

# EVALUATION



Ministry for Foreign  
Affairs of Finland

## Finnish Development Policy Influencing Activities in Multilateral Organisations

Volume 2 • Annexes



Evaluation on Finland's Development Policy and Cooperation

2020/3B



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# EVALUATION OF FINNISH DEVELOPMENT POLICY INFLUENCING ACTIVITIES IN MULTILATERAL ORGANISATIONS

## Volume 2 – Annexes

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2020/3B



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# Annex 1: Terms of Reference

## Terms of Reference (ToR)

20.3.2019

to be utilised in the EMS Service order No:1.

### 1 Introduction

Currently, about 19 per cent of the total development assistance of Finland is channelled through the multilateral development cooperation. In addition, support to multilateral organisations is channelled through humanitarian assistance, European Union (EU) development cooperation instrument and multi-bilateral cooperation. Thus, the multilateral organisations are very important partners for Finland and the MFA to implement its development policy. Multilateral influencing has not been evaluated earlier, partly because much of this influencing is carried out via policy dialogue, which is characterised as a “soft” tool and thus difficult to evaluate and partly because the MFA follows up the performance of the multilateral organisations through the Multilateral Organisation Performance Assessment Network (MOPAN).

Over time, Finland has established long-term partnerships with various multilateral organisations. Multilateral organisations include United Nations (UN) development funds, programmes and specialised agencies, international development financing institutions (DFIs) and humanitarian organisations (UNHCR, UNRWA, OCHA, ICRC). The Ministry for Foreign Affairs for Finland (MFA) has had specific policy and implementation frameworks for planning, implementing, monitoring and managing the cooperation with the main multilateral partners. Influencing plans – that were also called plans for policy dialogue – were introduced after the Development Policy Programme of 2012 put more emphasis on results-based management and on focusing more strategically the cooperation with the multilateral organisations. The plans include the objectives and to influence in the multilateral organisations. The first plan was introduced for the Asian Development Bank (AsDB) in 2012 and for other 31 agencies in 2014. Policy and influencing plans have evolved overtime and the latest more comprehensive update was done in 2016 when the policy and influencing plans were developed for 21 multilateral organisations in 2016. Updating of the influencing plans is currently work in progress.

### 2 Rationale, purpose and objectives of the evaluation

The rationale of this evaluation derives from the fact that majority of Finnish development and humanitarian assistance (ODA) is channelled through multilateral organisations. Furthermore, it is likely that this proportion will increase even more in future years.

The **purpose** of the evaluation is to assess the relevance and effectiveness of different types of influencing activities by the MFA aimed at multilateral organisations the MFA works with, and to provide guidance to the MFA on the further strengthening of influencing mechanisms.



**Objectives** of the evaluation are:

- to assess how Finland has managed to promote Agenda2030 and Finland's Development Policy objectives in the multilateral partner organisations
- to assess the influencing activities, means and ways used
- to provide guidance in elaborating the new influencing plans (work in progress)
- to assess the human and financial resources available for influencing activities
- to assess the usefulness and feasibility of having the influencing plans
- to assess various influencing means and Finland's best opportunities to influence (Headquarters of multilateral organisations, country offices, multi-bi projects etc.) taking into account available resources
- based on the findings, provide insight on the organisations Finland has the best opportunities to influence
- to assess the Theories of Change of the influencing strategy plan (when available) and give guidance for the possible revision to better meet the objectives of Finnish Development Policy.
- to assess the Influencing activities within the MFA, collaboration possible gaps etc.

The evaluation should provide lessons learned on good practices as well as identify needs for improvement of the mechanism. The evaluation is expected to provide evidence on the successes, strengths and weaknesses of the influencing activities in the multilateral setting by assessing the feasibility of strategic choices such as selection of the organisations.

The main users of the evaluation are the MFA, Finnish Embassies and Permanent Missions. Other relevant users are other ministries having cooperation with multilateral organisations, the Parliament (especially Foreign Affairs Committee), the Development Policy Committee, civil society organisations (CSOs), multilateral partner organisations and other stakeholders.

The evaluation will be formative and utilisation focused.

**The performance and effectiveness of multilateral organisations will not be assessed.**

## 3 Context

### 3.1 Policy context

Finland is a strong supporter of multilateralism as well as of UN reform processes that are ultimately aimed at making UN Development System much more effective, streamlined, efficient and relevant to the Agenda 2030 and Sustainable Development Goals (SDGs). This is clearly shown in Finland's 2012 and 2016 development policies and in the UN Strategy of Finnish Foreign Service which guide Finland's cooperation with its multilateral partners. The guiding principle of the UN Strategy ([https://um.fi/policies-and-guidelines/-/asset\\_publisher/NgyU5oMVA9rg/content/suomen-ulkoasiainhallinnon-yk-strategia?curAsset=0&stId=47307](https://um.fi/policies-and-guidelines/-/asset_publisher/NgyU5oMVA9rg/content/suomen-ulkoasiainhallinnon-yk-strategia?curAsset=0&stId=47307)) is the belief that peace and security, human rights, and development are all essential for the UN, and that Finland's strategy will support all three and work towards increasing interrelation among them. The strategy also calls Finland to cooperate with the EU and Nordic countries but to also actively extend cooperation beyond the confines of traditional groupings. Furthermore, the strategy says that Finland needs to prioritise to such topics in which Finland can advance its most prized values and objectives, bring added value and credibly promote through its previous experiences and





action. Finland focuses on four spearhead themes to attain effectiveness and a distinct profile in the UN. The themes are: 1) conflict prevention and resolution, 2) gender equality, 3) democratic institutions and the rule of law, and 4) eradicating extreme poverty, reducing inequality and promoting environmental sustainability.

The Development Policy Programme (DPP) of 2012 ([https://um.fi/documents/35732/48132/finlands\\_development\\_policy\\_in\\_fragile\\_states](https://um.fi/documents/35732/48132/finlands_development_policy_in_fragile_states)) included emphasis in human rights-based approach (HRBA) and results-based management (RBM). It called for increasing Finland's multilateral funding but also to working in a more goal-oriented and strategic manner. Policy dialogue was to be sharpened by advocating a limited number of priorities. A strategic analysis of Finland's multilateral cooperation was planned to be carried out, and the cooperation was to be strengthened with the organisations and financing institutions that are the most effective and relevant in implementing Finland's development objectives.

Furthermore, the DPP of 2012 highlighted the importance of the UN as the cornerstone of the multilateral system and having an important role in advancing human rights and human security and the DFIs as other most important multilateral channel for the implementation of Finland's development policy. Finland emphasised the enhancement of the operational effectiveness of the UN and other key multilateral actors and the strengthening of their mutual cooperation. In addition, in the World Bank (WB) and the WTO the voice and representation of the poorest developing countries was to be improved.

The development policy of 2016 ([https://um.fi/documents/35732/48132/government\\_report\\_on\\_development\\_policy\\_2016](https://um.fi/documents/35732/48132/government_report_on_development_policy_2016)) confirmed Finland's commitment to focus on multilateral actors that can most effectively promote Finland's development policy priorities. The 2030 Agenda for Sustainable Development guides the extensive activities of multilateral organisations and DFIs. Finland's own policy priorities are the basis for financing and policy dialogue, and the main partners to promote the development policy priorities are:

- Enhancing the rights and position of women and girls (policy priority I): UN Women, the UN Population Fund (UNFPA), and the UN Children's Fund (UNICEF). Collaboration is also continued with the World Health Organisation (WHO), the Joint Programme on HIV/AIDS (UNAIDS), and the UN Organisation for Education, Science and Culture (UNESCO).
- Supporting development countries' economies (policy priority II): DFIs and some UN- and WTO-administered trade and development organisations and programmes, e.g. the UN Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC), and the Enhanced Integrated Framework (EIF). Collaboration is also continued with the International Labour Organisation (ILO).
- Well-functioning societies and democracies (policy priority III): UN Development Programme (UNDP), the Organisation for Economic Co-operation and Development (OECD), the African Tax Administration Forum, and the International Institute for Democracy and Electoral Assistance (IDEA). Cooperation is also continued with the g7+ group of fragile states.
- Water, food security and energy and management of climate change and natural resources (policy priority IV): the Global Environment Facility (GEF), the Green Climate Fund (GCF), the International Fund for Agricultural Development (IFAD), and the World Food Programme (WFP). Finland also continues cooperation with the Food and Agriculture Organisation of the United Nations (FAO) and the United Nations Environment Programme (UNEP) and support the implementation of international climate conventions in developing countries.



The development policy of 2016 also names the United Nations Development Programme (UNDP), the United Nations High Commissioner for Refugees (UNHCR), the UN Partnership to Promote the Rights of Persons with Disabilities (UNPRPD) as cooperation partners. As regards DFIs, World Bank (WB) and African Development Bank (AfDB) are the main partners although Nordic Development Fund (NDF), Asian Development Bank (AsDB) and Latin American Development Bank are also mentioned.

Development policy dialogue and the development funding multilaterally, regionally, bilaterally and through civil society organisations (CSOs) are the main tools for advancement of Finland's development policy goals in both development policies (2012 and 2016). Often the two tools are combined. Finland's policy dialogue activities are planned annually, and their results are also monitored on an annual basis. As regards policy dialogue with multilateral partners, the development policy of 2016 specifies that international organisations and financial institutions possess significant resources for supporting developing countries. Their executive boards are some of the fora where Finland acts to ensure that their operations reflect the goals of Finnish development policy and produce results. Otherwise policy dialogue with multilateral organisations is not specified.

### **3.2 Multilateral policy and development policy influencing plans**

The development policy of 2012 emphasised strategic focusing and priority setting for Finland's cooperation with its multilateral partners. The requested strategic analysis on the multilateral development cooperation was done in 2013.

In 2012, a decision was made to prepare multilateral policy and influencing plans (have also been called policy dialogue plans) for all multilateral organisations that receive more than €1 million of support from Finland annually. The first plan was done for the Asian Development Bank in 2012 and for other 31 organisations in 2014. A new round of policy and influencing plans was done in 2016 when plans were prepared for 22 multilateral organisations.

The policy and influencing plans, while having been further developed, represent a concrete step towards RBM in multilateral cooperation through the introduction of influencing objectives and related results-framework and reporting system. They provide a framework for influencing and monitoring effectiveness and for adopting a more strategic approach to working with multilateral organisations. The plans set targets both for short- and long-term thematic influencing and for organisational efficiency and effectiveness. The policy and influencing plans are based on result cards.

The plans are prepared jointly by the responsible unit and the Embassy/Permanent Mission responsible for the organisation. Influencing targets are driven by the Finnish development policies as well as the organisation's own priorities and substance areas.

The responsible units and multi-embassies prepare annual progress reports on policy and influencing plans. In addition, a synthesis report is prepared by Unit for Development Policy (KEO-10).

The MFA follows up the performance of the multilateral organisations through the Multilateral Organisation Performance Assessment Network (MOPAN), which was launched in 2002 as a network of like-minded donor countries for monitoring the performance of multilateral development organisations at the country level in order to know more about the effectiveness of multilateral organisations.

### 3.3 Funding

Finland's funding to multilaterals is provided through the MFA and also through other Ministries. MFA's funding is either core funding, humanitarian assistance or earmarked funding. Core funding forms the majority of funding to the multilaterals:

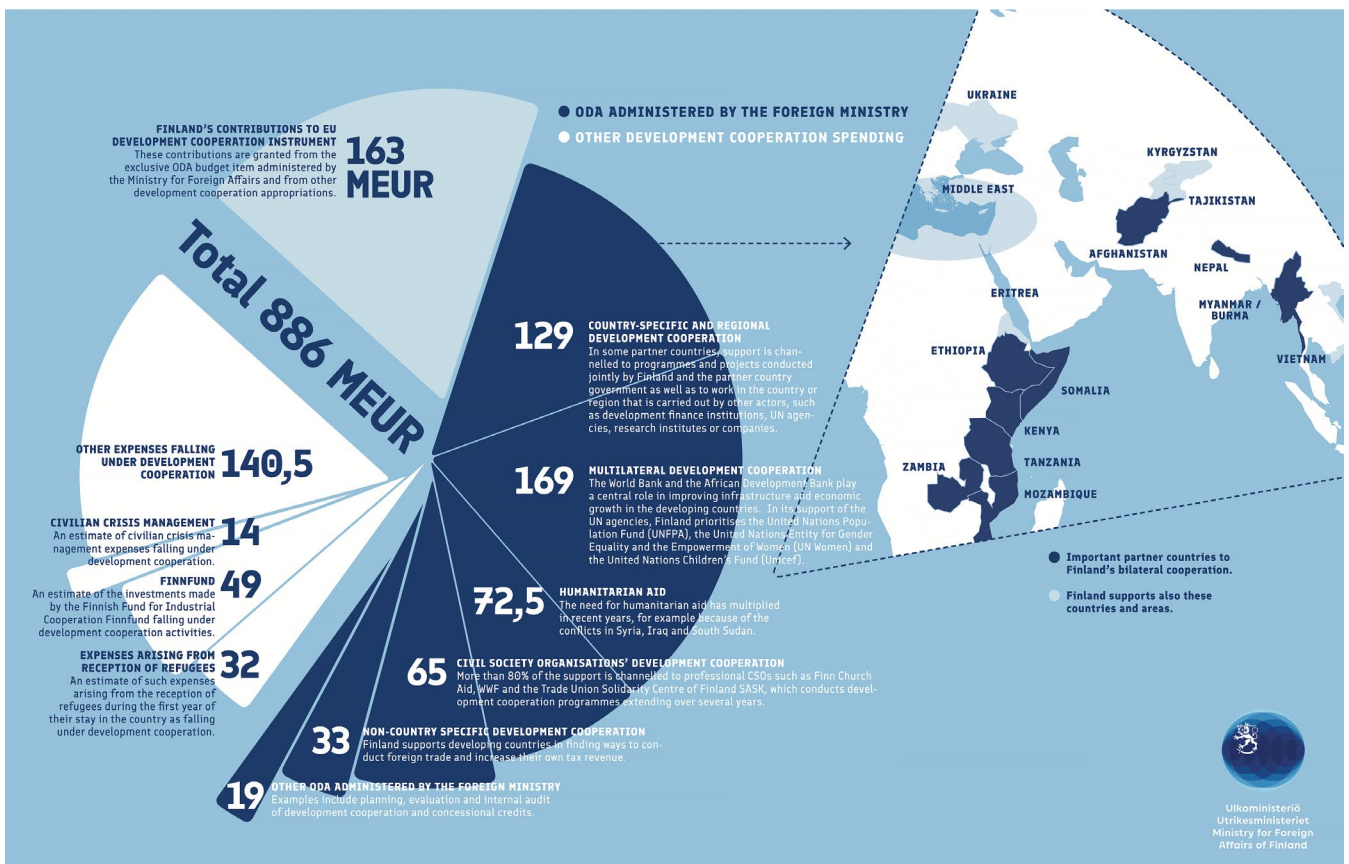
	2012	2013	2014	2015	2016	2017
<b>Humanitarian assistance</b>	17%	18%	17%	16%	22%	18%
<b>Earmarked</b>	13%	13%	11%	10%	16%	13%
<b>Core funding</b>	70%	70%	73%	74%	61%	70%

Source: MFA statistics (Unit for Administrative and Legal Development Cooperation)

There was an increase of total Official Development Assistance (ODA) in 2012–2016 and the funding to multilateral organisations also increased from c. €259 million in 2012 to c. €352 million in 2014. In 2015 the funding was slightly decreased to c. €344 million. However, due to the general reduction to the ODA by €200 million in 2016, the funding to the multilateral development cooperation reduced by nearly 60 per cent to c. €142 million. As part of this reduction in funding, also the number of multilateral partners receiving core funding decreased.

In 2018 about 19 per cent of the total development cooperation is channelled through the multilateral development cooperation:

**Figure 1: Finnish development cooperation appropriations 2018.**



Source: <https://um.fi/finland-s-development-cooperation-appropriations>



## 4 Scope of the evaluation

The evaluation focuses on development policy influencing of multilateral organisations. The evaluation is formative, process evaluation as opposed to being primarily an impact evaluation. The evaluation emphasises learning but covers also accountability to the extent possible.

The time scope is limited to the years when the MFA has developed development policy and influencing plans for multilateral organisations. This evaluation thus covers the activities under the two last development policy programmes from 2012 until 2018. Relevant policy documents can be found in the annex 1 of the ToR.

The evaluation does not cover those multilateral partners to which Finland's share of payment is determined through political commitments or through certain principles of membership fees (e.g. UN regional commissions, EU institutions and financial instruments). A separate evaluation on Finland's development policy dialogue and influencing in the EU is tentatively planned to be started in 2021. Furthermore, the evaluation will not cover those multilateral organisations to which Finland's support is channelled via other ministries. The International Committee of the Red Cross (ICRC) is not defined as multilateral organisation but an independent organisation under Swiss law and will not thus be included in this evaluation.

The evaluation does not assess the results, effectiveness and impact of the multilateral organisations. This respects the MFA's view to use MOPAN assessments to review the performance and effectiveness of the multilateral organisations.

Multi-bi cooperation on country level is included as one means to influence. Multi-bi cooperation will be assessed in the countries where the selected target organisations have country offices.

## 5 Issues to be addressed and evaluation questions

This evaluation aims at answering the following overarching evaluation questions:

1. **How has MFA managed to promote the objectives of the Finnish Development policy in the multilateral organisations? Is there room for strengthening the influencing activities?**
2. **How has Finland managed to influence the multilateral organisations' policies and operations? How visible has Finland been and have its development policy's key messages been understood?**
3. **How useful have the influencing plans as tools for the MFA been? What are the lessons learnt regarding the plans?**
4. **What are the strengths, weaknesses, good practices and challenges of influencing in multilateral organisations?**
5. **How effective have different influencing means been? For example:**
  - a. The visits of the ministers and high-level officers are important way of influencing. How successfully these opportunities been used in country and HQ level?
  - b. Finland is member and represented in many boards, task forces etc. How well these opportunities to influence have been used?
  - c. Finland has seconded staff and JPOs in many organisations. Is that an opportunity to influence, or has these arrangements increased Finland's visibility?



## COMPLEMENTARY QUESTIONS

Additional complementary evaluation questions of interest are:

- How do the MFA's units, departments and embassies support, contribute and monitor the influencing plans?
- What resources (money, people, partnerships) does the MFA dedicate to influence multilateral organisations to promote Finland's key messages and are there ways in which these resources can be used more efficiently?
- How to enhance promotion of key messages and visibility through multilateral influencing?
- How does core funding complement multi-bi cooperation on country level, and what are the influencing channels from country level to HQ and other way round?
- Have the same influencing activities been implemented in all organisations including humanitarian aid agencies?
- How well has Finland managed to promote the results-based management approach in multilateral cooperation for management, learning and accountability purposes?
- How are Finnish influencing activities viewed by the multilateral organisations? How is Finland viewed as a member and partner of these organisations?

In order to utilise the expertise of the evaluation team, the evaluation team is expected to develop a limited number of detailed evaluation questions (EQs) (maximum of 12 EQs) during the evaluation Inception phase. The EQs should be based on the priorities set above the set of questions should be expanded if needed. The EQs will be based on the OECD/DAC and EU criteria where applicable. The EQs will be finalised as part of the evaluation inception report and will be assessed and approved by the Development Evaluation Unit (EVA-11).

## 6 General approach and methodology

The evaluation approach is utilisation-focused taking into account the information needs of the main users who are represented by the reference group of this evaluation.

A theory-based approach is suggested based on a framework that maps and describes different influencing pathways. Such a framework could then be used to guide systematic collection of evidence along each pathway and draw conclusions on factors affecting influencing effectiveness along each of them. In this way, evaluation activities would remain focused and purpose oriented. The framework itself should remain flexible and findings made during the evaluation should be incorporated into it.

Because this framework will be developed during the inception phase of the evaluation, this ToR does not prescribe specific evaluation tools or methods but expects these to be defined in detail in the inception report. Importantly, the evaluation should investigate formal as well as informal influencing. Formal influencing can for example happen before and during board meetings and can be assessed through documentation (for example board meeting minutes) in which it is documented. Informal influencing is more difficult to assess and may require network analysis, process tracing or other investigative techniques capable of detecting and assessing connections between people.

The evaluation should utilise mixed methods for data collection and analysis. The evaluation shall demonstrate how triangulation of methods and multiple information sources are used to substantiate findings and assessments. As influencing effects can be small and difficult to attribute, appropriate methodology is required, for example contribution analysis or process tracing.





