

EVALUATION

EVALUATION OF THE AGRICULTURE, RURAL DEVELOPMENT AND FOREST SECTOR PROGRAMMES IN AFRICA

Evaluation on Finland's Development Policy and Cooperation

August 2019

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Final Report

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Acronyms and Abbreviations

ABC	Agri Business Capital
ACP	African, Caribbean and Pacific
ADRA	Adventist Development and Relief Agency
AFERIA	Adaptation for Ecosystem Resilience in Africa
AFF	Agriculture, Forestry and Fisheries
AFT	Aid for Trade
ARD	Agriculture, Rural Development
ARDF	Agriculture, Rural Development and Forestry
ASALS	Arid and semi-arid lands
ASAP	Adaptation for Smallholder Agriculture Programme
AU	African Union
BEAM	Business with Impact
BIODEV	Biocarbon and Rural Development
CA	Conservation Agriculture
CAADP	Comprehensive Africa Agricultural Development Programme
CBD	Convention on Biological Diversity
CBFM	Community based forest management
CCO	Cross-Cutting Objective
CFA	Community Forest Associations
CFU	Conservation Farming Unit (Zambia)
CGIAR	Consultative Group on International Agricultural Research
CHIESA	Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa
CIFOR	Centre for International Forestry Research
CIRAD	French Agricultural Research Centre for International Development
CSA	Climate Smart Agriculture
CSGs	Commodity Study Groups
CSM	Country Strategy Modality
CSO	Civil Society Organisation
CSP	Core Support Programme
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DAG	Development Assistance Group
DANIDA	Danish International Development Agency
DFID	Department for International Development
DPP	Development Policy Programme
DPs	Development Partners
EIP	External Investment Plan
EQ	Evaluation Question
ERET	External Review and Evaluation Team
ESG	Environmental, social and governance
ETH	Ethiopia

EU	European Union
EVA	Development Evaluation Unit (of the MFA)
FAO	Food and Agriculture Organisation of the United Nations
FAV	Finnish added value
FCPF	Forest Carbon Partnership Facility
FDT	Forest Development Trust
FELM	Finnish Evangelic-Lutheran Mission
FFD	Food and Forest Development Finland
FFF	Forest and Farm Facility
FFPOs	Forest and Farmer Producer Organisations
FFS	Farmer Field School
FGD	Focus group discussions
FHHs	Female-Headed Households
FIP	Forest Investment Programme
FLC	Fund for Local Cooperation
FSA	Food Systems Approach
FSC	Forest Stewardship Council
FTA	CGIAR Research Program on Forests, Trees and Agroforestry
FVA	Finnish Value-Added
FWITC	Forest and Wood Industries Training Centre
GCF	Green Climate Fund
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse gas
GIZ	German Society for International Cooperation
GNI	Gross national income
GTK	Finnish Geological Survey
GTP	Growth and Transformation Plan (Ethiopia)
HH	Household
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immune Deficiency Syndrome
HLPE	High-Level Panel of Experts for Food Security and Nutrition
HRBA	Human Rights Based Approach
ICI	Institutional Cooperation Instrument
ICRAF	Institute World Agroforestry Centre
ICT	International Trade Centre
IDLO	International Development Law Organisation
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
IFPRI	International Food Policy Research Institute
ILUA	Integrated Land Use Assessment
INDC	(Intended) National Determined Contributions
IPBES	Platform on Biodiversity and Ecosystem Service
IUCN	International Union for Conservation of Nature
JPO	Junior Professional Officer
KEFRI	Kenya Forest Research Institute

KEN	Kenya
KFS	Kenya Forest Service
KVTC	Kilombero Valley Teak Company
LDCs	Least Developed Countries
LIMAS	Lindi and Mtwara Agribusiness Support
MDG	Millennium Development Goals
MFA	Ministry for Foreign Affairs
MICCA	Mitigation of Climate Change in Agriculture
MMMB	Miti Mingi Maisha Bora
MOZ	Mozambique
MTE	Mid-Term Evaluation
MTR	Mid-Term Review
NAP	National adaptation plan
NDC	National determined contributions
NFBKP	National Forestry and Beekeeping Programme Phase II
NFBKPII	National Forest and Beekeeping Programme (Tanzania)
NFC	New Forest Company
NGO	Non-Government Organisation
ODA	Official development assistance
OECD	Organisation for Economic Co-operation and Development
OSP	Out grower Scheme
PARPA	Action Plan for the Reduction of Absolute Poverty
PEDSA	Mozambique's Strategic Plan for Agriculture Development
PFM	Private Forestry Programme
PIF	Public Sector Investment Facility
PLARD	Luapula Agricultural and Rural Development
PMU	Project Management Unit
PNISA	National Agricultural Investment Plan (Mozambique)
PPP	Public-private partnership
PRODEZA	Programa de Desarrollo de las Zona Áridas
PROFOR	Program for Forests
PWD	Persons with Disabilities
RBM	Results-Based Management
REDD	Reducing emissions from deforestation and forest
REILA	Responsible and Innovative Land Administration
SACCO	Credit and Savings Cooperatives
SDG	Sustainable Development Goal
SFM	Sustainable Forest Management
SFVC	Sustainable food value chain
SIDA	Swedish International Development Cooperation Agency
SME	Small and medium-sized enterprise
SNV	Netherlands Development Organisation
TA	Technical Assistance
TGA	Tree Grower Association
TL	Team Leader
TOC	Theory of Change

TTGAU	Tanzania Tree Growers' Association Union
TZA	Tanzania
UK	United Kingdom
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organisation
US	United States
USD	United States Dollar
VC	Value Chain
VCA	Value Chain Analysis
VICOBA	Village Community Banks
VLFR	Village Land Forest Reserves
WB	World Bank
WEFE	Water, Energy, Food and Ecosystems
WEFN	Water-Energy-Food Nexus
WFP	World Food Programme
ZAM	Zambia
ZNFU	Zambia National Farmers Union

Tiivistelmä

Suomen maatalous-, maaseutukehitys- ja metsäsektorin (MMM) kehityshankkeista Afrikassa on tehty strateginen evaluaatio. Sen tarkoitus on tukea ulkoministeriötä (UM) identifioimaan tarkoituksenmukaisia ja tuloksellisia lähestymistapoja ja toimintamalleja, joiden avulla voidaan edistää nykyisten hankkeiden toteutusta ja tulevaisuudessa tapahtuvan yhteistyön suunnittelua.

Evaluaatio perustuu havaittuihin tuloksiin, minkä lisäksi se tarkastelee sektorin ajankohtaisia trendejä sekä muiden toimijoiden kokemuksia. Evaluaatio perustuu kirjallisen aineiston analyysiin, haastatteluihin ja ryhmäkeskusteluihin UM:n ja muiden organisaatioiden kanssa sekä maavierailuihin (Etiopia, Kenia, Mosambik, Tansania).

Evaluaation tulokset käsittelevät aiheita, joissa Suomi voi parhaiten edistää 1) kestävän kehityksen tavoitteita, kuten olosuhteita, joissa arvoketju-lähestymistapa toimii parhaiten; 2) köyhyyden lievittämisen tukemista; 3) ihmisoikeusperustaisen lähestymistavan ja läpileikkaavien tavoitteiden soveltamisen haasteita; 4) kokemuksia kestäväan maankäyttöön investoinnista; 5) erilaisten apukanavien käyttöä MMM-sektorin tukemiseksi; 6) puutteita kokemusten systemaattisessa hyödyntämisessä; 7) arvioinnin ja seurannan kehittämistarpeita; sekä 8) niitä rajallisia hyötyjä, joita suomalaisen lisäarvon korostaminen on tarjonnut.

Tärkeimmät suositukset koskevat 1) yhteistyötä maankäyttöön liittyvissä toimissa kestävän kehityksen tavoitteiden sekä Pariisin ilmastopöytäkirjan kuuluvien kansallisten sitoumusten mukaisesti; 2) arvoketju-lähestymistavan kehittämistä taloudellisesti kannattavissa arvoketjuissa; 3) institutionaalisten valmiuksien vahvistamisen ja ruohonjuuritason toiminnan yhdistämistä; 4) läpileikkaavien tavoitteiden ja ihmisoikeusperustaisen lähestymistavan huomioonottamista niin poliittisissa linjauksissa kuin käytännön toteutuksessa; 5) kahdenvälisen hankkeiden ja yksityissektorin investointien yhteisvaikutuksien vahvistamista; 6) avun eri kanavien käytön monipuolistamista MMM-hankkeissa ja -ohjelmissa; 7) aikaisempien kokemusten järjestelmällisestä ja parempaa hyödyntämistä MMM-sektorilla; 8) osallistumista integroitujen lähestymistapojen kehittämiseen; 9) suomalaisen lisäarvon merkityksen lisäämistä siihen tarkoitukseen kohdennettujen toimintojen kautta.

Avainsanat: *Maatalous, maaseutukehitys, metsät, kokemusten hyödyntäminen, strategian parantaminen, fokus; tarkoituksenmukaisuus; tuloksellisuus; Suomen kehitysyhteistyö*

Referat

Denna utvärdering av jordbruks-, landsbygdsutvecklings-, och skogssektorprogram (ARDF) i Afrika bidrar till det finska utrikesministeriets (UM) ansträngningar att identifiera relevanta och effektiva metoder och mekanismer för genomförande av pågående program och planering av framtida samarbete inom nämnda områden. Utvärderingen är resultat-orienterad men utforskar även tendenser och lärdomar som andra aktörer kan bidra med. Den baserar sig på dokumentstudier, intervjuer och gruppdiskussioner inom UM, med andra organisationer samt i de länder som har besökts (Etiopien, Kenya, Moçambique, Tanzania).

Utvärderingen pekar ut områden där Finland har bäst möjligheter att bidra till FN:s hållbarhetsmål; de förutsättningar under vilka en värdekedja-baserad strategi (Value-Chain Approach, VCA) fungerar bäst; bidrag till fattigdomsreducering; de utmaningar som följer med ett rättighetsperspektiv och fokus på tvärgående mål; erfarenheter från investeringar i bärkraftigt naturbruk; den blandning av metoder som är bäst lämpad för ARDF; bristen på systematik i lärandet; behovet av bättre uppföljning och utvärdering; samt den begränsade nyttan av vad som kallas finskt mervärde (Finnish Value-Added, FVA).

Utvärderingens rekommendationer fokuserar på: hur samarbetet inom naturbruksbaserade aktiviteter kan förbättras i linje med FN:s hållbarhetsmål och ”nationellt fastställda bidrag” (NDCs); det praktiska genomförandet av VCA; kombinationen av kapacitetsutveckling av institutioner och insatser på gräsrotsnivå; hur tvärgående mål och ett rättighetsperspektiv kan hanteras på ett bättre sätt på policy-nivå och vad gäller genomförande; stärkande av synergieffekter mellan bilaterala projekt och privata investeringar; ett mer varierat användande av olika metoder inom ramen för ARDF; ett mer systematiskt lärande från ARDF; samt särskilda insatser för att stärka FVA på ett sätt som bidrar till en vidare utveckling av integrerade metoder.

Nyckelord: *Jordbruk, landsbygdsutveckling, skogsbruk; lärande; förbättring av strategi, fokus; relevans, effektivitet; Finlands utvecklingssamarbete.*

Abstract

This strategic ‘Evaluation of Agriculture, Rural Development and Forest Sector Programmes in Africa’ (ARDF) supports the Ministry for Foreign Affairs of Finland (MFA) in identifying relevant and effective approaches and instruments to support implementation of current programmes and planning of future cooperation in these sectors. The evaluation is outcome-based, but also explores relevant trends and lessons from other actors. It relies on document analysis, interviews and group discussions, at MFA level, in other organisations and in the countries visited (Ethiopia, Kenya, Mozambique, Tanzania).

Findings identify: areas where Finland can best contribute to achievement of Sustainable Development Goals (SDGs); conditions under which a value chain approach (VCA) works best; contributions to poverty alleviation; challenges to applying a Human Rights-based Approach (HRBA) and addressing cross-cutting objectives (CCO); experiences gained with investment in sustainable land use; the mix of implementation approaches appropriate to supporting ARDF; the lack of systematic lesson learning; the need for improved Monitoring and Evaluation (M&E); and the limited benefits from the concept of Finnish Added Value.

Key recommendations aim at: strengthening cooperation on land-based activities in line with SDGs and NDC’s; further developing the VCA in viable value chains; combining institutional capacity development with grassroots interventions; better addressing CCOs and HRBA in policies and implementation; strengthening of synergies between bilateral projects and private sector investments; diversifying modalities within the ARDF portfolio; ensuring systematic lesson learning on ARDF; contributing to further development of integrative approaches; and enhancing Finnish added value through dedicated activities.

Keywords: *Agriculture, rural development, forestry; lesson learning; improvement of strategy, focus; relevance, effectiveness; Finland's development cooperation*

Yhteenveto

Johdanto. Suomen maatalous-, maaseutukehitys- ja metsäsektorin (MMM) Afrikan kehityshankkeiden strateginen evaluaatio tukee ulkoministeriötä (UM) identifioimaan sellaisia tarkoituksenmukaisia ja tuloksellisia lähestymistapoja ja toimintamalleja, joiden avulla voidaan kehittää nykyisten hankkeiden toteutusta ja tulevaisuudessa tapahtuvan yhteistyön suunnittelua. Evaluaatio perustuu havaittuihin tuloksiin, jonka lisäksi se tarkastelee sektorin ajankohtaisia trendejä sekä kokemuksia muilta toimijoilta. Evaluaatio perustuu kirjallisen aineiston analyysiin, haastatteluihin ja ryhmäkeskusteluihin UM:n ja muiden organisaatioiden kanssa, sekä maavierailuihin. Evaluaatio vastaa yhdeksään arviointikysymykseen:

1. Kuinka Suomen kehitysyhteistyön toimet MMM-sektorin kautta voivat parhaiten tukea kestävä kehityksen tavoitteiden saavuttamista – sekä muiden kansainvälisten sopimusten toimeenpanemista – käyttäen hyödyksi parhaalla mahdollisella tavalla Suomen omia vahvuuksia (engl. *comparative advantages*)?
2. Minkälaisissa olosuhteissa arvoketju-lähestymistapa voi samanaikaisesti sekä lisätä rahoitusta ja investointeja kestäväan maa- ja metsätalouteen että edistää lopullisten hyödynsaajien asemaa kestäväällä tavalla?
3. Kuinka läpileikkaavat tavoitteet ja ihmisoikeusperustaisuus saadaan liitettyä osaksi toimintaa ja toteutetuksi käytännössä niin, että ne tukevat Suomen kehitysyhteistyön ja hankkeiden tavoitteita?
4. Mitkä ovat niitä keskeisiä onnistumiseen vaikuttavia tekijöitä, joilla on pystytty vähentämään köyhyyttä ja eriarvoisuutta, erityisesti parantaen naisten, haavoittuvassa asemassa olevien ja pienten ja keskisuurten maanviljelijöiden asemaa?
5. Kuinka investoinnit kestäväan maankäyttöön toteutetaan osallistavasti niin, että pientilallisten ja yhteisöjen tarpeet otetaan huomioon ja että (vastuullisten) sijoittajien kiinnostus saadaan säilytettyä?
6. Mitkä kehitysyhteistyön toteutuksen lähestymistavat ovat kaikkein toimivimmat – ottaen huomioon toimintojen laajuus, modaaliteetti/instrumentti, avun kanava ja/tai toteuttajaorganisaatio?
7. Minkälainen seuranta- ja arviointi-järjestelmä toimii parhaiten suomalaisten hankkeiden tulosten arvioinnissa, tukien samalla kestävä kehityksen tavoitteiden saavuttamista laajemmassa kontekstissa?
8. Kuinka muiden kehitysyhteistyökumppaneiden tähänastiset kokemukset on otettu huomioon ja minkälaisia lähestymistapoja muilla toimijoilla on tulevaisuuden haasteiden varalle MMM-sektorilla?
9. Kuinka ‘suomalainen lisäarvo’ saadaan parhaiten hyödynnettyä MMM-sektorilla?

Lähestymistapa. Evaluaatio on strateginen, sillä se pyrkii ohjaamaan Suomen tukea MMM-sektorilla, ottaen huomioon globaalit kehityssuunnat ja Suomen vahvuudet kehitysyhteistyössä.

UM valitsi tarkasteltavaksi kahdeksan esimerkkihanketta Itä- ja Eteläisestä Afrikasta, erityisesti Etiopiasta, Keniasta, Mosambikista, Tansaniasta ja Sambiasta. Hankkeet ovat joko päättyneet 2016 - 2017 tai ovat vielä käynnissä. Tästä johtuen osaa hankkeista tarkasteltiin niiden päättymisen jälkeen. Niissä tapauksissa arviointi pitää sisällään analyysin siitä, kuinka toimintaohjeistus ja strategiat on toteutettu ja mitkä ovat rahoitettujen aktiviteettien tulokset. Samaan aikaan evaluaatio tutkii muita konkreettisia kokemuksia ja hyväksi todettuja käytänteitä, jotka voivat olla hyödyllisiä, kun Suomen tulevaisuuden tukea suunnitellaan MMM-sektorille. Evaluaation lähestymistapa on siten osittain havaittuihin tuloksiin perustuva (*summative*) ja osittain ennakoiva ja tulevaisuuden trendejä tutkiva (*formative*).

Metodologia. Evaluaatio keskittyy yhdeksään arviointikysymykseen, jotka jaettiin tarkempiin alakysymyksiin ja indikaattoreihin. Ne auttoivat määrittelemään arvioinnin laajuuden ja luomaan yhteisen viitekehyksen tiedonkeruulle ja tulkinnalle. Evaluaatio perustuu kirjallisen aineiston analyysiin,

haastatteluihin ja ryhmäkeskusteluihin UM:n ja muiden organisaatioiden kanssa, sekä maavierailuihin. Yhteensä yli 300 sidosryhmän jäsentä konsultoitiin, joko kasvokkain tai puhelimen välityksellä sekä ryhmätapaamisissa. Lisäksi ulkopuolisten asiantuntijoiden ja tutkijoiden näkemykset otettiin huomioon.

Vierailut Etiopiaan, Keniaan, Mosambikiin ja Tansaniaan valmisteltiin taustadokumenttien analyysien perusteella sekä yhteistyössä UM:n virkamiesten kanssa. Sambiaan ei matkustettu UM:n ohjeistuksen mukaisesti. Lisäksi toteutettiin vierailu YK:n elintarvike- ja maatalousjärjestö FAO:n ja kansainvälisen maatalousrahaston IFAD:in Rooman toimipisteisiin., Myös suomalaisille toimijoille järjestettiin keskustelutilaisuus Helsingissä.

Kirjallisen aineiston läpikäymisen ja maavierailun pohjalta tehdyt kirjaukset syötettiin taulukoihin, joiden perusteella maaraportit valmisteltiin. Evaluaatiotiimi keskusteli maaraporttien havainnoista ensin sisäisesti ja jakoi tulokset ohjausryhmälle. Keskustelujen perusteella laadittiin vastaukset evaluaation pääkysymyksiin ja valmisteltiin lopullinen raportti.

Tulokset. Evaluaatiokysymysten perusteella laaditut löydökset voidaan tiivistää seuraavasti:

Suomen toiminta MMM-sektorilla ja sen vaikutus kestävän kehityksen tavoitteiden saavuttamiseksi.

Analyysin perusteella Suomi voi parhaiten lisätä kehitysyhteistyön tarkoituksenmukaisuutta kestävän kehityksen, Pariisin sopimuksen ja muiden kansainvälisten sopimusten tavoitteiden saavuttamiseksi seuraavilla tavoilla: (1) vahvistamalla yhteyttä hankkeiden toteutuksen ja Agenda 2030:n, Pariisin sopimuksen ja YK:n biodiversiteettisopimuksen välillä UM:n tulevaisuudessa MMM-sektorin toimenpiteissä, (2) kehittää MMM-sektorille arvoketjuihin ja liiketoimintaan liittyviä indikaattoreita, jotka voidaan yhdistää kestävän kehityksen tavoitteiden raportointiin kumppanimaissa, (3) lisäämällä MMM-sektorin kestävän kehityksen ala-tavoitteita UM:n muutosteoriaan, ja (4) kartoittamalla yhteistyömahdollisuuksia jo hyväksytyjen ja suunnittelun alla olevien Vihreän ilmastonrahaston sekä muiden organisaatioiden ilmastohankkeiden kanssa (mm. FAO, IFAD, WB, alueelliset pankit).

Arvoketju-lähestymistapaa voidaan toteuttaa hyvin tuloksin ja sen avulla voidaan saada lisää investointeja MMM-sektorille. Tiettyjen perusedellytysten tulee kuitenkin toteutua. Näitä ovat mm. toimiva yksityissektori, suotuisa toimintaympäristö ja riittävät tukipalvelut. Ollakseen tuloksellista, tuen MMM-sektorin arvoketjujen kehittämiseksi tulee perustua sellaisen strategian toteuttamiselle, joka ottaa huomioon sen hetkiset todelliset olosuhteet kyseisessä paikassa ja tietyllä ajanjaksolla.

Ihmisoikeusperustainen lähestymistapa ja läpileikkaavat tavoitteet vaativat vielä selkeämpää ohjeistusta, työkaluja ja kapasiteetin vahvistamista niin UM:ssa kuin projektitiimeissä. Ne tulisi liittää järjestelmällisesti osaksi hankkeiden suunnittelua ja toteutusta, ottaen huomioon kunkin maan poliittinen tilanne. Hankkeissa, joissa oli suunniteltu selkeitä naisille kohdistettuja aktiviteetteja, voitiin havaita parempia tuloksia naisten aseman paranemisessa verrattuna hankkeisiin, joissa naisten oikeudet esiintyivät yleisellä tasolla.

Tärkeä havainto oli, että kaikissa evaluoinnin kohteina olevissa hankkeissa oli saatu aikaiseksi **köyhyyden ja eriarvoisuuden vähentämistä**, tosin tulokset oli useissa tapauksissa mitattu vajavaisesti. Toimenpiteet, jotka ovat olleet kaikkein toimivimpia, ovat sisältäneet sekä institutionaalisen kapasiteetin vahvistamista että ruohonjuuritason toimintaa.

Sen lisäksi, että pientilallisten kapasiteettia vahvistetaan hyvistä viljelykäytännöistä, heidän tarpeet voidaan ottaa huomioon **kestävän maankäytön investoinneissa** tuomalla heidät mukaan arvoketjuihin, vahvistamalla heidän organisaatio- ja taloushallintovalmiuksiaan sekä pitäen huolta siitä, että sosiaaliset ja ympäristölliset suojatoimet, kuten maankäyttö- ja maanomistusoikeudet, toteutuvat. Osa Suomen MMM-hankkeista on kerännyt arvokasta pienen mittakaavan kokemusta maankäyttöön perustuvista yksityisistä investoinneista, ja osa on auttanut luomaan suotuisia olosuhteita mahdollisille investoinneille. Seurauksena ei kuitenkaan ole tullut varsinaisia investointeja, mikä johtuu enimmäkseen siitä, että hankkeiden markkinasuuntautuneisuus on jäänyt vähäiseksi ja kumppanuuksia olennaisimpien toimijoiden kanssa on puuttunut.

Yksikään yksittäinen toteutustapa Suomen tukemista MMM-hankkeista ei ole toiminut kaikissa tilanteissa; onnistumiset ovat vahvasti sidoksissa mm. avun maantieteelliseen ja temaattiseen keskittymiseen,

kumppaniorganisaatioiden kapasiteettiin, sekä maa- ja sektorikohtaisten tuen tuloksellisuutta valvovien prosessien tilanteeseen. Parhaimmat tulokset tehokkuuden ja tuloksellisuuden näkökulmasta on saatu silloin kun erilaisia mutta kuitenkin samoja strategisia periaatteita edistäviä ja samoihin MMM-sektorin tavoitteisiin pyrkiviä lähestymistapoja on yhdistelty.

Tulosperustainen seuranta. Suomen tukemat MMM-hankkeet eivät pohjautu tarpeeksi vahvasti kumppanimaiden omien maatalous-, ruokaturva- sosiaali- ja ympäristöpolitiikkojen seurantajärjestelmiin (sisältäen kestäväen kehityksen tavoitteet), eivätkä ne myöskään riittävästi tuota tietoa näihin seurantajärjestelmiin. MMM-sektorin tulosalueiden ja yksityissektorin yhteistyön seuranta on myös puutteellista.

Kokemuksista saatu tieto (*lessons learnt*). Vaikka hankkeista saatua sisäistä kokemusta ja oppeja ei ole tarpeeksi hyödynnetty uusien hankkeiden suunnittelussa ja toteutuksessa muilta kehitysyhteistyön toimijoilta saatua tietoa on hyödynnetty paremmin.. Uutta tietoa on omaksuttu myös sektorikoordinaation ja oppimisympäristöjen kautta, joissa Suomi on ollut aktiivinen toimija. Samaan aikaan MMM-ala siirtyi vähitellen pois sektorikohtaisesta ajattelusta enemmän kohti alueellista (*landscape approach*) tai nexus-lähestymistapaa, joissa ilmastonmuutos, ympäristö ja kestävä kehitys otetaan huomioon kokonaisvaltaisemmin. Kehittyvät ilmasto- ja ympäristömekanismit tuovat myös uusia mahdollisuuksia Suomen yhteistyön suunnitteluun tulevaisuudessa.

Löytyy vähän todisteita siitä, että **suomalaisen lisäarvon** korostaminen olisi tuonut uusia **kaupallisia mahdollisuuksia**. Suomalaiset yritykset ovat kuitenkin hyötynneet kehitysyhteistyöstä monin tavoin. Joissakin tapauksissa kahdenväliset hankkeet ovat toimineet katalysaattoreina suomalaisten yritysten liiketoiminnalle, vaikka hankkeet eivät ole tarkoituksella luoneetkaan toimintasuunnitelmaa tätä varten. Suomalainen lisäarvo, mukaan lukien suomalaisen talouselämän näkökulma, ei ole ollut kahdenvälisen hankkeiden keskiössä.

Päätelmät. Yllä mainituista löydöksistä laadittiin 13 päätelmää.

Suomen vaikutus globaaleihin MMM-tavoitteisiin: (1) Suomi voi lisätä kehitysyhteistyön tarkoituksenmukaisuutta MMM-sektorilla ja vaikuttaa sen kautta Agenda2030:n sekä muiden kansainvälisten sopimusten toimeenpanemiseen seuraavien keinoin (a) vahvistamalla yhteyttä hankkeiden toteutuksen ja kansainvälisten sopimusten raportoinnin välillä MMM-sektorin toimenpiteissä; (b) vahvemmin sitoa MMM-tavoitteet yhteen kestäväen kehityksen tavoitteiden kanssa ja osoittaa tämä myös muutosteoria-kaaviossa; (c) kehittämällä puuttuvia indikaattoreita - erityisesti arvoketjujen ja liiketoiminnan kehittämiseksi – jotka voidaan yhdistää kestäväen kehityksen tavoitteiden raportointiin kumppanimaissa.

Arvoketju-lähestymistapa: (2) Arvoketju-lähestymistapa on tuottanut joitakin lupaavia tuloksia, mutta kahdenvälisissä hankkeissa se ei kuitenkaan ole tuottanut odotettuja tuloksia. Suurin syy tähän on, että arvoketjuja ei ole suunniteltu vallitsevien olosuhteiden ja systeemien riittävään analysointiin pohjautuen. (3) Arvoketju-lähestymistapa ei myöskään aina palvele köyhyyden vähentämisen tavoitteita, sillä tuloksellinen arvoketjujen kehitys vaatii sellaisten toimijoiden osallistumista, joilla on lähtökohtaisesti riittävä pääoma. On valittava, halutaanko ensisijaisesti tukea arvoketjuja vai äärimmäisen köyhyyden lievittämistä. (4) Hyödynsaajien näkökulmasta parhaat tulokset on saavutettu silloin kun on ymmärretty kotitalouksien päätöksenteon kriteerit. Sitä kautta on osattu tehdä taloudellisesti, sosiaalisesti ja ympäristöllisesti parhaita parannuksia. Tutkimus esimerkiksi osoittaa, että viljelijät usein valitsevat uusia viljelytekniikoita sen mukaan, missä on pienimmät riskit, kuin että keskittyisivät parhaaseen viljelytulokseen.

Läpileikkaavat tavoitteet ja ihmisoikeusperustaisuus: (5) MMM-hankkeet, joita tarkasteltiin tässä evaluaatiossa, eivät ole systemaattisesti integroineet ihmisoikeusperustaista lähestymistapaa läpileikkaavia tavoitteita hankkeiden suunnitelmiin, toteutukseen tai raportointiin. Tämä on todennäköisesti vähentänyt niiden köyhyysvaikutuksia. Kuitenkin monet hankkeet ovat toteuttaneet ihmisoikeusperustaista lähestymistapaa ja/tai läpileikkaavia tavoitteita, erityisesti silloin kun ne ovat olleet linjassa kansallisten tavoitteiden ja strategioiden kanssa.

Köyhyyden ja eriarvoisuuden vähentäminen: (6) Laajasta näkökulmasta MMM-sektorin toimenpiteet ovat myötävaikuttaneet köyhyyden ja eriarvoisuuden vähenemiseen. Vaikka köyhyyttä ja eriarvoisuutta ei aina mitattu ja raportoitu asianmukaisesti, hyviä kokemuksia saatiin tilanteissa, joissa yhdistettiin institutionaalisen kapasiteetin vahvistaminen ja ruohonjuuritason toimenpiteitä. Joitakin erityisiä menestystekijöitä voitiin havaita esimerkkihankkeissa.

Yksityissektorin investoinnit MMM-sektorille ja kestäväan maankäyttöön: (7) Suomen tuen kautta MMM-sektorille on saatu tärkeää tietotaitoa yksityissektorin yhteistyöstä ja tuki on auttanut suotuisan toimintaympäristön luomisessa. Investoinnit MMM-sektorille eivät ole kuitenkaan jälkeensä toteutuneet johtuen pitkälti siitä, että hankkeiden markkinasuuntautuneisuus on jäänyt vähäiseksi ja kumppanuuksia olennaisimpien toimijoiden kanssa on puuttunut, tai on kohdattu poliittisesta viitekehystä johtuvia rajoitteita.

Eri toteutustapojen tarkoituksenmukaisuus: (8) Yleisesti kahdenvälisen hankkeiden tulokset - mukaan lukien kansainvälisten organisaatioiden kautta tuetut hankkeet - ovat olleet positiivisia, mutta eivät kovin laaja-alaisia. Erilaisten modaliteettien yhdistäminen, kuten instituutioiden välinen yhteistyö ja avustukset päteville kansalaisyhteiskunnan toimijoille, voisi tuottaa yhteisvaikutuksia ja edesauttaa kestävämpien vaikutusten aikaansaamiseen. (9) Aikaisemmista hankkeista saatua tietotaitoa ja kokemusta ei olla riittävästi hyödynnetty uusien hankkeiden suunnittelussa.

Seuranta ja arviointi tukemassa laajempia viitekehyksiä: (10) MMM-sektorin hankkeiden seuranta ja arviointia tulisi vahvistaa tulosperustaisuuden näkökulmasta antaen keskeisempi rooli hyödynsaajille. Järjestelmien tulisi olla linjassa maan kestäväan kehityksen tavoitteiden ja Pariisin sopimuksen alaisten sitoumusten tavoitteiden kanssa ja tukea kumppanimaiden raportointivelvoitteita.

Kokemuksesta saatu tieto: (11) Hankkeiden suunnittelussa ja toteutuksessa käytetään vähän hyväksi aikaisemmista kokemuksista saatua tietoa. Toisaalta, Suomi on aktiivinen toimija MMM-sektorin koordinaatio- ja tiedonvaihtofoorumeilla, erityisesti metsäsektorilla. Tulevaisuudessa Suomi voi hyödyntää uudistuvia monialaisia maankäytön lähestymistapoja ja innovatiivisia ilmatorahoituskoneistuksia suunnitellessaan uusia MMM-sektorin tukitoimenpiteitä.

Suomalainen lisäarvo: (12) Ei ole todisteita siitä, että suomalainen lisäarvo olisi tuonut erityistä etua Suomen MMM-toimenpiteisiin. (13) Suomalaisen lisäarvon korostaminen saattaa olla jopa vastoin avun tuloksellisuus -ajattelua (*aid effectiveness*) ja kaventaa Suomen mahdollisuuksia toimia. Pienenä toimijana, Suomen kannattaisi yhdistää voimansa muiden toimijoiden kanssa sen sijaan, että korostetaan erillistä identiteettiä ja näkyvyyttä.

Suosituks:

- **Suomen panos globaaleihin MMM-tavoitteisiin:** (1) Suomen kehitysyhteistyön tulisi kehittää edelleen maankäyttöön liittyviä aktiviteetteja kestäväan kehityksen tavoitteiden ja Pariisin ilmastopöytäkirjan alaisten maatason sitoumusten, sekä muiden kansainvälisten sopimusten, kuten biodiversiteettisopimuksen kanssa, ja sisällyttää tavoitteet osaksi UM:n muutosteorioita.
- **Arvoketju-lähestymistapa:** (2) Jatketaan ja kehitetään edelleen arvoketju-lähestymistavan soveltamista tilanteissa, joissa toiminnan sisäiset ja ulkoiset edellytykset toteutuvat.
- **Läpileikkaavat tavoitteet ja ihmisoikeusperustaisuus:** (3) UM:n muutosteorioiden tulisi heijastaa ihmisoikeusperustaista lähestymistapaa kattavasti, mikä sallii tulosten, tuotosten ja aktiviteettien arvioinnin sukupuolten välisen tasa-arvon, eriarvoisuuden ja ilmastotoimien näkökulmista. UM:n tulisi kartoittaa mahdollisuuksia kohdistaa toimia näihin teemoihin MMM-sektorilla, ja lisätä ohjausta ja koulutusta näihin aiheisiin liittyen.
- **Keskeiset menestystekijät köyhyyden ja eriarvoisuuden vähentämiseksi:** (4) Jotta toimia köyhyyden vähentämiseksi voidaan hyödyntää maksimaalisesti, UM:n olisi yhdistettävä institutionaalisten valmiuksien kehittäminen ja ruohonjuuritason tukitoimet, ja tehdä näkyvämmäksi niiden myötävaikutus köyhyyden ja eriarvoisuuden vähentämiseen.

- **Yksityisen sektorin investoinnit MMM-sektoriin ja kestäväan maankäyttöön:** (5) Yksityisen sektorin investoinnit olisi otettava paremmin huomioon maaohjelmissa. Kahdenvälisen hankkeiden ja yksityissektorin toimien välistä yhteistyötä ja -vaikutuksia tulisi tavoitella aktiivisesti, jotta voidaan luoda pitkäaikaista työtä ja tulonlähteitä kestäväan maankäyttöön pohjautuen.
- **Kehitysyhteistyön toteutustapojen soveltuvuus:** (6) Jatketaan kahdenvälisiä yhteistyötä MMM-sektorilla samalla hyödyntäen mahdollisimman monipuolisesti avun eri kanavia. Tämä voidaan saavuttaa innovatiivisella hankkeiden identifioimisella ja valmistelulla joustavissa institutionaalisissa puitteissa, jonka lähestymistapaa tarkistetaan säännöllisesti.
- **Seuranta ja arviointi tukemassa laajempia viitekehyksiä:** (7) UM:n tulisi varmistaa, että tuloseuranta on linjassa kestäväan kehityksen tavoitteisiin, alatavoitteisiin ja indikaattoreihin, sekä Pariisin ilmastopimuksen alaisiin maatason sitoumuksiin, ja tukevat kumppanimaita raportoimaan niiden kansainvälisistä velvoitteista. Samalla olisi tehostettava seurannan ja arvioinnin strategista ohjausta, joka perustuu osallistavampaan seurantaan.
- **Kokemuksiin pohjautuvasta tiedosta (*lessons learnt*):** (8) UM:n tulisi perustaa MMM-sektorin kokemuksiin pohjautuvan tiedon tietopankki, johon voisi lisätä oppeja ja hyviä käytäntötapoja myös muilta toimijoilta. Lisäksi olisi kehitettävä mekanismeja sen varmistamiseksi, että saadut kokemukset sisällytetään järjestelmällisesti hankesuunnitteluun ja että niitä otetaan huomioon perusteellisesti toteutuksen aikana. (9) UM:n tulisi hyödyntää ja kehittää edelleen monialaisia lähestymistapoja, joissa tiedostetaan metsiin, ilmastoon, ruuantuotantoon, veteen ja energiaan liittyvien tavoitteiden yhteydet ja jännitteet, tavoitteena tukea Agenda2030:n käytäntöönpanoa.
- **Suomen lisäarvosta:** (10) Vahvistetaan suomalaista lisäarvoa erityisesti tätä tarkoitusta varten suunnitelluilla toimilla, mukaan lukien nykyiset yksityisen sektorin instrumentit. ”Suomalaisen lisäarvon” käsitettä ei pitäisi käyttää kriteerinä, kun identifioidaan, suunnitellaan tai toteutetaan MMM-sektorin toimenpiteitä.

Sammanfattning

Inledning: Denna utvärdering av jordbruks-, landsbygdsutvecklings-, och skogssektorprogram (ARDF) i Afrika bidrar till det finska utrikesministeriets (UM) ansträngningar att identifiera relevanta och verkningsfulla metoder och mekanismer på ARDF-området, effektivisera genomförandet av pågående program samt att vägleda planeringen av möjligt framtida samarbete inom ARDF. Utvärderingen har för avsikt att svara på nio huvudfrågor:

1. Hur kan finskt utvecklingssamarbete bäst bidra till att FN:s hållbarhetsmål – och andra, liknande internationella överenskommelser – uppnås genom ARDF-insatser som på bästa sätt utnyttjar det finska mervärdet?
2. Under vilka förutsättningar en värdekedja-baserad strategi leder till ökade finansiering av och investeringar i bärkraftigt skogs- och jordbruk – och samtidigt bidrar till att förbättra målgruppens situation på ett bärkraftigt sätt?
3. Hur tvärgående mål och ett rättighetsperspektiv kan integreras och genomföras på ett sätt som bidrar till att målen för finskt utvecklingssamarbete och de specifika projektmålen uppnås?
4. Vilka är de viktigaste bidragande omständigheterna för minskad fattigdom och ojämlikhet, och som särskilt kommer kvinnor, utsatta grupper samt små och medelstora lantbrukare till del?
5. Hur kan investeringar i bärkraftigt naturbruk ta hänsyn till småbrukares och lokalsamhällets behov samtidigt som de tilltalar (ansvarsfulla) investerare?
6. Vilka tillvägagångssätt är mest lämpliga – i fråga om omfattning, metoder/verktyg, kanaler och/eller genomförande-organisationer för framtiden?
7. Vilka slags system för uppföljning och utvärdering är mest lämpliga för resultatuppföljning av finska projekt inom ramen för det bredare stödet till FN:s hållbarhetsmål?
8. Hur har lärdomar från andra aktörer inom utvecklingssamarbetet tagits i beaktande och vilka olika metoder har dessa aktörer för att hantera framtida utmaningar på nämnda område?
9. Hur kan finskt mervärde på ARDF-området bäst realiseras?

Övergripande metod. Utvärderingen är ”strategisk” då den syftar till att vägleda finskt stöd till jordbruk, landsbygdsutveckling, och skogsbruk, baserat på den global utvecklingen inom dessa sektorer och det mervärde som finskt samarbete kan bidra med. Merparten av utvärderingsfrågorna är framåtblickande; och av denna anledning är även utvärderingens slutsatser och rekommendationer framåtblickande i stor utsträckning.

De åtta projekt som valdes ut för fallstudier av UM fokuserar på östra och södra Afrika, i synnerhet Etiopien, Kenya, Mocambique, Tanzania och Zambia. Några projekt avslutades under 2016 och 2017 medan andra fortfarande pågår. Av denna anledning är en del av utvärderingen ”ex post” i sin karaktär och omfattar analys av redan genomförda policier och strategier, samt de resultat som finansierade insatser har bidragit till. Samtidigt utforskar utvärderingen andra relevanta erfarenheter och lärdomar som finskt stöd till ARDF kan dra nytta av. Därav är utvärderingen delvis resultatbaserad (sammanfattande) och delvis framåtblickande och utforskande (formativ).

Metoder för datainsamling. Utvärderingen inriktas på nio utvärderingsfrågor. Dessa har brutits ner i ett antal delfrågor och indikatorer för att specificera utvärderingens omfattning, och för att samtidigt skapa en gemensam referensram för insamling och uttolkning av data. Utvärderingen baserades på dokumentstudier, intervjuer och gruppdiskussioner inom UM, med andra organisationer samt i de länder som har besökts. Totalt konsulterades 300 personer, genom personliga intervjuer, telefonintervjuer samt gruppdiskussioner. Även externa aktörer, såsom akademiker och oberoende observatörer, konsulterades. Fältbesöken i Etiopien,

Kenya, Mocambique, och Tanzania föregicks av en dokumentstudie samt möten med UM. UM beslutade att Zambia inte skulle besökas.

Därtill genomfördes ett besök hos FAO och IFAD i Rom och en workshop med finska aktörer.

Rådata från dokumentstudien och fältbesöken lades in i matriser, som utgjorde underlag för landrapporter. Utvärderingsteamet träffades för att diskutera resultat och slutsatser från landbesöken och en briefing för styrgruppen genomfördes. Därefter besvarades utvärderingsfrågorna och utvärderingsrapporten färdigställdes.

Resultat av utvärderingen. Utvärderingens svar på utvärderingsfrågorna kan sammanfattas som följer:

Analysen visar att relevansen hos **Finlands samarbete på ARDF-området och dess bidrag till FN:s hållbarhetsmål**, Parisavtalet och andra internationella konventioner kan stärkas genom (1) att utveckla synergieffekter mellan genomförande och rapportering om Agenda 2030, Parisavtalet samt CBD och framtida ARDF-insatser, (2) utveckla ARDF-relaterade värdekedjor och indikatorer som kan användas i samarbetsländernas rapportering om FN:s hållbarhetsmål, (3) vidare integrera hållbarhetsmål som berör ARDF med UM:s förändringsteori, (4) utforska samarbete med planerade GCF-insatser samt andra organisationers klimatprojekt (inklusive FAO, IFAD, Världsbanken, regionala banker, GEF).

Den **värdekedja-baserade strategin** (VCA) kan genomföras och bidra till bärkraftiga investeringar i ARDF när vissa grundläggande förutsättningar är på plats. Sådana förutsättningar inbegriper en fungerande privat sektor, en förmånlig verksamhetsmiljö, samt fullgoda supporttjänster. För att uppnå sina mål måste stöd genom ARDF för utveckling av värdekedjor vara baserad på och genomföras i enlighet med en realistisk strategi som beaktar de grundläggande förutsättningar som finns vid en given tidpunkt och plats.

Rättighetsperspektivet och tvärgående mål har inte integrerats fullt ut till följd av bristande vägledning, verktyg och kapacitetsutveckling på dessa områden (detta gäller både inom UM och specifika projektgrupper), samt bristande systematik i hur insatser utformas – för att svara mot den specifika landkontexten. Vad gäller jämställdhet, visar det sig att projekt som har haft aktiviteter särskilt riktade mot kvinnor har varit mer framgångsrika än andra vad gäller integrering av ett jämställdhetsperspektiv.

Samtliga projekt med ARDF-insatser som utvärderingen tittade på bidrog till **fattigdomsbekämpning och ökad jämlikhet**, även om dessa bidrag inte alltid är mätbara. De insatser som har varit mest framgångsrika vad gäller bekämpning av fattigdom och ojämlikheter har omfattat både institutionsbyggande och aktiviteter på gräsrotsnivå.

Investeringar i bärkraftigt naturbruk kan svara bättre mot småbrukares behov genom att integrera dessa behov i värdekedjan, utveckla deras organisatoriska och ekonomiadministrativa kapacitet – förutom kapacitetsutveckling avseende hållbart jordbruk – och se till att samhällseliga och miljö-relaterade hänsyn tas, i fråga om tillgång på mark och markägande. Några av den finska ARDF-projekten har gett värdefulla erfarenheter från privata investeringar i naturbruk; andra har bidragit till bättre förutsättningar för investeringar. Trots detta har faktiska investeringar inte gjorts, mycket till följd av bristande marknadsorientering och partnerskap med viktiga aktörer.

Inget enskilt **tillvägagångsätt** som finskt ARDF-stöd har använt sig av har visat sig lämpligt under alla omständigheter; ett bra resultat är i högsta grad beroende av faktorer såsom geografiskt och tematiskt fokus, partnerorganisationers kapacitet, hur långt biståndseffektivitets-agendan har drivits av det berörda landet och inom sektorn, m m. Det bästa resultatet i fråga om kostnadseffektivitet och måluppfyllelse, har kommit till stånd genom en kombination av metoder som har varit baserade på gemensamma, övergripande principer och bidragit till samma målsättningar på ARDF-området.

Resultatorienterad uppföljning av finskt stöd till ARDF-insatser har ännu inte i tillräcklig grad dragit nytta av och bidragit till befintliga nationella system för uppföljning av jordbruks-, skogsbruks-, och livsmedelssäkerhetspolicys, samt bredare sociala- och miljöpolicys och FN:s hållbarhetsmål, inberäknat indikatorer för alla ARDF-relaterade resultatområden – inklusive de som rör den privata sektorns medverkan.

Lärdomar: Även om lärdomar inte alltid har dragits inom projekt har ARDF-projekt dragit lärdomar från andra aktörer och anpassat dessa lärdomar till den specifika kontexten. Lärande har även skett genom koordinering på sektornivå och mekanismer för lärande, i vilka Finland har spelat en aktiv roll. Under tiden har mer integrerade (och mindre sektor-specifika) metoder utvecklats för ARDF-insatser, såsom landskaps- och nexus-metoder, med fokus på klimatförändringar, miljö och bärkraftig utveckling från ett mer holistiskt perspektiv. Nya mekanismer för klimatfinansiering har också bidragit med värdefulla lärdomar för framtida finskt samarbete.

Även om det inte finns några tydliga belegg för att den **finska mervärdes-strategin** (Finnish Value-Added, FVA) har bidragit till ökande affärsmöjligheter för finska företag så har finska företag dragit nytta av utvecklingssamarbetet på många sätt. I några fall har bilaterala projekt fungerat som katalysatorer för finska företagsaffärer, trots att projekten inte medvetet har utvecklat metoder för detta. FVA, inbegripet främjandet av finska marknader, har inte beaktats på ett ändamålsenligt sätt i bilaterala program.

Slutsatser. På basis av dessa resultat har 13 slutsatser dragits.

Finlands bidrag till globala ARDF-mål: (1) Finland kan stärka relevansen hos sitt samarbete på ARDF-området och bidra till genomförandet av Agenda 2030 och andra internationella överenskommelser genom att (a) utveckla synergieffekter mellan genomförande och rapportering om ARDF-insatser och internationella överenskommelser; (b) vidare integrera hållbarhetsmål som berör ARDF med UM:s förändringsteori, och (c) ta fram de indikatorer som saknas – vad gäller värdekedjor och affärsutveckling – och som kan bli del av rapporteringen om FN:s hållbarhetsmål.

Värdekedja-baserad strategi: (2) Även om den värdekedja-baserade strategin (VCA) har lett till vissa lovande resultat har dess genomförande i bilaterala projekt inte motsvarat förväntningarna. En viktig orsak är att insatserna inte har utformats på basis av en tillräckligt omfattande kontext- och systemanalys. (3) Som en följd av detta har VCA inte varit det bästa instrumentet för fattigdomsreducering. Utveckling av värdekedjor är beroende av att det finns aktörer med ett visst mått av tillgångar. I många fall måste ett val göras mellan ett värdekedja-fokus och samhällsutveckling. (4) På målgruppsnivå har bäst resultat uppnåtts när stöd till ekonomiska, samhälleliga och miljömässigt genomförbara förbättringar har grundat sig på en god förståelse för på vilka grunder hushållen fattar beslut. Som exempel kan nämnas att när jordbrukare ställs inför ett val av ny jordbruksteknologi är det viktigare för dem att undvika risker än att öka produktiviteten, även när en sådan produktivitetsökning är påvisad av forskning.

Tvärgående mål och rättighetsperspektivet: (5) I det urval av ARDF-projekt som har utvärderats har rättighetsaspekter och tvärgående mål inte på ett systematiskt sätt blivit integrerade i projekt-utformning, genomförande eller rapportering. Detta faktum har rimligtvis påverkat projektens bidrag till fattigdomsbekämpning. Inte desto mindre har de flesta projekten bidragit till ett rättighetsperspektiv och/eller tvärgående mål, särskilt när dessa har varit understödda av nationella policys och strategier.

Framgångsfaktorer för minskad fattigdom och ojämlikhet: (6) Generellt sett har ARDF-insatserna bidragit till bekämpning av fattigdom och ojämlikheter. Även om effekterna inte alltid mättes och rapporterades, bekämpades fattigdom och ojämlikheter mest framgångsrikt genom en kombination av institutionsbyggande och aktiviteter på gräsrotsnivå. Några framgångsfaktorer för bekämpning av fattigdom och ojämlikheter har kunnat identifieras.

Privata investeringar i ARDF och i bärkraftigt markanvändande: (7) Finskt stöd på ARDF-området har gett grundläggande erfarenheter av samarbete med privata sektorn och bidragit till att skapa förutsättningar för investeringar. Trots detta har faktiska investeringar på ARDF-området inte gjorts, till följd av bristande marknadsorientering och partnerskap med viktiga aktörer eller på grund av brister på policy-nivå.

Lämpliga tillvägagångssätt och metoder: (8) Generellt sett, när bilaterala projekt har använts, även för stöd till multilaterala organisationer, har lovande om än begränsade resultat uppnåtts. En mer medveten kombination av olika modaliteter – såsom ICI-projekt och gåvofinansierat stöd till starka civilsamhällsorganisationer – kan frambringa synergier och bidra till mer bärkraftiga resultat. (9) Lärdomar från tidigare program har inte beaktats tillräckligt när nya program har utformats.

Uppföljning och utvärdering till stöd för mer övergripande resultatramverk: (10) Uppföljning och utvärdering av ARDF-insatser behöver förbättras när det gäller långsiktiga resultat, inbegripet en mer framträdande roll för mottagare av stödet. Resultatramverken skall vara land-baserade och i linje med FN:s hållbarhetsmål och ”nationellt fastställda bidrag”, och understödja samarbetsländers rapporteringskrav.

Lärdomar: (11) Det finns en brist på systematik i lärandet på ARDF-området och vad gäller beaktandet av lärdomar i utformningen av nya projekt. Detta till trots har Finland spelat en aktiv roll inom koordinering och lärande på ARDF-området, särskilt inom skogssektorn. Framtida finskt stöd till ARDF kan dra nytta av nya, integrerade metoder för naturbruk och nyskapande mekanismer för klimatfinansiering.

Finskt mervärde: (12) Det finns inga belägg för att konceptet finskt mervärde (FVA) på något betydande sätt har bidragit till ARDF-insatsers resultat. (13) FVA kan bryta mot principerna för biståndseffektivitet och begränsa den roll som finskt utvecklingssamarbete spelar i den globala kontexten. Då UM är en relativt liten givare är det rimligt att anta att bättre resultat kan uppnås genom samarbete med andra aktörer än att försöka uppnå en särskild identitet eller synlighet.

Rekommendationer.

- **Finlands bidrag till global ARDF-mål:** (1) Finland skall vidareutveckla sitt samarbete på naturbruksområdet, i linje med FN:s hållbarhetsmål, ”nationellt fastställda bidrag”, och andra internationella överenskommelser, såsom CBD, samt integrera relaterade målsättningar med sin förändringsteori.
- **Värdekedja-baserad strategi:** (2) Fortsätta och vidareutveckla användandet av en värdekedja-baserad strategi i de situationer där interna och externa förutsättningar tillåter.
- **Tvärgående frågor och rättighetsperspektiv:** (3) UM:s förändringsteori skall använda ett rättighetsperspektivet som en övergripande metod för att bedöma långsiktiga såväl som kortsiktiga resultat och aktiviteter från ett jämställdhets-, jämlikhets-, och klimatperspektiv. UM skall ta tillvara möjligheter att tillämpa dessa perspektiv genom insatser på ARDF-området, och förbättra vägledning och kompetensutveckling i detta syfte.
- **Framgångsfaktorer för minskad fattigdom och ojämlikhet:** (4) För att maximera bidraget till fattigdomsbekämpning ska UM kombinera institutionsbyggande med insatser på gräsrotsnivå, samt göra sitt bidrag till bekämpning av fattigdom och ojämlikheter mer synligt.
- **Privata investeringar inom ARDF och för bärkraftigt naturbruk:** (5) Privata investeringar skall vara bättre förankrade i landstrategier, och samarbete och synergier mellan bilaterala ARDF-insatser och privata investeringar skall främjas på ett proaktivt sätt, i syfte att skapa bärkraftig sysselsättning på landsbygden och inkomstgenererade verksamhet som är baserad på bärkraftigt naturbruk.
- **Lämpliga tillvägagångssätt och metoder:** (6) Fortsätta att använda den bilaterala finansieringsmekanismen inom ARDF-området, jämte ett bättre utnyttjande av de olika mekanismer som finns att tillgå inom ARDF-portföljen. Detta kan uppnås genom nyskapande sätt att identifiera och utforma insatser, och genom flexibla institutionella resultatramverk som följs upp på regelbunden basis.
- **Uppföljning och utvärdering till stöd för mer övergripande resultatramverk:** (7) UM skall säkerställa att resultatramverk (med fokus på långsiktiga resultat) är i linje med FN:s hållbarhetsmål och ”nationellt fastställda bidrag” och relevanta indikatorer, och understödjer samarbetsländers rapportering om internationella åtaganden. Samtidigt skall utvärderingar användas på ett mer strategiskt sätt, baserat på en högre grad av deltagande i uppföljning.
- **Lärdomar:** (8) UM ska inleda en process för att skapa en minnesbank för lärdomar kring ARDF. Detta skulle kunna inbegripa att man samlar in och analyserar avsnitt om ”lärdomar, slutsatser och rekommendationer” från olika projekts årsrapporter samt gör meta-analyser av utvärderingsrapporter på ARDF-området, såväl som av ARDF-relaterade lärdomar som andra organisationer har dragit. Därtill ska mekanismer utvecklas för att säkerställa att lärdomar på ett systematiskt sätt tas i

beaktande när nya projekt utformas samt under genomförandefasen. (9) UMN ska använda och bidra till en vidareutveckling av integrerade metoder som tar hänsyn till sambanden och de avvägningar som måste göras mellan skogsbruk, klimat, mat, vatten och energimål, inom ramen för stöd till genomförandet av Agenda 2030.

- **Finskt mervärde:** (10) Förstärka finskt mervärde genom särskilda insatser, inbegripet befintliga mekanismer inom den privata sektorn. Konceptet “Finskt mervärde” skall inte användas som ett kriterium för identifiering, utformandet och genomförandet av ARDF-insatser.

Summary

Introduction. This “Evaluation of the Agriculture, Rural Development and Forest Sector Programmes in Africa” supports the Ministry for Foreign Affairs of Finland (MFA) in identifying relevant and effective approaches and instruments in the ARDF sectors, to improve implementation of current programmes and to guide planning of possible future cooperation in ARDF. It sets out to answer nine evaluation questions:

1. How can Finnish co-operation efforts best contribute to the achievement of the SDGs – as well as other relevant international agreements – through ARDF sectors making optimal use of its comparative advantages?
2. Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture- while benefiting final beneficiaries in a sustainable way?
3. How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the projects?
4. What are key success factors for achievement of ‘reduced poverty and inequality’, in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?
5. How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to (responsible) investors at the same time?
6. Which implementation approaches are most appropriate - in terms of scale, modality/ instrument, channel and/or implementing organisations in future?
7. What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?
8. How have the lessons learned from development partners been taken into account and what kind of approaches do the organisations have for future challenges in the sector?
9. How can ‘Finnish added value’ in the ARDF sector best be realised?

Approach. The evaluation is ‘strategic’ as it aims to orient future Finnish support in agriculture, rural development and forestry, based on global developments in these sectors and on the strengths of the Finnish cooperation. Most Evaluation Questions are future-oriented; therefore, findings contain future-oriented elements, which are then taken up in the conclusions and recommendations as well.

The eight projects selected as cases by the MFA focus on East and Southern Africa, notably on Ethiopia, Kenya, Mozambique, Tanzania and Zambia. They have been concluded in 2016 or 2017 or are still ongoing. Therefore, part of the evaluation is ‘ex-post’ and includes analyses of applied policies and strategies, and of the results of the funded activities. At the same time, the evaluation explores other relevant experience or lessons that can inform future Finnish support to ARDF. By consequence, the evaluation approach is partly outcome-based (summative) and partly forward-looking and exploratory (formative).

Methodology. The evaluation focused on the nine evaluation questions, which were broken down in sub-questions and indicators in order to define their scope, and to create a common reference framework for data collection and interpretation at the same time. It relied on documents analysis, interviews and group discussions, at the level of MFA, of other organisations and of stakeholders in the countries visited. Overall, more than 300 stakeholders were consulted, through face-to-face or phone interviews, and in focus group discussions. External perspectives from academics and independent observers were included as well.

A desk review, complemented by interactions with MFA staff, prepared the ground for targeted field missions in Ethiopia, Kenya, Mozambique and Tanzania; Zambia was not visited, as per a decision by MFA.

In addition, a mission to FAO and IFAD in Rome was undertaken, and a brainstorming workshop with Finnish stakeholders organised.

Raw data from the desk study and field visits was fed into matrices, based on which Country Reports were prepared. Following team meetings to discuss main findings from country visits and a briefing of the Steering Group on progress, answers to the evaluation questions were formulated and the final report drafted.

Findings. The main findings in relation to the Evaluation Questions can be summarised as follows:

Regarding **Finnish ARDF contributions to the SDGs**, the analysis suggests that Finland can best increase the relevance of its cooperation in the ARDF sector and its contribution to the SDGs, the Paris Agreement and other international conventions by (1) strengthening synergies between implementation and reporting on the Agenda 2030, the Paris Agreement as well as CBD and future ARDF interventions, (2) developing ARDF-related value chain and business indicators to be integrated with SDG reporting in partner countries, (3) further integrating ARDF-related SDG Targets in MFA's Theory of Change, (4) exploring collaboration with the planned GCF interventions as well as other organisations' climate projects (including FAO, IFAD, WB, Regional Banks, GEF).

The **Value Chain Approach (VCA)** can be successfully applied and increase sustainable investments in ARDF when basic conditions are met. These include a functioning private sector, an enabling environment, and adequate support services. To be effective, ARDF support to value chain development must design and implement a strategy that corresponds with the reality of the basic conditions in a given space and time.

Fully successful **integration of HRBA and cross-cutting objectives** still lacks enhanced guidance, tools and capacity building on these themes (across the MFA organisation and in project teams), systematic inclusion in the design of interventions – tailored to specific country policy contexts. Regarding gender equality, projects that had specific women-targeted activities were found to be more successful in mainstreaming gender.

Across the sample of projects, the evaluation found that the ARDF interventions made relevant contributions to **reduction of poverty and inequality**, though these were often poorly measured. Interventions that have been most successful in reducing poverty and inequality, included elements of institutional capacity building as well as grassroots level activities.

Investment in sustainable land use can be made inclusive of smallholder needs by integrating the latter in the concerned value chains, building their organisational and financial management capacities – besides capacity building on sustainable agriculture - and ensuring the application of social and environmental safeguards, including access to land and secure land titles. Some of the Finnish ARDF projects have gained valuable small-scale experience with private investment in land use; others have helped create an enabling environment for investments. However, investments have not followed, mostly for lack of market orientation and partnerships with key actors.

No single **implementation approach** applied by Finnish ARDF support has proven to be appropriate in all circumstances; success is highly dependent on factors like geographical and thematic focus of the support, capacities of the partners organisations, status of aid effectiveness process in the country and sector, inter alia. The best results, in terms of efficiency and effectiveness, are obtained by a combination of approaches sharing the same strategic principles and contributing to common ARDF objectives.

Outcome / results-based monitoring of Finnish-supported ARDF interventions has not yet sufficiently built upon and contributed to existing country-based systems for monitoring of agriculture, forestry or food security policies, as well as broader social and environmental policies and the SDGs, including indicators for all ARDF relevant outcome areas – including for private sector engagement.

Lessons learned: While project-internal learning shows weaknesses, ARDF projects have learned lessons from development partners and adjusted these to their contexts. Learning has also happened through sector coordination and learning mechanisms, in which Finland has played an active role. Local-level coordination and exchanges with different types of interventions in the same area have produced synergies and

contributed to the development of a regional approach in some cases. Meanwhile, less sector-specific and more integrative approaches, such as landscape or nexus approaches, are evolving, which address the challenges of climate change, a healthy natural environment and sustainable development in a holistic manner. Climate-finance related mechanisms are evolving as well and can also provide valuable lessons for future Finnish cooperation in ARDF sectors.

While there is little evidence of incremental business opportunities created for Finnish companies as a result of the **Finnish Added Value** approach, Finnish businesses have benefitted from development cooperation in many ways. In some cases, bilateral projects have been catalysts for Finnish businesses, although the projects have not expressly developed methods to this respect. Finnish added value, including enhancement to Finnish markets, is not appropriately addressed through bilateral programmes.

Conclusions. From these findings, 13 conclusions were drawn.

On Finland's contribution to global ARDF objectives: (1) Finland could best increase the relevance of its cooperation in ARDF and contribute to implementation of Agenda 2030 and other international agreements by (a) creating synergies between implementation and reporting on ARDF interventions and the international agreements; (b) by further integrating SDG targets on ARDF in MFA's Theory of Change; and (c) by developing missing indicators – on value chain and business development - for integration in SDG reporting.

On the value chain approach: (2) While the Value Chain Approach (VCA) has created some promising results, its application in bilateral projects has not fully delivered on the expectations. A main reason lies in the design of the interventions lacking comprehensive context and systems analysis. (3) Consequently, poverty reduction is not always best served by a VCA, since effective value chain development requires stakeholders with a minimum amount of assets. In many cases, choices need to be made between value chain focus and social development. (4) At the beneficiary level, best results have been achieved when proper understanding of the decision-making criteria of households was the basis for developing and promoting economically, socially and ecologically feasible improvements. For example, when considering new agricultural technology, farmers may give much importance to risk aversion and less to productivity increase demonstrated by the research.

On cross-cutting issues and the Human Rights-based Approach: (5) The ARDF projects in the sample have not given systematic attention to integrating HRBA principles and cross-cutting objectives, in the design, implementation and reporting of interventions; this is likely to have reduced their poverty reduction impact. Nonetheless, most projects have contributed to HRBA and/or CCO's, especially in case national policies and strategies were supportive of these objectives.

On key success factor for reducing poverty and inequality: (6) Overall, the ARDF interventions have made relevant contributions to poverty and inequality reduction. While poverty and inequality were not always well measured and reported, they were most successfully reduced by a combination of institutional capacity building and grassroots-level interventions. Some specific success factors for reduction of poverty and inequality could be identified.

On private sector investment in ARDF and in sustainable land use: (7) Finnish ARDF support has gained initial experience in engaging with private sector operators and helped create an enabling environment for investment. However, investment in ARDF has not followed, for lack of market orientation and partnerships with key actors or due to policy constraints.

On the appropriateness of implementation approaches: (8) Overall, the results of using bilateral projects as the main implementation modality, including for support to multilateral agencies, have been positive but limited in scale. More targeted combining of different modalities - such as ICI projects and grant projects for competent CSOs - could produce synergy and contribute to more sustainable impacts. (9) Lessons learnt from previous programmes have not been taken into account adequately when designing new ones.

On M&E in support of broader frameworks: (10) Monitoring and evaluation of ARDF interventions need strengthening at the level of outcome monitoring, with a stronger role for beneficiaries. They should be country-based and aligned with SDG and NDC goals, and support partner countries' reporting requirements.

On lessons learned: (11) There is limited systematic learning on ARDF and incorporation of lessons learned in project design. However, Finland has played an active role in ARDF sector coordination and learning, in particular in the forest sector. For future Finnish support for ARDF, use can be made of evolving integrative approaches to land management and innovative climate finance mechanisms.

On Finnish added value: (12) There is no evidence that the concept of Finnish Added Value (FAV) has made any significant contribution to the performance of ARDF interventions. (13) FAV may be opposed to principles of aid effectiveness and narrow down the perspective on the context in which Finnish interventions operate. As a relatively small donor, MFA is likely to achieve better results through joint operations with other development partners than through concentrating on a separate identity and visibility.

Recommendations.

- **On Finland's contribution to global ARDF objectives:** (1) Finnish cooperation should further develop its cooperation on land-based activities, in alignment with the SDGs, NDCs and other international agreements such as the CBD, and integrate related targets in its Theories of Change.
- **On the value chain approach:** (2) Continue and further develop application of a value chain approach in situations where internal and external conditions are in place.
- **On cross-cutting issues and the Human Rights-based Approach:** (3) MFA's theories of change should reflect HRBA as an overarching approach allowing to assess outcomes, outputs and activities from a gender, inequality and climate perspective. MFA should identify opportunities to address these themes through ARDF sector interventions and enhance guidance and training on these topics.
- **On key success factor for reducing poverty and inequality:** (4) In order to maximise poverty reduction effects, MFA should combine institutional capacity development and grassroots level interventions, and make their contributions to the various dimensions of poverty and inequality reduction more visible and measurable.
- **On private sector investment in ARDF and in sustainable land use:** (5) Private sector investment should be better anchored in country strategies, and collaboration and synergies between bilateral ARDF interventions and private sector investments should be actively pursued, in order to create sustainable rural employment and income based on sustainable land-use.
- **On the appropriateness of implementation approaches:** (6) Continue the use of the bi-lateral funding modality in the ARDF sector, while making best use of the diversity of modalities within the ARDF portfolio. This can be obtained by innovative identification and preparation of interventions, in flexible institutional frameworks that are strategically reviewed on a regular basis.
- **On M&E in support of broader frameworks:** (7) MFA should ensure that outcome-oriented results frameworks refer to a comprehensive set of SDG and NDC goals, targets and indicators, and support partner countries in reporting on their international obligations. At the same time, strategic steering evaluation should be enhanced, based on more participatory monitoring.
- **On lessons learned:** (8) MFA should work towards establishing a lessons learnt repository for ARDF. This could include compiling and analysing the sections on "Lessons learnt, conclusions and recommendations" from the Annual Reports produced by the projects and further meta-analysis of ARDF evaluation reports, as well as ARDF-related thematic lessons from other organisations. Also, mechanisms should be developed to ensure that lessons learnt are systematically included in project design and thoroughly considered during implementation. (9) MFA should use and contribute to further developing integrative approaches, which recognise the connections and trade-offs between forestry, climate, food, water and energy objectives, in a perspective of supporting implementation of the Agenda 2030.
- **On Finnish added value:** (10) Enhance Finnish added value through activities designed specifically for that purpose, including existing private sector instruments. The concept of 'Finnish added value' should not be applied as a criterion in identifying, designing and implementing ARDF interventions.

Key Findings, Conclusions and Recommendations

The following table presents a summary of main findings based on the detailed findings presented in the report. It links findings to conclusions and recommendations.

