to see variations.

The Unit for Evaluation and Internal Auditing provides the winning tenderer with a selection of documents and references as well as a list of useful contacts within the Ministry and the embassies. In addition, the evaluation team is encouraged to utilize any convenient means of modern technology for collection of relevant material. The main responsibility for carrying out the work lies with the team itself.

9. Evaluation Team

The evaluation team shall be composed of experts with specialization and solid experience on the topics of this evaluation i.e. the cross-cutting themes and their significance in development cooperation. This implies necessarily also that the team can demonstrate adequate knowledge and experience on these issues in the developing countries and aid interventions. Familiarity with the Finnish development policies is an important asset. Prior experience in evaluation of complex development cooperation issues is a must. Thorough understanding the problems related to the operationalization of aid policies, changes in the international aid architecture and aid modalities and the obligations related to the implementation of the Paris Declaration, MDGs and the international conventions and agreements on the themes of this study.

The team must include both male and female experts plus local experts for tracer studies and alike. The team can consist of maximum four members in the core team out of which one must come from a developing country and at least one must be fluent in oral and written Finnish (as part of the documents might be available only in Finnish).

The instructions to tender, Annex 2, will give a detailed description of compulsory and preferable requirements expected from the team members as well as those for the tender as a whole.

10. Work Plan and Schedule

The evaluation will be carried out within approx. five months-time from the signing of the contract. The evaluation team shall present a preliminary work plan with time schedule and methodological approach for carrying out of the work in their tender.

Roughly, the evaluation consists of the following phases:

- initial discussions at the Ministry
- inception report ready within four weeks from the above mentioned discussions at the Ministry
- interim report approx. six weeks after the inception report
- field phase and more in-depth studies after which the final draft report ready, approx. eight weeks after interim report
- a round of comments and a possible workshop/seminar (max. 14 days)
- final report ready within one week from receiving the comments

11. Reporting

The main report shall not be more than 50 pages maximum, annexes excluded. Figures, flow-charts, graphs and other visual means are encouraged to be used to clarify matters rather than long verbal expressions.

The evaluation team shall exercise discrete manners while carrying out the task so that the views and opinions of individual persons are not disclosed without prior consent by the person in question.

The report shall be submitted in five (5) hard copies and in the electronic format both as MS Word Office and PDF files. The report shall be written in English, and the quality of the language must be checked and the editing of the report must allow printing without further editing. The structure of the evaluation report shall follow instructions given in the most recent Evaluation Guidelines of Finland (Annex E). It is important that the report is clear in defining its findings, conclusions and recommendations. Vague language should be avoided. Table formats may also be used for clarity.

The report will include an abstract in English, Finnish, and Swedish, and an executive summary in English and Finnish. The final version must be carefully proofread and follow the instructions provided separately by the Ministry.

The Evaluation Guidelines of the MFA are available at:

<http://formin.finland.fi/Public/default.aspx?contentid=105900&nodeid=34606&contentlan=1&culture=fi-FI>

The evaluation team is expected to check the quality of the evaluation report against the nine (9) criteria of the EU. It can be found at the web page of the evaluation unit of the Europeaid: http://ec.europa.eu/evaluation/methodology/guidelines/gui_qal_flr_en.htm

The quality standards of development intervention evaluation of the OECD/DAC (2006) prevail throughout the evaluation. Standards can be found from the web page of OECD: <http://www.oecd.org>

For the prior evaluation reports send a separate request by e-mail to KEO-08.

12. Budget

The total costs will be covered by the Ministry according to the general principles of the Standard terms for the payment of Fees and Reimbursement of Costs. The maximum available budget for the evaluation is 153 000 € (VAT excluded) which cannot be exceeded.

13. Mandate

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organizations. However, it is not authorized to make any commitments on behalf of the Government of Finland.

Helsinki, 22 November 2007

Aira Päivöke
Director







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