Desk review should be used to inform most of the analysis in this evaluation. Before or during the inception phase, preparatory desk review should be conducted on the following subjects:

- A desk review of existing reports and evaluations on multilateral influencing activities, practices and lessons learned in other aid agencies to inform the evaluation framework and to place findings at the MFA into context.
- All existing influencing plans as well as annual reports and synthesis reports about influencing activities and their results should be thoroughly reviewed as they represent an important starting point for the entire evaluation. It is important to note that large part of these material is only available in Finnish (e.g. all policy and influencing plans and annual reports) and in addition large part is internal MFA documents (e.g. policy and influencing plans). Therefore this preparatory desk study also serves to render the content of these important documents accessible to non-Finnish speaking evaluation team members.

The main document sources of information are MFA policies and influencing plans and reports for multilateral organisations, existing information collected by the MFA about governance and policies of multilateral partners, and an array of different document types from the multilateral organisations themselves such as annual reports, evaluations, minutes of board and other governance bodies' meetings, documents presented at such meetings, evaluations, reviews and other reports both from the headquarter and the regional level.

Desk study documents will be identified and collected during the inception phase.

Interviews should be conducted with MFA staff in units managing multilateral and multi-bi cooperation both in Helsinki and in the field, with staff in selected "influenced" multilateral organisations (both headquarters and regional offices), and with development partners with which influencing activities may be coordinated and harmonised.

Because of the large number of multilateral organisations within the evaluation scope, in-depth study should be restricted to a meaningful sample of organisations, possible between 6 and 10.

Organisations should be selected for in-depth study in a way that ensures that all relevant influencing pathways and mechanism identified in the inception phase are adequately covered. In addition, the sample should also attempt to cover the MFA's different policy channels and the most important organisations in terms of Finland's financial and policy priorities. During the inception phase, the methodology for sampling multilateral organisations will be further developed. The inception report will include the final sampling principles and data collection and analysis methods and an assessment of their effect to reliability and validity of the evaluation. The evaluation should clearly explain what is included in the sample as well as what is excluded and why.

Apart from MFA staff, people working in multilateral organisations will be important informants. This should be reflected in several interview visits to headquarters and regional offices of multilateral organisations.

In addition to the in-depth study of a sample of multilateral organisations, the evaluation should also attempt to provide some coverage of a broader range of Finland's multilateral partner organisations. While no interviews are expected with staff from organisations beyond the sample, an online survey and some desk study could be applied to this end.

The appropriate methodology should allow identifying and including in the data-gathering and analysis process women and girls as well as those most likely to have their rights violated.

The evaluation must respect the confidentiality, protection of source and dignity of those interviewed.





All parts of the evaluation adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation.

An initial methodological plan, an initial work plan and an initial evaluation matrix will be developed in consultation with the team leader.

An initial plan for the interview phase will also be developed in consultations with the Team Leader. The final plan for the field phase, including organisations and how relevant stakeholders will be selected for participation in groups, how groups will be organised, and how evaluation results will be communicated and disseminated will be finalised in the inception report. The team members for the field visits cannot have any personal restrictions to travel.

The final evaluation plan will be included in the inception report. The inception report will then include the desk study on the evaluation, further specification of the methodology and the finalised evaluation matrix, plan for the field missions and reporting of the evaluation.

It is important for the evaluation team to plan for sufficient time to interviews both in Helsinki and in the headquarters of the multilateral organisations. One of the limitations to assess Finland's contributions to its partner agencies is that Finland often works in groups such as EU, Nordic groups, like-minded, making it difficult to assess the role and importance of Finland's role. Secondly, the majority of policy influencing and dialogue happens informally and in ways that are not documented and/or reported. One way to overcome these limitations is to have sufficient time for interviews both in Helsinki and in headquarters.

Another limitation is that a big part of documents, e.g. policy and influencing plans, annual progress reports and meeting memos, are available only in Finnish. The mitigation measure is to have at least one, preferably two, senior team member fluent in Finnish with sufficient number of working days.

The evaluation produces a synthesis report and no separate organisation specific reports.

## **7 Management of the evaluation**

This evaluation is managed through the Evaluation Management Services (EMS). The responsibilities of the EMS Consultant (Particip-Niras) and the MFA are defined in the EMS contract in more detail. MFA's Development Evaluation Unit (EVA-11) will be responsible for the overall management and steering of the evaluation. EVA-11 will work closely and inform other relevant units/departments of the MFA as well as Embassies on the evaluation and will also initiate the contacts with main stakeholders in Finland and abroad.

Consultant implementing the EMS (Particip-Niras) is in charge of the overall contract management and is the main point of reference for the contractual issues. They assure the administrative and financial management including submission of reports and other official communications concerning accounting, payments and financial reporting towards the MFA. They set up a dedicated and secure platform for the evaluation and in consultation with the EMS Coordinator and the Team Leader will be responsible for managing the platform of the EMS Consultant (Particip-Niras). The Consultant will closely cooperate with the EMS Coordinator and support her in ensuring the coordination with the Team Leader to carry out a feasible work plan and timely delivery of outputs, in respect of the application of the quality control system. They also provide quality assurance of deliverables (Inception Report, Draft Final Report, Final Report) by senior advisors.

There will be one Management Team responsible for the overall coordination of the evaluation. The EVA-11 Evaluation Manager, the evaluation Team Leader and the EMS Coordinator will



form the Management Team. The Team Leader and EMS Coordinator will represent the team in major coordination meetings and major events presenting the evaluation results.

A reference group for the evaluation will be established and chaired by EVA-11. 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 use of a reference group is a key step in guaranteeing the transparency, accountability and credibility of an evaluation process and in validating the findings. The reference group has a key role in adapting and in dissemination the evaluation results and in enhancing learning.

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 evaluation (i.e. inception report, draft final report) to ensure that the evaluation is based on factual knowledge about the subject of the evaluation;
- play a key role in disseminating the findings of the evaluation and support the implementation, dissemination and follow-up on the agreed evaluation recommendations.

Members of the reference group represent units that work with multilateral organisations. Therefore, they are the main users of this evaluation and their insights must be taken into account as part of the utilisation-focused approach.

The members of the reference group will include:

- Anna Gebremedhin (KEO-01)
- Mika Vehnäkäki/Kent Wilska (TUO-10)
- Marko Berglund (KEO-50)
- Pilvi Taipale (KEO-70)
- Tanja Grén (KEO-90)
- Eeva Alarcón (ALI-01)
- Sanna Takala/Anu Eskonheimo (ASA-02)

Further members may be added to the reference group during the evaluation if needed.



## 8 Evaluation process, timelines and deliverables

The evaluation will tentatively start in 30.3.2019 and end in 31.1.2020. The evaluation consists of the following five phases and will produce the respective deliverables (with more details in Annex 3):

- Phase A: Planning phase May-June 2019: Submission of Team Leader's comments on ToR and discussion with the MFA
- Phase B: Start-up phase June 2019: Start up meeting in Helsinki on June 13, 2019
- Phase C: Inception phase September – November 2019: Submission of the Draft Inception Report (mid-October) and Final Inception Report (first week of November)
- Phase D: Implementation phase November 2019 – February 2020: Interviews and field visits
- Phase E: Reporting/Dissemination Phase March 2020 – June 2020: Draft Final Report submission by third week of April 2020; Final Report submission by mid-May 2020; report published and Findings Presentation in June 2020.

During the process, particular attention should be paid to strong coordination and information sharing within the evaluation team. Communication between EVA-11, the Team Leader, and the Evaluation Management Service (EMS) Coordinator is crucial. A new phase is initiated only when the deliverables of the previous phase have been approved by EVA-11. The revised reports have to be accompanied by a table of received comments and responses to them.

It should be noted that internationally recognised experts may be contracted by EVA-11 as external peer reviewer(s) for the whole evaluation process or for some phases/deliverables of the evaluation process, e.g. final and draft reports (inception report, draft final and final reports). In case of peer review, the views of the peer reviewers will be made available to the Consultant and the evaluation team.

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

## 9 Expertise required

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

The minimum criteria of the team members is defined in the EMS Consultant's tender which is annexed to the EMS Contract. There is a preference for a small core team of not more than four senior evaluators. Desk work can be delegated to additional consultants, and an emerging evaluator can support the core team throughout the evaluation.

Apart basic evaluation skills, all core team members should possess the following expertise and skills:

- Experience and proven track record of leading and/or significantly contributing to complex evaluations, including applying mixed method evaluation designs and conducting critical triangulation of evidence
- Experience and proficiency in developing and working with Theories of Change



- Knowledge of and prior work/evaluation experience with UN agencies and/or development banks
- Proven ability to work constructively in a team and willingness to contribute to team tasks such as document review, writing of interview notes and contributing to and reviewing each other's findings
- Ability and willingness to participate in several interview and field missions

Not each individually but together the evaluation team should cover the following experiences and skills:

- Prior experience with influencing mechanisms in development cooperation
- Experience with corporate governance and policy processes in some of the multilateral organisations under consideration
- At least one core team member and the emerging evaluator should be fluent in Finnish.

The EMS coordinator will propose the other team members. The skills and experience of the proposed experts have to correspond or exceed the minimum requirements of the evaluation team members. The EVA-11 will approve the experts.

All team members shall have fluency in English and at least one senior evaluator must have fluency in Finnish, because part of the documentation is available only in Finnish. MFA document material classified as restricted use (classified as IV levels in the MFA, or confidential in other organisations) 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.

The Team Leader and the team must be available until the reports have been approved by the EVA-11, even when the timetables change.

## **Quality assurance**

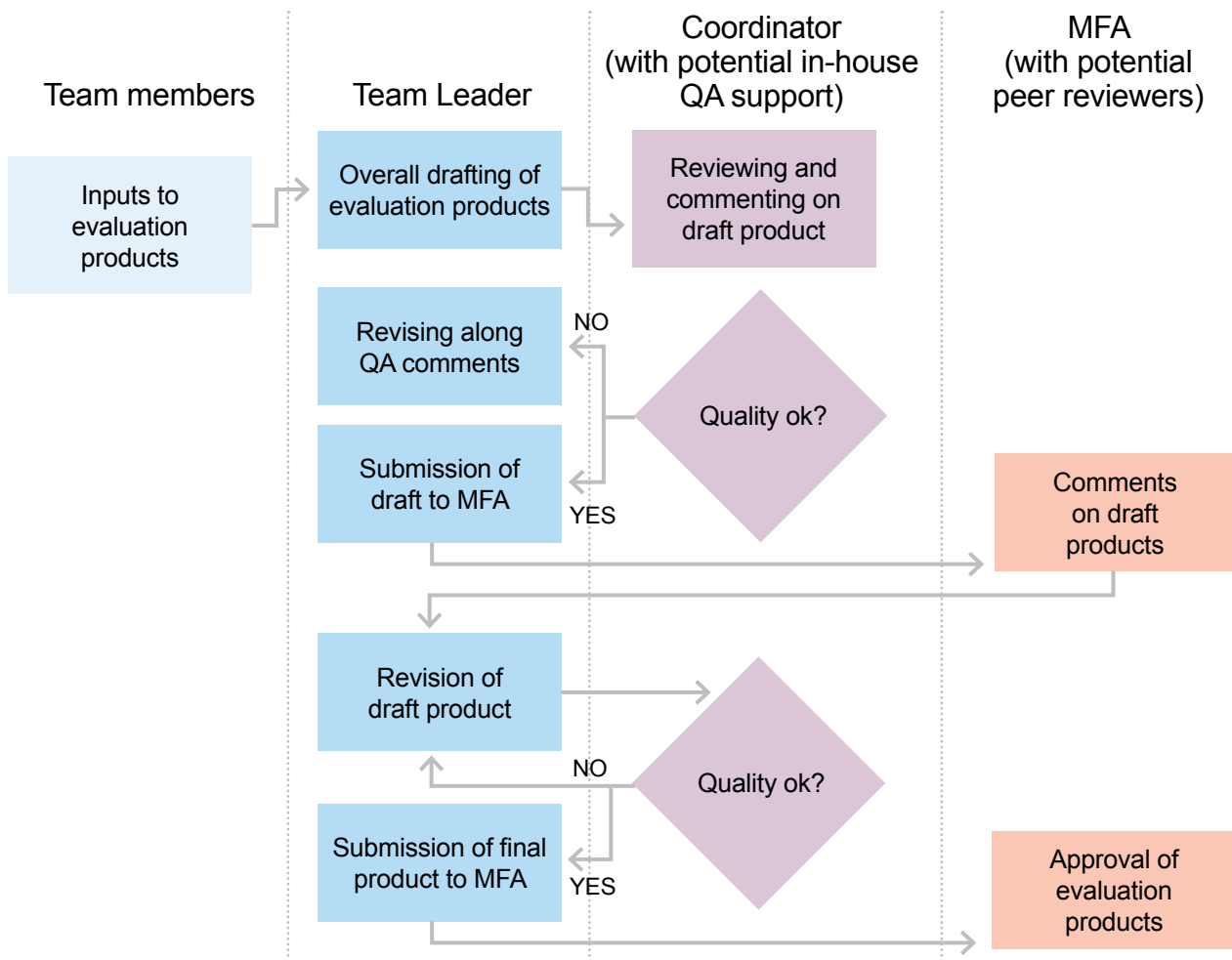
### ***Internal quality assurance***

The internal QA System put in place will aim at ensuring that the individual studies are implemented in a timely manner, with rigour and impartiality, and fully respecting MFA's evaluation principles and standards, including ethical standards.

The TL and the EMS Coordinator play a key role in making sure that the system is adequately applied, especially for each product prepared by the team. Where deemed necessary by the EMS Coordinator (e.g. to enhance the QA of some crucial products or identify solutions to unexpected challenges), she will mobilise in-house senior advisors with extensive track record in complex evaluation. 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. Internal QA is an incremental process which, in particular, requires adequate efforts in the initial stages of the process (both planning and inception phases).



**Figure 2:** Internal quality assurance process.



Source: Particip.

### **External quality assurance**

The Consultant will provide external quality assurer to support the evaluation process and ensure the quality of deliverables.

To complement the internal QA, an External Quality Assurance Expert (EQAE) will be recruited. The EQAE will carry out an independent review of the deliverables. If deemed feasible, the EQAE could be engaged in the evaluation process early-on rather than only commenting completed documents. This approach ensures that the evaluation is able to benefit from his/her expertise and guidance given the complex nature of the assignment. S/he is also in charge of the formal quality assurance of the evaluation deliverables and submits comments in a written form by using a peer review template (EVA-11). EQAE will be presented as part of the evaluation team for the approval by the EVA-11.

If deemed useful the MFA will organise a peer review or other potential external quality assurance to support evaluation process and learning.

In the beginning of the evaluation, all team members involved will be briefed on and will need to subscribe to a confidentiality agreement which will comply to MFA norms for information security (including the different levels of protection of MFA's internal information management system).



## **10 Budget**

The evaluation will not cost more than €400,000 (VAT excluded).

## **11 Mandate**

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorised to make any commitments on behalf of the Government of Finland 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 the Creative Commons license in order to promote openness and public use of evaluation results.

## **12 Authorisation**

Helsinki, 20.3.2019

Anu Saxén

Director

Development Evaluation Unit

Ministry for Foreign Affairs of Finland





# Annex 2: Stakeholders consulted

Name	Surname	Position	Organisation	Interview location
Smita	Gyawali	ADB Education	AsDB	Nepal
Hubert	Perr	Head of Development Cooperation	EUD	Kenya
Stephane	David	Programme Manager EU Delegation	EUD	Nepal
Jeffrey	Campbell	Director, Forest and Farm Facility	FAO	Rome
Julian	Fox	Team Leader National Forest Monitoring	FAO	Rome
Daniel	Gustafson	Deputy Director General for Programmes	FAO	Rome
Anssi	Pekkarinen	Team Leader, Forest Resource Assessment	FAO	Rome
Tiina	Vähänen	Chief, Department of Forestry	FAO	Rome
Pamela	White	Senior Manager	FCG International	Helsinki
Francoise	Clottes	Director, Strategy and Operations, Global Environment Facility	GEF	Washington DC
Naoko	Ishii	CEO and Chairperson, Global Environment Facility	GEF	Washington DC
Dhruba Raj	Regmi	Former (now retired) Under Secretary Ministry of Education Science	Government Nepal	Nepal
Donal	Brown	Associate Vice-President Associate, Programme Management Department	IFAD	Rome
Frederica	Cerulli	Partnership Officer	IFAD	Rome
Edward	Heinemann	Lead Technical Specialist on Policy	IFAD	Rome
Pierre	Moreau-Peron	Director, Human Resources Division	IFAD	Rome
Zeynep	Ozgen	Senior External Relations Officer	ITC	Geneva
Laila	Clyne	Second Secretary, Desk Officer, Trade and development, science and technology	MFA	Geneva
Verna	Adkins	Former desk officer for UNFPA	MFA	Helsinki
Sara	Alanen	Nepal Team, ASA-40	MFA	Helsinki
Marko	Berglund	Deputy Director, Team Leader, KEO-50	MFA	Helsinki
Marjaana	Ettala	Former Desk officer, UN Women and UNICEF	MFA	Helsinki
Lena	Faurie	Programme Officer, ALI-20	MFA	Helsinki
Anna	Gebremedhin	Senior Advisor, Department for Development Policy	MFA	Helsinki
Tanja	Grén	Team Leader UN Development System Reform, UNOPS, former desk UN Women and UNICEF	MFA	Helsinki
Minni	Hyrkkänen	Desk Officer, ITÄ-20	MFA	Helsinki
Vesa	Kaarakka	Senior Development Policy Advisor, KEO-20	MFA	Helsinki
Pekka	Kaihilahti	Minister Councillor	MFA	Helsinki
Katja	Kandolin	Coordinator, Development Policy Committee, KEO-10	MFA	Helsinki
Jussi	Karakoski	Senior Adviser, Development Policy, Department for Africa and the Middle East (ALI)	MFA	Helsinki
Päivi	Karhio-Szilvay	Deputy Director POL-50	MFA	Helsinki
Henna	Knuutila	Former Desk officer, UN Women and UNICEF	MFA	Helsinki
Ismo	Kolehmainen	Former Desk officer, UNFPA	MFA	Helsinki



Name	Surname	Position	Organisation	Interview location
Kristiina	Kuvaja-Xanthopoulos	Deputy Director General, Department for Africa and the Middle East	MFA	Helsinki
Tanja	Leikas-Bottà	Desk UN Women and gender equality	MFA	Helsinki
Titta	Maja	Director, Unit for South Asia, ASA-40	MFA	Helsinki
Lotta	Karlsson	Director, Unit for Administrative and Legal Development Cooperation Matters, KEO-80	MFA	Helsinki
Miikka	Paajavuori	Senior Officer, Unit for Administrative and Legal Development Cooperation Matters, KEO-80	MFA	Helsinki
Riikka	Mikkola	Senior Advisor, KEO-70	MFA	Helsinki
Eeva-Maria	Mikkonen-Jeanneret	Senior Adviser, Development Policy (Gender), KEO-20	MFA	Helsinki
Miikka	Paajavuori	Senior Officer, KEO-80	MFA	Helsinki
Tony	Paso	Kenya Team, ALI-20	MFA	Helsinki
Antti	Rautavaara	Senior Adviser Development Policy (water questions)	MFA	Helsinki
Anne	Saloranta	Ambassador International Recruitments, Unit for UN and Global Affairs	MFA	Helsinki
Satu	Santala	Director General, Department for Development Policy	MFA	Helsinki
Katariina	Sario	Senior Adviser Development Policy (Disability), KEO-20	MFA	Helsinki
Marikki	Stocchetti	Secretary General, Development Policy Committee, KEO-10	MFA	Helsinki
Pilvi	Taipale	Desk officer, KEO-70	MFA	Helsinki
Sanna-Liisa	Taivalmaa	Senior Advisor, Development Policy, rural development, KEO-20	MFA	Helsinki
Mika	Vehnämäki	Commercial Counsellor, TUO-10	MFA	Helsinki
Suvi	Virkkunen	Special Advisor, KEO-10	MFA	Helsinki
Max	Von Bonsdorff	Director, KEO-50	MFA	Helsinki
Riku	Warjoaara	Desk Officer, HR Planning, Human Resources Unit, HAL-11	MFA	Helsinki
Kent	Wilksa	Commercial Counsellor, TUO-10	MFA	Helsinki
Jukka	Nikulainen	Desk officer for UNFPA, KEO-90	MFA	Helsinki
Georgina	Gichohi	Advisor	MFA	Kenya
Ramses	Malaty	Deputy Ambassador	MFA	Kenya
Anni	Mandelin	Counsellor	MFA	Kenya
Åsa	Wallendahl	Counsellor	MFA	Kenya
Pertti	Anttinen	Ambassador	MFA	Nepal
Kati	Bhose	Counselor Kathmandu, Embassy, Nepal	MFA	Nepal
Indra	Gurung	Special Advisor	MFA	Nepal
Kamana	Gurung	Coordinator	MFA	Nepal
Chudamani	Joshi	Special Advisor	MFA	Nepal
Jari	Laukka	Counsellor	MFA	Nepal
Laura	Alanko	Special Adviser for Human Rights and Gender	MFA	New York
Aki	Kauppinen	First Secretary, UN Funds and Programmes	MFA	New York
Jyrki	Terva	Minister Counselor	MFA	New York
Katharina	Bäckman	International Natural Resource Policy, Desk Officer FAO, KEO-90	MFA	Helsinki
Aulikki	Hulmi	Senior Specialist, Deputy Permanent Representative of Finland to the Rome based UN Agencies	MSAF of Finland	Rome