Findings	Conclusions	Recommendations
EQ 1: How can Finnish co-operation efforts best contribute to the achievement of the SDGs - as well as other relevant international agreements - through ARDF sectors making optimal use of its comparative advantages?		
<p>Finding 1. The eight bilateral projects had strong links with approximately one fifth of SDG Indicators placed under 17 SDG Targets and eight SDGs.</p> <p>Finding 2. Bilateral ARDF support is highly and frequently aligned with SDG indicators on poverty reduction, SFM, and governance including equitable sharing of benefits.</p> <p>Finding 3. The most abundant numbers of project logframe indicators fell under SDG Indicators that relate to, inter alia, (technical) education, equitable sharing of benefits (from natural resources), SFM, and participatory decision-making at all levels.</p> <p>Finding 4. Although being designed in the MDG era, the bilateral projects, as conceived, had the potential to contribute to more SDG Targets than what is included in MFA's Policy Priority Area 4 TOC.</p> <p>Finding 5. The SDG Indicators do not capture value chain and business development aspects comprehensively.</p> <p>Finding 6. None of the projects included in the evaluation has addressed MEAs directly, an issue in terms of relevance of Finland's interventions.</p> <p>Finding 7. While Finland is a considered a credible development partner in ARDF, the effectiveness of the sample projects in terms of climate change adaptation and mitigation can be questioned.</p> <p>Finding 8. Concrete thematic and geographical links of GCF funding with Finland's existing and past interventions are weak.</p> <p>Finding 9. Land use and forestry are addressed under mitigation action in the five countries; climate-smart agriculture and more efficient cookstoves appear to hold higher priority than REDD+; in adaptation, agriculture and water are identified as key sectors.</p> <p>Finding 10. Gender and human-rights approaches are largely absent in partner countries NDCs.</p>	<p>Conclusion 1. Finland can best increase the relevance of its cooperation in ARDF and contribute to implementation of Agenda 2030 and other international agreements by (1) creating synergies between implementation and reporting on ARDF interventions and the international agreements; (2) by further integrating SDG targets on ARDF in MFA's Theory of Change; and (3) by developing missing indicators – on value chain and business development - for integration in SDG reporting. (Based on Findings 1-9 of EQ1 – chapter 4.1 - and basis for Recommendation 1.)</p>	<p>Recommendation 1. Finnish cooperation should further develop its cooperation on land-based activities, in alignment with the SDGs, NDCs and other international agreements such as the CBD, and integrate related targets in its Theories of Change. (Based on Conclusion 1.)</p>

Findings	Conclusions	Recommendations
EQ 2: Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture - while benefiting final beneficiaries in a sustainable way?		
<p>Finding 11. A value chain can be defined as the full range of activities required to bring a product or service from conception, through the different phases of production (involving a combination of physical transformation and the input of various producer services), delivery to final customers, and final disposal after use.</p> <p>Finding 12. Most sample projects have not been explicit and systematic in applying the VCA, and project documents do not refer to any initial value chain analysis carried out. At the time the sample projects were conceived, value chain know-how was not as comprehensive and wide-spread as today.</p> <p>Finding 13. The list of conditions for VCA to succeed is long and no project meets all. There is no algorithm to determine whether requirements are sufficiently met, as projects are unique in terms of context, time, and space. However, in favourable conditions, value chain support can be effective even with relatively modest resources</p> <p>Finding 14. The value chain approach is often applied assuming that poor households meet a number of assumptions which, however, often do not reflect the realities and the needs of the poor.</p> <p>Finding 16. There is a growing awareness of the limitations of the approach and suggestions for consequent improvements of the concept emerge.</p> <p>Finding 17. Multilateral organisations supported by Finland have applied VCA, but also other approaches closely related to the development of value chains, commercial ARDF, and strengthening of private sector.</p> <p>Finding 18. A VCA needs certain conditions to be in place, or at being least developed/, before it can bring about results.</p> <p>Finding 19. Success and failures VCA projects are closely linked to: functioning private sector, enabling environment, support services; and project features.</p> <p>Finding 23. Public-private partnership (PPP) and blended funding as a key instrument are often proposed in circumstances where markets alone fail because of high transaction costs and complex operating environments.</p> <p>Finding 25. In Finland, there is general agreement on increased private sector engagement in development cooperation, but little critical debate about possible risks.</p>	<p>Conclusion 2. Application of a Value Chain Approach (VCA) has clear merits and has created, in some instances, promising results. Overall, however, its application in bilateral projects has not fully delivered on the expectations. On the one hand, situational contexts are not always suited to the application of a VCA, and on the other, the design of the interventions would have needed more comprehensive context and systems analysis. In several projects, the VCA has been used as the overall conceptual framework, although it is an approach applicable for market-based development in specific conditions. (Based on finding 12, 13, 14, 16, 18, and 19 and basis for Recommendation 2.)</p>	<p>Recommendation 2. Continue and further develop application of a value chain approach in situations where internal and external conditions are in place. (Based on Conclusion 2, 3 and 4.)</p>
<p>Finding 15. In many initiatives, value chains are mainly approached from the point of view of agricultural production and agricultural advisory services in their technical dimension.</p> <p>Finding 20. Many of the alternatives to VCA include a strong private sector involvement, being debated within the development community.</p>	<p>Conclusion 3. Poverty reduction is not always best addressed with the value chain approach as its development needs stakeholders with a minimum amount of assets. In</p>	

Findings	Conclusions	Recommendations
<p>Finding 21. The food systems approach (FSA) aims at sustainable solutions for sufficient supply of healthy food.</p> <p>Finding 22. The landscape-system approach tackles economic, social and environmental challenges particularly related to the use of natural resources.</p> <p>Finding 24. Without private sector engagement, public funding would never be sufficient to reach the SDGs.</p>	<p>many cases, choices need to be made between value chain focus and social development. While the role of private funding in ARDF is increasing, its development effects are being disputed. (Based on findings 15, 20, 21, 22, 23, and 25, and basis for Recommendation 2.)</p>	
<p>Finding 26. Financing of various value chains has increased in recent years.</p> <p>Finding 27. Forestry value chains in the Southern Highlands of Tanzania illustrate conditions in which support to value chains can succeed and various Finnish stakeholders are involved demonstrating their collaboration.</p> <p>Finding 28. Value chain support by Finnish ARDF projects has produced mixed results.</p>	<p>Conclusion 4. Financing in value chains has to some extent increased. At beneficiary level, the best results have been achieved based on proper understanding of the decision-making criteria of the households, in order to develop and promote improvements that are appropriate and feasible. For example, when considering new agricultural technology, farmers may give much importance to risk aversion and less to productivity increase demonstrated by the research. (Based on finding 26, 27, and 28, and basis for Recommendation 2.)</p>	
<p>EQ 3: How can cross-cutting objectives and HRBA be successfully integrated and implemented in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the ARDF interventions?</p>		
<p>Finding 29. The evaluation period has seen three different Development Policies, each with their own set of cross-cutting themes and objectives.</p> <p>Finding 30. CCOs and HRBA were not systematically included nor mainstreamed into project design and implementation, and M&E and reporting on these topics is at best rudimentary.</p> <p>Finding 31. Most projects struggled to successfully integrate CCOs and HRBA into their daily work. This is likely to have reduced the projects' impact on poverty reduction.</p> <p>Finding 32. HRBA and CCOs were most successfully applied when they corresponded to national policy priorities and were implemented through national frameworks.</p> <p>Finding 33. Despite inadequate integration given to CCOs and HRBA in project documentation, these themes have sometimes been implemented without being reported as such.</p>	<p>Conclusion 5. The ARDF projects in the sample have not given systematic attention to integrating HRBA principles and cross-cutting objectives, in the design, implementation and reporting of interventions; this is likely to have reduced their poverty reduction impact. Nonetheless, most projects have contributed to HRBA and/or CCO's, especially in case national</p>	<p>Recommendation 3. The MFA should work for its Theories of Change to better reflect HRBA as an overarching approach allowing to assess outcomes, outputs and activities from a gender, inequality and climate perspective, and identify opportunities to address these themes, in particular in relation to priority area 4, through ARDF interventions. In addition, it should</p>

Findings	Conclusions	Recommendations
<p>Finding 34. Guidance and tools for application of CCOs and HRBA are not adequate nor readily available, and project teams rarely include sufficient expertise on these themes.</p> <p>Finding 35. Gender mainstreaming has not been very successful in the project sample, with exception of AgroBIG II, but some good practices exist in multi-bi projects.</p> <p>Finding 36. The degree of consideration of climate change and environmental sustainability varies across the sample projects.</p>	<p>policies and strategies were supportive of these objectives. (Based on Context 9, Context 11, on EQ3 all findings – chapter 4.3.2. - and on Finding 9 in EQ1.)</p>	<p>enhance guidance and capacity building on these topics. (Based on Conclusion 5.)</p>
<p>EQ 4: What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?</p>		
<p>Finding 37. Poverty and poverty reduction are not clearly defined in the project sample, and there is large variation in the setting of pro-poor targets, the definition of indicators and use of baseline data.</p> <p>Finding 38. Monitoring and evaluation systems for poverty reduction are, in most cases, clearly linked to national policies and strategies.</p> <p>Finding 39. Income generating activities supported by the Finnish projects have, in several but not all cases, helped reduce poverty in rural communities.</p> <p>Finding 40. A focus on youth employment, in Kenya (MMMB) and in Ethiopia (AgroBIG I and II) has had a significant impact on entire communities.</p> <p>Finding 41. Women's economic empowerment, through opportunities to start microbusinesses, tend to have a trickle-down effect on family welfare and well-being.</p> <p>Finding 42. Training and capacity building in agriculture and forestry are effective means for reduction of poverty and inequality.</p> <p>Finding 43. A value chain approach may not be the most effective way to reduce poverty in all circumstances.</p> <p>Finding 44. The scale and duration of Finnish funded project operations are often insufficient to bring about poverty reduction, or at least signs thereof.</p> <p>Finding 45. Limited application of the HRBA and integration of CCOs have also limited poverty reduction impacts.</p> <p>Finding 46. ARDF interventions generated some positive emergent outcomes in the form of self-image, health and educational benefits from women's income generated; a negative unintended result is increased inequality in case beneficiaries have uneven access to project benefits.</p> <p>Finding 47. There is ample documentation on indicators measuring poverty and inequality at country, regional levels, or cross-country.</p>	<p>Conclusion 6. Overall, ARDF interventions have made relevant contributions to poverty and inequality reduction. While poverty and inequality were not always well measured and reported, they were most successfully reduced by a combination of institutional capacity building and grassroots-level interventions. Some specific success factors for reduction of poverty and inequality could be identified. (Based on EQ4 (all findings, chapter 4.4) and EQ7 (chapter 4.7), and partly on EQ2 (chapter 4.2) and EQ3 (chapter 4.3).)</p>	<p>Recommendation 4. In order to maximise poverty reduction effects, MFA should combine institutional capacity development and grassroots level interventions, and make their contributions to the various dimensions of poverty and inequality reduction more visible and measurable. (Based on Conclusion 6, and partly on Conclusion 3 and 5).</p>

Findings	Conclusions	Recommendations
EQ. 5: How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to responsible investors at the same time?		
<p>Finding 48. EU and its Member States increasingly complement traditional grants with private investments and blending operations, using innovative financing models. Agriculture and forestry, however, remain underinvested sectors.</p> <p>Finding 49. Finland disposes of various investment instruments, but their use is not yet well reflected in Country Strategies, other than in terms of supporting employment and livelihoods.</p> <p>Finding 50. Two out the eight bilateral programmes (PFP and AgroBIG II) actively developed linkages with private sector actors and succeeded, to some extent and on a small scale, in catalysing private sector investment in plantation forestry and agricultural value chains, respectively. However, they have attracted limited external investment related to land use</p> <p>Finding 51. While most bilateral projects included in the sample did not actively engage with investors, some did contribute to creating an enabling environment for investment to come in.</p> <p>Finding 52. In terms of actors, the partnership or collaboration between a (bilateral) project fostering an enabling environment and responsible private investors is a key success factor for investment in sustainable land use.</p> <p>Finding 53. Success factors for investment in sustainable land management are related to secure access to land, access to finance or inputs and the application of social and environmental safeguards.</p> <p>Finding 54. Main challenges to inclusive investment in sustainable land-use are (1) absence of land use plans, (2) weak enforcement of environmental and social safeguards, (3) lack of incentives in the legal framework and (4) insecure land tenure and low public awareness.</p> <p>Finding 55. Examples of inclusive investments in sustainable land use in the sample countries include (1) creating jobs for women and youth in agri-food value chains; (2) supporting young entrepreneurs to invest in landscape and land restoration, and (3) responsible private forestry value chain development.</p> <p>Finding 56. Multilateral organisations are mostly engaged in initiatives facilitating access to finance and de-risking farmers' investments or overcoming barriers to restoration of degraded landscapes.</p> <p>Finding 57. Multilateral organisations should play a stronger role in promoting the sustainable land investment agenda and addressing common challenges to sustainable land-use investment and equitable distribution of benefits from investment in the ARDF sectors.</p>	<p>Conclusion 7. Finnish ARDF programmes have gained initial experience in engaging with private sector operators in agriculture and forestry, and helped create enabling environment for investment, by building smallholders' organisational capacities or applying environmental safeguards. However, investment in ARDF has not followed, for lack of market orientation and partnerships with key actors or due to policy constraints. (Based on findings from context analysis, EQ5 (chapter 4.5) and EQ6 (chapter 4.6) and basis for Recommendation 5)</p>	<p>Recommendation 5. The MFA should strive for better anchoring private sector investment in country strategies, strengthening the incipient collaboration and facilitating the synergies between Finnish-funded bilateral ARDF interventions and private sector investments, in a perspective of creating sustainable rural employment and income based on sustainable land-use. (Based on Conclusion 7.)</p>
EQ 6: Which implementation approaches are most appropriate - in terms of scale, modality, instrument, channel and/or implementing organisations in future?		
<p>Finding 58. The project-based approach has been the default choice for the Finnish ODA support to ARDF. It can offer a broad mix to adequately support ARDF in various settings.</p>	<p>Conclusion 8. Bilateral cooperation projects and programmes have been</p>	<p>Recommendation 6. Continue the use of the bi-lateral funding</p>

Findings	Conclusions	Recommendations
<p>Finding 59. Much of the vanguard knowledge and information on ARDF is promoted by UN agencies, but they are constantly facing resource constraints, and cannot effectively carry out ARDF operations that would match the level of ambitious policies and strategies.</p> <p>Finding 60. Multilateral organisations basically rely on the same range of modalities as Finland does. Ensuing instruments differ as a result of strategic choices, development aid history, and available resources and capacities.</p> <p>Finding 61. Bilateral grant projects may provide an alternative to bilateral tendered projects. A careful selection of the partner is crucial.</p> <p>Finding 62. Programme-based approach and related modalities are currently rarely applied for channelling Finnish ARDF support.</p> <p>Finding 63. The underlying reasons for programme-based modality have not disappeared.</p> <p>Finding 64. In most sample projects tangible economic and social benefits have been rather limited. Projects that have long planned duration have higher probability to consolidate their results, in comparison to those with a limited implementation period.</p> <p>Finding 65. In most projects analysed, overall impact and changes have been relatively restricted in extent, with satisfactory results at local level but less in a wider context.</p> <p>Finding 66. Grant projects anchored at grassroot level like the Farmers' Clubs by ADPP may constitute an alternative to bilateral tendered projects</p> <p>Finding 67. While a grant project through a competent and reliable CSO may be an interesting aid modality, its prerequisites include a clear targeting and comprehensive monitoring of the support.</p>	<p>a major modality in ARDF supported by Finland. Multilateral agencies have also mostly relied on project approach. The overall results have been positive, although restricted in scale. A more conscious combination of different modalities – such as ICI projects and grant projects through competent CSOs - can produce synergy and contribute to more sustainable impacts. Finnish funded projects of multilateral agencies should be maintained in the range of possible modalities. (Based on EQ 6 findings, and basis for Recommendation 6.)</p>	<p>modality in the ARDF sector, while strengthening the diversity of modalities within the ARDF portfolio. This can be obtained by innovative identification and preparation of interventions, in flexible institutional frameworks that are strategically reviewed on a regular basis. (Based on Conclusion 8 and 9)</p>
<p>Finding 68. Challenges in operating environment, programme design, and management, and their effect on relevance, effectiveness and sustainability remain important; often means to address them are lacking or they are beyond their control.</p> <p>Finding 69. Differences between technical assistance budgets are huge.</p> <p>Finding 70. The volume of resources may explain a part of a project's effectiveness as it can allow for making substantial investments in human and material resources.</p>	<p>Conclusion 9. Lessons learnt from previous programmes have not adequately been considered when designing new ones; bilateral tendered projects may have inherent limitations. (Based on EQ 6 findings, and basis for Recommendation 6).</p>	
<p>EQ 7: What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?</p>		
<p>Finding 71. Results frameworks of projects reviewed reflect a logical connection between the projects and MFA Country Strategies used at the time of project formulation.</p> <p>Finding 72. Country Strategies have integrated results from evaluations but linking ARDF interventions to specific priority areas carries a risk of losing sight of the multidimensional benefits.</p>	<p>Conclusion 10. Monitoring of ARDF interventions need strengthening at the level of outcome monitoring, with a stronger role for beneficiaries. Future monitoring systems should be country-based and aligned with SDG</p>	<p>Recommendation 7. To make Finnish contributions to Agenda 2030 and global climate action more explicit, MFA should ensure that results frameworks refer to a comprehensive set of SDG and NDC</p>

Findings	Conclusions	Recommendations
<p>Finding 73. Monitoring and evaluation systems applied by the projects have, in most cases, been effective to monitor inputs and activities, but not been aligned with national systems.</p> <p>Finding 74. The M&E systems developed by several projects showed weaknesses of one kind or another, preventing them from proper outcome monitoring and effective project steerage.</p> <p>Finding 75. Measurement systems were inadequate to measure poverty and inequality, in particular.</p> <p>Finding 76. Most projects did not have an evaluation plan. And even though most were subject to a mid-term evaluation, evaluation recommendations were not always taken on board.</p> <p>Finding 77. The use of an External Review and Evaluation Team (ERET) is a promising mechanism to ensure systematic learning and project steering throughout a programme's lifetime.</p> <p>Finding 78. Apart from MMMB and AgroBIG, project and programme M&E systems were not linked to partner government monitoring systems or to regional and global-level systems.</p> <p>Finding 79. It will be useful to link future ARDF results frameworks and reporting to specific SDG and NDC indicators, to make Finnish contributions to SDGs and NDCs more explicit.</p>	<p>and NDC goals, and support partner countries' reporting requirements. In addition, evaluation results need to be better used for strategic steerage. External Review and Evaluation Teams are a promising mechanism to enhance learning and effective programme steering. (This conclusion is mainly based on EQ7 findings and basis for Recommendation 7).</p>	<p>goals, targets and indicators, and support partner countries in reporting on their (international) obligations and commitments. Also, strategic steerage evaluation should be enhanced, based on more participatory monitoring. (Based on Conclusion 10 and 1).</p>
<p>EQ 8: How have the lessons learned from the donors/development partners and development organisations been taken into account or implemented at project level and what kind of approaches do the organisations have for future challenges in the sector?</p>		
<p>Finding 80. While some of the projects have actively learned from own experience, there are a few instances only of systematic learning and incorporation of lessons learned in project design.</p> <p>Finding 81. Some of the projects researched, adjusted and applied models available in-country, or developed collaboration with other organisations in order to benefit from their approaches.</p> <p>Finding 82. Finland has played an active role in sector coordination, particularly in the forest sector, and has sometimes pursued harmonisation of approaches through bilateral contacts.</p> <p>Finding 83. Coordination and exchanges between different types of interventions in the sector have produced synergy and contributed to the development of regional approaches.</p> <p>Finding 84. More integrative approaches are evolving, aimed at achieving sustainable land management, yielding optimal SDG results including climate change, biodiversity and ecosystems.</p>	<p>Conclusion 11. There is limited systematic learning on ARDF and incorporation of lessons learned in project design. However, Finland has played an active role in ARDF sector coordination and learning, in particular in the forest sector. For future Finnish support for ARDF, use can be made of evolving integrative approaches to land management and innovative climate finance mechanisms. (Based on context analysis (chapter 3) and on findings under EQ8 (4.8) as well as EQ1 (4.1) and EQ6 (4.6)).</p>	<p>Recommendation 8. The MFA should work towards establishing a lessons learnt repository for ARDF. Mechanisms should be developed to ensure that lessons learnt are systematically included in project design and thoroughly considered during implementation. (Based on Conclusion 11).</p> <p>Recommendation 9. MFA should use and contribute to further development of integrative approaches, which recognise the connections and trade-offs between forestry, climate, food, water and energy objectives, in a perspective of supporting implementation of the</p>

Findings	Conclusions	Recommendations
		Agenda 2030. (Based on Conclusion 11, and Context 12, 5 and 11)
EQ 9: How can 'Finnish added value' in the ARDF sector be realised (e.g. through access to Finnish markets and expertise or to Finland's experience in creating a favourable business environment)?		
<p>Finding 85. Finnish added value was highlighted in the GoF development cooperation policy of 2007, under which several sample projects were prepared.</p> <p>Finding 86. In bilateral cooperation, Finnish added value has had diverging interpretations, ranging from export promotion to any sort of cooperation between Finland and a partner country.</p> <p>Finding 87. Bilateral ODA interventions funded by MFA are not a very effective way for promoting Finnish business interests. It is likely that Finnish businesses would benefit more from tools designed for their particular purposes'.</p> <p>Finding 88. Expertise in forestry is frequently seen as a prime example of an area where Finland can offer a lot to its partners. In agriculture and food security, the FAV is less perceptible than in other sectors.</p>	<p>Conclusion 12. There is no evidence that the FAV concept has made any significant contribution to the performance of ARDF interventions. While Finnish capacities should be used when they are available, effective and cost-efficient, the projects should continue procuring their resources on a competitive basis. (Based on findings 85, 86, 87, 89, 91 and basis for Recommendation 9.)</p>	<p>Recommendation 10. Enhance Finnish added value through activities designed specifically for that purpose, including existing private sector instruments. The concept of Finnish added value' should not be applied as a criterion in identifying, designing and implementing ARDF interventions. (Based on Conclusion 12 and 13)</p>
<p>Finding 89. TA stress on the added value of one development partner can be contradictory to aid effectiveness principles, in particular, if in practice, this means promotion of the interests of that partner.</p> <p>Finding 90. There is little evidence that Finnish added value would have significantly contributed to the expected results of the sample projects. Other factors, such as a strategy that is appropriate in relation to the operating environment, are more important.</p> <p>Finding 91. For the sample projects, there is no evidence of business opportunities created for Finnish companies as a result of the FAV approach. However, Finnish businesses have benefitted from development cooperation in many ways, and further opportunities exist.</p>	<p>Conclusion 13. FAV may contrast with principles of aid effectiveness and narrow down the perspective on the context in which Finnish interventions operate. MFA is likely to achieve more and better results in joint operations with other development partners, instead of concentrating on a separate identity and visibility. (Based on findings 88, 89, 90, and basis for Recommendation 9.)</p>	

1 Introduction

1.1 This evaluation

This Evaluation of Programmes in the Agriculture, Rural Development and Forest (ARDF) sectors in Africa was commissioned by the Ministry for Foreign Affairs of Finland (MFA) and conducted between September 2018 and July 2019. The evaluation is primarily based on eight selected bilateral ARDF programmes, implemented in Ethiopia, Kenya, Tanzania, Zambia and Mozambique, from 2009 to 2018. They are a mix of Finnish programmes representing different geographical areas, ecosystems, approaches and methodologies.

The evaluation was undertaken by a team of five international consultants, supported, during country missions, by six national evaluators based in the selected countries. A reference group (Annex 4) composed of six representatives of different departments and units in MFA facilitated the participation of relevant stakeholders in the design and scoping of the evaluation, ensuring that different information needs were met and providing further quality assurance.

Following the finalisation of the Terms of Reference for the evaluation (Annex 1), during the inception phase (October – November 2018), the evaluation questions (EQs) were refined, a methodology was developed, and desk review of available documentation was started. During the implementation phase (December 2018 – March 2019), the team visited four countries and conducted additional meetings, interviews and desk review. During the reporting phase (April-July 2019), the information from the different sources was synthesised in order to answer the main evaluation questions.

1.2 Objective, purpose and scope of the evaluation

The *objective* of the evaluation is to identify relevant and effective approaches, methodologies, instruments in the ARDF sectors' interventions to support the implementation of current programmes and the planning of possible future cooperation in the ARDF sectors. In many of the ARDF sectors' programmes, a value chain-approach was adopted. The evaluation specifically assesses whether this is a meaningful approach for reaching and benefiting a diverse group of beneficiaries.

Another area of attention are the cross-cutting objectives (as relevant at the time of the programme design) such as gender, environment sustainability, human rights and climate change. The evaluation assesses how they have been integrated in programme documents and practical implementation, and how actions in the ARDF sectors have supported the achievement of the cross-cutting objectives as well as the overall objectives of the programmes in practice.

The evaluation is not supposed to summarize the mid-term evaluations, programme completion reports or previous thematic evaluations, nor be conducted as a final evaluation of the projects and programmes nor does it evaluate the performance of the partner organisations or other collaborators. Instead, the *purpose* is to learn from the past and look forward how to improve the programme design, effectiveness, relevance and sustainability, and align with the 2030 Agenda for Sustainable Development. This special focus is reflected in the evaluation questions, in the approach adopted and in the choice of the evaluation team.

Finland has financed a substantial number of agriculture and rural development and forestry programmes over the past 10 years; on top of the bilateral programmes, it also financed over fifty ARDF related research initiatives and studies completed by Finnish state institutions and universities and international research centres, as well as many projects implemented by Finnish NGOs. For all bilateral programmes, mid-term reviews (MTR) or mid-term evaluations (MTE) have been conducted and Programme Completion Reports written, including context analysis, lessons learnt and 'ways forward' chapters. However, only a few final

evaluations have been conducted, which leaves the final outcomes and impacts of the programmes unverified. The evaluation assesses reasons why conclusions of mid-term reviews have been generally very critical and how lessons learned and recommendations of evaluations have been taken into account in planning, formulation of new programmes and country strategies.

The country- and project-specific case studies included in the evaluation are primarily centred on eight bilateral ARDF projects and programmes in five East and South African countries. They were selected by the MFA-Department for Africa and the Middle East, based on their knowledge of the overall ARDF portfolio in Africa. It was assumed that the eight cases represent main tendencies in Finnish ARDF support. As pointed out in chapter 2, four of the five selected countries, namely Mozambique, Kenya, Zambia, Tanzania are among the countries that received most aid from Finland for agriculture, fishing, rural development and forest sector between 2006 and 2017.

In addition, the evaluation examined other Finnish support to the sector, through multilateral initiatives and other aid modalities, such as private sector investments under the Finnish Fund for Industrial Cooperation Ltd (Finnfund) or initiatives under the Finnish Fund for Local Cooperation (FLC). Furthermore, the evaluation explored innovative approaches and practices of other actors, in a forward-looking perspective.

The evaluation comes at a point in time when many of these programmes have come to an end or will be concluded in the coming few years. There is a felt need for taking stock of lessons learned in the sector to guide new country strategies and formulation of programmes to be supported in the context of Finnish cooperation. At the same time, in the ten years covered by the review, the agriculture, rural development and forest sectors in developing countries have undergone profound changes. This calls for new approaches and new forms of engagement with the various development actors. The evaluation is meant to be forward-looking and to provide orientations for future engagements in the ARDF sector in Africa.

1.3 How to read the report?

This evaluation comes with a substantial amount of supporting information and evidence. It includes:

- The main report which follows a standard structure: after outlining the evaluation approach, it explores and analyses the context in which Finnish ARDF support has been prepared and implemented; it then turns to answering the EQs before drawing conclusions from the findings and analyses made, followed by related recommendations.
- Annexes that provide a set of basic documents related to the evaluation (ToR, documents consulted, etc.), a specific annex on the outcomes of the country missions, and further relevant analyses that fed into the main report (e.g. SDG and logframe indicator analysis, Social Vulnerability and Gender Analysis).
- Separate Country Reports that present the findings, conclusions and recommendations that are specific for each country visited. The country reports are published separately on the website of the MFA and are of high importance especially for the analysis made in chapters 4, 5 and 6, i.e. the analyses to answer the EQs and the conclusions and recommendations. They have been developed based on document analysis, the field missions and further desk research. Therefore, the evaluation findings, conclusions and recommendations presented in this main report frequently refer to the country reports, as it provides a body of evidence to underpin the main report's analyses.

To allow for proper cross-referencing, all evidence in the country reports has been numbered. The following system is used:

- Country codes are: ETH, KEN, MOZ, TZA and ZAM for Ethiopia, Kenya, Mozambique, Tanzania, and Zambia respectively (corresponding to international codes);

- For context information referred to in the main report towards context information provided in the country reports the term “Context” is used, followed by the number of the relevant context information;
- The same applies to findings, conclusions and recommendations, the acronyms being used are: F for “Finding”, C for “Conclusion” and R for “Recommendation”.
- Full references to the country reports look like: “TZA-Context 9”, “ETH-F7”, “KEN-C1”, “MOZ-R2”.

Reference within the main text is made by using the full words but no country code, e.g.: see Finding 7, see Conclusion 3.

The answer to each individual EQ is presented in a summary box. For quick reading, the reader might focus on the boxes only.

2 Approach, methodology and limitations

2.1 Approach

The evaluation is ‘strategic’ in as far as it aims to help orienting future Finnish support in agriculture, rural development and forestry, based on global developments in these sectors and on the strengths of the Finnish cooperation. It is distinctly forward-looking, drawing from experience of both MFA and other actors in the same sector, and takes new approaches and ideas into consideration to provide recommendations to decision-makers for future programming and implementation (formative). It is for this reason that many of the Evaluation Questions (chapter 2.2 and Annex 7) have been formulated as ‘how’ questions, rather than the more typical ‘what’ and ‘to-what-extent’ evaluation questions.

Most of the projects included in the evaluation have been concluded in 2016 or 2017, and, as such, the evaluation is ‘ex-post’, allowing to assess to a certain extent impact and sustainability of project results and analyse the factors explaining success and failure. The evaluation analyses the applied policies and strategies, from conception to implementation, and assesses the results of the funded activities. At the same time, it is based on an exploration of other relevant experience or lessons that can inform future Finnish support to ARDF. By consequence, the evaluation approach is only partly outcome-based (summative); it aims to generate knowledge and lessons on what works and what does not, in the ARDF sectors in Africa, so as to enhance effectiveness in implementation.

The evaluation is complex, as it covers several programmes and instruments over a significant period, at the level of several broad sectors (ARDF) and a continent (mainly East and Southern Africa) that presents widely different realities. There is a challenge in reconciling and balancing the global and strategic perspective with the findings stemming from project-specific assessments – which are often context specific.

From this perspective, it was crucial to maintain focus on the main evaluation questions and avoid getting lost in project-related details. At the same time, the evaluation needs to be open to exploring and capturing views that could help shape future approaches. To arrive at answers to the various EQs, sub-questions and indicators were used to the extent possible. For each of the questions, the sub-questions formulated define their scope and create a common reference framework.

The evaluation matrix was used by all experts during data collection to ensure a consistent approach to answering the evaluation questions. Raw data from interviews (more than 300) and field visits was fed into the matrices, based on which Country Reports were prepared. After the end of the field visits, the team met for two days to share findings from the country visits and derive initial conclusions. This provided the starting point for elaboration of the final report and answering the global evaluation questions.

2.2 Evaluation questions

The nine evaluation questions, as defined in the ToR (Annex 1), have been broken down in sub-questions and indicators. The following table summarises the main elements of the EQs that the evaluation has addressed; Annex 7 provides further details about how the team has addressed the EQs and the detailed evaluation matrix. The table also links each EQ to the most relevant DAC criteria covered by the EQ. The fact that this can be done highlights that the nature of this evaluation is different from others that assess one criterion after the other. However, such a cross-cutting nature of EQs is common in thematic evaluations as this one, as thus a clear focus can be put on topics of direct interest without applying a too rigid framework that might rather hinder highlighting these main topics. In addition, most EQs are future-oriented, which is uncommon to evaluations; they are somewhat blurring the lines between EQs, conclusions and recommendations. Therefore, the report contains future-oriented elements directly in the answers to the EQs, which are then taken up as well in the conclusions and recommendations.

Table 1. The Evaluation Questions

No.	Question	What is it about?	Relation to DAC criteria				
			Relevance	Efficiency	Effectiveness	Impact	Sustainability
1	How can Finnish co-operation efforts best contribute to the achievement of the SDGs – as well as other relevant international agreements – through ARDF sectors making optimal use of its comparative advantages?	This question is about alignment with country- and programme-level outcomes and outputs, and linkages between the various results levels (from policy priorities down to field level interventions). It deals with the match between project and country strategy theories of change, the theory of change at Finnish policy level - in particular in relation to the current Development Policy Priority Area 4 – and the associated SDGs. The issue of comparative advantage is addressed, and, in addition, the question aims to identify future challenges in the sector where Finland could usefully contribute.	X		X	X	
2	Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture- while benefiting final beneficiaries in a sustainable way?	This question highlights the role that a value chain approach (VCA) has played in Finnish ARDF support and identifies pre-requisites that should normally be in place to make it work. It also discusses alternative approaches and assesses their potential value, comparison with the VCA.	X		X	X	X
3	How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the projects?	This question focuses on the assessment of how these objectives and approaches have been considered, implemented and monitored – taking account of the policy environment existing at the time the projects were launched. It also addresses how shifts in Finnish objectives and approaches have been addressed in implementation.	X		X	X	X
4	What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?	This question checks to what extent, if at all, poverty reduction was on the agenda of ARDF support, and how this issue has been tackled and measured. It investigates the reasons (influencing and the limiting factors) why results have or might not have matched expectations, considering the contextual setting and external factors.	X		X	X	X
5	How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while	As land-use investments led by foreign and domestic private investors are increasing, in Africa and globally, this question addresses critical elements and conditions that would be required to makes such sustainable investments possible.	X		X	X	X

No.	Question	What is it about?	Relation to DAC criteria				
			Relevance	Efficiency	Effectiveness	Impact	Sustainability
	being attractive to (responsible) investors at the same time?						
6	Which implementation approaches are most appropriate - in terms of scale, modality/ instrument, channel and/or implementing organisations in future?	Given the mix of modalities and approaches Finland uses in its support to ARDF, this question analyses advantages and disadvantages of each of them, and distilling, to the extent possible, best-suited paths for the future. The question considers challenges in the operating environment as well as the role of coordination and collaboration with other development partners, as other elements determining the appropriateness of approaches.		X	X	X	
7	What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?	This question analyses how well the project and programme M&E-systems matched the requirements to allow for adequate reporting on progress, especially at the outcome level and beyond, to feed information into national (SDG) strategies and the MFA's results reporting. It identifies strengths, weaknesses and challenges of the systems.		X	X		
8	How have the lessons learned from development partners been taken into account and what kind of approaches do the organisations have for future challenges in the sector?	Structured learning from experience is important to allow for spreading good practices. This EQ tries to distil practices, approaches and lessons learned from other actors in the ARDF sectors and their application at project level and at the extent to which coordination and learning platforms, or other types of inter-sectorial mechanisms for sharing and learning in the countries have been considered.	X		X	X	
9	How can 'Finnish added value' in the ARDF sector best be realised?	Based on a definition of Finnish added value (FAV), the question looks for evidence of FAV contributing to project results, and if and how FAV has possibly strengthened project effectiveness. It further discusses if there is dissonance between the FAV, Finnish leverage, commercially motivated aid and tied aid, on the one hand, and aid effectiveness, demand-driven aid, and ownership, on the other	X	X	X		

2.3 Methodology

2.3.1 Country and project selection, overview of sample projects

The **country- and project -specific case studies** included in the evaluation **are primarily centred on eight bilateral ARDF projects and programmes in five African countries**. They were selected by the MFA-Department for Africa and the Middle East, based on their knowledge of the overall ARDF portfolio in Africa. As pointed out in chapter 2, four of the five selected countries, namely Mozambique, Kenya, Zambia, Tanzania are among the countries that received most aid from Finland for agriculture, fishing, rural development and forest sector between 2006 and 2017.

Based on information provided by MFA, the original criteria for selection of the sample were the following: 1) Africa Region, agriculture/rural development/forestry bilateral projects funded/managed by the Africa Department, within the set timeframe; 2) exclusion criteria related to the previous: projects focusing on land registration/management were excluded; also, otherwise eligible projects completed or phased out before 2015 with no follow-up phases or projects that had perceived difficulty of evaluation and limited relevance; 3) projects with more or less similar approaches or theories of change (e.g. value chain approach - VCA) were prioritized, as were relatively larger projects. The third criterion was, in fact, not strictly applied as illustrated by the presence of the ZNFU in Zambia as an ‘outlier’ project in the sample. Furthermore, available funding limited the number of projects to be included, and lastly, earmarked regional/INGO and multilateral projects were also included in the sample, expanding the first criterion.

The key characteristics of the eight projects are provided in Annex 6; they include the main components or result areas, duration and budgets, implementing agencies and management structures, beneficiaries as well as information on evaluations. The projects vary in financial size between 2.9 and 22.7 mEUR, with an average envelope of 11.5 mEUR. Collectively, they represent a budget of 91.75 mEUR and cover a 10 years’ time span, from 2009 to 2018. In addition, earmarked multilateral initiatives as well as ICI projects, relevant CSO projects and support through other aid modalities, such as private sector investments (Finnfund, a.o.) or initiatives under the Finnish Fund for Local Cooperation (FLC) were included. Most of these projects operated in one or more of the selected countries and have been included in the analysis of the concerned country/ies. These ‘other’ relevant interventions were assessed to the extent that they could provide pertinent elements for the overall analysis and answering the evaluation questions. The associated budgets of the initiatives examined amount to approximately 62.4 mEUR.

Based on these criteria, it can be assumed that the bilateral project sample covers a good mix of Finnish bilateral ARD and forest sector programmes representing different approaches, methodologies, ecosystems, geographical areas in Kenya, Tanzania, Zambia, Mozambique and Ethiopia. The projects vary in context, size, area and duration and can, as such, be considered representative of the African ARDF portfolio.

Besides the bilateral projects included in the sample and evaluated, **Finland has also supported the ARDF sector through multilateral organisations**. Main partners were the UN Food and Agricultural Organisation (FAO), International Fund for Agricultural Development (IFAD) and CGIAR research organisations. In addition to core funding, Finland has supported several earmarked projects in Africa through these organisations.

In the forestry sector, Finland has funded the FAO-led Forest and Farm Facility (FFF) project 2012-2017 with a total budget of 4.2 mEUR. MFA has recently approved an additional 2.1 mEUR funding for the period 2018-2022. The mission of the FFF is to promote sustainable forest and farm management by supporting local, national, regional and international organisations and platforms for effective engagement in policies and investments that meet the needs of local people (FFF 2012-2017 Final Report). The FFF is implemented in 10 partner countries out of which four are in Africa (Gambia, Kenya, Liberia and Zambia).

In addition, **Finland has funded FAO’s Sustainable Forest Management in Changing Climate** by 16.2 mEUR between 2009-2017 (Global budget, no disaggregated data for Africa available as yet). In Zambia, this programme provided support for the Integrated Land Use Assessment (ILUA II) which was completed in 2017. Tanzania also designed and completed their first National Forestry Inventory with support from this programme (SFMCC 2009-2017, Final Report April 2018). In Zambia and Tanzania, multilateral support through FAO was also complemented with bilateral funding. In addition, **Finland, jointly with Norway and Germany, has supported FAO project “Mitigation of Climate Change in Agriculture, MICCA”** between 2010-2016 by 6.4mEUR.

In the agricultural and rural development sector Finland has supported two **IFAD projects in Zambia**: Monitoring and Evaluation Capacity Building to Ministry of Agriculture Project in Zambia by EUR 700 000 between 2010-2014 and Small-holder Production Promotion Programme by 5.5 mEUR between 2012-2016. Finland also supported IFAD’s global Adaptation to Smallholder Agriculture Programme between 2012-2017 with a contribution of 5 mEUR. The programme has a total budget of 273.355 mEUR is implemented in 35 countries out of which 23 are in Africa.

Finland has supported **three research and development programmes through CGIAR**: FoodAfrica, BIODEV, and CHIESA. FoodAfrica research concentrated on the topic “Improving Food Security in West and East Africa through Capacity Building and Information Dissemination”. The research was funded by 9.5 mEUR between 2012-2015. CHIESA “Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa Increasing Knowledge, Building Capacity and Developing Adaptation Strategies” was funded by 4.9 mEUR between 2011-2015. CHIESA had an extension of 1.0 mEUR for 2016-2017: Adaptation for Food Security and Ecosystem Resilience in Africa (AFERIA). BIODEV “Building Biocarbon and Rural Development in West Africa” research project was funded by 10 mEUR between 2012-2016.

Table 2. Earmarked multilateral funding

Project	Implementation years	Budget (mEUR)
FAO: Forest and Farm Facility (FFFF)	2012-2017 (2018-2022)	4.2 (2.1)
FAO: Sustainable Forest Management in Changing Climate	2009-2017	16.2 (global)
FAO: Mitigation of Climate Change in Agriculture, MICCA	2010-2016	6,4
IFAD: Monitoring and Evaluation Capacity Building to Ministry of Agriculture in Zambia	2010-2015	0.7
IFAD: Small-holder Production Promotion Programme in Zambia	2012-2016	5.5
IFAD: Adaptation to smallholder Agriculture Programme	2012-2017	5
FoodAfrica	2012-2015	9.5
BIODEV	2011-2015	4.9
CHIESA	2012-2016 (ext. 2016-2017)	10 (ext. 1)

Source: MFA data

Many of these multilateral projects are global, therefore evaluating their impact on the ARDF sector in East and Southern Africa, in quantitative or even qualitative terms, is difficult. However, the global perspective of the projects allows for learning from lessons and best practices across continents; therefore, this evaluation – being forward looking - benefited from the wider perspective.

2.3.2 Data sources, collection procedures and instruments

Data collection methods have been chosen according to sources and used to gather sufficient and appropriate evidence to allow for analysis and evaluation, lessons learned and conclusions. Reliability of information has

been checked through triangulation, and attention has been given to inter-rater reliability (in particular, inter-rater reliability is achieved when two or more evaluators arrive to the same observation), through the use of common information collection tools and interview protocols. Generalisation of the findings and validity of the conclusions was checked through in-team expert review, external expert review and replication logic using the results of the analysis from the five country case studies.

The evaluation matrix mentions the tools for data collection and sources to be used. They include:

- Documentation review and analysis (both project-related and secondary documentation)
- Key informant interviews;
- Participatory workshops with stakeholders, in the selected countries and in Finland;
- Focus group discussions (FGD).

Large part of the analysis was based on review and analysis of the vast body of available project documentation and secondary sources, concentrated mostly in the inception phase but continuing throughout the evaluation. The set of documents provided by MFA needed updating and completing, in as far as project documentation is concerned, with the help of project managers in Embassies and former project staff. Secondary sources were identified in function of the evaluation (sub-)questions and through consultation of resource persons. An overview of the documentation used is provided in Annex 3.

As the evaluation targets representatives of the implementing agencies, the public sector (governmental and inter-governmental institutes), corporate entities (e.g. companies involved in commodity production, processing or trade) and community organisations (smallholder associations and civil society and non-governmental organisations) in the programme areas, the main stakeholders in the various domains were mapped. The table in Annex 2 gives an overview of stakeholders and of people interviewed.

In order to complement the information retrieved from documentation, the team has interviewed a number of key informants. They include MFA staff, former project implementation staff and independent resource persons. They were identified with help of the Reference Group and contact persons in the concerned Embassies. Given the forward-looking character of the evaluation, particular attention was given to reaching out to actors beyond the usual sectoral boundaries and outside the direct stakeholders of the Finnish projects as well, including representatives of other donors and staff in academic institutions. In this context, the team attended several seminars and workshops on topics such as food security and climate change adaptation.

The main body of information and evidence was collected through country missions to four of the selected countries; Ethiopia, Tanzania, Kenya and Mozambique. They provided an opportunity to meet and interview informants from partner organisations, civil society and beneficiaries, selected based on stakeholder maps prepared and shared ahead of country missions. Different methods were used, including Focus Group Discussions and participatory workshops. Participants identified the main issues at stake and provided their views on results and changes, successes, failures and challenges or gaps and barriers in the respective projects. Further details on the country missions are provided in chapter 2.3.3.

At the end of the country missions, the country team met for several days to share findings, draw initial conclusions and identify gaps, which were mostly related to specific projects, to the understanding of the Programme-based CSO support and the multilateral channels (notably ear-marked support to FAO) and developments in the global context. To fill these gaps, the team proceeded with collection of additional data (in particular on value chains) and face-to-face and skype interviews with key informants.

An e-questionnaire had been foreseen for collection of wider stakeholder perspectives. Instead, a Finnish Expert Consultation workshop was organised (March 2019), bringing together selected representatives of academic and research institutions, civil society and private sector organisations, consulting firms and Finnfund, to discuss what an optimal ARDF intervention would look like and how Finnish support would best be delivered. The workshop underlined the importance of increased transparency and dialogue between the different actors present in a country, regarding country programming and project identification. It also

recommended more synergy between aid modalities and a stronger role for the private sector and for CSOs as full development partners, not just as service providers. Notes on the workshop are included in Annex 9.

In addition, further perspectives of stakeholders from multilateral organisations were collected through a two days' visit to IFAD and FAO in Rome (April 2019).

2.3.3 Country missions

The fieldwork followed a fieldwork protocol to facilitate a consistent approach to addressing the EQs in the project sample and to allow for contextual and framing differences of the definition of concepts, failures and successes. The protocol included information on logistical and procedural guidance, the tentative mission schedule and travel arrangements; research questions to be answered and areas for specific attention; stakeholders and target numbers of individuals to be consulted; and plans for 'on-site' visits, to include at least one site visit per project. Detailed plans were shared with MFA for approval and comments ahead of the field missions. Detailed mission programmes can be found in Annex 8.

Country missions started with a briefing at the Finnish Embassy, during which expectations were discussed and the stakeholder maps were verified and further elaborated. The briefings were followed by interviews with key stakeholders in the capitals and with the provincial or district authorities in the project areas, and in some cases, a stakeholder meeting was organised to kick off the country mission. Interviews or Focus Group Discussion were carried out with current or former project staff, stakeholders and project beneficiaries.

At the end of the missions, debriefing meetings were held at the Finnish Embassies or through teleconference to share findings and tentative conclusions from the country visit. In some cases, other stakeholders were invited as well, to comment on the presented findings give feedback on the direction of the evaluation.

Based on the country visits, background information and secondary data, each country team then drafted country reports, which provided tentative answers to each EQ, conclusions and country specific recommendations. The reports were shared with the geographic desk officers and embassies for comments, after which they were finalised to serve as a main input for preparation of the Final Report. The country reports are published separately on the website of the MFA; they serve as part of the evidence base underlying the findings and conclusions presented in the Final Report.

2.3.4 Data analysis

Analysis of information obtained through stakeholder consultation and field visits

The data collected during interviews with stakeholders and from the focus group discussions was analysed using different methods, depending on the nature of the data. Findings from the field were corroborated by findings stemming from desk work, additional interviews or the additional workshops organised. Particular emphasis was placed on integrating cross-cutting issues into the analysis of the relevant EQs. The team also made efforts to ensure women's and youth representation in the field-level meetings.

Feedback analysis

Key stakeholders have been given opportunities to provide feedback and input on the findings, conclusions and recommendations, during the country debriefing sessions. Furthermore, the Reference Group has actively commented on initial findings from the country missions, in a dedicated meeting and in the form of written comments on the country reports and the draft main report allowing the evaluation to respond to the various expectations.

Data processing and synthesis

At the start of the reporting phase, the team got together for a team workshop to share findings and arrive at initial and tentative conclusions on each of the EQs to guide further synthesis of data and report writing.

Answers to the EQs contained in the country mission reports were brought together and confronted with each other, in order to arrive at ‘consolidated’ conclusions on the individual EQs, making use of the indicators established in the evaluation matrix. Lastly, based on the conclusions and recommendations pertaining to EQs and to specific projects and countries, overall conclusions on the evaluation were then drawn, using all available sources available, and corresponding recommendations were formulated.

2.4 Limitations

A main challenge is related to ex-post evaluations in general; in most sample cases, projects had already closed, and former project staff and partners had moved on to new positions. One project (AgroBIG) was ongoing during the field mission, which facilitated meeting stakeholders, and one (PFP) was in a bridging phase, waiting for a second phase to start; its stakeholders and the core project team were available for meetings and interviews. For the other projects, a considerable effort was required to trace and meet stakeholders, but the Embassies and the local evaluators greatly helped contacting the relevant persons. In the case of LIMAS, for example, the evaluation team had to make efforts to identify the business entities that had been supported by LIMAS and to interview their representatives; 12 out of the 20 entities supported could be reached. Obviously, field data collected by the evaluation team, several years after end-of-project, can give a different picture of the current reality from that painted in progress or final reports.

In the case of Zambia, the evaluation questions had to be addressed primarily through a document review of the two sample projects; MFA considered there was little added value to a field mission to Zambia, in part due to its decision to suspend support to ZNFU because of suspected fraud.

Despite these challenges, the use of various sources and participation in numerous events have provided the team with a good understanding of the global context and with a sufficiently solid basis of information covering the different stakeholder groups, in the public and private sectors, including civil society.

3 Context Analysis

This chapter first outlines the poverty and environmental challenges faced in rural development in Sub-Saharan Africa (3.1), in particular in the agriculture and forestry sectors. It then turns to global and African responses, policies and strategies with regard to these challenges (3.2 and 3.3) before describing the Finnish responses to the challenges in 3.4. The final section (3.5) looks forward, to the emerging themes and trends observed in the past two decades, with particular attention to newly emerging approaches.

3.1 Challenges in ARDF in Sub-Saharan Africa

Context 1. Increasing poverty, population growth and food shortage are among the key challenges in ARDF in Sub-Saharan Africa, exacerbated by and contributing to further environmental degradation and climate change. Youth and migration are topics receiving particular attention.

Global action against poverty has yielded encouraging results in the past few decades, especially in East Asia, the Pacific, Europe, and Central Asia. In contrast and despite the international efforts, **poverty is increasing in Sub-Saharan Africa**, where currently more than half of the extreme poor live. Current trends suggest that, by 2030, nearly all people living in extreme poverty will be living in that region. Tackling poverty requires addressing vulnerability, exclusion, unaccountable institutions, powerlessness and exposure to violence that typically exacerbate the situations (FAO & ECA, 2018; World Bank, 2019).

Most poor people have low education and their livelihoods depend on agriculture and natural resources, which are threatened by **environmental degradation and climate change** affecting crop production. Findings from country analysis (MOZ-Context 1, TZA-Context 1 and Context 2, KEN-Context 2, ZAM-Context 3 and Context 4) confirm the vulnerability to climate change and to environmental degradation of all countries included in the evaluation.

The main driving force of increased demand for food in Sub-Saharan Africa is **population growth**. Even if the global growth rate is expected to fall from 1.1% per year, at present, to 0.9% by 2027, the number of people in absolute terms will continue to rise in Sub-Saharan Africa. In 2017, the region's population increased by 27 million and the annual rate is expected to increase to 32 million by 2027 to reach a population of 2.53 billion by 2050. (OECD & FAO, 2018).

Despite improved efficiency and intensification of agriculture, **production will not be sufficient to cover the dietary needs of the African population**. One of the reasons for the projected unmet demand is that production per ha of agricultural land will remain comparatively low. This phenomenon will most likely be reflected in the international agricultural markets in the future.

Increasing food production should, ideally, be achieved through **intensification of production rather than expanding agricultural land**, as forests are under increasing pressure. Forests play a fundamental role in the provision of food, jobs and income, fuelwood and critical ecosystem services especially to rural populations. However, they are under threat due to deforestation, forest degradation and land use change. Findings from Ethiopia (ETH-Context 6), for example, point to population growth and expansion of agricultural land as drivers of encroachment into forest areas and deforestation.

Historically, the **forest area** as a proportion of total land area in Africa has steadily decreased since the 1990s (FAO, 2018b), and Eastern and Southern Africa has constantly reported negative changes in carbon stock in forest biomass since 1990s (FAO, 2016). Currently, one of the biggest threats to the continent's tropical forests is the expansion of palm oil farms, but this trend is visible mainly in the tropical Congo Basin (Baffoe, 2018). East Africa's forests are mainly threatened by agricultural expansion and deforestation for fuelwood and timber purposes (Mwangi & Mukhwana, 2018). Overall, wood provides more than half of national primary energy supplies in 29 countries, of which 22 are in sub-Saharan Africa (FAO, 2014).

Youth is an important element in the discussion on agricultural development in Africa, due to the different demographic trends in Africa compared to most parts of the world. Africa is seeing an **unprecedented size of its cohorts of young adults** (aged 15-24 and 25-34) and currently, half of the population is under 25 years old. Forecasts indicate that their majority will remain in the rural areas until around 2035, after which the balance will start switching towards towns and cities (FAO, 2014).

Finally, the issue of **migration**, both international and internal, is becoming an increasingly pressing topic in global and national politics. Understanding the underlying reasons remains a challenge, also in Africa; however, experts do agree that strong but complex interlinkages between migration, agriculture, food security and rural development are behind the phenomenon. The reasons to leave the place of residence can be either direct (e.g. escaping outright hunger) or indirect (e.g. sending one or more members of the family to work in non-agricultural jobs to cope with food insecurity) (FAO, IFAD, WFP, & IOM, 2018). The debate around migration has brought foreign policy and development cooperation strategies closer to each other, in the past few years, as donors hope that support to the areas of origin of refugees and/or migrants would provide alternative solutions. However, there is yet little evidence that development cooperation interventions would be able to create such impact (OECD, 2017a). The MFA has recently completed an evaluation on forced displacement from the perspective of Finland's development cooperation (MFA, 2019).

A recent study by FAO, IFAD, WFP & IOM (2018) explores the **interlinkages** between migration, agriculture, food security and rural development. Among of the main points raised in the report are:

- Remittances sent back home by the migrants constitute significant support to local communities;
- Families in high risk of food insecurity (seasonal or throughout the year) are more likely to send some members of the family to earn money elsewhere;
- Rural to urban migration contributes little to overall economic growth when people, especially youth, do not find any better employment opportunities in the urban areas;
- Natural calamities can cause sudden and negative impacts on people's livelihoods; however, the hazards can also be of recurring nature and less subtle to measure compared to strong one-off events.

3.2 Global responses and strategies

Context 2. Agricultural development is at the core of poverty reduction strategies for Africa of the main multilateral organisations. It is one of the most effective approaches to producing food, raising incomes and mitigating and adapting to climate change at the same time.

The **World Bank's approach to poverty reduction in Africa is centred on agriculture**; according to the institution, interventions in the sector are two to four times more effective in raising incomes among the poorest compared to other areas of action (World Bank, 2019). In its global sector-specific strategies related to agriculture, food security, poverty, forests, climate change, and social development, the World Bank proposes to focus, *inter alia*, on (1) climate-smart agriculture and boosting agribusiness by building inclusive and efficient value chains; (2) food systems that promote 'nutrition-sensitive agriculture' and improving food safety by promoting climate-smart techniques and strengthening food production systems; (3) better integration of forests into countries' economies, protecting forests, promoting investments in sustainable forest management; (4) support to developing countries for delivering on their commitments under the Paris agreement for both mitigation and adaptation and by unlocking private finance (World Bank, 2018).

The Rural Development Reports of 2016 and 2019 by **IFAD** discuss that opportunities for developing Africa's non-farm rural businesses are scarce due to lack of basic infrastructure, credit, secure tenure (especially for young people) as well as ethnic and gender disparities. In this context, three bottlenecks should be addressed with priority: the "youth bulge", the declining manufacturing sector, and mobility. Countries would need to focus on creating rural transformation in both agriculture and non-farm sectors to ensure stable future jobs as a main strategy for poverty reduction. Youth that leave their rural homes need to

be taken onto a path of professional and business development. Private investments into agriculture and the rural non-farm economies are critical, as is reform of those regulations that limit private entry and investment in value chains that serve smallholders (IFAD, 2016, 2019).

FAO sees access to resources and services, as well as rural employment and social protection of the rural poor as important areas to forge a path out of poverty. The organisation focuses on building safe and efficient **food systems** linked with climate mitigation and adaptation under the umbrella of the **landscape approach**. FAO-led interventions (the Forest and Farm Facility (FFF) and Mitigation of Climate Change in Agriculture (MICCA) are programmes adopting this approach (Blackie, Annie, & Bernoux, 2013; FAO, 2018). FAO and IFAD also spearhead the UN Decade of Family Farming (2019-2028), an initiative that supports the eradication of hunger and poverty across the globe (United Nations General Assembly, 2018).

The **European Union (EU)**, in 2017, updated its **Consensus on Development** to align its policies with the Agenda 2030 on Sustainable Development and define a shared **framework for action for development cooperation for the EU and its Member States** (European Commission, 2017b). The Consensus outlines three main commitments: (1) strong interlinkages between the different types of action, sectors and cross-cutting elements; (2) combining traditional development aid with other resources, as well as policy coherence; (3) better tailored partnerships with a broader range of stakeholders. The Consensus is also relevant in that it forms one of three building blocks for renewing the partnership programme between the EU and African, Caribbean and Pacific (ACP) countries in 2020. The other two elements are the Agenda 2030 and the Global Strategy for EU's Foreign and Security Policy (European Commission, 2019c).

Context 3. The European Union's focus is on promoting private investments and generating jobs, with particular attention to the role of smallholder farmers.

Other priorities for EU development cooperation include the **External Investment Plan (EIP)**, private sector development and promotion of renewable energy. The EIP was launched in 2017 and aims to attract more investment, in particular from businesses and private investors, into countries near the EU and in Africa. It aims to support the achievement of the SDGs in these regions, support economic growth, and help tackle root causes of migration towards Europe (European Commission, 2017a). The EU considers **renewable energy** investments as one of its highest priorities and key drivers for inclusive growth (European Commission, 2013). The EU's policy for engaging with the **private sector** includes harnessing its potential as a financing partner, facilitating access to finance for micro, small and medium enterprises, support to governments for creating an enabling environment conducive for private sector development, and promotion of sustainable supply chains, among other aspects (European Commission, 2019a).

Reflecting these trends, the European Commission launched a new investment and development programme called the **Africa – Europe Alliance for Sustainable Investment and Jobs**. The purpose of the initiative is to boost investment in Africa, strengthen trade, create jobs, and invest in education and skills (European Commission, 2018). The plan also expands the European Fund for Sustainable Development, giving a new External Action Guarantee of up to EUR 60 billion (European Commission, 2018).

Overall, the EU's policies on poverty reduction, agricultural development, as well as food and nutrition security do not differ radically from those of the World Bank. They emphasize the role of smallholder farmers - given the greatest returns in terms of poverty reduction and growth - which is the cornerstone of EU food security and **agricultural development** cooperation (European Commission, 2019b).

In March 2019, an **Africa-Europe Agenda for Rural Transformation** was published, a report by the Task Force Rural Africa made up of experts with first-hand knowledge of the agri-food sector in Africa. The report argues that the solutions to agriculture would be found beyond agriculture, through a **territorial approach to rural development** in the widest sense, and it stresses the importance of good policy as the key to developing the agri-food sector and rural areas. It argues that farmers and the food industry should work hand in hand to take on the new opportunities offered by the African Continental Free Trade Area and to build the regional markets needed for Africa's long-term food security. The EU and the AU are yet to decide how to translate the Report into action on the ground (EC, 2019d).

3.3 African policies on ARDF

Context 4. For most countries included in the evaluation, agriculture is a key economic sector, in terms of exports of agricultural commodities, GDP, rural livelihoods and creation of employment.

Context analysis in Ethiopia points to agriculture as the mainstay of the economy and for exports of agricultural commodities (ETH-Context 3). Likewise, agriculture is considered to be the backbone of the Tanzanian economy, contributing around 30% of total GDP (TZA-Context 3). In Kenya, agriculture is considered a key economic sector in terms of creation of employment and reducing poverty (KEN-Context 1). In Zambia, too, agriculture is the rural population's main livelihood source, though it is characterised by low productivity and weak linkages to markets (ZAM-Context 6).

Context 5. The countries included in the evaluation have active environmental protection and or climate change policies that constitute good entry points for donor support in these fields.

The most outspoken policy in support of environment and climate change is probably Ethiopia's Climate-Resilient Green Economy (CRGE) Strategy and the related investment plans, which combine sustainable agricultural growth with combating the adverse impacts of climate change (ETH- Context 7, ETH- Context 8). Kenya has an ambitious NDC and climate action plan including mitigation and adaptation actions (KEN-Context 2) and has a particular interest in maintaining its natural capital and the ecosystem services, which support wildlife and the tourism sector (KEN-Context 4). Zambia has a National Adaptation Programme of Action (NAPA) since 2007, focusing on climate-smart agriculture and its linkages to water, natural resources, energy and human health (ZAM- Context 5). The Tanzanian National Forestry Programme meets international standards, but its implementation is facing challenges (TZA- Context7, Context 8, Context 18).

Context 6. African policies in relation to ARDF aim primarily at increasing investment and productivity in the agricultural sector.

In Africa, the main policy framework steering long-term development action is the Agenda 2063 adopted in April 2015. It is Africa's strategic framework for socio-economic transformation, growth and sustainable development, which builds on past and current initiatives including the Lagos Plan of Action, the Abuja Treaty, the Minimum Integration Programme, the Programme for Infrastructural Development in Africa (PIDA), the Comprehensive Africa Agricultural Development Programme (CAADP), the New Partnership for Africa's Development (NEPAD), as well as Regional Plans and Programmes and National Plans (African Union Commission, 2015b). The first Ten-Year Implementation Plan 2014-2023 lays out the actions to be taken during the next few years to come (African Union Commission, 2015a).

Among the continental initiatives that support the Agenda 2063, the most relevant to the ARDF sector is the CAADP, an initiative of the African Union (AU) aimed at increasing investment and productivity in the agriculture sector. It has framed a policy for agricultural transformation, wealth creation, food security and nutrition, economic growth and prosperity since 2003. In 2014, CAADP gained new momentum when the AU Member States adopted the Malabo Declaration. The commitment urges Member States to develop and implement National Agricultural Investment Plans (NAIPs) to boost investment and productivity in agriculture (African Union, 2018).

The timing of the renewed commitment to the CAADP and the focus on economic development reflect the global trend towards green economic development and engagement of the private sector in development. The CAADP also includes a detailed results framework (African Union Commission & NEPAD Agency, 2014).

Context 7. While private sector development and external investment are high on the policy agenda, investment often does not always follow due to policy or implementation constraints.

In Mozambique, for example (MOZ- Context 3), promotion of a good business environment in rural areas can accelerate agricultural commercialisation, but basic conditions were not in place; costs of registration of a new business, lack of access to land and of dispute settlement mechanisms, corruption and other factors hampered business development. Likewise, in Kenya, the forest sector would require private investment for

enhanced production and processing, but the policy environment is hardly conducive to attracting private investment (KEN- Context 7, Context 8). Similarly, in Tanzania, illegal timber trade and timber harvested from TFS-managed forests pose challenges (unfair competition) to community forest development.

3.4 Finnish responses and policies

3.4.1 Finland's Development Policy Programmes

This section provides a summary of Finland's Development Policy Programmes (DPPs) and additional guidance on ARDF provided by MFA to outline how the Finnish policy context has changed over time followed by a discussion on their implications to the ARDF sector in recent years. Five out of eight of the programmes evaluated were launched under Finland's Development Policy Programme (DPP) 2007-2012 (MFA, 2007), and the three remaining projects under the DPP 2012-2015. After that, one other DPPs (2016-2019) has guided the implementation of Finland's development cooperation (MFA, 2012a, 2016).

DPP 2007-2012 focused on the **Millennium Development Goals (MDGs)** with the rights-based approach, policy coherence, complementarity as well as aid effectiveness as critical underlying principles. In 2007-2012, the main goals of Finland's development policy were the eradication of poverty and sustainable development. Compared to previous policies, the 2007-2012 DPP put increased emphasis on climate change and environmental issues, crisis prevention and support for peace processes. Similarly, respect for and promotion of human rights gained importance. The cross-cutting themes included the strengthening of the rights and status of women and girls, as well as gender and social equality in general. The 2007-2012 policy also differs from previous ones in that it mentions combating HIV/AIDS as a cross-cutting theme (a topic that was no longer high on the agenda of the following policies). The guiding principles of coherence (with trade and development, poverty and environment), complementarity (with EU's and its members states' development cooperation), and aid effectiveness (based on the Paris Declaration on Aid Effectiveness in 2005). The geographic priority was on Least Developed Countries (LDCs).

Box 1. ARDF-related guidance during DPP 2007-2012

Under the DPP 2007-2012, MFA launched two sets of guidelines relevant to the ARDF sectors; the 2009 Development Policy Guidelines for Forest Sector (MFA, 2009) and the 2010 Development Policy Guidelines on Agriculture and Food Security (MFA, 2010a).

The 2009 **Development Policy Guidelines for Forest Sector** outline as the main objective of the Finnish cooperation in the forest sector "*strengthening the conditions for sustainable forest management and thus achieve fair economic growth, reduce poverty and prevent environmental hazards*". The underlining premise that economic growth can be achieved in tandem with social and environmental sustainability was strongly emphasised. The policy underlines the importance of building on Finnish competencies and added value in the forestry sector. Many experts knowledgeable on Finland's development cooperation refer to such focus on Finnish added value as a legacy of the then Minister Paavo Väyrynen, a strong proponent of Finnish forestry expertise.

The second set of guidelines, the 2010 **Development Policy Guidelines on Agriculture and Food Security**, were launched following the food price crisis that struck the world in 2007-2008. The policy emphasises improving the availability and quality of food while addressing agricultural development and food security holistically, referring to the importance of smallholder farmers reaching the markets effectively. Again, both Finnish added value and the needs of developing countries were emphasised (MFA, 2010a).

In 2010, the MFA commissioned two comprehensive evaluations, one on agriculture and the other one on forestry and biological resources. To date, these remain the only sector-specific policy evaluations on ARDF before the present assessment. Their main findings are summarised below.

In 2008, the MFA also launched its **Aid for Trade (AFT) Action Plan** in which the priority sectors are agriculture, forestry and energy. Again, Finnish expertise is highlighted as a significant added value (MFA, 2008). In 2016, the Action Plan was evaluated concluding that Finland's AFT portfolio is relevant to the green economy, employment creation and natural resource management and that AFT interventions have produced positive results. However, the involvement of Finnish companies has remained modest. The evaluation observed also that weak coordination and limited synergies between private sector-related aid modalities weakened effectiveness (van Gerwen, Poutiainen, Weitzenegger, Alanoca, & Efraimsson, 2016).

The **DPP 2012-2015 placed an increased emphasis on the Human Rights Based Approach (HRBA), civil society and green economy while continuing work towards the MDGs** with a focus on least developed countries (LDCs). The cross-cutting 'themes' were upgraded to 'objectives' including gender equality, reduction of inequalities, and climate sustainability (for the first time as a specific objective in the context of environmental sustainability). The priority areas of action included (1) Democratic and accountable society that promotes human rights, (2) An inclusive green economy that supports employment, (3) Sustainable management of natural resources and environmental protection, (4) Human development.

Box 2. Forestry sector guidelines during the DPP 2012-2015

In 2013, MFA made the latest **revision to the Development Policy Guidelines for Forest Sector**. Forest governance, international forest policy processes, green economy, and land tenure issues are the priority areas. The list of specific themes includes (1) Rights to forest use, to decision-making and just benefit sharing; (2) Forests as a source of fuelwood, charcoal and energy; (3) Forest sector value chains, sustainable production and use; (4) Support to national forest sector programmes and good governance; (5) Forests in the combat against climate change; and (6) Forests as a part of the environment, rural areas and the land-use mosaic. The ToR of this evaluation confirms that: "*the themes of forest co-operation, as defined in 2013, are still considered valid, as they do not contradict with the current development policy statement*" (MFA, 2013).

Context 8. Finnish policies on ARDF have, since 2007, included agriculture, food security and/or sustainable management of natural resources and environmental protection as priority themes, and have consistently aimed at integrating climate change as a cross-cutting theme or objective. The current policy emphasises rights of women and girls, economic development and job generation and democratic and well-functioning societies.

The current **DPP (2016-2019) is aligned with the Agenda 2030 for Sustainable Development** and identifies four priority areas: Women's and girls' rights; Economic empowerment; Governance and democracy as well as Natural resources including food security. The core goal of the development policy continues to be the eradication of extreme poverty and reduction of poverty and inequality.

The 2016-2019 DPP outlines the following values and principles that should guide all development cooperation interventions: "*democracy and the rule of law; gender equality, and human rights; freedom of speech; a sustainable market economy and sustainable use of natural resources; and the Nordic welfare state, including a high level of education*". Furthermore, the DPP discusses the implications of refugee flows and increased migration on development policy. It indicates that aid will be increasingly channelled to those countries where asylum seekers come from to improve the living conditions in the areas of origin of refugees/migrants. This policy shift implies that future aid will be directed more towards Middle Eastern countries and regions bearing the consequences of the conflicts in Syria and Iraq. Similarly, countries suffering from the unrest in the Horn of Africa, and those hosting significant numbers of refugees, such as Somalia, Kenya and Ethiopia, will receive attention. Afghanistan will continue to receive aid for the same reasons (MFA, 2016).

Figure 1 illustrates, in the form of a timeline, the key events in Finland and globally that occurred in the course of the implementation period and impacted upon the interventions subject to the evaluation.

During the implementation of the DPP 2016-2019, MFA has gradually defined in more detail in the form of Theories of Change what it aims to achieve under each of its four Development Policy Priority Areas: (1)

Rights of women and girls, (2) Reinforcing developing countries' economies to generate more jobs, livelihoods and well-being, (3) Democratic and well-functioning societies, including taxation capacity, and (4) Food security, access to water and energy, and the sustainable use of natural resources. Each Policy Priority Area includes a hierarchy of expected outcomes and outputs, as well as policy influencing targets and cross-cutting objectives. In addition, means and assumptions are described (MFA, 2018). Figure 2 illustrates the Policy Priority Area 4 Theory of Change. While women's and girls' rights are defined as the first priority of Finland's development policy, equality and environmental sustainability continue cutting across the cooperation (MFA, 2017).

In terms of ARDF, the expected outcomes relate to smallholder farming, access to value chains and markets, tenure rights, rural agricultural employment, conservation or sustainable use of forests and biodiversity, as well as forest and resource data.

When it comes to influencing multilateral action, focus is on effective implementation of multilateral agreements, gender mainstreaming in multilateral organisations, transboundary water resources management, fossil fuel subsidy reform in the energy sector and improved science-policy interface in the forestry/natural resources sector (MFA, 2017).

The primary aid modalities applied by Finland to implement ARDF interventions in developing countries include grant-based bilateral and multilateral cooperation, support to Finnish and local CSOs. The **bilateral programmes**, the main aid modality in the focus of this evaluation, are typically designed and implemented together with a relevant ministry or other public entity of the partner country. They often include also a component of international technical assistance (TA). Some bilateral programmes are implemented by national Civil Society Organisations (CSOs).

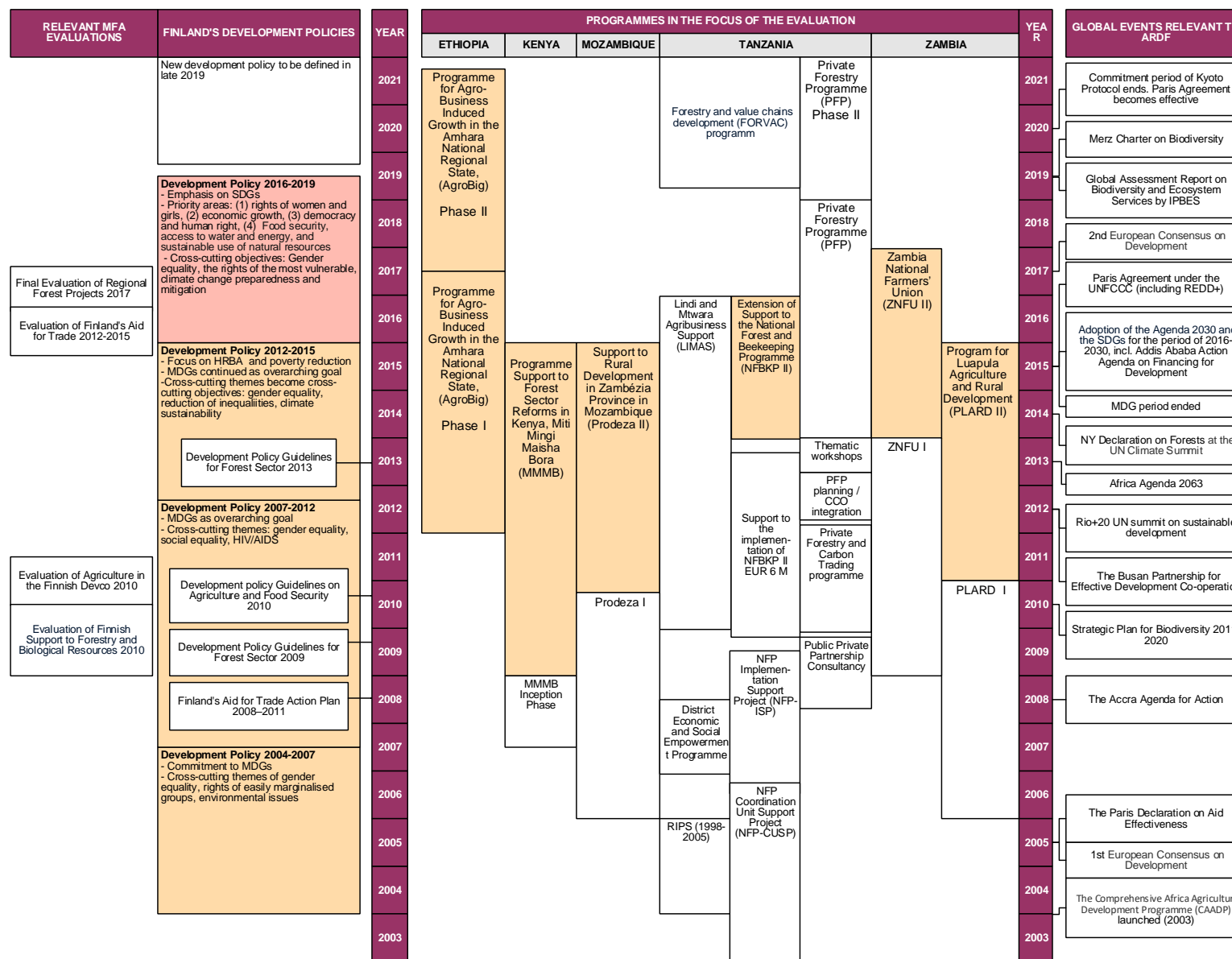
Aid that is channelled through **multilateral organisations** includes two main types of modalities: core support (non-earmarked) and earmarked support (in which case the modality is called multi-bilateral, and it is managed through the bilateral mechanisms in the MFA). The Food and Agriculture Organisation of the United Nations (FAO) has been receiving mainly earmarked support. In contrast, the International Fund for Agricultural Development (IFAD) and CGIAR (formerly the Consultative Group for International Agricultural Research) research organisations have been typically covered mostly by unearmarked funding. Another form of non-earmarked support provided to multilateral organisations is Global and Regional Partnership Programmes (GRPPs) of which examples in ARDF include the World Bank hosted Forest Carbon Partnership Facility (FCPF) and the Program for Forests (PROFOR). The most recent GRPP funded by Finland is the Finland-IFC Blended Finance for Climate Program launched in October 2017, in which agricultural and forestry projects are eligible. Overall, even up to 80% of Finland's ODA is channelled through multilateral organisations, according to an interview with MFA staff.