Name	Surname	Position	Organisation	Interview location
Satu	Lassila	Permanent Representative of Finland to the Rome-based UN Agencies	MFA	Rome
Claus	Lindroos	Unit Director KEO-70	MFA	Helsinki
Anna	Malinen	Desk Officer, KEO-50	MFA	Helsinki
Oliver	Madeleine	Adviser	MFA Australia	New York
David	Cuming	Adviser, Permanent Mission of Canada to the Food and Agriculture Agencies of the United Nations, Rome	MFA Canada	Rome
Casper Stenger	Jensen	Councillor	MFA Denmark	New York
Christina Wix	Wagner	Senior Policy Adviser	MFA Denmark	New York
Jette	Michelsen	Counsellor, Deputy Permanent Representative of Denmark to FAO, WFP and IFAD	MFA Denmark	Rome
Charlotte	Raae-Pedersen-Teodonio	Economic Attaché & FAO at Embassy of Denmark in Rome	MFA Denmark	Rome
Zoltan	Kalman	Minister Plenipotentiary, President of WFP Executive Board. Permanent Representative of Hungary to the UN Food and Agriculture Agencies in Rome	MFA Hungary	Rome
Benito	Jimenez	First Secretary, Mexico, Convener list C	MFA Mexico	Rome
Bjørn-Brede	Hansen	Director Section for Multilateral Development Banks	MFA Norway	Oslo
Gunnvor	Berge	Counsellor, Deputy Permanent Representative to the UN Agencies in Rome, FAO, WFP and IFAD	MFA Norway	Rome
Karin	Berlin	Councillor	MFA Sweden	New York
Victoria	Jacobsen	Counsellor, Deputy Permanent Representative of Sweden to WFP and IFAD	MFA Sweden	Rome
Karl	Backéus	Head of Section for Multilateral Development Banks Global Agenda Department	MFA Sweden	Stockholm
Christine	Schneeberger	Minister, Head of Sustainable Development and Humanitarian Affairs team	MFA Switzerland	New York
Ida-Eline	Eng	Senior Adviser (Persons with disabilities)	Norad	Oslo
Ivar	Evensmo	Senior Adviser (Persons with disabilities)	Norad	Oslo
Margot Igland	Skarpeteig	Former Deputy Permanent Representative of Norway, Rome	Norad	Oslo
Kornelia	Rassmann	Team Leader "Evaluation on Improvement of Women's and Girl's Rights in Finland's Development Policy and Cooperation"	Other	Germany
Stine	Heiselberg	Head of the Office of the UN Resident Coordinator	UN	Nepal
Valerie	Julliard	UN Resident Coordinator	UN	Nepal
Päivi	Kannisto	Chief of Peace and Security Section	UN Women	New York
Faith	Kasiva	Secretary gender State Department for Gender, Kenya	UN Women	Kenya
Idil	Abisye	Programme Specialist for Women, Peace and Security	UN Women	Kenya
Zebib	Kavuma	Deputy General Regional Director	UN Women	Kenya
Anna	Mutavati	Country Director	UN Women	Kenya
Pia	Verlander	M&E Specialist (Finnish Seconded)	UN Women	Kenya
Grace	Wangechi Kahuria	Programme Analyst for Ending Violence against Women	UN Women	Kenya
Wenny	Kusuma	Country Representative, Nepal	UN Women	Nepal
Gitanjali	Singh	Deputy Representative	UN Women	Nepal
Minna	Nurminen	JPO	UN Women	New York



Name	Surname	Position	Organisation	Interview location
Asger	Ryhl	Former Head of UN Women's liaison office in Copenhagen	UN Women	New York
Jean-Luc	Bories	Secretary of UN Women Executive Board	UN Women	New York
Prasun	Chakraborty	Director, Human Recourses	UN Women	New York
Åsa	Dahlvik	Partnership Specialist	UN Women	New York
Maria	de la Luna	Team Leader, Recruitment and Staffing	UN Women	New York
Fernando	Gutierrez-Eddy	Chief Resource Mobilisation and Partner Relations	UN Women	New York
Priyanka	Narahari	Consultant, UN System Coordination Division (Persons with Disabilities)	UN Women	New York
Katja	Pehrman	Senior Adviser	UN Women	New York
Walid	Badawi	Resident Representative	UNDP	Kenya
Tim	Colby	Devolution Advisor	UNDP	Kenya
John	Wafula	Humanitarian Programme Specialist	UNFPA	Kenya
Arthur	Erken	Director, Communication and Strategic Partnerships	UNFPA	New York
Julie	Morizet	Resource Mobilisation Specialist	UNFPA	New York
Nicola	DellArciprete	Partnerships Specialist, Kenya	UNICEF	Kenya
Moses	Rono	Technology and Development Officer	UNICEF	Kenya
Robert	Simiyu	Social and Economic Policy Specialist	UNICEF	Kenya
Natalia	Vaupel	Senior Advisor Public and Private Partnerships, Kenya	UNICEF	Kenya
Mikael	Ashorn	Wash Officer (JPO Finland)	UNICEF	Nepal
Lyndsay Rae	McLaurin	Education Specialist	UNICEF	Nepal
Arinita Maskey	Shrestha	Emergency WASH Specialist	UNICEF	Nepal
Siddhi	Shrestha	WASH Specialist	UNICEF	Nepal
Mark	Waltham	Chief of Education	UNICEF	Nepal
Tameez	Ahmad	Chief of WASH	UNICEF	Nepal
Bisi	Agberemi	WASH Specialist	UNICEF	New York
Patty	Aleman	Senior Gender Specialist	UNICEF	New York
Chander	Badloe	Senior Adviser, WASH	UNICEF	New York
Fabian	Chris	Senior Adviser, Innovation	UNICEF	New York
Maria	Jain	Partnerships Specialist, Nordics++ Team, Public Partnerships Division	UNICEF	New York
Amanda	Marlin	Senior Adviser, WASH	UNICEF	New York
Jamal	Shah	WASH Specialist	UNICEF	New York
Faisal	Yusaf	Senior Advisor, Nordics++ Team, Public Partnerships Division	UNICEF	New York
Siddharth	Chatterjee	UN Resident Coordinator	UNRCO	Kenya
Muratha	Kinuthia	Social Development Specialist	WBG	Kenya
Cecilia	Paradi-Guilford	Private Sector Specialist - Finance Competitiveness and Innovation	WBG	Kenya
Mohan	Aryal	WB Education	WBG	Nepal
Daniel	Adler	Senior Compliance Officer	WBG	Washington DC
Hanna	Alasuutari	Education Specialist, Inclusive Education Thematic Lead	WBG	Washington DC
Dilek	Barlas	Executive Secretary, IPN	WBG	Washington DC
Franck	Bousquet	Senior Director, Frangibility, Conflict and Violence	WBG	Washington DC
Aki	Enkenberg	Senior ICT Policy Specialist, Digital Development	WBG	Washington DC



Name	Surname	Position	Organisation	Interview location
Alison	Evans	Director General, Evaluation	WBG	Washington DC
Deon	Filmer	Lead Economist	WBG	Washington DC
Karin	Finkelston	IFC Vice President, Communications and Outreach	WBG	Washington DC
Julia	Fraser	Programme Manager, Energy & Extractives	WBG	Washington DC
Caren	Grown	Senior Director, Gender	WBG	Washington DC
Stephan Alan	Hammer	Advisor to Climate GP	WBG	Washington DC
Rohit	Khanna	Practice Manager, Infra Energy Global Programmes	WBG	Washington DC
Eva	Kloeve	Programme Manager	WBG	Washington DC
Mari	Koistinen	Senior Social Development Specialist, Social Development Global Practice	WBG	Washington DC
Jussi	Lehmusvaara	Operations Officer, New Business and Portfolio, Blended Finance Department	WBG	Washington DC
Charlotte Vuyiswa	McClain-Nhlapo	Global Disability Advisor	WBG	Washington DC
Stela	Mocan	Lead IT Officer	WBG	Washington DC
Akihiko	Nishio	Vice President, Development Finance	WBG	Washington DC
Magali	Rodriguez Reyes	Recruiter and Programme Coordinator, Talent Acquisition Centre of Expertise	WBG	Washington DC
Halsey	Rogers	Lead Economist	WBG	Washington DC
Jaime	Saavedra	Global Director, Education	WBG	Washington DC
Nena	Stoiljkovic	IFC Vice President, Asia & Pacific, Asia & Pacific	WBG	Washington DC
Stephanie	Von Friedeburg	IFC Chief Operating Officer	WBG	Washington DC
Geremie	Sawadogo	Talent Acquisition	WBG	Washington DC
Rosan	Zorilla	Programme Coordinator, Donor Funded Staffing Program	WBG	Washington DC
Antero	Klemona	Alternate Executive Director (Finnish representative)	WBG/representing Finland	Washington DC
Agnes	Capony	EU Delegation	WBG/representing other country	Washington DC
Aidan	Carrigan	Senior Advisor to Executive Director	WBG/representing other country	Washington DC
Anna	Dravniece	Sr. Advisor, Latvia	WBG/representing other country	Washington DC
Jorgen	Frotzler	Sr. Advisor, Sweden	WBG/representing other country	Washington DC
Geir	H. Haarde	Nordic-Baltic Executive Director	WBG/representing other country	Washington DC
Thorarinna	Soebech	Sr. Advisor, Iceland	WBG/representing other country	Washington DC
Ville	Kallonen	JPO, Systems Engineering Officer (Cash transfers)	WFP	Rome
Heidi	Olli	Programme Policy Officer	WFP	Rome
Maria-Jose	Rojas	Special Assistant to ASG Partnership, Governance and Advocacy School feeding	WFP	Rome
Samir	Wanmali	Deputy Director, Policy and Programme Division	WFP	Rome



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# Annex 4: Desk review of multilateral influencing reports and synthesis reports

## **EVALUATION**

### Evaluation of Finnish Development Policy Influencing Activities in Multilateral Organisations

Desk Review of multilateral influencing reports  
and synthesis reports

Petra Mikkolainen

Tuesday, 26 May 2020



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# Acronyms and Abbreviations

<b>AfDB</b>	African Development Bank
<b>AsDB</b>	Asian Development Bank
<b>CERF</b>	Central Emergency Response Fund
<b>CSO</b>	Civil Society Organisations
<b>EIF</b>	Enhanced Integrated Framework
<b>EQ</b>	Evaluation Question
<b>EU</b>	European Union
<b>FAO</b>	Food and Agriculture Organisation of the United Nations
<b>GCF</b>	Green Climate Fund
<b>GEF</b>	Global Environment Facility
<b>HQ</b>	Headquarters
<b>ICRC</b>	International Committee for Red Cross
<b>IDB</b>	Inter-American Development Bank, including Inter-American Investment Corporation (IIC)
<b>IFAD</b>	International Fund for Agricultural Development
<b>ILO</b>	International Labour Organisation
<b>IP</b>	Influencing plan
<b>ISDR</b>	United Nations Office for Disaster Risk Reduction
<b>ITC</b>	International Trade Centre
<b>MFA</b>	Ministry for Foreign Affairs (Finland)
<b>MOPAN</b>	Multilateral Organisation Performance Assessment Framework
<b>OCHA</b>	United Nations Office for the Coordination of Humanitarian Affairs
<b>OECD</b>	Organisation for Economic Co-operation and Development
<b>OECD DAC</b>	Organisation for Economic Co-operation and Development
<b>PBF</b>	United Nations Peacebuilding Fund
<b>ToR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UN WOMEN</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNAIDS</b>	Joint United Nations Programme on HIV/AIDS
<b>UNCTAD</b>	United Nations Conference on Trade and Development
<b>UNDP</b>	United Nations Development Programme
<b>UNEP</b>	United Nations Environment Programme
<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>UNFPA</b>	United Nations Population Fund
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>UNIDO</b>	United Nations Industrial Development Organisation
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees in the Near East
<b>WBG</b>	World Bank Group
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organisation



# 1 Introduction

As indicated by the draft Terms of Reference (TOR) of the evaluation, one of the first steps of the evaluation should consist of a desk review to inform the subsequent steps of the study before and during the formal inception phase.

The review takes into account available influencing plans as well as annual reports and synthesis reports. The main purposes of this preparatory study are to render the content of the documents accessible to non-Finnish speaking evaluation team members and to detect any initial findings based on documentary evidence.

As explained in the methodology section of the main report, this desk study included several Multilaterals beyond the primary scope of the evaluation.





# 2 Methodology and limitations

The desk review was carried out using a text analysis software, MAXQDA, which allows selecting and saving sections of text under different codes defined by the evaluator. The keywords that were used in the coding process were derived from the TOR (evaluation objectives, questions and additional questions) as well as from the documents that were analysed (such as thematic fields, partner countries and geographical locations).

The following documents were subject to in-depth coding:

- 2014 management responses
- 2016 reports and management responses
- 2017 reports and management responses
- 2018 snapshots (no reports or management responses were prepared)
- Synthesis reports of 2014–2017

The following documents were partially coded:

- 2015 reports coded focusing on main results, influencing means, and recommendations on how to improve influencing work
- 2016 influencing plans (IPs) focusing on the influencing channels and available human resources within MFA

Documents that were not coded include:

- 2014 reports
- The IPs; except the 2016 IPs (see above)
- Guidelines for preparing the IPs and reports

In addition, the desk review was complemented by two interviews with MFA's Results-based Monitoring (RBM) focal point to receive comments on the chronological description of the institution's influencing activities as well as the corresponding project cycle. The coded segments were downloaded into an Excel file each row consisting of information on the document source, related code and the coded segment. The coded segments were further analysed by filtering them per each code and extracting the relevant information to be summarised in the corresponding section of the report.

One of the main limitations of the desk review is that not all documents were coded to the same level of detail, and some documents were not coded at all (see above). However, the limitation does not affect the quality of the results because the purpose of the desk review is not to carry out a quantitative analysis of the influencing documents. Rather, the aim is to prepare a summary of key issues and to identify emerging issues in the form of examples. Therefore, it is not necessary to run an in-depth analysis of all text passages.



It is also not necessary to code the 2014 reports, as these reports are part of the first generation of IPs (to which the evaluation will pay less focus). The 2015 reports are likely to cover many of the same results as the 2014 reports given that, at that point, the influencing activities were in their early stages. For CERF and PBF, reports were available for only 2014; thus, these two organisations are under-represented in the analysis.

The coding process also did not include the IP documents, except the 2016 IPs from which the influencing channels and available human resources were extracted, as explained above. Further, the main content of the IPs is the influencing targets, which are included in the section that presents each organisation individually.

Table 2 presents a database that provides an overview of the documents that were included in the study. All the documents were written in the Finnish language.

The main bulk of the information is derived from documents related to 20 organisations (see organisations numbered from 1 to 20 in Table 2). If CERF and PBF are included, the total number of organisations covered in this desk review sums up to 30. ICRC is not included in the desk review due to its exclusion in the TOR of the evaluation.



# 3 Characteristics of multilateral influencing in MFA

## 3.1 The process over time

The following sections provide an outline of the influencing activities in the MFA in chronological order. Activities have been grouped under their respective reporting year even if they would have taken place in the following year (e.g. a report that is dated the year after the reporting period).

This section has been validated by MFA's focal point of RBM from the Unit for General Development Policy.

Figure 4 presents an overview of the events in relation to Finland's development policies.

### 3.1.1 First-generation: 2012–2015

#### Reporting year 2012

- The first influencing plan was prepared for AsDB in 2012

#### Reporting year 2013

- No new IPs
- First set of guidelines prepared by MFA for the formulation of IPs (MFA, 2013)

#### Reporting year 2014

- Influencing plans for 30–31 organisations
- Different units used different formats for preparing the IPs
- For each (or at least for most organisations), a report was prepared in the following year
- Most reports received a management response
- Reporting guidelines (applying to the 2014 reporting year) were released on 30 December 2014 (MFA, 2014)
- Synthesis report for the reporting year 2014 was prepared (MFA, 2015)

#### Reporting year 2015

- No new influencing plans, nor updates to the existing plans
- A report was prepared for each IP
- Synthesis report for the reporting year 2015 was prepared (MFA, 2016a)
- There was only one global management response for all the reports (the evaluation team does not have this document)
- RBM evaluation acknowledged that there had been improvements in the multilateral influencing (Palenberg, Katila, Bombart, Killian, & Poutiainen, 2015)



### **3.1.2 Second generation: 2016–2019**

#### **2016**

- The new generation of IPs was prepared with the idea that they cover the whole government period
- The number of organisations that have an influencing plan became reduced due to MFA budget cuts; fewer organisations that complied with the €1 million threshold. If there were other reasons to de-prioritise some organisations, these decisions are not recorded in any single formal decision. They were made as the work progressed.
- For the first time, reports and management responses were prepared following the same format.
- Guideline to update the IPs was prepared in February 2016 (MFA, 2016d)
- Updated reporting template (final revision March 2017) (MFA, 2017a)
- Synthesis report for the reporting year 2016 was prepared (MFA, 2017b)
- All the influencing targets (long and short term) were mapped against Finland's Policy Priority Areas in the form of a matrix (MFA, 2016b, 2016c)

#### **2017**

- No new influencing plans, only updates of the results cards. The extent of the changes in the results card varies between organisations.
- Reports and management responses exist; based on these, the revisions to the results cards were prepared.
- The synthesis report for 2017 includes a chapter that discusses the success and failure factors of influencing work. The intention was to develop a more systematic approach that does not rely so much on individuals.
- Unit for Development Finance and Private Sector Cooperation (KEO-50) prepared its own synthesis on the organisations under its mandate (MFA, 2018b).
- Synthesis report for the reporting year 2017 was prepared (MFA, 2018c). The annexes include the proposal for a new holistic influencing plan. The proposal received support from Minister Kai Mykkänen.

#### **2018**

- In summer 2018, the Development Policy Steering Group decided to move forward with the new holistic approach to influencing which had been presented in the annex of the 2017 Synthesis Report.
- In this situation, MFA considered that fully-fledged IP reports would not be needed; however, it was decided that discussions with the management will still be held. For these meetings, “snapshot” reports (one-page background papers) were prepared at least for some organisations.
- Between summer 2018 and summer 2019, MFA continued developing the holistic influencing plan. In spite of the revisions, the basic logic has not changed from the initial proposal. The narrative includes more information on the roles of different actors, and it also reflects the four Policy Priority Areas (PPAs) in the results cards, as well as the objectives for each organisation at the output level.
- Since summer 2018, other priorities inside MFA has prevented the system from being developed further. For example, a lot of effort has been invested in the first results report (MFA, 2018a). Nevertheless, internal meetings have been held, albeit with a lower frequency than earlier.
- No synthesis report for 2018 was prepared as it would have been based only on the snapshots.



### 3.1.3 Third generation: 2020 onwards

#### 2019

- Preparation of the Holistic Influencing Plan started already in 2018
- Draft Holistic Influencing Plan has been completed as a proposal for the new government; not yet approved (an initial briefing has been held to the new minister)
  - Change in the logic: thematic influencing targets are defined for each organisation under the four Policy Priority Areas (PPAs) of Finland
  - The idea that reporting happens under the “streams” of the PPAs is based on an earlier conclusion inside MFA that the influencing reports are too detailed and the overall picture gets lost because the information is scattered under organisations, not thematic areas
  - Reporting guidelines and division of labour not defined yet
- Targets related to the organisations’ efficiency are defined in Ownership Steering matrices, which take as a starting point the organisations’ own targets and MOPAN evaluations. In addition, KEO has added other key indicators
  - Some of the key indicators relate to thematic aspects, such as gender; these are indicators that the units have considered important to be included
  - The ownership steering matrices are an internal tool for the multi-team; it is not foreseen that information would be compiled
- Some initial thoughts that the thematic advisor would synthesise the thematic influencing results; under discussion in the MFA
- There is a discussion that multi-bi projects should be used more in the influencing work; each thematic influencing target should have its corresponding multi-bi project. This matchmaking has not been done yet.

## 3.2 Project cycle of influencing work

Influencing of multilateral organisations follows a Results-based Management (RBM) cycle in the MFA. The multi-team that is in charge of the organisation is composed typically of the responsible MFA Unit and a Permanent Mission or Embassy, in coordination with other relevant Units and Advisors, formulate the Influencing Plan (IP). The format is based on guidance prepared by KEO-01 RBM and other Advisors and approved by KEO-01 management. Finland’s Development Policy Programme, the multilateral organisation’s own priorities and knowledge on the organisation’s performance (e.g. through the Multilateral Organisation Performance Assessment Framework – MOPAN) steer the target setting.

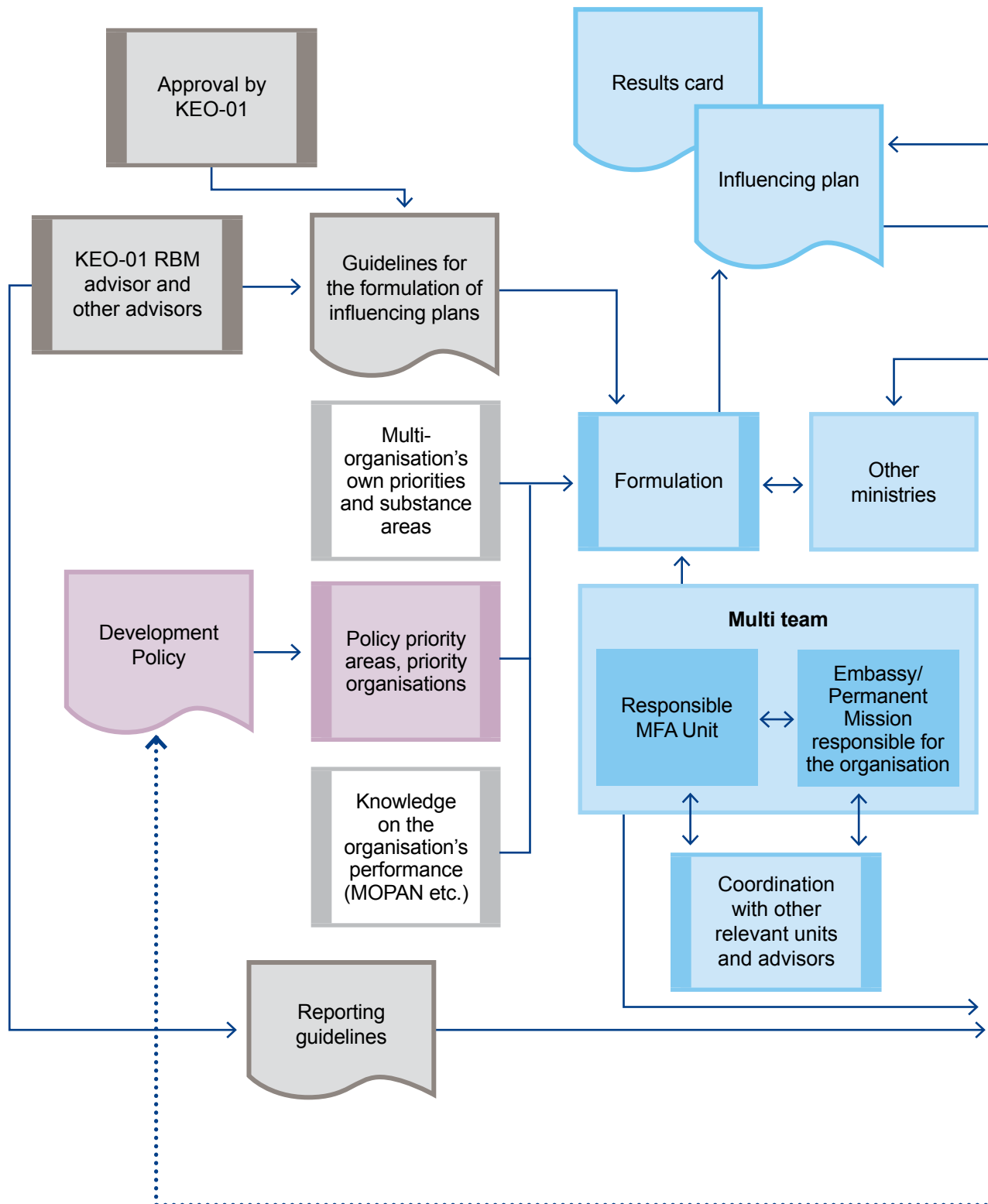
The draft IP receives comments from the Development Policy Steering Group and, finally, they are approved by the corresponding Heads of Department in consultation with the Minister of Development and Trade. MFA’s thematic Advisors provide support to the multi-team during the implementation phase. The multi teams are also in charge of preparing annual progress reports, which are discussed in management meetings. Actors present in those meetings include the responsible Desk Officer, Head of the Unit, Desk Officer from the Embassy/Permanent Mission, and the Ambassador. In addition, KEO-10 and KEO-01 Advisors participate in all the management meetings (dividing the organisations between them), and they provide comments on the results cards and facilitate learning within the institution. Similarly, the KEO-10 and KEO-01 Advisors compile an Annual Synthesis Report based on the organisation-specific progress reports.

Already since 2017, MFA has included a session on multilateral influencing to its Internal Results Day activities including a presentation of key results and lessons learnt followed by a discussion.



Finally, the Synthesis Report contribute to MFA's Annual Results Report that covers all aspects of development cooperation.

**Figure 3:** Project cycle of 2<sup>nd</sup> generation influencing plans.

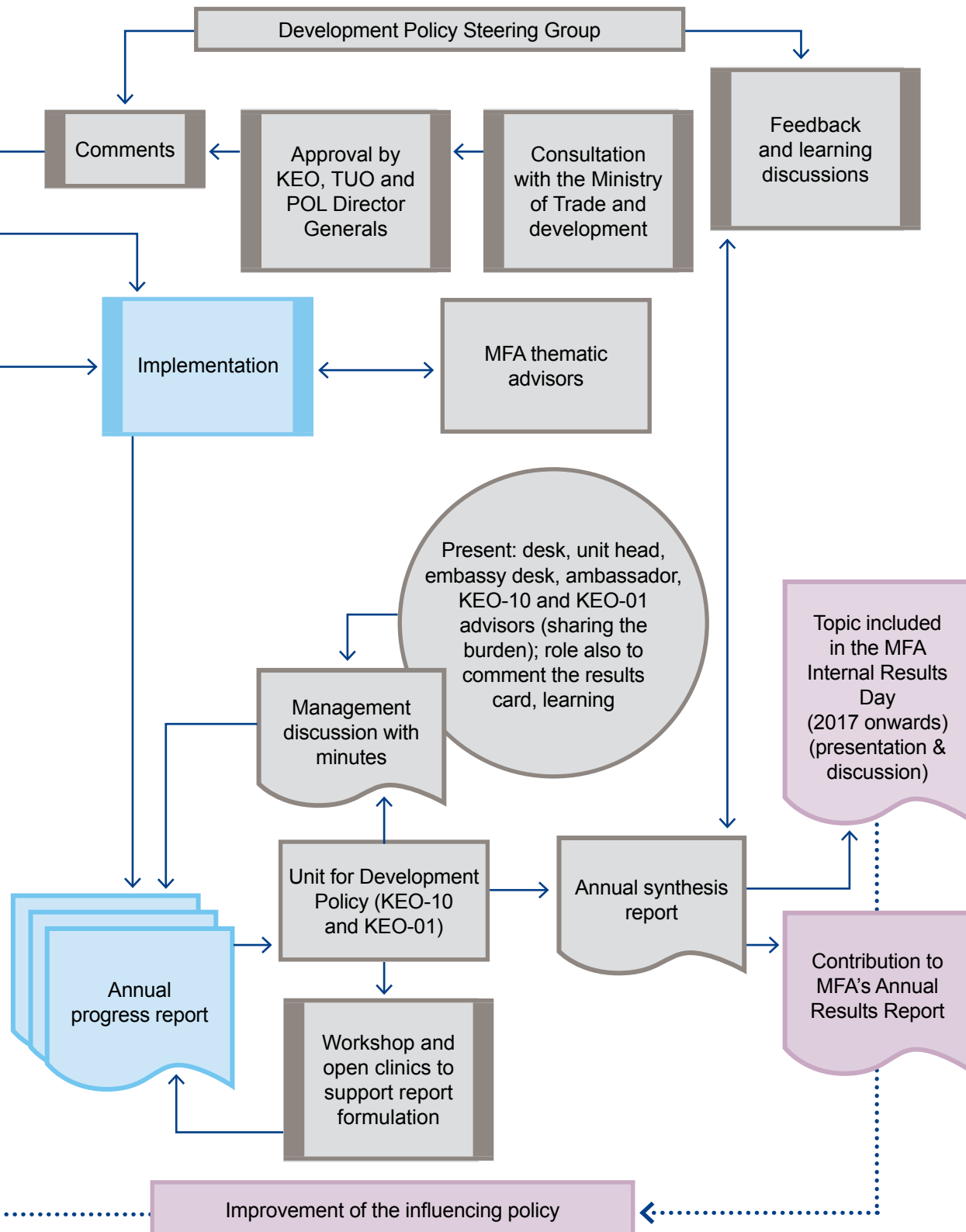


Source: Evaluation team based on the documents listed in Table 2. The flowchart has been validated by the focal point of RBM based in the Unit for General Development Policy at the MFA.





Given that the third generation influencing approach no longer requires organisation-level IPs, MFA will revise the RBM cycle in the months to come.





### 3.3 Structure of the influencing plans

In 2014, when approximately 30 IPs were formulated, the format varied to some extent between organisations. The structure typically covered thematic and organisational efficiency targets, description of influencing channels, recruitment of Finnish experts, available human resources, and a monitoring matrix in some cases. The following paragraphs present three examples of table of contents of first-generation IPs:

1. Thematic influencing (“*The bank does the right things*”), (2) Practices (“*The bank is doing things right*”), and (3) Efficiency and effectiveness of the organisation (“*Bank works efficiently*”). (AfDB 2014 IP)
2. Contents and objectives of the IP, (2) Role of the multilateral organisation from the perspective of Finland’s development policy, (3) Thematic focus areas, (4) Targets related to the organisation’s effectiveness, (5) Targets related to the recruitment of Finnish experts, (6) Influencing channels, (7) Human resources available for influencing, (8) Monitoring of influencing, including a monitoring matrix (FAO 2014 IP).
3. Contents and objectives of the IP, (2) Mandate, financing and link to development policy objectives, (3) Influencing channels and human resources, (4) Influencing targets; role of the organisation in a wider context, targets related to programming and operations internal to the organisation, promotion of gender equality, promotion private sector cooperation, (5) Targets related to the recruitment of Finns in the organisation, (6) Monitoring of influencing, including a monitoring matrix (GEF 2014 IP).

For the second-generation IPs, MFA issued guidance to harmonise the structure of the documents across all the organisations (MFA, 2016d). From then on, the targets had to be defined based on a results chain methodology, including a results matrix. The three main levels of results were:

1. **Finland’s short-term influencing targets** (*välittömät vaikuttamistavoitteet*): Influence objectives within Finland’s immediate influence (e.g. Finland’s views included in position papers in board-level decision-making);
2. **Short-term organisational-level targets** (*järjestötason välittömät muutostavoitteet*): Goals for change in the operations of the entire organisation (e.g. changes in strategies), which Finland cannot achieve alone;
3. **Long-term changes at the organisational level** (*järjestötason pitkän aikavälin muutokset*). Goals that relate to short-term organisational-level targets but that require a longer period to be achieved.

In practice, the structure of the results matrix defined the framework for setting the targets – including thematic influence and influencing on the organisation’s efficiency and effectiveness – and, consequently, the annual reporting.

**Table 1:** Structure of second-generation IPs.

Thematic influence				
Long-term objective of change at the organisational level:				
Short-term organisational-level target:				
Finland’s short-term target	Indicators	Means	Source of information	Responsible bodies
Influencing on the organisation’s efficiency and effectiveness				
Long-term objective of change at the organisational level:				
Short-term organisational-level target:				
Finland’s short-term target	Indicators	Means	Source of information	Responsible bodies

Source: MFA (2016d)



## 3.4 Influencing means used

### 3.4.1 Boards, committees, task forces and other platforms

The code mapped any kind of boards, committees, task forces and other platforms in which Finland has participated as part of its influencing work. The code captures especially those fora that are outside of the main decision-making structure of the organisation.

The influencing reports do not provide a comprehensive list of all the boards, committees and other platforms that Finland has been part of in the context of influencing work. Based on the available information, FAO, ISDR, UNEP and UNESCO stand out as organisations in which Finland seems to be most active in terms of different committees and task forces. For more information, see Table 3.

### 3.4.2 Secondment, JPOs and Finnish experts

This code includes segments that discuss secondment of Finnish experts, Junior Professional Officers (JPOs) and other Finnish experts working in the multilateral organisations. It should be noted that the coded segments also include information on career fairs and other events organised by the MFA. However, these have not been listed separately. The coded segments do not allow carrying out quantitative analysis on the number of Finnish experts working in these organisations.

The main finding is that Finnish representation in the multilateral organisations has been satisfactory mainly in UNDP, UNEP, UNESCO, UNICEF, and WBG as well as AsDB to some extent. For FAO, Finns seem to be appreciated, at least in the forest department. In ILO, Finns are over-represented. Concerns over the low representation of Finns was brought up for at least AfDB, UNFPA, and UN WOMEN. Further, the tone on JPO programmes is positive for the vast majority. For more information, see Table 4.

### 3.4.3 Informal channels of influencing

The code “*informal discussions*” was applied when the reports or the IPs used the words “*informal*” or “*unofficial*”. The desk review does not take a position on the definition of the terms in the context of multilateral influencing.

It appears that informal influencing is probably under-reported in the influencing reports; references to this topic were found for 11 organisations. For more information, see Table 5.

### 3.4.4 High-level meetings

In this section, the codes “*consultations with multilateral organisations*” (distinguishing between bilateral and Nordic consultations) and “*meetings with high-level authorities or directors*” are analysed. The influencing reports did not always explain what kind of consultations had been carried out. Overall, there is a clear distinction between formal bilateral/Nordic consultations and meetings with directors of these organisations, but the difference was challenging to detect in some cases from the way the sentences were formulated. It is also possible that the influencing reports do not provide a full picture of the consultations; some mention how many consultations have been carried out in the past; others provide more general information. Visits of high-level officers of the multilateral organisations to Finland are excluded; they are discussed in the section 3.4.5 below.



The reports for nearly all groups of organisations (excluding the trade organisations) included a mention of bilateral consultations. Nordic consultations were mentioned in the case of IFAD, UNEP, WFP, OCHA and UNESCO. With the exception of IFAD, both bilateral and Nordic consultations had been carried out with these same organisations.

In nearly all organisations, there were reports of meetings with directors of the multilateral organisations. In some cases, details were provided on dates and participants (e.g. UNDP, UNICEF and UN WOMEN), but only a general mention was included in most reports.

There were also organisations for which there was no or limited information on high-level meetings (e.g. GEF, ITC and UNIDO). For more information, see Table 6.

### **3.4.5 Events, visits and use of high-visibility figures**

This section maps events, side events and campaigns in which Finland has been participating or has been organising outside of the country. When high-level people (e.g. Presidents of Finland) have been used as campaign figures, their names are mentioned. In addition, events organised in Finland are described. Event names have been listed when they are of high relevance; however, when several events were mentioned, not all of them could be listed in the document. They can be found in the corresponding reports.

Organising, co-organising, and sponsoring events is a common means of influencing multilateral organisations by MFA. In addition, Finland has participated in a number of different types of events during the evaluation period. All but IDB, GCF, CERF, PBF, UNRWA, OECD DAC, UNIDO, UNCTAD, and ILO reports included such activities.

Finland had been using high-level figures in actions related to WBG (Sauli Niinistö), UNDP (Tarja Halonen), UNFPA (Tarja Halonen, Kai Mykkänen), UN WOMEN (Elisabeth Rehn, Sauli Niinistö), UNEP (Elisabeth Rehn), and ISDR (Tarja Halonen). Three specific campaigns were mentioned; HeForShe, She Decides and #IBelong. Finland has also promoted the United Nations Security Council Resolution 1325, on women, peace, and security through UN WOMEN (UN WOMEN 2016, 2017 reports).

Events organised in Finland and visits of representatives of multilateral organisations to Finland occurred in connection with 18 organisations covering all groups of organisations. Typical cases included visits of the Director-General, recruitment fairs or participation in thematic events. For more information, see Table 7.

### **3.4.6 Written outputs and statements in meetings**

This section focuses on reports, assessments and guidelines that Finland has financed in the context of cooperation with multilateral organisations or when there has been an intent to influence the contents of those documents. The coded segments exclude evaluations, which are discussed in its corresponding section. Further, those reports that included a mention of Finland participating in the provision of statements, formulation resolutions or declarations, and when Finland has given speeches (*puheenvuoro*) in meetings with multilateral organisations are listed. However, those cases are not specified in detail. The titles of the codes are: “*Influence on statements, declarations, resolutions, and speeches*”, “*Studies, assessments*” and “*Preparation of guidelines and specific strategies*”.

As expected, influence on statements, resolutions, declarations, providing statements is a common activity reported across almost all organisations (20) given that influencing of multilateral organisations typically occurs in the context of different meetings.



In addition, specific studies and assessments were mentioned for seven organisations. Formulation of guidelines, guidebooks and strategies were found in eight organisations.

In addition, MFA published a manual for Finnish companies related to the procurement of multilateral organisations (2017 synthesis report). For more information, see Table 8.

### 3.4.7 Procurement with Finnish companies

All 2016 IPs and reports include a section related to procurement with Finnish companies. In this desk review report, only a few examples are highlighted to describe some overall trends without carrying an in-depth analysis of the coded segments.

The influencing reports provide plenty of examples of Team Finland and other business promotion missions outside of Finland. It is recommended, however, that the details are requested from the responsible institution (should the evaluation require a list of these efforts).

Overall, there are few examples of Finnish companies that have entered into a business relationship with a multilateral organisation. Examples include Lunette menstrual cup provision to UNFPA (UNFPA 2017 report) and the branch of the pharmaceutical company Bayer in Turku, Finland, that produces contraceptive pills for UNFPA worth over \$20 million (although those are usually accounted under Germany's procurement) (UNFPA 2017 report).

Several multilateral organisations are not relevant for Team Finland work such as GCF, GEF, ISDR, EIF and UNEP (list not exhaustive) because they procure few services directly.

Opportunities in the field of education are typically mentioned for the development banks given that education is high on Finland's influencing agenda.

### 3.4.8 Other

The code "*National committees*" detected any comments related to Finnish national committees of the multilateral organisations. The code "Choice of experts" allowed collecting examples where Finland had, for example, influenced on the recruitment process of high-level directors of the multilateral organisations.

#### National committees

FAO:

- FAO/WFP/IFAD Committee on World Food Security; a national committee hosted in the Ministry of Agriculture and Forestry of Finland (FAO 2014 report).

UN WOMEN:

- Finland encourages the strengthening of the national committees (UN WOMEN 2015 report).
- Appetite to strengthen the collaboration with the national committee, but limited resources of the committee pose a constraint (UN WOMEN 2016, 2017 reports).

UNICEF:

- Finland's National Committee for UNICEF is an active player; in 2016, it raised funds worth of €17 million (the figure is €24.6 million including 20 per cent admin fee in 2017 report) and carried out influencing work both at national and international levels (UNICEF 2016 report). The funds that the committee raised exceeds the amount that MFA has contributed from the development cooperation budget. There is a discussion about whether the committee should be given a bigger role in Finland's work with UNICEF (UNICEF 2017 report).