Grants to CSOs include three main categories; programme-based support to Finnish CSOs, Local Fund for Cooperation (FLC) and International CSOs, of which the two first ones are the most common in ARDF.

Instruments for **engaging with the private sector** include Finnfund, Finnpartnership, Business with Impact, and the IFC-Finland Blended Finance for Climate Programme (MFA, 2019). Among these, Finnfund (the Finnish development finance institute) is the main channel for private sector support including in ARDF. MFA is the principal owner of Finnfund, which provides loans and venture capital to enterprises operating in developing countries.

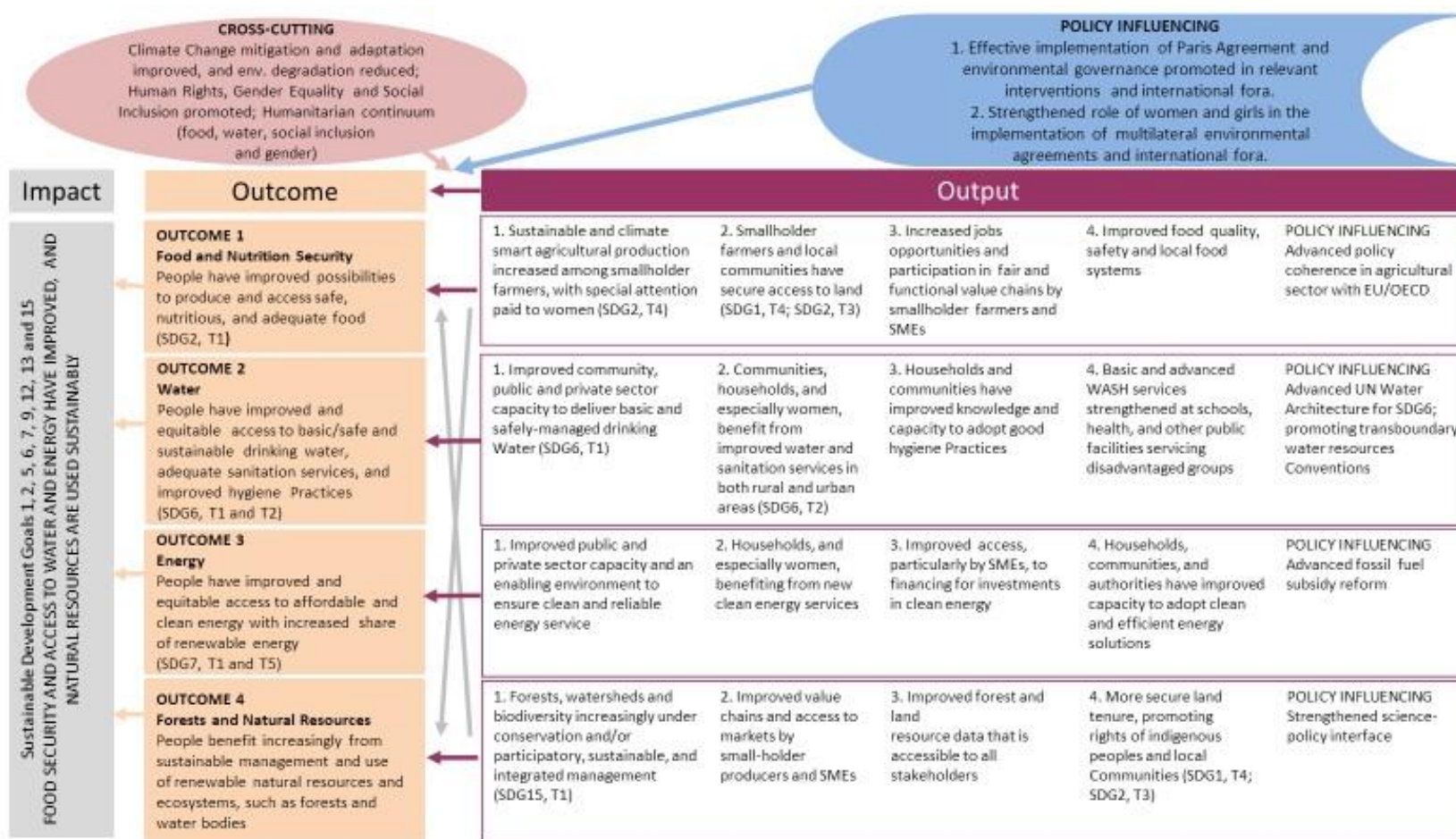
According to an MFA source, Finland provides also substantial core and multi-bi support to organisations such as United Nations Industrial Development Organisation (UNIDO) and International Trade Centre (ICT). Both UNIDO and ICT funding have close links with value chain development; UNIDO under three funds (Trade-Related Capacity Building Fund, Agro-Industry Promotion Fund, and Business Partnerships Fund) and ICT activities target two focal areas (i) Connecting to international value chains; and (ii) Promoting and mainstreaming inclusive and green trade. In addition, MFA provides core support to the Enhanced Integrated Framework (EIF), which is a multilateral partnership dedicated to assisting Least Developed Countries (LDCs) to use trade as an engine for growth, sustainable development and poverty reduction (EIF, 2019).

Figure 1. Timeline of Finnish development policies, projects evaluated and global events



Source: Authors based on the corresponding project, MFA policy documents, websites of the international agreements and other milestones mentioned in timeline and text.

Figure 2 MFA's Development Policy Priority Area 4



Source: MFA (2018)

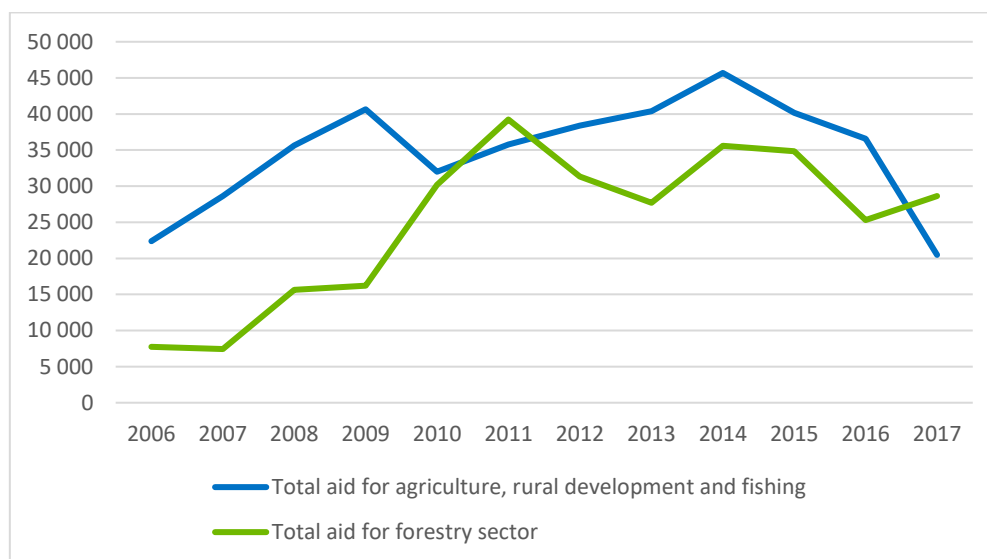
3.4.2 Finland’s financial contributions to the ARDF sector in Africa

Context 9. Finland’s financial contributions to ARDF represent on average 7% of Finland’s bilateral ODA and peaked around 2014 at 11% of the bilateral ODA.

Finland’s net ODA reached USD 1.06 billion in 2016, which is equivalent to 0.44% of the Gross National Income (GNI). The following figure on historical ODA contributions of Finland shows, there was an increasing trend in 2007 and 2008, which peaked in 2014. Later on, in 2016 the Government decided to reduce the development aid budget by 38% annually for the period of the government’s fiscal plan. At the same time, MFA converted EUR 130 million of these cuts into loans and capital investment, namely for Finnfund (OECD, 2017b). Approximately 35% of the total bilateral aid budget of Finland has been allocated to Sub-Saharan Africa. Between 2009 and 2013, the top five recipients of bilateral ODA globally were Tanzania, Mozambique, Afghanistan, Ethiopia and Kenya constituting 20% share of the bilateral ODA budget of Finland globally, including all sectors (OECD, 2017b). There is a trend in the MFA to channel aid increasingly through multilateral organisations. Funding delivered through these organisations has increased from less than 50% of the ODA budget in 2010-22 to over 60% in 2014-15 (OECD, 2017b).

Contributions for bilateral programmes in the agriculture, forestry & fishing sector are small compared to other sectors. The 2004-08 average donation to the sector was 7% of the bilateral ODA of Finland. In 2009-13, the figure was 11%, and in 2014-15 the number went down to 6% (OECD, 2017b). Figure 3 shows that the peak years on total agriculture, forestry & fishing contributions fall between 2009 and 2014 (blue line). For forestry (green line), the highest allocations were between 2011 and 2015.

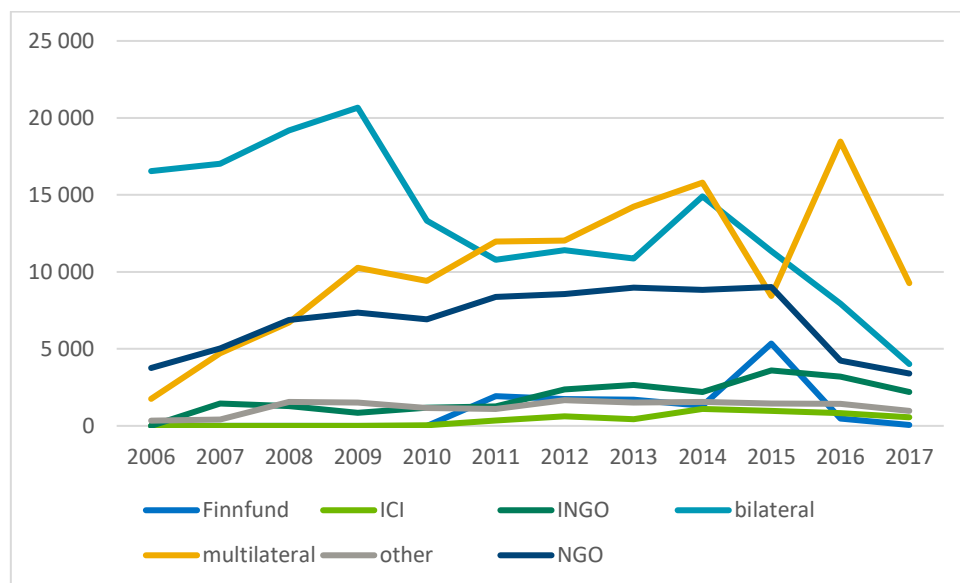
Figure 3. Finnish aid to ARDF per year between 2006 and 2017 (in thousands of EUR)



Source: Email correspondence with the MFA on 6th November 2018.

In terms of aid modalities, Figure 4 shows an increasing trend of aid for agriculture, rural development and fishing sectors (excluding forestry) being provided via multilateral organisations - until budget cuts in 2016. Aid channelled through bilateral interventions has seen a declining trend.

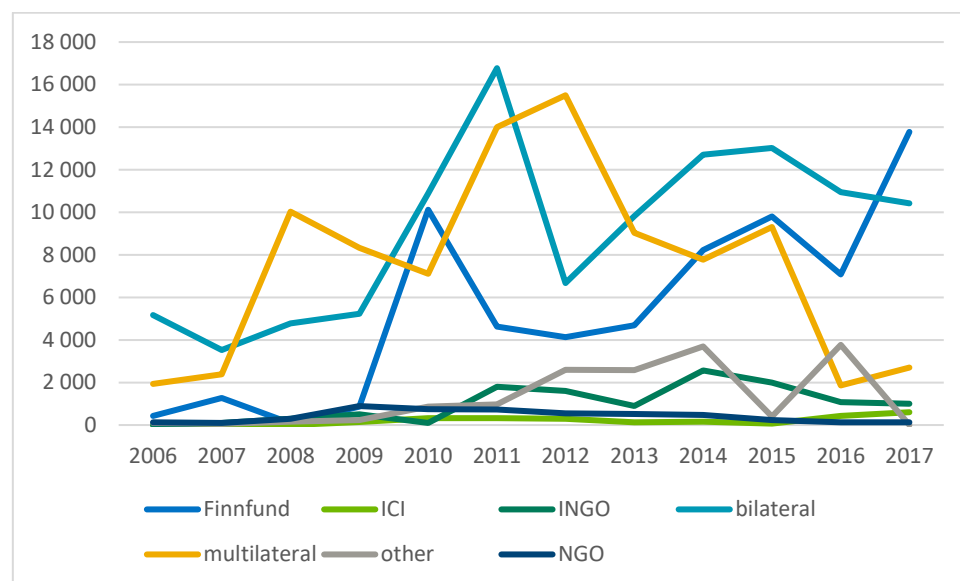
Figure 4. Total Finnish ODA disbursements for agriculture, fishing, and rural development (2006-2017) disaggregated by aid modality (in thousands of EUR)



Source: Email correspondence from MFA in November 2018.

MFA's disbursements to the forestry sector have been delivered mainly through multilateral and bilateral channels as well as Finnfund, see Figure 5. The figures for the multilateral modality have seen a decreasing trend since 2012. ICI, NGOs and INGOs are the smallest instruments in this sector.

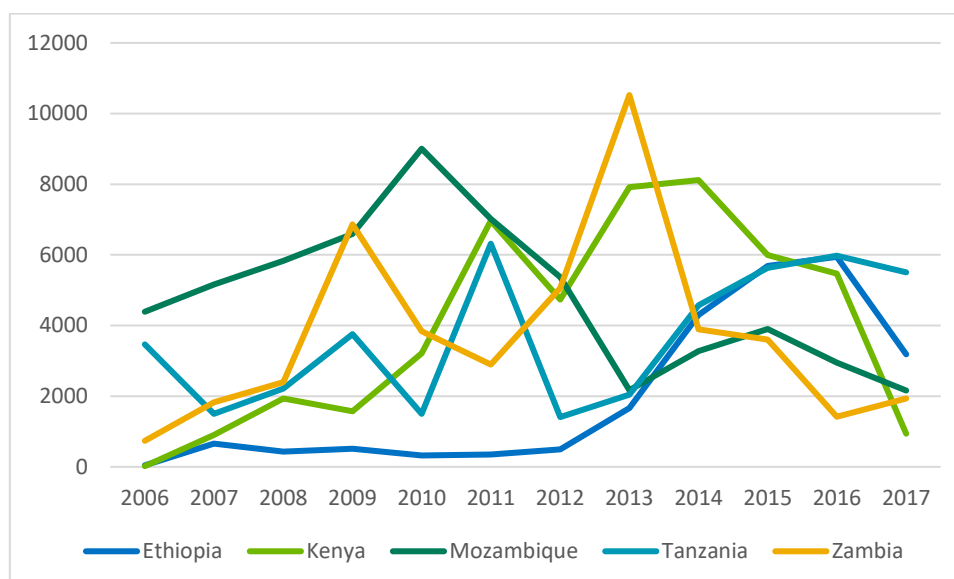
Figure 5. Total Finnish ODA disbursements for forestry (2006-2017) disaggregated by aid modality (in thousands of EUR)



Source: Email correspondence from MFA in November 2018.

Contributions for Ethiopia, Kenya, Mozambique, Tanzania and Zambia (i.e. the countries in the focus of this study) in the agriculture, fishing, rural development and forest sector show varying trends between the countries, see Figure 6. Aid for Ethiopia was low until 2013. Support for Kenya reached its peak in 2014 and has declined to almost zero since then. Similarly, Mozambique received the highest amount in 2010 and has been declining. Tanzania is the only one of the five countries that have increased its budget in the sector. Zambia had the highest allocation of the five countries in 2013 but has also returned to a relatively low level of support by 2017.

Figure 6. Total aid for agriculture, fishing, rural development and forest sector for Ethiopia, Kenya, Mozambique, Tanzania and Zambia (2006-2017, in thousands of EUR)



Source: Email correspondence from MFA in November 2018.

3.4.3 Trends in Finland’s development policy

Context 10. Current trends in Finland’s policies related to ARDF point to a decline in allocations to ARDF sectors and in the use of the bilateral cooperation modality, and enhanced attention to fragile states and private sector cooperation.

Initially increasing but lately declining ARDF sector trends in Finnish development policy. The food crisis in 2007-2008 contributed to an increase in global and Finnish ODA for agriculture during the DPP 2007-2012 (see 3.4.2); five of the eight projects included in the evaluation were launched soon after the crisis 2009-2010. Building on the earlier events, the following policy period (DPP 2012-2015) was characterised by relatively extensive activities within the MFA related to the ARDF sector compared to other cycles. The MFA launched several sets of guidelines on ARDF and commissioned evaluations in addition to granting continued finance to the earlier initiated interventions. Especially forestry but also agriculture was high on the agenda. The DPP 2016-2019 maintains ARDF within the policy, but approaches the sectors by grouping food security, water, energy and sustainable use of natural resources under the umbrella of the Policy Priority Area 4.

Environmental considerations as part of the Cross-Cutting Objectives (CCOs) – some degree of unclarity across the DPPs. The DPP 2004-2007 included considerations for environmental issues as part of the cross-cutting themes. While the DPP 2007-2012 stresses the importance of environmental sustainability, which is also a key component of the MDGs, the aspect does not feature among the more formal cross-cutting topics. In the following DPP 2012-2016; climate sustainability was introduced as a CCO for the first time. The current DPP for the years 2016-2019 that contributes to the SDGs, does not continue the tradition of defining specific CCOs; instead, the four Policy Priority Areas are described. However, the development of the Theories of Change during the implementation period re-introduced the concept to the policy guidance indicating climate change mitigation and adaptation as well as environmental degradation as the CCOs. MFA representatives informed that the clarification of the CCOs is ongoing for the institution to better articulate what it aims to achieve through these objectives.

Geographical focus moving towards fragile states. Since the DPP 2007-2012, Finland has been increasingly prioritising Least Developed Countries (LDCs) (MFA, 2007). In the DPP 2012-2015 also fragile states were brought into the picture. At this point still, the long-term partner countries covered Ethiopia,

Kenya, Mozambique, Nepal, Tanzania, and Zambia, with all the Latin American countries being phased out from the bilateral cooperation instrument (except for some ongoing regional programmes) (MFA, 2012a). Following the early indications in the DPP 2012-2015, the next DPP for the years 2016-2019 showed a clear shift towards fragile states with Myanmar/Burma, Afghanistan, Middle Eastern countries/regions bearing the consequences of Syria/Iraq conflicts, and refugee-hosting countries e.g. Somalia, Kenya and Ethiopia receiving growing attention (MFA, 2016). Therefore, MFA's development policy is moving away from supporting areas that are not directly relate to a fragile context. None of the projects included in this evaluation have such linkages.

Shift towards LDCs and fragile states on one hand, private sector cooperation on the other – a mismatch. The DPP 2007-2012 shows clear signs where Finland's development policy started leaning towards the Aid for Trade approach and, gradually, closer private sector engagement. Later on, after the Rio+20 Summit had been held in Brazil in 2012, the influence of the global debate on sustainable development can be observed in the DPP 2012-2015 given its references to green economy and promotion of employment as a strategy to lift countries out of poverty. The same DPP period saw emphasis on the value chain approach as a strategy for poverty reduction. The 2016 budget cuts to Finnish development aid did not affect the private sector instruments; for example, Finnfund's financial allocation increased considerably (Spratt, Lawlor, Hilton, & Mikkolainen, 2018). At the same time, the evaluations conducted in 2010 already pointed out that reaching the poorest of the poor is challenging by means of the Value Chain Approach (see Annex 10). An evaluation carried out in 2017 confirmed the finding (Topper et al., 2017).

Declining trend to channel Finnish aid via the bilateral modality. Interviews with MFA staff indicate that both the bilateral modality and ARDF sector interventions have dropped in priority compared to other aid modalities and sectors. The declining trend in bilateral finance in general would be due to two main reasons. First, the 2016 budget cuts in development finance in Finland would have reduced staff for managing and supervising the projects, and induced a preference for multilateral financing rather than bilateral projects, since the former imply less workload than the latter. Secondly, the country teams and regional units would not be authorised to reallocate unspent financial resources within their portfolios; instead, these funds return to higher-level budget lines. From there, the destination has often been a multilateral organisation, experts explained. Moreover, pressure to use unspent funds is among the reasons for increased trend in the MFA to channel aid via UN, development banks and other international bodies. At the same time, private sector instruments (namely Finnfund and IFC-Finland Blended Finance Instrument) have received more attention than before.

These circumstances have also led to a declining share of the aid budget being managed through the Country Strategy Modality (CSM), the instrument to manage bilateral programmes and policy dialogue at country-level. The CSM encompasses all stages of the Results-based Management (RBM) cycle, including annual reports by the country teams and management responses from the leadership of regional departments; the structure has been fine-tuned over the years and its management requires resources from the institution.

Some MFA experts insist on the importance of maintaining a portfolio of bilateral projects because they are at the heart of diplomatic relations and policy dialogue with the partner countries, as stated by MFA at the launch of the 2018 report by the Finnish Development Policy Committee (KPT, 2018) in May 2019. At the same time, MFA experts also explained that the institution has embarked upon a process to develop more comprehensive country strategies for each partner country, including bilateral interventions, multi-bi projects and earmarked funding as well as trade and other aspects of foreign policy, which would ensure policy coherence across all actions in countries supported by Finland. The process has started in mid-2019 and would take shape in the months and years to come. The Finnish Government Programme published in June 2019 proposes to strengthen cooperation with multilateral organisations.

The 2019 Government Programme of Finland renewed interest in the forestry sector. The policy is clear about its ambition to Finland; the country aims to become carbon neutral by 2035 while protecting biodiversity, which is reflected also in the chapter on discussing Finland's global role. The policy is, by and large, in line with the DPP2016-2019, but in addition climate change mitigation and adaptation, food security

and natural resources, as well as afforestation is specifically mentioned. Additional funding is also pledged (Finnish Government, 2019).

3.5 Trends in the ARDF sector responses

3.5.1 Re-emerging themes

Context 11. While environment and climate change have been on the international agenda since 1992, recent years see a renewed interest in forests and deforestation (notably in private-public collaboration mechanisms), climate change and biodiversity.

The sample projects have been formulated and implemented between 2009 and 2018, an era in which the United Nations Conference on Environment and Development (UNCED), also known as the **Earth Summit** held at Rio de Janeiro in 1992, marked a major milestone in the global transition towards sustainable development through the adoption of the Agenda 21 (UN, 2019a). It established also the **three Rio Conventions**; Convention on Biological Diversity (CBD), the United Nations Framework Convention on Climate Change (UNFCCC) and the UN Convention to Combat Desertification (UNCCD) (CBD, 2019).

Another important landmark was the adoption of **Millennium Development Goals (MDGs)** following the UN Millennium Summit in 2000 and the UN Millennium Declaration (UN, 2019b). In spite of the global efforts, there was a steep rise in the emissions of greenhouse gases, deforestation, species extinction and water scarcity impacting disproportionately the more vulnerable areas and populations (UN, 2015).

In 2010, signatories to the CBD agreed on a **Strategic Plan for Biodiversity 2011-2020** and its Aichi Biodiversity Targets, which were to be achieved by 2020. The Plan widened the scope of the CBD by providing an overarching framework on biodiversity for the entire UN system and all other partners engaged in biodiversity management and policy development (CBD, 2010).

As the MDG period approached its end, preparations for a new era of sustainable development started at the Rio+20 UN Summit on Sustainable Development in 2012. The legacy of the summit is the decision by the UN Member States to launch the development of the **Sustainable Development Goals (SDGs)** (UN, 2018).

In the forestry sector, the **New York Declaration on Forests**, signed at the UN Climate Summit in 2014, is a milestone for achieving wide support from private and public actors for fighting deforestation. It is a partnership of governments, multinational companies, civil society and indigenous peoples, which has pledged to halve the rate of deforestation by 2020, to end it by 2030, and to restore hundreds of millions of acres of degraded land. The Declaration has been one of the leading forces in motivating private companies to eliminate deforestation from their commodity value chains. The Platform that has been created around the declaration aims at finding solutions to shifting private finance to accelerating global forest action (New York Declaration on Forests Global Platform, 2018). The initiative has created unprecedented momentum to engage private sector in reducing deforestation as well as promoting sustainable consumption and production in the current situation where commercial agriculture drives at least two-thirds of tropical deforestation (Supply-Change.org, 2019).

In 2015, three major events marked the history of development cooperation and climate action: The Third International Conference on Financing for Development in Addis Ababa in July 2015, the United Nations Summit to adopt the Post-2015 Development Agenda in New York in September 2015, and the 21st Session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) in Paris in November and December 2015. The latter produced a landmark arrangement, the **Paris Agreement on climate change**, to combat climate change and to accelerate actions and investments needed for a sustainable low carbon future (UN, 2019c).

The year 2019 marks a renewed global attention on environmental issues through the publication of the **Global Assessment Report on Biodiversity and Ecosystem Services** by the Science-Policy Platform on

Biodiversity and Ecosystem Service (IPBES) in November 2018 (IPBES, 2018). The assessment process is historical considering its extensive global and intergovernmental participatory approach, encompassing the work of 145 experts from 51 countries. The report warns that the current global response to biodiversity loss is insufficient and that transformative changes are needed to restore and protect nature in the current situation where 1 million species are threatened with extinction (IPBES, 2018). The assessment found that the direct drivers of change in nature that have largest relative global impact so far include (1) changes in land and sea use; (2) direct exploitation of organisms; (3) climate change; (4) pollution and (5) invasive alien species. Besides, biodiversity and climate change are inseparable and the actions on both “sides” need to be designed synergistically (IPBES, 2018).

A new trend identified is one of **global interconnectedness** which results in resource extraction and production taking place in one location to fulfil the needs of consumers in a different part of the world. Further, the report pays attention on the role of Indigenous Peoples and local communities in sustainable management of natural resources. According to the report, it is unlikely that the Aichi Biodiversity Targets will be met (Díaz & et al., 2019; Diaz & Larigauderie, 2019; IPBES, 2018). Following the IPBES report, the Environment Ministers from the G7 Member States (Canada, France, Germany, Italy, Japan, the United Kingdom and the United States), from Chile, Fiji, Gabon, Mexico, Niger and Norway, and the European Commissioner for Environment signed the **Metz Charter on Biodiversity**, under the witness of the Environment Minister for Egypt, in May 2019. Its objective is to raise the profile of biodiversity to the same level as that of climate change (G7 Environment Ministers, 2019; Government of France, 2019).

3.5.2 Emerging approaches

Context 12. Newly developing strategies to address ARDF-related challenges tend to promote more holistic approaches to tackling food insecurity, competition for land and water, and climate change at the same time, with due recognition of the interconnections between these themes.

Development partners increasingly call for new approaches towards transformational change, cross-sectoral integration and comprehensive approaches, as can be observed from the World Bank and EU strategies described in chapter 3.2. The SDGs are inseparable from each other and Agenda 2030 highlights the importance of finding a common approach to implementing the SDGs in a coherent manner. The same holds for the specific objectives on climate change mitigation and adaptation according to the Paris Agreement, as well as biodiversity conservation objectives defined under the Convention on Biological Diversity (CBD).

Chapter 3.1 presented the challenge of feeding an estimated 1.7 billion people in Africa by 2030 in a way that advances economic development while reducing pressure on the environment (climate, water, ecosystems). A report produced by World Resources Institute (2018), in partnership with the World Bank, UN Environment, UNDP, CIRAD and INRA addresses this challenge at a global scale, with the aim to ensure food for everyone without increasing emissions, fuelling deforestation or exacerbating poverty. The report examines the nexus of the food system, economic development and the environment. It quantifies the food gap, the land gap and the greenhouse gas emission gap and proposes a menu of solutions that could close all three gaps, grouped in seven main themes in Box 3

Box 3. Action areas to achieve a sustainable food future for all, while avoiding deforestation, stabilizing the climate, promoting economic development and reducing poverty.

Raise productivity. Increasing efficiency of natural resource use is the single most important step toward meeting both food production and environmental goals.

Manage demand. Closing the food gap also requires slowing the rate of growth in demand, by reducing food loss and waste, shifting the diets of high meat consumers toward plant-based foods, or avoiding any further expansion of biofuel production, and improving women’s access to education and healthcare in Africa to accelerate voluntary reductions in fertility levels.

Link agricultural intensification with natural ecosystems protection. To ensure that food production is increased through yield growth and not expansion, governments must link efforts to boost crop and pasture yields with legal protection of forests, savannas and peatlands from conversion to agriculture.

Moderate ruminant meat consumption. Ruminant livestock (cattle, sheep, and goats) use two-thirds of global agricultural land and contribute roughly half of agriculture's production-related emissions. Closing the land and GHG mitigation gaps requires that, by 2050, the 20% of the world's population who would otherwise be high ruminant-meat consumers reduce their average consumption by 40% relative to their consumption in 2010.

Target reforestation and peatland restoration. Rewetting lightly farmed, drained peatlands that occupy only around 0.3 percent of global agricultural lands provides a necessary and cost-effective step toward climate change mitigation, as does reforesting some marginal and hard-to-improve grazing land. Reforestation at a scale necessary to hold temperature rise below 1.5 degrees Celsius is achievable only if the world succeeds in reducing projected growth in demand for resource-intensive agricultural products and boosting crop and livestock yields.

Require production-related climate mitigation. Management measures exist to significantly reduce GHG emissions from agricultural production sources, particularly enteric fermentation by ruminants, manure, nitrogen fertilizers, and energy use. These measures require a variety of incentives and regulations, deployed at scale.

Spur technological innovation. Fully closing the gaps requires many innovations, in the field of crop traits or additives that reduce methane emissions from rice and cattle, improved fertilizers and solar-based processes for making fertilizers, organic sprays that preserve fresh food for longer periods, and plant-based beef substitutes and others.

Source: Evaluation Team based on World Resource Institute, 2018

The report dwells upon **various nexuses** such as the food-water nexus, the food-energy nexus, the land-energy nexus and the water-energy nexus. Nexus approaches are increasingly promoted as a way to examine connections between multiple sectors and to understand their interactions, synergies and trade-offs. While use of the term “nexus” dates back to the 1980s, there is no single universally recognised definition of the concept among academics (UNU-FLORES, 2019). The most frequent combination of elements has consisted of food, water and energy. A key element is to recognise that a nexus approach seeks to maximise poverty reduction and achieve economically and environmentally sustainable outcomes following the principles of (1) promotion of sustainable and efficient resource use, (2) access to resources for vulnerable groups, and (3) maintenance and support of underlying ecosystem services (The Nexus Dialogue Programme, 2019).

In recent years, researchers and development practitioners have applied a variety of different groupings combining two, three or more themes. According to a paper published in *Nature*, a critical difference between an integrated approach and nexus approach is that the latter should be based on a quantitative analysis; it should demonstrate that concrete benefits are achieved in all the aspects included in the nexus. Development partners also incorporate nexus approaches and SDG interconnectedness in their development assistance policies more commonly (Global Donor Platform for Rural Development, 2017).

The connections between **forests, climate, food, water and energy are multiple and complex**, and they include trade-offs. Agriculture is often seen as a driver for deforestation, while in other situations, forestry and agriculture are mutually supporting, such as in agroforestry. Similarly, forest loss and degradation can lead to depleted sources of non-timber forest products which are an important component of human and animal feed in many tropical rural areas. Climate change causes increased occurrence of extreme weather conditions, which in turn creates challenges for sustainable forest management and farming. At the same time, adaptation to climate change benefits from the presence of healthy forests, and both agriculture and forestry have high potential to sequester carbon dioxide from the atmosphere. Forests are also important for local water cycle management, as well as temperature regulation, slowing storm runoff and cleansing water, while water bodies are critical habitats for fish and wildlife. Furthermore, in many places in Africa, forests provide charcoal and firewood for household level energy production, which is a critical component of food

security, just to mention a few examples to highlight the complexity of the scenario (Expert Consultation Workshop, 2019; Kanninen, 2019; Liu et al., 2018; Tidwell, 2016).

Experts argue that there are inevitably some **tensions and trade-offs between the sectors**, especially between agriculture and forestry as well as between agriculture and climate change, which need to be managed while safeguarding food security (Nilsson, Griggs, McCollum, & Stevance, 2017; Soto Golcher & Visseren-Hamakers, 2018). An analysis of the interactions of SDGs 2, 3, 7 and 14 revealed that they are mostly synergistic with the other SDGs. The report highlights that the potential conditionalities and constraints require policy coherence to ensure benefits to the most vulnerable groups, equitable access to resources and opportunities, as well as to manage competing demands over natural resources to support economic and social development within environmental limits. For example, healthy ecosystems (SDG 15) are vital for agriculture (SDG 2); however, unsustainable food production can lead to deforestation and land degradation (Nilsson et al., 2017). Others have provided the view that the biosphere as such lays the foundations for all the other SDGs and that sustainable healthy food is the main connector between the Goals (Stockholm Resilience Centre, 2016). The Global Assessment Report on Biodiversity and Ecosystem Services by IPBES pushes the argument further by stating that current negative trends in biodiversity and ecosystems will undermine progress towards 80% (35 out of 44) of the assessed targets of the SDGs. The authors stress that loss of biodiversity is not only an environmental issue, but also a developmental, economic, security, social and moral issue (IPBES, 2018).

4 Findings

4.1 Contribution of Finnish co-operation to global ARDF objectives

How can Finnish co-operation efforts best contribute to the achievement of the SDGs - as well as other relevant international agreements - through ARDF sectors making optimal use of its comparative advantages?

Summary answer to the Evaluation Question

Based on analysis of connections between logframes of the studied bilateral projects and SDG Indicators, of the current portfolio of the Green Climate Fund (GCF) and of MFA's Theory of Change (TOC), Finland could best increase the relevance of its cooperation in the ARDF sector and contribution to the SDGs, the Paris Agreement and the Convention on Biological Diversity (CBD) by (1) strengthening synergies between the implementation and reporting on the Agenda2030, Paris Agreement as well as CBD and future ARDF interventions, (2) developing ARDF-related value chain and business indicators to be integrated with SDG reporting in the partner countries, (3) further integrating ARDF-related SDG Targets in MFA's TOC, (4) exploring collaboration with climate action by other organisations, in particular the planned GCF interventions, at least in Kenya and Tanzania.

According to Kenton (2018), comparative advantage refers to “*an economy's ability to produce goods and services at a lower opportunity cost than that of trade partners. A comparative advantage gives a company the ability to sell goods and services at a lower price than its competitors and realize stronger sales margins*”.

For practical reasons, the evaluation team interprets the concept as consisting of those actions in which Finland has strongest experience in the ARDF sectors in Africa. Evidently, the definition involves a number of underlying assumptions. It suggests that mere investments and experience on some sectors makes a certain actor better placed to carry out action in that field. The evaluation team understands the limitations behind this approach, but a comprehensive economic analysis between different donor countries' comparative advantages is beyond the scope of this assignment. For this reason, a working definition (that mere experience constitutes a comparative advantage) for the evaluation's purposes has been adopted.

The evaluation discusses comparative advantage building on the concept of Finnish Added Value (FAV) in EQ9. This chapter offers an additional angle to the analysis of FAV by taking a close look at Finland's current strengths and weaknesses in contributing to SDGs and other relevant international agreements.

4.1.1 SDGs and project indicator comparison

The evaluation examined the degree to which the indicators of the eight bilateral projects align with SDG Indicators. The assessment did not measure to what extent the interventions had achieved results in relation to the SDG Indicators; all but one was designed in the Millennium Development Goal (MDG) era. Instead, the purpose was to generate lessons learnt for how future ARDF programmes could be aligned with SDGs. The analysis contributes to the assessment of the OECD DAC criterion of Relevance. In addition, the results provide guidance for future planning of Impact measurement of Finnish-supported interventions.

This analysis allows to portray the comparative advantages of Finland in line with the working definition. In other words, the comparison of logframe and SDG Indicators sets a baseline for the development of future interventions by identifying where Finland's ARDF programmes are contributing to SDGs and where gaps exist. Another purpose is to understand to what extent the interventions have addressed the thematic

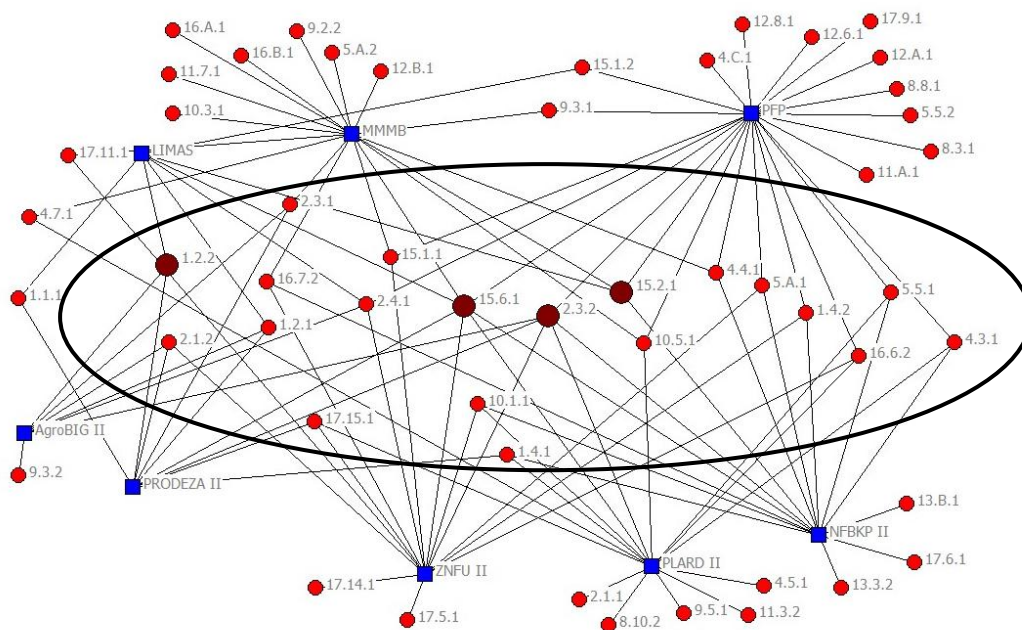
complexity of the sectors. Finally, the analysis helps to identify ways in which MFA could strengthen its Theory of Change in line with the Agenda 2030.

All logframe indicators of the eight bilateral projects were scored against SDG Indicators. When there was no link between the two, score 0 was given. The middle score (1 or 2) indicated weak alignment with the SDG Indicator or some conceptual alignment with the corresponding SDG Target (the SDG Indicators and Targets are not always logically related in the SDG Framework itself). The highest score (3) was allocated when there was full or partial contribution conceptually between the logframe indicator and the SDG Indicator. Score 3 was given also in cases where the logframe indicator could be used for reporting against SDGs (for further details on the methodology, see Annex 11).

Finding 1. Based on the analysis of SDG and logframe indicators, the eight bilateral projects had strong links with approximately one fifth of SDG Indicators placed under 17 SDG Targets and eight SDGs.

In total, 52 SDG Indicators (out of 244; 21.3 %) had a strong link with at least one project (small red dots and four larger dark red dots). Out of them, 20 SDG Indicators stand out from the analysis (circled area). They showed both strong alignment with logframe indicators (i.e. the logframe indicator could have been used for SDG monitoring with relatively minor adjustments) and high frequency of alignment (i.e. a link could be observed many times) with the bilateral projects (see Table 4 “SDG Indicators to which three or more bilateral projects contributed” in Annex 11). These 20 indicators are related to 17 Targets under SDGs 1 No Poverty, 2 Zero hunger, 4 Quality education, 5 Gender equality, 10 Reduced inequalities, 15 Life on land, 16 Peace, justice and strong institutions, and 17 Partnerships for the goals. It can be argued that the sample of bilateral projects generated most experience for Finland on those SDG Goals, Targets and Indicators. The Indicators and their relationship with the projects are illustrated in the following figure.

Figure 7. Alignment of logframe indicators for the eight bilateral projects and SDG Indicators



Source: Evaluation team. Diagram generated with UCINET (Borgatti, Everett, & Freeman, 2002).

Finding 2. Four SDG Indicators emerge with which bilateral ARDF support is highly and frequently aligned; they relate to poverty reduction, SFM, and governance including equitable sharing of benefits.

The SDG Indicators that were observed to have high level of alignment and frequency of alignment with the bilateral projects relate to poverty reduction, average income of small-scale food producers, sustainable forest management (SFM), and equitable sharing of benefits. These indicators are:

- “1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions”,
- “2.3.2 Average income of small-scale food producers, by sex and indigenous status”,
- “15.2.1 Progress towards sustainable forest management”, and
- “15.6.1 Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits”.

Finding 3. The most abundant numbers of project logframe indicators fell under SDG Indicators that relate to, *inter alia*, (technical) education, equitable sharing of benefits (from natural resources), SFM, and participatory decision-making at all levels; however, indicators capturing aspects such as malnutrition, sexual violence, and quality of water bodies were absent from the logframes.

The evaluation also calculated the frequency of logframe indicators showing links with SDG Indicators. The purpose was to understand to which SDG Indicators the bulk of logframe indicators would contribute, regardless the strength of alignment. The analysis showed that some SDG Indicators may have low alignment strength but much overall alignment in numbers. Based on the number of logframe indicators linked with SDG Indicators and/or Targets, the following themes emerge as most frequent (over 20 hits): education (including technical; Target 4.3), equitable sharing of benefits (in this case, related to natural resources management; Target 15.6), sustainable forest management (Target 15.2), participatory decision-making at all levels (Target 16.7), investments in agriculture (Target 2.A), doubling agricultural productivity (Target 2.3), equal rights to economic sources (Target 1.4), and satisfaction with public services (Indicator 16.6.2) (see Table 6, Annex 11).

SDG Indicators with no link to any of the logframes and that would have relevance to ARDF projects relate to topics such as stunting, malnutrition, conservation of local breeds, prevalence of sexual violence, quality of water bodies, unemployment rate and number of people affected by disasters (see Table 7, Annex 11).

Finding 4. Although being designed in the MDG era, the bilateral projects, as conceived, had the potential to contribute to more SDG Targets than what is included in MFA’s Policy Priority Area 4 TOC.

MFA’s Policy Priority Area 4 “*Food Security and Access to Water and Energy Have Improved, and Natural Resources Are Used Sustainably*” Theory of Change (TOC) refers to SDGs and SDG Targets (MFA, 2017) (Context-8). The evaluation compared to what extent the eight bilateral projects were aligned with the Framework. The results show that the projects contributed to the Outcome 1 Food and Nutrition Security and Outcome 4 Forests and Natural Resources, as expected (i.e. to the SDG Targets that were indicated under the Outcomes and Outputs). The ToC lacks mentions of a number of SDG Targets at Outcome and Output levels to which the bilateral projects have contributed (see Table 5, Annex 11).

Finding 5. The SDG Indicators do not capture value chain and business development aspects comprehensively.

The sample projects addressed value chains and business development in the five partner countries. However, the SDG framework focuses more on service quality and delivery, enabling environment and poverty alleviation, employment and productivity. Thus, there is limited alignment on business success factors beyond those with a welfare component. The issue has been acknowledged also in the banking sector when trying to align its operations to the Agenda 2030. For example, the Dutch National Bank (DNB) has developed a guide for investors and companies to measure their contribution to the SDGs, focusing on positive impacts (DNB, 2018).

The country studies also acknowledge Finland's experience and potential to support the partner countries in achieving the SDGs. The reports call for more explicit linkages and synchronisation with the SDG Framework in the future (KEN-F2, 5; ETH-F40, TZA-C1,2, 11; ZAM-C1; MOZ-C8; MOZ-R1, KEN-R1, 8; ZAM-R1;TZA-R2, 10; ETH-R7) given the complex challenges that exist in the sector in Africa that should receive coordinated responses from development partners (Context 1 to Context 6).

4.1.2 International agreements

When it comes to other international agreements related to ARDF sector in Africa, the most relevant ones are those related to climate change (United Nations Framework Convention on Climate Change; UNFCCC, Kyoto Protocol, and Paris Agreement, from now on "Paris Agreement"), **biodiversity** (Convention on Biological Diversity; CBD), **wetlands** (the Ramsar Convention on Wetlands of International Importance), **protection of endangered and migratory species** (Convention on International Trade in Endangered Species of Wild Fauna and Flora; CITES), as well as **pollutants** (Rotterdam Convention on the international trade of certain hazardous chemicals). The full list of Multilateral Environmental Agreements (MEAs) ratified by Ethiopia, Kenya, Mozambique, Tanzania and Zambia can be accessed from the InforMEA website (InforMEA, 2019). In the context of this evaluation, we prioritise the Paris Agreement and the CBD given the mentions on climate change and biodiversity in the Policy Priority Area 4 of MFA's Development Policy (MFA, 2017) (Context 8).

Finding 6. None of the eight projects included in the evaluation has addressed MEAs directly, which can be considered an issue in terms of relevance of Finland's interventions.

In two countries, Kenya and Tanzania, Finland has carried long-term action to implement National Forest Programmes (NFPs) (KEN-F6; TZA-Context7). These are structured processes described in formally endorsed documents and with related legislation. They touch upon sustainable management of natural resources, including biodiversity, but they do not link forestry, biodiversity and CBD explicitly together. The agricultural projects, AgroBIG II in Ethiopia and LIMAS in Tanzania both made efforts to reduce the harmful use of agrochemicals in the fields of smallholder farms. In LIMAS, a company selling fertilisers was provided a grant to expand its activities in the project area. Again, no clear connection existed with international agreements. None of the project areas overlapped with RAMSAR sites, and none of them addressed the management of wildlife in their activities.

4.1.3 Climate change

Finding 7. While Finland is considered a credible development partner in ARDF, the effectiveness of the sample projects in terms of climate change adaptation and mitigation can be questioned.

Climate change poses a severe threat to the African countries while pressure exists for them to address also mitigation action in addition to adaptation under future climate action (Context 1, Context 2, Context 5; MOZ-Context1; TZA-Context2; KEN-Context2, 3; ZAM-Context3, 4; ETH-Context6). The country studies indicate that including climate change considerations in the interventions constitutes a challenge at present (MOZ-F12; ETH-F20; KEN-F14; TZA-F29), but that Finland is a credible development partner that can provide added value in this respect, at least in ARDF in general (MOZ-C1; KEN-C1; ETH-C1; ZAM-C1).

From the point of view of development cooperation, supporting the implementation of the Paris Agreement in Africa could mean coordinating Finland's action with interventions financed by the Green Climate Fund (GCF). In this section, the evaluation examines the current GCF portfolio in Ethiopia, Kenya, Mozambique, Tanzania, and Zambia and its thematic and geographical links to Finland's ongoing interventions in those countries, followed by an assessment of alignment with NDCs and the REDD+ framework.

Finding 8. GCF funding in the partner countries is sizable and approximately half of it relates to land and ecosystems, but implementation has not yet taken off at scale – concrete thematic and geographical links with Finland’s existing and past interventions are weak.

Approved GCF funding in the five countries is sizable in Kenya and Tanzania, but little disbursement has taken place so far; Mozambique does not have any approved GCF projects. Approximately half of all approved GCF projects and submitted concept notes deal directly with land and ecosystem related activities. The majority of approved projects targets the private sector while public sector proposals dominate the list of concept notes. The amounts of both approved GCF funding as well as the total amount of project value are relatively significant, USD 1.35 billion and USD 4.43 billion, respectively. Out of the five countries, Kenya has the highest number of approved projects and submitted concept notes while Mozambique does not possess any approved projects at present. Ten of the 12 projects have not yet disbursed any of the GCF funding (see Table 1, Annex 12) (GCF, 2019). Only a few of the approved land and ecosystems related GCF interventions in Ethiopia, Kenya, Tanzania and Zambia include thematic or geographical links to the eight bilateral programmes or Finland’s Country Strategies in general (see Annex 12). Even if the GCF projects have not really started, it seems important for Finland to have clear intentions about its contribution to the Fund, whether it just aims at strengthening climate action or also aims to support ARDF interventions in Africa. In addition, the GCF-funded initiatives or planned interventions do not operate with the same Accredited Entities as the projects implemented by multilateral organisations financed by Finland in the ARDF sector in Africa, namely MICCA (already ended) and FFF (second phase under implementation), which operate under FAO’s leadership.

Finland occupies an established role in strengthening global environmental governance through improving coherence and synergies between different international agreements (Ministry of the Environment, 2018). For the GCF, Finland has contributed approximately 80 mEUR for the period of 2015-2018; the next round of negotiations is foreseen to take place before the end of year 2019 (Ministry of the Environment, 2018; Pietikäinen, 2019). Finland supports many instruments related to ARDF and climate work in Africa, such as the Global Environment Facility (GEF) or the Blended Finance for Climate Program set up by Finland and the International Finance Corporation (IFC) (MFA, 2019; Ministry of the Environment, 2018). Nevertheless, the GCF holds special importance in the current global set-up given its highly political role and its large budget; however, a certain degree of uncertainty exists on its ability to deliver the expected results.

Finding 9. Land use and forestry are addressed under mitigation action in the five countries; climate-smart agriculture and more efficient cookstoves appear to hold higher priority than REDD+; in adaptation, agriculture and water are identified as key sectors.

Several studies and analysis have been carried out globally to unpack and understand the information included in Nationally Determined Contributions (NDCs) of the parties to the Paris Agreement (Petersen & Braña Varela, 2015; Strohmaier et al., 2018; Thuy et al., 2018; Watts, Gabrych, & Morales, 2018). Depending on the point of view, the emphasis of the analyses varies to some extent, and, therefore, also the interpretation of the NDCs’ alignment with different sectors. The evaluation uses as the primary reference the NDC Explorer given its systematic assessment across countries and sectors (NDC Partnership, 2019; Pauw & et al., 2016).

When it comes to *climate change mitigation*, all five countries consider land use and forestry as sectors included under mitigation action; however, only Ethiopia, Kenya, and Zambia mention agriculture specifically. In addition, Kenya and Zambia make separate mention on climate-smart agriculture. Mozambique, Tanzania, and Zambia make reference to REDD+ in their NDCs (Pauw & et al., 2016). Related to forests in particular, FAO’s analysis shows that 23 NDCs in Africa, including all five countries that are part of the evaluation, indicate a need to combine more sustainable wood to energy systems with more efficient cookstoves (FAO, n.d.).

The REDD+ approach (reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries) that became officially part of the UNFCCC at the adoption of the Paris Agreement has been under

preparation in Africa for approximately 10 years. Out of the five countries, Ethiopia and Mozambique (and Zambia to some extent) emerge as most active in REDD+ through their involvement in the Forest Carbon Partnership Facility (FCPF; especially Ethiopia and Mozambique) and the Forest Investment Programme (FIP; Mozambique and Zambia) support for advancing REDD+ in the country (CIF, 2017; FCPF, 2019; FIP, 2016). Some of the most prominent countries promoting the mechanism in the continent include the Democratic Republic of the Congo (DRC), Burkina Faso, Ghana and Côte d'Ivoire (AfDB, 2018).

Ethiopia and Mozambique have recently moved forward in the REDD+ readiness process by completing their R-Package, and Mozambique has also completed negotiations with the Carbon Fund up to the signing of the Emissions Reduction Partnership Agreement (ERPA) (FCPF, 2019) (see also ETH-F1). The situation in Kenya is characterised by slow progress (FCPF, 2019; Mwangi, Cerutti, & Nasi, 2018). Ethiopia, Tanzania, and Zambia are also UN-REDD partner countries. Based on interviews during the field visit, Tanzania has been known for strong involvement by Norway's International Climate Finance Initiative (NICFI) for REDD+ although funding has declined in recent years. Also, the field mission carried out by the evaluation team found low momentum for REDD+ in Tanzania (see TZA-F34), although the NDC formulated in May 2018 refers to the approach. (United Republic of Tanzania, 2018).

In terms of *climate change adaptation*, agriculture is identified as vulnerable sector across the five countries, and for all of them, strategies or action plans exist that have been elaborated to address the challenges. Similarly, the water sector is another vulnerable sector included in the NDCs. While there is some variation on how ecosystems and biodiversity are discussed, the NDCs of all countries mention the sectors as vulnerable or they indicate that a related strategy or action plan exists. Regarding forestry, from the sample countries only Ethiopia, Tanzania, and Zambia include the sector under adaptation action while the policy documents of Kenya and Mozambique do not mention it all in this context (although they do address forestry under mitigation to some extent).

Finding 10. Gender and human-rights approaches are largely absent in partner countries NDCs.

In terms of gender and human rights, only the Kenyan NDC has a section on gender; for all others, the topics are absent from the NDCs (Pauw & et al., 2016). The evaluation shows that Finland can provide added value and lessons learnt in both aspects given the assessed projects' efforts in including gender and HRBA in the interventions. While the projects achieved different degrees of success (effectiveness) regarding this matter, the approach taken is highly relevant (MOZ-F11, 15; ETH-F18, 19, 22, 24, 26; TZA-F16; KEN-F12; ZAM-F12; MOZ-C3, C4; ETH-C5, Con7, TZA-C5, KEN-C4, ZAM-C5).

4.2 Conditions for application of a Value chain approach

Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture - while benefiting final beneficiaries in a sustainable way?

Summary answer to the Evaluation Question

The Value Chain Approach (VCA) can be successfully applied and increase sustainable investments in ARDF when basic conditions are in place. These include a functioning private sector, an enabling environment, and adequate support services. To be effective, a project supporting value chain development must design and implement a strategy that corresponds adequately to the reality and basic conditions in a given space and time. When the conditions exist, the VCA is likely to strengthen the relevance of an intervention. Among all DPs, financing in value chains has increased in recent years, and also in some of the sample projects, for example in LIMAS, PFP, and AgroBIG II.

4.2.1 Value chain approaches and their application

Finding 11. A value chain can be defined as the full range of activities required to bring a product or service from conception, through the different phases of production (involving a combination of physical transformation and the input of various producer services), delivery to final customers, and final disposal after use (Hellin, J. & Meijer, M. 2006).

As a concept and strategy, value chains have been present in Finnish ARDF cooperation since a long time, as evidenced in key documents dating 10 to 25 years back (MFA, 1997 and MFA, 2010a). However, among the project documents and strategies of the sample projects, only NFBKP II and AgroBIG II include an appropriate and functional definition of a value chain (ETH-C3). Several strategies, for example in PRODEZA II, define commodity value chains without explaining the process and criteria through which they have been prepared (MOZ-F6).

Finding 12. Most sample projects have not been explicit and systematic in applying the VCA and project documents do not refer to any initial value chain analysis carried out. At the time the sample projects were conceived, value chain know-how was not as comprehensive and wide-spread as today.

Only MMB in Kenya (KEN-F7) and CSP II in Zambia did not include terms such as ‘value chains’, ‘agribusiness’, or ‘commercialization’ in the formulation of their purposes or result areas.

At the operational level, each project has had its own angle of incidence in relation to the VCA. LIMAS was implemented in the spirit of the slogan “Searching for Business Opportunities” and introduced new business concepts and approaches to the region, inviting potential business actors from outside to Mtwara and Lindi (TZA-F8, F9, F11). AgroBIG II carries out capacity building activities to VC actors along the whole value chain, including cooperatives and unions, to help them understand the benefits of linkages to existing and new market opportunities (ETH-F7). PLARD II dispersed its focus over an array of activities, including various financing schemes to facilitate trading and processing, and procurement of equipment and inputs for a number of productive purposes (ZAM-C10). PFP placed its emphasis on the primary tree production in plantations, through support to tree growers’ associations (TGA) and out-grower schemes (TZA-F12,14).

PRODEZA II supported a large producer organisation to tackle VC constraints by inserting a cooperative superstructure between unions and producer organisations (MOZ-C6). Farmers’ Clubs worked to connect small-scale producers with private companies but found this to be challenging because the companies’ logic is in profit, whereas the project aimed at social transformation of its beneficiaries (MOZ-F9). In MMB, the value chain support provided to small-scale businesses seems hardly relevant, even though the charcoal value chain work had the potential to transform the market. At the local level though, MMB positively affected several groups and strata, in particular women, youth and poor households in general (KEN-F8).

Finding 13. The list of conditions for VCA to succeed is long and no project meets all. There is no algorithm to determine whether requirements are sufficiently met, as projects are unique in terms of context, time, and space. However, in favourable conditions, value chain support can be effective even with relatively modest resources (ZAM-C2).

The evidence points out clearly, however, that the presence and functioning of essential parts of the external and internal VC conditions are required before it makes sense to consider a VCA as a response to the needs and priorities of the intended beneficiaries (ETH-C4, MOZ-C2, TZA-F10).

4.2.2 Value chain approaches in Finnish-supported multilateral organisations

Finding 14. The value chain approach is often applied assuming that poor households meet a number of assumptions which, however, often do not reflect the realities and the needs of the poor.

In recent years, the value chain approach has increasingly been adopted by governments, donors, and NGOs to help reducing rural poverty (KEN-F9, ZAM-F4). The approach is often applied assuming that poor

households: 1) have sufficient resources to effectively participate in value chain development; 2) do not face substantial trade-offs when using these resources; and 3) are able to assume higher risks when reinvesting capital and labour. However, insights from many experiences and the literature show that these assumptions often do not reflect the realities and the needs of the poor (ZAM-C7).

Some studies (for example Stoian et al, 2016) argue that value chain development with poor and vulnerable populations, particularly in rural areas, requires additional conceptual frameworks, analysis, and interventions. Some development partners and programmes, including processing zones supported by AfDB in Mozambique, industrial parks in Ethiopia, and SAGCOT in Tanzania, rely on growth poles as a VC strategy. These have infrastructure to support the production and marketing of agricultural raw materials and benefit from land, tax and customs regulations.

Finding 15. In many initiatives, value chains are mainly approached from the point of view of agricultural production (ZAM-F6), with a technical or agronomic approach that favours agricultural development, inputs (credit, seeds, fertilizers, pesticides) and agricultural advisory services in their technical dimension.

Out-growing schemes include contracts between small-holders and large companies. In some cases, they induce financial and commercial obligations not suited to the producers' capacities, such as loans contracted with volumes and terms of repayment that lead to risks for small producers and significant changes in the conduct of the farms (ZAM-F3). Small-scale producers may become dependent on large agricultural enterprises with regard to production techniques and, as value chains grow, the question of their control and benefit sharing becomes central. An example is the value chain of transmission poles in the Tanzanian Southern Highlands, where PFP operates. After years of taking care of the trees, the weakly organised tree growers sell the raw material but receive only a fraction of the final selling price (TZA-F14).

Finding 16. There is a growing awareness of the limitations of the approach and suggestions for consequent improvements of the concept emerge. (see Box 4).

The EU has created a VC analysis process based on four steps: functional, economic, environmental, and social analysis. The purpose is to work with stakeholders to gain insights on the way the VC is functioning regarding its viability and impact (European Union). FAO (2014) proposes four core functions (links) to be distinguished in the value chain: production (e.g. farming or forestry), aggregation, processing and distribution (wholesale and retail). Efficiently aggregating and storing the small volumes of produce from widely dispersed smallholder producers is often a major challenge.

Many actors stress that the achievement of food and nutrition security can only be achieved through supporting and securing family farming. Family farms are already the leading producers of food in Africa, as well as the first investors in agriculture. Proponents of family farming emphasize its high employment potential, as opposed to capital-intensive systems. Also, the FAO (2018) points out that, representing more than 500 million – or almost 88% – of a total 570 million farms globally, family farming is the predominant mode of agricultural production in the world. Worldwide, 475 million smallholdings of up to two hectares account for more than 80% of all farms, but they cover only about 12% of the world's farmland.

Box 4. Approaches related to ARDF

There are many systemic approaches to ARDF, although in recent years the VCA has been a dominant strategic framework in many projects. However, it is not the first strategic approach to conceptualize, assess and operationalize agricultural and forestry interventions. In the past decades, the following concepts have had their periods of success:

- Integrated rural development (IRD), in the 1970s and 1980s.
- Farming systems approach (FSA), in the 1980s and 1990s.
- Production chain approach, farm-to-fork (FINNIDA: Finnish Development Co-operation in the Agricultural Sector in the 1990s, 1991).
- Spatial and territorial development.

- Low external input sustainable agriculture (LEISA), introduced in 1970s and 1980s and still continuing.
- Watershed approach. A framework frequently referred to in forestry in 1990s.
- Agroforestry.
- Rural-urban development.
- Sustainable livelihoods approach (SLA), widely applied in early 2000.
- Landscape approach.
- Value chain approach (VCA).
- Food systems approach (FSA), emerging as an alternative to VCA.
- Sustainable food value chain (SFVC), introduced by FAO as an alternative to VCA.
- Agriculture, environment, and natural resources.
- Asset-based approach, emphasizing the role of assets to enable the poor to participate in value chains.
- Market systems approach. A recently introduced framework to address the complexities of food systems.
- Rurbanomics, introduced recently by IFPRI, to build on rural-urban synergies.

Common to all these approaches is the attempt to build a holistic understanding, trying to grasp the most important factors through systemic thinking and action. They look at the same realities through distinct prisms and frame them differently, as a result of diverging contexts and different schools of thought. The question is, why is there a need to conceive a new approach every few years and is it possible to rely on existing concepts and methods, perhaps updating them, instead of re-inventing the wheel? Does the interest in conceptual frames of reference outshine the attention to how to implement them in practice? This question is assessed more in detail in the EQ6 concerning the modalities.

Finding 17. Multilateral organisations supported by Finland have applied VCA, but also other approaches closely related to the development of value chains, commercial ARDF, and strengthening of private sector (KEN-C3, TZA-F5 and F6, ZAM-F7).

There are many variations from the same theme (see Box 4), as a result of different contexts and experiences. The evolution of the VCA towards more diversified conceptual frames reflects the dynamic nature of the operating environments locally, nationally, and globally.)

4.2.3 Conditions to make a VC approach work

Finding 18. A VCA needs certain conditions to be in place, or at being least developed/, before it can bring about results. (ETH-F8, MOZ-F8, TZA-F10 and F11, ZAM-F3).

It needs:

1. A functioning private sector that includes a) emerging initiatives and dynamic businesses, because no external project can import entrepreneurship and local market knowledge, and b) support actors and service providers in all stages of a value chain.
2. An enabling environment that includes a) rational government policies that are enforceable and enforced, b) transparent regulatory framework the VC participants know and respect (for example, land rights and stable access to land, environmental legislation), c) sufficiently functional infrastructure, (roads, electricity and water supply, adequately operated market places), and d) professional organisations that can provide material and immaterial services.
3. Support services. These include a) financial services, b) transportation facilities, c) training opportunities, d) professional advisory services, and e) VC related research.

The performance of a value chain is always a result of decisions and actions of its autonomous and voluntary participants, who behave in response to the market demand, enabling environment, and access to support

services. To support them, a project must understand local agribusinesses and market dynamics (MOZ-F6, ZAM-C2)).

Finding 19. Success and failures VCA projects are closely linked to: functioning private sector, enabling environment, support services; and project features.

The intervention strategy must be appropriate in relation to the expected results and the operating environment, and that strategy has to be implemented correctly – in other words: do the right things and do the things right (ZAM-C4, ZAM-C10). The risks and strengths under the strategy issues can manifest themselves in numerous ways, as described in Table 4 (in EQ6), which summarizes both external and internal success and failure factors.

In the area of AgroBIG II, many of the VC prerequisites are present (ETH-F7, F9, F12, F13). In the Woredas around Bahir Dar, there is good access to markets, soils are fertile and irrigation schemes exist. On the other hand, financial services are scarce and producer organisations need strengthening (ETH-F12, ETH-C4). Under favourable conditions, value chain support can be effective even with relatively modest resources, as evidenced by the work of CARE International Tanzania in sunflower value chains. In PLARD II, while productivity and production levels increased particularly for cassava, beans, and groundnuts, there was not a corresponding enhancement of market development, and hence the farmers still received low prices with very little value added (ZAM-C2).

LIMAS faced important challenges, including environmental hardness caused by recurrent droughts, the erratic production patterns of rain-fed farming, remoteness and poor links to urban markets, lack of basic socio-economic infrastructure and migration depleting the region of dynamic and educated people. The project implementation strategy had two challenges: developing simultaneously a favourable business environment and developing businesses (TZA-F8). As a result, out of the 20 supported enterprises, only a few continue running a business in the programme area, but a significant share of the interviewed sample attributes their continuation and performance to LIMAS.

PFP operated in the Southern Highlands, where many of the conditions required for dynamic VCs exist (TZA-F12). Tree growing in the Southern Highlands is strongly driven by market forces but does not address other critical success factors, namely viable production technology for quality, supportive state policy and organisational support to facilitate access to knowledge, credit, technical assistance and higher value markets (Arvola et al). Among the challenges is that most of the forest SMEs use low quality technology that is not reliable and wastes wood. PFP has been actively addressing these matters. Small-holders are aware of and discuss the issue of tree-growers and small-holders entering tree processing business. The Tanzanian Tree Growers' Association Union (TTGAU) does advocacy for tree-growers participating in other parts of forest value chains, but it seems that the TGAs, do not yet have the necessary capacity to do it (TZA-C4).

Finally, the operating environment of a project largely depends on its geographical location. That decision is often taken in the programming or identification stage of the project cycle. Evidence collected across the sample highlights that the criteria applied include a variety of factors, such as the willingness to continue Finnish support in a region where MFA has been active for decades (ZAM-F22). These are not necessarily conducive for value chain operations.

4.2.4 Validity of and alternatives to a VCA

Finding 20. Many of the alternatives to VCA include a strong private sector involvement, being debated within the development community..

It has become evident that VCA can best work with farmers who have at least a basic level of productive assets, such as work force and land. Many projects are faced with an inherent conflict between social objectives (for have-nots) and economic ones (for haves). Based on documented and sample project experiences, the VCA is not an optimal tool to understand this gap, let alone to deal with it (ZAM-C7). The following approaches seem to be better suited to address these situations where the VCA falls short.

As a diverging approach, some studies (Inter-réseaux Développement rural et al, 2019) conclude that promotion of efficient value chains, strongly linked to consumer markets and segmentation of demand and based on networks of modern craft enterprises, is essential to provide employment for women and youth as well as an outlet for surplus agricultural labour. Capital-intensive value chains may increase inequalities between and within rural communities. Value chain analysis frequently is commodity-specific (ZAM-F6) and may ignore food diversity, delivery of nutritious foods, and climate-related impacts. Some evidence indicates that increased agricultural yields or increased income for farmers do not necessarily lead to improved nutrition outcomes (CAB International, 2019.). This is linked to the multidisciplinary nature of the problem and the multiple dimensions of food security that relate to food availability, access to food, and food utilisation.

Finding 21. The food systems approach (FSA) aims at sustainable solutions for sufficient supply of healthy food.

An FSA analyses the relationships between the different parts of the food system and the outcomes of activities within the system in socio-economic and environmental/climate terms (van Berkum et al, 2018). IFPRI has prepared a framework to support the identification, design, and evaluation of interventions for achieving improved nutrition (Gelli et al, 2015). It maps value chain interventions as a result of the demand (high or low) and supply (consistent or inconsistent) of food. The High-Level Panel of Experts for Food Security and Nutrition (HLPE, 2017) has developed a comprehensive conceptual framework of food systems for diets and nutrition. IFPRI (2019) underlines food systems approach as a way for rural revitalization. Karttunen et al (2019) point out the systemic nature and numerous inter-linkages of food systems.

As a specific VCA application, the sustainable food value chain (SFVC) includes the full range of farms and firms and their successive coordinated value-adding activities that produce particular raw agricultural materials and transform them into particular food products that are sold to final consumers and disposed of after use, in a manner that is profitable throughout, has broad-based benefits for society, and does not permanently deplete natural resources (FAO, 2014). The SFVC concept simultaneously stresses the importance of three elements. First, it recognizes that VCs are dynamic, market-driven systems in which vertical coordination (governance) is the central dimension. Second, the concept is applied in a broad way, typically covering a country's entire product subsector (e.g. beef, maize or salmon). Third, value-added and sustainability are explicit, multidimensional performance measures, assessed at the aggregated level.

Finding 22. The landscape-system approach tackles economic, social and environmental challenges particularly related to the use of natural resources. (FAO, 2014).

It endeavours to develop a deep understanding of how multiple uses of natural resources (land, water, plants and animals, air) are interrelated in a given location. Based on that knowledge, strategies can be designed to simultaneously increase food production, improve household welfare and reduce the environmental footprint. During the missions to Tanzania, Kenya, Mozambique and Rome several stakeholders referred to landscape approach as a guiding framework in their work. To a certain extent, it provides a more environment-oriented alternative to those approaches that accentuate market-laden and economic issues. It tends to consider a large group of stakeholders in a given landscape.

Finding 23. Public-private partnership (PPP) and blended funding as a key instrument are often proposed in circumstances where markets alone fail because of high transaction costs and complex operating environments.

PPP for agribusiness development is defined as a formalized partnership between public institutions and private partners designed to address sustainable agricultural development objectives, where the public benefits anticipated from the partnership are clearly defined, investment contributions and risks are shared, and active roles exist for all partners at various stages throughout the PPP project lifecycle (FAO, 2016b).

When operationalizing the PPP, one conundrum is the ambiguity of the term 'private sector'. It encompasses a very diverse set of actors, ranging from individual producers, farmer associations, cooperatives and SMEs to the largest multi-national corporations. Its deployment suggests that the private sector covers a

homogeneous field, although these actors defend interests that are sometimes opposed, have different impacts and cannot uniformly influence development plans. In today's discourse, 'private sector' mostly refers to formally established medium and large-scale companies.

Finding 24. Without private sector engagement, public funding would never be sufficient to reach the SDGs.

African governments, in Malabo in 2014, committed to create a political and institutional environment to promote private investment in agriculture, agribusiness and agro-industries. The Malabo declaration was only one of the initiatives paving way for private sector engagement. Among others, the Addis Ababa Action Agenda, sponsored by the UN, underscores the role of capital markets in financing the SDGs (United Nations, 2015). Inter-réseaux Développement rural et al. (2019) identified 13 major international multi-stakeholder platforms created between 2002 and 2017 to promote food security in Africa.

The European Union, collectively the biggest donor in the world, approved, in July 2017, the European External Investment Plan (EIP), an innovative instrument to leverage up to 44 billion EUR of private sector investments in Africa and the EU Neighbourhood. The UN (United Nations, 2019) stress that the providers of blended finance should engage with host countries at the strategic level, to ensure that priorities in their project portfolios align with national priorities. There are concerns that blended public funds will not be available for other areas that require concessional financing, such as in the social sectors.

Finding 25. In Finland, there is general agreement on increased private sector engagement in development cooperation, but little critical debate about possible risks.

Frequently, the recipients of the private sector support are national companies with an assumed goal to combine aid with commercial interests, as evidenced by the findings under EQ9. There is little debate about the incongruity between the private sector agenda and the public development policies. Proponents of private sector engagement point out the funding gap for which blended money is needed, but little evidence about its development effects is available (The Oakland Institute, 2016).

4.2.5 Trends in value chain financing

Finding 26. Financing of various value chains has increased in recent years.

It is probable that in some cases VC financing has waned, as evidenced by withering of certain value chains supported by LIMAS (TZA-F9) and PLARD II (ZAM-F8). In MMB, there is little evidence of any public or private finance in Finnish-supported value chains and in the wider ARDF sector (KEN-C2), due mostly to the absence of an enabling environment. In other cases, it may have increased, for example in PFP and AgroBIG II. The reasons for diverging trajectories stem from VC success and failure factors, explained above.

Finding 27. Forestry value chains in the Southern Highlands of Tanzania illustrate conditions in which support to value chains can succeed and various Finnish stakeholders are involved demonstrating their collaboration.

PFP has been supporting tree growers in forest value chains through two main mechanisms. First, out of 60,000 tree growers, PFP has promoted about 10,000 of them (30% women) organized in 97 tree-growers associations (TGA). Second, about 9,000 tree growers benefitted from PFP's support to out-grower schemes. PFP purchased seedlings from one company, Green Resources, and donated them to out-grower schemes run by other private forest companies, KVTC and NFC.

Out-grower arrangements may be considered as a synergy between Finnish actors, because Finnfund is a shareholder of Green Resources and KVTC and has invested also in NFC. However, neither PFP nor Finnfund considers that the other party's operations have decisively influenced their decisions; their objectives and ensuing strategies are different (TZA-F13). PFPs overall goal is poverty reduction, for which it strengthens smallholder participation in forest value chains. Most Finnfund financing, on the other hand, is

not official development assistance; it invests in promising forest companies, not in value chain support as such. With a 120 mEUR forestry portfolio, Finnfund is interested in African companies because suitable land is available, climate for tree growing is favourable, and market prospects are good, both locally and in Asia. A closer cooperation between PFP and Finnfund is limited by the fact that the Finnfund's minimum investment of 1 mEUR is too high for the capabilities of those SMEs that PFP is supporting.

Other development partners have contributed to the value chains supported by the sample projects. Food and Forest Development Finland (FFD) has worked, in part with PFP funding, to develop and strengthen the tree growers' associations in Southern Highlands. The collaboration has not been entirely seamless, as the project and FFD did not see the TGA development needs in the same way PFP did. FFD was not happy with the role of a mere service provider not taking into account its own development principles. Other sources of funding (AgriCord, FDT) allowed FFD to pursue its own line of work.

In Amhara region in Ethiopia, where AgroBIG II operates, there is also a cluster of Finnish supported interventions. Responsible and Innovative Land Administration in Ethiopia (REILA), another bilateral programme, supports households to obtain land titles that could serve as collateral for loans. As a drawback to the expected synergy between the two programmes, Ethiopian regulations do not allow the cooperatives, major channel for AgroBIG II financial services, to accept land titles as loan collaterals. An ICI project managed by the Finnish Geological Survey (GTK) has promoted liming of farmland and related technologies. FFD is supporting three producer cooperatives in the woredas where AgroBIG II is operating. EthioChicken, a Finnfund investee, is currently expanding fast at the scale of Ethiopia, including Amhara.

4.2.6 Effects of VC support at beneficiary level

Finding 28. Value chain support by Finnish ARDF projects has produced mixed results.

In Farmers' Clubs in Mozambique, 68% of farmers participated in marketing activities. Annual price fluctuations posed problems and the linking with big companies did not work, but the work with agro-dealers was more successful. A challenge has been that most companies wanted to work with better-off farmers. ADPP tried to work with private sector, but it remained challenging because the corporate logic is making profit, not social transformation (MOZ-F9). PRODEZA II made investments in a cooperative structure instead of market linkages and support to market development (MOZ-C6). PFP helped tree growers' associations to establish and supported their negotiation power, through mechanisms such as wood market information system (TZA-F14).

PLARD II reportedly was effective with the development of some 800 Commodity Study Groups (ZAM-F9). They were a tool for agricultural extension, appreciated by farmers and extension agents alike, and consistent with the Department of Agriculture's policy. On the other hand, the project did not manage to involve private sector and no market linkages were facilitated. Agribusiness groups (ABG) were not adequately supported and only four were established. Local value-adding opportunities were not properly identified and, apart from the value chain study, VC strategies were not developed.

In CSP II, there are not many reported achievements related to value chains. ZNFU's lobby and advocacy initiatives contributed to revision of government decisions on regulated exports of maize bran, regulated importation of crude edible oils, and improved roadwork's in agricultural productive areas. Due to the financial fraud in ZNFU discovered in 2015, the organisation is unlikely to raise interest of sponsors in the foreseeable future (ZAM-F10).

Even in cases where agricultural work is divided between men and women, women often have no right to own or control assets, such as land and livestock. They find themselves in an unequal position compared to men in terms of access to land, which is not without consequence on the place they occupy in farming and forestry. The project document of PLARD II paid particular attention, and allocated adequate resources, to the cross-cutting themes, particularly gender, HIV/AIDS and vulnerable groups and environment/climate change. A substantial amount of work was planned to be outsourced, particularly concerning HIV/AIDS and

vulnerable people's issues. The outsourcing, however, was not successful. Other projects, including Farmers' Clubs and PFP, have a significant number of women among their beneficiaries, as active operators. In most projects, considering their foci on agricultural productivity and marketing, other vulnerable labour-constrained categories (widows, disabled, orphans, etc.) have had limited access to projects' activities.

4.3 Integration of cross-cutting objectives and HRBA

How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such way that they support achievement of the Finnish development cooperation objectives and objectives of the projects?

Summary answer to the Evaluation Question

Successful integration of HRBA and cross-cutting objectives require enhanced guidance, tools and training on these themes (across the MFA organisation and in project teams), systematic inclusion in the design of interventions – tailored to specific country policy contexts. Climate change should feature structurally and prominently in ARDF interventions but did so to varying degrees only. Regarding gender equality, projects that had specific women-targeted activities were found to be more successful in mainstreaming gender.

4.3.1 Cross-cutting objectives and HRBA in Finnish Development Policy between 2007 – 2018

Finding 29. The evaluation period has seen three different Development Policies, each with their own set of cross-cutting themes and objectives, including gender equality (since 2007), social equality (since 2007) and rights of the most vulnerable (since 2016), HRBA (since 2012) and climate change ('sustainability' - since 2012, and 'preparedness and mitigation' - since 2016).

The 2007-2012 Policy defined gender equality, social equality and HIV/AIDS as cross-cutting themes; the following one (2012-2015) brought HRBA to the fore as a guiding principle, and cross-cutting themes were 'upgraded' to cross-cutting objectives: gender equality, reduction of inequalities and climate sustainability. The current Policy (2016-2019) continues emphasising HRBA, and cross-cutting objectives were redefined as: gender equality, the rights of the most vulnerable, and climate change preparedness and mitigation.

Three years after HRBA was introduced, the MFA issued Guidance Notes (MFA, 2015b). Prior to this, in 2013, the MFA issued a guidance to apply HRBA principles in agriculture and food security related cooperation (Kaisa Karttunen et al., 2013). In 2015, the MFA also funded Finnish Committee for UNICEF to develop a manual on the use of HRBA in programming (Hausen & Launiala, 2015). However, only the Guidance Note mentioned first is available from the official MFA website.

The Theory of Change – Development Policy Priority 4 mentions Climate Change, Human Rights, Gender Equality and Social Inclusion under policy influence at the output level. These objectives are repeated under the "Outputs", "Means, activities, partnerships" as well as in "Assumptions" in an ad-hoc manner. There is no systematic use of gender equality, for example. Inequalities are addressed very lightly. HRBA is mentioned under Food and Nutrition Security and Water "Outputs to outcomes"; however, there is no systematic reference to HRBA as a methodological approach.

4.3.2 Cross-cutting objectives and HRBA in ARDF projects

Under this evaluation question, MMB in Kenya, LIMAS and NFBKPII in Tanzania, and the AgroBig II project in Ethiopia were scrutinised more closely, by way of case studies. In addition, lessons learnt from other projects visited and from two multi-bi projects implemented by FAO are included as well.

Finding 30. CCOs and HRBA were not systematically included nor mainstreamed into project design and implementation, and M&E and reporting on these topics is at best rudimentary.

HRBA terminology (right-holders, duty-bearers) is only used in AgroBIG II PD (ETH-F21), and the overall HRBA methodology is not explained in any of the sample projects. And while HRBA was successfully applied in some cases - without being named or reported as such - overall, the Finnish ARDF projects struggled to integrate it into routine project work (ZAM-F14, MOZ-F13, TZA-F16). HRBA and cross-cutting objectives are often seen as an external issue and additional work that needs to be implemented on top of the core work, rather than a methodology and toolsets that can be utilised in the project cycle (e.g. MMB Completion Report (MFA, 2017a).

There is evidence, though, that several of the sample projects have made an effort to mainstream some of the cross-cutting issues into activities rather than treating them as separate issues (MFA, 2012b). For example, discussions with the former Kenyan MMB project team and former Embassy staff suggest that there had been a fair amount of training, and that understanding of cross-cutting issues had improved across KFS during the project (KEN-F12). Nonetheless, the project documentation leaves an impression that the view of cross-cutting issues depends very much on the author of the report; some reports take a very positive view of mainstreaming of cross-cutting objectives, e.g. in the National Forest Plan drafting process, while others treat them as additional work that is hardly understood.

Finding 31. Although some projects successfully integrated CCOs and HRBA, most struggled to integrate these themes into their daily work; they were considered an additional burden. This is likely to have reduced the projects' impact on poverty reduction.

AgroBIG II (Ethiopia) developed a realistic plan to integrate CCOs into project implementation, based on a Social Vulnerability and Gender Analysis (Annex 12), which provided a baseline for monitoring and reporting (ETH-F18). The LIMAS programme integrated HIV/AIDS as a cross-cutting issue, provided awareness raising and recorded HIV/AIDS prevalence among the beneficiaries as part of its M&E activities (TZA-F19). This is a good example of mainstreaming of CCOs at a practical level, which includes definition of baselines and setting of targets to measure progress. Likewise, PFP undertook practical action on HIV/AIDS. The evaluation also came across instances where gender targets and indicators had been integrated in project logframes, but this was not systematic at all. In most of the projects, CCOs and HRBA were not integrated in implementation, and there were no proper baselines and indicators on these aspects, with exception of AgroBIG II which conducted a gender analysis as part of its baseline survey (ETH-F18).

Since HRBA analysis is not part of project planning, the ARDF projects' impact on poverty reduction may have been less than it could have been. Especially forestry sector projects carry a risk of not reaching the poorest people and can even contribute to inequalities. While the majority of tree growers are poor in absolute terms, and the poverty reduction potential through tree growing is significant, it is not a livelihood option for the poorest of the poor since they do not have the start capital and cannot wait for long-term revenue (Arvola, Malkamäki, Penttilä, & Toppinen, n.d.). Likewise, while briquette production would have been a good initiative in Kitui under the MMB, water scarcity prevented the beneficiaries from producing briquettes during the dry season (KEN-F18). Water would have been the first issue to be addressed in the community but was not identified as such. HRBA analysis could have helped acknowledge these situations.

Finding 32. HRBA and CCOs were most successfully applied when they corresponded to national policy priorities and were implemented through national frameworks.

Gender and HIV/AIDS, for example, were principles in the Kenyan Constitution 2010 (Government of Kenya, 2010) and it was somehow 'natural' for the MMB programme to support these objectives - which

became official policies in the KFS later on (Kendi, 2018; Wasonga, 2017). In addition, the most significant contribution to implementing HRBA - especially at community level - has been the Kenya Forest Act 2005 (Government of Kenya, 2005), which calls for community participation in forest management. This has ensured that both right-holders and duty-bearers were effectively involved in forest management (KEN-F13).

Likewise, in Tanzania, the CBFM approach in both NFBKP and LIMAS programmes also strongly supported HRBA objectives (TZA-F19). The fundamental idea behind the CBFM is to allow rural populations, the rights holders, to manage and commercialise timber located within their VLFRs legally. All stages of the CBFM approach (from village land demarcation to VLFR declaration and resource assessment) are carried out with active participation of villagers. Both programmes also addressed the role of the duty bearers, i.e. village and district authorities.

Finding 33. Despite inadequate integration of CCOs and HRBA in project documents and reports, these themes have sometimes been implemented without being reported as such.

In Kenya and Tanzania, where Participatory Forest Plans have been prepared jointly with Community Forest Associations, right-holders (community members) were found to have improved understanding of their rights and be more able to voice their concerns through participatory processes. At the same time, the duty-bearers (officials) were found to have increased capacity to ensure that these rights are fulfilled. In Kenya, the drafting process of the National Forest Programme (2016-2030) has been largely participatory, reinforcing good governance and rights of people to participate in forest governance. This can be claimed as a merit of the MMB project. The project also supported the Kenyan Forest College to develop an HRBA curriculum, which can be used at community level to ensure more participatory forest management and conservation. (KEN-F13, TZA-F16)

Interestingly, there are other examples where HRBA has been applied although not reported. The FAO Forest and Farm Fund (FFF), for example, does not claim to implement HRBA, even though it does implement HRBA in practice. There is a genuine participatory approach, through which right-holders' capacity to demand their rights and participate in their own development is enhanced. Simultaneously, the capacity of duty-bearers is built to fulfil their obligations and be accountable to the right-holders.

Why is it then that ARDF projects rarely claim to be applying HRBA? When asked about this, several interviewees replied that HRBA language is too difficult. It is hardly understood by farmers, government officials and other stakeholders; the least it talks to economists. Interviews suggested that the HRBA language – perceived as invented by donors, with a very specific rhetoric – is little conducive for reporting on what is in fact often applied by projects in practice. However, this does not justify the absence of reporting on HRBA (or on any of the cross-cutting issues for that matter) in project documents and M&E, and points to a need for better preparation of project staff on these issues (refer Finding 34).

Finding 34. Guidance and tools for application of CCOs and HRBA are not adequate nor readily available, and project teams rarely include sufficient expertise on these themes.

Many of the useful guidelines developed by the MFA and other organisations are not found on the MFA website and therefore not readily accessible. These include HRBA toolset including Situation Analysis, Causality Analysis, Role Pattern Analysis, Capacity Gap Analysis, Identification of Candidate Strategies and Action, Partnership Analysis and Project Design that would provide a basis for HRBA programming and support planning, implementation and M&E. The HRBA programme Manual (Hausen & Launiala, 2015) provides a good practical guidance for implementing HRBA throughout projects cycle. In addition, there are also good HRBA implementation guidelines produced by other donors; e.g. Sweden provides a comprehensive toolset on the SIDA website (“SIDA HRBA”, o. J.).

In addition to the perceived non-accessibility, project implementation teams at the maximum include one expert that has benefited of adequate training on CCOs and HRBA (ZAM-F14). Often, it is a junior member of the team (e.g. Zambia), which may imply that the understanding of the CCOs and HRBA is not properly shared with the team members. By consequence, the knowledge is not properly integrated into project

management and implementation, even though project teams are in a key position to bring understanding of CCOs and HRBA to stakeholders and help build the capacities in the partner countries in these areas.

Already in 2008, an evaluation of cross-cutting themes (Kääriä, Poutiainen, Santisteban, & Pineda, 2008) highlighted the need to increase MFA and project staff understanding of the HRBA concept. The interviews and expert meetings conducted as part of the current evaluation, showed that there is a lot of expertise among Finnish development experts in participatory methods and HRBA, but the concepts are not necessarily familiar to all. Also, the difference between Human Rights and Human Rights Based Approach is not always understood. The HRBA evaluability study found that, while HRBA has increased coherence between the sphere of human rights and development, its definition has remained rather abstract. There are also different interpretations of HRBA within the MFA and between donors (Adrien, Seppo, & Poutiainen, 2018).

Finding 35. Gender mainstreaming has not been very successful in the project sample, with exception of AgroBIG II, but some good practices exist in multi-bi projects.

In some projects, gender analysis was made, gender-specific targets were set and gender disaggregated data was collected. AgroBIG II was found to have successfully - mainstreamed gender, though there is always room for improvements for becoming more gender transformative (ETH-F18). However, gender incorporations is not always systematic throughout the project planning, implementation, M&E and reporting in all bi-lateral projects. Some other projects can be classified as gender sensitive (e.g. LIMAS, NFBKPII,), but to be classified as ‘gender-mainstreamed’, they would require a more systematic gender approach.. The identified weakness of most projects is not unique to the ARDF sector; the evaluation on Improvement of Women’s and Girl’s Rights in Finnish Development Policy and Cooperation found that practical guidance on gender analysis and mainstreaming is missing both at the country strategy and project level (Rassmann et al., 2018).

By contrast, some good practices were identified in multi-bi projects; the MICCA project had a significant impact on Gender and Climate Change work globally. The project was a forerunner in FAO with a basic learning module on gender and climate-smart agriculture (MICCA, 2014). In 2015, the project co-published - jointly with WB and IFAD - a learning module “Gender in Climate-smart Agriculture” (WBG, FAO, & IFAD, 2015) and produced numerous learning products. The project also started facilitating a highly relevant online forum (‘Gender and Climate-Smart Agriculture discussion group’, n.d.), which is still facilitated by FAO. Several interviewees emphasised that the project not only influenced FAO’s gender and climate change strategy, but also had a strong impact on the overall FAO Climate Change Strategy (FAO, 2017).

Finding 36. The degree of consideration of climate change and environmental sustainability varies across the sample projects.

The evaluation team found evidence that some of the bilateral projects have considered this cross-cutting objective, albeit often in an ad-hoc manner. NFBKP II, LIMAS and PFP (Tanzania) have integrated it rather well (TZA-F20). In AgroBIG (Ethiopia), project documentation claims due attention to environmental impact and climate sustainability, but the field visits found that, in practice, attention is rather limited (ETH-F1). In PRODEZA (Mozambique), superficial attention has been given to incorporating climate change and environment conservation in ARDF support (MOZ-F2). In other cases, there was little evidence of integration of climate change concerns or objectives into the projects. In Kenya, for example, climate change was poorly integrated even though it would have been highly relevant (KEN-F14).

Limited integration of climate change may be partly due to the absence of Finnish guidelines related to mainstreaming climate change into project design and implementation. This situation has also implications on other cross-cutting issues such as gender and migration, which are affected by climate change. In the absence of MFA guidance on how programmes should integrate climate change into interventions, it is difficult to evaluate the interventions against a specific benchmark.

A CCO and HRBA working group in MFA is currently working on new guidelines and a training package, which would be launched in Autumn 2019. The purpose of the working group is to clearly define the focus of CCOs and provide guidance on how to apply HRBA into project design and implementation. The current

CCOs are defined as gender equality (for all genders), most vulnerable (non-discrimination; focus on disabled people) and climate sustainability (climate resilience and low emission development).

4.4 Key success factors for reducing poverty and inequality

What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?

Summary answer to the Evaluation Question

Across the sample of projects, the evaluation found that the ARDF interventions made relevant contributions to reduction of poverty and inequality, though these were often poorly measured. Interventions that have been most successful in reducing poverty and inequality, included elements of institutional capacity building as well as grassroots level activities. Other key success factors identified include 1) income-generating activities outside agriculture; 2) a focus on (landless) youth employment; 3) support to women's economic empowerment, which generate wider education and health benefits; 4) training to increase productivity in agriculture and forestry; 5) Reaching out to SMEs with toolkits and training packages; 6) institutional capacity building to improve governance; 7) Climate-smart agriculture and forestry to ensure climate-resilient and sustainable food security.

4.4.1 Introduction: Poverty and inequality

This EQ is about poverty and inequality. Based on the evidence gathered during the evaluation there was some misconception among the sample projects on the meaning of these concepts. Poverty, gender inequality and economic inequality (SDG1, SDG 5 and SDG 10) are inextricably linked with each other. To effectively reduce poverty and inequality, it is important to address both the economic and the social dimensions; balanced economic strategies and social policies are needed.

Poverty can be defined in several ways. The basic definition of poverty looks at material poverty e.g. lack of food, shelter, schools, health services, etc. Broader views to poverty also take immaterial issues into account, such as political rights and possibilities to participate. (Haughton & Sahidur R. Khandker, 2009) Whereas the MDGs set a goal for eradication of poverty and extreme hunger (MDG 1) and for gender equality and empowerment of women (MDG 3), the Agenda 2030 sets goals for poverty reduction (SDG 1), gender equality (SDG 5) as well as reduction of inequalities in general (SDG 10).

More than half of the extreme poor live in sub-Saharan Africa and in case the trend continues, by 2030, 9 out of 10 extreme poor will come from this region. ("WB, Poverty", n.d.) " Although extreme poverty has decreased globally, regional differences have become more significant. Inequalities between regions have grown but also income inequality in countries has grown rapidly during the last ten years and especially young people and families with children are more likely to live in poverty than before ("OECD Income Inequality and Poverty", n.d.). Development Finance International and Oxfam research shows that there are three most effective strategies to fight rising inequality: Social spending, progressive taxation, and higher wages and stronger labour rights (especially for women) (Development Finance International & Oxfam, 2018).

Poverty and persistent inequality are among the most salient conditions that shape climate-related vulnerability, and they can amplify climate shocks and risks; the poor are the first to experience asset erosion, poverty traps and barriers and limits to adaptation. Climate-related disasters also keep people in or move them back into poverty and are one reason why reducing poverty is so difficult.

4.4.2 Poverty and inequality issues in the project sample

Finding 37. Poverty and poverty reduction are not clearly defined in the project sample, and there is large variation in the setting of pro-poor targets, the definition of indicators and use of baseline data.

Definitions of poverty and inequality are not specifically provided in the sample PDs although overall targets refer to poverty reduction. For example, the PFP PD states that it “aims at increasing rural income in the Southern highlands area, thereby reducing poverty and inequality, through developing sustainable plantation forestry, value addition including employment creation in the entire production value chain from quality seeds to quality products in markets.” (MFA, 2014). The MMB objective also refers to poverty reduction “through supporting the forestry sector through the national framework” (i.e. Kenya Vision 2030), and a poverty focus is applied to the selection of the project areas (e.g. ASAL). The PLARD II PD states that the project will directly contribute to four of the eight MDGs, namely eradication of poverty and hunger, promotion of gender equality, combating HIV/AIDS, and ensuring environmental sustainability (ZAM-F1). Reduction of inequalities are often referred in terms of gender and other vulnerable groups. For example, AgroBIG II PD (AgroBIG 2018), refers to the reduction of inequality through the inclusion of vulnerable groups (women, landless youth and PWD) (ETH-F23).

Baselines, specific pro-poor targets and indicators vary considerably. PFP does poverty monitoring, using one of the indicators for project purpose: “Percentage of households in the targeted communities in each wealth rank; comparison between samples of targeted and reference villages”. In AgroBIG II, poverty is translated into indicators in the results framework (e.g. *Poverty headcount, % of rural population (baseline as per the National Planning Commission (NPC), target as per GTP II)* (ETH-F23). As the GoE does not have an indicator for inequality, AgroBIG II has not included such indicator in its M&E framework. PRODEZA II’s Logical Framework had two indicators for measuring reduction of poverty, namely “percentage of households living below the poverty line (as defined in PARPA) reduced” (PARPA - Action Plan for the Reduction of Absolute Poverty, and “percentage of households with food insecurity reduced (MFA, 2015a)” (MOZ-F14). The two indicators relate to the ultimate project goal, namely the reduction of poverty, especially for women.

Baseline studies in the inception phase have helped the projects to define reasonable parameters for poverty and inequality. In Tanzania, during the NFBKPII inception phase, a socio-economic study (NFBKPII, 2014) was conducted that looked into poverty, vulnerability and inequality in 8 pilot villages to set out a baseline for the project. This study provided 19 pro-poor indicators to measure poverty reduction as well as reduction of inequalities. The study also provides a good gender analysis (TZA-F18). Also, LIMAS preparatory phase produced a number of studies and economic analyses, including a comprehensive Baseline Survey on Poverty and Vulnerability (LIMAS, 2011). LIMAS and NFBKPII programmes also recorded a variety of demographic data useful for monitoring inequalities. The data was mainly used for analysing programme end line data against those parameters (TZA-F18). In Ethiopia, AgroBIG II analysed specific issues related to inequalities in Amhara, e.g. an Assessment of Social Inclusion and Responsibility of the programme document (AgroBIG II, 2018b). Similarly, the Baseline Study discusses the role of women, youth and PWD (Persons with Disabilities) in agribusiness (AgroBIG II, 2019) (ETH-F26). However, in cases where baseline is missing, the reliability of data is compromised. For example, the PLARD II PD logframe has ‘Objectively Variable Indicators’ that provide targets for poverty reduction. However, in the absence of a baseline from the start of the project, monitoring and evaluating these targets is hardly reliable.

Finding 38. Monitoring and evaluation systems for poverty reduction are, in most cases, clearly linked to national policies and strategies.

The evaluation revealed a strong link of the bilateral projects in terms of their intentions to support the relevant national policy frameworks; this equally applies to their M&E systems. For example, all three projects assessed in Tanzania, LIMAS, NFBKPII and PFP, refer to the ‘MKUTUTA’, the National Strategy for Growth and Reduction of Poverty and the Tanzanian Development Vision 2025 as their guiding framework for defining poverty reduction and the reduction of inequalities. Also, in Ethiopia, the AgroBIG

II programme baseline and the M&E system are both linked to the national framework of GoE, the GTP II (National Planning Commission, 2016) (ETH-F23).

PLARD II was designed in line with Zambia's vision 2030 that aims to significantly reduce hunger and poverty especially through agricultural sector (MFA, 2010b). CSPII PD refers to Zambian national development policies, which aim to reduce poverty through promoting agricultural sector and increase employment (ZNFU, 2013). In Mozambique though, the interviews with various stakeholders suggest that stronger links to national policies should have been pursued. Indicators for reducing poverty and inequality at project level need to be better aggregated at a higher level, and Finnish Development Cooperative objectives need to be compatible with those of the partner country.

4.4.3 Good practices in ARDF helping to reduce poverty and inequality

Across the case studies, the team identified a few good practices in the ARDF sector that constitute building blocks for enhancing the projects' focus on poverty reduction and inequalities and for generating benefits for beneficiaries at local level.

Finding 39. Income generating activities supported by the Finnish projects have, in several but not all cases, helped reduce poverty in rural communities.

PRODEZA implemented social inclusion and gender-related activities that contributed to reduced poverty and inequality (MOZ-F15). In Ethiopia, access to income opportunities and financial services for vulnerable groups allowed unemployed youth to set up agribusinesses (ETH-F24). In Kenya, despite the modest scale of commercial activities around government plantations and in the ASALs, community groups' activities have had highly significant impacts on people's food security and livelihoods and income. This allowed parents to pay school fees or solve health problems (KEN-F15).

In some cases, such as the LIMAS project, poverty was reduced but the ARDF projects are unlikely to have significantly contributed to it (TZA-F24). In other cases, effects on poverty reduction were less evident. PLARD II had no effect on poverty reduction and poverty reportedly worsened over the project implementation period (ZAM-F15).

Access to income-generating activities seems to have been a key success factor for reducing poverty and inequality in many places; they helped communities to widen their livelihoods and not to be dependent on agriculture alone (KEN-F16). In addition, one source of income can allow for undertaking other income generating activities. In Kenya, for example, the extra income from vegetables grown in the PELIS and sold in the market, allowed farmers (m/f) to buy a car or a motorbike to start a taxi business.

Finding 40. A focus on youth employment, in Kenya (MMMB) and in Ethiopia (AgroBIG I and II) has had a significant impact on entire communities.

In Kenya, the PELIS scheme provided land to people with no land or small land properties. This created a considerable number of jobs for the youth, which has reportedly reduced crime in the Nyeri county area significantly. Kabarú community in Nyeri county, through providing local employment, reported having prevented 180 adolescents from migrating to Garissa to work in the mines where they often were targeted by Al Shabab terrorists (either attacked or recruited). In Ethiopia, jobs have been created for unemployed youth without access to land, by setting up small agribusiness, either alone or in group (ETH-24). In Ethiopia, the Women and Youth Loan Fund (WYLF) is another good practice in this sense; it has provided (seed) funding for many young people to start income generating activities (ETH-F12).

Finding 41. Women's economic empowerment, through opportunities to start microbusinesses, tend to have a trickle-down effect on family welfare and well-being.

In Kenya, micro-businesses managed by women allowed for education for children, better health care and other poverty alleviation effects. In Ethiopia, through AgroBIG II, the construction of market shades for Female-Headed Households (FHH) has allowed women to improve their livelihoods, as they normally are

left out of many economic opportunities. Grants and loans schemes and community managed savings and credits have also been a change factor for many rural women providing seed funding for microbusinesses in Kenya and Ethiopia (MMMB and AgroBIG). Training on new products such as Aloe Vera products in Kenya, have also opened new opportunities for women to produce products with local ingredients. LIMAS implemented several lines of action that also engaged the more vulnerable farmers of the target villages. These activities included VICOBA saving and credit schemes, Conservation Agriculture (CA), as well as agribusiness on selected value chains (pigeon pea, rice, honey, poultry and organic farming) (KEN-F16, ETH-F24).

Finding 42. Training and capacity building in agriculture and forestry are effective means for reduction of poverty and inequality.

The importance of agricultural and forestry training was mentioned in interviews with development experts as well as community members in all countries visited. Only 14 % of farmers in Africa have received any training (3% of women). This is a major obstacle in reducing poverty and inequality especially from gender perspective. In Kenya, MMMB supported forestry sector training through the Kenyan Forest College, which was reported to be very successful by college staff, national officials and former Embassy staff. (KEN-F13) The report on “Overcoming poverty and Inequality in South-Africa” (WBG, 2018) also highlights the importance of agricultural training, considering that agriculture is the main employment sector in Africa. In Mozambique, agriculture not only employs the largest proportion of households, but also contributes the largest proportion of total household income, among the various economic activities’ households engage in (see also chapter 3.1).

FAO studies confirm that training in agriculture and forest management has been a successful way to reduce rural poverty and inequality (FAO, 2016, 2018). Regarding food security and climate change, particularly, training in climate-smart agricultural methods is in high-demand (FAO, 2016). Tool kits and local training packages, especially in local languages, can help reaching out too many small and medium size farmers. FFF has developed a Forest Business Incubation Toolkit (FFF, 2018) to support forest and farm producer organisations. This toolkit provides a practical guidance for local organisations to plan, implement, monitor and report on their business plan and its process. Such practical tools present good practices and provide useful guidance for grassroot level M&E of poverty reduction and reduction of inequalities.

4.4.4 Limiting factors

Finding 43. A value chain approach may not be the most effective way to reduce poverty in all circumstances. (see also chapter 4.2)

Across the case studies, several limiting factors contributed to more modest or even unsatisfactory results. According to a study (Stoian, Dietmar & Donovan, Jason & Fisk, John & Muldoon, Michelle, 2016), the value chain development approach has increasingly been adopted by governments, donors and NGOs to help reduce rural poverty. The design of related interventions often assumes that poor households: 1) have sufficient resources to effectively participate in value chain development; 2) do not face substantial trade-offs when using these resources; and 3) are able to assume higher risks when reinvesting capital and labour. However, according to the study, experience and literature show that these assumptions often do not reflect the realities and the needs of the poor. It argues that value chain development with poor and vulnerable populations, particularly in rural areas, requires additional conceptual frameworks, analysis, and interventions. This is further elaborated upon under EQ2.

Political and institutional factors that are beyond a project’s sphere of control can also compromise poverty reduction effects. In Kenya, the logging ban, or in Mozambique the low capacities and budgets of the district officers are examples of external factors limiting the scope to reduce poverty. (KEN-Context 8, KEN-F1, KEN-F19, MOZ-F26)

Finding 44. The scale and duration of Finnish funded project operations are often insufficient to bring about poverty reduction, or at least signs thereof.

In Tanzania, evidence shows that it is unlikely that the CA (Conservation Agriculture) and VICOBA (village community banks) activities have contributed significantly to households' improved livelihoods. One of the reasons is that the adopters dedicated only small patches of land to the method, as the end line survey report explains (Huhta & Ngido, 2015). Feedback collected during the field mission indicates that the farmers have largely abandoned the CA practices since the programme ended, the reason being that additional time, effort and inputs would be required before the system functions well. Meanwhile, farmers have continued traditional shifting cultivation instead in Liwale (TZA-F24).

Furthermore, the LIMAS mid-term evaluation mentions CA groups' organisational weaknesses e.g. in accessing farm inputs on behalf of their members among the critical constraints (Icon Institut & Diligent Consulting Ltd., 2013). Scalability is one of the factors behind modest results and is related to impact and sustainability as well. Many of the project activities are limited to a few target communities and are not scaled up to a higher level. National capacities have not been sufficiently strengthened for national institutions to ensure that good practices will be scaled up nationwide and wider impact can be achieved.

Finding 45. Limited application of the HRBA and integration of CCOs have also limited poverty reduction impacts.

Finally, as explained in chapter 4.3, the limited application of an HRBA approach and the fact that CCOs were not systematically included or mainstreamed into project design and implementation, is likely to also have limited the projects' impact on poverty reduction.

4.4.5 Unintended results

Finding 46. ARDF interventions generated some positive emergent outcomes in the form of self-image, health and educational benefits from women's income generated; a negative unintended result is increased inequality in case beneficiaries have uneven access to project benefits.

The case studies revealed a few unintended results of Finnish ARDF support, as well as interesting observations on how additional income was used.

On the positive side, in all CFAs met (in Nyeri and Kitui counties, Kenya), mainly women reported that income generated from PELIS, Aloe Vera products and charcoal production helped them pay for their children's school fees. Aloe Vera production group members also reported an increased health status which they attributed to the fact that they have been able to use the product themselves (Aloe Vera being an antiseptic) and to cure children's ringworms with the product. In addition, they claimed that this also led to an improved self-image (KEN-F16). Likewise, in Mozambique, the creation of women groups on food security for the poorest population of the project area, has led to an improved self-image of women, due to their increased production capacity, their use of the produce to the benefit of family health and to a shortening of the period of hunger in the year (MOZ-F17).

On the negative side, the case of Ethiopia shows that thorough selection processes and cross-checks are required in case a project operates with both grants and loans: a situation where a grant has been provided to one applicant for an activity for which another applicant has requested a loan, can further exacerbate unequal situations among farmers. This is even more so in a conflict-sensitive area as the Amhara region (ETH-F14).

4.4.6 Examples of indicators and good practices on measuring poverty and inequality from other organisations

Finding 47. There is ample documentation on indicators measuring poverty and inequality at country, regional levels, or cross-country.

However, there are almost no examples of measuring poverty and inequality at project or programme level. SIDA prepared a **Poverty Toolbox**, which takes a multidimensional approach to measuring poverty and includes the entire socio-economic and environmental dimension of poverty, such as resources; opportunities and choice; power and voice; and human security. It also provides guidance on how to do a Poverty Analysis including a menu of indicators. These, however, concern country-wide data rather than project level data (“SIDA Poverty Toolbox”, o. J.).

The SDG framework includes targets and indicators that also aim to measure poverty and inequality reduction. IFAD is in the process of gaining experience with these indicators but there is no good practice available yet, for application on a larger scale.

4.5 Inclusive investment in sustainable land use

How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to (responsible) investors at the same time?

Summary answer to the Evaluation Question

Investment in sustainable land use can be inclusive of smallholder needs by integrating the latter in the concerned value chains, building their organisational and financial management capacities – besides capacity building on sustainable agriculture - and ensuring the application of social and environmental safeguards, including access to land and secure land titles. Investors need to see a scale of operations that is sufficiently large to invest. Bilateral projects can facilitate the partnerships between the parties and help create an ‘enabling environment’ and required capacities.

4.5.1 Introduction

In the context of this evaluation, the term ‘investment’ is understood as those investments that are made by external actors, i.e. not by the land user him/herself, but by someone who uses the (bought or leased) land as a capital asset to generate a profit and do business, usually through establishing agricultural commodities or forest plantations. Hence, investments would not include the investments the land user makes in soil fertility or irrigation infrastructure, for example.

Finding 48. EU and its Member States increasingly complement traditional grants with private investments and blending operations, using innovative financing models. Agriculture and forestry, however, remain underinvested sectors.

In recent years, development cooperation shows a clear interest in promoting investments, as illustrated by the EU External Investment Plan (EIP), inter alia (Context 3). The EIP highlights the need for investing in youth for accelerated inclusive growth and sustainable development, and for ‘*boosting efforts towards improving investment and business climate as well as towards unlocking and increasing responsible and sustainable African and European investments.*’ It finds its justification partly in the continued instability and conflicts in Africa, which reduce access to finance for much needed investment and have also exacerbated the ongoing migration crisis with more people than ever on the move.

The EIP acknowledges that the EU and its Member States are collectively the world’s biggest provider of development assistance, but states that development cooperation needs to evolve; traditional assistance in the form of grants remains essential, but it must be complemented with other tools and sources of finance to reach the ambitious targets set by the SDGs. The international community’s innovative agenda on financing for development calls for new partnerships, notably to mobilise private resources and to apply innovative financing models (source: EIP Factsheet 2017). The EIP combines financial guarantees to a portfolio of investments made by public finance institutions and the private sector (‘blending activities’) in Regional

Investment Platforms (including one in Africa) to unblock bottlenecks to private investment by addressing the risks involved. Priority investment areas include, inter alia, ‘Sustainable Agriculture, Rural Entrepreneurs and Agribusiness’. At this point in time, however, the first contracts with Financing Institutions are yet to be signed and there is little experience to learn from.

Otherwise, agriculture remains a sector with low external investment. According to the 2018 Annual Impact Investor Survey, authored by the GIIN Research Team, agriculture only accounts for 6% of total assets under management for impact investors. It argues that putting more money into this underinvested sector can bridge the gaps in the agriculture chain and provide farmers with the tools, knowledge and financing they need for a secure, sustainable future.

This may be explained, in part, by the various risks associated with the sector. As highlighted by the Land Portal (a non-for-profit network organisation providing data on land governance that aims to inform decision and policy making at (inter-)national levels), while investment in agricultural land may be essential for achieving food security and promoting economic growth, there are concerns about the potential costs and benefits for local landholders and the environment (<https://landportal.org/voc/themes/large-scale-land-acquisitions>). These concerns are also reflected in the Terms of Reference for this evaluation.

Finding 49. Finland disposes of various investment instruments, but their use is not yet well reflected in Country Strategies, other than in terms of supporting employment and livelihoods.

Finland has a series of instruments in place to engage with the private sector, including Finnfund and the IFC-Finland Blended Finance for Climate Programme (MFA, 2019), of which Finnfund is the main channel for private sector support including in ARDF (context section 3.4). However, while instruments are in place, promotion of investment is not very explicit in the Development Policies and country strategies. Only in the 2016-2019 country strategies, the impact area of ‘increased employment and livelihoods’ starts appearing; the Kenya CS, for example, places an emphasis on private sector cooperation and job creation (KEN-con12). In Tanzania, too, use of private sector financing instruments had a strong focus (TZA-con14, TZA-con16). In 2015, for example, Finnfund had seven investments in Tanzania, mainly in the forestry sector. It was the leading investor in the forestry sector, which, to a certain extent, justified Finland’s bilateral projects to work in the same sector (MFA 2017). In other countries, the use of investments is less actively promoted.

4.5.2 Experience of the sample projects with private sector investment

Finding 50. Two out of the eight bilateral programmes (PFP and AgroBIG II) actively developed linkages with private sector actors and succeeded, to some extent and on a small scale, in catalysing private sector investment in plantation forestry and agricultural value chains, respectively. However, they have attracted limited external investment related to land use (TZA-F26, KEN-F19, ZAM-F17, MOZ-F18, ETH-F27, 28).

In Tanzania, PFP did however encourage investment in the afforestation of 19,000 ha in Ifinga village, which includes 10,000 ha acquired by Sokoine University of Agriculture (SUA), 5,000 ha by Tanganyika Wattle Company (TANWAT), a large-scale local forest industry, and 4,000 ha by smaller local investors. Finnfund’s minimum investment is in the order of 1 mUSD, which is beyond the capacity of some stakeholders. PFP also cooperated with large forest and wood companies in the Southern Highlands, buying high quality seedlings from Green Resources for distribution among the Tree Growers Associations. In this manner, it helped expand the out-grower groups of the NFC and KVTC companies (see Box 5).

Between 2000 and 2016, Finnfund has supported a series of investments in the Kilombero Valley Teak Company (KVTC) Ltd, which has helped establish teak growing on 8,000 hectares and has given an impetus to the bilateral PFP programme (Finnfund, 2019). Reportedly, Indufor is currently (June 2019) assessing the impacts of Finnfund’s investments in sustainable forestry in Eastern Africa (Indufor, 2019).

Box 5. Tanzania: PFP and the expansion of out-grower groups of the KVTC

In 2011, the Kilombero Valley Teak Company (KVTC) - which covers a total of 28,000 hectares of which 8,000 ha is for teak plantation, 15,000 ha for conservation management and 5,000 ha for 'mixed land use' - introduced an out-growers' scheme (OSP), by way of Corporate Social Responsibility, and in 2013 this scheme was developed into a commercial forestry operation accompanied by extension activities. From 2014 to 2017, the company partnered with PFP to scale up its out-growers scheme, where both partners bear 50% of the total plantation establishment costs. The contracts foresee that 20% of the harvest volume is 'repaid' to KVTC by the out-growers. In 2017, the demand to participate in the OSP reportedly exceeded KVTC support capacity by far, as KVTC could serve 150 farmers only out of 648 applicants. Based on various criteria, farms were selected, and assurance of land ownership was obtained through the village chairman as co-signatory to the contracts. In addition, use was made of land-use plans for Kilombero undertaken by the Belgian Cooperation (BTC), which focused on wildlife management. A parliamentary visit in early 2017 questioned the OSP practice; issues raised included the conditions of the contracts of the KVTC-farmers (contracts would 'trap farmers') and lack of reporting to local government. After the end of the PFP-KVTC contract in 2017, the contract was not renewed but, according to a source in MFA, a continuation of the collaboration is being considered.

In this context, an innovation piloted in PFP, which aims to address the challenge of scale of operations (required for development of timber processing industries) is worth mentioning. PFP established a Market Information System (MaIS), which uses simple mobile-based technology that links buyers with potential sellers. The system is linked to the Tree Growers Association database and used by its Apex body as a service to their members. It includes the contact data of the TGA members (over 8,000) and information on the area and age of their woodlots, allowing to estimate areas ready for harvesting. According to the MTR report, representatives of the industry have already shown interest in the system. Apart from linking buyers and sellers, the MaIS would also be used for communication purposes, informing TGAs about events, maintenance activities and other information.

In Ethiopia, the ongoing AgroBIG II project supports inclusion of smallholders in a variety of value chains, through MSMEs that are catalysed using financial services. It aims to overcome obstacles to private sector engagement, which include weak land titles, lack of transparency of the value chains and limited access to finance. The evaluation found that through access to capital, some Cooperative Savings and Credit Unions (COSACUs) and Credit and Savings Cooperatives (SACCOs) were able to attract and serve more members, and with an increased clientship, to employ more permanent staff and improve the services provided. In addition to its 'core business' of strengthening cooperatives and local SME's, AgroBIG II has also put an emphasis on developing linkages with private sector investments, notably EthioChicken and KogaVeg.

Box 6. Ethiopia: AgroBIG II and linkages with EthioChicken

EthioChicken, one of Finnfund's flagship investees since 2016 (with 10 MEUR of investment), operates in the same region as AgroBIG (Amhara). Its business is to produce chicks, which are sold to agents who raise the chicks in 45 days and then sell the animals on to families who grow the chicken and produce eggs for their own use and for sale in local markets. EthioChicken provides support in all stages of the value chain, including a package of materials required to initiate the activity (chicks, feed, vaccines) and veterinary services. The agents apply for credit from a local financial institution when they need credit to scale up their businesses, and in this way, EthioChicken has been growing fast since it was established; currently, the annual increase in the turnover is 30%. It collaborates with the Veterinary Services in a Public-Private Partnership (PPP) to strengthen these services, and thereby improve poultry production and benefit smallholder farmers. However, despite AgroBIG II and EthioChicken operating in the same region and both being MFA-funded, collaboration is still in its infancy. EthioChicken is in a position of transferring knowledge and providing capacity building to AgroBIG II staff and government extension workers on the poultry value chain, although its current capacity in the Amhara region is rather limited.

AgroBIG II also engages with KogaVeg Agricultural Plc, a private company that engages smallholders in contract farming through an out-grower scheme, whereby the company builds contract farmers' capacities. It is among the beneficiaries of AgroBIG II's Value Chain Facility Fund for the construction of sanitary blocks in the farms, aimed at meeting the GlobalG.A.P. standards for farmers producing vegetables for the

European market. The scale of the pilot is limited to one site only and the trial is expected to provide valuable lessons for collaboration between a bilateral programme and a private company committed to international sustainability standards. Results could yet not be assessed during the field mission.

Finding 51. While most bilateral projects included in the sample did not actively engage with investors, some did contribute to creating an enabling environment for investment to come in.

In **Tanzania**, the LIMAS and NFBKPII projects did not attract any direct external investments to the value chains they supported (TZA-F26). However, there are indications that LIMAS and NFBKPII, between 2010 and 2016, have been instrumental in creating opportunities for sustainable private investment in the forest sector. A Finnfund investee, Sound and Fair Ltd., is linked to both projects through the service provider MCDI. This NGO, which acted as a service provider for both LIMAS and NFBKPII for forest resource assessments and management planning in Village Land Forest Reserves is also the founder of the Sound and Fair Ltd. Sound and Fair was initially the name of a campaign to promote the Chain of Custody (CoC) for FSC-certified African blackwood from community-managed forests, which resulted in securing orders from 10 musical instrument manufacturers abroad. It was registered as a company in the UK and Tanzania in 2012, and the decision by Finnfund, in 2016, to invest in the venture constitutes a significant milestone for further development of Sound and Fair. At present, a total of 14 communities is FSC certified.

Likewise, in **Kenya**, under the MMB, there has hardly been any external investment in the forestry sector, and the programme had no explicit ambition to promote any external investment in land use and land management inclusive of smallholder and community needs. This can be considered a lost opportunity for bringing Finnish and Kenyan businesses together, to capitalise on the Finnish expertise in the forestry sector. Nonetheless, the programme did help prepare the ground for enabling such investment; policy and regulatory reforms and the organisation and capacity development of the forest and farm producers could – eventually – allow for external finance to be channelled toward the selected value chains. (KEN-F19)

Outside the ARDF sectors, however, there has been significant investment and Finnish private sector financing instruments are in active use. Disbursements through Finnfund in 2015 amounted to almost 9 mEUR, with three major investments in the country, including the Lake Turkana's Windmill Park, Finnfund's biggest investment in Sub-Saharan Africa. Finnpartnership awarded almost 100,000 EUR to 10 different applicants. Unfortunately, however, the private sector investments have not been planned or implemented to complement or strengthen bilateral cooperation projects. In addition, there was found to be a reluctance to make private investment in the forestry sector due to the sector's unstable policy framework. (KEN-F26)

In **Zambia**, the available documentation hints towards an absence of specific strategies or activities for investment in sustainable land use and management in PLARD II and CSP II. PLARD II did support a groundnut value chain study to develop a guide for potential investors and development organisations with a view to helping expand this vital, traditional, but underdeveloped commodity for the market, but there is no evidence of subsequent actual investment; available data do not allow to approximate how third-party funding to Finnish-supported ARDF value chains has evolved. It is probable that in some cases it has decreased, as evidenced by withering of certain value chains supported by PLARD II. The programme did not manage to involve private sector and no market linkages were facilitated. (ZAM-F17)

In **Mozambique**, Finnish ARDF support has not targeted nor resulted in investment in the agricultural and forestry value chains. Nonetheless, as several companies invest in forest land and related industries, there seems to be scope for promoting responsible investment. An example is Green Resources Mozambique, with plantations of over 50,000 ha of pine and eucalyptus destined to pulp exports and to the pole market. Finnfund's investments are channelled through GRAS (Green Resources AS, founded in 1995-Norway, is East Africa's leading forestation and timber processing company), which has a share in GR Mozambique. According to some sources, however, GR Mozambique - which was established in 2008 – is not a profitable enterprise and would therefore hardly constitute a viable investment opportunity. (MOZ-F21)

Looking ahead at future programming of ARDF interventions in Africa, there is ample scope for more thorough consideration of and planning for private sector involvement. In the case of Kenya, for example, the planned new forestry sector programme highlights private sector involvement and the ‘Team Finland’ set-up brings the Embassy and Business Finland closer together to strengthen cooperation between development programmes and private sector. Still, the business environment in Kenya can be challenging and therefore attracting Finnish businesses remains an endeavour.

4.5.3 Actors and factors that explain success or failure of investments

From the desk review and the case studies, the team identified both actors and factors that explain success or limited success in investment in the ARDF sectors. Table 3 summarizes the key findings, and for further details, reference is made to the findings of the country reports published separately.

Table 3. Actors and factors that explain success or failure of investments

		Ethiopia	Tanzania	Mozambique	Secondary sources
Actors	explaining success	<p>AgroBIG synergies with the Land Administration Project (REILA)</p> <p>MSMEs using financial services act as catalysts for involvement smallholders</p> <p>Responsible private investors providing support services and/or capacity development in a PPP</p>	Partnerships (MoU) with private companies applying out-grower schemes	Women’s access to land through the opening-up of production blocks	
	explaining failure				
Factors	explaining success	<p>Land registration as a critical condition for access to finance</p> <p>Linkages with private sector investments</p>	<p>Financing quality inputs (seedlings in case of PFP-KVTC) allowing investment to be profitable on the long term.</p> <p>Land use planning ensure Environmental, social and governance (ESG) investment</p>	<p>Reforms of legal and policy frameworks that enshrine social and environmental safeguards</p> <p>Land titles, which can lead to land markets</p> <p>Land use rights for warehouse holders (PRODEZA) and farmers (ADPP)</p>	Legal frameworks that align investments with national priorities and ensure compliance with environmental and social safeguards
	explaining failure	<p>Weak land titles</p> <p>Limited access to finance</p> <p>Lack of transparency of the agricultural value chain</p>	<p>Investment Funds requiring minimum investment beyond the capacity of targeted stakeholders</p> <p>A public perception of contract farming as ‘trapping farmers’ led to discontinuation of Finnish support to contract farming (Tanzania)</p>	<p>Asymmetric land market hindering land reform</p> <p>Absence of land use planning</p>	<p>Weak enforcement of environmental and social safeguards</p> <p>Lack of incentives in the legal framework</p> <p>Insecure land tenure</p> <p>Low public awareness</p>

Finding 52. In terms of actors, the partnership or collaboration between a (bilateral) project fostering an enabling environment and responsible private investors is a key success factor for investment in sustainable land use.

Besides the examples of private sector partnerships illustrated for PFP and AgroBIG II in the previous section, MMB in Kenya also contributed to an enabling environment for external investment in the forestry sector. Even though the programme had no clear ambition in this regard (KEN-F19, 20), it helped prepare the ground for investments by strengthening associations' organisational and financial management capacities. However, investors do not consider the policy environment in the forest sector to be a stable environment for investment due to changing policies on forest management and logging operations.

Finding 53. Success factors for investment in sustainable land management are related to secure access to land, access to finance or inputs and the application of social and environmental safeguards.

AgroBIG II benefits from synergies with the Responsible and Innovative Land Administration Project, which improves land administration in Ethiopia and land tenure security for rural land users through improved capacity of civil servants managing land administration, and the supply of skilled manpower to the land administration sector in Ethiopia, resulting in an increased issuance of land certificates.

In Mozambique, PRODEZA II promoted *women's access to land* by opening up production blocks providing access to land. The acquisition of DUATs for women's groups contributed to an increase in agricultural productivity and household well-being. In addition, DUATs were provided to the warehouse holders, which increased the sense of belonging of the producers and made the ownership of the goods more sustainable.

Access to finance was identified as another key success factor. REILA complements AgroBIG II as land registration is a critical condition for *access to finance* and hence, for boosting agribusiness. Also, facilitation of farmers' access to new land has allowed EthioChicken to expand its operations in Amhara, while AgroBIG II could facilitate access by EthioChicken agents to loans for setting up poultry farms. Likewise, access to inputs that allow farmers to make a profitable investment on the long term (for example in the form of high-quality seedlings, in the case of PFP) also contributes to scaling up of investment.

A third factor is the application of *environmental and social safeguards*, sometimes referred to as Environmental, social and governance (ESG) investment. Land tenure and resource rights are a fundamental condition for Tanzanian villages to commercialise timber from their forests (TZA-F27). PFP affirms that social safeguards are considered during the land use planning process in line with national guidelines for land allocation in the villages; no land that is reserved for farm land is converted to forest plantation and most of the land where plantations are established are not suitable for agriculture. This includes wasteland, land on hilly slopes and land located far from the village, where agriculture production is not feasible.

Finding 54. Main challenges to inclusive investment in sustainable land-use are (1) absence of land use plans, (2) weak enforcement of environmental and social safeguards, (3) lack of incentives in the legal framework and (4) insecure land tenure and low public awareness.

In Mozambique, the absence of land titles is a constraint preventing the development of land markets. In addition, the absence of *land use planning* – as a mechanism to ensure application of social and environmental safeguards – is a problem for many foreign investors, according to FAO sources (MOZ-F18). To remedy such situation, investment by bilateral projects in the preparation of (village level) land use plans can help attract external funding to come in, as was found to be the case in PFP.

According to a study by CIFOR/IDLO (2015), *weak enforcement of environmental and social safeguards, lack of incentives in the legal framework, insecure land tenure and low public awareness* are the four common challenges to sustainable land-use investment and equitable distribution of benefits from investment, in the forestry, energy, agriculture and mining sectors. In addition, a lack of technical and financial resources compromises the government's ability to implement existing laws.

Lastly, the required minimum *size of investment* can constitute a constraint to investment coming in. In the case of plantation forestry in Tanzania, for example, investment funds look for large areas allowing for a

minimum investment in the order of 1 mEUR. This tends to exceed the absorption capacity of the target group of smallholders, even if they are organised in the Growers Associations or similar organisations.

4.5.4 Other examples of inclusive sustainable land-use investments

Besides the examples of foreign and domestic private investment presented in the previous sections, related to Finnish funding, the following cases of responsible and sustainable investments in land-use were identified in the countries reviewed, which may serve as potential pathways for future Finnish investment.

Finding 55. Examples of inclusive investments in sustainable land use include (1) creating jobs for women and youth in supplying agri-food value chains; (2) supporting young entrepreneurs to invest in landscape and land restoration, and (3) responsible private forestry value chain development.

Pathway 1: creating jobs for women and youth in supplying agri-food value chains

In Ethiopia, one of the key strategies for fast-tracking the industrialisation process is the establishment of Industrial Parks under the “Made in Africa Initiative”, a project driven by the United Nations Industrial Development Organisation (UNIDO). Ethiopia was one of the early starters of the initiative that aims at making Africa become the next manufacturing hub for global markets. The **Agro-industrial parks**, financed by the EU and some smaller financiers, is one of the outcomes of this initiative. The EU has a considerable portfolio in Ethiopia, but in the Amhara region, it focuses specifically on agro-industrial development through the *Promotion of Sustainable Ethiopian Agro-industrial Development (PROSEAD)* programme. With a budget of 45 mEUR, it will help build environmentally-friendly agro-industrial parks in four regions (including Amhara), work with farmers to increase supplies of quality raw materials needed by food manufacturers in these parks, train unemployed women and youth in related jobs and provide microfinance and small grants to create opportunities for small agri-food businesses. The four agro-industrial parks are projected to generate more than 160,000 direct jobs, and, in the long term, each agro-industrial park should provide 100,000 jobs. For this project, the EU has partnered with the GoE, the African Development Bank (AfDB), the German Society for International Cooperation (GIZ), UNIDO, and some financial institutions.

Pathway 2: supporting young entrepreneurs to invest in landscape and land restoration

In Kenya, some Development Partners and development finance institutions, with support from FAO and UNEP, have started to engage in attracting external investment in sustainable land use, for example under the **African Forest Landscape Restoration Initiative**. The initiative aims to train and mentor young entrepreneurs in land restoration to engage with prospective investors. The initiative suggests that there is scope to mobilize private sector investment for forest and land restoration, and to make Kenya’s landscapes productive and climate-resilient at the same time. Activities of some of the *Community Forest Associations* show that they represent a potential for investment in land restoration that could be capitalised upon.

Pathway 3: supporting responsible commercial private forestry value chains

In Tanzania, the PFP undertook a study looking into investment opportunities in the forest industry and bioenergy sectors (Investment Opportunities in the Tanzanian Forest Industry and Bioenergy Sectors - Cluster Analysis, PFP, 2018). The report identifies investment opportunities in the Southern Highlands, assesses the future demand for plantation wood products as well as current and potential new plantations, and proposes investments that would fill future gaps in the market. It was found that the demand for plantation wood products is expected to grow strongly, opening up promising prospects for production. It suggests that proposed investments are financially sustainable (IRRs from 23% to 43%) but that they must be socially and environmentally sustainable, following best practices in forestry and respecting local environmental laws. Plantations should be at least certifiable under international certification schemes, implying, for example, that plantations are not established in areas converted from natural forest or other valuable ecosystems and are established far from streams. Environmental benefits would include carbon sequestration and hence climate change mitigation benefits, and reduced pressure on natural forests.

4.5.5 Role of multilateral organisations in promoting investment

Finding 56. Multilateral organisations are mostly engaged in initiatives facilitating access to finance and de-risking farmers' investments or overcoming barriers to restoration of degraded landscapes.

In 2018, IFAD and EU have initiated an innovative impact fund, the ABC (*Agri-Business Capital*) Fund, a blending operation benefiting the agriculture sector. The EU contributes 45 mEUR in funding and expects to attract more than 200 mEUR in investments and benefit 700,000 households in rural areas. The Fund supports smallholder agriculture by increasing access to finance for individual smallholder farmers. This target group, “the missing middle”, has lacked sufficient funding, supposedly partly because of the perceived risks to investors. The Fund specifically targets SMEs that struggle to access capital and financial services and provides support for the development of business plans and how to ensure sustainability, placing particular emphasis on incubating enterprises led by young people.

FAO and UN Environment are implementing partners in the *African Forest Landscape Restoration* initiative (AFR100), a country-led effort under the under the GEF-6 Programme, The Restoration Initiative (TRI). TRI unites 10 Asian and African countries and three Global Environment Facility agencies – IUCN, FAO and UN Environment – in working to overcome barriers to restoration and restore degraded landscapes at scale. It aims to bring 100 million hectares of land in Africa into restoration by 2030 and thereby contribute to the Bonn Challenge, the African Resilient Landscapes Initiative (ARLI), the African Union Agenda 2063, the Sustainable Development Goals and other targets. The premise is that healthy and productive landscapes, from forests to farms, are the building blocks of livelihoods and economies, providing the bulk of essential ecosystem services on which human societies depend. Reversing the process of land degradation through forest landscape restoration (FLR) would yield benefits for the climate, food security, and biodiversity conservation at the same time. In Kenya, in 2016, the AFR100 has made a restoration commitment of 5.1 million ha, with the private sector and communities investing in land restoration (refer Kenya report). This initiative, however, is in too early a stage to draw any conclusions from it (KEN-F33).

In Ethiopia, the United Nations Industrial Development Organisation (UNIDO) has driven the establishment of Industrial Parks under the “*Made in Africa Initiative*”. These include agro-industrial parks that are expected to establish linkages between agriculture and agro-industry and increase value addition. However, the initiative is in too early a stage to draw any conclusions from it (ETH-F32).

Finding 57. Multilateral organisations should play a stronger role in promoting the sustainable land investment agenda and addressing the common challenges to sustainable land-use investment and equitable distribution of benefits from investment in the ARDF sectors.

Otherwise, the multilateral organisations do not appear to play a prominent role in promoting responsible investment in African countries visited, or to lead, in any systematic manner, on addressing some of the common challenges to sustainable land-use investment and equitable distribution of benefits from investment in the ARDF sectors (weak enforcement of environmental and social safeguards, lack of incentives in the legal framework, insecure land tenure or low public awareness). They have, however prepared guidelines, such as the Principles for Responsible Investment in Agriculture and Food Systems (2014), prepared together with IFAD and WFP. This set of ten principles that apply to investment in forests, fisheries, agriculture and livestock include actions to address a range of environmental and social issues.

The desk review suggests that FAOs interest in investment in the sector globally is mostly connected with its work on climate resilience. Climate risks could, supposedly, reduce people's investments and assets because of the possibility of further losses. As a consequence, individuals hit by shocks may opt for less risky but less profitable crops and cultivars, and shift household labour to less profitable off-farm activities, avoiding investment in production assets and improved technology. Problems of access to social and financial services are, in that view, among the factors that limit households in adopting more long-term sustainable strategies to face climate variability.

A good example of influencing multilateral organisations effectively was found in the Finnish support to the FAO-implemented MICCA project, which included funding of the project as well as providing a Chief Technical Adviser (CTA and Junior Professional Officer (JPO) for the team. According to several interviewees in FAO and other experts, MICCA managed to influence FAO's gender policy as well as its overall Climate Change policy. The former JPO is also currently employed as FAO staff and continues to manage several activities that were started under MICCA such as knowledge forums.

The EU has also engaged in preparing guidance on investment in sustainable land-use. To help governments in tropical countries and their partners better understand and influence private and public investments affecting forests at national and sub-national levels, the EU REDD Facility published the Land-use Finance Tool, co-developed with Climate Policy Initiative (CPI). The tool enables analysis of the alignment of public and private spending with climate and forest objectives and provides a set of guidelines and training materials to analyse financial flows. The aim is to (1) better identify financial gaps and barriers to investment to prioritise action and mobilise resources; (2) identify options to redirect unsustainable investments and inform national and jurisdictional cross-sectoral discussions on land-use investments; and (3) monitor the progress of resource mobilisation and investment strategies, thereby improving transparency and accountability. The tool is available from <https://landusefinance.org/>

4.6 Appropriateness of implementation approaches

Which implementation approaches are most appropriate - in terms of scale, modality, instrument, channel and/or implementing organisations in future?

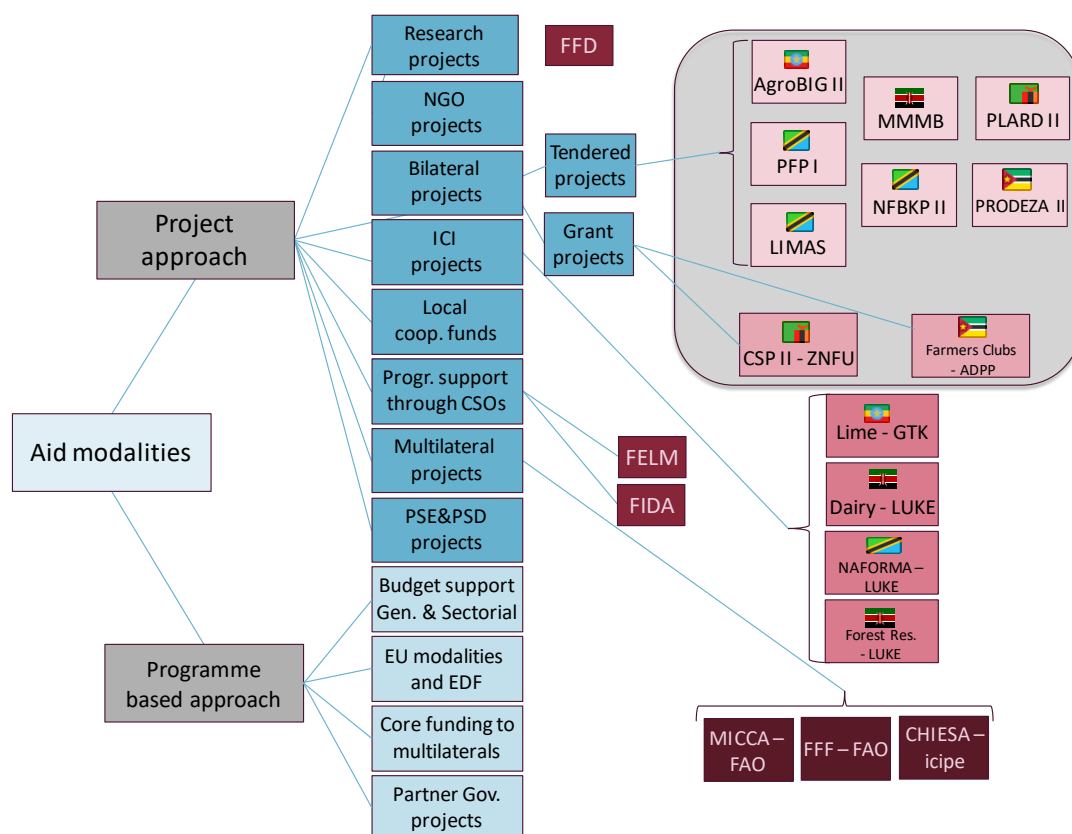
Summary answer to the Evaluation Question

This question mainly deals with efficiency and effectiveness of the way how Finnish ARDF support is being implemented. Every implementation approach includes strengths and weaknesses. Their actual materialization depends on the context in which an approach is applied, including factors such as the geographical and thematic focus of the support, capacities of partner organisations, and status of the aid effectiveness process in the country and sector. There is no one single implementation approach that is appropriate in all circumstances. The best overall results in terms of efficiency and effectiveness have been obtained in situations where a variety of approaches has been applied that share the same strategic principles and contributing to common ARDF objectives.

4.6.1 Introduction

An aid modality (or aid instrument) describes a way of delivering official development aid (ODA). While project aid and programme-based support are the most common types of aid modality, the term also encompasses other funding mechanisms, such as funding for capacity building. The following Figure 8 categorizes various aid modalities, depicting the ones included in this evaluation.

Figure 8. Aid modalities and the interventions included in the ARDF evaluation



Source: Authors

Note: Aid modalities in grey/blue boxes, interventions in pink/red/purple/brown boxes.

4.6.2 Main aid modalities and implementation approaches

Finding 58. The project-based approach has been the default choice for the Finnish ODA support to ARDF. It can offer a broad mix to adequately support ARDF in various settings..

- Bilateral tendered projects are governed by a financing agreement between the MFA and a respective public authority in the partner country. It has an assigned implementing agency in the country, frequently assisted by a technical assistance team that MFA procures through a competitive bidding, according to the law of public procurements. Bilateral projects received 34% of MFA support allocated to agriculture, fishing, rural development and forest sectors, between 2009 and 2017 (see Context 9). A tendered bilateral project is owned by the partner government and MFA, and they are its key decision-makers. A distinct project management unit (PMU), an international consulting company and various service providers typically belong to this set-up (ETH-F22, KEN-F22, TZA-F29). Among the eight sample projects of the evaluation, six interventions belong to this category.
- Bilateral grant projects have been rather rare. For this type, the MFA contributes to a CSO in the partner country, either as core support or for the implementation of an agreed project. A grant project is governed according to the Finnish Law on State Grants (*valtionavustuslaki*). Projects with ADPP in Mozambique (Farmers' Clubs) and ZNFU in Zambia (CSP II) are examples (ZAM-F23).
- The Institutional Cooperation Instrument (ICI) is used for capacity strengthening of public organisations. ICI projects are relatively small, with a maximum MFA contribution of 500,000 EUR. They are implemented jointly by Finnish public organisations with counterpart organisations in the partner countries by utilizing the expertise that can be found in the Finnish public sector. Four ICI

projects are studied in the evaluation. ICI projects can have a complementary role to play if they focus clearly on strengthening capacities.

The ICI instrument was evaluated in 2014 (MFA). The evaluation concluded that instrument was successful in fulfilling its basic mandate and purpose of allowing for colleague-to-colleague and team co-operation between specialists in Finland and in developing countries. However, many projects have not sufficiently taken into consideration the broader institutional and political context. Factors that would either favor or hinder the capacity development efforts have not been sufficiently identified and considered. ICI projects tend to concentrate on producing research results while capacity strengthening is not the primary goal (TZA-C10). On the other hand, the ICI project on forest resources implemented by Luke has been successful in capacity strengthening, working in close collaboration with MMB (KEN-F25).

- Currently, 20 major Finnish CSOs receive programme support from MFA, in form of grants awarded as a result of a proposal and selection process. In contrast to the bilateral projects, MFA does not make decisions related to the implementation of the CSO projects, as the organisations have a high degree of autonomy in this regard (TZA-F33). The work by professional and strong CSOs has produced encouraging results and could be a major avenue for future ARDF interventions MFA, 2016/4c). Several of them work in ARDF sectors and in the countries included in this evaluation, and two, FELM and FIDA, are part of the sample.

Over the period 2010 to 2015, the FELM programme supported annually 75 to 77 projects in 18 countries. Another major CSO working in ARDF is Fida International, a Pentecostal missionary organisation. In 2013-2015, Fida operations included 41 projects in 24 countries.

- Finnish NGOs are eligible for MFA grant support if they fulfil the selection criteria. The support is not as long-term as in the CSO programme support. Supported NGOs vary significantly in terms of their capacities, sectors and orientations. Food and Forest Development Finland (FFD) is included in the evaluation (see Ethiopia and Tanzania country reports).
- Research projects include PhD theses and research projects implemented or funded by academic organisations. This type of projects is outside the scope of this evaluation.
- Multilateral organisations may implement projects by earmarked Finnish funding. In ARDF, the organisations most frequently used for such arrangements are FAO, IFAD, and CGIAR Research Centres. Three projects from this category are included in the evaluation.
 - MFA supported “Making agriculture part of the solution to climate change – Building capacities for Agriculture Mitigation (MICCA) with 6.2 mEUR from 2010 to 2016. The project has been credited with having directly contributed to a broad understanding and acceptance that mitigation can go hand-in-hand with food security and adaptation (FAO, 2016a). Important results were produced in themes related to livestock, peatlands, gender and climate change, and policy work.
 - Finland has contributed to the Forest and Farm Facility (FFF) programme implemented by FAO. The overall objective of the FFF is that smallholders, communities and indigenous peoples’ organisations have improved their livelihoods and decision-making over forest and farm landscapes”. The FAO’s mid-term evaluation of 2016 found FFF’s operational modality was highly efficient.
 - The MFA funded the programme “Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa” (CHIESA) with a 4.9 mEUR grant in 2011-2015 (see Tanzania country report). In the mid-term review (NIRAS, 2014), their effectiveness was assessed as satisfactory, although varying from one work package to another. A stronger role of local organisations would have fostered sustainability. Weak policy links were a challenge, but the level of inter-WP collaboration was acceptable.

- Local cooperation fund projects operate with small grants to proposals of local NGOs and CSOs. Embassies administer the funds, and local organisations manage projects. No projects from this category are included in the evaluation.
- Private sector engagement and development encompasses several instruments (KEN-F26). Finnfund provides credits and venture capital to corporations and investors in LDCs (see Ethiopia, Kenya, and Tanzania country reports). Finnpartnership offers grants for joint ventures of Finnish and LDC corporations. Business with Impact (BEAM) delivers grants for joint projects of Finnish and LDC actors to develop innovations. Public Sector Investment Facility (PIF) provides credits, loan guarantees, and interest subsidies for procurement of Finnish technology and know-how for companies registered in Finland in collaboration with public organisations in LDCs. No projects from this category are directly included in the evaluation.

Finding 59. Much of the vanguard knowledge and information on ARDF is promoted by UN agencies, but they are constantly facing resource constraints, and cannot effectively carry out ARDF operations that would match the level of ambitious policies and strategies.