## Choice of experts

### IFAD:

- Finland influenced in the recruitment process of the Director-General. The opportunity was created by Finland's role as the vice-chair of IFAD's Executive Committee (*IFAD:in hallinto-neuvoston varapuheenjohtaja*) during the period of 2016–2018 (IFAD 2015, 2016, 2017 reports, 2016 management response, 2017 synthesis report).

### GCF:

- Election of the Director of the Evaluation Unit (Finland's role unclear; GCF 2016 report).

### UNESCO:

- Finland ensured the recruitment (*valinta*) of a Finnish expert to the competitive (international) Drafting Committee that deals with the Global Convention on the Recognition of Higher Education Qualifications (UNESCO 2016 report).

### WBG:

- Finland chose an expert on disabilities. Finland also funds the position (WBG 2016 report).

## 3.5 Thematic areas addressed

The assessment mapped the different thematic areas that were discussed in the influencing reports. The code titles were defined based on themes that emerged from the documentation. Thus, the reports were not assessed against Finland's relevant policy priority areas. One of the main limitations is that the database did not cover the same amount of reports for all organisations. Namely, the organisations that had influencing plans only during the first- and second-generation cycles are under-represented to some extent. Given that reports for CERF and PBF were available only for 2014 and that the desk review included reports from 2015 onwards, those organisations are excluded from this analysis. The total number of organisations included is 28.

In the case of over 20 organisations, the topics "*financial aspects of multilateral organisations*", "*evaluation function and references to specific evaluations*", and "*gender equality/women's and girls' rights (including SRHR)*" were mentioned.

Thematic areas were included in 10 or more, but less than 20 cases included "*Education and training*", "*UN reform and division of labour between international organisations*", "*Transparency and efficiency of international organisations*", "*RBM in the multilateral organisations*", "*Strengthening of coordination between multilateral organisations, Resident Coordinator*", "*Environment, natural resources and climate change*", "*Peace, safety, refugees, post-conflict situations*", "*Role of developing countries, country-level action*", "*HRBA and safeguards*", "*People with disabilities*", "*Private sector and Aid for Trade*", "*References to MOPAN*", and "*Sustainable development and Agenda 2030*".

Topics that were mentioned for less than ten organisations were "*Mandate of the multilateral organisations*", "*LDCs (vs middle-income), geographical distribution of funds*", "*Governance, democracy, freedom of speech, transparency*", "*Renewable energy*", "*Food security and nutrition*", "*Disaster Risk Reduction*", "*Fragile states*", "*Influencing developing country public policies*", "*Non-discrimination, vulnerable groups*", "*Jobs and employment*", "*Innovations*", and "*International agreements*". "*Humanitarian aid, emergency response*", which can also be considered an aid modality, is included in this category.





The following themes were also mentioned in the reports albeit with low frequencies: “*Taxes*”, “*Water and sanitation*”, “*Participatory approach*”, “*HIV/AIDS*”, “*Sustainable economic growth*”, “*International role of multilateral organisations*”, “*Infrastructure*”, “*Urban development*”, “*Civil society*”, “*Sustainable consumption and production*”, “*Science and policy intersection*”, “*Health, culture and science*”, “*Sports*”, “*Communication*”, “*Youth*”, “*ICT and high tech*”, “*Land tenure*”, “*Indigenous Peoples*”, “*Preventing Sexual Exploitation, Abuse and Harassment (PSEAH)*”, and “*Poverty*”.

For more information, see Table 9.

### 3.6 Role of external factors

The code “*External factors*” noted any references to aspects that are outside of the immediate influence of Finland.

In general, the influencing reports include few references to the impact of external factors to influencing work. Some examples include the decision of USAID not to support NGOs that have anything to do with abortions (UN WOMEN 2017 report), difficult operating environment due to political tensions and humanitarian crisis (UNRWA 2015 report), role of the United Nations in UNESCO (UNESCO 2017 report), and increased conservative voices in UNFPA (UNFPA 2017 report).

### 3.7 Factors that pose challenges to influencing work

The code “*Objectives and EQs\|EQ4b – anything challenging*” intended to capture any kind of challenges that MFA representatives had encountered in influencing work.

The most commonly mentioned issues that pose challenges to influencing work include:

- **Long time that it takes to achieve results**, which is related to **slow decision-making** (e.g. AfDB 2014; 2015, UNCTAD 2015, UNRWA 2015, WHO 2015, EIF 2016, GCF 2016, IFAD 2016; 2018, OECD DAC 2016), and **bureaucracy in the multilateral organisations** (e.g. IFA 2016, UNDP 2017; 2018, UNESCO 2017 reports, OECD DAC 2017 management response) as well as to the **nature of the changes that cannot be created within short time periods**. For example, at the moment of reporting, it might be early to say how a specific statement might affect decisions down the line (e.g. AsDB 2016 report). Also, the timing of influencing activities can affect expectations. For example, thematic influencing might be targeted to an upcoming comprehensive evaluation and financial negotiations (GEF 2016 report).
- **Limited finance by Finland and budget cuts** (IDB 2014 management response, IFAD 2015, ILO 2015, OCHA 2015, UNAIDS 2015, UNDP 2015; 2016, UNEP 2015; 2016, UNFPA 2015, UN WOMEN 2015, AfDB 2016, IDB 2016, UNICEF 2016; 2018, WBG 2016, WFP 2016; 2017, OCHA 2017 reports, Synthesis report 2015; 2016).
- **Issues with the structure and/or contents of the influencing plan and/or report** (Synthesis report 2014; 2015; 2017, IFAD 2015, ILO 2015, WFP 2015, AsDB 2016, IDB 2016, IFAD 2016, OECD DAC 2016; 2017, UNICEF 2016, UN WOMEN 2016, WBG 2017 reports).
- **Issues with insufficient human resources in MFA or among Finnish staff** (ILO 2014 management response, AfDB 2016; 2017, AsDB 2016, EIF 2016, GCF 2016, IDB 2016; 2017, IFAD 2016, UNFPA 2016, UN WOMEN 2016, UNDP 2018, IFAD 2018 snapshot).



- **Poor financial status of the multilateral organisation** (UNAIDS 2015, UNESCO 2015, UNRWA 2015 reports, UNRWA 2016; 2017; 2018, UN WOMEN 2016 management responses, EIF 2016, OECD DAC 2016, UNEP 2016, UNESCO 2016, UNFPA 2016, UN WOMEN 2016; 2017, UNDP 2018, UNEP 2018, UNESCO 2018, UNFPA 2018, UNHCR 2018, WFP 2018 reports)
- **External factors** (OECD DAC 2016, UNEP 2016; 2018, UNHCR 2016, UN WOMEN 2016; 2017, WFP 2016, UNRWA 2017 reports), including **political tensions** (IFAD 2015, UNRWA 2015; 2016 reports, GCF 2015; 2017, UNHCR 2016 management responses, IFAD 2016 report, OECD DAC 2016, UNEP 2016, OECD DAC 2017 management response, GCF 2017, WBG 2018, UNEP 2018, UNESCO 2018 reports).

Other less frequent issues included:

- **Challenges with influencing the development banks (MFA, 2018b):**
  - All MFA desk officers of development banks (apart from one) changed at the same time in 2017.
  - No common approach and prioritisation for influencing the development banks; targets for were set from the perspective of the Banks, not the MFA.
  - The above-mentioned reasons led to a lack of a proactive and goal-oriented approach as well as fragmentation of the actions becoming limited to mainly financial negotiations and board sessions in the context of ownership steering. Wider thematic influencing remained limited.
  - As a response, a few key thematic areas were defined as a priority for the development banks; (1) education sector, and (2) a wider target of "Finland is a respected and influential international player and partner in all development banks, especially in the Policy Priority Areas 1 and 2".
- **Change of director(s) in the multilateral organisations** (WFP 2016 management response, UNESCO 2016, ISDR 2017, OCHA 2017, WBG 2018 reports)
- **Lack of internal coordination and synergies within MFA and Finnish-funded interventions** (AsDB 2014, UNCEF 2016, UN WOMEN 2016; 2017 reports)
- **Other issues encountered** (list not exhaustive):
  - The organisation does not have a management board that would allow effective influencing (OCHA 2014, UNODC 2014 management responses)
  - Change in the location of the multilateral organisation's headquarters (AfDB 2014 report)
  - New multilateral organisation (GCF 2016 report)
  - Organisation in crisis (OCHA 2016 report)
  - Dispersed nature of the UN system (UNEP 2016 report)



## 3.8 Stakeholders involved

### 3.8.1 Interaction with other countries

The desk review recoded any references to other countries or groups of countries that were mentioned in the influencing reports. In most cases, these involved situations where Finland had collaborated with the country or group in one way or another. However, due to time limitations, it was not possible to analyse each case separately. Therefore, the results should be interpreted with caution.

In spite of the data limitations, it can be observed that certain countries and groups stand out more than others. As expected, the EU was mentioned for many organisations (21 in total). Given that the United States was mentioned in the case of 14 organisations reflects the important role of the country in the UN system. The reports commonly referred to action with like-minded partners; however, in many instances, the group was not defined (such references were found for 23 organisations). For more information, see Table 14.

### 3.8.2 Parties involved internally

The desk review collected information from the documentary sources related to internal actors that are part of the influencing project cycle.

The main units in charge of multilateral influencing include Unit for Development Finance and Private Sector Cooperation (KEO-50), Unit for Sustainable Development and Climate Policy (KEO-90), and Unit for Humanitarian Assistance and Policy (KEO-70), which are all part of the Department for Development Policy. In addition, UNESCO is managed by the Unit for UN and General Global Affairs (POL-50) located in the Political Department. The Trade organisations are managed by the Trade Policy Unit (TUO-10), which is part of the Department of External Economic Relations. The management and the advisors of the Department for Development Policy, as well as Finland's Permanent Missions and Embassies also play a key role in influencing work. For some organisations, such as FAO, WHO and ILO, another ministry assumes the leadership of influencing; Ministry of Agriculture and Forestry, Ministry of Economic Affairs and Employment, and Ministry of Social Affairs and Health, respectively. For more information, see Table 10.

### 3.8.3 Parties involved externally

The desk review also recorded activities that had been carried out with external partners. The list is not exhaustive, but it provides examples of MFA's influencing networks.

The results show that Finland is involved in a number of initiatives that gather different types of actors ranging from the private sector to civil society, academia and other state organisations (such as the Finnish Tax Administration and Defence Forces). Collaboration is typically implemented through joint programmes and events. For more information, see Table 15.



# 4 Findings on outcomes per organisation (effectiveness)

## 4.1 Overall picture

The following sections summarise outcomes leads that the desk review detected from the influencing reports. The general trend is that the documents describe more the types of activities that were implemented during the reporting period than results in terms of changes in the organisations. This aspect was also confirmed by some of the Synthesis Reports (e.g. 2015 Synthesis Report).

It is beyond the scope of the desk review to carry out an in-depth comparison of influencing targets vs achieved results for each organisation. For illustrative purposes, one example is provided (AfDB).

## 4.2 KEO-50 report on influencing multilateral development banks

The Unit for Development Finance and Private Sector Cooperation (KEO-50) prepared its own synthesis on the organisations under its mandate covering the reporting year 2017 (MFA, 2018b). The report mentions that the achievements remained somewhat scattered because the targets had been set based on the context of each organisation rather than a common approach by Finland. The situation was exacerbated by reduced human resources available for the multi teams. Earlier in 2017, KEO-50 had decided that (1) Education should be included as a common theme to all IPs dealing with development banks, and (2) that a common broader target defined as “*Finland is a respected and influential international player and partner in all development banks, in particular, in terms of Finland’s Development Policy Priority Areas 1 and 2*” should likewise be included to the IPs.

One of the reasons behind the decision was the tendency of the influencing work to focus mainly on ownership steering type of activities. The aim is to foster Finland’s role as a wider player, e.g. as an education sector expert.

The KEO-50 report discusses that the change was achieved to some extent, but less than anticipated. The main challenge was the fact that all but one desk officer changed in 2017.



## 4.3 Outcome leads – multilateral development banks

### 4.3.1 AfDB targets

The boxes below summarise the targets set in AfDB's IPs for 2014 and 2017.

**Box 1:** MFA's influencing targets in AfDB as expressed in the IP 2014.

- 1. Thematic influencing (“The bank does the right things”)**
  - Sustainable management and exploitation of natural resources supports the inclusive and green economy
  - Rural infrastructure is designed to be more climate-resilient and to support the productivity of the poorest small farmers
  - Activities strengthening the education sector promote equality and increase economic productivity
- 2. Practices (“The bank is doing things right”)**
  - The Bank promotes gender equality in all its activities and actions, seeks to promote gender equality and reduce inequalities in its partner countries
  - The bank emphasises transparency and transparency in its own actions and promotes similar principles in its partner countries
- 3. Efficiency and effectiveness of the organisation (“The bank works efficiently”)**
  - The bank's activities are better suited to supporting their partner countries' own development needs
  - The bank pays more attention to cost-efficiency
  - The bank operates and develops its operations in cooperation with other development partners

**Box 2:** MFA's influencing targets in AfDB as expressed in the IP 2016.

#### **MFA's influencing targets in AfDB as expressed in the IP 2016:**

##### **Thematic influencing**

##### **Long-term objective of change at the organisational level:**

1. The bank is investing more heavily in agricultural productivity to achieve food sovereignty
2. The bank invests in improving the quality of life for Africans

##### **Short-term organisation-level objective:**

1. The bank formulates a strategy for the achievement of food sovereignty and follows the strategy



2. The bank formulates a strategy for strengthening the education sector and follows the strategy

**Finland's immediate influencing objective:**

AfDB-14 additional funding negotiations Finland's views will receive the Nordic countries-India-the support of our voting group and other like-minded donor countries

**Influencing to the organisations ' efficiency and effectiveness**

**The long-term objective of organisational change:**

1. Improving the cost-effectiveness of the bank and increasing inclusiveness
2. Short-term objective: In terms of cost-effectiveness and inclusiveness of the Bank, progress towards a long-term objective occurs. The recommendations of the MOPAN Evaluation are being respected

**Finland's immediate influencing objective:**

Finland's views are taken into account in the voting group's position

#### **4.3.2 AfDB results: Gender Policy, safeguards and collaboration with NDF**

- Finland influenced significantly the text formulation of the institution's Gender Policy, which was approved in January 2014 (2014 AfDB Influencing Report; 2015 AfDB Influencing Report).
- Finland managed to influence the formulation of the Integrated Safeguard System (ISS), which was approved in 2014. Mention of human rights was included in the preamble (2014 AfDB Influencing Report).
- Finland contributed to the inclusion of a climate resilience (*ilmastokestävyys*) project jointly funded by NDF in AfDB's pipeline; in general, the collaboration between AfDB and NDF has become significantly closer during the reporting period (2014) (2014 AfDB Influencing Report).
- Positive mentions related to influencing in the food security and education sectors; however, no clear outcome descriptions.

#### **4.3.3 AsDB – strengthening the RBM system and the education sector**

- Finland influenced the Bank's RBM system in two aspects:
  - Inclusion of more gender equality indicators and increasing the ambition on the issue in the Bank's results framework (AsDB Influencing Report 2014).
  - Better inclusion of aspects related to inclusive economic growth (*osallistava kasvu*), climate policy and climate sustainability. It is unclear what the specific changes to the RBM system were (AsDB Influencing Report 2014).
- Finland has played a key role in the increase of the funds allocated to the education sector and in improving its quality. In 2018, the Bank achieved its target for the first time, which is that, by 2020, the education sector should cover 6-10 per cent of the loan portfolio. In 2018, the figure was 7.5 per cent (AsDB Influencing Report 2014; AsDB snapshot 2018).





#### 4.3.4 IDB – M&E of development impacts

- Overall positive tone; however, extracting clear outcomes leads is challenging.
- The issue of development impact monitoring and evaluation in IIC's portfolio is lifted as an important topic. IIC adopted a new development impact measurement tool DELTA, of which development Finland together with Canada, Switzerland and Sweden have followed up closely. The process is related to a tendency for IDB and IIC to formulate joint country programmes. For example, earlier the country programme evaluations did not compare the results to the set targets and results framework. Finland's representative took up the issue with the Head of the Office of Evaluation and Oversight (OVE), which yielded a positive result.

#### 4.3.5 IFAD – transparency of the selection process of the new Director-General

- Finland managed to significantly influence the transparency of the selection process of the new Director-General. Finland occupied a role as a Vice-Chair of the Management Board (*hallintoneuvoston varapuheenjohtaja*), which offered a direct influencing channel (IFAD Influencing Report 2016).

#### 4.3.6 WBG – the inclusion of gender equality in the IDA18 and promotion of the education sector

- Finland demanded and achieved the inclusion of gender equality as a special topic (*erityis-asema-teema*) in the 18<sup>th</sup> replenishment of the International Development Association (IDA18), from which it was going to be left out. Finland brought up the issue in previous MTR discussions in 2015 and mentioned it in all its speeches (*puheenvuoro*) during the discussions related to the next replenishment in 2016 (WBG Influencing Report 2016; 2017).
- Finland achieved high visibility as a promoter of the education sector through the publication of the World Development Report 2018 (WDR18) report. Finland's experiences on teachers' capacities and equality in education are well represented in the report.

### 4.4 UN development organisations

#### 4.4.1 UNDP

##### **A variety of actions; results relate to UNDP's evaluation function and gender equality considerations**

The overall tone in the influencing reports is positive even if Finland's financial support to UNDP has declined significantly; the wide project portfolio combined with core funding to UNDP provides leverage to Finland inside the organisation. The reports discuss a variety of activities that Finland has implemented as part of the influencing; however, less attention is given to references on specific contributing factors by Finland. Some of the highlights include:

- Securing the independence of UNDP's evaluation function and the approval of the new evaluation strategy (*evaluaatiolinjaus*) (UNDP Influencing Report 2016). Finland's priorities were also included in some evaluation-related decisions and the evaluation plan (UNDP Influencing Report 2014).
- Inclusion of gender equality considerations and rights of most vulnerable groups of people, including PwDs, in UNDP's new strategic plan. (UNDP Influencing Report 2016). The aspects



emphasised by Finland can also be observed in UNDP's Gender Strategy (UNDP Influencing Report 2014).

- Influence on the Quadrennial Comprehensive Policy Review (QCPR) negotiations in terms of strengthening the Resident Coordinator (RC) system in partner countries; progress was observed in the reporting period (UNDP Influencing Report 2016)

#### **4.4.2 UNFPA**

##### **SRHR, gender, and innovations in UNFPA's strategic plan and strengthening the evaluation function**

- Finland's views on the inclusion of sexual and reproductive health and rights (SRHR), gender equality, comprehensive sexual education and mainstreaming of innovations, as well as the nexus between humanitarian aid and development cooperation, have been taken into account well in UNFPA's strategy for 2018–2021 (UNFPA Influencing Report 2017).
- Finland contributed to a decision of the Management Board (*johtokunta*) related to the strengthening of the role of UNFPA's evaluation function and principles of evaluation policy (*evaluaatiopolitiikan periaatteet*), including sufficient level of financing for evaluations and other aspects (UNFPA Influencing Report 2017).

#### **4.4.3 UNICEF**

##### **An inclusive strategic plan, Common Chapter and innovations**

- Finland managed to include well its priorities in UNICEF's strategic plan. Topics covered the inclusion of the most vulnerable people, especially children, PwD, and children with disabilities, humanitarian aid delivered by UNICEF, including considering PwD in humanitarian crises, the human rights-based approach and gender equality. Similarly, UNICEF Gender Action Plan (*tasa-arvotoimintasuunnitelma*) is in line with the expectations of Finland and its like-minded countries (UNICEF Influencing Report 2017).
- Finland, together with its like-minded countries, also managed to mainstream an identical Common Chapter to the strategies of UNICEF, UN WOMEN, UNDP and UNFPA. Finland was among those actors who put pressure on UNICEF to render the formulation of the Chapter more concrete (UNICEF Influencing Report 2017).
- MFA also states that Finland has obtained a special status in terms of collaboration on innovations with UNICEF (UNICEF Management Response 2016).

#### **4.4.4 UN WOMEN**

##### **Inclusion of disability in UN WOMEN's strategic plan**

- Finland managed to promote many of its priorities in the formulation of UN WOMEN's new strategic plan, including on the rights and status of disabled women and girls (UN WOMEN Influencing Report 2017; Synthesis Report 2017)
- Finland's work on the UN Security Council Resolution 1325 on women, peace, and security and the HeForShe campaign are highlighted as important processes supported by Finland; however, specific outcomes are not described in detail.