Challenges in scaling up promising pilots were frequently referred to by interviewees in FAO. Nonetheless, a well-conceived earmarked support, with appropriate timing and operational framework can bring about significant results. For example, one interviewee considered that MICCA laid the groundwork for the FAO's climate change strategy.

As ways to channel MFA's support, both MICCA and FFF illustrate strengths and weaknesses that earmarked multilateral support can have in African partner countries. UN agencies have vast networks and their position vis-à-vis governments is unique in the sense that they are not donors but organisations in which all governments have equal rights. With limited own resources to fund projects, the UN agencies frequently are advocates of joint DP performance and leverage (ETH-F17).

Finding 60. Multilateral organisations basically rely on the same range of modalities as Finland does. Ensuing instruments differ as a result of strategic choices, development aid history, and available resources and capacities..

NORAD's portfolio in Tanzania is characterized by a diversity of interventions within the sector and the high number of partners and co-sponsors. This contrasts with the ARDF evaluation sample in Tanzania, which consists of conventional bilateral projects, with Finland as the sole funder. As a result of a learning process, it seems that Norway has been able to widen the diversity of its portfolio and to gradually increase the share of the most encouraging interventions (TZA-F34).

Finding 61. Bilateral grant projects may provide an alternative to bilateral tendered projects. A careful selection of the partner is crucial.

While the grantee acts autonomously and is not just an implementer of a donor's project, its values and strategic principles must match with those of MFA. Bilateral grant support should be channelled to a discernible project that fulfils MFA standards, and not be awarded as fungible core support. In all cases, control mechanisms must be in place and periodically tested.

Finding 62. Programme-based approach and related modalities are currently rarely applied for channelling Finnish ARDF support.

The attenuation of Finnish interest in budget support and sector programmes followed a common tendency in the development community. After a strong dedication to aid effectiveness in the first decade of the century, the weaknesses of the programme-based support started to materialize. In practice, sector programmes were often donor-led exercises, and government leadership was mild. Strategies, plans, memoranda of understanding, and codes of conduct proliferated at the central level, but their ownership often remained unclear and they did not necessarily lead into tangible outcomes among the final beneficiaries. While the justification of the programme-based approach was the allegedly high transaction cost of separate stand-alone projects, the programme-based modalities ended up consuming a lot of administrative capacity,

especially in partner governments. Finally, cases of mismanagement discovered in some programmes, not necessarily in ARDF sectors, considerably reduced donor motivation for sector programmes and budget support.

Finding 63. The underlying reasons for programme-based modality have not disappeared. (KEN-F23, ZAM-C9).

These necessities were frequently referred to during the country missions and the discussions the evaluation team held at UN agencies in Rome. In Mozambique and Tanzania, several development partners expressed the necessity to increase donor coordination, which appears to be weaker in comparison to what it was 10-15 years ago.

4.6.3 Approaches and their results

Finding 64. In most sample projects tangible economic and social benefits have been rather limited. Projects that have long planned duration have higher probability to consolidate their results, in comparison to those with a limited implementation period (NFBKP II).

For example, in PLARD II the value chain approach adopted showed benefits at a small scale and in local markets, without discernible progress in incomes (ZAM-F20, F21). At its start, PFP was envisioned to have an overall duration of 16 years, whereas NFBKP was terminated after 2.5 years of implementation.

A comparison between implementation approaches and the achievement of expected results would require robust monitoring data that are not available for all studied projects. Consequently, it is challenging to try to reliably identify causal mechanisms between the approaches and results. A comparison between approaches is even more complicated when the sample projects represent basically the same modality, bilateral projects.

Finding 65. In most projects analysed, the overall impact and changes have been relatively restricted in extent, with satisfactory results at local level but less in a wider context (KEN-F22, MOZ-F25, ZAM-F19).

In the following box, key achievements of the sample projects are succinctly assessed.

Box 7. Key achievement of the sample projects

In PRODEZA II, the ambitious objectives, the slow start-up and the considerable under-expenditure meant that there was little evidence of impact. However, there have been signs of positive change in food security, literacy, savings and farming systems at the local level among the groups working with the project. Although the Project was reasonably well coordinated with other development partners, it was not so with the government and, because many of the lessons of the first phase were not incorporated into its design, PRODEZA II continued the unfocussed approach of PRODEZA I.

ADPP established 312 Farmers' Clubs with a maximum of 50 members per club, including in total 14,769 farmers of which 64% were women. The Clubs were grouped into clusters of five, so that the 62 Field Instructors could cover them all. Tangible and significant outcomes were achieved maize and rice productivity, reduction of post-harvest losses, volume of marketed agricultural production, saving and loan groups, adult education, tree planting, adoption of improved sanitary practices, and small-stock raising (pigs, goats, chicken, ducks, and sheep).

In PLARD II, new farming technologies promoted by the project through commodity study groups (CSG) produced good results for farmers in terms of yield. Irish potatoes, supra rice, the use of knapsack sprayers and animal draft power are examples of technologies that were quickly accepted by the CSGs. PLARD II produced tangible results in fisheries, aquaculture, and institutional development. Surveyed income of rural people in the project area were reported to have increased by 34% but it is difficult to establish a causal link between the growth and project operations.

CSP II was not subject to an independent evaluation and its effectiveness is difficult to assess based on ZNFU's reports alone. The project reported positive but not significant alteration in net income,

maize yields, food security, and information services among the ZNFU members. As a core support to ZNFU, the project's rationale was to strengthen the capacity of its host organisation. This was expected to translate into benefits to the members over varying periods of time. The financial fraud discovered in 2015 and the subsequent termination of CSP II cut this development short.

A comparison of LIMAS accomplishments with planned targets reveals mixed results. LIMAS facilitated capacity building of Newala and Liwale District Council officials, farmers and other rural community members in conservation agriculture, management of village community banks (VICOBA). Overall, the support to value chains and agribusinesses fell short of expectations, as only a minor part of the enterprises continues operating. The data of the results of LIMAS support to companies are rather ambiguous, as explained in the chapter on the limitations of the evaluation. On the other hand, it is not expedient that close to 100% of the supported enterprises succeed. Should that happen, it would mean the project's risk level was set too low.

NFBKP II strengthened capacities on various aspects of community-based forest management (CBFM), with respective improvements at district level and in villages especially in the four priority districts and eight pilot villages. Through the project's activities, the awareness of forestry governance grew, especially in the villages with updated management plans and entrance into sustainable timber trade. The completion report disclosed that income increased for 6,911 beneficiaries, and that 220,826 people obtained the right to manage and utilize their forests.

PFP was effective, reaching 100,000 people through 11 sets of activities. Over 90% of the reached people benefitted from a collective good, land use plans. Other tangible benefits include the Forest and Wood Industries Training Centre (FWITC), 93 ha of seed orchards established in eight different locations, over 4000 villagers, almost half female, participating in microfinance schemes, 12,000 ha of smallholder plantations established involving more than 9,000 tree growers, support to 96 Tree Growers' Associations with 8000 members, as well as 30 wood SMEs that were helped to upgrade their processing technology and double the sawn wood they produced.

MMMB was successful in achieving its central-level objectives, including policy reform and institutional development, and in establishing new partnerships with the private sector, communities and civil society. It was less successful in fostering organized commercial production and trade in forest-based products, even though, at local level, CFAs successfully organised many income-generating and livelihood-support activities. MMMB supported capacity building and decentralisation processes to some extent, in particular through its support to the preparation of Transitional Implementation Plans (TIPs), which transfer devolved forestry functions to the counties.

AgroBIG II started in Amhara region in mid-2017. It has achieved significant results in strengthening farm productivity and providing financial services to cooperative members, especially women and youth. Its support to other value chain actors has not been as effective as planned, mainly because the matching grant programme has been suspended by the regional government.

Finding 66. Grant projects anchored at grassroot level like the Farmers' Clubs by ADPP may constitute an alternative to bilateral tendered projects.

As a competent and fully functional national CSO, ADPP was able to embark the new project rapidly. The direct implementation mode implied less bureaucracy and more accountability, in comparison to execution through public entities. The large network of Farming Instructors, who resided in the communities, was an important resource, although it needed capacity strengthening among other things to use it to full potential. Although Farmers' Clubs addressed agricultural value chains, its core concept is closer to integrated rural development, with a strong focus at the grass-root level.

Finding 67. While a grant project through a competent and reliable CSO may be an interesting aid modality, its prerequisites include a clear targeting and comprehensive monitoring of the support.

When comparing the modalities of the support to ADPP in Mozambique and ZNFU in Zambia, the main difference is in the targeting and monitoring of the support. In the case of ADPP they were more successful than with ZNFU; also, the results of the former were more positive. Through ADPP, the MFA supported a project (Farmers Clubs), with its logic, structure, mechanisms, and standards being based on MFA's Manual

for Bilateral Programmes. MFA did not provide a general support to ADPP. In the case of ZNFU, there was no distinct project, despite of the project proposal. The support was not earmarked to any particular purpose but to strengthening of the Union as an organisation and to promoting the implementation of its strategic plan. The external funding was fungible with the rest of the ZNFU's income (ZAM-F23).

4.6.4 Challenges to preferred approaches

Finding 68. Challenges in operating environment, programme design, and management, and their effect on relevance, effectiveness and sustainability remain important; often means to address them are lacking or they are beyond their control.

Challenges that have occurred in the operating environment, programme design and management of the sample projects are gathered in Table 4. Further analyses at the level of the individual projects would have helped implementers to understand root causes and identify the stakeholders who are in the position to tackle them.

Table 4. Challenges in operating environment, programme design, and management, and their effect on relevance, effectiveness and sustainability of the sample projects

Issue	Relevance	Effectiveness	Sustainability
Operating environment	<p>Public policies have little practical value if they are not translated into budgeted strategies and enforced through effective and transparent regulatory frameworks relying on rule of law (most projects).</p> <p>VCA and private sector engagement may increase inequalities in the communities (PRODEZA II).</p> <p>Projects are a very limited tool for tackling the broad-based problems of poverty. For example, trade policy issues, conflicts, anti-poor spending by a government, and the lack of social security systems cannot be addressed by the current project modality (all projects).</p> <p>Even with studies carried out at the outset, some projects do not demonstrate sufficient understanding of structures, dynamisms and vulnerabilities of households, communities, and markets (some projects).</p>	<p>Value chain approach can be effective only if a number of pre-conditions exist, including emerging initiatives and dynamic businesses, enabling environment and support services (This is not a risk but an opportunity in projects such as AgroBIG II and PFP. In LIMAS it was a risk).</p> <p>Not much results can be expected if a VCA project operates in a context that includes environmental hardness caused by recurrent droughts, erratic production patterns of rain-fed farming, remoteness and poor links to urban markets, lack of basic socio-economic infrastructure and migration depleting the region of dynamic and educated people (LIMAS).</p> <p>In some environments, e.g. in Mozambique, in several value chains there were not only few but many weaknesses. While the VCA calls for a comprehensive approach, from input suppliers to the consumers, covering the entire chain or even several parts of it, may be impossible for one project (PRODEZA II).</p>	<p>Economic empowerment of small-scale producers through their own commercial organisations (TGA, cooperative) protects their role in value chains and has a potential to result in long-term lasting impacts and benefits (This is not a risk but an opportunity in projects such as AgroBIG II and PFP).</p> <p>Land acquisitions by outside investors can be a real threat to the local poor if the purchases prevent the communities' access to land (some projects).</p>
Programme design	<p>In defining their missions and strategies, projects do not sufficiently rely on available experience of the universal development community (most projects).</p> <p>Many challenges in the implementation phase stem from programming and identification, where basic parameters are decided. These stages are not sufficiently transparent, and their internal reasoning is not known (most projects).</p>	<p>Role and responsibilities of the consulting company are not defined in sufficient details and concreteness (all tendered projects).</p> <p>When a project sets too ambitious goals in relation to its resources, activities will be spread wide and thinly, causing the project fall short of expected results (PRODEZA II, LIMAS).</p> <p>Out-grower schemes can provide benefits for all parties, but they may include unequal power relationships in which small-holders are the weak side (PFP, LIMAS).</p>	<p>Stand-alone project not linked to permanent institutions in the country, runs the risk of weak ownership and sustainability (PFP).</p> <p>A short implementation time diminishes prospects of sustainability (NFBKP II).</p> <p>Interruptions between distinct project phases may be harmful to the gradually progressing strategic focus of a project (PLARD II).</p> <p>In some cases, Finnish ARDF</p>

Issue	Relevance	Effectiveness	Sustainability
	<p>Absence of a rigorous appraisal, designed to assess the formulation and focus the project on achieving realistic goals with adequate human and financial resources in the real-world context, increases risks in implementation (PRODEZA II).</p> <p>Project's objectives and indicators do not link with those at the sectorial and policy level, such as KEPO (NFBKP II).</p> <p>VCA has been used as an all-encompassing framework for ARDF projects. In reality, it is a specific and demanding approach that implies trade-offs between many desired objectives (most projects).</p> <p>Social transformation and small-holder resilience, as an alternative to agribusiness development, may increase social and economic well-being in an equitable way (Farmers' Clubs).</p>	<p>Some projects have a vague implementation strategy. It does not tell how the things will be done, by whom, what resources, and through which activities (CSP II).</p> <p>There is a tendency to overload a project's inception phase with tasks and activities that should have been completed in the preparatory phase. This may lead into hasty execution of duties that are vital for the overall strategy (PLARD II).</p> <p>When designing a new project, one of the basic choices needs to be made in the intended size and focus. Should the intervention address multiple dimensions and nexuses related to its overall objectives, or should it try to achieve more focused but tangible results? Both approaches have advantages and disadvantages, and the choice between them implies complicated trade-offs (PLARD II, PRODEZA II).</p>	<p>support has operated in same geographical areas for a very long time, 30 to 35 years, passing from one phase to the next, sometimes years of interruption between them, and changing name and strategy. Yet they have not been able to show indications of significant impact (LIMAS, PLARD II).</p> <p>When bilateral grant projects with local CSOs are applied, they must be accompanied with appropriate supervision systems and mechanisms. The donors and the partner organisation need to agree upon the dialogue and rules of the game at the outset (CSP II).</p>
Programme management	<p>Preparatory process of the project document does not reflect the results of the initial analyses. Later updates of the PD are not correctly approved and/or registered (PLARD II).</p> <p>Food security and value chains are addressed mainly through primary production, leaving other stages of the chain to become possible bottlenecks in the overall value adding process (most projects).</p>	<p>Delays in implementation, especially in the beginning of a project, are difficult to catch up and can cause irreversible harm to the execution of the overall plan (PLARD II).</p> <p>Some projects, and even some evaluations, do not produce timely monitoring data, both quantitative and qualitative, that would provide a reliable basis for strategic decision-making (most projects).</p> <p>Outsourcing of the implementation of critical activities may lead to the loss of control and make a project unmanageable (PLARD II, PRODEZA II).</p> <p>Inefficient organisational and decision-making structure and micro-management from the Steering Committee and Supervisory Board; limited executive power for the Programme Manager and CTA; internal communication problems and time-consuming and cumbersome approval and procurement procedures can significantly hinder the implementation (MMMB).</p>	<p>High number and central role of the technical assistance in a project can be counter-productive to its long-term sustainability (LIMAS, PFP).</p> <p>Lack of a national project director weakens the link to national and local context and stakeholders. It also signifies that the CTA, who was recruited based on his technical merits, needs to devote a large proportion of his time to administrative and management issues (PFP).</p>

Note: challenges are expressed in both negative and positive terms, depending on how the studied projects have dealt with them.

4.6.5 Cost-efficiency of projects

Assessing cost-efficiency requires data for the two parts of the equation. Costs are usually well available from financial reports, whereas the benefit side is more complicated to estimate, unless the project M&E system has delivered the relevant figures. Previous sections on effectiveness provide an approximation of the achievements and outcomes. In this section, efficiency issues are addressed by analysing budgeted resources.

Table 5 shows the budgeted MFA contributions of the nine sample projects. They are broken down into three main cost categories: technical assistance and related costs, general costs (operations, administration, vehicles etc), and activities and investments. In principle, a project can be considered efficient if the share of the activities and investments relative to the total costs is high, or the share of the general costs of the total costs is low. However, these are rough rules of thumb and disclose nothing about the differences in the natures and strategies of separate projects. Financial data of the projects needs to be assessed in combination with other information, including geographical and thematic focus of the support, capacities of the partners organisations, and status of the aid effectiveness process in the country and sector.

Table 5. Budgets of the nine sample projects and their breakdown into main cost categories

Project		Technical assistance	General costs	Activities & Investments	Contingency	TOTAL
AgroBIG II	Euro	3 049 400	1 214 650	4 942 500	193 000	9 399 550
	%	32,4 %	12,9 %	52,6 %	2,1%	100 %
MMMB	Euro	5 582 837	4 048 051	8 900 063	114 105	18 645 056
	%	29,9 %	21,7 %	47,7 %	0,6 %	100 %
PRODEZA II	Euro	2 077 738	428 573	4 493 689	0	7 000 000
	%	29,7 %	6,1 %	64,2 %	0,0 %	100 %
Farmers Clubs	Euro	2 875 296	1 712 287	4 144 341	0	8 731 924
	%	32,9 %	19,6 %	47,5 %	0,0 %	100,0 %
LIMAS	Euro	3 661 420	1 114 450	3 981 000	243 130	9 000 000
	%	40,7 %	12,4 %	44,2 %	2,7 %	100,0 %
NFBKP II	Euro	855 000	342 000	1 665 126	52 874	2 915 000
	%	29,3 %	11,7 %	57,1 %	1,8 %	100 %
PFP	Euro	6 487 330	1 502 000	10 700 000	460 719	19 150 049
	%	33,9 %	7,8 %	55,9 %	2,4 %	100 %
PLARD II	Euro	3 348 500	900 000	4 801 500	1 357 500	10 407 500
	%	32,2 %	8,6 %	46,1 %	13,0 %	100 %
CSP II	Euro	0	5 058 102	2 558 838	76 149	7 691 090
	%	,0 %	65,8 %	33,2 %	1,0 %	100,0%
TOTAL	Euro	27 937 521	16 320 113	46 185 057	2 497 477	92 940 169
	%	30,1 %	17,6 %	49,7 %	2,7 %	100 %

Source: Project documents.

The average volume of the MFA contribution to the projects was 10.3 mEUR per project, ranging from 2.9 mEUR for the NFBKP II to 19.2 mEUR for the PFP. In total, the MFA budgeted contribution was 93 mEUR to the nine projects.

Technical assistance costs represent in average 30% of the total costs. In the tendered projects the TA share is quite consistently close to the average, with the exception of LIMAS where it has been significantly higher, i.e. 41%.

Finding 69. Differences between technical assistance budgets are huge.

In absolute amounts, the differences between technical assistance budgets are big. For its sizeable TA team, PFP budgeted 6.5 mEUR, which is more than twice the respective amount in AgroBIG II and more three times as much as for PRODEZA II.

CSP II did not employ technical assistance at all because the project, or more precisely the core support, was operated by ZNFU's permanent staff. For Farmers' Clubs, ADPP employed a high number of people with the MFA contribution, but the total amount was still reasonable in relation to other sample projects, because the majority of the employed were Farming Instructors with a modest salary.

General costs were on average 17.6% of the total budget but significant variations exist from one project to another. PRODEZA II, for example, persevered with 429,000 EUR (6.1% of the total budget), whereas in MMB the respective figures were 4 mEUR and 21.7%. CSP II assigned two thirds of its budget to general costs because the idea of the project was to provide core support to ZNFU.

Activities and investments consist of the spending directed to the beneficiaries. On average, about half of the combined total budgets were planned to be assigned to such operations. In several projects (PRODEZA II NFBKP II, PFP), this share was clearly higher than the average percentage, whereas CSP II invested significantly less in field activities than the projects on average. In absolute sums, the biggest "investor" has been PFP, whose allocation to field activities was bigger than the entire budget of any of the other projects.

Finding 70. The volume of resources may explain a part of a project's effectiveness as it can allow for making substantial investments in human and material resources

PFP had a total budget almost twice as big as the others in average (TZA-F32). This allowed it to make substantial investments in the field and maintain numerous and competitively paid project staff. At the other end of the spectrum is PRODEZA II, whose effectiveness has been qualified as modest (MOZ-F25).

PFP had a team of 10 professionals and 43 support staff were working in the PMU, employed by the Finnish consulting companies and paid by the MFA contribution. PRODFEZA II operated with the second smallest TA budget (excluding CSP II) and general cost allocation that was 29% of that of PFP. Yet it assigned 64% of its total budget to field activities and investments. PRODEZA's project document defined a total of 28 activities, many of them quite extensive, in demanding themes and geographical areas. Activity packages to be outsourced were 34. All this was to be carried out with an MFA budget of 7 mEUR, four years, and one international and two national TA.

4.7 Monitoring and Evaluation of support to the sector

What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?

Summary answer to the Evaluation Question

Outcome monitoring of Finnish-supported ARDF interventions should better build upon and contribute to existing country-based systems for monitoring of agriculture, forestry or food security policies, as well as broader social and environmental policies, SDGs and NDCs; so far it has done so to a limited extent only. Such monitoring should include indicators for all relevant outcome areas – including for private sector engagement. Evaluation practice needs to be better anchored in MFA's management systems, and more participatory and innovative approaches are required to enhance effective steering and learning.

The evaluation question addresses the linkages between project theories of change, country strategies and MFA central level theories of change, the monitoring and evaluation systems used, the actual use and follow-up of evaluation results and linkages to national and international frameworks.

4.7.1 Use and consistency of project theories of change and country strategies

Finding 71. Results frameworks of projects reviewed reflect a logical connection between the projects and MFA Country Strategies used at the time of project formulation.

PRODEZA's M&E system was linked with Finland's country strategy for Mozambique (MOZ-F28). The same holds for the Zambian programmes (ZAM-F25). Likewise, the MMMB Appraisal Report (February 2009) assesses that *'the programme is aligned with the Government of Finland's development policy, but a direct reference should be made to the development policy in the programme document. The objective of poverty reduction and the cross-cutting issues such as gender and social equity should also be included in the proposed interventions and outcome monitoring'*.

Finding 72. Country Strategies have integrated results from evaluations but linking ARDF interventions to specific priority areas carries a risk of losing sight of the multidimensional benefits.

As a result of MFA's systematic efforts to improve its RBM system, the linkages of project theories of change to country strategies and MFA's Theories of Change for policy priority areas seem to have received more attention in recent years. In the ongoing AgroBIG II project, for example, objectives are consistent with the Country Strategy (2016-2019) and the Theory of Change for Policy Priority Area 4. The Country Strategy reflects some of the outcomes of AgroBIG phase I and clearly explains the change of focus in the second phase. This includes paying more attention to encourage stronger involvement of women and girls and other vulnerable groups as well as addressing environmental sustainability and adaptation to climate change. The programme is expected to contribute directly to *"Output 2. Improved value chains and access to markets by small-holder producers and SMEs"* of the TOC (ETH-F39).

It can be challenging, though, to establish the linkages of the ARDF projects to MFA's current Theories of Change, in particular for Priority Area 4, which concerns natural resource management and climate change. The newly planned forestry intervention in Kenya, for example, is presented as addressing Priority Area 2 (*'improved access to jobs and livelihoods'*) (KEN-F5). This seems to reflect the current policy priorities rather than actual contributions of the intervention to the different priority areas. It is constraining to establish one-to-one linkages with policy priority areas, and it may be more useful, instead, to identify contributions to the various SDGs. Forest sector interventions, for example, can make equally important contributions to jobs and livelihoods as to environmental and climate change mitigation objectives.

4.7.2 Effectiveness of Monitoring and Evaluation systems

Finding 73. Monitoring and evaluation systems applied by the projects have, in most cases, been effective to monitor inputs and activities, but not been aligned with national systems.

Both LIMAS and NFBKPII (Tanzania) had relatively comprehensive results frameworks, including outcome-level indicators. LIMAS documents articulate outcome-level indicators with baseline information and targets. Most of the outcome-indicators are also adequately formulated, reflecting changes in practices or behaviour. Some indicators are ambiguous but, overall, the monitoring framework is solid and was used. NFBKPII's monitoring framework is adequate in as far as most of the indicators focus on behavioural changes, while "sub-programme" level indicators focus on tangible outputs. The indicators also have targets, and they are reported against.

In a few cases only, notably in Ethiopia and in Kenya, M&E was aligned with national systems (ETH-F28, KEN-F27). In Tanzania, by contrast, the M&E systems of the assessed projects lacked linkages with national M&E systems as well as MFA frameworks (TZA-F35).

Finding 74. The M&E systems developed by several projects showed weaknesses of one kind or another, preventing them from proper outcome monitoring and effective project steering.

Most of these cases reveal a fundamental lack of understanding of some of the basic requirements and good practice in project monitoring and evaluation, including the following:

- The M&E system are devised on the basic ideas of a logframe, but levels are not properly followed;
- They contain too many or hard-to-measure indicators, at the various levels, and it is unclear what means of verification were to be used – as in CSP II (Zambia).

Box 8. Zambia: M&E system CSP II

According to the appraisal report, the proposed evaluation system was sufficient for documenting results of the planned programme (FCG International Ltd., 2013), but the system contained too many indicators and it was unclear what means of verification were to be used. Most indicators were activity- and not result-based, and outputs and objectives were not formulated as results.

- Indicators are reasonable for activities and outputs, but do not have a results notion; outcome indicators are lacking or unclear. For this reason, it is not surprising that the MTR of PLARD II of 2013 found that it was impossible to follow the programme's effectiveness and impact (ZAM-F26).
- By consequence, annual reports tend to focus on activities carried out without providing any detail on progress towards achievement of objectives – as in AgroBIG II.

Box 9. Ethiopia: M&E system AgroBIG II

The design of AgroBIG II (Ethiopia) is based on the MTR of the first phase, and its results framework is aligned with the GTP II national framework. However, the framework lacks some essential outcome indicators, such as reduction of inequality and private sector engagement. Additionally, disaggregated data is only collected for some indicators, while this could be done for most indicators. It was also observed that Quarterly reports do not present progress on some key result indicators, which are only reported on an annual basis.

- The systems as such are not conceived in a way to produce data and information relevant and needed for timely decision-making - as in the case of PLARD II.

Box 10. Zambia: M&E system PLARD II

The M&E system of PLARD II (Zambia) was deficient, according to sources in the Embassy, as it did not produce data and information needed timely for decision-making. As a member of the Steering Committee and Supervisory Board, timely access to relevant information was critical for the Embassy to effectively play its role. Even though capacities for integrated planning were strengthened, the M&E system was aligned with logframe indicators and District and Provincial officers were trained in results-based M&E, the MTR of 2013 found that it was impossible to follow the programme's effectiveness and impact in relation to the logframe. The programme had limited data available, as baseline data had been collected late and follow up data - although collected - were still being analysed. Monitoring effectiveness and impact was also hampered by the fact that planning was done along departmental lines, rather than area-based (at the level of camps or fishery groups).

Other weaknesses encountered include:

- The M&E system was not in line with the guidelines of the Finnish MFA. As a consequence, project-level information would not contribute to overall monitoring of Finnish cooperation in the sector, or feed the policy process;

Box 11. Mozambique: M&E system PRODEZA II

The MTR of PRODEZA II found that the M&E system was not properly installed and did not follow the guidelines of the Finnish MFA. Planning and implementation documents were fragmented and did not give a clear picture of what had actually been achieved in relation to planned targets, nor any clear indication on the state of progress on achieving results. Evidence

suggests that some project-internal monitoring took place, with very limited engagement of the government, if any at all. The functioning of management structures, including a Supervisory Board and advisory committees at different levels is unclear. Annual reports tend to focus on activities carried out without providing any detail on progress towards achievement of objectives.

- Indicators are rarely disaggregated, even though this would be required for reasonable analysis in terms of gender or region.

Finding 75. Measurement systems were inadequate to measure poverty and inequality, in particular.

Taking these deficiencies into consideration, many projects could not give a clear picture of what had been achieved in relation to planned targets or indicate the state of progress on achieving results. Many results are underreported since M&E systems do not properly capture results; they miss proper baselines, indicators and targets. The final report of PRODEZA II for example, mentions the project has not been able to change, or reduce, the percentage of households in the project area districts living below the poverty line at the end of Phase II, nor the percentage of families with food insecurity compared to the baseline study of PRODEZA I. (MOZ-F16)

However, implementing partners identified and translated the main indicator of component 2 (Ensure an adequate quantity and quality of food that meets the nutritional needs of the family, throughout the year through increases in productivity and production) into a special indicator for the reduction of poverty, namely ‘reduction in the number of months of hunger’. Reporting revealed that a reduction from 4 to 2.1-2.6 months of hunger was achieved (MFA, 2015). (MOZ-F15)

Likewise, inequality reduction has not been considered in most projects, and there were no specific M&E indicators for it. In Kenya, the MMMB programme would have benefitted from better M&E on poverty reduction, since several successful outcomes from the project (notably employment and revenues from the PELIS scheme) have not been captured and reported in the MMMB reports. There is no doubt that the communities involved in the programme benefitted substantially, and a comprehensive set of baseline indicators and targets could have allowed demonstrating this change in with evidence-based data. (KEN-F15)

Monitoring of community-led activities suffered from similar flaws, as in the case of PFP.

Box 12 Tanzania: Monitoring of community-led activities in PFP

During PFP’s (Tanzania) inception phase, a mechanism for detailed monitoring and evaluation was developed. Monitoring of community-level activities would be community-based, allowing the Tree Growers Associations to own the processes related to decision-making on private forestry within their community. An External Review and Evaluation Team found, however, that despite recommendations for preparation of a framework for M&E activities and responsibilities, there was no systematic monitoring in place. Reasons provided by PFP management referred to the limited human resources available and ‘other priorities’. Likewise, the recommended participatory M&E system for TGAs could not be put in place “for lack of time” (TZA-F37).

Nonetheless, PFP undertook some initiatives to involve beneficiaries in monitoring, which contributed to community level ownership of project results. It developed a Tree Growers Association database that captures key information on all TGAs in the Southern Highlands, such as location, organisation and financial status, training and other services provided, members, woodlots and maintenance activities undertaken. A start was made with mapping of the woodlots by village-level facilitators using their smartphone and Open Data Kit (ODK), an open source set of tools which helps organisations manage mobile data solutions.

In addition, dissemination and replication of the PFP results are taking place through various channels, including publications (the draft completion report lists 36 PFP publications, between October 2015 and September 2018, available as hard copies as well as on-line from the PFP portal); a regularly updated website (at <http://www.privateforestry.or.tz>.) which is published in English and Swahili and updated regularly. Furthermore, investment opportunities are promoted by PFP through distribution of relevant

information to interested stakeholders. The distribution takes place through publications, participation in various events, networking, and collaboration with wood related industries (TZA-F37).

4.7.3 Evaluation practice and follow-up

Finding 76. Most projects did not have an evaluation plan. And even though most were subject to a mid-term evaluation, evaluation recommendations were not always taken on board.

Most of the projects included in this evaluation did not have an evaluation plan, and in some cases their evaluability was found to be ‘challenging’ to evaluators (TZA-F36). It must be noted, however, that the bilateral project manual did not include this requirement, at the time.

Most have been subject to a mid-term review, but not to any final evaluation. And while recommendations of the MTRs have generally been useful, they have not always been taken on board for further implementation or for the formulation of a subsequent phase (MOZ-F29). The MTR report of PRODEZA II (Mozambique) in 2013 suggests that recommendations made during the MTR of PRODEZA I had not been considered when developing PRODEZA II, and that some recommendations had not been taken on board as intended. Rather than implementing a strategic reorientation, it was decided to grant a one-year extension in order to implement all planned activities and spend the corresponding input-oriented budget.

In Tanzania, the LIMAS project conducted an end-line survey and a mid-term evaluation, but neither LIMAS nor NFBKPII was subject to a final or ex-post evaluation. The projects are, however, touched upon in several broader evaluations, though in a rather superficial manner. The evaluation on Finland’s Country Strategies and Country Strategy Modality (2016) pointed out that *“both the successor project to NFBKP II and the PFP should be intensively monitored during the next Country Strategy period, required to collect and report outcome-level performance data, and subject to final evaluation.[...] Both projects should maintain constructive engagement with relevant policy issues and developments. They should intensify their efforts to promote gender equality and the empowerment of women and report accordingly”* (Turner et al., 2016). There are no indications that these recommendations have been implemented.

Some mid-term reviews have allowed for effective steering, though. The MMMB’s (Kenya) mid-term evaluation produced useful recommendations that were integrated into a revised programme document and logical framework to guide the remaining two years of implementation (KEN-F28). The perceived lack of communication between components and of lesson learning and feeding results from pilot projects into the policy process, was to a fair extent addressed in the remaining implementation period. The MTE thereby provided a new impetus to project implementation, and a comprehensive completion report was produced.

Finding 77. The use of an External Review and Evaluation Team (ERET) is a promising mechanism to ensure systematic learning and project steering throughout a programme’s lifetime.

The Private Forestry Programme in Tanzania provides a particularly interesting learning experience regarding (external) evaluation, allowing for effective steering during programme implementation. The PFP benefited from an innovative approach to evaluation, whereby MFA had commissioned one consulting firm to undertake regular (read: annual) external review and evaluation missions to the project – in function of identified needs - right from the inception phase onwards. The so-called External Review and Evaluation Team (ERET) appears to have facilitated permanent learning and assessment in the programme, through four consecutive external review missions (TZA-F37).

Box 13. Tanzania: Role of the External Review and Evaluation Team in PFP

A first visit (2014) during the Inception phase, allowed for substantial revision of the logical framework, to better align with MFA policy priorities. A second visit assessed the appropriateness of strategies and results monitoring systems, inter alia, and contributed to the design of a monitoring framework that would have allowed to produce relevant outcome data by the PFP. During a fourth visit, the same team was charged with the MTR, which allowed the mid-term review to be

conducted by a team that was well familiar with the issues faced by the project. It was found that most of the ERET recommendations had been taken on board in the course of implementation. A main challenge identified concerned the high level of ambition regarding targets for plantation establishment, attributable, in part, to the strong alignment of PFP programme objectives with national policies and targets, including annual tree planting targets. The ERET team considered that while the contribution by PFP to national-level targets had increased ownership and commitment by the GoT, there was also a need for Finnish-funded interventions to meet basic quality requirements and to ensure that social and environmental safeguards are not compromised.

Source: summarised by evaluation team from different ERET reports (2014-2018)

4.7.4 Linkages with other monitoring frameworks

Finding 78. Apart from MMB and AgroBIG, project and programme M&E systems were not linked to partner government monitoring systems or to regional and global-level systems.

Integration in country systems is desirable, in particular when they are linked to monitoring of MDGs, SDGs or similar (inter-)national frameworks. But national systems can have the drawback that they are not always outcome oriented and tend to focus on inputs and outputs instead, as highlighted by the MTR for MMB – which recommended strengthening of outcome monitoring to remedy this situation. For MFA to dispose of outcome-level information, it may be necessary to strengthen the internal M&E to a correct level, by carrying out separate outcome-focused exercises to be built into the M&E systems of the projects. (KEN-F28)

Finding 79. It will be useful to link future ARDF results frameworks and reporting to specific SDG and NDC indicators, to make Finnish contributions to SDGs and NDCs more explicit.

In a perspective of joint programming and increasing convergence of objectives and targets between development organisations, there is clear scope for better linkage of monitoring of Finnish funded ARDF interventions to national, regional and global systems, in particular the SDGs. Most target countries, such as Kenya and Ethiopia, have systems in place to monitor progress on the SDG goals and sub-goals, and they report on a regular basis (KEN-F30, ETH-F39, ETH-F40). Most ARDF interventions would fall under Finnish Policy Priority Area 4, *Natural Resources*, which caters to SDG 1 (*no poverty*), SDG 2 (*zero hunger*), SDG 5 (*gender equality*), SDG 6 (*clean water and sanitation*), SDG 7 (*affordable and clean energy*), SDG 9 (*industry, innovation and infrastructure*), SDG 12 (*responsible consumption and production*), SDG 13 (*climate action*), and SDG 15 (*life on land*). Further analysis of relevant SDGs for ARDF is provided in chapter 4.1.

The connection of the AgroBIG II results framework with Ethiopia's GTP II, for example, provides opportunities for linking it up with the country systems and the global SDGs. Ethiopia has presented its National Voluntary Review (NVR) report on implementation of the SDGs, focusing on the six sets of sustainable development goals for the 2017 in-depth review of SDGs. Based on AgroBIG project documentation (2017), the project contributes to SDG 1 (no poverty), SDG 2 (zero hunger), SDG 5 (gender equality), SDG 8 (decent work and economic growth) and SDG 12 (responsible consumption and production). There is a commitment to contribute to SDG 7 (*affordable and clean energy*) as well.

Likewise, in order to make Finnish contributions to climate change mitigation and adaptation more targeted and visible, the Nationally Determined Contributions (NDCs) constitute a useful framework. Making progress on the delivery of NDCs is considered key to implementing the Agenda 2030 and vice versa. And while NDCs directly contribute to achieving SDG13 on climate change, their multifaceted, cross-sectoral nature makes them contribute to many other SDGs as well (e.g.: SDG1, 2, 3, 6, 7, 8, 9, 11, 12, 14, 15, 17).

Greater connection of results frameworks with the SDG agenda and the NDCs will require more explicit reference to these documents and their targets during identification and formulation of Finnish support. In this context, use can be made of experience and guidance prepared by other donors. IFAD, for example, has

a Results Management Framework with a three-tier structure, where tier 1 refers to the SDGs, tier 2 to IFAD's development results (including outputs, outcomes and impact from country-specific operations) and tier 3 deals with IFAD's operational and organisational performance. Likewise, the European Commission is in the process of preparing operational guidelines for integrating support to the implementation of the NDCs into the EU international cooperation and development, as part of its external cooperation programming process, which also puts the Sustainable Development Goals (SDGs) and NDCs at its core.

4.8 Lessons learned and emerging approaches in the sector

How have the lessons learned from the donors/development partners and development organisations been taken into account or implemented at project level and what kind of approaches do the organisations have for future challenges in the sector?

Summary answer to the Evaluation Question

While project-internal learning shows weaknesses, ARDF projects have learned lessons from development partners and adjusted these to their contexts. Learning has also happened through sector coordination and learning mechanisms, in which Finland has played an active role. Local-level coordination and exchanges with different types of interventions in the same area have produced synergies and contributed to the development of a regional approach in some cases. Meanwhile, less sector-specific and more integrative approaches, such as landscape or nexus approaches, are evolving, which address the challenges of climate change, a healthy natural environment and sustainable development in a holistic manner. Climate-finance related mechanisms are evolving as well and can also provide valuable lessons for future Finnish cooperation in ARDF sectors.

The evaluation question contains two main elements: the first focuses on lesson learning and their application in project implementation (4.8.1); in this context, the evaluation also looks at coordination mechanisms facilitating learning between the African ARDF sector programmes and organisations (4.8.2). The second element is forward looking, focusing on innovative approaches of other organisations to tackle ARDF sector challenges. They mostly concern approaches developed at regional or global level (4.8.3).

4.8.1 Learning in the Finnish-funded interventions

Lesson learning concerns both (internal) learning, from own experience, and (external) learning from experience of peers. The case studies revealed some instances of internal and external lesson learning that have helped projects to advance quicker than they would have without active learning.

Finding 80. While some of the projects have actively learned from own experience, there are a few instances only of systematic learning and incorporation of lessons learned in project design.

It was found that most projects included in this evaluation did not have an evaluation plan that would allow for systematic learning, and in some cases their evaluability was found to be ‘challenging’ to evaluators (TZA-F36). In addition, evaluation findings were not always taken on board (chapter 4.7.3). This is supported by findings from analysis of the different implementation approaches, which suggest that “there is a pattern of similar issues appearing time and again” and that “further analyses at the level of the individual projects would have helped implementers to understand root causes and identify the stakeholders who are in the position to tackle them” (chapter 4.6.4).

In Tanzania, the External Review and Evaluation Team (ERET) in PFP was found to be a promising mechanism for systematic learning and for project steerage throughout a programme’s lifetime (chapter 0). In Mozambique, PRODEZA II incorporated some of the lessons learned from the first phase, which included

a need for more focus, better coordination, VC-oriented credits, less studies and more activities and for better gender mainstreaming. PRODEZA II also learned from ADRA (an implementing partner) experience with result-oriented agro-businesses, which had shown that organised producers can reach more profitable markets than independent sellers; lessons were incorporated in components 1 and 2 of the project. At the same time, however, the MTR in 2013 suggests that recommendations by the MTR of the first phase had not been fully considered when developing PRODEZA II, and that recommendations pointing to a need for strategic reorientation had not been taken on board as intended (MOZ-F29).

Finding 81. Some of the projects researched, adjusted and applied models available in-country, or developed collaboration with other organisations in order to benefit from their approaches

LIMAS and NFBKPII (Tanzania) reviewed options for a CBFM model, based on lessons learnt by other actors. Similarly, techniques used by MCDI for forest resource assessments as well as MJUMITA's approach to VLUP development were evaluated. For Conservation Agriculture, LIMAS followed the model developed by the Zambian initiative Conservation Farming Unit (CFU, 2019) and translated CFU's guidebook "Conservation Agriculture for Handhoe Farmers" into Swahili. For the VICOBA schemes, experiences on implementing modalities were collected, e.g. from the Aga Khan Foundation and the developer of the local VICOBA model, after which the villagers decided on most suitable model (TZA-F3, F4, F6).

AgroBIG II (Ethiopia) adopted SNV's Farmer Field School (FFS) approach to vegetable production, in order to promote a more market-oriented production. An MoU was signed to coordinate the implementation of FFS approach in four districts (AgroBIG II, 2018a). The FFS was considered a suitable approach to achievement of AgroBIG objectives. The advantages of the new approach were evidenced by a comparison of the cost of production in the learning plots - including opportunity costs of land and labour, irrigation costs, and marketing costs – with those associated with traditional production methods after harvesting. (ETH-F42).

4.8.2 Coordination and learning mechanisms

Finding 82. Finland has played an active role in sector coordination, particularly in the forest sector, and has sometimes pursued harmonisation of approaches through bilateral contacts.

The assessed interventions also learned through exchanges with other donors, development partners and other organisations in the country, typically through intersectoral coordination mechanisms aimed at avoiding duplication of efforts and contradicting approaches, and working groups aimed at shared learning.

In **Kenya**, Finland has played a leading role in the Forestry Affairs Group, which it chaired for many years. The chair was transferred to DFID after Finland was no longer involved in the sector.

In **Tanzania**, Finland leads the subgroup on forestry of the donor group on NRM, with Norway, EU, UNDP as key members. Its main function is information exchange and dialogue with the government. In addition, NFBKPII had regular exchanges with other DPs, CSOs and other actors, such as the Mtwara Development Forum, the Aga Khan Foundation, DANIDA B2B program, USAID private sector support modalities, OECD and Swiss Development Cooperation (SDC) for private sector support.

In **Mozambique**, Finland is considered as a major player in the ARDF sectors. In the past, it chaired the Donor Working Group for Agriculture and Rural Development (AgRED) and had a significant influence on the wider agricultural sector. At present, however, a range of more isolated initiatives appear to lack convergence towards a coordinated approach to addressing the challenges in the sector from a national perspective.

In **Ethiopia**, the most important intersectoral coordination mechanism is the Development Assistance Group (DAG), comprising 30 bilateral and multilateral development agencies, which promotes policy dialogue and harmonizes donor support to the GoE for effective implementation and monitoring of the GTP and SDGs. The many technical and sector working groups under DAG

come together once a year, to meet with the Government and review progress of the country's GTP. For the Finnish Embassy, the Rural Economic Development and Food Security (REDFS) group (one of the several Sector Working Groups under the DAG umbrella) participates as a member.

In Tanzania, the Finnish-funded PFP and the DFID-funded FDT operate in the same Southern Highlands. Initially, this caused some friction between the programmes because of conflicting approaches to plantation forestry and duplication of efforts. Review missions of both programmes highlighted a need for improved collaboration and coordination of activities between PFP and FDT, and the Finnish Embassy made an effort to coordinate and harmonise approaches. This resulted in an MoU between both programmes to improve coordination. The programmes accepted that differences in approaches and methods are acceptable if the common messages that they provide to the sector and the policy makers remain the same. An effort, by the Finnish Embassy, to carry out a joint evaluation of the projects was not accommodated by DFID (TZA-F30).

Finding 83. Coordination and exchanges between different types of interventions in the sector have produced synergy and contributed to the development of regional approaches.

Coordination was primarily targeting other Finnish funded interventions. In Ethiopia, the coordination of different types of support, notably AgroBIG II and REILA II, produced synergy, as farmers who obtain land certificates from REILA-supported bureaus are in a better position to access loan from AgroBIG II supported financial instruments (ETH-F30). In Mozambique, synergy was created between the basket-funded sector-wide programme Pro-Agri and PRODEZA, which served as a 'window to reality', helping Pro-Agri to understand the sector challenges. It is an example where national-level sector information and experience feed into field level operations and vice versa. Likewise, the ADPP Farmers' Clubs (implementing partners of the PRODEZA II project), contributed to the Land Administration Project (Terra Segura).

Furthermore, ICI projects have sometimes provided lessons that were integrated in field operations of bilateral programmes. In Ethiopia, the *LIME* project provided lessons on small-scale artisanal mining and the production of farm lime, based on which AgroBIG II started discussions with the Ministry of Agriculture on control of the use of lime and improved access to lime for farmers in the project area. In Kenya, the Finnish funded MMB and IC-FRA interventions in the field of forest resource assessment and monitoring have been fully complementary and synergistic (KEN-F25). Likewise, the *INFORES* project in Tanzania, which provided support to the national forest resources monitoring and assessment, facilitated the implementation of the various Finnish-funded forestry interventions (TZA-F33).

4.8.3 New approaches by other actors in the sector

This section focuses on the innovative approaches that multilateral and other organisations working in the sector develop to tackle the changes that are taking place in the ARDF sector and the new challenges in the global context. First, we look at examples of innovative approaches identified at local and country level, identified during country missions, before turning to the global level.

At country-level, new approaches that can be relevant to ongoing or future Finnish interventions include:

- In Ethiopia, IFAD's innovative impact fund, the ABC (Agri-Business Capital) Fund, brings together the private sector and the little middlemen. The Fund provides support for the development of business plans and how to access credit and build sustainability. Linking up with IFAD could possibly create synergies with AgroBIG II, as well as with Finnish ARDF initiatives globally (ETH-F16).
- In Ethiopia, ICRAF's current projects support efforts for afforestation and reforestation to enhance the productivity and resilience of forest landscape restoration; they can be of great interests for creation of synergies with AgroBIG (ETH-16).
- In Kenya, the Upper Tana Natural Resource Management project implemented in coordination with the National Environmental Management Authority of Kenya is an IFAD project with an interesting

organisational setup. The project is not linked to any ministry; instead, a Project Steering Committee (PSC) is composed of representatives from various ministries. A Project Coordinating Team (PCT) coordinates national level implementation, while Sub-County Implementing Teams (SCITs) support field-level community-based institutions, such as Water Resource Users Associations or Community Forest Associations. In this way, the project brings together different line ministries while ensuring an integrated approach at field level (KEN-F34).

- In Tanzania, Norway could be an interesting development partner, as they focus on the sectors of energy, environment & climate change. As a Nordic country, its development cooperation principles and some of its comparative advantages are close to those of Finland (TZA-F34).

At global level, numerous lessons and good practices, generated by research or piloting of practices, merit closer consideration with an eye on future support to ARDF sectors. The examples provided below are not meant to be exhaustive but do reflect experiences considered to be most relevant to the objectives of Finnish cooperation in ARDF. Some of these concepts and lessons may seem to contradict each other, but all of them could inform future Finnish Development Cooperation. Some approaches have been considered already in the MICCA and FFF programmes, while others seem relevant for a second phase of PFP or AGROBIG II.

Finding 84. More integrative approaches are evolving, aimed at achieving sustainable land management, yielding optimal SDG results including climate change, biodiversity and ecosystems.

The innovative approaches to tackling the new challenges in the ARDF can be divided in (1) technical and methodological approaches and best practices and (2) innovative financing mechanisms. In general, more integrative approaches are emerging, to achieve sustainable land management - i.e. land management that yields optimal results for the SDGs - and to address the driving forces behind the loss of biodiversity and ecosystem services. Integrative approaches contribute to the SDGs in a holistic manner; they do not only contribute to poverty reduction, food security and other SDGs linked to human well-being, but contribute to the rational use of natural resources, conservation of biodiversity and the protection and improvement of ecosystem services as well. The interlinkages of SDG 15 with other SDGs is illustrated in Annex 14.

Integrative approaches also recognise the importance of strong government and the need for an effective and well-coordinated public service. Integration efforts must recognise the recent positive reform efforts in the region and aim to strengthen public institutions and coordination mechanisms, while being sensitive to the culture and style of governance, local traditions and beliefs, politics and style of doing things of each country (Scheyvens et al., 2019). Their aim is to assist with the development of integrated planning and decision-making processes, including effective engagement of stakeholders. Promising integrative approaches for better inclusiveness and coordination in environmental governance include:

Box 14. Promising integrative approaches

The **Nexus approach** helps to build an enabling environment for integrated land management, can help to achieve SDGs due to the interconnectivity of the SDGs (Liu et al., 2018), and can also monitor the progress of the SDGs. The water-energy-food nexus (WEFN), for example, aims to address the interconnected challenges of water, energy and food security. Water needs energy, energy needs water, and food needs both energy and water. However, there are also views that too complicated nexuses can reduce the focus on root causes. The nexus approach is discussed in more detail in the context section (see chapter 3.5.2).

The **landscape approach** complements the water-energy-food nexus approach by providing an explicit framework for resolving competing interests over land use at the landscape scale. Water, energy and food are amongst these interests, though they do not cover the full range of land management interest. IDH (the sustainable trade initiative) (IDH, 2018) for building sustainable governance models across tropical forest regions, or landscapes, developed a sustainable landscape approach, consisting in a three-pronged approach (PPI approach): creating areas where agricultural products are grown sustainably (Production), forests and natural resources are safeguarded (Protection), and communities thrive (Inclusion). The Convention of Biodiversity has recognised the ten principles of landscape approaches developed by Sayer *et al.*, 2013. Interesting to mention

further is that the Finnish funded MICCA and FFF programme (FAO) belong to the category of landscape approaches.

The **REDD+ approach** aims to promote the mitigation of climate change by protecting and improving the carbon stocks of forests. It requires the integration of policies at the national level and an integrated strategy to combat the driving forces behind deforestation and forest degradation at local level. Because there are many factors that drive deforestation out of the forest sector, e.g. increasing demand for agricultural land, a multi-dimensional approach is needed for spatial planning and management that goes beyond forest boundaries to address them. A landscape approach is useful in as far as it coordinates the planning and management of land use between interconnected ecosystems and land use.

The **IWRM approach**, like the landscape approach, is a spatial approach that can help with the goals of REDD+ and WEFN. IWRM is concerned with water management at the watershed level and engages on a wide range of issues including energy and food security, sustainable land use, forest conservation and health and sanitation. IWRM plays a critical role in coordinating land-use planning at watershed level and encourages coordination across watersheds within the landscape.

Climate Smart Agriculture (CSA) and the CSA & gender learning communities (MICCA programme) provide many good experiences to tackle climate change. Its experiences have also served for the formulation of FAO's Strategy on Climate Change.

The Finnish-funded Forest and Farm Facility (FFF - FAO <http://www.fao.org/forest-farm-facility/en/>) supports **forest and farmer producer organisations (FFPOs)** and recognises their important role in reaching producers at scale with expertise and technical knowledge, in stimulating innovation from producers to diversify forest and agricultural systems and their potential to scale up successful forest and land-use practices. Empowering FFPOs is considered critical for complying with the SDGs and NDCs for fighting climate change as part of the Paris Agreement. Interventions focus also on market-analysis and development, for setting up commercial companies from tree and forest products.

Sustainable agroforestry aims to respond to the multiple demands related to reducing poverty, improving food and nutrition security, promoting sustainable agriculture, addressing climate change, protecting natural resources, improving ecosystem services and contributing to sustainable production and consumption. Trees and forests play a central role in improving production systems; securing people's livelihoods, resilience and food security, including for women, young and marginalized people and in climate regulation; ICRAF's research programme on Forest, Trees and Agroforestry (FTA) aims to better understand these roles and provide solutions to improve them (technical options, management, governance, policies) (CGIAR, n.d.).

The **resilience approach** focuses on underlying causes and long-term capacity to deal with change. The concept of resilient adaptation serves as a guiding principle for decision makers to plan adaptations that account for uncertainties in future climate change (Speranza, 2010). With the resilient-check (Developed by the German Development Institute (DIE)), various farmer practices as well as policy and institutional instruments and services can be analysed for their contributions to a resilient adaptation to climate change in smallholder agriculture.

Sustainable Land Management (SLM) is a key entry point for improving land resource resilience and productivity within the context of the potentially devastating effects of climate change in sub-Saharan Africa, by bridging the needs of agriculture and environment. Evidence has shown that unsustainable land use has broader implications for equity and poverty reduction, since environmental degradation affects low-income households, especially in rural areas, disproportionality more than other groups (Scheyvens et al., 2019).

Promising climate-finance related innovative mechanisms include:

Box 15. Innovative financing mechanisms

- **The NAP-Ag Programme** (UNDP-FAO) identifies and integrates climate change adaptation measures for the agriculture sectors into relevant national planning and budgeting processes, i.e. national adaptation plans (NAP). In addition, the NAP-Ag provides supports to countries for accessing climate finance through international finance mechanisms, such as, the Green Climate Fund (GCF), the Global Environment Facility (GEF), bilateral and national climate funds.
- **IFAD's Adaptation for Smallholder Agriculture Programme (ASAP)**, is the largest global adaptation programme for smallholder farmers. This flagship programme channels climate and environmental finance to small farmers. ASAP funds focus on important activities of integrated approaches, such as policy engagement, climate risk assessment, women's empowerment, private sector engagement, climate services, natural resources management and governance and knowledge management.

4.9 'Finnish added value' in the ARDF sector

How can 'Finnish added value' in the ARDF sector be realized (e.g. through access to Finnish markets and expertise or to Finland's experience in creating a favourable business environment)?

Summary answer to the Evaluation Question

Based on the records of the sample projects, there is little evidence of incremental business opportunities created for Finnish companies as a result of the FAV approach. However, Finnish businesses have benefitted from development cooperation in many ways. In some cases, such as PFP in Tanzania, bilateral projects have been catalysts for Finnish businesses, although the projects have not expressly developed methods to this respect. Finnish added value, including enhancement to Finnish markets, would be addressed more appropriately by activities designed specifically for that purpose, including existing private sector instruments, than through bilateral programmes.

4.9.1 Finnish Added Value

Finnish added value (FAV) has several varying interpretations. It relates closely to the Finnish comparative advantage, which is addressed under EQ 1 in chapter 3.1. The issue has been systematically studied by Koponen et al (MFA, 2012) who define it as the contribution of knowledge, skills, approaches, priorities and processes that are specifically Finnish in nature. The study examined the different ways of delivering Finnish aid, and the degree of "Finnishness" in:

1. Deployment of Finnish technical expertise and technologies, and decisions of 'Finnish priorities' that have been historically based on Finnish competencies.
2. Promotion of 'Finnish (or Nordic/European) values' and behavioural patterns.
3. Traits that Finland acquired during involvement with partner countries: ways of working and lessons learned during cooperation, including the best practices and the role of Finland in delivering aid within the given aid context.

Finding 85. Finnish added value was highlighted in the GoF development cooperation policy of 2007, under which several sample projects were prepared, including MMB, LIMAS, PRODEZA II, and PLARD II.

In practice, FAV was often interpreted as the use of Finnish technical assistance, and application of Finnish values and practices (KEN-F35). To some extent, promotion of FAV was perceived contradictory to other basic principles, such as reduction of poverty, ownership by the partner country, and coordination between development partners (Karttunen, 2011). Many development practitioners argue that if the beneficiaries' needs and FAV do not match, then the former must have the priority. The MFA's Development policy guidelines on agriculture and food security (2010c) tried to make FAV and the partner country needs converge.

4.9.2 The role of FAV in bilateral projects and multilateral organisations

Finding 86. In bilateral cooperation, Finnish added value has had diverging interpretations, ranging from export promotion to any sort of cooperation between Finland and a partner country.

In practice, during the period 2007-2011, Finnish expertise, know-how, and capacity across the sectors was portrayed to provide or utilize added value that originates from Finland. MFA made efforts to converge Finnish added value with the needs of developing countries. In most cases, the beneficiaries and stakeholders in the partner countries do not think in terms of added value from Finland or any other donor country. Good projects are appreciated, and poor ones criticized, regardless of the origin of the resources (TZA-C13).

Finding 87. Bilateral ODA interventions funded by MFA are not a very effective way for promoting Finnish business interests (ZAM-Con14). It is likely that Finnish businesses would benefit more from tools designed for their particular purposes'.

In Finnish contributions channelled through multilateral organisations, FAV has probably played a role, although its real importance is difficult to estimate. An FAO representative indicated that Finland's most important added value is money.

Finding 88. Expertise in forestry is frequently seen as a prime example of an area where Finland can offer a lot to its partners. In agriculture and food security, the FAV is less perceptible than in other sectors.

Interestingly Sweden, with a comparable forest sector and capacity to those of Finland, does not utilize this comparative advantage as a criterion in targeting its development cooperation. Heino et al. (no year) outlined the following forestry themes as those where Finland and Sweden can offer relevant expertise: (1) Climate change and mitigation including REDD, (2); Forests as an industry, (3) Environmental services of forests, (4) Bioenergy, (5) Monitoring and estimation of forest resources (including forest inventory), (6) Sustainable forestry, (7) Small-scale and unified forestry, (8) Land use of the land and forestry, (9) Environmental administration and management.

Box 16. Finnish knowledge and capacity in forestry

There exists a strong Finnish knowledge and capacity in forestry and the position Finnish forestry has at the global level has been pointed out in many publications (for example, MFA, 2010b, and Reinikka, 2015). Sometimes, the specificities of the Finnish forestry sector are not sufficiently reckoned, when thinking about its potential adaptations in the partner countries. Finnish forestry is based on the Nordic model that is marginal at the global scale. The forestry context in Finland is characterised by:

- Private ownership of land with full tenure security.
- Farming – and increasingly non-farming - families owning forests, with clear separation of arable and forest lands.
- Forest industry that is large-scale, operating internationally, and technologically advanced.

- Strong support from political parties and interest groups.
- Extensive support services in research, extension, and input supply.
- High degree of producer organisation.
- Evolution to its current state over a long history, since the forest industry started to develop in Finland in 1870s.

Finnish know-how in agriculture and food security has been utilized, to varying degrees, in multilateral organisations at least on the following topics: (1) Food safety, quality and nutritional aspects, (2) Rural institutions and organisations, (3) Food value chains from producer to consumer, specifically those of milk, potato, and fish, (4) Land use and land tenure questions, (5) Soil sciences, (6) Rural development, (7) Good agricultural governance.

4.9.3 FAV and aid effectiveness

Finding 89. TA stress on the added value of one development partner can be contradictory to aid effectiveness principles, in particular, if in practice, this means promotion of the interests of that partner. .

The focus on FAV may reduce the number of relevant choices for MFA in supporting ARDF because it can rule out modalities and concepts where Finland is not perceived to have strengths. On the other hand, complementarity and smart division of roles and responsibilities between DPs can strengthen their combined impacts (TZA-F42).

Despite the critical parlance related to tied aid, it continues to be widely practised. According to a study (EURODAD, 2018), in 2015 and 2016 combined, donors reported to the DAC on some 49 billion USD of individual ODA contracts. In 2016, 51% of the contracts were awarded back to firms in the country providing the ODA. The share of Finnish bilateral ODA contracts reported to the DAC that were awarded to firms in Finland in 2015 and 2016 (by value) was 89%.

Another study (Save the Children Italia, 2017) found that, while some donors such as Canada and Japan, mainly focus on providing assistance and support to the local private sector, others, such as the Netherlands and Finland, have mainstreamed private sector collaboration across all their development work, whereas France, Portugal and Austria reportedly collaborate with the private sector on a more ad-hoc basis.

4.9.4 FAV and project results

Finding 90. There is little evidence that Finnish added value would have significantly contributed to the expected results of the sample projects. Other factors, such as a strategy that is appropriate in relation to the operating environment, are more important.

In the sample projects, there are some elements of FAV. Tree-growers associations, supported by PFP, are an adaptation of the respective Finnish concept (*metsänhoitoyhdistys*), where forestry advisory services are coupled with the promotion of the members' economic interests. The goal is to empower small-holders, men and women alike, both technically and economically, and to strengthen their role in value chains through collective actions. Also, Finnish know-how in agricultural extension services probably has played a role in projects such as PLARD and LIMAS. While MMMB beneficiaries report that they have derived important benefits from activities such as the study tours to Finland, the programme did not aim to create Finnish added value in terms of encouraging private sector partnerships and Finnish companies to invest in Kenya (KEN-F36). FAV through twinning arrangements, such as applied in ICI projects and practised by FFD, can be beneficial when focusing explicitly on sustainable capacity building.

4.9.5 FAV and opportunities for Finnish businesses

Finding 91. For the sample projects, there is no evidence of business opportunities created for Finnish companies as a result of the FAV approach. However, Finnish businesses have benefitted from development cooperation in many ways, and further opportunities exist.

In principle, access to Finnish markets could be promoted through strengthening respective companies in the supported value chains, but none of the sample projects has come to that stage (TZA-F41). The high return rate of Finnish ODA contracts has been vital for many Finnish consulting companies and service providers. After the development policy programme of 2012, the relative weight on FAV in MFA's praxis has decreased and the employment of technical assistance of Finnish origin is no more a rule. In the three sampled forestry projects, where one expects Finnish know-how to be apparent, several key TA posts are occupied by non-Finnish nationals.

However, the example of PFP in Tanzania shows that bilateral projects may catalyse business opportunities for Finnish enterprises (see TZA-F42). In PFP, through a competitive bidding, FWITC procured a mobile sawmill, Slidetec, of Finnish manufacture. It is a circular saw that captures 50% of the round wood into sawn timber, whereas the average yield of ding-dong saws is about 20%. The manufacturer, Tommi Laine Trading Oy, based in Laitila, Finland, currently exports more than 90% of its sawmill production. The company intends to compete in the East African market and envisions that in three years half of its total sales should come from Africa.

Finally, a current trend in international development cooperation is private sector engagement and development. Finland moves in line with it, as evidenced by many stakeholders interviewed during this evaluation. The MFA has several instruments related to private sector, as explained under EQ6, and private initiatives are expected to assume an increasing share of investments needed to reach the SDGs. This tendency and its tangible off-springs are likely to increase opportunities for private companies that are motivated and capable of seizing them.

5 Conclusions

The rationale for the evaluation is to increase relevance and effectiveness of MFA's bi- and multilateral cooperation in the ARDF sector in a future context. As the MFA is seeking more effective approaches to implementing Finland's development policy priorities, the evaluation aims to identify relevant approaches, methodologies, instruments in the sector to support the implementation of current programmes and the planning of possible future cooperation in the ARD and forest sector.

The conclusions presented below are based on findings pertaining to the different evaluation questions and take developments and trends in the context of the ARDF sectors, globally and in Africa, into consideration. They point to ways forward to improve MFA's cooperation in the sector, both in strategic and operational terms, which will be further elaborated in the recommendations in chapter 6.

Conclusion on contribution by Finnish Cooperation to global ARDF objectives

Conclusion 1. Finland can best increase the relevance of its cooperation in ARDF and contribute to implementation of Agenda 2030 and other international agreements by (1) creating synergies between implementation and reporting on ARDF interventions and the international agreements; (2) by further integrating SDG targets on ARDF in MFA's Theory of Change; and (3) by developing missing indicators – on value chain and business development - for integration in SDG reporting. (This conclusion is based on Context 10, EQ1 – chapter 4.1 - and is the basis for Recommendation 1.)

Based on Finland's experience in ARDF in Africa, it is well placed to further develop cooperation on land-based activities that address both Finnish and SDG priorities, including poverty reduction, zero hunger, vocational education, gender equality, climate change mitigation and adaptation and others. Finland has specific experience and expertise to share, particularly in the SDG targets related to poverty reduction, income of small-scale food producers, sustainable forest management and equitable benefit sharing. Bilateral projects also gained valuable experience in value chain and business development – areas that are not well reflected in the SDG framework. Its comparative advantages related to food security, gender, environment (water), employment and disaster risk reduction are less clear.

The contributions by ARDF interventions to SDG targets, as reflected in the current MFA Theory of Change, spread across different outcome areas. They relate not only to (1) Food and Nutrition Security and (4) Forests and Natural Resources, but also to other outcomes, such as improved access to jobs and livelihoods, and to more SDG targets than currently indicated. These should be properly captured if Finnish contributions to Agenda 2030 are to be more explicit.

Likewise, Finland can make a more targeted contribution to partner countries achievement of objectives under international conventions and multilateral environmental agreements, such as the Paris Agreement on climate change or the Convention on Biological Diversity. Land use and forestry are key sectors for climate change mitigation as well as biodiversity conservation in the five countries included in the evaluation.

Conclusions on application of the Value Chain Approach for sustainable development

Conclusion 2. Application of a Value Chain Approach (VCA) has clear merits and has created, in some instances, promising results. Overall, however, its application in bilateral projects has not fully delivered on the expectations. On the one hand, situational contexts are not always suited to the application of a VCA, and on the other, the design of the interventions would have needed more comprehensive context and systems analysis. In several projects, the VCA has been used as the overall conceptual framework, although it is an approach applicable for market-based development in specific conditions. (This conclusion is based on findings 12, 13, 14, 16, 18, and 19, and is the basis for Recommendation 2.)

The VCA applied in the projects studied show that certain conditions need to be met for the VCA approach to succeed. A number of context-specific internal and external conditions need to be in place in order to benefit targeted beneficiaries in a sustainable manner, in particular:

- Beneficiaries need to have a basic amount of assets, such as land, labour force, and entrepreneurship. In case these are unavailable, other approaches – such as a food systems approach - may be more effective for poverty reduction objectives and contribute more to climate change adaptation objectives as well.
- A functioning private sector that includes emerging initiatives and dynamic businesses as well as support actors and service providers in all stages of the chain;
- An environment that includes enabling government policies that are enforceable and enforced, a transparent regulatory framework known and respected by the VC actors, functional infrastructure, (roads, electricity and water, market places) and professional organisations that can provide material and immaterial services.
- Support services, including financial services, transportation facilities, training and advisory services, and VC-related research.

Conclusion 3. Poverty reduction is not always best addressed with the value chain approach. Effective value chain development needs stakeholders who have at least a minimum amount of assets, such as land, labour force, and entrepreneurship. In many cases, choices need to be made between value chain focus and social development. While the role of private funding in ARDF is increasing, its development effects are being disputed. *(This conclusion is based on findings 15, 20, 21, 22, 23, and 25, and is the basis for Recommendation 2.)*

The poor do not typically reside in areas meeting favourable VC conditions and do not fulfil those requirements themselves. Poor rural households draw upon a combination of livelihoods, whereas VCA interventions tend to focus only on part of them, such as selected agricultural crops, non-farm activities, or tree growing. To strengthen households' economies in a sustainable way, the projects would need to have a holistic understanding of their systemic dynamics. At the same time, the Agenda 2030 reminds the international community that eradication of poverty and hunger are the key objectives of the framework that need to be taken into account in all actions. In this perspective, a VCA is not always the most suited approach.

Despite the undeniable funding gap that private funding may help to fulfil, the PPP approach entails question marks. Private actors behave autonomously and are not always effective implementers of public development policies. There are many necessary ARDF elements that do not directly interest private actors: small-scale infrastructure development especially in remote areas, gender equality, attention to vulnerable groups, social transformation of rural households and communities, and extension services for crops with little commercial value.

Conclusion 4. Financing in value chains has to some extent increased, especially in areas where favourable conditions exist. At the beneficiary level, the best results have been achieved with appropriate understanding of the decision-making criteria of the households in order to develop and promote improvements that are appropriate and feasible in economic, social and ecological terms. *(This conclusion is based on findings 16, 17, and 18, and is the basis for Recommendation 2.)*

Empowerment of primary agricultural and tree producers strengthens their role in value chains and fosters development objectives such as local economic development, gender equality, increased food security, and sustainability of natural resources. In this respect, the experiences of AgroBIG II in supporting cooperatives and PFP assistance to tree-growers associations are promising. Their applicability on a wider scale merits to be assessed.

Conclusions on integration of HRBA principles and cross-cutting objectives

Conclusion 5. The ARDF projects in the sample have not given systematic attention to integrating HRBA principles and cross-cutting objectives, in the design, implementation and reporting of interventions; this is likely to have reduced their poverty reduction impact. Nonetheless, most projects have contributed to HRBA and/or CCO's, especially in case national policies and strategies were supportive of these objectives. *(This conclusion is mainly based on Context 9, Context 11, on EQ3 all findings – chapter 4.3.2. - and on Finding 10 in EQ1.)*

HRBA has been applied in most of the ARDF projects but would benefit from improved rhetoric and better use of toolsets. Several of the evaluated projects have applied HRBA principles but few used the correct rhetoric - referring to right-holders' and duty bearers' roles and capacities. Nonetheless, the participatory approach of projects has helped to put the HRBA principle into practice, even when the rhetoric was lacking.

HRBA and CCOs were most successfully applied when supported by national policy frameworks, and when capacity building of stakeholders supported the implementation of the relevant policies; however, the ownership for the principles should always be embedded in the national policy framework.

Gender mainstreaming has not been systematic and clear baselines, targets and indicators are missing in most ARDF projects. The most successful projects, from a gender equality point of view, were those that had specific activities targeting women. The relevance of gender mainstreaming continues being high especially when dealing with climate action given that only Kenya's NDC contemplates gender issues. The ARDF sample projects did not properly integrate climate sustainability, even though some do or did contribute to climate change mitigation and adaptation objectives, sometimes in an implicit manner.

Guidance on the integration of HRBA and CCOs is only partly available and is hardly accessible to those charged with applying these concepts in cooperation projects. Guidance on climate change mainstreaming, in particular, is lacking. In addition, introductory measures such as training are virtually absent.

Conclusions on success factors for reduction of poverty and inequality

Conclusion 6. Overall, the ARDF interventions have made relevant contributions to poverty and inequality reduction. While poverty and inequality were not always well measured and reported, they were most successfully reduced by a combination of institutional capacity building and grassroots-level interventions. Some specific success factors for reduction of poverty and inequality could be identified. *(This conclusion is mainly based on EQ4 (all findings, chapter 4.4) and EQ7 (chapter 4.7), and partly on EQ2 (chapter 4.2) and EQ3 (chapter 4.3).)*

Success factors identified in the project sample include 1) income generating activities in rural communities; 2) focus on youth employment; 3) women's economic empowerment; 4) community-based forest management; 5) agricultural and forestry training; 6) tool kits and local training packages; 7) governance and institutional capacity building; 8) climate-smart agriculture and agroforestry.

Interventions that have reduced poverty and inequality most successfully included elements of institutional capacity building as well as grassroots-level interventions. Projects that built duty-bearers capacities to fulfil their obligations and right-holders capacities to claim their rights were the most successful. Projects with a narrower focus, targeting one stakeholder group only (e.g. rural communities) were less successful. Bringing government officials and communities together was the strength of most projects, and the combination of institutional and community capacity building resulted in stronger governance and more sustainable results.