## 4.5 Outcome leads – multilateral organisations that deal with the environment, including WFP

### 4.5.1 FAO

#### Finland as an active player within the organisation

- Finland's participation in the FAO-hosted International Plant Protection Convention (IPPC) emerges as one of the most important channels of Finland at least in the early phases. Finland managed to include its priorities in the negotiations relatively well in 2014 (FAO Influencing Report 2014).
- In 2014, Finland's initiative (delivered through a Nordic statement) to include a mention on indigenous peoples in the Principles for Responsible Investment in Agriculture and Food Systems (RAI) under the World Committee on Food Security (CFS) (FAO Influencing Report 2014). It is unclear whether the proposal was approved. In general, Finland has taken initiatives within the EU group to include its priorities in EU statements (FAO Influencing Report 2015).

### 4.5.2 GCF

#### No outstanding achievements

- No clear outcomes. Indications exist that Finland has influenced, as part of its voting group, the Fund's Gender Policy update; the document is being processed by the management at the time of reporting (GCF Influencing Report 2017).
- The voting group that Finland is part of also achieved a mention to a decision regarding the reports of the evaluation unit as a foundation for future strategy updates (GCF Influencing Report 2016).

### 4.5.3 GEF

#### Gender Policy formulation

- Finland has influenced the formulation of the institution's new Gender Policy. The main point is that the policy's underlying approach has changed from gender mainstreaming to gender responsiveness (*aktiivisempi tasa-arvoa tukeva toiminta*) (GEF Influencing Report 2017).
- As a result of Finland's influencing work, the institution's first Gender Policy (linjaus) was approved in 2011, which was followed by a Gender Equality Action Plan in 2014 (GEF Management Response 2016).

### 4.5.4 UNEP

#### Influence on UNEA through EU

- In the UN Environment Assembly (UNEA), Finland influenced as a "*bigger partner than its size*" by contributing to the inclusion of a political commitment to the prevention of environmental contamination (*ympäristön pilaantumisen*) based on scientific knowledge. The influencing was channelled through EU positions. To mention another example among several achievements, in the same process, Finland's thematic influencing also addressed Agenda 2030, sustainable consumption and production, and environmental conflicts; the final resolution (*päätöslauselma*) on Agenda 2030 followed EU's recommendations, to the formulation of which Finland had contributed considerably, among other EU position papers (UNEP Influencing Report 2017; Synthesis Report 2017).



#### 4.5.5 WFP

##### **Maintaining humanitarian work high on WFP's agenda**

- WFP's Strategic Plan for 2017–2021 was approved in November 2016. Finland, together with the D-Group, influenced heavily for better inclusion of humanitarian work in the agenda of the organisation. As a result, WFP's profile as the largest provider of humanitarian aid in the world remains. Similarly, Finland and its like-minded countries insisted that WFP's country strategies need to distinguish clearly between development and humanitarian aid; the aim is that funds allocated for humanitarian aid should not be spent on development work (WFP Influencing Report 2016).
- WFP Management Response 2014 also mentions that Finland has achieved a separate budget allocation for gender equality.

### 4.6 Humanitarian organisations

#### 4.6.1 CERF

No information

#### 4.6.2 ISDR

##### **Inclusion of People with Disabilities in disaster risk reduction**

- Finland has influenced the inclusion of People with Disabilities (PwD) in several aspects. The Ministry of Interior of Finland, together with the International Disability Alliance contributed to the inclusion of PwD indicators to the Sendai Framework for Disaster Risk Reduction. Also, a representative of PwDs participated in the formulation of final recommendations of the Open Forum of European Countries in Istanbul. Finland was part of the Drafting Committee and managed to achieve the inclusion of specific additions to the final document (*loppuasiakirja*) in terms of PwDs in disaster risk reduction work. The Istanbul event was the first world conference that was fully accessible to PwDs (ISDR Influencing Report 2016). Finland also contributed significantly to the final declaration (*julistus*) of the European Forum for Disaster Risk Reduction (EFDRR) in 2017; the declaration clearly mentions PwDs (ISDR Influencing Report 2017). It should be noted that it is not entirely clear whether other actors apart from Finland have also significantly influenced the processes as well.

#### 4.6.3 OCHA

##### **Promotion of the rights of PwD in humanitarian aid amidst organisational challenges**

- The overall tone in the OCHA Influencing Reports indicates that Finland has encountered considerable challenges in the influencing work which are related to both a high number of influencing objectives (OCHA Management Response 2014) and internal issues within the organisation, such as funding crisis and organisational change process (OCHA Management response 2016). The OCHA Management response 2016 also mentions that the organisation is “under MFA's loop” regarding future financing.
- Finland has raised its profile as a promoter of the rights of People with Disabilities (PwD), a process which is also implemented through influencing the Inter-Agency Standing Committee (IASC). Specific outcomes remain somewhat unclear regarding influencing OCHA.



#### 4.6.4 PBF

No information

#### 4.6.5 UNHCR

##### Promotion of the rights of PwD in humanitarian aid

- The UNHCR influencing reports do not provide specific descriptions on influencing outcomes. However, the UNHCR Influencing Report and the Synthesis Report 2016 both highlight a link between Finland's influencing work and the commitment of UNHCR to the implementation of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action (Maailman humanitaarisen huippukokouksen vammaisjulistus). Further, Finland has played a role in influencing the inclusion of PwD considerations in the coordination work of the Inter-Agency Standing Committee (IASC), which has used lessons learnt from Finnish-funded UNHCR disability projects in developing guidelines for humanitarian organisations (Synthesis Report 2016). In general, the work relates to the wider promotion of the rights of vulnerable groups, which also include people without a nationality (*kansalaisuudettomuus*).

#### 4.6.6 UNRWA

##### Inclusion of gender considerations in UNRWA's operations

- The overall tone of the report is positive about Finland's influence on the inclusion of gender equality considerations in UNRWA's work. Concrete processes that are mentioned include the formulation of Gender Equality Strategy, which was approved in December 2016. Finland's views were included consistently in its statements and in the participation in the meetings of the decision-making bodies (AdCom and SubCom), by financing a JPO and gender equality projects in Gaza, among other approaches (UNRWA Influencing Report 2016; 2017, Synthesis Report 2016)). It is also mentioned that gender equality was also included in UNRWA's medium-term plan (*keskipitkän aikavälin suunnitelma*) (UNRWA Management Response 2014)
- UNRWA 2014 Management Response mentions that Finland has achieved concrete results in the development of the organisation's evaluation function; however, it is not specified what these outcomes are.

### 4.7 Other organisations

#### 4.7.1 UNESCO

##### Election of Finland to the executive board

- UNESCO influencing reports are characterised by the election of Finland to UNESCO's Executive Board for a four-year period (2017–2021). The election was the most significant result of influencing work carried out in 2016–2017 (UNESCO Influencing Report 2016; 2017). Related to this achievement, Finland's priorities were included in the organisation's four-year programme and budget in November 2017.
- Finland has also achieved results through participation in different working groups. For example, in the World Heritage Committee, Finland negotiated solutions related to the management of the World Heritage Convention (*maailmanperintösopimus*) (UNESCO Influencing Report 2016).



#### **4.7.2 OECD DAC**

##### **Aid for Trade in DAC's work programme**

- Finland contributed significantly to the inclusion of Aid for Trade results area in DAC's 2017–2018 work programme (PWB2017-18). The result was achieved together with the Netherlands, Norway and EU (OECD DAC Influencing Report 2016).
- The reports suggest that Finland has played an active role in OECD DAC; however, few specific outcomes are described, which would demonstrate the role of Finland in changes occurred. Examples of results include:
  - An outcome of participating in different working groups is the GovNet; supported by the group, OECD approved The Recommendation of the council for Development Cooperation Actors on Managing Risks of Corruption.
  - Finland also influenced the formulation of DAC High-Level Meeting (HLM) documents; contribution especially to the mentions on policy coherence to the HLM communiqué was significant (OECD DAC Influencing Report 2017).

##### **4.7.3 Aid for Trade organisations**

ITC, UNIDO, UNCTAD, and EIF not discussed in this section.

##### **4.7.4 Health and other topics**

ILO, UNAIDS, UNODC, and WHO not discussed in this section.



# 5 Findings on MFA's efficiency and RBM

## 5.1 Vertical channels of influencing

The assessment intended to find examples from the documents on vertical channels of influencing, i.e. where Finnish representatives would have visited developing country offices or where country-level actors would have fed information to the headquarters of the multilateral organisations (in addition to the discussion on multi-bi cooperation). In addition, the role of Permanent Missions and Embassies were included. The codes are titled “4b Compl Q: Influencing channels from the country level to HQ and vice versa”, “EQ5a Effectiveness: visits of officers in-country and HQ level”, and “Compl Q: Support from MFA's units, departments, embassies to influencing”. It should be noted that also other sections of the desk review touch upon high-level meetings, such as those dealing with bilateral consultations and meetings with directors.

The assessment found few examples of **visits to the partner countries** by Finnish representatives working in the multilateral organisations or MFA staff; cases for AfDB, UNICEF, WFP, ISDR, OCHA, and UNHCR were mentioned. Often the reports did not provide information on where the visits had taken place. Those ones that did provide details related mostly to humanitarian aid.

It is worth mentioning that, in IDB, the Finnish high-level representative had worked on processing country strategies and their evaluations. This approach was mentioned as highly effective in influencing both the management level as well as country-level action.

When it comes to the **role of MFA's Embassies and Permanent Missions** in influencing work, the channel was mentioned for the following organisations: AfDB, AsDB, UNDP, UNFPA, UN WOMEN, FAO, UNEP, ISDR, OCHA, UNHCR, UNRWA, UNESCO, ITC, UNAIDS, UNODC, and WHO. For EIF, it was acknowledged that the Embassy does not have sufficient human resources for the work. In the case of WHO, the responsibility on MFA's areas of responsibility was delegated entirely to the Permanent Mission (Geneva) while the influencing is led by the Ministry of Social Affairs and Health of Finland since the budget cuts.

References to **collaboration between MFA HQ and the Embassies/Permanent Missions** were made in the context of AsDB, UNDP, FAO, UNESCO, ITC, and UNODC. For UNFPA and UN WOMEN, strengthening of MFA's internal influencing network was called for. For IDB, close contacts between KEO-50 Adviser and the Finnish representative in IDB was mentioned. For more information, see Table 11.





## 5.2 Views on core funding vs earmarked funding

The code “*4a Compl Q: complementarity between core funding and earmarked funding*” was used to build a general picture on Finland’s approaches to core vs earmarked funding modalities in different multilateral organisations.

There is a **discrepancy** in MFA’s approach to earmarked financing. In several organisations, the approach is considered as an opportunity (AfDB, UNDP, UNFPA, UNICEF, UN WOMEN, UNHCR, and ITC). For some organisations, MFA’s approach is not entirely clear. These institutions include AsDB (challenges to create synergies between bilateral cooperation and AsDB funding), FAO (tends towards positive through successful multi-bi projects), UNRWA (separate funding for vulnerable groups should be considered), UNESCO (multi-bi modality is seen as an opportunity although multi-year core funding is also promoted). In the case of OCHA, the viewpoint is negative towards earmarked funding, but one project (Connecting Business) mentioned as an opportunity. In UNEP and WFP, Finland clearly promotes core funding and discourages earmarked funding.

The **inconsistencies can be found, especially among humanitarian organisations**. While Finland seems to consider earmarking positive in UNHCR and UNRWA, in WFP Finland speaks strongly for core funding. On the other hand, Finland considers consistently earmarked modality to be promoted in UN development organisations. The overall picture remains unclear in the case of the development banks. For the organisations that deal with the environment, the reports for GCF and GEF do not discuss the matter probably due to the fact that these are not implementing organisations, the attitudes in FAO and UNEP are different, positive and negative, respectively. For more information, see Table 12.

## 5.3 Human and financial resources

The code “*Compl Q: Efficiency – available human and financial resources*” collected observations related to MFA’s capacity to carry out influencing work from the perspective of human and financial resources. The assessment does not provide a fully-fledged analysis mapping all organisations but is based mainly on the observations included in the Synthesis Reports. When comments were detected in organisation-level reports, they were recorded. It should be noted that secondment, JPOs and other Finnish experts working in the multilateral organisations are discussed separately. In addition, the code “*Long-term financing and cooperation with the multi-lateral organisations*” is discussed in this section. The code “*Comparative size as a donor, level of financing*” detected discussions related to Finland as a donor among other countries. The segments are not analysed in detail give that a separate financial analysis is included in the evaluation.

Observations related to **limited human resources within MFA were mentioned for 11 organisations** including ILO (2014 management response), OCHA (2014 management response, 2016 report), UNHCR (2014 management response), FAO (2015 report), UNESCO (2015 report), AfDB (2016 report), AsDB (2016, 2017 reports), EIF (2016 report), GCF (2016 report), IFAD (2016 report), and UNFPA (2017 report).

For OECD DAC, Finland nominated an expert on taxation and development, which had created better resources for influencing (2015 report). In the case of UNDP, it was mentioned that Finland has used a lot of time for influencing, considering the level of financing (UNDP 2016 report).



Regarding the available **financial resources**, the desk review focuses on the discussions included in the Synthesis Reports.

Before the budget cuts, the limited (human and) financial resources were not discussed extensively; however, a certain concern can be detected already from the **2014 Synthesis Report**: *“At this stage, it is difficult to draw broad conclusions about the challenges of influencing, but some observations are included. One aspect is the scope of the objectives and the related question of the available resources needed to carry out effective influencing work”* (free translation). The report also highlights the role of budget planning at the level of the entire MFA (*toiminta- ja taloussuunnitelma, TTS*) and its role in distributing resources for influencing work.

The **2015 Synthesis Report** mentioned that *“based on the annual influencing reports, the 2015 financial cuts (which were implemented in 2016) to multilateral organisations did have an impact on Finland’s influencing work to some extent, but no dramatic decrease in Finland’s leverage (vaikutusvalta) was observed in the short run. Approximately one third (10/29) of the annual reports dealt with them, all of them being UN organisations”* (free translation). Some specific examples that were included in the report are summarised below (Free translations. Sentences have been shortened to extract the main message):

- **UNFPA**: “The effective pursuit of our objectives was hampered by the amount of time that UNFPA spent for justifying why Finland should continue its support to the organisation... In spite of the changed situation, collaboration with UNFPA was intensified, and bilateral consultations were held in October.”
- **UNDP**: “The effective pursuit of Finland’s own targets remained in the background due to UNDP’s efforts to defend the continuation of Finland’s support to the organisation.”
- **UN WOMEN**: “UN WOMEN’s concerns over the financial cuts to the organisation results, among other things, to increased contact and meeting requests.”
- **UNEP**: “The budget cuts destabilised Finland’s reputation as a reliable donor. However, the thematic discussions continued strongly.”
- **UNICEF**: “The budget cuts have not substantially reflected in the cooperation with the organisation.”

The 2015 Synthesis Report also raises the concern on the impact of the budget cuts in the long run; e.g. to what extent Finland’s access to decision-making bodies has been hampered. Such an example can be found in UNAIDS.

Also, the **2016 Synthesis Report** dedicates a section to the budget cuts (free translation): *“Despite significant cuts, Finland has succeeded in delivering excellent results in advocacy work at UNEP. Finland’s UNEP support fell from €6 million in 2015 to €1 million in 2016, but influencing work, especially through the EU, has continued to be sustained. Direct UNEP influence has weakened, and Finland’s effectiveness is expected to weaken also in the EU if Finland’s funding level remains permanently low. A number of developing countries have begun to consider their own co-financing after hearing from Finland’s financial cuts to UNEP, a country that is known as a strong supporter of UNEP.*

*There are several examples of the negative effects of the cuts: in GEF, the cut in Finland’s financial contribution can materially weaken the chances of working in the management team and replenishment negotiations; Finland may become a permanently a vice-member of the group with a rotation of 50–50 per cent within the voting group. In the World Bank, when Finland’s own IDA18 contribution was cut by 60 per cent, the target for using the CPL loan failed. In the next round, the use of CPL, at least under current conditions, may be possible”. In addition, the report mentions that “Finland’s budget cuts to WFP is a problematic signal in today’s world where there are four parallel famines, and Finland sits in the board”.*



The **2017 Synthesis Report** includes the discussion on financial leverage in the section that deals with overall challenges to influencing. The report points out that some of the obstacles are related to Finland's own actions, such as the budget cuts, but only GEF and OCHA are mentioned in addition to the ending of a joint UNFPA-UNICEF programme.

One of the rare cases where Finland's support was increased, includes IFAD (2015 report).

Finland has promoted the importance of **long-term financing** at least in UNHCR (2015 report), UNRWA (2015, 2016; Finland not a big donor but reliable), WFP (2015 report, 2016 IP), ISDR (2016 report; there is no need to increase the support but to continue it). The 2016 and 2017 Synthesis Reports also bring up this aspect by highlighting that one of the key success factors is perseverance and long-term action (e.g. in UNESCO and WBG).

When it comes to **Finland's comparative size as a donor and the role of the level of financing in general**, nearly 90 segments of text were coded in the desk review, which reflects the importance of the topic. Related discussions were included at least in EIF, FAO, GEF, IDB, IFAD, ILO, ISDR, OCHA, UN WOMEN, UNAIDS, UNDP, UNEP, UNESCO, UNFPA, UNCHR, UNICEF, UNODC, UNRWA, WBG, WFP, and WHO. This statement should be interpreted with caution given that coded segments have not been analysed one by one.

## 5.4 MFA's internal coherence and decisions related to influencing

This section discusses the codes "*Internal coordination and coherence of influencing*" and "*Prioritisation of influencing targets, focus and number of organisations*". The coded segments were relatively limited, and the contents somewhat scattered; however, some trends could be detected from the reports.

In terms of MFA's internal coordination and coherence of influencing, issues raised in the influencing reports included:

- The importance of MFA's internal coordination was brought up at least for UNFPA (2014 management response), UNHCR (2014 management response), UNICEF (2015, 2017 report), and UN WOMEN (2015, 2016, 2017 reports)
- The need for a more comprehensive influencing plan was raised directly or indirectly on several occasions (e.g. FAO 2014, 2015, reports, UNRWA 2015, and 2014, 2015, 2017 Synthesis Report)
- Inter-ministerial coordination was discussed for WHO (2015), FAO (2014 management response), IDB (2016 report), ISDR (2016 report) and UNEP (2016 report). The comments did not necessarily raise significant shortcomings but highlighted the importance of good coordination.

Regarding prioritisation of influencing targets, focus and number of organisations, several reports called for better prioritisation of influencing targets (2014, 2016 Synthesis Report, UNHCR 2015 report, UN WOMEN 2015, 2016 reports, AfDB 2016 report). In some cases, there were mentions of prioritisation and focus that had already taken place (UNESCO 2015 report, WBG 2015 report, AfDB 2017 report). No comprehensive discussion on the ranking of importance of the different multilateral organisations to Finland could be found, but some references existed in management responses indicating Finland's priority organisations, e.g. UNHCR and UN WOMEN (2016 management responses).



# 6 Lessons learnt derived from documents

The code “*How to improve influencing plans*” relates to comments found mainly management responses and synthesis reports that suggest changes to the structure of the templates or the way the IPs are formulated, among other aspects.

The most frequent issues that emerge from the management responses (and in some reports) include **poor results-level reporting**, level of **ambition** (too high), issues with **indicators, focus** (should be strengthened), **incomplete reporting** against targets, weaknesses in the **logical flow** between higher and lower level targets, difficulty to **detect clearly Finland’s role/contribution** in the activity/result, and level of **concreteness** (which should be better). A series of other issues were also brought up, but they did not occur across the portfolio. The observations tend to be found more in 2014 management responses compared to other years. However, it should be noted that the management responses have not been prepared consistently across the years and organisations, which biases the result to some extent.

The 2016 Synthesis Report groups desired improvements in four categories: A. **A strategic view of the whole** (e.g. thematic prioritisation across several organisations), B. **Prioritisation** in each advocacy plan and unit (e.g. realistic targets and focus in terms of objectives), C. **Implementing best practices** (of influencing) in practice (e.g. working with like-minded partners, ensuring that delegations are supported by advisers and cooperation with other ministries), and D. **Improving results orientation** (e.g. performance-based advocacy, appropriate objectives, indicators, and logical chain).