Factors that limited the effects of ARDF projects on reduction of poverty and equality include: 1) inappropriateness of the value chain approach in certain conditions; 2) political and institutional factors beyond project control; 3) limited scale and duration of project operation; 4) inadequate application of HRBA and CCOs in project design and implementation. In addition, systems to measure effects (outcomes) were sometimes inadequate.

Conclusion on private sector investment in ARDF and in sustainable land use

Conclusion 7. Finnish ARDF programmes have gained initial experience in engaging with private sector operators in agriculture and forestry, and helped create enabling environment for investment, by building smallholders' organisational capacities or applying environmental safeguards. However, investment in ARDF has not followed, for lack of market orientation and partnerships with key actors or due to policy constraints. (This conclusion is mainly based on findings from context analysis, EQ5 (chapter 4.5) and EQ6 (chapter 4.6) and is the basis for Recommendation 5.)

Recent Finnish cooperation policies reflect the global trend towards private sector engagement and investment. While the DPP 2012-2016 put less emphasis on private sector engagement, loan-based instruments gained popularity again in the DPP 2016-2019, which coincided with significant budget cuts. However, country strategies hardly promote the use of investment instruments.

The Finnish experience gained with private sector investment in the agricultural and forestry value chains suggests that these can well be inclusive of smallholder and community needs, while generating commercial profits and environmental benefits (forest conservation, carbon sequestration) at the same time. This is supported by other examples of inclusive and sustainable investments in land use.

However, for larger-scale investment in sustainable land use to come in, more targeted efforts are required to create the partnerships that produce synergies between public sector institutions, private sector actors and communities. In addition, access to land, to finance or inputs, and social and environmental safeguards need to be ensured. Also, multilateral organisations should play a stronger role in promoting inclusive and sustainable investments in land, and in addressing the common challenges.

The various bottlenecks need to be addressed more systematically if financially viable agricultural and forestry value chains are to generate jobs and income in rural areas and alleviate poverty on a larger scale.

Conclusions on appropriateness of cooperation approaches and modalities

Conclusion 8. Bilateral cooperation projects and programmes have been a major modality in ARDF supported by Finland. Multilateral agencies have also mostly relied on project approach. The overall results have been positive, although somewhat restricted in scale. Furthermore, more conscious combination of different modalities – such as ICI projects and grant projects through competent CSOs - can produce synergy and contribute to more sustainable impacts. Projects of multilateral agencies by Finnish support should be maintained in the range of possible modalities. (This conclusion is based on EQ6 findings (chapter 4.6), and is the basis for Recommendation 6.)

Bilateral projects are the most frequently applied modality of Finnish ODA supporting ARDF. In 2009-2017, 34% of all MFA support for agriculture, fishing, rural development and forest sectors was allocated to them. In comparison to some peer DPs, Finland support to ARDF has consisted of conventional bilateral projects, with Finland as the sole funder.

Finnish CSOs receiving MFA programme support have had a consistently satisfactory record of performance, as evidenced in the evaluations carried out in 2016-2017. Their assets include extensive partner networks, long experience and professional capacity, and efficient implementation methods. The experience of a bilateral grant project through a professional and well-established local CSO, such as ADPP in Mozambique, has also been encouraging. When sufficiently focused on capacity building, ICI projects can be an appropriate channel for Finnish public organisations to engage in collaboration with respective institutions in the partner countries.

Conclusion 9. A pattern of similar challenges in operating environment, programme design and management appears for many projects. This indicates that lessons learnt from previous programmes have not adequately been considered when designing new ones, and that bilateral tendered projects may have inherent limitations. (This conclusion is based on finding 29, 30, and 31, and is the basis for Recommendation 6.)

More attention should have been given to the preparation and implementation of sustainability strategies, from the outset, even if the total duration of a project is long, with several consecutive phases. On the other hand, a project operating with a strategy appropriate in relation to its operational environment, may benefit from a relatively long duration, on the condition it is capable of periodically reviewing its strategy. This could be the case of PFP, but as a stand-alone project it has risks related to ownership and sustainability.

When evaluating projects, it is important to assess their performance as a result of various criteria. A project producing many outcomes is not necessarily using its resources optimally. One should not directly parallelize the achievements of two projects, if one of them has, say, two or three times more resources in comparison to the other. In reverse terms, if parsimony is the driving force – in terms of funds, human resources or time – the achievements cannot be expected to be spectacular.

Conclusion on M&E in support of broader frameworks

Conclusion 10. Monitoring and evaluation of ARDF interventions need strengthening at the level of outcome monitoring, with a stronger role for beneficiaries. Future monitoring systems should be country-based and aligned with SDG and NDC goals, and support partner countries' reporting requirements. In addition, evaluation results need to be better used for strategic steering. External Review and Evaluation Teams are a promising mechanism to enhance learning and effective programme steering. *(This conclusion is mainly based on EQ7 (4.7) and is the basis for Recommendation 7.)*

Most projects reviewed have logical and results frameworks that reflect a logical connection with MFAs Country Strategies in use at the time of project formulation. Some have or had well-functioning monitoring systems, and in some cases, these were well integrated into country systems, contributing to the country's ability to monitor its resources and report to international conventions.

However, most M&E systems and practice presented weaknesses of one kind or another:

- Weak definition and use of outcome-level indicators; M&E systems focus on inputs or outputs but are less suited to capturing the impact of the programme on livelihoods, jobs and income, making it difficult to monitor progress against overall objectives, including poverty and inequality. This is aggravated by low evaluability of some projects.
- Except for the MMB and PFP programmes, M&E results could have been used more effectively for strategic orientation of the projects; valuable lessons were not always taken on board to change the approach or inform follow-up interventions.
- Community-level monitoring is hardly developed, although modern technology and use of smart phones allow for community involvement in activity monitoring and linking to markets. PFP gained useful experience with regard to capture of information on land ownership and TGA woodlots.

PFP has also gained useful experience with a so-called External Review and Evaluation Team, which undertook four annual review missions and a mid-term review. This mechanism facilitated permanent learning and strategic steering and informed the formulation of a second phase.

With a view to future ARDF interventions, there is need for better alignment with partner country systems and the SDGs. Likewise, in order to improve mainstreaming of climate change, M&E can be aligned with NDCs. More generally, contributions by ARDF interventions to international environmental agreements are not explicit in results frameworks and are poorly captured.

With regard to MFA's Theory of Change, it is useful to reflect SDGs, NDC targets and other commitments more prominently, including the economic and environmental objectives the ARDF interventions contribute to, rather than linking them to exclusively to one priority area only.

Conclusions on the lesson learning from other organisations

Conclusion 11. **There is limited systematic learning on ARDF and incorporation of lessons learned in project design. However, Finland has played an active role in ARDF sector coordination and learning, in particular in the forest sector. For future Finnish support for ARDF, use can be made of evolving integrative approaches to land management and innovative climate finance mechanisms.** *(This conclusion is mainly based on context analysis (chapter 3) and on findings under EQ8 (4.8) as well as EQ1 (4.1) and EQ6 (4.6).)*

While several of the sample projects have actively researched and applied models developed by other organisations, in order to enhance their effectiveness, overall, project-internal learning and feeding of lessons into project design and implementation was found to be the exception rather than the rule. This points to a need for more systematic compilation and analysis of lessons learned in ARDF interventions

Finland has, however, played an active role in sector coordination and learning mechanisms, particularly in the forestry and agriculture sectors. It has actively pursued harmonisation of approaches and shared learning from different approaches, but this has not always resulted in harmonised approaches. Overall, the coordination and exchanges between different types of interventions in a same area have resulted in synergies and contributed to the development of regional approaches.

Meanwhile, less sector-specific and more integrative approaches, such as landscape or nexus approaches, are evolving. Landscape approaches are among the more promising and can be combined with other approaches. They aim to address the challenges of climate change, the health of the natural environment and sustainable development, and contribute to the SDGs in a holistic manner. Climate-finance related mechanisms are evolving as well and can also provide valuable lessons for future Finnish cooperation in ARDF sectors.

Conclusions on the realisation of Finnish added value in the sector

Conclusion 12. **While there is no clear definition of Finnish Added Value (FAV), nor any consensus on what FAV would represent, there is no evidence that this concept has made any significant contribution to the performance of ARDF interventions. While Finnish capacities should be used when they are available, effective and cost-efficient, the projects should continue procuring their resources on a competitive basis.** *(This conclusion is based on findings 85, 86, 87, 89, 91 and is the basis for Recommendation 10.)*

Finnish added value has had diverging interpretations, ranging from export promotion to any sort of cooperation between Finland and a partner country. In practice, between 2007 and 2011, Finnish expertise and capacity across the sectors was portrayed as a way to provide added value originating from Finland. MFA made efforts to converge Finnish added value with the needs of developing countries. In most cases, however, beneficiaries and stakeholders in the partner countries do not seem to think in terms of added value by Finland or any other donor country. Good projects are appreciated and poor ones criticized, regardless the origin of the resources. Also, the concept and practice of FAV may go against principles of aid effectiveness. It risks narrowing down the perspective on the broader context in which Finnish interventions operate.

Conclusion 13. **As a concept and, also, in practice, Finnish added value may contrast with principles of aid effectiveness. It may narrow down the perspective on the context in which Finnish interventions operate. As a relatively small donor, MFA is likely to achieve more and better results in joint operations with other development partners, instead of concentrating on a separate identity and visibility.** *(This conclusion is based on findings 88, 89, 90, and is the basis for Recommendation 10.)*

Development partners still believe in ownership, alignment, and harmonization, but often much more as principles than in substance. Many publications have pointed out the strong Finnish knowledge and capacity in forestry and the position Finland has in this regard at the global level. Sometimes the specificities of the Finnish forestry sector are not sufficiently considered, when thinking about its potential applications in the partner countries.

6 Recommendations

The recommendations listed hereafter are linked to the conclusions and context, drawing upon elements emerging from the different EQs. Unless specified otherwise, all recommendations are addressed to the MFA.

Contribution by Finnish Cooperation to global ARDF objectives

Recommendation 1. Finnish cooperation should further develop its cooperation on land-based activities, in alignment with the SDGs, NDCs and other international agreements such as the CBD, and integrate related targets in its Theories of Change. (This recommendation is based on Conclusion 1.)

Future support for ARDF needs to be conceived in an integrated vision, encompassing farming and industries connected to the land and natural resources, including food production, forestry, water, as well as environmental conservation. Particular attention should be given to SDG areas that are well aligned with Finnish cooperation in ARDF, which relate to poverty reduction, income of small-scale food producers, sustainable forest management and equitable sharing of benefits, which can be considered areas of Finnish comparative advantages.

MFA's Theories of Change should be updated in order to reflect all the relevant SDG targets – at outcome and output levels – to which ARDF interventions contribute, in the different priority areas. Finland can contribute to the identification of appropriate SDG-indicators for capturing value chain and business development – which are currently not well captured. Use can be made of existing guidance, of the DNB, for investors and companies to measure their contributions to SDGs. Similarly, the European Commission's Green Economy Sector Indicator Guidance (available online) offers a tool to develop clear and measurable results statements, in line with SDGs, along with a range of indicators to monitor progress, for example 'number of full-time (equivalent) green jobs sustained/created' or 'number of business plans for Sustainable Consumption and Production investments elaborated with project support'.

Considering that land use and forestry are key sectors for climate change mitigation and adaptation as well as conservation of biodiversity and combating desertification, and in order to further enhance the relevance of Finnish cooperation, ARDF interventions should explicitly aim to support partner country policies and commitments related to relevant international conventions and agreements, in particular the Paris Agreement and the associated NDC's, and the UN Convention on Biological Diversity. In this context, MFA should also clarify the rationale of providing sizable funding to the GCF, in terms of its objectives to support the ARDF sector in Africa, given the weak linkages between GCF interventions and Finland's current and past projects.

Targeted and proper use of a Value Chain Approach

Recommendation 2. Continue and further develop application of a value chain approach in situations where internal and external conditions are in place. (This recommendation is based on Conclusion 2, Conclusion 3 and Conclusion 4.)

MFA should address the discrepancy between its pro-poor policy focus and the use of VCA, which is, in most cases, not effective to target the poorest of the poor. The supposed trickle-down effect is not a sufficient justification for using a VCA.

During identification, it should be assessed which conceptual and strategic framework best suits the vision and objectives of the intervention. It can be the VCA, if the project really works on value chains and is aware of the limitations of the VC approach. In other cases, more integrated approaches, such as landscape approach, are called for. In situations where conditions are not in place, other approaches, such as a food systems approach, seem more appropriate and should be given preference over a VCA.

Application of the VCA will require systematic and comprehensive analyses of the livelihoods, farming systems, market and institutional context, in order to decide on the scope for value chain development and the role for small and larger producers in it, and to gauge prospects for external investment in the chains. VC analysis does not necessarily need to include an all-encompassing study from scratch, but can rely on rapid field appraisals and available experience from relevant actors. Checklists exist to cover external and internal conditions in the entire value chains.

Strengthening of organisational and entrepreneurial capacities of primary producers is a critical element that will require due attention in a perspective of medium to long-term support. Technical aspects are important but have often had an excessive weight, in past interventions.

Systematic integration of HRBA and cross-cutting objectives

Recommendation 3. **The MFA should work for its Theories of Change to better reflect HRBA as an overarching approach allowing to assess outcomes, outputs and activities from a gender, inequality and climate perspective, and identify opportunities to address these themes, in particular in relation to priority area 4, through ARDF interventions. In addition, it should enhance guidance and capacity building on these topics.** *(This recommendation is based on Conclusion 5.)*

Action Plans for all CCOs would support the integration of the objectives in programmes in the design phase, as recommended by the gender evaluation as well (Rassmann et al., 2018). Guidance can build upon existing experience, guidance and tools; Global Affairs Canada's experience in integrating environment and climate action in its Feminist International Assistance Policy, for example, can provide inspiration.

Concerning gender, practical guidance should be updated to reflect the trend towards planning specific gender-targeted activities rather than gender mainstreaming, so as to ensure that women's rights are explicitly considered in implementation.

Climate change, in particular, should be better integrated into project design and implementation, in conjunction with other cross-cutting issues, in particular gender; evidence shows that certain ARDF activities support empowerment of women and vulnerable groups more, and are more climate friendly than others.

Policy dialogue should enhance political support and legitimacy for implementing HRBA and CCOs in the ARDF sectors, and capacity of experts and project staff to apply the methodologies and tools related to HRBA and CCOs should be strengthened.

Finally, considering that loss of biodiversity is increasingly seen as an equally important global threat as climate change, and ARDF interventions can contribute significantly to addressing this threat, it is recommended considering biological diversity as a cross-cutting objective.

Clearer contributions by ARDF to poverty reduction

Recommendation 4. **In order to maximise poverty reduction effects, MFA should combine institutional capacity development and grassroots level interventions, and make their contributions to the various dimensions of poverty and inequality reduction more visible and measurable.** *(This recommendation is based on Conclusion 6, and partly on Conclusion 3 and Conclusion 5.)*

In order to effectively reduce poverty and inequality, approaches should include both the economic and the social dimensions of poverty. The MFA should give specific attention to improving governance and institutional capacities, income-generating activities and youth employment, women's economic empowerment, community-based forest management; community-level training in climate-smart agriculture and forestry.

Climate change adaptation measures should be integrated in the design of interventions as climate change has the strongest implications for the poorest and most vulnerable people. Interventions producing co-benefits (for climate change mitigation and adaptation) should be prioritised.

Scale and duration of operations should get more attention if impacts are to be substantial and sustainable. HRBA and CCOs should be properly applied to enhance effects on reduction of poverty and inequality. The value chain approach should be applied carefully, as it is not in all conditions appropriate for alleviating poverty and reducing inequality. Finally, political and institutional risks to reduction of poverty and inequalities should be properly identified and mitigated.

Standards for pro-poor monitoring and evaluation should be formulated to support reporting on results; use can be made of international good practice to measure poverty and inequality as well as Finnish experience, such as the socio-economic study conducted by NFBKPII.

Stronger role for private sector investment in market-oriented approaches

Recommendation 5. **The MFA should strive for better anchoring private sector investment in country strategies, strengthening the incipient collaboration and facilitating the synergies between Finnish-funded bilateral ARDF interventions and private sector investments, in a perspective of creating sustainable rural employment and income based on sustainable land-use.** *(This recommendation is based on Conclusion 7.)*

To implement this recommendation: the MFA should ensure that bilateral projects adopt a stronger market orientation and focus on creating an enabling environment for attracting investment in the sector. It should ensure that investors pay particular attention to (1) strengthening of farmers' organisations integrating smallholders in the value chains, so as to reach the required scale of operations, ensure effectiveness, transparency and accountability, and make best use of modern technology to generate and access market information; (2) land tenure security and access to capital and financial services for the rural land users, with specific attention to women's and youth access to land and finance; (3) enforcement of social and environmental safeguards.

With a view to ensuring that multilateral organisations can play a facilitating role, the MFA should, when financing multilateral programmes, use its influencing leverage at policy level within these organisations to promote this type of investment. It should advocate for the multilateral organisations to take a stronger lead in addressing common challenges to sustainable land-use investment and equitable benefit distribution, notably weak enforcement of environmental and social safeguards, lack of incentives in legal frameworks, insecure land tenure and/or low public awareness.

Application of more comprehensive approaches

Recommendation 6. **Continue the use of the bi-lateral funding modality in the ARDF sector, while strengthening the diversity of modalities within the ARDF portfolio. This can be obtained by innovative identification and preparation of interventions, in flexible institutional frameworks that are strategically reviewed on a regular basis.** *(This recommendation is based on Conclusion 8 and Conclusion 9.)*

Bilateral projects and programmes allow for meaningful Finnish engagement at policy and institutional level, but should apply strategies to ensure ownership and sustainability. Impact and sustainability should also be further enhanced by creating complementarity and synergies with other modalities, such as ICI projects supporting capacity building, applied research, and bilateral grant projects with CSOs.

MFA should consider flexible joint projects, producing results relatively quickly, which show credible pathways from research results to investments. They could work at national level and focus on strengthening of capacities. ICI projects with the renewed guidelines could provide an appropriate instrument for this.

When using multilateral aid modality and working with multilateral organisations in general, MFA should use more ear-marked funding and multi-bilateral cooperation to ensure follow-up and include such interventions in the Country Strategies.

Adapt monitoring and evaluation frameworks to global agendas

Recommendation 7. In order to make Finnish contributions to Agenda 2030 and global climate action more explicit, MFA should ensure that results frameworks refer to a comprehensive set of SDG and NDC goals, targets and indicators, and support partner countries in reporting on their (international) obligations and commitments. At the same time, strategic steering evaluation should be enhanced, based on more participatory monitoring. *(This recommendation is based on Conclusion 10 and Conclusion 1.)*

For monitoring of progress on SDG and climate goals and targets, use can be made of frameworks and guidance of other donors and partners, including EU and corporate initiatives (such as GRI). All relevant indicators related to water-food-energy or similar nexuses should be included in results frameworks, as well as indicators for private sector engagement, using guidance provided by the Dutch National Bank or similar guidance. When linking results frameworks to MFA's policy priority areas, the multidimensional benefits of ARDF interventions should be captured..

Monitoring and reporting should improve on capturing quantitative and qualitative outcome-level results (related to food security, livelihoods, jobs and income, inter alia). In order to enhance national ownership, they should be integrated into national systems, using national expertise and resources. Interventions should be conceived in a way to ensure that farmers participate more actively in monitoring, making use of modern technology and data sets.

Strategic steering during implementation should be improved, with due consideration to the evaluability of ARDF interventions, including methods and costs of external evaluations. Lessons can be drawn from the 'external review and evaluation team' or ERET approach used in PFP.

Evaluation processes and reporting on results should be better integrated in the management systems of the MFA, including timelines and people responsible for the recommended actions.

Strengthening lesson learning and adopting more holistic approaches

Recommendation 8. The MFA should work towards establishing a lessons learnt repository for ARDF by stock-taking. This could include compiling and analysing the sections on "Lessons learnt, conclusions and recommendations" from the Annual Reports produced by the projects and further meta-analysis of ARDF evaluation reports, as well as ARDF-related thematic lessons from other organisations. In addition, mechanisms should be developed to ensure that lessons learnt are systematically included in project design and thoroughly considered during implementation. *(This recommendation is based on Conclusion 11.)*

This recommendation would be in line with recommendations given by the recent MFA evaluation "How do we Learn, Manage and Make Decisions in Finland's Development Policy and Cooperation - Management of results information and knowledge at the MFA", especially Recommendation 3, "Incentivise and invest in the documentation of selected results information and knowledge that can effectively inform learning and decision-making in development policy and cooperation at the MFA."

It would include assigning relevant units (including sector advisers and other specialists) with compiling and making "lessons learnt" information available (including do's and don'ts) and assessing whether it is systematically used whenever new ARDF support is launched, and throughout its implementation.

In implementing this recommendation, attention should not only be given to positive lessons learned, but also to negative ones. Taking stock not only of Finnish experience, but as well of experience and lessons that could be learned from e.g. different UN organisations working on VC development. Lessons should also include experience on replication or scaling-up.

Recommendation 9. MFA should use and contribute to further development of integrative approaches, which recognise the multiple and complex connections and trade-offs between forestry,

climate, food, water and energy objectives, in a perspective of supporting implementation of the Agenda 2030. *(This recommendation is based on Conclusion 12 and Conclusion 13.)*

Integrative or holistic approaches, such as the landscape or nexus approach, which aim at tackling food insecurity, competition for land and water, and climate change at the same time, with due recognition of the interconnections between these themes, seem appropriate for achieving MFA's policy objectives for the ARDF sectors. MFA should consider application of these approaches when their multiple benefits are explicit and quantified – not as an end itself.

MFA can contribute to further development of the related conceptual frameworks, in particular with regard to results monitoring and capturing the various benefits from these approaches. For each of the 'sectors' concerned by nexus or landscape interventions, one or more indicators from the SDG framework would need to be included, so as to facilitate reporting against these goals. Forest sector support, for example, should capture the economic, social and environmental dimensions, including jobs and livelihoods, benefits for ecosystem services, biodiversity, water and/or climate change.

Nexus approaches are also embraced by the European Commission. A recent position paper on water, energy, food and ecosystems (WEFE) nexus and SDGs (JRC technical reports, 2019) identifies linkages between the New European Consensus on Development, the WEFE nexus approach and SDGs, and recommends how the EU can implement the WEFE nexus approach.

Recommendation on the use of Finnish experience and comparative advantages

Recommendation 10. Enhance Finnish added value through activities designed specifically for that purpose, including existing private sector instruments. The concept of Finnish added value' should not be applied as a criterion in identifying, designing and implementing ARDF interventions. *(This recommendation is based on Conclusion 12 and Conclusion 13.)*

There should be an active search for synergies with Finnish interventions of other modalities, relevant national stakeholders, as well as with those of all development partners. Participation in joint operations must not exclude the possibility of MFA earmarking its resources to purposes it deems important.

There should be a clear line between the objectives of projects and the promotion of Finnish business opportunities. The focus should be on developing enabling environments where beneficiaries and stakeholders can make their own choices. Added value to beneficiaries should have priority over the country of origin of the resources.

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The Evaluation Team

The team comprised five core team members. *Egger Topper* was the Team Leader, responsible for the evaluation process and reports, and leading the mission to Kenya. He was supported by *Klaus Talvela* as deputy Team Leader, who led the Tanzania mission and analysis of the Zambian projects, and joined in the mission to Mozambique.

Christine Verheijden and *Petra Mikkolainen* were the other senior experts on the team; Christine led the missions to Ethiopia and Mozambique. The team was complemented by *Saara Frestadius* as emerging evaluator, who implemented the survey and joined on the Kenya mission.

The team received logistical support and quality control services from the Particip GmbH home office. For the country missions, the team was supported by four national evaluators based in the project countries, both for mission preparations and logistical support and for an enhanced understanding of the country-specific situations.

Annex 1: Terms of References

Date 31/08/2018 (revised 11/09/2018)

Terms of Reference (ToR)

Evaluation of the Agriculture, Rural Development and Forest Sector programmes in Africa

1. Introduction

These Terms of Reference (ToR) define the purpose, scope and main evaluation questions for the evaluation of programmes in the Agriculture, Rural Development and Forest (ARDF) sectors in Africa, for the Ministry for Foreign Affairs of Finland (MFA). The evaluation will tentatively be based on a selection of eight projects, implemented in Kenya, Tanzania, Zambia, Mozambique and Ethiopia between 2009 and 2018, covering a mix of Finnish bilateral programmes representing different geographical areas, ecosystems, approaches and methodologies.

The ToR also define the expected outputs and deliverables, the required expertise, as well as the planning and management of the various stages of the evaluation.

2. Context

2.1. Global context

In the ten years covered by the review, the agriculture, rural development and forest sectors in developing countries have undergone profound changes, which call for a new paradigm for renewed engagement with development partners. Over three billion people live in rural areas in developing countries and their number is expected to continue rising at least for the next 15 years (OECD, 2016). Despite some successes, poverty continues to be widespread, especially in rural areas, with more than 60% of rural population in developing countries surviving on less than USD 2 per day and there are still 815 million people suffering from hunger. Effective rural development strategies are needed to deal with food insecurity among growing rural populations.

Besides demographic pressure, a more competitive global context limits some of the livelihood opportunities that used to exist. Environmental degradation and climate change result in higher vulnerability to droughts and water stress, and contribute to rural-to-urban migration with limited productive jobs especially for youth. On the other hand, new linkages to international trade and access to global supply-chains, new technologies such as ICT-enabled services, and better access to information for rural population also create new opportunities, including for rural areas, in education and health services, in industry and tourism, and in other sectors.

Key lessons learned from an OECD analysis of country studies (ibid) suggest that agriculture is still a growth engine in many developing countries, but there is more to rural areas than agriculture. Inclusive infrastructure is critical for rural economic growth, and policies that build on rural-urban linkages can drive development. Governance has been found to be a key factor in the success or failure of rural development, and rural development and environmental sustainability go hand in hand. Furthermore, gender equality is fundamental for rural development and inclusive policy approaches are necessary to reduce rural poverty.

The different developments and trends call for a reorientation of basic principles of cooperation in the ARDF sector, with increased attention to linkages with urban areas and the (inter-)national context, to a multi-sectoral approach, including the food-water-energy-forest nexus, is tailored to the specific contexts and opportunities of rural areas; and involvement of an increasing number of actors and stakeholders in the public and private sectors. In the agriculture sector, attention is gradually shifting from a value chain approach to a food system approach. This evaluation will put the Finnish cooperation experience in a perspective of a changing paradigm for rural development.

2.1. Policy context in Finland

There has been growing convergence – over the past ten years - of objectives and approaches of the various actors in development cooperation, as illustrated by the support for the UN’s Millennium Development Goals and the subsequent 2030 Agenda for Sustainable Development. The latter also engage the developed countries in the pursuit of global goals and targets, illustrating a growing awareness of the interlinkages between actions in the developed and the developing world.

Finland’s development policy and cooperation are guided by the 2030 Agenda for Sustainable Development, and Finland is committed to support developing countries in their efforts to implement the 2030 Agenda. The core goal of Finland’s development policy remains the eradication of extreme poverty and reduced poverty and inequality, while a human rights-based approach and Results Based Management remain basic guiding principles. Gender equality, reduction of inequalities and climate sustainability are cross-cutting objectives in Finland’s development policy and are therefore advanced by all interventions.

Finland ratified the 2015 Paris Agreement, a major milestone in the evolution of International Climate Policy and supports climate measures of developing countries as part of development cooperation. Besides bilateral development cooperation and NGO projects, Finland supports funds established under UNFCCC including the Global Environmental Facility (GEF), the Green Climate Fund (GCF), the Finland-IFC Climate Change Programme as well as investments in emission reductions through the Clean Development Mechanism (CDM). The Finnish Government Report to Parliament (2016) defined the following priority areas for development cooperation:

1. enhancing the rights and status of women and girls;
2. improving the economies of developing countries to ensure more jobs, livelihood opportunities and well-being;
3. democratic and better functioning societies;
4. increased food security and better access to water and energy; and the sustainability of natural resources.

In the past 10 years, Finland has financed a substantial number of bilateral agriculture and rural development (ARD) and forestry (F) programmes, over 50 ARD and forest sector-related studies, as well as many projects implemented by Finnish NGOs. Development policy guidelines on agriculture and food security (2010) focused on improving the availability and quality of food, and stated that the challenges of agriculture and food security should be approached in a holistic manner, focusing on areas of convergence between Finnish added value and the needs of developing countries.

The main objectives of the ARDF interventions were to improve the conditions for production and livelihood opportunities of smallholder farmers, and to promote good, effective, responsible and transparent governance in all development cooperation funding allocated to the agricultural sector. It was stipulated that Finland would promote agriculture and food security through complementary instruments in cooperation with the recipient government and other donors, and the selection of cooperation instruments would be based on their appropriateness to the achievement of the set objectives.

With regard to forestry, the Finnish development policy guidelines for the forest sector (2008) stipulated that 'the objective is to strengthen the conditions for sustainable forest management and thus achieve fair economic growth, reduce poverty and prevent environmental hazards'. The revised guidelines from 2013 highlighted that '... the goal is to achieve complementary co-operation between different sectors and actors. Finland’s starting point is to accomplish countries’ own development goals by promoting the opportunities offered by the partner country’s forest sector'. The themes of forest co-operation, as defined in 2013, are still considered valid, as they do not contradict with the current development policy statement. They include “Rights to forest use, to decision-making and just benefit sharing; forest sector value chains, sustainable production and use; support to national forest sector programs and good governance; and forests in the combat against climate change (which covers also forest inventories and forest information systems).

This evaluation will assess the selected bilateral ARD and Forestry programmes against their policy context at the time of formulation and implementation. At the same time, the results will be put in the perspective of an evolving context – as described in paragraph 2.1 – so as to assess to what would be the relevant priorities and approaches in today's and a future context. In this sense, the evaluation will be strongly forward looking.

3. Rationale, purpose and objectives of the evaluation

The main **rationale** of this evaluation is to provide MFA with objective information about the relevance and effectiveness of its cooperation in the ARDF sector in future context. The MFA is seeking more effective approaches for implementing Finland's development policy priorities. The evaluation should therefore be forward looking and contribute to improving the effectiveness and relevance of Finland's support through different aid modalities, including the multilateral and bi-lateral cooperation between Finland and its partner countries.

It should not summarize the mid-term evaluations, programme completion reports or previous thematic evaluations (such as the 2010 Forest Sector Evaluation), nor be conducted as a final evaluation of the projects and programmes or evaluate the performance of the partner organisations or other collaborators. Instead, the **purpose** is to learn from the past and look forward how to improve the programme design, effectiveness, relevance and sustainability, and align with the 2030 Agenda for Sustainable Development. This special focus will need to be reflected in the evaluation questions, in the approach adopted and in the choice of the evaluation team.

The **objective of the evaluation** is *to identify relevant and effective approaches, methodologies, instruments in the ARDF sectors' interventions to support the implementation of current programmes and the planning of possible future cooperation in the ARD and forest sector.*

For all bilateral programmes, Mid-Term Reviews/Evaluations have been conducted and Programme Completion Reports written, including context analysis, lessons learnt and 'ways forward' chapters. However, only a few final evaluations have been conducted, which leaves the final outcomes of the programmes unverified. The evaluation should also assess reasons why the conclusions of the MTR/MTEs have been generally very critical and how the **lessons learnt and recommendations** of the evaluations have been taken into account in annual planning, formulation of new programmes and country strategies.

In many of the ARDF sectors' programmes, a **value chain-approach** was adopted. The evaluation will assess whether this is a meaningful approach for reaching and benefiting a diverse group of beneficiaries. Pertinent questions include the following: How has a value chain approach been operationalized in the projects? How to ensure that a value chain approach benefits women, vulnerable groups, subsistence farmers and medium size farmers in a sustainable way? Have the projects been able to include different actors along the value chains? Has value addition taken place in the products and services (production) targeted? Has the value addition brought economic benefits and who has benefited from it? Have the interventions been sufficiently linked to the markets? What has been role of the public sector in value chain development and how it should be included in projects? Have the lessons learnt on value chain approach of relevant development organizations been taken into account in project planning and implementation? Have the projects been learning organizations adapting to new situations?

The **cross-cutting objectives** (as relevant at the time of the programme design) such as gender, environment sustainability, human rights and climate change, should have been integrated in all programmes. The evaluation shall assess, if they indeed have been integrated in programme documents and practical implementation? How did ARDF sectors actions support the achievement of the cross-cutting objectives in practice? And, how to integrate and implement cross-cutting objectives in such way that they support achievement of the overall objectives of the programmes?

Furthermore, the evaluation will:

- Assess and analyse how the programme implementation approaches the methodologies, scopes and strategies adopted have led to the expected results and supported the achievement of overall objectives. Have they supported the objectives of the Finnish Development Policy and its priority

areas, sector and cross-cutting policies? Did they contribute to the achievement of the SDGs (even though the programmes were mostly planned and implemented before adoption of the Agenda 2030);

- Provide guidance for future programme design, with special attention to results-based management, linkages to the Country Strategies, Finland's Development Policy Priorities and the Agenda 2030.
- Regarding programme design and formulation, approaches and methodologies, scopes and implementation, the evaluation shall analyse the main challenges and reasons for which results, in some cases, have remained modest or unsatisfactory. What have been the major challenges e.g. in operating environment, programme design and management regarding the relevance, effectiveness and sustainability?
- Further, from a Results-Based Management's point of view, the Monitoring and Evaluation systems and processes will be assessed. Have the M&E systems delivered useful data for measuring the results and impact and were they useful for further planning? What has been learnt? Should the M&E and reporting systems be further developed (e.g. could self-assessment methodologies have been better used for continuous and more rigorous monitoring?); could programme completion reports be more analytical?
- Assess the value for money. Have the adopted approaches and methodologies been cost effective, meaning have the funds available and given budgets been in balance with set overall objectives of the programmes.
- Assess coordination, complementarity and synergies with other relevant organizations working in the sector in the programme areas.
- Research innovative approaches and best practices of multilateral and other relevant institutions working in the sector and consider their suitability to the Finnish cooperation.

4. Scope of the evaluation

The evaluation will be based on a selection of eight Finnish bilateral programmes in agriculture, rural development and forest sectors in Africa. They represent different approaches, methodologies, ecosystems and geographical areas in Kenya, Tanzania, Zambia, Mozambique and Ethiopia. However, all selected programmes focused on improving livelihoods and reducing poverty through agriculture or forest sector development, providing institutional support and capacity building, and contributing to socio-economic development.

Based on suggestions of the Department for Africa and the Middle East, the evaluation will cover the following eight projects:

Kenya:

- *Programme Support to Forest Sector Reforms in Kenya Miti Mingi Maisha Bora (MMMB)*

Tanzania:

- *Lindi and Mtwara Agribusiness Support (Limas)*
- *National Forest and Beekeeping Programme, Phase II*
- *Private Forestry Programme, value chain approach (ongoing) (Potentially desk study only as there is adequate recent evaluation material available)*

Zambia:

- *Program for Luapula Agriculture and Rural Development (PLARD II)*²
- *Zambia National Farmers Union (ZNFU)*²

Mozambique:

- *Agriculture and Rural Development including land management Prodeza II*

Ethiopia:

- *Programme for Agro-Business Induced Growth in the Amhara National Regional State As (AgroBig II, ongoing)*

The eight projects represent a total spending of 91.75 MEUR and cover a 10 years' time span, from 2009 to 2018. They vary in financial size between 2.9 MEUR and 22.7 MEUR, with an average envelope of 11.5 MEUR.

A more detailed description of these eight projects is given in Annex 2

5. Issues to be addressed and evaluation questions

Indicatively, the main evaluation questions that need to be answered - and issues that need to be addressed - are the following:

1. *How can Finnish co-operation efforts best contribute to the achievement of the SDGs – as well as other relevant international agreements – through ARDF sectors making optimal use of its comparative advantages?*

The 2030 Agenda reflects the interconnectedness of key global issues, e.g. the water, energy and food security (WEF) nexus, and the need for integrated approaches. While the *Sustainable Development Goals (SDGs)* recognise that economic growth and environmental protection are not opposed and that environmental degradation undermines long-term economic growth and human development, development practitioners often face the challenge question of trade-offs between the goals. ARD and forestry programmes in particular show high potential to contribute to climate change adaptation and mitigation efforts in partner countries and should be complementary components of a response strategy – for which integrated cross-sectoral approaches are needed. In recent years, for example, countries are investing more in developing agriculture than in protecting forests, and agriculture accounts for 80 % of deforestation worldwide. This poses a number of challenges, including for the Finnish cooperation, which has traditionally given high importance to the forest sector, and calls for exploring ways in which agriculture and rural development interventions can be inclusive, resilient and low-carbon at the same time, while promoting transparent management of natural resources. How to accommodate the long-term horizon to achieve sustainable results?

2. *Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture- while benefiting final beneficiaries in a sustainable way?*

Most of the programmes under evaluation have adopted a value chain-approach. The evaluation should assess to what extent such approach is appropriate and allows for reaching and benefiting a diverse group of beneficiaries. The regional forestry programme evaluation (MFA, 2017) found that a forestry value chain approach is well suited to both poverty reduction and environmental objectives, when based on proper analysis of institutional and technical bottlenecks. It also found that partnerships with the private sector to develop forest-based value chains are a key success factor to making tree plantation and forest management attractive for small producers. The evaluation should assess appropriateness of and experience (pros and cons) from the value chain approach in the agriculture sector development. The evaluation should also explore the underlying reasons for the under-financing of small- scale agricultural and forest business, and identify lessons for increasing finance and investment in sustainable forestry and agriculture. Have the interventions been sufficiently linked to the markets? What has been the role of the public sector in value

chain development? And are there any examples of successful or promising ‘model’ approaches or innovations?

3. *How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the projects?*

In 2012, Finland’s development co-operation policy put stronger emphasis on a human rights-based approach to development, while the overarching goal remained the ‘*eradication of extreme poverty and securing a life of human dignity for all people*’ in accordance with the Millennium Development Goals. The cross-cutting ‘themes’ were upgraded to ‘objectives’ including *gender equality, reduction of inequality, and climate sustainability*, to be mainstreamed in the design of the programmes. The aforementioned regional forestry programme evaluation (2017) found, however, that gender equality was not well integrated in the project design and that gender action was to a large extent determined by the value chains selected rather than by gender strategies adopted. The cross-cutting objectives will be evaluated in the light of an integrated approach - in line with the SDG’s – and the evaluation is expected to provide concrete suggestions on how ARDF interventions can best support cross-cutting objectives.

4. *What are key success factors for achievement of ‘reduced poverty and inequality’, in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?*

Eradicating extreme poverty and reducing poverty and inequality, in particular ensuring benefits for women, vulnerable groups, subsistence and medium size farmers remains the core goal of Finland’s development policy. The evaluation will explore whether programmes produce the expected results and achieve the overall programme objectives. The evaluation will identify the main challenges and reasons - both within the programmes and in their operating environment - why results, in some cases, have remained modest or unsatisfactory and suggest ways forward.

5. *How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to investors at the same time?*

There is an increasing consensus that the private sector and the financial system have to be part of the solution towards greener and more sustainable economies, and that a reorientation of private capital towards more sustainable investments is key. This evaluation can provide some answers to the question how investing in sustainable land use and land management can be made attractive to investors while at the same time being inclusive of smallholder and community needs. The Private Forestry Programme in Tanzania, for example, is experimenting some models to channel such investment. The evaluation will analyse the role of the public and private sector in financing sustainable forestry and farming – including value chain development. It will analyse if the interventions have been sufficiently linked to the markets, and how market systems can be strengthened to encourage private sector growth and deliver long-term job creation. Opportunities to create synergies between the ARDF projects and the private-sector support instruments of Finland’s development co-operation should also be explored.

6. *Which implementation approaches are most appropriate - in terms of scale, modality/instrument, channel and/or implementing organisations in future?*

Successful implementation of programmes requires clear policies and strategies to which project objectives can be linked, and theories of change that link programme results to these policies. Depending on the articulation of such policies and the opportunities they provide, and on the presence of competent implementing organisations, implementation modalities have been decided. The evaluation shall assess the effectiveness of modalities and strategies used. These include choices between regional- and country-level support, the programme approach and sector budget support, and the choice between bilateral and multilateral channels (e.g. supporting CGIAR research organizations, international forest policy processes, such as UNFF or EU FLEGT). In this context, the role of non-state actors will also be explicitly taken into account; Finland has been giving special attention to support for projects implemented by (Finnish) NGOs, as well as to research activities by (Finnish) state institutions, universities and international research centres.

The question is how best these organisations can continue to play a meaningful role, in the changing landscape of increasing external investment and private sector support.

7. *What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?*

It is important to assess the Monitoring and Evaluation processes: do they produce the information necessary for effective steering and measuring results and lessons learnt? In this context, it is suggested to look not only at 'internal' monitoring systems, but at the wider challenge - for policy makers and private sector stakeholders - to work closely together to increase impact. Often, several initiatives co-exist, at different levels of scale and each with their own theories of change, but opportunities for synergy and alignment are missed. For example, it could be worthwhile to explicitly explore opportunities to align monitoring and evaluation systems in the ARDF sector as regards climate change mainstreaming with reporting requirements of partner countries on Nationally Determined Contributions (NDCs) which will likely be fully implemented from 2020 onwards. Lessons learned in the field often become available only after the programme has ended. The evaluation should explore to what extent policy makers and donors can dispose of information pertaining to the sector, to increase efficiencies and avoid duplication of efforts. At the same time, the evaluation should explore ways to develop and implement strategies that enable farmers to participate in monitoring systems aimed to upgrade local food production, to engage in profitable agricultural and forestry value chains and to sustain access to competitive markets.

8. *How have the lessons learnt from other donors and development organizations been taken into account or implemented at project level and what kind of approaches do the organizations have for future challenges in the sector?*

It is important to assess programmes' coordination, complementarity and synergies with other relevant organizations working in the sector in the programme areas. In addition, regarding the changing global context, learning from other organizations' future scenarios and strategy options to tackle the sector's challenges, the evaluation should research innovative approaches and best practices of multilateral and other relevant institutions working in the sector and consider their suitability to the Finnish cooperation.

9. *How can 'Finnish added value' in the AFRD sector be realised (e.g. through access to Finnish markets and expertise or to Finland's experience in creating a favourable business environment)?*

The support for development cooperation, as well as the relevance and effectiveness of cooperation projects depend - among other factors - on linkages with the donor economy and the degree of convergence between partner country needs and Finnish added-value. Value chain projects, especially in the forestry sector, have a great potential for Finnish added-value, e.g. by facilitating access to Finnish investors, markets, technology or expertise. In addition, Finland's own experience with regard to creating a favourable business environment is something that international cooperation work could capitalise upon; after all, Finland is a big contributor to global innovation and it ranks among the most competitive and attractive EU countries for Foreign direct investment (FDI), i.e. an investment made by a firm or individual in one country into business interests located in another country. These assets have, thus far, hardly been applied to the domain of international cooperation, whereas both Finnish and developing country enterprises could benefit from the establishment of an 'enabling business environment'. The evaluation should point to potential areas and to mechanisms for enhancing Finnish added value taking into account that small and medium sized enterprises are often reluctant to or not interested in engaging with developing countries.

6. General approach and methodology

The aforementioned evaluation questions are indicative, and will be critically reviewed and adjusted during the inception phase. However, they will be limited to a maximum of 10 questions, in order to keep the conclusions and recommendations manageable. For each of the questions, a number of sub-questions should be formulated, defining the scope of the questions and creating a common reference framework, as well as the judgment criteria to be applied. This should lead to the formulation of an evaluation matrix, as a key tool to be presented in the Inception Report.

The evaluation matrix - possibly combined with a simple grading system to score project performance related to evaluation questions – should to be used by all experts for data collection so as to ensure a harmonised approach to answering the evaluation questions. Raw data from interviews and field visits will be fed into the matrices, based on which country Mission Reports will be prepared. At the end of the field phase, the team will meet in order to share findings of each of the projects and arrive at overall conclusions. This will be the starting point for elaboration of the final report and answering of the evaluation questions at the global level.

In order to answer the evaluation questions, the team should use a combination of qualitative and quantitative tools and methods. A desk review of available documentation should help define the specific evaluation questions and the focus of interviews and field visits, and allow deciding on the list of relevant stakeholders and resource persons. The field phase will make use of semi-structured stakeholder interviews, field observations and focus groups discussions. Furthermore, perspectives of relevant stakeholders from multilateral organisations will be included via stakeholder workshops during each country visit (ideally as kick-off workshop at the start of the field phase), and through the implementation of an e-survey.

Considering the aforementioned focus, the evaluation will target representatives of the implementing agencies, of the public sector (governmental and inter-governmental institutes) and community organisations (smallholder associations and supporting civil society and non-governmental organizations) at programme areas. In addition, future scenarios, approaches and best practices from relevant organizations in e finance sector (international and development banks, pension funds, etc.) and corporate entities (including multinationals involved in commodity production, processing or trade) should be researched. Given the forward-looking character of the evaluation, particular attention will be given to sharing innovative thinking and joint learning, and to bridge-building between actors beyond the usual sectoral boundaries. This implies meeting resource persons outside the direct stakeholders of the Finnish projects as well, including representatives of other donors and thought-leaders in academic institutions.

During the Inception phase, the criteria for country field missions, data sources and resource persons, data collection procedures and instruments, methods used data and analysis should be defined. Considering that for a number of projects, there is a lot of recent evaluation material available, a desk study could possibly suffice.

7. Management of the evaluation

The Department for Africa and Middle East will be responsible for the overall management of the evaluation process. They will work closely with other units/departments of the MFA and other stakeholders in Finland and abroad.

A reference group for the evaluation will be established and chaired by the Department for Africa and Middle East. The reference group is constituted to facilitate the participation of relevant stakeholders in the design and scope of the evaluation, raising awareness of the different information needs, quality assurance throughout the process and in disseminating the evaluation results. The mandate of the reference group is to provide quality assurance, advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables of the consultant.

The tasks of the reference group are to:

- act as source of knowledge for the evaluation;
- act as an informant of the evaluation process;
- participate in the planning of the evaluation (providing inputs to the ToR, identifying key external stakeholders to be consulted during the process etc.);
- assist in identifying external stakeholders to be consulted during the process;
- participate in the relevant meetings (e.g. start-up meeting, meeting to discuss the evaluation plan, debriefing and validation meetings after the field visits);

- comment on the deliverables of the consultant (i.e. inception report, draft final report) to ensure that the evaluation is based on factual knowledge about the subject of the evaluation and
- play a key role in disseminating the findings of the evaluation and support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

The members of the reference group will include:

- Sanna-Liisa Taivalmaa, Vesa Kaarakka, Anu Saxén, Jussi Karakoski, Pekka Seppälä

Other members may be added during the evaluation if needed.

8. Evaluation process, timelines and deliverables

The evaluation will tentatively start in August 2018 and end in June 2019. The evaluation consists of the following phases and will produce the respective deliverables. During the process particular attention should be paid to strong inter-team coordination and information sharing within the team. Communication between the MFA and the Team Leader and Evaluation Management Service (EMS) Coordinator is crucial. A new phase can only be initiated only when the deliverables of the previous phase have been approved. The revised reports have to be accompanied by a table of received comments and responses to them.

The evaluation is divided into five phases. A summary of the deliverables defining each phase is listed here, with more details below:

- Phase A: Planning phase (08/2018): Finalisation of the ToR and discussion with the MFA (SO1)
- Phase B: Start-up phase (09/2018): Start up meeting in Helsinki and contracting of the experts
- Phase C: Inception phase (10-11/2018): Submission of draft and final Inception Reports by 07/12/2018
- Phase D: Implementation phase (12/2018 – 02/2019): Implementation of field visits and interviews
- Phase E: Reporting/Dissemination Phase (03-05/2019): submittal of draft Final Report by 26/04/2019 and revised Final Report by 17/05 2019; Presentation of main findings on [tbd].

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

A. Planning Phase

The MFA will finalize the ToR of the evaluation in consultation with the evaluation team leader, who will be made available already in planning phase. Service Order 1 describes the required services of the EMS for the planning phase in detail. During the planning phase, the following meetings will be organized, either face-to-face or through video conference:

- A planning meeting with the EMS coordinator on required services, especially the qualifications and skills of the team leader.
- A planning meeting with the team leader on evaluation approach and methodological requirements (with TL and EMS coordinator)
- A meeting for finalizing the ToR and identifying the skills and qualifications of the rest of the team (with TL and EMS Coordinator, liaison with the reference group)

Deliverable: draft ToRs

B. Start-up Phase

Service Order 2 will describe the required EMS services in detail.

The following meetings will be organized during the start-up phase:

1. The administrative meeting will be held with the EMS consultant in Helsinki. The purpose of the meeting is to go through the evaluation process, related practicalities and to build common understanding on the ToR and administrative arrangements. Agreed minutes will be prepared by the consultant.

Participants in the administrative meeting in Helsinki: MFA and the Team Leader and the EMS coordinator of the Consultant in person. Other Team Members can participate in person or via electronic means.

2. The start-up meeting with the reference group will be held right before the administrative meeting and its purpose is to establish a community to enable dialogue and learning together as well as to get to know the evaluation team and the reference group. The purpose is also to provide the evaluation team with a general picture of the subject of the evaluation. The Team Leader/evaluation team will present its understanding of the evaluation, the initial approach of the evaluation and the evaluation questions.

Participants in the start-up meeting: The Department for Africa and Middle East (responsible for inviting and chairing the session), reference group, Team Leader and EMS coordinator of the Consultant in person.

Deliverables: Presentation of the approach and methodology by the Team Leader, Agreed minutes of the two meetings by the consultant.

C. Inception phase

The inception phase includes in-depth desk analysis and preparation of detailed evaluation plan (see the current evaluation manual p. 56 and 96; New manual in 2018.). The desk study includes a comprehensive context and document analysis based on existing evaluations, studies and other material as well as project documentation of the field case countries/regions and relevant influencing plans for multilateral organizations. It will also include mapping of programmes and their different sources of funding.

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

- context analysis
- initial findings and conclusions of the desk study, including hypotheses
- constructed theory of change
- finalization of the methodology and summarized in an evaluation matrix including evaluation questions, indicators, methods for data collection and analysis
- final work plan and division of work between team members
- tentative table of contents of final report
- data gaps
- detailed implementation plan for field visits with clear division of work (participation, interview questions/guides/notes, preliminary list of stakeholders and organizations to be contacted)
- budget.

The inception report will be presented, discussed and the needed changes agreed in the inception meeting. The inception report must be submitted to the MFA two weeks prior to the inception meeting.

Plans for the field work, a preliminary list of people and organizations to be contacted, participatory methods, interviews, workshops, group interviews, questions, quantitative data to be collected etc. must be approved by the MFA at least two weeks before going to the field.

Participants to the inception meeting: MFA, reference group and the Team Leader (responsible for chairing the session), and the EMS Coordinator in person. Other team members may participate in person or via electronic means.

Venue: MFA, Kirkkokatu 12, Helsinki.

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

D. Implementation phase

The implementation phase will take place between December 2018 and February 2019 (including). It includes field visits to a representative sample of projects and debriefing/validation workshops. During the field work, particular attention should be paid to the human rights-based approach, and to ensuring that women, girls, children and easily marginalised groups will also participate (see UNEG guidelines). Attention has to be paid also to the adequate length of the field visits to enable the real participation as well as sufficient collection of information, including from sources outside the immediate stakeholders (e.g. statistics and comparison material). The team is encouraged to use statistical evidence whenever possible.

The field work in one country should last at least 1-2 weeks but can be done in parallel. An adequate amount of time should also be allocated for the interviews conducted with the stakeholders in Finland as well. The purpose of the field visits is to triangulate and validate the results and assessments of the document analysis.

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

The consultant will organise a debriefing/validation workshop at the end of the field mission in each country. A debriefing/validation meeting of the initial findings (not yet conclusions or recommendations) will further be arranged in Helsinki with the MFA. Alternatively, this meeting could be a workshop on initial findings, conclusions and recommendations when the draft evaluation report is available. The purpose of the seminar is to share initial findings and also validate them.

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

The evaluation team is responsible for identifying relevant stakeholders to be interviewed and organizing the interviews. The MFA and embassies will not organize these interviews or meetings on behalf of the evaluation team but will assist in identification of people and organizations to be included in the evaluation.

Deliverables/meetings: At least one debriefing/validation workshop supported by PowerPoint presentations on the preliminary results in each of the countries visited on initial findings and, in addition, debriefing meeting on initial findings or validation workshop on findings, conclusions and recommendations in Helsinki.

Participants in the country workshops: The team members of the Consultant participating in the country visit (responsible for inviting and chairing the session) and the relevant stakeholders/beneficiaries, including from the Embassy of Finland and relevant representatives of the national government.

Participants in the MFA workshop: MFA, reference group, other relevant staff/stakeholders, the Team Leader (responsible for chairing the session), team members and the EMS Coordinator

E. Reporting and dissemination phase

The reporting and dissemination phase will produce the Final report. Dissemination of the results is organized during this phase.

The report should be kept clear, concise and consistent. The Team Leader shall suggest the content and structure of the final report in line with the writing instructions and standard template provided by MFA and it should contain inter alia the evaluation findings, conclusions and recommendations. The logic between those should be clear and based on evidence. The reporting template will be agreed during the Inception Phase.

The final draft report will be sent for a round of comments by the parties concerned. The purpose of the comments is only to correct any misunderstandings or factual errors. The time needed for commenting is up to two weeks.

The final draft report must include an abstract and summaries (including the table on main findings, conclusions and recommendations). It must be of high and publishable quality. It must be ensured that the

translations use commonly used terms in development cooperation. The consultant is responsible for the editing, proof-reading and quality control of the content and language.

The report will be finalised based on comments received and must be ready by 20 May 2019. The final report must include abstract and summaries (including the table on main findings, conclusions and recommendations) in Finnish, Swedish and English. The Finnish speaking senior evaluator will be responsible for Finnish translations of good quality. The final report will be delivered in Word-format (Microsoft Word 2010) with all the tables and pictures also separately in their original formats.

As part of reporting process, the Consultant will submit a methodological note explaining how the quality control has been addressed during the evaluation.

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

Deliverables: Final report (draft final report and final report) and methodological note by the quality assurance expert.

A presentation on the results will be organized. It is expected that at least the Team Leader or the Deputy TL is present. It will be agreed later which other team members will participate.

The MFA will prepare a management response to the recommendations.

9. Expertise required

A Management Team, composed by the Evaluation Manager, Team Leader/Deputy TL and the EMS coordinator, will be responsible for overall coordination of the evaluation. The Team Leader and EMS Coordinator will represent the team in the main coordination meetings and events presenting the evaluation results.

The minimum criteria of the team members is defined in the EMS Consultant's tender which is annexed to the EMS Contract. The required expertise and category of the evaluation team members will be as follows:

A senior expert with Team Leader experience will be identified as Team Leader for the entire evaluation; he/she will lead the work in all phases and be responsible for completing the evaluation and for the final deliverables. The Team Leader should bring in experience as team leader on complex and multiple country evaluations in the field of the ARDF sector, and have extensive field level experience in Africa.

The team leader should be accompanied by, at least, two other senior evaluators, one of whom acting as 'deputy team leader' sharing some of the team leader tasks. Specific expertise and experience to be ensured by the senior evaluators include rural development, agricultural value chain development, forestry, and knowledge of the cross-cutting themes, in particular gender and climate change. It is suggested including at least one Agriculturalist / forester, one (rural) sociologist and one (agricultural) economist on the team.

The team would be completed by one or two emerging or junior evaluators, complementing the senior evaluators' expertise and skills, for example in the field of climate change. They will perform specific desk research tasks, support the implementation of an e-survey and work as tandems during country visits while developing their capacities as emerging evaluators. In addition, during country visits, local consultants from the country concerned by the case study will be added to the evaluation team, in order to ensure proper consideration of the local context and relevant stakeholders, and to contribute to in-country learning.

All team members should have work experience with smallholder farmers and pastoralists in Africa, and the professional competencies and geographic/country experience of the team members shall be complementary. All team members shall be fluent in English and at least one senior evaluator must be fluent in Finnish as well, as part of the documentation is available in Finnish only.

The EMS Coordinator will propose a team of evaluators whose skills and experience will correspond to or exceed the minimum requirements of the evaluation team members. The MFA will approve the experts. The

Team Leader and the team have to be available until the reports have been approved by MFA, even when the timetables change.

MFA document material classified as restricted use (classified as IV levels in the MFA, or confidential in other organizations) cannot be saved, processed or transmitted by any cloud services or unsecured emails and google translators or other any other web-based translators cannot be used to translate these documents.

Quality assurance of the Consultant

The Team Leader and the EMS Coordinator play a key role in making sure that the internal Quality Assurance system is adequately applied, especially for each deliverable prepared by the team. If required, corrective measures will be initiated by the EMS Coordinator at an earliest possible stage to avoid the accumulation of quality deficiencies that may be hard to remedy at a later stage. As a standard measure, the EMS Coordinator will carry out the first QA to all evaluation deliverables. The Consultant provides also internal QA by senior evaluators, if deemed necessary by the EMS Coordinator.

10. Budget

The evaluation will not cost more than 500 000 EUR (VAT excluded).

11. Mandate

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

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

12. Authorisation

Helsinki,

Ministry for Foreign Affairs of Finland

Annexes

Annex 1: Reference and Resource Material

Annex 2: Project descriptions

Annex 1: Reference and Resource Material (Terms of References)

General guidelines and policies

Government Report on the implementation of the 2030 Agenda for Sustainable Development (11/2017)
http://julkaisut.valtioneuvosto.fi/bitstream/handle/10024/79455/VNK_J1117_Government_Report_2030Agenda_KANSILLA_netti.pdf?sequence=1

Government Report on Development Policy: One World, Common Future - Toward sustainable development
<http://formin.finland.fi/public/default.aspx?contentid=341918&nodeid=49313&contentlan=2&culture=en-US>

Development Policy Programme 2012
<http://formin.finland.fi/public/default.aspx?contentid=251855&contentlan=2&culture=en-US>

Results based management (RBM) in Finland's Development Cooperation (2015)
<http://formin.finland.fi/public/default.aspx?contentid=332393&nodeid=49273&contentlan=1&culture=fi-FI>

Human Rights Based Approach in Finland's Development Cooperation (2015)
<http://formin.finland.fi/public/download.aspx?ID=144034&GUID={C1EF0664-A7A4-409B-9B7E-96C4810A00C2}>

Finland's Development Policy and Development Cooperation in Fragile States (2014)
<http://formin.finland.fi/public/default.aspx?contentid=315438&nodeid=49719&contentlan=2&culture=en-US>

Human Rights Strategy of the Foreign Service, in Finnish (2013)
<http://formin.finland.fi/public/default.aspx?contentid=282901&nodeid=49540&contentlan=1&culture=fi-FI>

Action Plan for Mediation (2011)
<http://formin.finland.fi/public/default.aspx?contentid=236444&nodeid=15145&contentlan=2&culture=en-US>

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

Evaluation guidelines

Development Evaluation Norm (2015)
<http://formin.finland.fi/public/default.aspx?contentid=328977&nodeid=49326&contentlan=2&culture=en-US>

Evaluation Manual of the MFA (2013)
<http://www.formin.finland.fi/public/default.aspx?contentid=288455&nodeid=34606&contentlan=2&culture=en-US>

UNEG Manual: Integrating Human Rights and Gender Equality in Evaluations (2014)
<http://www.uneval.org/document/detail/1616>

Laws, guidelines and policies and other related material to humanitarian assistance

Guideline Concerning Humanitarian Funding Granted by the Ministry for Foreign Affairs of Finland (2015)
<http://formin.finland.fi/public/default.aspx?contentid=296518&nodeid=49588&contentlan=2&culture=en-US>

Finland's Humanitarian Policy (2013)
<http://formin.finland.fi/public/default.aspx?contentid=101288&nodeid=15445&contentlan=2&culture=en-US>

Humanitarian aid, MFA website
<http://formin.finland.fi/public/default.aspx?contentid=328888&nodeid=49588&contentlan=2&culture=en-US>

Good Humanitarian Donorship principles

<http://www.ghdinitiative.org/>

UN resolution: Strengthening of the coordination of humanitarian emergency assistance of the United Nations

<http://www.un.org/documents/ga/res/46/a46r182.htm>

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

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

Finland's State Budget (Valtion talousarvioesitykset)

<http://budjetti.vm.fi/indox/index.jsp>

MFA Evaluations and reviews

Final Evaluation of Regional Forest Projects in Mekong, Andean and Central America. Ministry for Foreign Affairs of Finland (2017)

Evaluation on Programme-based Support through Finnish Civil Society Organizations - part 2 (2017)

<http://formin.finland.fi/public/default.aspx?contentid=362064&nodeid=49728&contentlan=2&culture=en-US>

Evaluation: Finland's Development Policy Programmes from a Results-Based Management Point of View 2003–2013

<http://formin.finland.fi/public/default.aspx?contentid=322204&nodeid=49728&contentlan=2&culture=en-US>

Evaluation of Finnish Humanitarian Assistance 1996 – 2004 (2005)

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

Evaluation of Finland's Humanitarian Mine Action (2015)

<http://formin.finland.fi/public/default.aspx?contentid=336117&nodeid=49728&contentlan=2&culture=en-US>

Review of Effectiveness of Finland's Development Cooperation (2015)

<http://formin.finland.fi/public/default.aspx?contentid=329588&nodeid=49728&contentlan=2&culture=en-US>

Evaluation of Peace and Development in Finland's Development Cooperation (2014)

<http://formin.finland.fi/public/default.aspx?contentid=314295&nodeid=49728&contentlan=2&culture=en-US>

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

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

Evaluation of Finnish Aid to Afghanistan (2008)

<http://formin.finland.fi/public/default.aspx?contentid=124847&nodeid=49728&contentlan=2&culture=en-US>

Finnish Government programmes and reports

Government programmes

<http://valtioneuvosto.fi/en/government/history/government-programmes-since-1917-new>

Government report on development policy 2014: Towards a More Just World Free of Poverty

<http://formin.finland.fi/public/default.aspx?contentid=307138&nodeid=49542&contentlan=2&culture=en-US>

Government of Finland: Human Rights Report (2014)
<http://formin.finland.fi/public/default.aspx?contentid=324091&nodeid=49540&contentlan=2&culture=en-US>

OECD DAC Peer Reviews

Finland - DAC Peer Review of Development Co-operation (2017)
<http://www.oecd.org/dac/oecd-development-co-operation-peer-reviews-finland-2017-9789264287235-en.htm>

Finland - DAC Peer Review of Development Co-operation (2012)
<http://www.oecd.org/dac/peer-reviews/peer-review-finland.htm>

Mid-term Review of Finland, 1st September 2014, Helsinki
[http://www.oecd.org/dac/peer-reviews/KJ\(14\)43_Final_Mid-term%20review%20of%20Finland.pdf](http://www.oecd.org/dac/peer-reviews/KJ(14)43_Final_Mid-term%20review%20of%20Finland.pdf)

Other evaluations, studies and reports

OECD (2018, to be published). 2017 Survey on applying the eight building blocks of PCSD in the implementation of the 2030 Agenda: Finland

OECD DAC (2017). Responding to Refugee Crises in Developing Countries: What Can We Learn From Evaluations?
http://www.oecd-ilibrary.org/development/responding-to-refugee-crises-in-developing-countries_ae4362bd-en

EBA (2017). Making Waves: Implications of the irregular migration and refugee situation on Official Development Assistance spending and practices in Europe
<http://eba.se/en/making-waves-implications-of-the-irregular-migration-and-refugee-situation-on-official-development-assistance-spending-and-practices-in-europe-2/#sthash.UivEGzbt.dpbs>

Norad (2017). How to engage in long-term humanitarian crises: a desk review
<https://www.norad.no/en/toolspublications/publications/2017/how-to-engage-in-long-term-humanitarian-crises-a-desk-review/>

The World Bank (2016). Forcibly Displaced. Towards a development approach supporting refugees, the internally displaced, and their hosts
<http://documents.worldbank.org/curated/en/465271473943788103/pdf/108289-PUB-PUBLIC-discl-10am-sept-15-WBG-Forcibly-Displaced-low-res-no-emb-no-fore.pdf>

Development Policy Committee (2014). Suomen kehityspolitiikan tila 2014. Johdonmukaisesti kohti yhdenvertaisia mahdollisuuksia
<https://www.kehityspoliittinentoimikunta.fi/julkaisut-ja-materiaalit/vuosiarviot/vuosiarvio-2014/>

ECDPM, ESRF. 2015. Assessing Policy Coherence for Development. A Pilot Study on the Impacts of OECD Countries' Policies on Food Security in Tanzania (2015)
<http://ecdpm.org/publications/assessing-policy-coherence-development/>

EC (2015). EU Report on Policy Coherence for Development including Member States replies
<https://ec.europa.eu/europeaid/node/100982>

OECD Development Centre (Carl Dahlman) (2015). A new rural development paradigm for developing countries for the 21st century

Annex 2: Project Descriptions (Terms of References)

Programme Support to Forest Sector Reforms in Kenya, Miti Mingi Maisha Bora (MMMB) (Kenya, 2009–2015, 22.7 MEUR)

The MMMB Programme, funded by the MFA and the Government of Kenya, focused on improving forest and woodland management and utilization practices, and a transformation of policy and institutional arrangements to serve the needs of communities, the private sector, civil society and the government. The overall objective of the MMMB was to reduce poverty through ensuring that the forest sector contributes effectively and sustainably to improving the lives of the poor, restoring the environment, and aiding the economic recovery and growth of Kenya, within the context of Vision 2030. Programme supported the Ministry of Environment, and Natural Resources (ME&NR) and Kenya Forest Service (KFS) and Kenya Forest Research Institute (KEFRI) in programme implementation through four programme components.

Originally, the MMMB programme was conceived as a 5-year programme from October 2009 to September 2014. After the Mid-term Evaluation in September 2013, the programme was extended by 15 months on a non-cost basis until the end of December 2015.

Lindi and Mtwara Agribusiness Support (LIMAS)

(Tanzania, 2010–2016, 9.45 MEUR)

The Lindi and Mtwara Agribusiness Support project (LIMAS), funded jointly by the Governments of Tanzania and Finland, was implemented in 2010-2016 in the South-Eastern corner of Tanzania, in Newala, Liwale and their surrounding districts in Mtwara and Lindi regions. The overall objective of the programme was to contribute to economic development in the targeted districts through agriculture and forestry production, processing and marketing enterprises. The programme purpose was to generate increased income for rural population in targeted districts through exploiting sustainable opportunities for competitive agribusiness. The programme aimed at taking a market driven approach, since it introduced new business concepts and approaches to the target region, invited potential business actors to Mtwara and Lindi from outside to identify and exploit their business potential, and assisted the selected entrepreneurs in developing and implementing their business plans. The project activities were carried out (depending on the component) by the district councils, farmers, rural communities, private companies, entrepreneurs and forest communities with the assistance of service providers, various NGOs and the project TA team.

Two of the project's components, Agribusiness and Agriculture development, ended their activities in late 2015, while the Forestry development component continued till November 2016. The project was closed in December 2016.

National Forest and Beekeeping Programme (NFBKP II)

(Tanzania, 2013–2016, 2.9 MEUR)

Extension of support to the National Forest and Beekeeping Programme (NFBKP II) was a bilateral project implemented by the Government of Tanzania and the MFA. The project's main strategy for poverty reduction was through income generation to villages from sustainable harvesting of timber, honey production and other non-timber forest products. All interventions of the project aimed at a pro-poor approach. Key implementing entities were the Ministry of Natural Resources and Tourism, Prime Minister's Office-Regional and Local Government as well as Regional Secretaries and Local Government Authorities.

The project started in October 2013 and was designed as a two-year project. However, it was prolonged through a non-cost extension and completed at the end of February 2016. Hence, the duration of the project was 29 months. Furthermore, a Bridging Phase was implemented during the period March-June 2016 to bridge between the present project and next phase of the support.

Private Forestry Programme (PFP)

(Tanzania, 2014–2018, 19.5 MEUR)

Support to private plantation forestry and value chains concentrates in developing the forest cluster in Southern Highlands and Kilombero Valley in Tanzania, promotion of smallholder land rights and forest plantation, supporting establishment of associations and developing of small and medium size forest industries. The overall objective of the Program is to increase rural income through intensified private

plantation forestry and related value chains from seeds to market based on sustainable land use. The purpose is the development of sustainable and high-quality tree growing and strengthening of private plantation forestry-based value chains.

The project supports sustainable land use planning, facilitates the organising of tree growers into Tree Growers Associations, and develops the capacities of tree growers, SMEs and service providers by providing training, extension and business services. The project accelerates tree growing and improves its quality and strengthens the quality of wood processing. The key beneficiaries of the Program are private tree growers and wood processing SMEs in the Program area, especially members of already existing and to be established Tree Growers Associations.

The project was planned as a four-year project 2014–2017 but it was prolonged through a non-cost extension until the end of 2018.

Support to Rural Development in Zambézia Province in Mozambique (Prodeza II)

(Mozambique, 2010–2015, 9.6 MEUR)

The first phase of Prodeza (2006–2010) focused on strengthening the economic development of the districts in the context of the Government of Mozambique's decentralisation programme. Prodeza II was designed to focus on encouraging local economic growth through the development of agricultural value chains, while also supporting local food security for poorer members of the rural community in the target districts and promoting good governance and decentralisation. The overall purpose was to contribute to the reduction of rural poverty, especially of women, in Zambézia province. Prodeza II was managed by a local Project Management Unit, and nearly all activities were implemented by five service providers or implementing partners, such as local NGOs and consulting companies. The project was extended, and its duration was five years, completing at the end of December 2015

Program for Luapula Agriculture and Rural Development (PLARD II)

(Zambia, 2011–2015, 10.4 MEUR)

Programme for Luapula Agricultural and Rural Development (PLARD) was a joint collaboration programme between the Government of the Republic of Zambia and the MFA. It was implemented in cooperation with the Ministry of Agriculture and Livestock in the Luapula province. The first phase was implemented in 2006–2010. The second phase (PLARD II) began in January 2011 and continued with an eight months non-cost extension until the end of August 2015. The overall objective and purpose of PLARD II had been defined in line with both the National Agricultural Policy and with the goals of the agriculture sector of Zambia, and were as follows: The overall objective of the programme was to contribute to the development of the efficient, competitive and sustainable agricultural and rural sector to ensure increased income and food security for the people of Luapula Province.

Zambia National Farmers' Union (ZNFU)

(Zambia, 2009-2015, 7.8 MEUR)

Finland has supported Zambia National Farmers' Union (ZNFU) under the Core Support Programme (CSP) through the years 2009-15. CSP I, which ended in December 2013, was one of Finland's most successful projects in Zambia and proved to be a very successful way of supporting smallholder farmers in increasing agricultural productivity, incomes and food security. The second phase of the support aimed at enhancing ZNFU's research capacity, lobbying and advocacy function and provision of diversified and improved member services for the smallholder farmers. CSP II served to increase the coverage of the overall programme in terms of geographic reach across rural Zambia and income levels by about 20% for at least 50% of the targeted farming households. The CSP II was designed to improve ZNFU's capacity to provide better quality services to smallholder farmers in the following fields: Improved access to on-farm productivity enhancing technologies; improved and expanded access to market and trade facilities by piloting diversified market and facilitation services; enhanced and expanded access to capital and productive assets for small scale farmers; improved access to land and security of tenure.

Programme for Agro-Business Induced Growth in the Amhara National Regional State, (AgroBig)
(Ethiopia, Phase I: 2012 – 2017, 9.4 MEUR and the Phase II: 2017 - ongoing)

Supports rural economic development in the Amhara National Regional State of Ethiopia. The results of the first phase include increased production of onion and maize by the beneficiaries. Over 170 projects in Amhara have been supported from the funds established in the project.

The second phase of AgroBIG is implemented in 2012-2021. The aimed impact of the project is that agriculture provides decent and sustainable livelihood and increased food security to its beneficiaries in rural Amhara regional state. Two outcomes contribute to the impact of the Programme and the first outcome needs to be achieved before the second can be achieved. They are 1. Value Chains in selected clusters provide increased income for farmers, cooperatives, processors, traders and private service providers. 2: Agricultural value chains provide jobs and income for Micro, Small and Medium Enterprises (MSMEs), and for women and youth. The expected outputs are: 1: Value chain actors' access to finance and financial services is improved. 2: Agricultural farm productivity in selected crops is increased. 3: Cooperatives' effectiveness as value chain actors is increased and their economical sustainability is improved and 4: MSMEs and women and youth have skills and resources to earn their income from agriculture-based activities. The project is be managed by the Bureau of Finance and Economic Cooperation in Amhara National Regional State.

Finland's support is on 9.4 millions with following annual division: 2017: 1 million, 2018: 2 million, 2019: 2,3 million, 2020: 2.6 million and 2021: 1,5 million.

Annex 2: Stakeholders consulted

Last name	First name	Title (at the time of the intervention)	Organisation (at the time of the intervention)	Department/unit	Country/global	Linked to project (if relevant)	Gender	Contact (if available)	Stakeholder category
Bateno	Kebede	Officer	Food and Agriculture Organization of the United Nations (FAO)	Plant Protection	Ethiopia	AgroBig II	M		UN Organisation
Tiruneh	Yibeltal	Team Leader	Food and Agriculture Organization of the United Nations (FAO)	Agriculture & Livestock team	Ethiopia	AgroBig II	M		UN Organisation
Mengistu	Amare	Team Coordinator	Food and Agriculture Organization of the United Nations (FAO)	Natural Resources Management	Ethiopia	AgroBig II	M		UN Organisation
Tadesse	Gezahegn	Advisor	MFA	Water & Agricultural Growth	Ethiopia	AgroBig II	M	Gezahegn.Tadesse@fomin.fi	MFA
Pekkola	Marjaana	Counsellor	MFA	Embassy of Finland in Ethiopia	Ethiopia	AgroBig II	F	www.finland.org.et	MFA
Davoux	Dominique	Head of Rural Transformation and Resilience	Delegation of the European Union to Ethiopia		Ethiopia	AgroBig II	M	dominique.davoux@eeaseuropa.eu	Development partner

Arto	Valjas	Desk Officer, Trade and Development	MFA	Embassy of Finland in Ethiopia	Ethiopia	AgroBig II	M		MFA
Mehari	Tilahun	Head	Bureau of Finance and Economic Cooperation (BoFEC)		Ethiopia	AgroBig II	M	tilahun.mehari@yahoo.cm	Regional government
Tebabal	Tekeba	District Bureau Head	Bureau of Agriculture (BoA)		Ethiopia	AgroBig II	M	778513@gmail.com	Regional government
Wondemu	Yibeltal	Department Head	Bureau of Agriculture (BoA)	Horticulture	Ethiopia	AgroBig II	M		Regional government
Teshale	Aynalem	AB Focal person	Bureau of Agriculture (BoA)		Ethiopia	AgroBig II	M	aynaleteshe@gmail.com	Regional government
Segahu	Habtamu	Coordinator	Bureau of Agriculture (BoA)		Ethiopia	AgroBig II	M		Regional government
Abate	Ermias	Director	Amhara Region Agricultural Research Institute (ARARI)		Ethiopia	AgroBig II	M		Academia & research
Asseffa	Alemayehu	Directorate Director	Amhara Region Agricultural Research Institute (ARARI)		Ethiopia	AgroBig II	M		Academia & research
Afewerk	Yohanes	D/Bureau Head	Bureau of Trade, Industry & Market		Ethiopia	AgroBig II	M		Regional government

			Development (BoTMD)						
Kebede	Yashambel	Bureau Head	Bureau of Technical & Vocational Training & Enterprise Devt (BoTVED)		Ethiopia	AgroBig II	M		Regional government
Sisay	Endalkachew	Focal person	Bureau of Technical & Vocational Training & Enterprise Devt (BoTVED)		Ethiopia	AgroBig II	M		Regional government
Aderaw	Teferi	Manager	Amhara Women Enterprises Association (AWEA)		Ethiopia	AgroBig II	M	awea-2006@yahoo.com	Civil Society Organisation (CSO)
Tsige	Girma	President	Amhara Women Enterprises Association (AWEA)		Ethiopia	AgroBig II	F		Civil Society Organisation (CSO)
Bantegegn	Nibret	Secretary General	Chamber of Commerce		Ethiopia	AgroBig II	M	nibret2014@gmail.com	Private sector
Asres	Asnaku	Bureau Head	Bureau of Women and Children,s Affairs (BoWCA)		Ethiopia	AgroBig II	F		Regional government
Dessaiegn	Yohannes	Expert	Bureau of Women and Children,s Affairs (BoWCA)		Ethiopia	AgroBig II	M		Regional government

Biyazen	Degitu	Manager	Edget Lerobit Saving & Credit Cooperatives (SACCO)		Ethiopia	AgroBig II	W		Cooperative
Tareegn	Wuglet	Beneficiary youth	Youth group		Ethiopia	AgroBig II	M		Final beneficiary
Teferra	Woineshet	Beneficiary youth	Youth group		Ethiopia	AgroBig II	F		Final beneficiary
Argaw	Addise	Beneficiary youth	Youth group		Ethiopia	AgroBig II	F		Final beneficiary
Agite	Birtukan	Beneficiary youth	Youth group		Ethiopia	AgroBig II	F		Final beneficiary
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Annex 4: Reference Group Members

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Annex 5: Aid modalities and instruments

Approach	Modality	Instrument	Key implementing actors	Sub-sector	MFA supported Intervention	Remarks	Subject to evaluation
Programme-based approach (PBA)	General budget support	Contribution to the budget of the partner government	Development partners	Various sectors	none		no
	Sector budget support	Sector Wide Approach Programme (SWAP)	Development partners	Various sectors	none	Mozambique is the only partner country where this modality has been applied in ARDF. It has now been terminated.	no
	Sector off-budget support	Pool funding / Basket funding	Development partners	Various sectors	none		no
	Project using government systems	Government project	Government of the partner country	Various sectors	none		no
	EU modalities and European Development Fund	Contributions to the EU budget and EDF	European Commission	Various sectors	No earmarked interventions		no
Project approach (PA)	Bilateral projects	Tendered projects	Competent authorities, PMU, Service providers, Technical assistance	Food security	AgroBIG II, PRODEZA II, LIMAS, PLARD II	Sample projects selected for the evaluation.	yes
				Forestry	MMMB, PFP, NFBK II	Sample projects selected for the evaluation.	yes
	Bilateral projects	Grant project	CSO in a partner country	Food security	Zambia: ZNFU – CSP II	Sample project selected for the evaluation.	yes

					Mozambique: ADPP - Farmers' Clubs for Wealth Creation among Smallholder Farmers	Not a sample project but an interesting concept and comparable to the selected projects.	yes
	Capacity strengthening of public organisations	ICI projects	Finnish public organisations with counterpart organisations in partner countries	Food security	Kenya: Safe Food – Safe Dairy (LUKE) Kenya: Building capacity to improve safety in the dairy-feed and maize value chains in respect to health risks associated with Mycotoxin contamination (LUKE) Ethiopia: Herd performance recording and genetic improvement to strengthen the Ethiopian dairy system (LUKE/MTT) Ethiopia: Improving the Food security of Ethiopia: assessment of soil amendment rock resources and phosphate fertilizer resources (GTK, two projects)		yes
				Forestry	Kenya: Improving capacity in forest resources assessment (LUKE/METLA) Mozambique: Forest Research Capacity Strengthening, FORECAS (LUKE/METLA, two projects) Tanzania: Support to National Forest Resources Monitoring		yes

					and Assessment, NAFORMA (LUKE)		
	Local cooperation fund projects	Grants to proposals of local NGOs and CSOs.	Embassies manage the funds, local organisations manage LCF projects	Various sectors	To be identified in collaboration with the Embassies.		yes
	Programme-based support through CSOs	Grants to CSO proposals	Major Finnish CSOs (<i>kehys-järjestöt</i>)	Food security and natural resources	Projects implemented by FFD, FIDA, and FELM	Other CSOs may have relevant projects but these are the most prominent ones and thus selected as a sample.	yes
	NGO projects	Grants to NGO proposals	Small Finnish NGOs	Various sectors	Various	There are hundreds of Finnish NGOs receiving MFA support of varying volumes to their projects.	no
	Research projects	Grants to research proposals	Finnish research organisations, universities, and individual researchers.	Various sectors	Various	This category includes PhD theses, research projects implemented or funded by organisations such as Aalto University, University of Jyväskylä, Department of Development Studies of the University of Helsinki, and the Finnish Academy.	no
	Multilateral development cooperation	Earmarked support to IFAD	IFAD	ARDF	Global: Adaptation to Smallholder Agriculture Programme (ASAP) Zambia: Monitoring and evaluation capacity building to Ministry of Agriculture (28815901)	ASAP had multi-donor funding in which MFA participated. Implemented 2012-2017.	yes

				Zambia: Small-holder Production Promotion Programme, S3P (28816301)		
	Earmarked support to FAO	FAO	ARDF	Regional: Making agriculture part of the solution to climate change–Building capacities for Agriculture Mitigation (MICCA)	MFA co-funded MICCA in 2010-16. The project had a strong link with ICRAF and pilot projects in Kenya and Tanzania.	yes
		FAO	Forestry	Global: Forest and Farm Facility Phase II Climate Resilient Landscapes and Improved Livelihoods, FFF (89892232) Global: GCP/GLO/194/MUL “Strengthening Forest Management in a Changing Climate” (Forest Inventory) Zambia: Integrated land use assessment (ILUA) ii phase (28813902)	Finland co-financed FFF in 2013-17 and will continue 2018-22. Finland financed the Forest Inventory project in 2009-17.	yes
	Earmarked support to CGIAR research organisations	ICRAF, ILRI, IFPRI, Biodiversity International	Food security	Improving Food Security in West and East Africa through Capacity Building and Information Dissemination, FoodAfrica		yes
		Icipe, Un. of Helsinki, Sokoine University of Agriculture, Un. of York, Un. y of Dar es Salaam	Climate change	Climate Change Impacts on Ecosystem Services and Food Security in Eastern Africa, CHIESA / AFERIA		yes
		ICRAF, CIFOR, University of Eastern Finland, University of Helsinki	Forestry and natural resources	Building biocarbon and rural development in West Africa, BIODEV	BIODEV operated in Burkina Faso, Guinea, Mali and Sierra Leone.	yes

						Check if within the geographical scope of the ARDF evaluation.	
	World Bank multi-donor partnership	World Bank	Forestry	Global: Programme on Forests, PROFOR		Co-financed by Finland together with eight other DPs.	yes
	WFP core funding	World Food Programme	Humanitarian aid, food security, other	No earmarked interventions			no
	Finnfund	Credits and venture capital	Corporations and investors in LDCs	Various sectors	Various		no
	Finnpartnership	Grants	Joint ventures of Finnish and LDC corporations	Various sectors	Various		no
	BEAM – Business with Impact	Grants	Joint projects of Finnish and LDC actors to develop innovations	Various sectors	Various		no
	PIF - Public Sector Investment Facility	Credits, loan guarantees, and interest subsidies for procurement of Finnish technology and know-how.	Companies registered in Finland in collaboration with public organisations in LDCs.	Various sectors	Various		no

Annex 6: Key data of the selected bilateral projects

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
Ethiopia	<p>AgroBIG II</p> <p>Agriculture provides decent and sustainable livelihood to people in rural Amhara regional state.</p>	<p>Output 1: Value chain actor's access to finance and financial services is improved and <u>sustainability</u> of their enterprises and business initiatives is strengthened.</p> <p>Output 2: Capacities of value chain actors is strengthened to improve their enterprises' capacity to seize market opportunities in a <u>profitable</u> and sustainable way.</p> <p>Output 3: Financial solidity and solvency of cooperatives as well as enterprises of women & youth enterprises as VC actors is strengthened and their profitability has improved.</p>	<p>First Phase AgroBIG I 2013 – June 2017</p> <p>Second phase AgriBIG II July 2017 – Dec 2012</p> <p>Inception phase Sep 2017 – Feb 2018</p> <p>Implementation phase Sep 2017 – Dec 2021</p>	<p>Total 10.34 mEUR. MFA 9.4 mEUR. GoE 0.94 mEUR.</p>	<p>Lead: BoFEC (Bureau of Finance and Economic Cooperation) in Amhara (representing also MoFEC and has the position of the competent authority in SVB)</p> <p>Other key agencies: BoA (Bureau of Agriculture); BoWCA (Bureau of Women and Children Affairs); BoT (Bureau of Trade); CPA (Cooperative Promotion Agency); COSACUs (Cooperative</p>	<p>MTR</p> <p>AgriBIG I 2015</p> <p>AgroBIG II</p> <p>Middle of 2019</p>

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
					Savinds and Credit Unions).	
Kenya	<p>MMMB (Miti Mingi Maisha Bora)</p> <p>Support to Forest Sector Reform in Kenya</p> <p>Inception phase:</p> <p>Efficient and accountable Kenya Forest Service established, with improved human and technical capacity as well as mechanisms to collaborate with other government sectors, civil society and the private sector.</p> <p>Implementation phase:</p> <p>Improved forest and woodland management and utilization practises and a transformation of policy and institutional arrangements to serve</p>	<p>Inception:</p> <p>I. Support to Institutional Reform of the Forest Sector</p> <p>II. Strengthening the Forest Information System</p> <p>III. ASAL Participatory Forest Management and Poverty Reduction</p> <p>Implementation:</p> <p>Component 1: Support to forest sector policy development and coordination processes</p> <p>Component 2: Support to implementation of KFS institutional change processes</p> <p>Component 3: Support to management and utilisation of gazetted forest reserves</p> <p>Component 4: Improved livelihoods in ASALs</p>	<p>Inception phase</p> <p>1 Jul 2007 – 30 Jun 2009</p> <p>Implementation phase</p> <p>1 Oct 2009 – Sep 2016</p>	<p>Inception Phase:</p> <p>EUR 2,700,000</p> <p>Implementation phase:</p> <p>2,707,993 EUR</p>	Kenya Forest Service (KFS)	MTR April 2013

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
	the needs of government, civil society, the private sector and communities.					
Mozambique, Zambézia Province, Mocuba and Maganja da Costa districts.	PRODEZA II Enhance agricultural value chains, food security and the enabling local economic development environment.	Component 1: Support to agriculture and agribusiness development. Component 2: Support to food security and agriculture and development. Component 3: Good governance and decentralisation.	12/2010 – 12/2015. First phase 2006-2010.	Total 9.6 mEUR. MFA 7 mEUR. GoM 2.6 mEUR.	ADRA (Adventist Development and Relief Agency). ADDP (People to People Development Aid). GAPI (Office for Consultancy and Assistance to Small Enterprises). MIRUKU (Mozambican consulting company organised as a cooperative). PRODEA, Mozambican NGO.	MTR 5/2013
Mozambique Maringué and Caia Districts in Sofala Province and Namacurra and Nicoadala Districts	Farmers' Clubs for wealth creation among smallholder farmers in Mozambique.	The project purpose is divided into three parts that make up the components: - Farmers Clubs. Improve household food security by	2014 – 2018.	Total: 8,732,000 EUR. MFA: 7,938,000 EUR. ADPP: 694,000 EUR SNV: 100,000 EUR	ADPP - Development Aid from People to People	MTR 2017

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
in Zambézia Province		strengthening farming diversification and productivity. - Marketing and micro-financing. Improve access to markets and financial resources to increase the farmers' share of agricultural value chains. - Household livelihoods. Improve environmental, water and sanitation conditions and increase health awareness for farmers and their families.				
Tanzania, Newala and Liwale districts	LIMAS – Lindi and Mtwara Agribusiness Support To generate increased income for rural population through exploiting viable and sustainable opportunities for competitive agribusiness.	a) Business and rural development, environment and foundation. b) Sustainable agricultural production, processing and marketing. c) Sustainable forestry and beekeeping.	2010 – 2016. RIPS 1988-2005. District Economic and Social Empowerment Programme DESEMP 2/2007 – 7/2008.	Total 9.45 mEUR. MFA 9 mEUR. GoT 0.45 mEUR.		MTR 9/2013
Tanzania Iringa, Njombe and Morogoro Regions (Njombe, Mufindi, Kilolo, Makete, Ludewa	PFP – Private Forestry Programme Development of sustainable and high-quality tree growing and strengthening of	1) Improving the enabling environment for private plantation forestry and related value chains. 2) Improving the capacities of stakeholders and human resources	2014 – 2018. Public Private Partnership (PPP) consultancy	Total 19.5 mEUR. MFA 18.5 mEUR. GoT 0.986 mEUR.	Ministry of Natural Resources and Tourism (MNRT), the Tanzania Forest Service, District councils	MTR 5/2017

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
and Kilombero districts)	private plantation forestry-based value chains.	<p>within the private plantation forestry-based value chain.</p> <p>3) Supporting participatory and sustainable land use planning through facilitating the preparation of Village Land Use Plans (VLUP).</p> <p>4) Supporting the establishment of Tree Growers Associations, accelerating sustainable tree planting, and improving the quality of tree growing through supporting the organizing and capacity building of TGAs.</p> <p>5) Support to Income Generating Activities (IGAs).</p> <p>6) Developing a tree growing incentives scheme, which facilitates establishment of sustainable tree plantations.</p>	<p>conducted in 2008-2009.</p> <p>Bridging phase of Private Forestry and Carbon Trading programme 7/2010 - 7/2011.</p>		of the area, training and research organizations, TGAs, as well as private forestry plantation owners / wood processors (incl, saw mills & SMEs).	
Tanzania	<p>NFBKP II - Support to the National Forest and Beekeeping Programme</p> <p>Pro-poor CBFM is operating in 16 districts with at least 20 communities commercializing</p>	<p>1 – Forest Conservation and Management</p> <p>2 – Institutions and Human Resources</p> <p>3 - Legal and Regulatory Framework</p>	<p>2013 – 2015</p> <p>NFP Implementation Support Project (NFP-ISP): August 2006 through June 2009.</p>	<p>Total 6 mEUR</p> <p>MFA 2.9 mEUR</p> <p>GoT 3.1 mEUR ?</p>	<p>Ministry of Natural Resources and Tourism (MNRT).</p> <p>Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG)</p>	<p>Not available.</p> <p>Audit 8/2013</p>

Country and region	Project name and project purpose	Main components or result areas	Duration Previous and following phases	Budget (total, MFA contribution, other contributions)	Implementing agency	Evaluations
	timber, honey and other forest products from sustainably managed forests.	4 - Forest Based Industries and Sustainable Livelihoods				
Zambia, Luapula Province	PLARD II - Programme for Luapula Agricultural and Rural Development Raise Incomes through (i) developing farms as a business and (ii) improving businesses (producers, traders, processors) involved in the rice value chain in Luapula	1. Agribusiness. 2. Agriculture. 3. Capture fisheries. 4. Aquaculture. 5. Institutional and organisational development.	1/2011 – 8/2015 First phase 2006-2010.	Total 21.6 mEUR. MFA 10.4 mEUR. GRZ 11.2 mEUR.	Ministry of Agriculture and Livestock (MAL).	MTR 7/2013
Zambia	ZNFU Core Support Programme II Strengthened ZNFU with improved sustainability, strong leadership and organizational structures providing effective member representation and services.	i) Strengthened ZNFU institutional/organisational capacity. ii) Improved and diversified members services. iii) Strengthened ZNFU lobby and advocacy. iv) Effectively mainstreamed gender, environment and HIV/AIDs issues.	2014 – 2017 First phase 2009-2013.	Total 27.3 mUSD. MFA 10 mUSD. Sweden 7.8 mUSD. W-effect 1.84 mUSD. ZNFU 7.7 mUSD.	ZNFU	

Annex 7: Evaluation Questions and Evaluation Matrix

1) Approach to addressing the Evaluation Questions

This annex presents the main evaluation questions, as defined in the ToR, and how they have been interpreted by the evaluation team. The nine main evaluation questions were further broken down into sub-questions, with associated indicators and methods to be used for data collection, as presented in the evaluation matrix below. Hereafter, we provide a brief rationale for each of the nine questions and explain the ways in which they have been answered.

EQ1: How can Finnish co-operation efforts best contribute to the achievement of the SDGs – as well as other relevant international agreements – through ARDF sectors making optimal use of its comparative advantages?

First, we clarify how the concept of comparative advantage is dealt with in this evaluation. For practical reasons, we interpret the concept as those actions in which Finland has strongest experience in the ARDF sectors in Africa.

Then, the selected bilateral and multilateral programmes are analysed against the SDGs and their targets. The intention is not so much to judge to what extent the interventions succeeded or failed to advance the achievement of SDGs in partner countries, but rather to map which *thematic areas* (in terms of SDGs and their targets) were addressed by the programmes, even if they were implemented during the MDG era. By comparing the SD goals and targets to Finland's interventions, the thematic areas in which Finland's experience is "located" are defined. It also allows to verify which are the more and less frequently targeted SDGs, both in bilateral and multilateral programmes. The results provide an idea whether the two aid modalities target similar or different themes under the wider umbrella of ARDF. Furthermore, the exercise allows to assess to what extent the interventions have addressed the thematic complexity of the sectors.

The analysis makes use of Social Network Analysis (SNA), which results in several sociograms, which are visual representations of the nodes (dots) and relations (lines) between them. These results are then compared with the results of MFAs Theory of Change (TOC) for Policy Priority Area 4 to estimate whether the accumulated knowledge and experience in ARDF in Africa support the ToC and (country) strategies for the years to come.

EQ2: Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture- while benefiting final beneficiaries in a sustainable way?

The evaluation first looks at the value chain approaches and strategies applied in the sample of projects. It considers the extent to which the stakeholders were involved in the design of the VC strategies, both at national and local levels, and assesses how the projects monitored the value chains and their effects. A similar assessment is made of VC strategies and activities by multilateral organisations and other Finnish-supported projects in ARDF, at local, country and global level, to compare the approaches applied.

Secondly, the evaluation screens the quality and scale of the VC conditions; to produce added value on a sustainable basis, the value chains need minimum conditions to be in place, including infrastructure, secure land tenure and consumer demand as well as actors with a minimum of assets, willing to invest in the value chain, such as farmers with labour force and land, intermediaries with transportation and storage capacity, and processors with capacity to transform and pack agricultural products into consumable ones, to mention a few.

Changes and benefits along the value chains are assessed, both quantitatively and quality-wise, and how these have affected projects' beneficiaries. The role of the projects in these positive or negative changes is analysed, including aspects of equality: how have the supported VCs affected different groups and strata, such as women, youth, disabled, and the poor. The evaluation also looks at possible increase in public or

private funding in the supported value chains, which would be an indicator of market-based sustainability and at the factors that explain additional investments.

Finally, the identifies possible alternatives to the VCA, both in the partner countries and globally, outlining trends and/or innovative approaches.

EQ3: How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the projects?

First, an overview is given of how the cross-cutting objectives and policies have been integrated in Finnish development policies and in the current Theory of Change pillar 4 – which relates to the ARDF sectors - through an analysis of the cross-cutting issues and of the emergence of HRBA in the development policy.

The evaluation then turns to the sample of projects, assessing how successfully the cross-cutting objectives and HRBA have been integrated into project design and implementation, both in quantitative and qualitative terms, and how well they were monitored and reported upon. For the purpose of lesson-learning and formulation of recommendations on ways forward, particular focus is placed on four projects, namely AgroBigII in Ethiopia, Miti Mingi Maisha Bora in Kenya, and LIMAS and NFBKPII in Tanzania, by way of case studies. At the same time, the evaluation will identify obstacles to addressing cross-cutting themes or HRBA in other projects.

EQ4: What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?

First, some of the basic concepts and criteria to measure reduction of poverty and inequality are defined, and the comparability of information collected from the different projects is examined. Secondly, the evaluation assesses to what extent projects gave particular attention to women, vulnerable groups and to small and medium-size farmers.

The evaluation then aims to identify success factors for reducing poverty and inequality and it looks into the reasons (influencing and the limiting factors) why results did not always match the expectations. It examines how well interventions have been designed, what methodologies and approaches have been used and how monitoring and reporting on these themes was undertaken. The contextual setting and external factors, be they political, social, economic or environmental, that might have impacted upon the results of the project, will be considered.

In addition, examples of good practices or indicators for measuring poverty and inequality at project level from other organisations will be identified to inform the formulation of recommendations.

EQ5: How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to (responsible) investors at the same time?

Land-use investments led by foreign and domestic private investors are increasing, in Africa and globally. Governments of the countries included in the evaluation have identified land-use investments as essential to the development of key economic sectors, such as energy, forestry, mining and agriculture, as they can boost the economy and create direct benefits such as local employment and infrastructure. Positive development outcomes, however, are not automatic; economic, social and environmental inequities can arise from investments, including breach of property rights, unsustainable land use and environmental degradation.

The evaluation examines the policy, institutional and legal frameworks in place, and identifies the challenges that limit the capacity of the countries to attract and regulate sustainable investments, which could include issues such as incentives for sustainable land-use investments, land tenure security, legal frameworks and processes; institutional capacity to enforce the social and environmental safeguards, or information on investments available in the public domain, to allow for public scrutiny and participation.

The evaluation aims to identify what is needed to strengthen the law and policy frameworks, and the regulatory and governance capacity of officials and civil society to effectively regulate sustainable investments and recommend how Finnish cooperation in the sector could eventually support the countries to manage investments so that they contribute to sustainable development outcomes.

EQ6: Which implementation approaches are most appropriate - in terms of scale, modality/ instrument, channel and/or implementing organisations in future?

The evaluation assesses the extent to which the different modalities and instruments for delivery of Finnish aid in the ARDF sectors have brought about expected results, and whether possible differences in outcomes can be attributed to differences between modalities and implementation arrangements. The first step is to take stock of the modalities and instruments that the MFA has applied, and compare them with modalities of multilateral organisations, national and international CSOs, and peer development partners. Particular attention is given to the modalities of Finnish earmarked support through multilateral organisations, and to the role of technical assistance in the projects, in particular for capacity building.

Main challenges of the projects will be assessed, including those related to project preparation, implementation and the operating environment, with particular focus on programme design, effectiveness, relevance and sustainability; they will be compared with the results of similar exercises carried out during project preparation and implementation. In addition, cost-effectiveness of the projects will be assessed through indicators developed for this purpose, and a comparison of transaction costs between modalities and instruments will be made.

Lastly, since Finland has been among the key development partners in ARDF in several countries, an assessment of Finland's coordination and collaboration with other development partners will be made.

EQ7: What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?

The evaluation will assess the extent to which results from the bilateral projects are aligned with country-level and programme-level outcomes and outputs. It will assess the linkages between the various results levels (from policy priority areas down to field level interventions) and examine to what extent project and country strategy theories of change are consistent with the theory of change at policy level, in particular in relation to the current Development Policy Priority Area 4.

Secondly, the functionality of the monitoring systems as applied by the projects is assessed, identifying strengths, weaknesses and barriers encountered in applying the systems: are indicators used appropriate for measuring outcomes and are the project steered based on information generated by the monitoring systems? Any innovative approaches or strategies to generate outcome-level data are explored.

The evaluation then turns to projects' evaluation plans and at their 'evaluability'. It will be assessed whether the projects have indeed been evaluated at least once during their lifetime – in line with MFA's norm - and if not, for what reason. The quality of the recommendations made in evaluation reports and the extent to which they been implemented will be discussed as well. Special attention is given to management responses and follow-up to recommendations of mid-term reviews.

Lastly, linkages of the M&E systems to national or joint donor monitoring and reporting frameworks are explored, in particular with an eye on monitoring of the Sustainable Development Goals.

EQ8: How have the lessons learned from development partners been taken into account and what kind of approaches do the organizations have for future challenges in the sector?

This evaluation question looks at practices, approaches and lessons learned from other actors in the ARDF sectors and their application at project level. In case they were applied, what were the results or what was learned, and what were the 'most significant changes' happening as a result of applied learning? The extent to which these results are similar to those expected from the original intervention will be assessed, as well as remaining challenges.

The evaluation looks at the coordination and learning platforms, or other types of inter-sectorial mechanisms for sharing and learning in the countries, and at the role governments play in these actual mechanisms.

Lastly, innovative approaches and mitigation measures in the face of current trends and challenges, by multilateral and other organisations in the ARDF sector, are explored, to lead into recommendations on lessons learnt and approaches suitable for future Finnish cooperation in the sector.

EQ9: How can 'Finnish added value' in the ARDF sector best be realised?

Since many meanings and interpretations are attached to Finnish added value (FAV), the concept will first be defined. Based on the definition, the use of the concept in the projects and in multilateral interventions is assessed and may include assets as Finnish values and policies; Finnish approaches and methodologies, technologies and expertise or Finnish investments, loans or equity.

The evaluation will look for evidence of FAV contributing to project results, which could take the form of improved social and environmental sustainability, favourable business environments, access to Finnish markets, policy dialogue and Finnish diplomatic influencing or Finnish investments in partner countries. It will also assess to what extent FAV has strengthened the project effectiveness, and whether possible differences in outcomes can be associated with the degree of Finnish added value.

In principle, there may be dissonance between the FAV, Finnish leverage, commercially motivated aid and tied aid, on the one hand, and aid effectiveness, demand-driven aid, and ownership, on the other. The evaluation will assess whether there is any evidence of such possible contradiction.

2) Evaluation Matrix

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
<p>1. How can Finnish co-operation efforts best contribute to the achievement of the SDGs - as well as other relevant international agreements - through ARDF sectors making optimal use of its comparative advantages?</p>	<p>Part 1: Finland’s comparative advantage</p> <p>1.1 Which thematic elements included in the SDGs 1, 2, 5, 6, 7, 9, 11, 12, 13 and 15 and their targets can be found in the selected bilateral and multilateral programmes?</p> <p>1.2 Which of the thematic elements included in the SDGs 1, 2, 5, 6, 7, 9, 11, 12, 13 and 15 and their targets occur most <u>frequently</u> and <u>less frequently</u> in the selected bilateral and multilateral programmes?</p> <p>1.3 What <u>lessons learnt</u> emerge from the identified thematic <u>synergies</u> and <u>gaps</u> in the interconnectedness of different sectors?</p> <p>1.4 How do the results of the above-mentioned analysis link with the MFA Policy Priority Area 4 TOC?</p> <p>Part 2: International Agreements</p> <p>1.5 Paris Agreement: In what ways do the selected bilateral programmes contribute to the partner countries’ (Intended) Nationally Determined Contributions? Are there any synergies between the main Green Climate Fund -financed projects and Finnish cooperation in the partner countries?</p>	<p>Part 1: Finland’s comparative advantage</p> <ul style="list-style-type: none"> • Top 10 targets and their associated SDGs that occur most and least frequently in the selected bilateral and multilateral programmes • SDGs and/or targets that act as “hubs” of synergies, and SDGs/targets that occur in the “peripheries” of the interconnected themes • Degree to which the MFA Policy Priority Area 4 TOC corresponds to or differs from the results of the analysis <p>Part 2: International agreements</p> <ul style="list-style-type: none"> • Thematic links and/or gaps between the selected bilateral programmes and the partner countries’ (Intended) Nationally Determined Contributions, (and, if relevant, with the main Green Climate Fund - financed projects in the partner countries) 	<p>Part 1: Network analysis</p> <p>Network analysis of the selected bilateral and multilateral programmes against SDGs and targets</p> <p>Sources of data: Desk review consisting of Agenda 2030, programme documents and/or final reports, MFA TOC</p> <p>Part 2: SWOT analysis of the ARDF sectors/selected SDGs in Finland’s partner countries in Africa</p> <p>Sources of data:</p> <p>Interviews with MFA, programme staff, development partners, experts knowledgeable of Finland’s development cooperation in the ARDF sectors, and other relevant stakeholders</p> <p>Review of documents that discuss future prospects in the ARDF sectors in Africa published by relevant UN organisations and other development partners</p> <p>(Intended) Nationally Determined Contributions of the selected partner countries in Africa</p> <p>Finnish stakeholder workshop</p>

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
<p>2. Under what conditions can a value chain approach increase finance and investment in sustainable forestry and agriculture- while benefiting final beneficiaries in a sustainable way?</p>	<ol style="list-style-type: none"> 1. Did the projects apply a value chain (VC) approach and strategy? If so, what kind of approach and with which motivation? 2. Did Finnish-supported multilateral organisations apply a VC approach and strategy, at national and global level? If so, what kind of approach and with which motivation? 3. Have important VC conditions, such as infrastructure and capacities, been in place to make the value chain feasible in the first place? 4. What is the likely validity of the VCA in future contexts and what alternatives to the value chain approach, including their basic conditions and assumptions, can be found in the selected countries and globally? 5. To what extent has public or private finance in Finnish-supported value chains and in the wider ARDF sector grown – over the past 5-10 years? 6. Has the VC support by the projects led to positive or negative changes related to value chains and markets, and how has it affected different groups and strata, such as women, youth, disabled, and the poor? 	<ol style="list-style-type: none"> 1. Evidence of VC analysis and subsequent project design. 2. Evidence of VC analysis in multilaterals and of collaboration. 3. Perceived and observed changes in the supported VC conditions. 4. a/ Experiences on alternative approaches (as evidenced in relevant literature). b/ Perceptions on alternative approaches (by relevant key informants in the countries). 5. Changes in funding for the VCs related to the projects and the wider ARDF sector. 6. Perceived and observed changes for final beneficiaries in the supported VCs. 	<ul style="list-style-type: none"> • Review and analysis of documentation • Key informant interviews • Focus group discussions.

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
<p>3. How can cross-cutting objectives and HRBA be successfully integrated and implemented, in such a way that they support achievement of the Finnish development cooperation objectives and objectives of the ARDF interventions?</p>	<ol style="list-style-type: none"> 1. How has the HRBA been articulated in the Finnish development policy in the period under review? 2. What were the cross-cutting objectives during the evaluation period and how are they reflected in the Pillar 4 of the Theory of Change? 3. To what extent have the selected interventions integrated cross-cutting objectives and HRBA (defined by a 1-4 scale for each objective), at the time of the design and during implementation, and what are the eventual obstacles to integration (of gender equality and other objectives)? 4. What are (or should be) the key lessons learnt for integrating and implementing cross-cutting objectives and HRBA in the ARDF sector, in such way that they support achievement of the objectives of the projects and of Finnish development cooperation. 	<ol style="list-style-type: none"> 1. Evidence of HRBA in the Finnish development policy during 2007-2017 2. Evidence of cross-cutting objectives in DPP Theory of Change - pillar 4 3. a/ Number of project documents (out of 8 sample projects) with cross-cutting objectives and HRBA integrated in project design; b/ Evidence of monitoring and reporting on cross-cutting objectives and HRBA (in selected bilateral projects and multilateral initiatives) 4. Key lessons learnt and recommendations on integration of cross-cutting issues and HRBA 	<ul style="list-style-type: none"> • Review and analysis of documentation (Finnish development policies; cross-cutting issues in ToC pillar 4; project documents, reports, MTRs, studies). • Key informant interviews; • Participatory workshop with key stakeholders (SQ 3);
<p>4. What are key success factors for achievement of 'reduced poverty and inequality', in particular in terms of benefits for women, vulnerable groups, and small and medium-size farmers?</p>	<ol style="list-style-type: none"> 1. How have poverty and inequality been defined in the different projects? 2. Have the projects been measuring poverty and inequality (as part of M&E practice) and what criteria have been used to measure progress? 3. What good practices (with regard to reduction of poverty and inequality) have been identified, and which are the success factors? 	<ol style="list-style-type: none"> 1. Definitions of poverty and inequality. 2. a/ Existence and type of indicators of reduction of poverty and inequality b/ Disaggregated data (including on women, vulnerable groups and SM-size farmers) 3. Evidence of good practice and success factors 	<ul style="list-style-type: none"> • Review and analysis of documentation (project documents, reports, MTRs, case studies). • Key informant interviews.

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
	<p>4. Why have results in this area been modest or unsatisfactory in many cases? What are the main constraints or challenges to achieving results, and what are ways forward?</p> <p>5. Are there any unintended results, positive or negative?</p> <p>6. What are examples of indicators or good practices on measuring poverty and inequality at project level from other organizations?</p>	<p>(in project reports, case studies and in the perception of stakeholders)</p> <p>4. Evidence of constraints analysis (in project reports, case studies and in the perception of stakeholders)</p> <p>5. Evidence of unintended results (in project reports, case studies and in the perception of stakeholders)</p> <p>6. Evidence of indicators or good practices on measuring poverty and inequality</p>	
<p>5. How can investment in sustainable land use and land management be made inclusive of smallholder and community needs while being attractive to responsible investors at the same time?</p>	<p>1. What experience do the Finnish-funded interventions have with private sector investment in the ARDF sector (in the selected countries), meeting both smallholder and investor interests? (Describe cases of private investment in land use, land management, conflict, etc.)</p> <p>2. What are the actors and factors that explain the success - or failure - of inclusive and sustainable investments? (think of incentives, land tenure and legal frameworks and processes (e.g. consultation with land users), institutional capacity/expertise to enforce social and environmental safeguards, transparent public information on investments allowing for public scrutiny and participation)</p> <p>3. What examples of responsible and sustainable land-use investments, by both</p>	<p>1. Domestic and foreign investment in ARDF in the past 10 years; (a) in the Finnish programmes (b) in the country</p> <p>2. a/ Changes in smallholder and community livelihoods thanks to investments; b/ Evidence of critical success factors for responsible investment in sustainable land use (e.g. incentives that support sustainable land-use investments; legal frameworks and practices; institutional capacities, or public information and participation);</p> <p>3. see IND1</p> <p>4. Evidence of promotion of responsible investment through</p>	<ul style="list-style-type: none"> • Review and analysis of documentation (project design, formulation or revision documents; project reports, MTRs). • Key informant interviews; • Participatory workshop with key stakeholders (SQ 2,3).

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
	<p>foreign and domestic private investors can be found, in the countries under review?</p> <p>4. Which role have multilateral initiatives / organisations played in promoting responsible investment?</p>	<p>multilateral organisations or initiatives.</p>	
<p>6. Which implementation approaches are most appropriate - in terms of scale, modality, instrument, channel and/or implementing organisations in future?</p>	<p>1. What aid modalities and implementation approaches have the MFA and comparable DPs been mostly applying?</p> <p>2. What aid modalities do multilateral organisations and international and national CSOs in the ARDF sector apply?</p> <p>3. How the programme implementation approaches, methodologies, scopes and strategies adopted have led to expected results and what is the likelihood they will do so in the future?</p> <p>4. What have been the major challenges in operating environment, programme design and management regarding the relevance, effectiveness and sustainability?</p> <p>5. Have the adopted approaches and methodologies been cost-effective?</p> <p>6. To what extent and in what ways Finnish-supported interventions have complemented interventions of other development partners and been aligned with country policies and systems in the partner countries?</p>	<p>1. Volumes and experiences of different aid modalities (as evidenced in project documentation and by key informants).</p> <p>2. Quantity and quality of the role of ARDF in various multilateral aid modalities and CSOs.</p> <p>3. a/ Changes in result and OO indicator values; b/ Quantity and quality of the role the international technical assistance has played in the projects.</p> <p>4. Evidence of constraints to preferred implementation approaches (in project documentation and as perceived by informants)</p> <p>5. Efficiency indicators, such as disbursement rates, reach of beneficiaries, spending per beneficiary, spending categories benchmarking.</p> <p>6. Evidence of complementary actions, alignment, and needs thereof in partner countries.</p>	<ul style="list-style-type: none"> • Review and analysis of documentation (project formulation or revision documents; M&E reports; Reports on multilateral and CSO modalities); • Focus group discussions; • Key informant interviews; • Participatory workshop with key stakeholders.

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
<p>7. What type of monitoring and evaluation system is most appropriate for outcome monitoring of Finnish projects in the context of wider support for achievement of SDGs?</p>	<ol style="list-style-type: none"> 1. To what extent are project theories of change and country strategy theories of change consistent with the Pillar 4 theory of change? Are the outcomes of the interventions properly reflected in the country strategy and/or the Pillar 4 theory of change, and do the country-level data feed into the hierarchy of theories of change? 2. How many of the evaluated projects have an evaluation plan and how 'evaluable' are they? Have the projects been evaluated at least once during their lifetime? If not, why? Are the recommendations of MTR/MTE reports considered to be of good quality and to what extent have they been implemented? 3. How effective have M&E systems applied in the projects/programmes been? (Describe: results levels; strengths, weaknesses (are set results realistic?); barriers encountered; innovative approaches; strategies to generate useful outcome-level data in the absence of adequate M&E systems, etc.) 4. To what extent are M&E systems linked to national or joint donor M&E frameworks - in particular for SDG monitoring, or can they be designed accordingly? 	<ol style="list-style-type: none"> 1. Evidence of linkages between various levels of monitoring (in part. Pillar 4-country strategy-intervention) 2. a/percentage of projects having evaluation plans, and percentage of 'evaluable' plans; b/ percentage of projects evaluated at least once during their lifetime; and degree of implementation of recommendations made. 3. a/ evidence of appropriate indicators of outcomes; b/ evidence of project steering based on monitoring information 4. Evidence of linkages between information from (Finnish-supported) interventions and national or joint donor monitoring systems. 	<ul style="list-style-type: none"> • Review and analysis of documentation (intervention logics, results frameworks and country strategies; M&E reports; progress and programme completion reports; national-level monitoring systems; • Key informant interviews (notably project managers and desk officers, and other donors);
<p>8. How have the lessons learned from the donors/development partners and development organizations been taken into account or implemented at project</p>	<ol style="list-style-type: none"> 1. What lessons (on practices and/or approaches) have been promising and accessible for the different projects? 2. a/ Have these lessons been taken into account or implemented, and what are the 	<ol style="list-style-type: none"> 1. Evidence of documented lessons (on practices and/or approaches) 2. a/ Evidence of application of lessons in projects and of b/ significant changes in results 	<ul style="list-style-type: none"> • Review and analysis of documentation (project documents, reports and MTRs, other ARDF donors' documentation).

Main evaluation question	Detailed evaluation questions	Indicators	Data collection methods and sources
<p>level, and what kind of approaches do these organizations have for future challenges in the sector?</p>	<p>most significant changes that happened as a result of applying the learning in the project? b/ Are these results significantly different from what was expected from the original intervention?</p> <p>3. What inter-sectorial coordination mechanisms exist for sharing and learning? What is the role of the government in sector coordination?</p> <p>4. What are future challenges in the sectors and what are the potential mitigation measures, innovative approaches and/or lessons from other organisations that might be suitable for the Finnish development cooperation from the perspective of both country-level programming and Finland’s global Development Policy Programme?</p>	<p>thanks to the applied lessons / changed approach;</p> <p>3. Evidence of inter-sectorial coordination mechanisms for sharing and learning, and the role of the government in them.</p> <p>4. Evidence of innovative approaches, lessons learnt and mitigation measures of challenges in the ARDF sector that can be of use for the countries as well as Finnish global development cooperation;</p>	<ul style="list-style-type: none"> • Review of other sources (including relevant conferences or websites by multilateral agencies and other relevant actors); • Key informant interviews (use of ‘Most Significant Change’ method) • Participatory workshop with key stakeholders. • External events; webinars, etc.
<p>9. How can ‘Finnish added value’ in the ARDF sector be realised (e.g. through access to Finnish markets and expertise or to Finland’s experience in creating a favourable business environment)?</p>	<p>1. What is Finnish added value (FAV)?</p> <p>2. What components of FAV have played role in the projects and multilateral organisations?</p> <p>3. How does the FAV relate to the principles and practices of aid effectiveness?</p> <p>4. What evidence can be found of FAV contributing to the expected results in the Projects?</p> <p>5. Has FAV created any opportunities for Finnish businesses?</p>	<p>1. Definitions of FAV.</p> <p>2. Quantity and quality of the role the FAV plays in the projects and other GoF-supported ARDF aid modalities.</p> <p>3. Evidence of the relationship between FAV and aid effectiveness.</p> <p>4. Evidence of FAV to the achievement of the projects’ results.</p> <p>5. Evidence of business opportunities related to FAV</p>	<ul style="list-style-type: none"> • Review and analysis of documentation (in particular the Aid for Trade Evaluation report) • Key informant interviews • Focus group discussions.

Annex 8: Detailed Mission Programmes Field Visits

Dates	Location	Place	Activity	Source
05.02.2019	Amhara		meetings with Bureau of Finance and Economic Cooperation (BoFEC), Amhara; Amhara Agricultural Research institute (ARARI);Bureau of Trade Industry and Market Development (BoTIMD); Bureau of Technical and Vocational Training and Enterprise Development (BoTVED); Chamber of C. office in BD center	Ethiopia field mission
06.02.2019	Robit, BDZ woreda, Bahir Dar		meetings with Edget lerobit SACCO office in Robit kebele (Savings and Credit Cooperative); Amhara Credit and saving Institute (ACSI); Bureau of Women and Children Affairs; Cooperative Promotion Agency CPA; Agricultural Transformation Agency office (ATA); Tana Saving and Credit Cooperatives Union; Merkeb Cooperative Union, Merkeb Cooperative Union	Ethiopia field mission
07.02.2019	North Mecha woreda, Koga area, Merawi town		meetings with North Mecha District council office, Hortilife-AgroBIG cooperation, Chehona block, Koga, KogaVEG, Kudmi seed cooperative, Koga Fruits and Vegetable, Ambomesk block Marketing Union,	Ethiopia field mission
08.02.2019	Fogera woreda, Quhar		meetings, discussions with woreda sector office, National Rice Research Institute (NRRRI) & Emerta project by MEDA, rice ware-house, Ato Niguse's site	Ethiopia field mission
09.02.2019	Amhara		meetings, wrap-up	Ethiopia field mission
04.02.2019	Nairobi	Embassy	Briefing at Finnish Embassy	Kenya field mission
04.02.2019	Nairobi	NHIF Bldg	Meetings with Ministry of Environment and Natural Resources (MENR)	Kenya field mission
04.02.2019	Nairobi	KFS HQs	Meetings at Kenya Forest Service	Kenya field mission
05.02.2019	Nairobi	KFS HQ - Karura, Nairobi	Inception Meeting, reflection of the MMMB program, current engagements and forward looking	Kenya field mission
05.02.2019	Nairobi	Embassy	Field Plan Review – Kitui (Mwingi and Nyeri)	Kenya field mission
06.02.2019	Kitui	Embassy Boardroom	Meet Development partners for views on joint programming in ARDF sectors, labour division, Finnish added value, a.o.	Kenya field mission

07.02.2019	Mwingi	KFS – Mwingi Office	Interview with Ecosystem Conservator, Forester and Community Coordinator -Kitui (ASAL)	Kenya field mission
07.02.2019	Mwingi	Mwingi – Ithumbi Location	Ithumbi Farmers Field School Group -Focus Group Discussion and observation	Kenya field mission
07.02.2019	Mwingi	Munou Location	Focus Group Discussion and Observation	Kenya field mission
08.02.2019	Nyeri	KFS – office in Nyeri	Interview with KFS technical staff	Kenya field mission
08.02.2019	Nyeri	Nanyuki	Focus group discussion and observation- office and PELIS	Kenya field mission
09.02.2019	Nyeria	Gathiuru Forest Station	Interview with Forester and Focus Group Discussion with Mt. Kenya Gathiuru CFA	Kenya field mission
09.02.2019	Nyeria	Kabaru Community Forest Association	Interview with Forest and Focus Group Discussion with Kabaru CFA	Kenya field mission
10.02.2019	Nairobi		Write-up findings	Kenya field mission
10.02.2019	Nairobi		Formulation of initial conclusions	Kenya field mission
11.02.2019	Nairobi		More interviews – with key informants/stakeholders.	Kenya field mission
11.02.2019	Nairobi		Debriefing at Finnish Embassy	Kenya field mission
11.02.2019	Maputo	Finnish Embassy	Short Briefing	Mozambique field mission
11.02.2019	Maputo		Kick of meeting with Key stakeholders	Mozambique field mission
11.02.2019	Maputo		Team meeting prepare further mission	Mozambique field mission
12.02.2019	Maputo		meetings with ADRA, OMR, AfDB, IFAD	Mozambique field mission
13.02.2019	Maputo		meetings with ADPP, FAO, AGGRIMEC CTA	Mozambique field mission

14.02.2019	Maputo		meetings with WB, IIAM, Sweden Embassy, Austria Embassy	Mozambique field mission
15.02.2019	Maputo		meetings with COWI, CEPAGRI	Mozambique field mission
14.02.2019	Quilemane , Mocuba		meetings with AMME, EOZ, MIRUKO, SDAE, ACOF, AKA	Mozambique field mission
15.02.2019	Maganja da Costa, Mocuba		meetings with Coop. Muda Mudemone, Johnny Colon, SUSTENTA	Mozambique field mission
16.02.2019	Mocuba		meetings with Beneficiaries, incl women groups, ADPP, PRODEA	Mozambique field mission
17.02.2019	Quilemane		preparations for wrap-up	Mozambique field mission
18.02.2019	Maputo	Embassy	Wrap-up meeting with Embassy stuff	Mozambique field mission
21.01.2019	Dar-es-Salaam		Team Assembly	Tanzania field mission
22.01.2019	Dar-es-Salaam		Meeting in the Embassy of Finland, Ministry of Natural Resource and Tourism, Tanzania Forest Conservation Group	Tanzania field mission
23.01.2019	Dar-es-Salaam		Meetings with WWF, Green Resources, Kilombero Valley Teak Company, Programme Officer Embassy of Norway	Tanzania field mission
24.01.2019	Lindi		Travel by hired car to Lindi arriving in the afternoon, Courtesy to RAS Lindi, Meeting with LIMAS Regional Staff, Overnight in Lindi	Tanzania field mission
24.01.2019	Iringa		Fly to Iringa by Auric Air early the morning, Courtesy to RAS Iringa, Meeting with PFP Management, Meeting with MD New Forest Company, Overnight in Iringa	Tanzania field mission
25.01.2019	Liwale		Travel by hired car to Liwale arriving in the afternoon, Courtesy to Liwale Council, Meeting with Council's Officers participated in LIMAS and NFBKPII	Tanzania field mission
25.01.2019	Njombe		Travel to Mafinga, Meeting at Forestry & Wood Industry Training Centre, discussion with the President of Tanzania Forest Industries Federation, Travel to Njombe Region, Meetings with Njombe Regional Forest Officer and RAS	Tanzania field mission
26.01.2019	Liwale		Meeting with LIMAS and NFBKPII beneficiaries at Ngunja and Mpalamba villages	Tanzania field mission
26.01.2019	Njombe		Meeting Tanzania Tree Growers Association Union (TTGAU), Travel to Ludewa District and held a meeting with TGA leaders in Njelela Village, Visited the seed orchard in that village, Returned to Njombe for an overnight stay	Tanzania field mission

27.01.2019	Liwale		Meeting with LIMAS and NFBKPII beneficiaries at Likombora village	Tanzania field mission
27.01.2019	Iringa		Stopped to see and discuss at Mgololo Seed Orchard on our way back to Iringa, On arrival in Iringa, met and discussed CARE International in Tanzania (Manager responsible for Partnership Development - Gender and Youth)	Tanzania field mission
28.01.2019			Travel by hired car to Kilwa arriving late in the afternoon	Tanzania field mission
28.01.2019			Met and held more discussion with PFP officers, Meeting with Mr Carl-Gerg Struden (Director Tree Growers Services) at Forest Development Trust	Tanzania field mission
29.01.2019	Kilwa		Courtesy to Kilwa Council, Meetings in Kilwa with Non-State Actors Service Provider for Village Use Planning (MCDI), Meetings in Kilwa with Land officers of the Council	Tanzania field mission
19.01.2019	Dodoma		Discussion at the Ministry of Finance with Mr Mbise (External Finance Officer handling the Finland desk)	Tanzania field mission
30.01.2019	Dodoma		Meeting Mr Seleboni (Senior Forestry Officer) former Coordinator of Forestry and Beekeeping Programme II, Meeting with Mr Iddi Alfani (Principal Economist - Policy and Planning Department) Ministry of Agriculture	Tanzania field mission
31.01.2019	Dar-es-Salaam		Meeting with MJUMITA, Meeting with Mr Bwoyo (Assitant Director Forest and Beekeeping Division MNRT) Chairman, PFP Steering Committee, Team Workshop	Tanzania field mission
11. - 16.03.2019	Dar es Salaam and home-based		Interviews of businesses supported by LIMAS	Tanzania field mission

Annex 9: Notes Expert Consultation workshop

Helsinki, 28 March 2019

Table 6. List of participants

Last name	First name	Position	Organisation
Louhivuori	Valtteri	Business Development Manager	Finnfund
Arvola	Anne	PhD student	University of Helsinki
Frestadius	Saara	Consultant	Particip ARDF Evaluation Team
Kärkkäinen	Jukka-Pekka	CEO	Finnish Church Aid Investments
Luukkanen	Olavi	Professor emeritus	University of Helsinki
Matthies	Brent	Expert on PES, biodiversity, forest economics	Between two jobs, freelancer
Mikkolainen	Petra	Consultant	Particip ARDF Evaluation Team
Penttilä	Juho	Manager, Business Development	Simosol Oy
Poutiainen	Pirkko	Consultant	Particip ARDF Evaluation Team
Rosengren	Linda	PhD student	Luke
Selänniemi	Thomas	Head of Sustainability Consulting	Indufor
Sell	Mila	Expert	Natural Resources Institute LUKE
Silverberg	Paul	Long term consultant, works a lot with MFA	Planpoint Oy
Talvela	Klaus	Consultant	Particip ARDF Evaluation Team
Tarvainen	Anne	Head of International Development	WWF
Tommila	Paula	Expert	Gaia Consulting
Tuukkanen	Karoliina	Head of international financing	Finnish Evangelic-Lutheran Mission
Vainio-Mattila	Arja	Professor	

Session 1: EVALUATION BACKGROUND – Klaus Talvela

Session 2: INTRODUCING NEXUSES – Petra Mikkolainen

Forest – Food – Climate Nexus

- Energy – food preparation
- Forest is seen as forestry products only – Forest has a potential to increase food production
- People and communities
- Sustainable food production – ensuring food security by taking into consideration environment, forest and climate change
- Nexus thinking might narrow thinking rather than bring holistic thinking
- Nutrition – quality might degrade due to commercial forestation

Forest – Energy – Climate Nexus

- Charcoal sometimes only way to receive income for poor rural people

- Trade-offs rather than looking at win-wins
- Commercial forestry – protects indigenous forests – possibilities to create forests in areas that are not used

Forest – Water – Climate Nexus

- Agroforestry missing i.e. PELIS
- Nexus thinking too narrow
- LIMAS – all SDGs covered
- Positive synergies

Session 3: OPTIMAL ARDF INTERVENTION – NOTES FROM THE SMALL GROUPS AND PLENARY DISCUSSION

1. Why and what: Vision/objectives

- Different partners need to work together – starting point needs to be from the country perspective and then see what are the required interventions.
- Food security needs to be in the core – other themes need to come around this.
- Separate interventions need to support each other.
- Agriculture and rural development starting point – other themes follow – Climate change will follow (improving resilience).
- Climate change and SDGs need to be in the core of planning.
- Different instruments need to support each other and produce synergies. Currently the sectors are in their separate silos and this needs to be taken into account.
- Value added should focus in areas where there are gaps.
- Local level investments – minimal investments.
- Adaptation has not been in focus in bilateral projects. Food security and water are in the core and need to be focused on.
- Enabling environment is important. How to empower people to be active participants in their own development.
- Agriculture and forestry have been way too separated in Finland --> why is there not more cooperation?
- Delete the forestry and agriculture thinking and start talking about natural resources sector.
- Using the notion of food security or natural resources would allow that issues such as food and water (which are core issues) as well as the needs of local people would become first.

SDGs should be the guiding principle. The starting point should be in projects of agriculture and food security. They include poverty reduction, food security, gender equality and all the SDGs.

Investments should be done in small local responsible enterprises, including farmer organisations. Focus on youth and start-up business, with a link between agribusiness and job creation.

New innovative grants should be applied to cover the gap between research results and investments.

Businesses on new crops can strengthen food security, income, and business.

We talk about coherence but in practice the systems in partner countries are sector specific. This is the reality.

Currently MFA focuses on water and forestry, agriculture and food security are neglected. All donors support one way or another food security and forestry, what is MFA role and strength? Which instruments can lead to scaling up? There still come rural WASH projects, PIF instruments targets also urban water supply., so how can we support rural water supply?

In its strategy, Finland should decide whether 1) combine Finnish contribution to large-scale processes, both public and private, or 2) focus in gaps and areas of Finnish strengths.

Focus should be in strengthening and developing enabling factors. Then the beneficiaries and stakeholders can make their own choices.

2. Where & how: Institutional framework and country system

- In countries where there is willingness.
- VC approach needs to be applied somewhere where there is potential for it. LIMAS is a good example where it cannot be developed.
- Multi-stakeholder approach needed – to build the national capacity.
- In many cases, government action is a limiting factor. Other funding mechanism need to be explored. However, we need to have mechanisms to monitor how the funds are used.
- Funding mechanism need to be developed well so that there is oversight from all stakeholders.
- Identification and programming need to be improved and proper funding allocated. MFA should include NGOs and other actors, such as research institutions, into the process.
- Working together with multilaterals, e.g. WB to pull together resources (Finnish expertise, WB funding).

- How to scale up and multiply NGO projects?
- When Finland gives money to basket type funding, MFA should be less shy to earmark the money --> linking the money to NGO work, Finnish development goals etc (other donors already do this).
- How to channel the funds to the right place: for example forestry is a money making industry, so let's let them handle that without Finnish funding, BUT there are a lot of functions around it that are more the role of governments / NGO's (land rights, rights of indigenous people, environmental legislation etc) --> NB! private sector cannot be excluded from this discussion as they also actively lobby against good practices etc. (an issue of what to fund, but not who to engage).
- There is no exchange of homework /results between different silos / funding mechanisms in MFA (hearing universities, NGO side, bilateral projects, private sector).

When selecting partner countries, there is a trade-off between the possibility to achieve good results, and helping the most needy ones. This implies that different approaches and instruments work in distinct countries. It is useful to look for countries in which synergies can work, both intra-sector and inter-sector.

The instruments should be selected as a result of the strengths of the actors in the partner country. This choices between modalities such as bilateral projects, private sector, CSOs, ICI.

Value chain development can have a geographical scope or a product scope, depending on the best potential for results. In any case, there should be preparedness for scaling up.

3. How & who: Private Sector

- MMB and PFP: inception phase enabled better planning. In future it should be considered how to get investors to join in the course of the implementation.

- PFP: VC development – different actors need to be linked together. Interventions can help to link the different actors together.
- Bilateral projects could work as business incubators to ensure that there is an incentive for private plantations.
- NGOs can support bilateral projects by providing expertise and initiating political dialogue.
- Smallholders need support from projects to improve the quality of their trees to be able to link to the VC.
- Think-tank mechanism providing sectoral expertise to support local SMEs could be something MFA could support.
- Country strategy preparations should be more participatory, including private sector actors.
- Investments through responsible companies need to be considered.
- When we talk about this, do we talk about local private sector of Finnish private sector (most long-lasting development effects have become from strengthening the local private sector?) --> hopefully both?
- How to link NGO's and private sector? And making sure that the partnership is fully entitled from the NGO side as well --> NGO's cannot be consultants
- More funding mechanisms for this (see Danida new mechanism)
- Private sector can also support the small-scale actors and gain different kind of benefits (it can also be non-monetary gain, such as more reliable production chains that companies can take advantage of)
- Certification as a tool to private sector --> Certification in some format (landscape approach) social and legal format and economic value chain --> 3rd party verification, and group certification also for small scale actors
- Would this certification process become too heavy if it would be done by MFA? Especially to small scale actors and most vulnerable, who are in the core?
- Certificate as some sort of pull mechanism that would also create a pull for small scale farmers and actors to participate

4. Modalities & Instruments

- There needs to be links between research and investments/companies.
- NGOs have business ideas but there is no instrument to support implementation since they are too small for Finnfund funding. DANIDA has an instrument that could be a model. SDG proofing is being done through NGO work but needs investments to scale up.
- Product improvement in the VC should be an activity, enabling smallholders/households to take part in the VC.
- Land rights issues are crucial. in some countries private sector cannot come in if the smallholders do not own their land.
- Finnfund: in case land rights issues are unsure investors cannot take the risk. Joint political dialogue is needed to push for good governance and predictability of political decision making. All sectors are needed to look for solutions.
- Different modalities need to be linked more closely. How to scale up, through which modality? How to move from bilateral projects to investments? Business incubators and their funding? Bilateral projects could facilitate this process.
- NGOs often do not have the financial capacity to scale up the projects.

- NGOs need to have the mandate to work more with private sector development. NGO funding is not providing proper instruments to support NGO-private sector cooperation.
- Consortia are needed to ensure that all expertise is utilized.
- Role of MFA --> land reform and policy reform:
- Finland could have a stronger role in policy reform --> NGO's are strong in this (the so-called watch dog role).
- Very strongly tied to forest management and agroforestry.
- Also private sector investment in small holder projects has been very successful in some cases, when special attention has been given to e.g. land reform issues.

Boundaries between separate instruments should be diminished or removed, that is the way to create synergies.

5. Geographical focus

- It should start from local needs --> needs-based assessment and more cooperation between actors in different areas.
- The withdrawal from Zambia is a sad example, when you look at the local level and the effect to people -> World Bank is now implementing something very similar to the Finnish model in other areas in Zambia --> if MFA and WB would have been working together from the beginning, MFA would have had more possibilities to influence to the situation --> it comes up to partnership with other donors.

6. Finnish resources & added value

- Long-term involvement is needed and expertise in the forestry sector, especially in governance issues.
- NGOs in Finland are active actors, they are used as expert organizations.
- Expertise is aging. Juniors need to be added to every intervention.
- Natural resources JPO postings are lacking, lately they are very few.
- Finland has holistic and systematic approach. We have expertise in all ARDF areas.
- Synergies are under-utilized.
- Professional training is lacking in forestry sector.
- In natural resource mapping there are several expert actors in Finland. This could be utilized jointly.
- Forest inventory systems. The inventories need to be updated regularly.
- Expertise in community-based resource management. Local experts can be trained.
- Expertise in food processing – quality of nutrition – food security and agricultural development expertise.

Holistic design, systems thinking! Linking Finnish funding instruments – already at the planning phase. Commitment on long term. There must be communication and information between different actors. Multi-stakeholder, supporting governance at different levels, e.g. through: Foresight methodology in Policy dialogue processes.

Finnish modalities and operations should seek synergies. This calls for flexibility of funding instruments. Country strategies must assess Finnish strengths and their relationship to other actors.

MFA should make better use of accumulated experience of Finnish senior experts, eg. through mentoring arrangements.

In comparison to per countries, Finland has been one of the worst ones in promoting its own interests. We should be bolder in this, based on synergy principles.

7. Resources and duration

Long-term is funding required.

8. CCO & HRBA

- Sector programmes needed where HRBA and CCO can be mainstreamed.
- Each sector to be looked at individually and the role of vulnerable groups to be understood.
- Not just HRBA rhetorical level but in practice.

Climate change

- Adaptation is very important, but MFA focuses on mitigation.
- Climate change is not the most important issue from the local stakeholder point of view, most important is food security (standard of living) --> climate change is a larger framework.
- Climate justice is a very important --> what is our role in the situation in the developing countries --> how does Finnish diet affect local conditions etc.

9. Beneficiaries and stakeholders

- Beneficiaries should be heavily involved --> who specifies the beneficiaries?
- Gender, vulnerable groups, disabled people, indigenous people are Finnish added value.
- Stakeholders: local stakeholders, NGO's, research institutes, companies, consultants.

Conclusion: Most important pointer to MFA is to come out from the department and instrument silos --> Nexus between actors and instruments, not between issues / themes

Donor profile:

- Vaikka eri instrumenttien kautta työskentelevien toimijoiden tavoite tietyillä alueilla on sama, eli esim. kestävä metsäsektori (mm. Tansania), UM ei ole onnistunut / halunnut tuoda näitä toimijoita yhteen (NGO, bilateraali, ym. hankkeet) kehittämään YHDESSÄ sektoria ja miettimään alueellisia tavoitteita --> on kehitettävä omien hankkeiden keskusteluyhteyttä ja mielellään myös muiden donorien kanssa käytävää keskustelua

Institutional framework / financing:

- Paikallisten omistajuus projekteissa tärkeää, mutta miten suunnitella rahoitusta kestävämmiin / pitkäjänteisempiin?
- pitäisikö lähteä mukaan EU:n hankkeisiin ja samalla suurentaa Suomen rahojen mahdollisuuksia vaikuttavuuteen
- haasteena tässä on, että EU ei ole kauhean joustava ja uusi rahoituskehys ei näytä lupaavalta --> ainakin vahvempi linkittyminen EU hankkeisiin?
- tutkimuksen rooli tärkeä, mutta tutkimuksen ja implementaation linkki on aivan liian heikko (ICRAF esimerkki hyvästä kehityksestä?)
- how to scale up and multiply NGO projects?
- when Finland gives money to basket type funding, MFA should be less shy to earmark the money --> linking the money to NGO work, Finnish development goals etc (other donors already do this)
- how to channel the funds to the right place: for example forestry is a money making industry, so let's let them handle that without Finnish funding, BUT there are a lot of functions around it that are more the role of governments / NGO's (land rights, rights of indigenous people, environmental legislation etc) --> NB! private sector cannot be excluded from this discussion as they also actively lobby against good practices etc. (an issue of what to fund, but not who to engage)
- there is no exchange of homework /results between different silos / funding mechanisms in MFA (hearing universities, NGO side, bilateral projects, private sector)

Private sector engagement:

- when we talk about this, do we talk about local private sector of Finnish private sector (most long-lasting development effects have become from strengthening the local private sector?) --> hopefully both?
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Role of MFA --> land reform and policy reform:

- Finland could have a stronger role in policy reform --> NGO's are strong in this (the so-called watch dog role)
- very strongly tied to forest management and agroforestry
- also, private sector investment in small holder projects has been very successful in some cases, when special attention has been given to eg. land reform issues

Vision / objectives:

- Agriculture and forestry have been way too separated in Finland --> why is there not more cooperation?
- delete the forestry and agriculture thinking and start talking about natural resources sector
- ongelmana on ja esiin tuotuna haasteena tuodaan esiin se, että Suomella on metsätaloudessa maailmanluokan osaamista, mutta ei maataloudessa --> miksi ei siis ruveta tekemään yhteistyötä niiden toimijoiden kanssa, joilla taas maatalous on vahvana, sen sijaan, että yritämme itse ratkaista kaiken (added value)
- SDG't: luonnonvarojen pitäisi olla keskiössä, kun aiheesta keskustellaan, se liittyy kaikkeen muuhun (gender, elinkeino, ilmastonmuutos jne)
- using the notion of food security or natural resources would allow that issues such as food and water (which are core issues) as well as the needs of local people would become first
- luonnonvara kärjellä mentäessä ruoka ja vesi tulisi hyvin luonnollisesti mukaan kuvioon
- Agroforestry kärjeksi: puiden avulla voidaan parhaassa tapauksessa kaksinkertaistaa ruoantuotanto (vision and objectives)
- ilmastonmuutos on reunaehto ja haaste toiminnalle, ei sen keskiö (climate change doesn't mean anything to locals, but sustainable livelihood does)

Defining geographical focus

- should start from local needs --> needs-based assessment and more cooperation between actors in different areas
- the withdrawal from Zambia is a sad example, when you look at the local level and the effect to people --> World Bank is now implementing something very similar to the Finnish model in other areas in Zambia --> if MFA and WB would have been working together from the beginning, MFA would have had more possibilities to influence to the situation --> it comes up to partnership with other donors

Beneficiaries and stakeholders

- beneficiaries should be heavily involved --> who specifies the beneficiaries?
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- Climate justice is a very important --> what is our role in the situation in the developing countries --> how does Finnish diet affect local conditions etc.

ARDF Sektorin kehitystyö

II ryhmä

Why and what – Vision and Objectives

- SDG johtotähtenä: Sustainable and scalable
- Maatalous-ruokaturvahankkeista pitäisi lähteä liikkeelle! Niihin sisältyy köyhyyden poistaminen, ruokaturva, naisten aseman parantamista, yms. yms. -> täyttää kaikki SDGt!
- Investointeja pieniin paikallisiin (vastuullisiin!) yrityksiin, ml. maanviljelijäjärjestöt!
- New innovative grants to cover the gap between research results and investments (yhteistyö pilotti)

Teemoja

- Focus on youth and start-up business
- Linkki agrobusinessin ja työllistymisen välillä
- Pysyviä järjestelmiä, optimointimalleja, dataa, kaukokartoitusta yms. ohjaamassa toimintaa ja prioriteetteja
- Erikoiskasvit, sekä uusien ruokatuotteiden kehittäminen (esim. kasvipohjaista proteiinia): ruokaturvaa, tuloja ja businessiä

Suomalainen lisäarvo

- **Holistic design, systems thinking!** Linking Finnish funding instruments – already at the planning phase!
- Pitkäjänteisyyttä! Kommunikaatiota ja tiedonjakoa, toimijoiden välillä, myös esim. muut pohjoismaat.
- Multi-stakeholder, supporting governance at different levels, e.g. through:
 - Foresight methodology in Policy Dialogue processes

28.3.2019

ARDF-pohdintaa: Mitä, miten ja missä tulevaisuudessa

Why and what: vision and objectives and institutional frameworks

- Kyt-policy: Climate change ja SDGt pohjana.
- Koherenssista puhutaan ja on politiikoissa, mutta käytännössä järjestelmät ovat sektorispesifejä kehityksmaissa. Tämä otettava realistisesti huomioon.
- Tämän hetken lähtökohdat: Vettä ja metsää tehdään, maatalous ja ruokaturva kuihtunut
- Vrt. vesisektori: on vielä maaseudun WASH-hankketa, mutta uutena tullut rahoitusinstrumentin (PIF) kautta takaisin kaupunkien vesihuolto => miten rahoitusinstrumenteilla voitaisiin ohjata kestävä ARDF:ää?
- Kaikki donorit tukevat (osin samalla tavalla) ruokaturvaa ja metsää; mikä Suomen rooli ja vahvuus? => Mitkä relevantteja instrumentteja, jotka johtavat scaling up:iin?
- Strategia: linkittää Suomen toimintaa isoihin prosesseihin (julkisella + yksityissektorilla toimiviin) VAI Vahva fokus sinne, missä aukkoja ja samalla suomalaista vahvuutta?
- Think tankien tukeminen?
- Vahvojen synergioiden luominen ja hyödyntäminen: Eri instrumenttien rajojen poistaminen; velvoitteeksi luoda synergioita
- Fokus mahdollistavien tekijöiden vahvistamiseen ja kehittämiseen => hyödynsaajat ja toimijat voivat tehdä itse valintoja

Where&how and with whom: institutional framework and country systems

- Maavalinnat: Pyritäänkö hyviin tuloksiin vai auttamaan eniten avun tarpeessa olevia? Eri strategiat ja kanavat/instrumentit eri tyyppisissä maissa.
- Maat, joissa voidaan saada aikaan suurempaa vaikuttavuutta synergioiden kautta (sektorin sisäiset synergiat eri instrumenttien kautta + synergiat muiden sektoreiden kanssa (nexus))
- Kenen kanssa: Instrumentit kehityksmaan toimijoiden vahvuuden pohjalta (bi/PS/CSOt/ICI);
- Alue-scope vai aihe-scope (arvoketjuun liittyen)? Lähtökohdaksi sisältö; missä ao. arvoketjua voidaan kehittää tuloksellisesti (on todellinen markkinapotentiaali jne.)?
- Lähtökohhta voi olla paikallinen/alueellinen, mutta takana pitää olla scaling up -strategia => tämän pitäisi mahdollistaa palvelut eri toimijoille + synergiat

Finnish resources and added value

- Suomalaisen resurssin ja intressin huomioiminen; Luodaan puitteita synergioihin => laajempi vaikuttavuus => rahoitusmekanismien joustavuus oleellista!
- Maastrategioissa pitäisi ottaa huomioon kunnolla Suomen vahvuudet + suhde muihin toimijoihin
- Suomalaiset resurssit: mistä jatkossa? Juniori-asiantuntijat jokaiseen ALI:n toimeksiintoon
- Kokeneet mentorit mukaan kyt-sparraukseen: tarvitaan mekanismeja mentorointiin
- Suomi ollut maailman huonoimpia omien intressien ajajia maailmalla => rohkeammin intressien ajamista synergialähtökohdasta

Annex 10: Previous MFA evaluations in the ARDF sector

The **Evaluation of Agriculture in the Finnish Development Cooperation between 1995 and 2008** takes a critical view of Finland's achievements in the sector. The report concluded that the relevance of the interventions to the final beneficiaries has been high; however, shortcomings in programme design have weakened their significance. Effectiveness (and impact) were difficult to measure due to inadequate monitoring and evaluation. Efficiency was also considered rather low, due to long programme design periods, lack of proper risk analysis and high management costs. Basket fund interventions had lower management costs but suffered from delays in implementation. International TA was seen to concentrate too much on management issues at the expense of technical advice. Similarly, sustainability included several challenges, including lack of sufficient engagement and ownership by partner country governments.