The 2017 Synthesis Report, issues such as **appropriate goal setting** and **realistic timing** are mentioned as challenges. A more **coherent and systematic approach** for influencing is called for. Success factors were listed as **focus & prioritisation, persistence, clear profile**, acceptance of **responsibility** (*vastuunotto*), and finding **alliances**. For more information, see Table 13, Box 3 and Box 4.



# Annexes to the desk review

## References used in the desk review

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## People interviewed in the desk review

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## Influencing reports and related document covered by the desk review

Table 2 below shows the organisation-level documents that were consulted for the desk review in addition to the 2014–2017 Synthesis Reports.

**Table 2:** Documents consulted.

Reference	2012	2013	2014			2015			2016				2017			2018			2019	
No	Organisation			Influencing plan	Report	Management response	No new IPs in 2015	Report	One global management response	Influencing plan 2016	Results card	Report	Management response	Influencing plan updates	Report	Management response	Influencing plan	Report	Management response	Ownership steering matrix
1	AfDB	N/A	N/A	Yes but draft + annex + results matrix	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	Yes	No	No	No	Yes
2	AsDB	No: First influencing plan, and the only one for 2012	N/A	No	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	Yes	No	Yes (snapshot)	No	Yes
3	EIF	N/A	N/A	Yes + results matrix	No	No	N/A	Yes	N/A	Yes	Yes	Yes	No	No	No	No	No	No	No	Yes
4	GCF	N/A	N/A	No	No	No	N/A	No	N/A	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No	No	
5	GEF	N/A	N/A	Yes	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	No	Yes	Yes	No	No	No	
6	ICRC	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + results matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes (snapshot)	No	Yes
7	IDB	N/A	N/A	Yes + results matrix	No	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	Yes	No	No	No	
8	IFAD	N/A	N/A	No	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	Yes	No	Yes (snapshot)	No	





Reference		2012	2013	2014			2015			2016				2017			2018			2019
No	Organisation			Influencing plan	Report	Management response	No new IPs in 2015	Report	One global management response	Influencing plan 2016	Results card	Report	Management response	Influencing plan updates	Report	Management response	Influencing plan	Report	Management response	Ownership steering matrix
9	ISDR	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes (snapshot)	No	
10	OCHA	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	
11	OECD DAC	N/A	N/A	No	No	No	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes + results card	No	No	
12	UNDP	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes (snapshot)	No	
13	UNEP	N/A	N/A	Yes	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	No	No	No	Yes (annual discussion notes)	No	Yes
14	UNESCO	N/A	N/A	Yes + results matrix	Yes + cover letter	No	N/A	Yes	N/A	Yes	Yes	Yes	No	Yes	Yes	No	No	Yes (snapshot)	No	
15	UNFPA	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes (snapshot)	No	Yes
16	UNICEF	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	Yes (background paper for annual discussion)	No	Yes
17	UNRWA	N/A	N/A	Yes + results matrix	Yes + matrix	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	No	No	Yes	No	Yes
18	UN-WOMEN	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Yes	Yes	No	No	No	No	Yes
19	WBG	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	Yes	Yes	Yes	Yes	Only results card	Yes	Yes	No	Yes (snapshot)	No	
20	WFP	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes	N/A	Yes	Yes	Yes	Yes	Yes	Yes	Yes	No	Yes (snapshot)	No	Yes
21	FAO	N/A	N/A	Yes	Yes but draft	Yes	N/A	Yes	N/A	No	No	No	No	No	No	No	No	No	No	



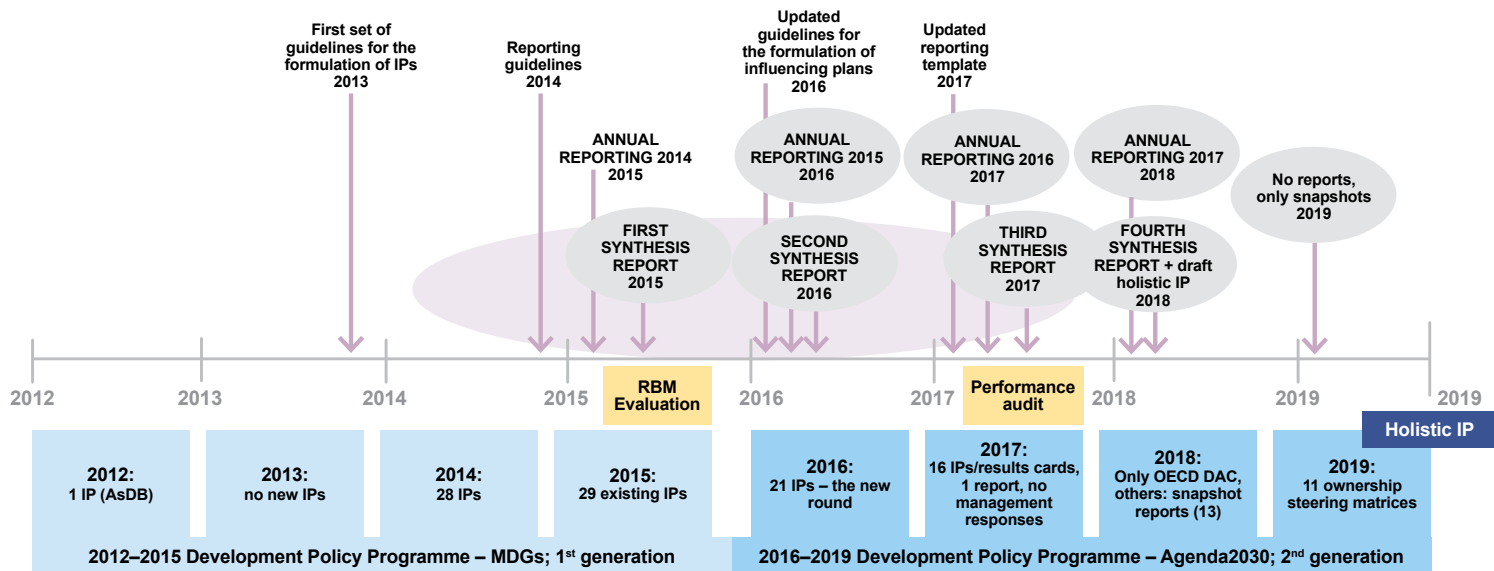


Reference	2012	2013	2014			2015			2016				2017			2018			2019		
No	Organisation			Influencing plan	Report	Management response	No new IPs in 2015	Report	One global management response	Influencing plan 2016	Results card	Report	Management response	Influencing plan updates	Report	Management response	Influencing plan	Report	Management response	Ownership steering matrix	
22	ILO	N/A	N/A	Yes	Yes	Yes	N/A	Yes + matrix	N/A	No	No	No	No	No	No	No	No	No	No	No	
23	UNAIDS	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	No	No	No	No	No	No	No	No	No	No	No	
24	UNODC	N/A	N/A	Yes + results matrix	Yes but draft	Yes	N/A	Yes	N/A	No	No	No	No	No	No	No	No	No	No	No	
25	WHO	N/A	N/A	Yes + results matrix	Yes	Yes	N/A	Yes + matrix	N/A	No	No	No	No	No	No	No	No	No	No	No	
26	UNHCR	N/A	N/A	Yes + results matrix	Yes + matrix	Yes	N/A	Yes	N/A	Yes: doc title had UN-HCHR	Yes: doc title had UN-HCHR	Yes	Yes	Only results card	Yes	No	No	Yes (snapshot)	No		
27	ITC	N/A	N/A	Yes + results matrix	Yes	No	N/A	Yes	N/A	No	No	No	No	No	No	No	No	No	No	No	Yes
28	CERF	N/A	N/A	No	No	No	N/A	No	N/A	No	No	No	No	No	No	No	No	No	No	No	
29	UNIDO	N/A	N/A	Yes + results matrix	Yes	No	N/A	Yes	N/A	No	No	No	No	No	No	No	No	No	No	No	
30	PBF	N/A	N/A	Yes + results matrix	Yes + annex	No	N/A	No	N/A	No	No	No	No	No	No	No	No	No	No	No	
31	UNCTAD	N/A	N/A	Yes + results matrix	No	No	N/A	Yes	N/A	No	No	No	No	No	No	No	No	No	No	No	



## Additional figures, tables and boxes from the desk review

Figure 4: Timeline.



The pink area illustrates the main period covered by the desk review. Reports circled by a grey bubble are included in the desk review. The numbers of the existing IPs and reports are approximate only.

Table 3 below provides a list of the boards, committees, task forces and other platforms that Finland has been part of in its influencing work. The list includes only those ones that have been mentioned in the documents. The names of the boards and committees have been translated from Finnish into English, and they have been checked from the organisations’ website when possible. However, the official titles may differ in some cases.

Table 3: Boards, committees, task forces and other platforms.

		Source
<b>Development banks (KEO-50)</b>		
<b>AfDB</b>	Finland as the board representative of the Nordic countries-India voting group ( <i>Pohjoismaat-Intia -äänestysryhmän johtokuntaedustaja</i> ) until 30 June 2016. In the second half of 2016, Finland did not have its own representative in the management office ( <i>johtokuntatoimisto</i> ). A Finnish person, Anu Hassinen, started a two-year period as an adviser to the board representative on 1 September 2017.	AfDB 2014 report, 2016 IP, 2016 report
	Finland’s board representative also acts as the chairperson in the Bank’s Committee on Administrative Matters and Human Resources (CAHR).	AfDB 2017 report
<b>AsDB</b>	Influencing the board happens through the “bureau of the board” ( <i>johtokuntatoimisto</i> ).	AsDB 2015 report
	Finland’s voting group also includes the Netherlands, Ireland, Canada, Norway, Sweden and Denmark.	AsDB 2016 report
<b>IDB</b>	A Finnish advisor started a three-year period in the office of the IDB board ( <i>johtokuntatoimisto</i> ).	IDB 2015 report
	Finland’s representative voted to IIC board ( <i>johtokunta</i> ) for the period of 07/2017–06/2018.	IDB 2016 report



		Source
<b>IFAD</b>	Finland acted as the vice-chair of IFAD's Governing Council ( <i>hallinto-neuvosto</i> ) during 2016-2018, but not represented in the executive board ( <i>johtokunta</i> ) in this period.	IFAD 2016 IP
	Finland member of the executive board ( <i>johtokunta</i> ) during 2018–2020.	IFAD 2016 report
	Finland as the A-List Co-Convenor in 2018 and Convenor in 2019.	IFAD 2017 report
	Finland as the A-List Convenor "at the moment".	IFAD 2018 report
<b>WBG</b>	Finland involved in the board's work through the Nordic-Baltic Constituency (NBC) (Satu Santala)	WBG 2016 IP
	Finland participated actively in the IDA Deputy work. Active influencing in the WBG Engagement on Governance and Anticorruption (GAC).	WBG 2016 report
	Finland represented in the Gender Advisory Council (Lenita Toivakka).	WBG 2016; 2017 report
<b>UN development organisations (KEO-90, previously KEO-40)</b>		
<b>UNDP</b>	Finland influences the sessions for the UNDP/UNFPA/UNOPS-Joint Executive Board ( <i>yhteisjohtokunta</i> ) that gathers three times per year. The main channel is through the like-minded group. According to the Western European and Others Group (WEOG) rotation agreement (2007–2021), Finland was a member of the executive board ( <i>johtokunta</i> ) in 2014 and again in 2017–2018 and in 2021. Observers can also have an active role.	UNDP 2016 IP
<b>UNFPA</b>	President Tarja Halonen as the Co-Chair of the International Conference on Population and Development (ICPD) Task Force until fall 2016.	UNFPA 2015 report
	See UNDP/UNFPA/UNOPS-Joint Executive Board above.	UNFPA 2016 IP
	Finland member of the Commission on Population and Development (CPD) during 2016-2020	UNFPA 2016 IP, 2017 report
	Finland in the UNFPA-UNICEF joint programme board ( <i>johtokunta</i> )	UNFPA 2016 report
	Finland will join the Steering Committee ( <i>ohjausryhmä</i> ) established for steering the innovation fund.	UNFPA 2017 report
<b>UNICEF</b>	Finland was a member of the board ( <i>johtokunta</i> ).	UNICEF 2015 report
	Influencing through the WEOG and Nordics groups. Finland was a member of the UNICEF board ( <i>johtokunta</i> ) during 2012–2013 and 2015–2016. In 2012, Finland acted as the vice-chair of the board and, in 2013, as the chair of the board. Next time, Finland will be vice-chair in 2021. WEOG has the chairmanship next time in 2018.	UNICEF 2016 IP
	Finland acted as an observer to the work of the board ( <i>johtokuntatyöskentely</i> ).	UNICEF 2018 report
	Finland involved in the Core Group that deals with WEOG working methods. An observer during this period.	UNICEF 2018 report
<b>UN WOMEN</b>	Finland influences the board of UN WOMEN through the WEOG groups	UN WOMEN 2018 report
	Finland acted as the chair of UN WOMEN's like-minded group (" <i>ystäväryhmä</i> ", i.e. group of friends in Finnish; English translation unclear)	UN WOMEN 2018 report



		Source
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>		
<b>FAO</b>	Finland influences through EU coordination, Nordic cooperation and European regional group ( <i>aluaryhmä</i> ). The Nordics have one seat in the council ( <i>hallintoneuvostopaikka</i> ; unclear whether referring to the correct organ in English), which was held by Island this year. Finland an observer.	FAO 2014 report
	Programme Committee and Finance Committee memberships are based on regional division and personal nomination. Membership in the council Committees are a key channel of influencing; Finland can influence through the European regional group. Acting as the representative of the European region would require in-depth familiarisation with the issues.	FAO 2014 report
	The Finnish Ministry of Agriculture and Forestry participated in three technical sub-committees in 2014. Finland has shared the burden of the preparatory work with other EU actors mainly in the field of forestry.	FAO 2014 report
	Finland is in the donor group of the Forest and Farm Facility programme and in its Steering Committee ( <i>ohjauskomitea</i> ). Kyrgyzstan fishery project's tripartite meeting was held on January 2015.	FAO 2014 report
	Finland to become the representative of the Nordic group in FAO's Council ( <i>hallintoneuvosto</i> ) in 2017.	FAO 2014; 2015 reports
	Finland's representative chosen as the chair of the preparatory working group ( <i>valmistelutyöryhmä</i> ) of the 2016 session of the Committee on World Food Security (CFS)	FAO 2015 report
	Finland active in FAO's Committee on Forestry (COFO). Finland organised FAO's and UNECE's (United Nations Economic Commission for Europe) forestry committees' joint meeting in Rovaniemi, Finland.	FAO 2015 report
	Finland active in the International Plant Protection Convention (IPPC), which is hosted by FAO.	FAO 2015 report
<b>GCF</b>	In August 2015, Finland started a three-year period in the board ( <i>johtokunta</i> ) as part of a voting group formed of Switzerland and Hungary. The period ends on December 2018. Switzerland as the main member, Finland as a substitute ( <i>varajäsen</i> ). Hungary with an advisory role.	GCF 2016 IP
	Some challenges with coordinating the statements with Switzerland and Hungary.  All board members and substitute members' advisors had an active coordination group. Not yet sure whether this mechanism will remain permanent.	GCF 2016 management response
<b>GEF</b>	Finland influenced the board through the voting group, which is chaired by Sweden. Unofficial Europe-level coordination activities were organised in the reporting period	GEF 2015 report
	Finland influences the board through the same voting group with Sweden and Estonia. But given Sweden has increased its financial allocation significantly, collaboration will end. Looking for a new partner, possibly the Netherlands. GEF does not have EU coordination, but unofficial Europe-level coordination does take place. GEF board seeks consensus and has never resorted to voting.	GEF 2016 IP
	Finland formed a voting group with the Netherlands and Estonia. The change was smooth. Due to reduced funding, Finland might lose access to the board membership (and only have access to substitute position)	GEF 2017 report
	In the end of the period, Finland acted as a member of the board. In the negotiations on replenishments ( <i>lisärahoitusneuvottelut</i> ), Finland represents only itself.	GEF 2017 report



		Source
UNEP	Finland has influenced the United Nations Human Rights Council (not under UNEP, but the topic was about the link between human rights and the environment)	UNEP 2014 management response
	The main channel of influencing occurs through EU coordination in the Working Party on International Environmental Issues Global (WPIEI) in Brussels. Finland's views are included in EU positions. In many themes, Finland is part of EU leading countries group ( <i>johtomaaryhmä</i> ) that prepares the statements. This is a key influencing channel given the EU is the biggest donor of UNEP.	UNEP 2015 report (Brussels mentioned in UNEP 2016 report)
	Finland a board member of a financing programme (rahoitusohjelma) that brings together the "chemicals and waste agreements" <sup>1</sup> under the same programme	UNEP 2015 report
	Finland has acted as a vice-chair with Ghana in expert meetings organised by UNEP. The objective of the meetings has been to enhance the implementation of the biodiversity agreements.	UNEP 2015 report
	Finland is active in the Steering Committees ( <i>ohjausryhmä</i> ) of the PAGE green economy programme and a joint programme of four UN organisations called Women and Natural Resources: Unlocking the Peace Building Potential.	UNEP 2015 report
	The 10-year framework programme ( <i>puiteohjelma</i> ) on sustainable consumption and production ended in 2015; Finland acted as a member of the board in 2013–2015.	UNEP 2015 report
	UNEP's practical matters are discussed in the Committee of Permanent Representatives (CPR) that meets in Nairobi.  UNEA is organised every two years; Finland influences through EU positions. In addition, the UN General Assembly and ECOSOC deal with UNEP-related issues.	UNEP 2016 report
	Finland's representative (Toni Sandell) was chosen as a representative of the WEOG group in UNEP's board ( <i>johtoryhmä</i> ).	UNEP 2016 report
	A Finnish JPO supports Finland's influencing targets for UNEP also in the secretariat of the UN Environment Management Group.	UNEP 2016 report
	The Minister of Environment of Finland, Kimmo Tiilikainen, was elected as the WEOG representative to the board of UNEA in UNEA3.	UNEP 2018 report
	Finland acted as EU's main negotiator concerning a resolution on strengthening the efficiency of UNEA's governance bodies.	UNEP 2018 report
WFP	Finland influenced mainly through board work ( <i>johtokuntatyöskentely</i> ) in Rome. During the reporting period, Finland was not a member of the board, but observers can also influence the negotiations. Finland acts through its own voting group, i.e. the D-List as well as Nordic and EU cooperation.	WFP 2015 report
	Finland and Denmark acted together as responsible countries to monitor WFP under the OCHA Donor Support Group (ODSG) ( <i>seurantavastuumainia</i> ).	WFP 2015 report
	Finland is a member of the board in 2017 and influences the EU positions in the Working Party on Humanitarian Aid and Food Aid (COHAFA).	WFP 2016 IP
	Finland participated in the D-List oversight working group.	WFP 2017 report

<sup>1</sup> Refers possibly to the Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, the Stockholm Convention on Persistent Organic Pollutants, and the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal



		Source
<b>Humanitarian organisations (KEO-70 group) (excluding WFP)</b>		
<b>CERF</b>	No coded segments	
<b>ISDR</b>	Finland has acted as the co-chair ( <i>yhteispuheenjohtaja</i> ) of the Sendai Conference preparatory committee ( <i>valmistelukomitea</i> ).	ISDR 2014 management response
	ISDR does not have a board; influencing is indirect.	ISDR 2014 management response
	Finland had a particularly visible role in intergovernmental negotiations. Päivä Kairamo from Finland's permanent representation in Geneva acted as the co-chair of the preparatory committee and the main committee ( <i>valmistelu- ja pääkomitea</i> ) together with Thailand (Thani Thonphakdi)	ISDR 2015 report
	ISDR support group ( <i>tukiryhmä</i> ) met regularly in Geneva; Päivi Kairamo held a "significant role" in the group.	ISDR 2015 report
	Finland's Ministry of the Interior was active in the indicator working group ( <i>indikaattoryöryhmä</i> ).	ISDR 2016 report
	Finland acted as the chair of the European Forum on Disaster Risk Reduction (EFDRR) in 2016	ISDR 2017 report
<b>OCHA</b>	Finland is a member of OCHA Donor Support Group (ODSG) and is active in the Nordic group.	OCHA 2015 report
	Finland acts as a member of the OCHA informal advisory board that deals with the role of the private sector in humanitarian aid. The body was established after World Humanitarian Summit (WHS) global consultations at the end of 2015.	OCHA 2015 report
	OCHA is not an organisation, but part of UN's secretariat, systematic influencing through the board or council ( <i>johtokuntatyöskentely tai hallintoneuvosto</i> ) is not possible. Political dialogue has an important role.	OCHA 2016 IP
	In addition, Finland influences through the Nordic group from the Finnish representations abroad and from Helsinki.	OCHA 2016 IP
	Finland has acted in the Inter-Agency Standing Committee (IASC) in terms of supporting the implementation of the Charter on Inclusion of Persons with Disabilities in Humanitarian Action ( <i>vammaisjulistus</i> ). Finland has taken up the topic in the meetings of different management committees ( <i>hallintokomiteat</i> ; unclear what these refer to).	OCHA 2016 report
	Finland leads an unofficial group of like-minded donors ( <i>ystävärühmä</i> ) in Geneva (on the disability theme).	OCHA 2017 report
<b>PBF</b>	No coded segments	
<b>UNHCR</b>	UNHCR is an organisation that operates directly under the UN General Assembly, and it does not have a board ( <i>johtokunta</i> ). Influencing is carried out through the Executive Committee, which meets in Geneva. Preparatory work is implemented under a Standing Committee.	UNHCR 2016 IP
	Finland has been supporting the theme "Ending Statelessness by 2020" by working actively in a related group of like-minded actors ( <i>ystävärühmä</i> ) in Geneva.	UNHCR 2016; 2017; 2018 reports
	Finland has influenced through "committee and donor group work".	UNHCR 2016 report
	Finland joined the Grand Bargain, which is promoted through several different working groups.	UNHCR 2016 report
	Finland is a member of the Executive Committee (ExCom; requirement being a minimum of \$20 million donation per year).	UNHCR 2018 report