In terms of aid effectiveness, the report points out that general budget support rarely leads to increased financing of the ARD sector. Also, the report criticises Finnish aid of being too driven by the MFA headquarters. The appropriateness of the value chain development approach was acknowledged with the caveat that it would most likely not benefit the poorest of the poor (MFA, 2010).

Despite the shortcomings, the evaluation report recommended that Finland should increase its support to the agricultural sector, in such way that it also benefits the poorest of the poor and supports achievement of the MDGs. The authors emphasise better inclusion of results-based management and the use of participatory approaches early on. Climate change should be given due attention to all agriculture interventions. Value chain approach should be realised by enhancing the enabling economic and institutional environment and following Finland's Aid for Trade Action Plan. The report clearly emphasises that "*Interventions should be based first on sound market demand and then downwards (production, financing, storage and marketing)*".

To strengthen efficiency, MFA should increase flexibility in tandem with RBM, and international TA should focus on their advisory role. Exit strategies should be formulated in more detail. Interventions should be based on better sector analysis and be more demand driven. Shift to Sector-Wide Approaches (SWAp) and basket funds is recommended (in parallel with other aid modalities), even if they can be complicated to set up and implement. Support for regional research and development is encouraged, e.g. the Comprehensive Africa Agriculture Development Programme (CAADP). In terms of cross-cutting issues, gender mainstreaming should be developed further than just counting the number of women involved in the activities. More innovative and environmentally sustainable approaches to agriculture should be mainstreamed and human rights should receive due attention. Combining rural development (e.g. infrastructure such as rural feeder roads) with agriculture is recommended as a way to include also the poorest of the poor within the beneficiaries of the interventions (MFA, 2010).

The **Evaluation of Finnish Support to Forestry and Biological Resources** completed in 2010 concludes that the contribution of forestry to poverty reduction has been disappointing. Notably, the economic results have not been tangible, and they have been limited to local levels with little evidence of national-level achievements. The evaluation was carried out as part of a more comprehensive exercise of the MFA to assess the sustainability dimension in addressing poverty reduction in Finland's development cooperation. The study included a total of 22 programmatic and thematic evaluation reports commissioned during 2008-2010, summarised in a Synthesis Report (Caldecott et al., 2010). The evaluation covered six long-term partner countries of Finland (Kenya, Mozambique, Tanzania, Zambia, Vietnam, Nicaragua, and Lao PDR) and regional interventions in Central America and the Western Balkans.

The evaluation explains that the programmes have been applying two main strategies in the forestry sector; (1) collaborative management of natural forest for livelihood purposes in Africa but also production in Lao PDR and Central America, and (2) plantation forestry in nearly all partner countries as a second strategy. The report highlights that the interventions have not been short of pilots; however, they have not demonstrated the ability to scale up the trials. In Africa, one of the main problems has been the limited attention given to sustaining the forest resource base and reduction of degradation. The trend of outside investors becoming

engaged in the programmes was mentioned. The report also raises the concern that the role of smallholders should be thought well if plantation forestry is expected to contribute to broader poverty reduction goals. At the same time, Finland's leadership in the two global FAO-led processes – the Global Forest Resources Assessment and the National Forest Programme Facility – was acknowledged. Finally, the report criticises the interventions for weak inclusion of cross-cutting objectives (Hardcastle et al., 2010).

The recommendations of the evaluation focus on intervention design, conditionalities, improved information systems, aid modalities, Finnish added value, and international conventions. The evaluation urges Finland to learn more from other donors' approaches and programme designs to make better use of good international practices in the forestry sector. Especially, policy coherence and synergies, developing local capacities, and formulation of indicators are among the topics to be considered. Further, the lack of compliance with agreed commitments by the partner countries should be addressed, as a general resistance to forcing conditionalities of funding seemed to be an important challenge at the time. Recommendations on information systems referred to the improvement of document management and information retrieval in the interventions and within the MFA. The report is clear in that the MFA should have stronger rationales for the selection of different aid modalities, especially paying attention to the advisory role of the international TA. Finnish expertise should be better exploited in forestry interventions, especially in Africa. Finally, the evaluation encourages MFA to use its influence and potential to assist partner countries in engaging more effectively in international forestry and biological resources related conventions (Hardcastle et al., 2010).

One of the few ARDF-related comprehensive evaluations of the MFA is **the Final Evaluation of Regional Forest Projects in the Mekong, Andean and Central America** implemented in 2017. While the evaluation did not assess any interventions in Africa, it still provides useful insights into Finland's development cooperation in the forestry sector. The study concluded that forestry value chain development could contribute to inclusive investments and successful business models for improved land governance and livelihoods. Factors that weakened the results of the programmes included limited scale and duration of field projects and shortcomings in programme design vis-à-vis the ambitious value chain development objectives (Topper et al., 2017).

Annex 11: SDG and logframe indicator analysis

The evaluation examined the degree to which the indicators of the eight bilateral projects align with SDG Indicators. The purpose was not to measure to what extent the interventions had achieved results in relation to the SDG Indicators. Instead, the reason for carrying out the analysis was to generate lessons learnt for how future ARDF programmes could be aligned with SDGs based on a set of interventions designed in the era of Millennium Development Goals (MDGs). Also, how MFA could strengthen its Theory of Change in line with the Agenda 2030.

The method was to compare each logframe indicator against the SDG Indicators. When no alignment was found, score 0 was given. Score 3 was given when there was full or very close alignment between logframe and SDG Indicator (see Table 7. Scoring applied in the SDG Indicator analysis Table 7). Initially, the analysis considered two additional levels (1 and 2) to separate between cases where the logframe indicator might have been aligned at a general with the SDG Target but not with the corresponding SDG Indicator (score 1) and where there was stronger alignment with the SDG Indicator but further changes to the logframe indicator would be required to use it for reporting purposes (score 2). Score 2 also included situations where the general aim of SDG Indicator is aligned with the logframe indicator, but there is weak alignment on the substance of the SDG Indicator. Later, these two categories were merged given the heterogeneous nature of the sample. Other types of situations that the evaluation classified in the middle range included.

Table 7. Scoring applied in the SDG Indicator analysis

Score	Explanation of the score
0	SDG indicator not aligned with any logframe indicators (no response)
1/2	SDG indicator contribution only conceptually aligned, would need further changes for at least partial reporting alignment
3	SDG indicator full or partial contribution conceptually and in can contribute to reporting on SDGs

Source: a scoring system developed by the evaluation team.

The analysis separated between these levels to detect also weaker signals between the two data sets for learning lessons on how bilateral ARDF projects can contribute to SDG reporting. This is also the reason why Score 3 includes also SDG Indicators that are not 100% match with the logframe indicators. Moreover, when several logframe indicators could be classified under one SDG Indicator, all logframe indicators were scored. However, only the highest score was included in the final analysis.

A few examples of scoring of level 3 are provided in Table 8 below.

Table 8. Examples of scoring of indicators at level 3

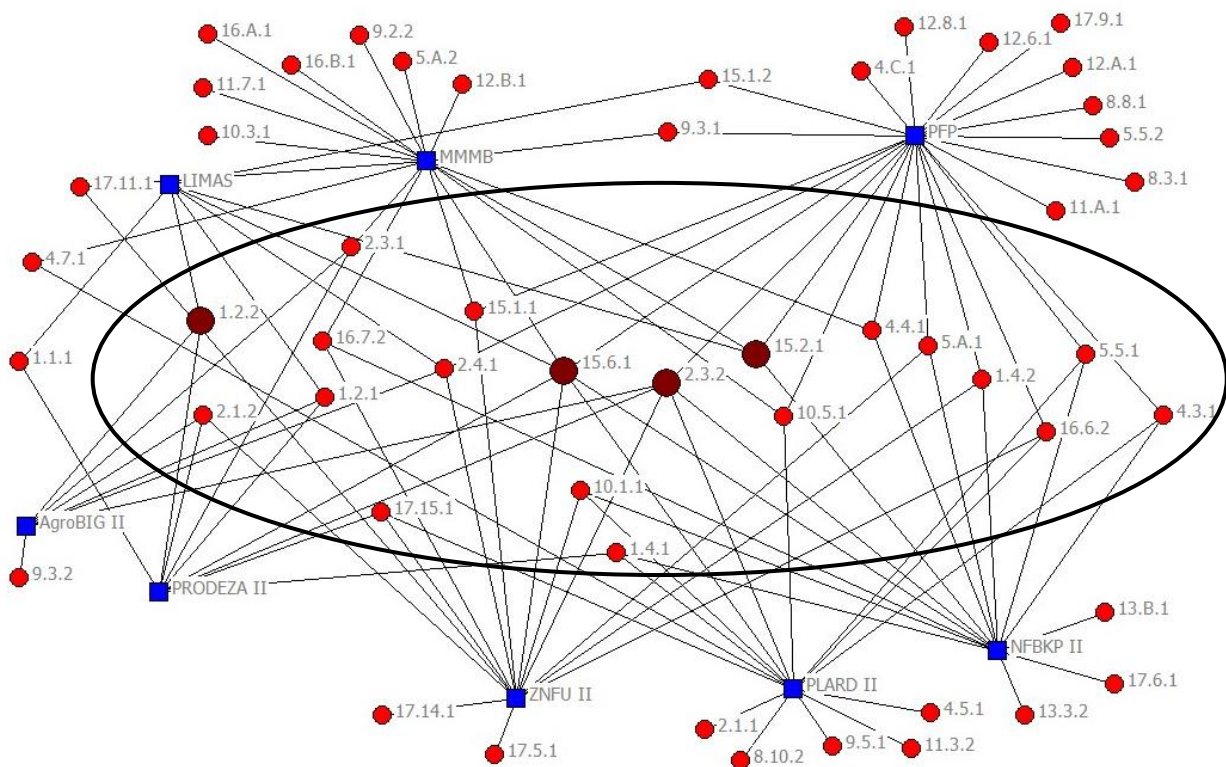
SDG Indicator	Logframe indicators	Explanation
2.1.2 Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)	AgroBIG II: Number of beneficiaries reached through actions strengthening market linkages, productivity, job creation and food security (Disaggregated by gender, age, PWD) PRODEZA II: At least 80% of the participating families are food secure by the end of Phase II; At least 40 food security groups and agricultural development, in their majority integrated by women, organised and strengthened and actively working; At least 80% of the involved families are food secure throughout the year; Reduced percentage of households in Zambézia with food insecurity by end of Phase II	Action towards a reduction in food insecurity

SDG Indicator	Logframe indicators	Explanation
	ZNFU II: % of farmers (m/f) with food reserves in critical months-based on 6 districts	
4.4.1 Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	<p>MMMB: At least 20 NRM students and graduates trained and able to use FIS and GIS.</p> <p>PFP: Users' knowledge on the Forest Information Systems (FIS); Training capacity (intake of trainees) for vocational and further training within the private forestry value chain.</p> <p>NFBKP II: All the staff has improved ICT skills</p>	<p>MMMB: Focus on ICT skills for youth;</p> <p>PFP: Knowledge of ICT related to forestry and GIS;</p> <p>NFBKP II: ICT skills for staff.</p>
5.5.1 Proportion of seats held by women in (a) national parliaments and (b) local governments	<p>PLARD II: At least 30% of committee members at all levels are women</p> <p>PFP: Percentage of women in Tree-Growers Association (TGA) management bodies</p> <p>NFBKP II: Equal numbers of women and men (all able-bodied/non-elderly) are present on Village Natural Resource Committees</p>	Women included and reported as included in decision-making (although at relatively low level)
10.5.1 Financial Soundness Indicators (FSI)	<p>PFP: Average return on investments for SMEs having a support contract with the Programme; Average return on investments in plantations having a support contract with the Programme</p> <p>MMMB: Financial statements prepared and presented to members in line with statutes; Timely and relevant financial reports generated at Kenya Forest Service (KFS) county level</p> <p>PLARD II: Double-entry bookkeeping systems applied for PLARD II and introduced for GRZ funds</p>	<p>PFP: Calculation of financial returns</p> <p>MMMB and PLARD II: Inputs to FSI</p>
15.6.1 Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits	<p>All but AgroBIG II had strong alignment with this SDG Indicator. A few examples:</p> <p>MMMB: seven indicators scored at level 3, e.g. Cost/benefits sharing schemes piloted and documented, Forest Act adopted and implemented, Forest standards published, Relevant subsidiary legislation published and with provisions to ensure the equitable sharing of the costs/ benefits of sustainably managed forest resources; Participatory Forest Management institutionalised.</p> <p>LIMAS: 12 villages with Village Natural Resources Committees operational (criteria added in 2014: at least 4 minuted meetings and 4 reported patrols per year); 13 villages with participatory forest management plans approved in Village Assembly</p>	Linkage to equitable decision-making for natural resources

Source: Evaluation team.

The eight bilateral projects had strong alignment (at level 3) with 21.3% (n = 52) of SDG Indicators. The Indicators and their relationship with the projects are illustrated in Figure 9.

Figure 9. SDG Indicators with which logframe indicators had high alignment in the eight bilateral projects



Source: Evaluation team. Diagram generated with UCINET (Borgatti, Everett, & Freeman, 2002).

Out of the 52 SDG Indicators (small red dots and four larger dark red dots in the figure above) that had strong alignment with project logframe indicators, 20 were common to three or more projects (blue squares). It can be argued that the sample of bilateral projects generated most experience to Finland on those SDG Indicators and their related Targets and Goals. The three SDG Indicators that emerge as the most frequent ones between the projects are “1.2.2 Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions”, “2.3.2 Average income of small-scale food producers, by sex and indigenous status”, “15.2.1 Progress towards sustainable forest management”, and “15.6.1 Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits”. The list of SDG Indicators and the corresponding Targets and Goals that had strong alignment with three or more bilateral projects are provided in Table 9 below.

Table 9. SDG Indicators to which three or more bilateral projects contributed

SDG	SDG Target		SDG Indicator	
1 No Poverty	1.2	By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions	1.2.1	Proportion of population living below the national poverty line, by sex and age
			1.2.2	Proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions

SDG	SDG Target		SDG Indicator	
	1.4	By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	1.4.1	Proportion of population living in households with access to basic services
			1.4.2	Proportion of total adult population with secure tenure rights to land, (a) with legally recognised documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure
2 Zero hunger	2.1	By 2030, end hunger and ensure access by all people, in particular the poor and people in vulnerable situations, including infants, to safe, nutritious and sufficient food all year round	2.1.2	Prevalence of moderate or severe food insecurity in the population, based on the Food Insecurity Experience Scale (FIES)
	2.3	By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	2.3.1	Volume of production per labour unit by classes of farming/pastoral/forestry enterprise size
			2.3.2	Average income of small-scale food producers, by sex and indigenous status
2.4	By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality	2.4.1	Proportion of agricultural area under productive and sustainable agriculture	
4 Quality education	4.3	By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university	4.3.1	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex
	4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	4.4.1	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill

SDG	SDG Target		SDG Indicator	
5 Gender equality	5.A	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	5.A.1	(a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure
	5.5	Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	5.5.1	Proportion of seats held by women in (a) national parliaments and (b) local governments
10 Reduced inequalities	10.1	By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average	10.1.1	Growth rates of household expenditure or income per capita among the bottom 40 per cent of the population and the total population
	10.5	Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations	10.5.1	Financial Soundness Indicators
15 Life on land	15.1	By 2020, ensure the conservation, restoration and sustainable use of terrestrial and inland freshwater ecosystems and their services, in particular forests, wetlands, mountains and drylands, in line with obligations under international agreements	15.1.1	Forest area as a proportion of total land area
	15.2	By 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests and substantially increase afforestation and reforestation globally	15.2.1	Progress towards sustainable forest management
	15.6	Promote fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources, as internationally agreed	15.6.1	Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits
16 Peace, justice and strong institutions	16.6	Develop effective, accountable and transparent institutions at all levels	16.6.2	Proportion of population satisfied with their last experience of public services

SDG	SDG Target		SDG Indicator	
	16.7	Ensure responsive, inclusive, participatory and representative decision-making at all levels	16.7.2	Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group
17 Partnerships for the goals	17.15	Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development	17.15.1	Extent of use of country-owned results frameworks and planning tools by providers of development cooperation

Source: evaluation team. Legend: grey cells correspond to those SDG Indicators, Targets and Goals that had the highest number of bilateral projects associated with them.

MFA's Policy Priority Area 4 "Food Security and Access to Water and Energy Have Improved, and Natural Resources Are Used Sustainably" Theory of Change (TOC) makes reference to SDGs and SDG Targets (MFA, 2017). The evaluation compared to what extent the eight bilateral projects were aligned with the TOC.

The results show that, for all the SDG Targets that were mentioned in the Policy Priority Area 4 TOC, at least three bilateral projects with strong alignment with those Targets exist. MFA has not defined a corresponding SDG Target for some of the Outputs in the TOC. For those, the evaluation proposes a Target to be considered. Again, for each of the Output that the evaluation proposed a matching SDG Target, the sample of eight bilateral projects had at least three projects that were linked with the same Target (see Table 10 below).

Table 10. Comparison between the SDG Targets included in MFA's Policy Priority Area 4 TOC and the SDG Targets linked with the eight bilateral projects

MFA Policy Priority Area 4 Food Security and Access to Water and Energy Have Improved, and Natural Resources Are Used Sustainably		Target	Addressed by three or more bilateral ARDF projects
OUTCOME 1 Food and Nutrition Security People have improved possibilities to produce and access safe, nutritious, and adequate food (SDG2, T1)		2.1	Yes
OUTPUTS	1. Sustainable and climate-smart agricultural production increased among smallholder farmers, with special attention paid to women (SDG2, T4)	2.4	Yes
	2. Smallholder farmers and local communities have secure access to land (SDG1, T4; SDG2, T3)	1.4	Yes
		2.3	Yes
	3. Increased jobs opportunities and participation in fair and functional value chains by smallholder farmers and SMEs	Not indicated	Targets to consider: 2.3, 4.4, 8.3, 8.5 (4.4 linked with bilateral projects)
4. Improved food quality, safety and local food systems	Not indicated	Targets to consider: 2.1, 2.4 (both linked with bilateral projects)	

OUTCOME 4 Forests and Natural Resources People benefit increasingly from sustainable management and use of renewable natural resources and ecosystems, such as forests and water bodies		Not indicated	Targets to consider: 15.1-15.5 15.7-15.9 (15.1 and 15.2 linked with bilateral projects)
OUTPUTS	1. Forests, watersheds and biodiversity increasingly under conservation and/or participatory, sustainable, and integrated management (SDG15, T1)	15.1	Yes
	2. Improved value chains and access to markets by small-holder producers and SMEs	Not indicated	Targets to consider: 2.3, 9.3 (2.3 linked with bilateral projects and TOC)
	3. Improved forest and land resource data that is accessible to all stakeholders	Not indicated	Targets to consider: (15.9), 17.18
	4. More secure land tenure, promoting rights of indigenous peoples and local communities (SDG1, T4; SDG2, T3)	1.4	Yes
2.3		Yes	

Source: evaluation team and MFA Policy Priority Area 4 Theory of Change (MFA, 2017).

The Policy Priority Area 4 TOC did not contemplate the following SDG Targets that were linked with the bilateral projects:

- Target 1.2 By 2030, reduce at least by half the proportion of men, women and children of all ages living in poverty in all its dimensions according to national definitions
- Target 4.3 By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university
- Target 5.A Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws
- Target 5.5 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life
- Target 10.1 By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average
- Target 10.5 Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations
- All but Target 15.1 under SDG15
- Target 16.6 Develop effective, accountable and transparent institutions at all levels
- Target 16.7 Ensure responsive, inclusive, participatory and representative decision-making at all levels
- Target 17.15 Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development

Targets 1.2, 4.3, 5.A, 10.1, and 10.5 are not found anywhere in the MFA's TOC. Target 5.5 appears in the Policy Priority Area 1 Outcome 3 and Targets under SDGs 16 and 17 are located under Policy Priority Area 2. When it comes to SDG15, Target 15.1 is the only one included in the TOC while there are plenty in the SDG framework that could be considered (bilateral projects cover 15.1, 15.2 and 15.6).

The evaluation calculated also the number of times a logframe indicator had a link with an SDG Indicator. The purpose of this analysis was to understand to which SDG Indicators the bulk of lograme indicators

contribute to, regardless of the strength of alignment. The analysis showed that some SDG Indicators may have low alignment strength but a lot of overall alignment in numbers.

Out of 244 SDG Indicators, 50% (n= 122) had a link with logframe indicators of the eight bilateral programmes, and they contributed to 11 SDGs. The SDG Indicators listed in Table 5 received 10 or more hits under the following SDGs: 1 (No poverty), 2 (Zero hunger), SDGs 4 (Quality education), 5 (Gender equality), 8 (Decent work and economic growth), 10 (Reduced inequalities), 11 (Sustainable cities and communities), 14 (Life below water), 15 (Life on land), 16 (Peace, justice and strong institutions), 17 (Partnerships for the goals). The results of this analysis should be interpreted cautiously because the scores 1 and 2 are included, which means that also logframe indicators that had very weak connection with the SDG Indicators are included. In this case, focusing at the level of SDG Target makes perhaps more sense.

Table 11 below provides a list of all the SDG Indicators and their corresponding Targets that did have a link to the project logframes.

Table 11. Indicators that received between 10 and 50 hits

SDG	SDG Target		SDG Indicator		# of hits
GOAL 4: Quality education	4.3	By 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university	4.3.1	Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex	53
GOAL 15: Life on land	15.6	Promote fair and equitable sharing of the benefits arising from the utilization of genetic resources and promote appropriate access to such resources, as internationally agreed	15.6.1	Number of countries that have adopted legislative, administrative and policy frameworks to ensure fair and equitable sharing of benefits	44
	15.2	By 2020, promote the implementation of sustainable management of all types of forests, halt deforestation, restore degraded forests and substantially increase afforestation and reforestation globally	15.2.1	Progress towards sustainable forest management	40
GOAL 16: Peace, justice and strong institutions	16.7	Ensure responsive, inclusive, participatory and representative decision-making at all levels	16.7.2	Proportion of population who believe decision-making is inclusive and responsive, by sex, age, disability and population group	33
GOAL 2: Zero hunger	2.A	Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development and plant and livestock gene banks in order to enhance agricultural productive capacity in developing	2.A.2	Total official flows (official development assistance plus other official flows) to the agriculture sector	27

SDG	SDG Target		SDG Indicator		# of hits
		countries, in particular least developed countries			
	2.3	By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment	2.3.2	Average income of small-scale food producers, by sex and indigenous status	27
GOAL 1: No poverty	1.4	By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	1.4.1	Proportion of population living in households with access to basic services	26
GOAL 16: Peace, justice and strong institutions	16.2	End abuse, exploitation, trafficking and all forms of violence against and torture of children	16.6.2	Proportion of population satisfied with their last experience of public services	24
GOAL 17: Partnerships for the goals	17.5	Adopt and implement investment promotion regimes for least developed countries	17.15.1	Extent of use of country-owned results frameworks and planning tools by providers of development cooperation	20
	17.9	Enhance international support for implementing effective and targeted capacity-building in developing countries to support national plans to implement all the Sustainable Development Goals, including through North-South, South-South and triangular cooperation	17.9.1	Dollar value of financial and technical assistance (including through North-South, South-South and triangular cooperation) committed to developing countries	20
GOAL 2: Zero hunger	2.3	By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive	2.3.1	Volume of production per labour unit by classes of farming/pastoral/forestry enterprise size	18.00

SDG	SDG Target		SDG Indicator		# of hits
		resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment			
GOAL 4: Quality education	4.4	By 2030, substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship	4.4.1	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill	16.00
GOAL 11: Sustainable cities and communities	11.A	Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning	11.A.1	Proportion of population living in cities that implement urban and regional development plans integrating population projections and resource needs, by size of city	16.00
GOAL 10: Reduced inequalities	10.5	Improve the regulation and monitoring of global financial markets and institutions and strengthen the implementation of such regulations	10.5.1	Financial Soundness Indicators	15.00
GOAL 1: No poverty	1.4	By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance	1.4.2	Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure	14.00
GOAL 10: Reduced inequalities	10.1	By 2030, progressively achieve and sustain income growth of the bottom 40 per cent of the population at a rate higher than the national average	10.1.1	Growth rates of household expenditure or income per capita among the bottom 40 per cent of the population and the total population	13.00
GOAL 14: Life below water	14.7	By 2030, increase the economic benefits to small island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism	14.7.1	Sustainable fisheries as a proportion of GDP in small island developing States, least developed countries and all countries	12.00
GOAL 2: Zero hunger	2.4	By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase	2.4.1	Proportion of agricultural area under productive and sustainable agriculture	11.00

SDG	SDG Target		SDG Indicator		# of hits
		productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters and that progressively improve land and soil quality			
GOAL 4: Quality education	4.7	By 2030, ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development	4.7.1	Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels in (a) national education policies; (b) curricula; (c) teacher education; and (d) student assessment	11.00
GOAL 5: Gender equality	5.A	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws	5.A.1	(a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) share of women among owners or rights-bearers of agricultural land, by type of tenure	10.00
GOAL 8: Decent work and economic growth	8.3	Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-, small- and medium-sized enterprises, including through access to financial services	8.3.1	Proportion of informal employment in non-agriculture employment, by sex	10.00

Source: Evaluation team.

The high number of hits for example for the SDG Indicator 4.3.1 “Participation rate of youth and adults in formal and non-formal education and training in the previous 12 months, by sex” reflects the projects’ close involvement with beneficiaries at the community level and the variety of training courses that have been provided during implementation. Similarly, MMMB, NFBKP II and PLARD II are the projects that contributed most hits to the SDG Indicator 15.6.1. For example, NFBKP II included the indicator “Village Natural Resources Committees perform their duties effectively and efficiently”. It was linked to 15.6.1 given the role of effective and efficient decision-making as part of natural resource management regime.

Table 12. SDG Targets and Indicators that did not have any corresponding logframe indicators

Targets		Indicators	
1.5	By 2030, build the resilience of the poor and those in vulnerable situations and reduce their exposure and vulnerability to climate-related extreme events and other economic, social and environmental shocks and disasters	1.5.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population
		1.5.2	Direct economic loss attributed to disasters in relation to global gross domestic product (GDP)
1.A	Ensure significant mobilization of resources from a variety of sources, including through enhanced development cooperation, in order to provide adequate and predictable means for developing countries, in particular least developed countries, to implement programmes and policies to end poverty in all its dimensions	1.A.1	Proportion of domestically generated resources allocated by the government directly to poverty reduction programmes
2.2	By 2030, end all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women and older persons	2.2.1	Prevalence of stunting (height for age <-2 standard deviation from the median of the World Health Organization (WHO) Child Growth Standards) among children under 5 years of age
		2.2.2	Prevalence of malnutrition (weight for height >+2 or <-2 standard deviation from the median of the WHO Child Growth Standards) among children under 5 years of age, by type (wasting and overweight)
2.5	By 2020, maintain the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at the national, regional and international levels, and promote access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge, as internationally agreed	2.5.2	Proportion of local breeds classified as being at risk, not at risk or at unknown level of risk of extinction
2.B	Correct and prevent trade restrictions and distortions in world agricultural markets, including through the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round	2.B.1	Agricultural export subsidies
2.C	Adopt measures to ensure the proper functioning of food commodity markets and their derivatives and facilitate timely access to market information, including on food reserves,	2.C.1	Indicator of food price anomalies

Targets		Indicators	
	in order to help limit extreme food price volatility		
3.1	By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births	3.1.1	Maternal mortality ratio
		3.1.2	Proportion of births attended by skilled health personnel
3.2	By 2030, end preventable deaths of newborns and children under 5 years of age, with all countries aiming to reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1,000 live births	3.2.1	Under-five mortality rate
		3.2.2	Neonatal mortality rate
3.3	By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases	3.3.2	Tuberculosis incidence per 100,000 population
		3.3.3	Malaria incidence per 1,000 population
		3.3.4	Hepatitis B incidence per 100,000 population
		3.3.5	Number of people requiring interventions against neglected tropical diseases
3.4	By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment and promote mental health and well-being	3.4.1	Mortality rate attributed to cardiovascular disease, cancer, diabetes or chronic respiratory disease
		3.4.2	Suicide mortality rate
3.5	Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol	3.5.1	Coverage of treatment interventions (pharmacological, psychosocial and rehabilitation and aftercare services) for substance use disorders
		3.5.2	Harmful use of alcohol, defined according to the national context as alcohol per capita consumption (aged 15 years and older) within a calendar year in litres of pure alcohol

Targets		Indicators	
3.6	By 2020, halve the number of global deaths and injuries from road traffic accidents	3.6.1	Death rate due to road traffic injuries
3.7	By 2030, ensure universal access to sexual and reproductive health-care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes	3.7.1	Proportion of women of reproductive age (aged 15–49 years) who have their need for family planning satisfied with modern methods
		3.7.2	Adolescent birth rate (aged 10–14 years; aged 15–19 years) per 1,000 women in that age group
3.8	Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all	3.8.1	Coverage of essential health services (defined as the average coverage of essential services based on tracer interventions that include reproductive, maternal, newborn and child health, infectious diseases, non-communicable diseases and service capacity and access, among the general and the most disadvantaged population)
		3.8.2	Proportion of population with large household expenditures on health as a share of total household expenditure or income
3.9	By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination	3.9.1	Mortality rate attributed to household and ambient air pollution
		3.9.2	Mortality rate attributed to unsafe water, unsafe sanitation and lack of hygiene (exposure to unsafe Water, Sanitation and Hygiene for All (WASH) services)
		3.9.3	Mortality rate attributed to unintentional poisoning
3.A	Strengthen the implementation of the World Health Organization Framework Convention on Tobacco Control in all countries, as appropriate	3.A.1	Age-standardized prevalence of current tobacco use among persons aged 15 years and older
3.B	Support the research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries, provide access to affordable essential medicines and vaccines, in accordance with the Doha Declaration on the TRIPS Agreement and Public Health, which affirms the right of developing countries to use to the full the provisions in the Agreement on Trade-Related Aspects of Intellectual Property Rights regarding flexibilities to protect public	3.B.1	Proportion of the target population covered by all vaccines included in their national programme
		3.B.2	Total net official development assistance to medical research and basic health sectors
		3.B.3	Proportion of health facilities that have a core set of relevant essential medicines

Targets		Indicators	
	health, and, in particular, provide access to medicines for all		available and affordable on a sustainable basis
3.C	Substantially increase health financing and the recruitment, development, training and retention of the health workforce in developing countries, especially in least developed countries and small island developing States	3.C.1	Health worker density and distribution
3.D	Strengthen the capacity of all countries, in particular developing countries, for early warning, risk reduction and management of national and global health risks	3.D.1	International Health Regulations (IHR) capacity and health emergency preparedness
4.1	By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes	4.1.1	Proportion of children and young people (a) in grades 2/3; (b) at the end of primary; and (c) at the end of lower secondary achieving at least a minimum proficiency level in (i) reading and (ii) mathematics, by sex
4.2	By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education	4.2.1	Proportion of children under 5 years of age who are developmentally on track in health, learning and psychosocial well-being, by sex
4.6	By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy	4.6.1	Proportion of population in a given age group achieving at least a fixed level of proficiency in functional (a) literacy and (b) numeracy skills, by sex
5.2	Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation	5.2.1	Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months, by form of violence and by age
		5.2.2	Proportion of women and girls aged 15 years and older subjected to sexual violence by persons other than an intimate partner in the previous 12 months, by age and place of occurrence
5.3	Eliminate all harmful practices, such as child, early and forced marriage and f genital mutilation	5.3.1	Proportion of women aged 20–24 years who were married or in a union before age 15 and before age 18
		5.3.2	Proportion of girls and women aged 15–49 years who have undergone f genital mutilation/cutting, by age
5.4	Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within	5.4.1	Proportion of time spent on unpaid domestic and care work, by sex, age and location

Targets		Indicators	
	the household and the family as nationally appropriate		
5.6	Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences	5.6.1	Proportion of women aged 15–49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care
		5.6.2	Number of countries with laws and regulations that guarantee full and equal access to women and men aged 15 years and older to sexual and reproductive health care, information and education
6.1	By 2030, achieve universal and equitable access to safe and affordable drinking water for all	6.1.1	Proportion of population using safely managed drinking water services
6.2	By 2030, achieve access to adequate and equitable sanitation and hygiene for all and end open defecation, paying special attention to the needs of women and girls and those in vulnerable situations	6.2.1	Proportion of population using (a) safely managed sanitation services and (b) a hand-washing facility with soap and water
6.3	By 2030, improve water quality by reducing pollution, eliminating dumping and minimizing release of hazardous chemicals and materials, halving the proportion of untreated wastewater and substantially increasing recycling and safe reuse globally	6.3.1	Proportion of wastewater safely treated
		6.3.2	Proportion of bodies of water with good ambient water quality
6.4	By 2030, substantially increase water-use efficiency across all sectors and ensure sustainable withdrawals and supply of freshwater to address water scarcity and substantially reduce the number of people suffering from water scarcity	6.4.1	Change in water-use efficiency over time
		6.4.2	Level of water stress: freshwater withdrawal as a proportion of available freshwater resources
6.5	By 2030, implement integrated water resources management at all levels, including through transboundary cooperation as appropriate	6.5.1	Degree of integrated water resources management implementation (0–100)
		6.5.2	Proportion of transboundary basin area with an operational arrangement for water cooperation
6.A	By 2030, expand international cooperation and capacity-building support to developing countries in water and sanitation-related activities and programmes, including water harvesting, desalination, water efficiency,	6.A.1	Amount of water- and sanitation-related official development assistance that is part of a government-coordinated spending plan

Targets		Indicators	
	wastewater treatment, recycling and reuse technologies		
6.B	Support and strengthen the participation of local communities in improving water and sanitation management	6.B.1	Proportion of local administrative units with established and operational policies and procedures for participation of local communities in water and sanitation management
7.3	By 2030, double the global rate of improvement in energy efficiency	7.3.1	Energy intensity measured in terms of primary energy and GDP
7.A	By 2030, enhance international cooperation to facilitate access to clean energy research and technology, including renewable energy, energy efficiency and advanced and cleaner fossil-fuel technology, and promote investment in energy infrastructure and clean energy technology	7.A.1	International financial flows to developing countries in support of clean energy research and development and renewable energy production, including in hybrid systems
7.B	By 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries, small island developing States and landlocked developing countries, in accordance with their respective programmes of support	7.B.1	Investments in energy efficiency as a proportion of GDP and the amount of foreign direct investment in financial transfer for infrastructure and technology to sustainable development services
8.4	Improve progressively, through 2030, global resource efficiency in consumption and production and endeavour to decouple economic growth from environmental degradation, in accordance with the 10-Year Framework of Programmes on Sustainable Consumption and Production, with developed countries taking the lead	8.4.2	Domestic material consumption, domestic material consumption per capita, and domestic material consumption per GDP
8.5	By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value	8.5.2	Unemployment rate, by sex, age and persons with disabilities
8.6	By 2020, substantially reduce the proportion of youth not in employment, education or training	8.6.1	Proportion of youth (aged 15–24 years) not in education, employment or training
8.7	Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use	8.7.1	Proportion and number of children aged 5–17 years engaged in child labour, by sex and age

Targets		Indicators	
	of child soldiers, and by 2025 end child labour in all its forms		
8.10	Strengthen the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all	8.10.1	(a) Number of commercial bank branches per 100,000 adults and (b) number of automated teller machines (ATMs) per 100,000 adults
8.A	Increase Aid for Trade support for developing countries, in particular least developed countries, including through the Enhanced Integrated Framework for Trade-related Technical Assistance to Least Developed Countries	8.A.1	Aid for Trade commitments and disbursements
9.1	Develop quality, reliable, sustainable and resilient infrastructure, including regional and transborder infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all	9.1.2	Passenger and freight volumes, by mode of transport
9.2	Promote inclusive and sustainable industrialization and, by 2030, significantly raise industry's share of employment and gross domestic product, in line with national circumstances, and double its share in least developed countries	9.2.1	Manufacturing value added as a proportion of GDP and per capita
9.5		9.5.2	Researchers (in full-time equivalent) per million inhabitants
9.C	Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020	9.C.1	Proportion of population covered by a mobile network, by technology
10.6	Ensure enhanced representation and voice for developing countries in decision-making in global international economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions	10.6.1	Proportion of members and voting rights of developing countries in international organizations
10.7	Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies	10.7.1	Recruitment cost borne by employee as a proportion of yearly income earned in country of destination
		10.7.2	Number of countries that have implemented well-managed migration policies

Targets		Indicators	
10.A	Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with World Trade Organization agreements	10.A.1	Proportion of tariff lines applied to imports from least developed countries and developing countries with zero-tariff
10.C	By 2030, reduce to less than 3 per cent the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5 per cent	10.C.1	Remittance costs as a proportion of the amount remitted
11.1	By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums	11.1.1	Proportion of urban population living in slums, informal settlements or inadequate housing
11.2	By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons	11.2.1	Proportion of population that has convenient access to public transport, by sex, age and persons with disabilities
11.3	By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries	11.3.1	Ratio of land consumption rate to population growth rate
11.4	Strengthen efforts to protect and safeguard the world's cultural and natural heritage	11.4.1	Total expenditure (public and private) per capita spent on the preservation, protection and conservation of all cultural and natural heritage, by type of heritage (cultural, natural, mixed and World Heritage Centre designation), level of government (national, regional and local/municipal), type of expenditure (operating expenditure/investment) and type of private funding (donations in kind, private non-profit sector and sponsorship)
11.5	By 2030, significantly reduce the number of deaths and the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations	11.5.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population
		11.5.2	Direct economic loss in relation to global GDP, damage to critical infrastructure and number of disruptions to basic services, attributed to disasters
11.6	By 2030, reduce the adverse per capita environmental impact of cities, including by	11.6.1	Proportion of urban solid waste regularly collected and with adequate final discharge

Targets		Indicators	
	paying special attention to air quality and municipal and other waste management		out of total urban solid waste generated, by cities
		11.6.2	Annual mean levels of fine particulate matter (e.g. PM2.5 and PM10) in cities (population weighted)
11.7	By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities	11.7.2	Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months
11.C	Support least developed countries, including through financial and technical assistance, in building sustainable and resilient buildings utilizing local materials	11.C.1	Proportion of financial support to the least developed countries that is allocated to the construction and retrofitting of sustainable, resilient and resourceefficient buildings utilizing local materials
12.3	By 2030, halve per capita global food waste at the retail and consumer levels and reduce food losses along production and supply chains, including post-harvest losses	12.3.1	Global food loss index
12.4	By 2020, achieve the environmentally sound management of chemicals and all wastes throughout their life cycle, in accordance with agreed international frameworks, and significantly reduce their release to air, water and soil in order to minimize their adverse impacts on human health and the environment	12.4.1	Number of parties to international multilateral environmental agreements on hazardous waste, and other chemicals that meet their commitments and obligations in transmitting information as required by each relevant agreement
		12.4.2	Hazardous waste generated per capita and proportion of hazardous waste treated, by type of treatment
12.5	By 2030, substantially reduce waste generation through prevention, reduction, recycling and reuse	12.5.1	National recycling rate, tons of material recycled
12.C	Rationalize inefficient fossil-fuel subsidies that encourage wasteful consumption by removing market distortions, in accordance with national circumstances, including by restructuring taxation and phasing out those harmful subsidies, where they exist, to reflect their environmental impacts, taking fully into account the specific needs and conditions of developing countries and minimizing the possible adverse impacts on their development in a manner that protects the poor and the affected communities	12.C.1	Amount of fossil-fuel subsidies per unit of GDP (production and consumption) and as a proportion of total national expenditure on fossil fuels

Targets		Indicators	
13.1	Strengthen resilience and adaptive capacity to climate-related hazards and natural disasters in all countries	13.1.1	Number of deaths, missing persons and directly affected persons attributed to disasters per 100,000 population
13.2	Integrate climate change measures into national policies, strategies and planning	13.2.1	Number of countries that have communicated the establishment or operationalization of an integrated policy/strategy/plan which increases their ability to adapt to the adverse impacts of climate change, and foster climate resilience and low greenhouse gas emissions development in a manner that does not threaten food production (including a national adaptation plan, nationally determined contribution, national communication, biennial update report or other)
13.3	Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning	13.3.1	Number of countries that have integrated mitigation, adaptation, impact reduction and early warning into primary, secondary and tertiary curricula
13.A	Implement the commitment undertaken by developed country parties to the United Nations Framework Convention on Climate Change to a goal of mobilizing jointly \$100 billion annually by 2020 from all sources to address the needs of developing countries in the context of meaningful mitigation actions and transparency on implementation and fully operationalize the Green Climate Fund through its capitalization as soon as possible	13.A.1	Mobilized amount of United States dollars per year between 2020 and 2025 accountable towards the \$100 billion commitment
14.1	By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution	14.1.1	Index of coastal eutrophication and floating plastic debris density
14.3	Minimize and address the impacts of ocean acidification, including through enhanced scientific cooperation at all levels	14.3.1	Average marine acidity (pH) measured at agreed suite of representative sampling stations
14.C	Enhance the conservation and sustainable use of oceans and their resources by implementing international law as reflected in the United Nations Convention on the Law of the Sea, which provides the legal framework for the conservation and sustainable use of oceans and their resources, as recalled in paragraph 158 of "The future we want"	14.C.1	Number of countries making progress in ratifying, accepting and implementing through legal, policy and institutional frameworks, ocean-related instruments that implement international law, as reflected in the United Nations Convention on the Law of the Sea, for the conservation and sustainable use of the oceans and their resources

Targets		Indicators	
15.4	By 2030, ensure the conservation of mountain ecosystems, including their biodiversity, in order to enhance their capacity to provide benefits that are essential for sustainable development	15.4.1	Coverage by protected areas of important sites for mountain biodiversity
		15.4.2	Mountain Green Cover Index
15.8	By 2020, introduce measures to prevent the introduction and significantly reduce the impact of invasive alien species on land and water ecosystems and control or eradicate the priority species	15.8.1	Proportion of countries adopting relevant national legislation and adequately resourcing the prevention or control of invasive alien species
16.1	Significantly reduce all forms of violence and related death rates everywhere	16.1.1	Number of victims of intentional homicide per 100,000 population, by sex and age
		16.1.2	Conflict-related deaths per 100,000 population, by sex, age and cause
		16.1.3	Proportion of population subjected to (a) physical violence, (b) psychological violence and (c) sexual violence in the previous 12 months
		16.1.4	Proportion of population that feel safe walking alone around the area they live
16.2	End abuse, exploitation, trafficking and all forms of violence against and torture of children	16.2.1	Proportion of children aged 1–17 years who experienced any physical punishment and/or psychological aggression by caregivers in the past month
		16.2.2	Number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation
		16.2.3	Proportion of young women and men aged 18–29 years who experienced sexual violence by age 18
16.3	Promote the rule of law at the national and international levels and ensure equal access to justice for all	16.3.1	Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms
		16.3.2	Unsentenced detainees as a proportion of overall prison population

Targets		Indicators	
16.4	By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organized crime	16.4.1	Total value of inward and outward illicit financial flows (in current United States dollars)
		16.4.2	Proportion of seized, found or surrendered arms whose illicit origin or context has been traced or established by a competent authority in line with international instruments
16.5	Substantially reduce corruption and bribery in all their forms	16.5.1	Proportion of persons who had at least one contact with a public official and who paid a bribe to a public official, or were asked for a bribe by those public officials, during the previous 12 months
		16.5.2	Proportion of businesses that had at least one contact with a public official and that paid a bribe to a public official, or were asked for a bribe by those public officials during the previous 12 months
16.6	Develop effective, accountable and transparent institutions at all levels	16.6.1	Primary government expenditures as a proportion of original approved budget, by sector (or by budget codes or similar)
16.7	Ensure responsive, inclusive, participatory and representative decision-making at all levels	16.7.1	Proportions of positions (by sex, age, persons with disabilities and population groups) in public institutions (national and local legislatures, public service, and judiciary) compared to national distributions
16.8	Broaden and strengthen the participation of developing countries in the institutions of global governance	16.8.1	Proportion of members and voting rights of developing countries in international organizations
16.9	By 2030, provide legal identity for all, including birth registration	16.9.1	Proportion of children under 5 years of age whose births have been registered with a civil authority, by age
16.10	Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements	16.10.1	Number of verified cases of killing, kidnapping, enforced disappearance, arbitrary detention and torture of journalists, associated media personnel, trade unionists and human rights advocates in the previous 12 months
17.1	Strengthen domestic resource mobilization, including through international support to developing countries, to improve domestic capacity for tax and other revenue collection	17.1.1	Total government revenue as a proportion of GDP, by source
		17.1.2	Proportion of domestic budget funded by domestic taxes

Targets		Indicators	
17.2	Developed countries to implement fully their official development assistance commitments, including the commitment by many developed countries to achieve the target of 0.7 per cent of gross national income for official development assistance (ODA/GNI) to developing countries and 0.15 to 0.20 per cent of ODA/GNI to least developed countries; ODA providers are encouraged to consider setting a target to provide at least 0.20 per cent of ODA/GNI to least developed countries	17.2.1	Net official development assistance, total and to least developed countries, as a proportion of the Organization for Economic Cooperation and Development (OECD) Development Assistance Committee donors' gross national income (GNI)
17.3	Mobilize additional financial resources for developing countries from multiple sources	17.3.2	Volume of remittances (in United States dollars) as a proportion of total GDP
17.4	Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries to reduce debt distress	17.4.1	Debt service as a proportion of exports of goods and services
17.6	Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation and enhance knowledge-sharing on mutually agreed terms, including through improved coordination among existing mechanisms, in particular at the United Nations level, and through a global technology facilitation mechanism	17.6.2	Fixed Internet broadband subscriptions per 100 inhabitants, by speed
17.7	Promote the development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including on concessional and preferential terms, as mutually agreed	17.7.1	Total amount of approved funding for developing countries to promote the development, transfer, dissemination and diffusion of environmentally sound technologies
17.8	Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology	17.8.1	Proportion of individuals using the Internet
17.10	Promote a universal, rules-based, open, non-discriminatory and equitable multilateral trading system under the World Trade Organization, including through the conclusion of negotiations under its Doha Development Agenda	17.10.1	Worldwide weighted tariff-average

Targets		Indicators	
17.12	Realize timely implementation of duty-free and quota-free market access on a lasting basis for all least developed countries, consistent with World Trade Organization decisions, including by ensuring that preferential rules of origin applicable to imports from least developed countries are transparent and simple, and contribute to facilitating market access	17.12.1	Average tariffs faced by developing countries, least developed countries and small island developing States
17.13	Enhance global macroeconomic stability, including through policy coordination and policy coherence	17.13.1	Macroeconomic Dashboard
17.17	Encourage and promote effective public, public-private and civil society partnerships, building on the experience and resourcing strategies of partnerships	17.17.1	Amount of United States dollars committed to (a) public-private partnerships and (b) civil society partnerships
17.18	By 2020, enhance capacity-building support to developing countries, including for least developed countries and small island developing States, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts	17.18.2	Number of countries that have national statistical legislation that complies with the Fundamental Principles of Official Statistics
17.19	By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement gross domestic product, and support statistical capacity-building in developing countries	17.19.2	Proportion of countries that (a) have conducted at least one population and housing census in the last 10 years; and (b) have achieved 100 per cent birth registration and 80 per cent death registration

Annex 12: Analysis of Green Climate Fund (GCF) projects

Table 13. Summary of GCF funding in Ethiopia, Kenya, Mozambique, Tanzania, and Zambia

Country	All sectors				Of which land or ecosystem related	
	All approved projects	Total amount of approved GCF funding	Total amount of project value	All submitted concept notes	Approved projects	Concept notes
Ethiopia	1	USD 45 million	USD 50 million	2	1	1
Kenya	6	USD 757.9 million	USD 2.8 billion	11	2	4
Mozambique	0	-	-	2	0	1
Tanzania	3	USD 464.6 million	USD 1.2 billion	3	2	1
Zambia	2	USD 84.5 million	USD 291.3 million	2	1	2
Total	12	USD 1.35 billion	USD 4.43 billion	20	6	9
Division between public and private financing	8 private 4 public or public-private			2 private 18 public, public-private or not indicated	2 private 4 public	2 private 7 public or not indicated

Source: (GCF, 2019)

Table 14. Summary of land and ecosystems related approved GCF projects in Ethiopia, Kenya, Mozambique, Tanzania, and Zambia

Country	Project title	Accredited Entity	Executing Entity	Total project investment
Ethiopia	Responding to the Increasing Risk of Drought: Building Gender-responsive Resilience of the Most Vulnerable Communities	Ministry of Finance and Economic Cooperation of the Federal Democratic Republic of Ethiopia (MOFEC)	Ministry of Agriculture and Natural Resources (MoANR) and Ministry of Water, Irrigation and Electricity (MoWIE)	USD 50 million (0% GCF financing disbursed)
Kenya	Promotion of climate-friendly cooking (Kenya and Senegal)	GIZ	Ministry of Energy of Kenya, SNV	USD 270 million (0% GCF financing disbursed)
	Transforming Financial Systems for Climate (17 countries)	AFD	AFD	USD 742.9 million (0% GCF financing disbursed)
Mozambique	None			
Tanzania	Simiyu Climate Resilient Development Programme	KfW,	Ministry of Finance and	USD 163.1 million (0% GCF financing disbursed)

Country	Project title	Accredited Entity	Executing Entity	Total project investment
			Planning of Tanzania	
	Transforming Financial Systems for Climate (17 countries)	AFD	AFD	USD 742.9 million (0% GCF financing disbursed)
Zambia	Strengthening climate resilience of agricultural livelihoods in Agro-Ecological Regions I and II in Zambia	UNDP (FAO and WFP)	Ministry of Agriculture	USD 137.3 million (9.6% GCF financing disbursed)
Total project value of approved land and ecosystem related projects				USD 2,106,200,000 (USD 2.1 billion)

Source: (GCF, 2019)

Table 15. Summary of land and ecosystems related submitted GCF concept notes in Ethiopia, Kenya, Mozambique, Tanzania, and Zambia

Country	Accredited entity	Title (and executing agencies in the case of forestry and land use related interventions)	A	M	Public/public-private/private financing
Ethiopia	AfDB	Staple Crops processing Zone (SCPZ) Promoting sustainable agricultural value chains (Ethiopia, Zambia, Togo, and Democratic Republic of Congo). SCPZ Programme will be located in Southern Nations, Nationalities and People's Region (SNNPR) in Ethiopia. Indicative total project cost: USD 186.5 million	x	x	Public
Kenya	NEMA	Integrated Green Climate Innovations for Increasing Water and Land Productivity for Smallholder Farming Systems in the ASAL Counties of Kenya Executing Entity: Kenya Rainwater Association, Miramar International College and KCB Foundation Beneficiary: Smallholder farmers in selected ASAL Counties Project size: Medium (USD 50 million <x≤ USD 250 million)	x	x	Private
	IUCN	Dryland Resilience Kenya: Ecosystem-Based Adaptation through Rangeland and Forest Landscape Restoration for Resilient Communities, Land, Water and Infrastructure in Frontier Counties of Kenya Executing Entity: State Department of Livestock, Ministry of Agriculture, Livestock and Fisheries will be the lead executing agency and will be supported by relevant line Ministries and State agencies as well as county governments, CBOs, NGOs and International Organizations. Co-executing agencies, including: State Department of Natural Resources; State Department of Environment, Ministry of Environment, Natural Resources and Regional Development Authorities; Ministry of Water and Irrigation; Frontier Counties Development Council.	x	x	Public

Country	Accredited entity	Title (and executing agencies in the case of forestry and land use related interventions)	A	M	Public/public-private/private financing
		*The Full list of the key partners are listed under B.5. Implementation Arrangement. Beneficiaries: Rural populations of the 7 Frontier Counties Project size: large (USD 50 million <x≤ USD 250million)			
Tanzania	UNEP	Increasing Agricultural and Ecosystem Resilience through Ecosystem based Adaptation Agroforestry (multi-country) Accredited entity: UN Environment Executing Entity: World Agroforestry Center, World Vision, CRS, CARE Beneficiary: 1,125,000 small-scale farm families Project size: small (10<x≤50)	x		Public
Zambia	AfDB	Staple Crops processing Zone (SCPZ) Promoting sustainable agricultural value chains (Ethiopia, Zambia, Togo, and Democratic Republic of Congo). Executing entity: not indicated Indicative total project cost: USD 186.5 million	x		Public
Zambia	UNEP	Increasing Agricultural and Ecosystem Resilience through Ecosystem-based Adaptation Agroforestry (multi-country) Executing Entity: World Agroforestry Center, World Vision, CRS, CARE Beneficiary: small-scale farm families Project size: Small (USD 10 million <x≤ USD 50 million)	Cross-cutting		Public

Source: (GCF, 2019)

Annex 13: Social Vulnerability and Gender Analysis

Social Vulnerability Analysis

Vulnerability and poverty in rural Ethiopia are strongly linked to household characteristics, asset holdings, off-farm income generating opportunities and access to public services such as credit and agricultural extension. Households (HH) with female heads and chronically ill members as well as elderly headed HHs looking after orphans, are most vulnerable to shocks and have limited coping strategies. The asset holding-status of households also correlates strongly with their resilience to shocks and their ability to cope with those, for example, their land holding, quality of land, food stock and labour availability, as well as financial income from agricultural and non-agricultural activities.

The Productive Safety Net Programme (PSNP)³¹ targets HHs that have faced continuous food shortages over the last three years, are acutely food-insecure due to a shock resulting in the severe loss of assets, and lack adequate family support and other means of social protection. The PSNP identifies the most vulnerable as: 1) women in MHHs and FHHs; 2) polygamous HHs; 3) pastoralist HHs; 3) unemployed rural youth; 4) HHs unable to provide public works labour such as the elderly, people living with HIV/AIDS and labour-poor HHs; 5) new residents in the woreda; and 6) children.

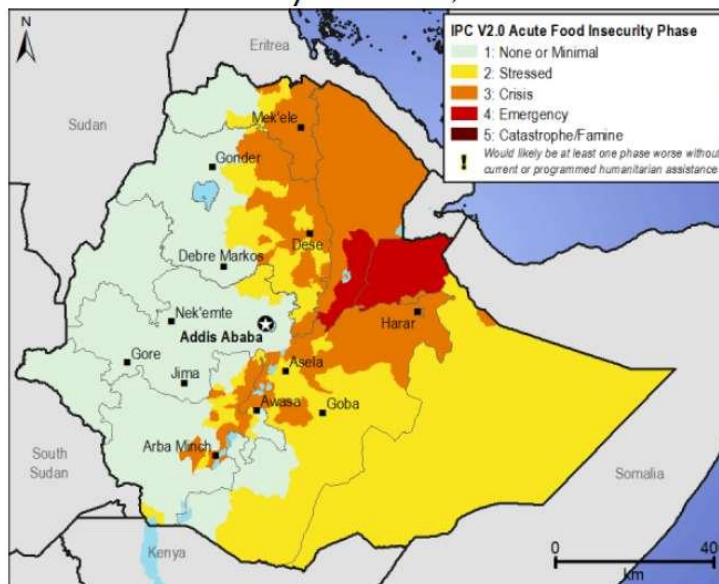
Even if the population in Amhara falling below the poverty line has significantly reduced, according to a relatively recent Comprehensive Food Security and Vulnerability Analysis by the Ethiopia Central Statistical Agency (CSA) and World Food Programme (WFP), Amhara has some of the highest prevalence rates for food energy deficient HHs (49%), food poverty (35%) and consumption/expenditure on food and non-food essentials³² and 24% of the population is below the absolute poverty line. According to the Regional Disaster Prevention and Food Security Coordination Office, there are 64

woredas currently regarded as food insecure out of the total 164 woredas,

mostly located in the eastern part of the region. The adjacent map illustrates that food insecurity, caused predominantly by recent droughts, affects particularly the zones and woredas to the East from Lake Tana.

The AgroBIG II programme is targeting the economically enabled people in woredas around the Lake Tana which fall under the Tana Beles Growth Corridor. In this context, the most relevant categorizations of vulnerability are women in MHHs and FHHs, and unemployed rural youth. Gender and age are factors linked to inclusion and exclusion. More detailed gender analysis is given below. The constraints faced by youth are addressed under the Assessment of Social Inclusion and Responsibility, because the single most crucial factor causing youth exclusion from agriculture and agribusiness is the lack of access to land and appropriate education.

Current food security outcomes, October 2015



Source: FEWS NET

Gender Analysis

This analysis is based on an assessment on the prevalence of issues raised in the Vulnerability and Empowerment Assessment for pilot Phase AgroBIG conducted in 2010, the AgroBIG Gender study on onion and potato value chains, a number of other studies and research papers relevant for the topic³³, as well as field observations and interviews made during programme formulation with AgroBIG beneficiaries and stakeholders.

The population in the Amhara Region in the end of fiscal year 2014/2015 was 20.4 million, of which 50% were women and men, respectively. The rural population was approximately 17.1 million, or 83 % of overall population. Percentage share of age groups of 0-14 and 15-64 was 40% and 56% respectively³⁴. According to the latest Census Report from 2007³⁵, 83% of the population were Orthodox Christians and 17% were Muslims, which is assumed to be representative also of the current situation. The population of the zones around Lake Tana is as follows: West Gojjam 2.5 million, North Gonder 3.6 million and South Gonder 2.4 million, and the percentages for rural population and for sex follow more or less the same division as for the whole region.

Aggregate indicators for gender equality continue to be somewhat disappointing, even if Ethiopia has ratified the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) already in 1981. The Social Institutions and Gender Index (SIGI)³⁶ indicate high level of discrimination against women. The SIGI covers such areas as discriminatory family code, restricted physical integrity, son bias, restricted civil liberties and restricted resources and assets, of which the last category is the most relevant for agriculture/agribusiness related interventions. This category covers access to land, non-land assets and financial services, and indicate a high level of discrimination. As an example, in its latest CEDAW report, the GoE described several barriers to women's access to credit; limited awareness about credit availability, lack of collateral and economic stability, and general lack of trust of women in society.

The policy framework for gender equality has improved tremendously over the past few years; for example the the GTP II emphasizes the need for ensuring women and youth empowerment, participation and equality . It also sets 30% as a target for proportion of rural women farmers benefitting from extension services. The Ministry of Women and Children Affairs (MoWCA) at federal level and the Bureau of Women and Children (BoWC) at regional level are mandated to ensure mainstreaming of gender issues in different sectors. The Amhara BoWC has separate processes (departments) for gender mainstreaming and women participation/mobilisation. It supports other offices in mainstreaming activities and provides tools for conducting gender audits and analysis to identify gaps. However, the formulation team did not access any of these tools or documents. Importantly, the Women, Children and Youth Directorate (WCYD) of the Ministry of Agriculture (MoA) has developed sector specific gender mainstreaming guidelines and checklists. However, the focus seems to be more on numerical targets than on addressing the structural barriers and ensuring equal benefits.

Major barriers still exist for women to benefit equally. Generally speaking, women continue to be more vulnerable due to lack of education³⁷, prevalent gender bias, social and cultural norms, as well as their reproductive and productive roles. This causes lower decision-making power and mobility, and lack of access to inputs, assets, market information, technologies and profits. Vulnerability is further exacerbated in case of external shocks such as the recent drought, which has increased health problems due to water scarcity as well as women's workload due to distance in collecting water and firewood; caused malnutrition and loss of food, livestock, reduced wage employment and cash available for services; increased male out-migration and divorce rates due to men migrating for wage labour; as well as higher drop-out rates from schools. Also, such harmful practices as female genital mutilation (FGM) and early marriage continue to widespread also in the woredas where AgroBIG operates.

Gender roles in agriculture are evident in the pilot Phase AgroBIG woredas of Mecha and Fogera, and there is strong evidence of inequality in the division of labour, access to and control over property and on decision-

making in household and community affairs. Men are mainly responsible for productive and community/public activities, while women are responsible for domestic and reproductive activities such as fire wood and water collection and caring for the sick. Men are primarily responsible for tasks considered heavier and more technical such as clearing land, ploughing, harvesting crops and maintaining farm equipment, whereas women are involved in seed selection, planting, fertilizer application, watering, weeding, harvesting and transporting. Weeding, in particular, is regarded as being tedious and back-breaking, which exacerbate women's workload compared to men. Also, the simple fact that women are not involved in ploughing of land makes their contribution largely ignored. Specific issues in the potato value chain are women's time-consuming responsibility for watering fields as well as their restricted mobility in terms of being potato wholesalers. As regards onion value chain, women spend 8 hours (compared to 10 hrs for men) on top of their household responsibilities in the field, and report constraints in mobility, time, access to information, capital and skills. Lack of mobility also affects women's ability to participate in trainings far from their homesteads. The below table provides information on major logframe indicators of Phase I disaggregated by sex. As indicated below, volumes, values and yields are smaller for FHHs than for MHHs.

Table 16. Results of major logframe indicators disaggregated by gender

Results of major logframe indicators disaggregated by gender								
Indicators	Onion		Potato		Maize		Rice	
	Male	Female	Male	Female	Male	Female	Male	Female
Volume	28	16	16	11	28	13	18	8
Value	16315	10710	4819	4703	9361	4048	19297	6465
Yield	115	90	130	97	44	42	23	17
Farm gate price	682	668	331	314	338	316	953	938
Post-harvest losses	7.57%	2.68%	7.41%	5.04%	1.26%	3.49%	2.68%	2.87%

Unequal power relations and resource distribution is apparent also as regards land – land tenure, distribution, ownership and inheritance. Even if women's land rights are better protected with the new regional proclamations³⁸, there are real-life examples of severe disrespect for women's rights. Particularly upon divorce or death of husband, women are frequently pressured by male relatives to give away land, but fear taking issues to court. FHHs (reported to be 10-12% of all HHs in pilot Phase AgroBIG wordas) are generally even more disadvantaged, since plot sizes are smaller compared to MHHs and the proportion of cultivable land is less. Women, FHHs and particularly women in MHHs, also have less and limited access to such assets as farming tools, marketable products, and technologies. In MHHs, they also lack control and decision making power over family affairs and resources, and men often take decisions on what, when, where to grow and what portion of the produce to sell and use for consumption.

In the context of AgroBIG and based on surveys conducted during Phase I (see the table below), FHHs' plots are smaller than those for MHHs. They also use less inputs, and improved seed is most limited within inputs they can access. However, what is striking is that FHHs hold more land certificates, and also practice more water harvesting than MHHs among those part of the survey.

Table 17. Land area, certificate and input use disaggregated by gender

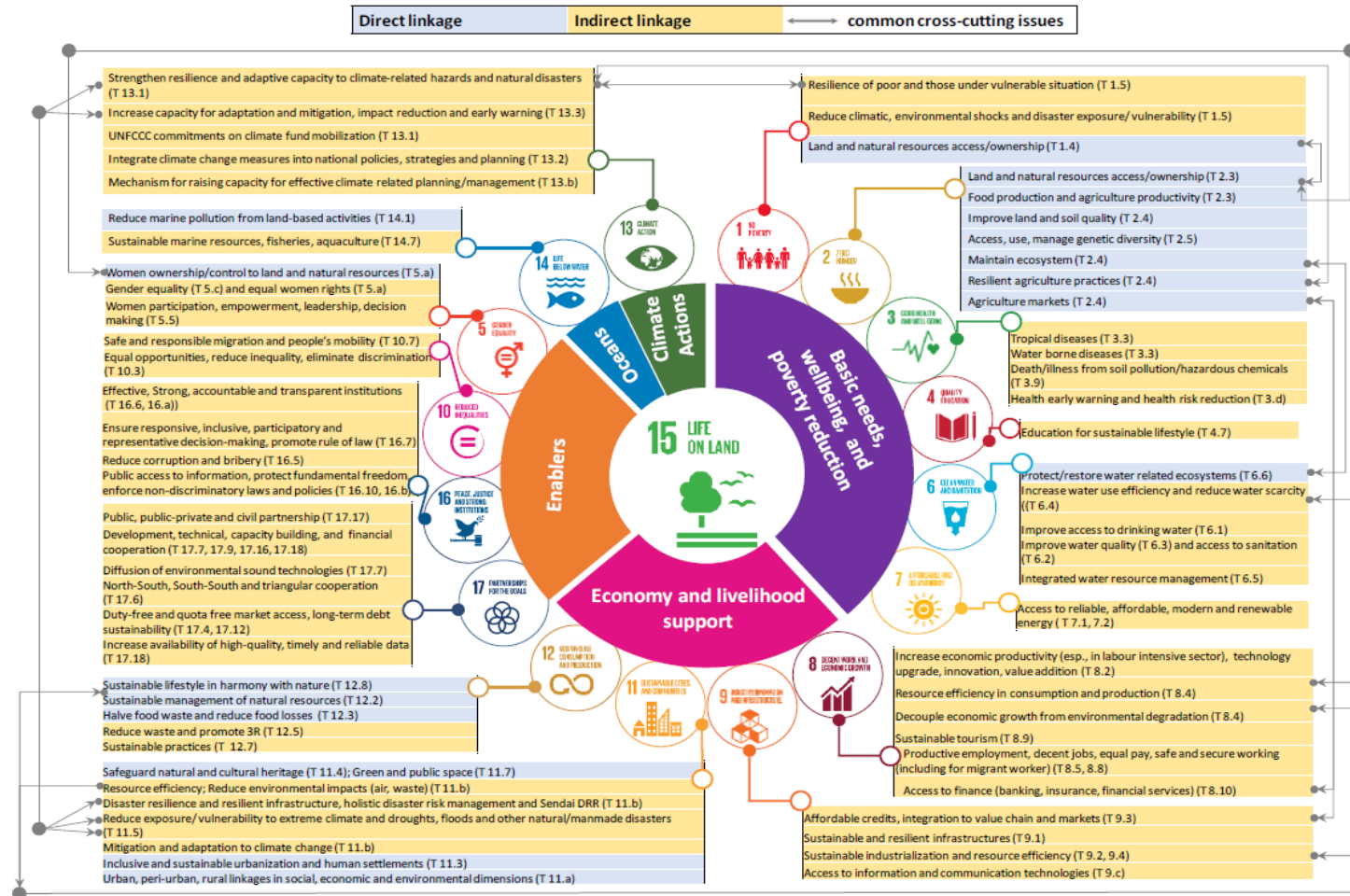
Land area, certificate and input use disaggregated by gender		
	Male	Female
Land Area (ha)	1.36	0.93
Having of Land Certificate	52,3%	66,7%
Use of Improved seed	54,9%	33,3%
Use chemical pesticide	86%	61%
Application of in organic fertilizer	98%	88,9%
Use of water harvesting technologies	32,80%	50,00%

Women's participation in agricultural cooperatives is limited due to the barriers described above. Land ownership is often a requirement for membership and the general rule of one member per HH means that is the generally the men that assume that membership. Married women are particularly excluded, and in general there seems to be a lower percentage of female membership in Mecha and Fogera cooperatives compared to the national average. Nationally, there is a 50% target for female participants, and according to regional authorities in Amhara the current proportion is 35%. However, it was reported that out of the 3.7 million HHs in Amhara belonging to cooperatives, only 23% were FHHs. Primary information from Mecha woreda paints, however, a much more unequal picture. Compared to the national average of 18 % of cooperatives reporting women in leadership positions, in Mecha there are no female chairpersons. Also, only 1-2 of the 7-member management committees are women. Cooperatives are classified according to what activities they engage in and only one primary society pursuing a distinct objective can register in a given area. Therefore, women in certain geographical areas are advocating for multiple, same-purpose cooperatives to be allowed in order to increase their power and benefits.

Access to finance is regarded as a major constraint for women's livelihoods and business activities. Women own fewer assets (land, house) that can be used as collateral for a loan and considering also the overall challenges in financial inclusion in Ethiopia³⁹, this means that women's access to finance is seriously constrained. Traditionally, women belong to informal and mutual credit mechanisms such as rotating or accumulating savings groups (called 'Wochich' or 'Equib') or can in theory access funding from government's credit schemes. The BoWC runs a Women's Fund (with funding from e.g. by UNICEF, ILO), but has limited resources. Grassroots level savings and credit schemes and women SACCOs are generally only able to make very small loans because the credit they can make available is determined by their debt sheet (deposits). Interestingly, women form the majority of ACSI's clients, and are reported to do this to avoid men's interference. Loan defaults amongst SACCOs, SACCOs and banks are generally reported to be very low (30day PARS typically <1.5%) and women are always reported to reliably repay their loans. High interest rates (typically +/- 15%40) and low asset valuation (for collateralised loans) are cited as discouraging lending. In case of commercial banks, the main issues cited are lengthy and bureaucratic loan application processes.

Annex 14: SDG 15 and its direct and indirect interlinkages

Figure 10. SDG 15 and its direct and indirect interlinkages



Source: Scheyvens, Henry and Binaya Raj Shivakoti (eds). 2019. Asia-Pacific Landscape Transformations – Solutions for Sustainability. Hayama, Japan: Institute for Global Environmental Strategies.