		Source
<b>UNRWA</b>	Finland has been active in UNRWA's board together with other like-minded donors	UNRWA 2015 report
	UNRWA does not have a formal board; the Director-General is, in principle, accountable to the UN General Assembly. The role of UNRWA's Advisory Commission, composed of main donors and host country representatives, has been strengthened in recent years. A Sub-Committee prepares the formal meetings. Finland was accepted as a member of the Sub-Committee in the beginning of 2009 (condition: \$15 million funding over a three-year period).	UNRWA 2016 IP
	Finland is a member of both AdCom and SubCom	UNRWA 2015 report
	Finland is a member of AdCom (condition: \$15 million funding over a three-year period).	UNRWA 2018 report
	In 2019, Finland acts as the chair of the SubCom, which meets in Amman, Jordania.	UNRWA 2018 report
<b>Other key organisations</b>		
<b>UNESCO (KEO-10)</b>	In UNESCO's 38th General Conference (yleiskokous): - Finland participated with a commission of 21 members led by the Minister of Culture, Sanni Grahn-Laasonen - Finland acted as one of the vice-chairs of the education commission ( <i>koulutuskomissio</i> ). Finland also acted in the vice-chairmanship ( <i>varapuheenjohtajistossa</i> ) of the entire General Conference.	UNESCO 2015 report
	Finland has acted as an observer in UNESCO's Executive Board ( <i>hallintoneuvosto</i> ). In this, Nordic cooperation is key given that Sweden was a member in the reporting period. In 2015, Finland hosted a Nordic UNESCO coordination meeting in Helsinki.	UNESCO 2015 report
	Finland has influenced on strengthening the efficiency of UNESCO and its organisational reform through the EU group and "Western voting group" (possibly refers to Western European and North American States group)	UNESCO 2015 report
	Finland is a member of the ad hoc working group that deals with the sustainability of the Global Heritage Fund (maailmanperintöraho)	UNESCO 2015 report
	Finland has presented itself as a candidate to the Executive Committee for the period of 2017–2021	UNESCO 2015 report
	Finland was elected as a member of the World Heritage Committee for the period of 2013–2017	UNESCO 2016 IP, 2016 report
	A Finnish expert was elected to the Drafting Committee on education.	UNESCO 2016 report
	Finland was active in the Intergovernmental Council of the International Programme for the Development of Communication (IPDC), Intergovernmental Bioethics Committee and Approval Committee of the Fund for the Elimination of Doping in Sport.	UNESCO 2016 report
	Finland has experts in many working groups under UNESCO (not specified)	UNESCO 2016 report
	Finland has been active in an open working group that deals with UNESCO's management.	UNESCO 2016 report





		Source
<b>UNESCO (KEO-10)</b>	<p>During 2017, Finland was active in the following platforms:</p> <ul style="list-style-type: none"> <li>- (World Heritage Committee, WHC) , Finland a member during 2013–2017</li> <li>- International Programme for the Development of Communication, IPDC), Finland a member during 2015–2019</li> <li>- Intergovernmental Bioethics Committee (IGBC), Finland a member during 2015–2019</li> <li>- Intergovernmental Committee for Physical Education and Sport (CIGEPS), Finland a member during 2017–2021</li> <li>- Intergovernmental Committee for the Protection and Promotion of the Diversity of Cultural Expressions, Finland a member during 2017–2021</li> <li>- Approval Committee for the Fund for the Elimination of Doping in Sport, Finland a member during 2013–2017</li> <li>- Drafting Committee of the Global Convention on the Recognition of the Higher Education Qualifications, Finland a member during 2016-2017</li> <li>- International Advisory Committee (IAC) of the Memory of the World Programme, a Finnish member invited by the Director-General 2015–2018.</li> <li>- International Bioethics Committee (IBC), a Finnish member invited by the Director-General 2014–2017.</li> <li>- UNESCO Institute for Life Long Learning (UIL), a Finnish member invited by the Director-General 2014–2017</li> <li>- UNESCO Institute for Information Technologies in Education (IITE), a Finnish member invited by the Director-General 2014–2017</li> </ul>	UNESCO 2017 report
	Finland was elected to UNESCO's Executive Board for a four-year period (2017-2021).	UNESCO 2016; 2017 reports
<b>OECD DAC (POL-50)</b>	<p>Finland has been influencing in OECD DAC in OECD council (<i>neuvosto</i>) including High-Level Meetings (HLM) and Senior-Level Meetings (SLM).</p> <p>Important reference groups are the Nordic+ and EU networks. Collaborations with the like-minded (unspecified).</p>	OECD DAC 2016 IP
	Finland participated in the work of GovNet hosted by OECD DAC. The group supported OECD with the approval of OECD Recommendation of the council for Development Cooperation Actors on Managing Risks of Corruption.	OECD DAC 2016 report
	Finland has participated actively in the activities and working groups of the GenderNet. Finland was elected to the board of GenderNet from 2017 onwards.	OECD DAC 2016 report
	Finland was active in the joint working group of WP STAT and ENVIRONET. During 2016-17 Finland acts as the chair of ENVIRONET.	OECD DAC 2016 report
	<p>In 2017, Finland was active in:</p> <ul style="list-style-type: none"> <li>- Anti-Corruption Task Team (ACTT) under the GovNet. The work related to the concept of inclusiveness/inclusive governance under SDG16.</li> <li>- International Network on Conflict and Fragility (INCAF). The network published the States of Fragility report.</li> <li>- Finland acted as the chair of ENVIRONET.</li> <li>- Finland acted in the bureau of GENDERNET.</li> </ul>	OECD DAC 2017 report
<b>Aid for Trade Organisations (TUO-10 group)</b>		
<b>EIF</b>	De-prioritised in the desk review for this code	–
<b>ITC</b>		–
<b>UNIDO</b>		–
<b>UNCTAD</b>		–



		Source
<b>Health and other topics (KEO-90, previously KEO-40)</b>		
ILO	De-prioritised in the desk review for this code	–
UNAIDS		–
UNODC		–
WHO		–

**Table 4:** Secondment, JPOs and other Finnish experts.

Organisation	Information from the coded segments	Source
<b>Development banks (KEO-50)</b>		
AfDB	Considerably lower representation of Finns compared to the other countries in the voting group	AfDB 2016 IP; 2016 report
AsDB	The number of Finns has been declining	AsDB 2014 report
	Not many Finns working in AsDB but in line with the other Nordics	AsDB 2016 IP
IDB	Finns can be recruited only if they succeed in open processes	IDB 2015 report
IFAD	Ambition to increase the number of Finns	IFAD 2015 report
	Good experiences with JPO programme	IFAD 2016 report
WBG	A relatively good representation of Finns; active measures to support the candidates	WBG 2016 report
<b>UN development organisations (KEO-90, previously KEO-40)</b>		
UNDP	Aim to maintain at least the current number of Finns considering the budget cuts	UNDP 2016 IP
UNFPA	Low relative representation of Finns.	UNFPA 2016 report
	Ambition to increase Finns	UNFPA 2017 report
UNICEF	Relatively good representation of Finns.	UNICEF 2014 management response
	Objective to increase the number of Finns in middle and high-level positions	UNICEF 2015 report
UN WOMEN	Objective to increase the number of Finns in middle and high level positions	UN WOMEN 2015 report
	Very low representation of Finns considering the relative size of Finland as a donor	UN WOMEN 2016 IP
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>		
FAO	Finland's good reputation in the forest department stands out. Active support to candidates.	FAO 2014; 2015 report
GCF	The fund has been recruiting, but the opportunities are limited	GCF 2016 IP
GEF	No ambitious targets for recruiting Finns due to limited possibilities	GEF 2015 reports
UNEP	Relatively good representation of Finns	UNEP 2014 management response
	High number of Finns is a result of investing in the JPO programme	UNEP 2016 IP
	Specific and ambitious targets to increase the representation of Finns in the organisation	UNEP 2015 report



<b>WFP</b>	Objective to increase the number of Finns in high-level positions (P5 – D2)	WFP 2015 report; 2016 IP
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>		
<b>CERF</b>	No information	
<b>ISDR</b>	Main comment relates to the high-level position of Kirsi Madi (D-2) in ISDR	e.g. ISDR 2017 report
<b>OCHA</b>	Objective to increase the number of Finns in high-level positions (P5 – D2)	OCHA 2016 IP
	JPO programme considered positive	OCHA 2016 IP
<b>PBF</b>	No information	
<b>UNHCR</b>	No specific targets to increase the number of Finns in the organisation	UNHCR 2015 report
	JPO channel considered important.	UNHCR 2016 management response
	Change in UNHCR's recruitment processes weakens the opportunities of Finnish JPOs to obtain new positions	UNHCR 2018 report
<b>UNRWA</b>	Some Finns working in the organisation, but level of satisfaction not clear	UNRWA 2015 report
	Main approach for the recruitment is through the JPO programme	UNRWA 2016 IP
<b>Other key organisations</b>		
<b>UNESCO (KEO-10)</b>	Staff reductions in UNESCO create challenges for increasing the number of Finns	UNESCO 2015 report
	Finnish relative representation balanced.	UNESCO 2016 report
<b>OECD DAC (POL-50)</b>	Appetite to increase Finns in the organisation, but issues with finding interested candidates	OECD 2016; 2017 report
<b>Aid for Trade Organisations (TUO-10 group)</b>		
<b>EIF</b>	Small secretariat, no Finns	EIF 2015 report
	Intent to increase Finnish representation	EIF 2016 IP
<b>ITC</b>	Some Finns working in the organisation, but the level of satisfaction not clear	ITC 2015 report
<b>UNIDO</b>	Some Finns working in the organisation, but the level of satisfaction not clear	UNIDO 2015 report
<b>UNCTAD</b>	No Finnish candidates for available positions in the reporting period	UNCTAD 2015 report
<b>Health and other topics (KEO-90, previously KEO-40)</b>		
<b>ILO</b>	Finland overrepresented	ILO 2014 management response
<b>UNAIDS</b>	Some Finns working in the organisation, but the level of satisfaction not clear	UNAIDS 2015 report
<b>UNODC</b>	No information	
<b>WHO</b>	Recruitment of Finns actively promoted; the level of satisfaction unclear	WHO 2015 report



**Table 5:** Informal channels of influencing.

Institution	Informal channel	Source <sup>2</sup>
<b>Development banks (KEO-50)</b>		
AfDB	–	–
AsDB	–	–
IDB	–	–
IFAD	Finland aims to influence by building contacts among A-, B- and C-List countries and by organising informal events.	IFAD 2016 IP
WBG	–	–
<b>UN development organisations (KEO-90, previously KEO-40)</b>		
UNDP	Reports from board meetings should include more information also on informal consultations.	UNDP 2017 report
UNFPA	Finland participated in informal meetings with major donor countries during the reporting year, presenting Finland's priorities	UNFPA 2017 report
UNICEF	Informal meeting ( <i>informaalit</i> ) in the context of Global Innovations for Children and Youth event in Helsinki on 9.–10.11.2015.	UNICEF 2015 report
	Reports from board meetings should include more information also on informal consultations.	UNICEF 2016 report
	Finland communicated its priorities to UNICEF in informal consultations.	UNICEF 2017 report
	With regard to humanitarian aid, the OCHA Donor Support Team (avunantajien tukiryhmä) is one channel. UNICEF informal working group of like-minded countries and programme countries interested in child protection, the Children and SDGs like-minded group, and the UN organisations / World Bank Donor Working Group on FGM, of which secretariat UNICEF is.	UNICEF 2017 IP
UN WOMEN	Informal meetings ( <i>informaalit</i> ).	UN WOMEN 2015 report
	Reports from board meetings should include more information also on informal consultations.	UN WOMEN 2016 report
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>		
FAO	–	–
GCF	–	–
GEF	Talks in the corridors revealed that GEF has collected some financial data but has not shared it due to its incompleteness. Finland encouraged GEF to pass on even incomplete information.	GEF 2016 report
	During the reporting period, no informal consultations were organised.	GEF 2015 report
UNEP	–	–
WFP	Inviting “challenging countries” for a dinner (dealing with core funding)	2017 Synthesis Report
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>		
Institution	Informal channel	Source
CERF	–	–
ISDR	–	–
OCHA	Informal World Humanitarian Summit meeting Finland member of the OCHA Informal Advisory Board	OCHA 2015 report
PBF	–	–
UNHCR	–	–

<sup>2</sup> This table does not include visits to Finland.



Institution	Informal channel	Source <sup>2</sup>
<b>Development banks (KEO-50)</b>		
UNRWA	–	–
<b>Other key organisations</b>		
UNESCO	–	–
OECD DAC	An important influencing channel for Finland are the informal Nordic+ and EU networks.	OECD DAC 2016 IP
<b>Aid for Trade Organisations (TUO-10 group)</b>		
EIF	–	–
ITC	–	–
UNIDO	–	–
UNCTAD	Finland has promoted its positions in informal group meetings across country groups. Informal discussions indicate that Finland's positions are well included in the conference themes.	UNCTAD 2015 report
<b>Health and other topics (KEO-90, previously KEO-40)</b>		
ILO	–	–
UNAIDS	–	–
UNODC	–	–
WHO	Work through unofficial like-minded groups in Geneva.  Finland proposed and managed to pass a resolution ( <i>päätöslauselma</i> ) in informal consultations, which was later formally approved in the meeting of the executive committee ( <i>hallintoneuvoston kokous</i> ) in January 2016.	WHO 2015 report

**Table 6:** High-level meetings.

	Bilateral consultations/ influencing	Nordic consultations	Other consultations	Meetings with directors of the multilateral organisations
<b>Development banks (KEO-50)</b>				
<b>AfDB</b>	AfDB 2016 IP	–	–	AfDB 2016 report (director general) AfDB 2017 report (meetings with directors)
<b>AsDB</b>	AsDB 2014 report	–	AsDB 2015 report (assumably donor consultations) AsDB 2016 IP, AsDB 2016 report (donor consultations)	AsDB 2015 report (directors of the bank) AsDB 2016 report (director general) AsDB 2017 report (meetings with directors)
<b>IDB</b>	IDB 2016 report	–	–	IDB 2016 report (country director and regional director in HQ)
<b>IFAD</b>	–	IFAD 2016 IP	–	IFAD 2017 report (regular meetings with directors)
<b>WBG</b>	WBG 2015 report	–	–	–



	Bilateral consultations/influencing	Nordic consultations	Other consultations	Meetings with directors of the multilateral organisations
<b>UN development organisations (KEO-90, previously KEO-40)</b>				
<b>UNDP</b>	UNDP 2016 IP UNDP 2017 report	–	–	UNDP 2015 UNDP 2016 report (Pekka Puustinen met with the director of the partnerships office Michael O'Neill in June 2016) UNDP 2017 report (meetings with directors) UNDP 2018 report (regular high-level meetings)
<b>UNFPA</b>	UNFPA 2015 report UNFPA 2016 IP UNFPA 2017 report UNFPA 2018 report	–	–	UNFPA 2016 IP (director general, other directors, as influencing means) UNFPA 2016 report (political level discussions with directors) UNFPA 2018 report (regular high-level meetings)
<b>UNICEF</b>	UNICEF 2016 IP UNICEF 2016 report UNICEF 2017 report UNICEF 2018 report	–	UNICEF 2016 report (assumingly, donor consultations and informal consultations)	UNICEF 2015 report (secretary-general, director of evaluation unit) UNICEF 2015 report (several meetings, including the Minister of Trade and Development, met with the Director-General in September 2015). UNICEF 2016 report (regular high-level meetings with directors, the Finnish Prime Minister met with the Director-General Syria aid conference in London on February 2016. The minister of trade and development met UNICEF's vice director-general in Copenhagen in May 2016 and the director-general in the UN General Assembly high-level week in September 2016. The permanent representative met with the directors of UNICEF in 2016). UNICEF 2017 report (several high-level meetings during the reporting period; including, Minister of Trade and Development Mykkänen's visit to Copenhagen in November 2017, Minister of Social Affairs and Health, Pirkko Mattila, met with the Vice Director General Shanelle Hall, Under-Secretary of State, Elina Kalkku, met with UNICEF's Director of Eastern and Southern Africa Regional Office, Leila Pakkala)
<b>UN WOMEN</b>	UN WOMEN 2015 report UN WOMEN 2016 IP UN WOMEN 2016 report UN WOMEN 2017 report	–	–	UN WOMEN 2016 report (meetings with directors at the level of head of state, minister and high officials) UN WOMEN 2017 report (regular meetings with directors, in the context of the UN General Assembly, Minister Mykkänen met with the Director-General of UN WOMEN; also other meetings).



	Bilateral consultations/influencing	Nordic consultations	Other consultations	Meetings with directors of the multilateral organisations
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>				
<b>FAO</b>	FAO 2014, 2015 reports	–	–	FAO 2015 report (director general)
<b>GCF</b>	–	–	GCF 2016 report (informal consultations led by Finland and Sudan)	–
<b>GEF</b>	–	–	–	–
<b>UNEP</b>	UNEP 2015 report	UNEP 2015 report UNEP 2016 IP UNEP 2016 report UNEP 2018 report	–	–
<b>WFP</b>	WFP 2015 report WFP 2016 IP	WFP 2015 report	WFP 2015 report (unspecified consultations) WFP 2015 report (integrated road map consultations) WFP 2017 report (executive committee consultations)	WFP 2017 report (dinner meeting)
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>				
<b>CERF</b>	–	–	–	–
<b>ISDR</b>	ISDR 2016 IP ISDR 2018 report	–	–	ISDR 2016 report (high-level meetings, Finnish Kirsi Madi second-highest official in ISDR)
<b>OCHA</b>	OCHA 2015 report OCHA 2016 report OCHA 2017 report	OCHA 2016 report OCHA 2017 report	Word Humanitarian Summit regional consultations OCHA 2015 report	OCHA 2016 report (meetings with OCHA's directors; a meeting between Minister Mykkänen and Deputy Secretary-General O'Brien)
<b>PBF</b>	–	–	–	–





	Bilateral consultations/influencing	Nordic consultations	Other consultations	Meetings with directors of the multilateral organisations
<b>UNHCR</b>	UNHCR 2015 report UNHCR 2016 IP UNHCR 2016 report UNHCR 2017 report UNHCR 2018 report	–	–	UNHCR 2016 report (high-level visits by Finland)
<b>UNRWA</b>	UNRWA 2015 report	–	–	UNRWA 2014 management response (main commissioner; pääkomissaari) UNRWA 2016 IP (high-level directors, as influencing means) UNRWA 2016 report (meetings with directors)
<b>Other key organisations</b>				
<b>UNESCO (KEO-10)</b>	UNESCO 2016 IP	UNESCO 2016 report	–	–
<b>OECD DAC (POL-50)</b>	OECD DAC 2016 IP	–	–	–
<b>Aid for Trade Organisations (TUO-10 group)</b>				
<b>EIF</b>	–	–	–	EIF 2016 report (meetings with directors)
<b>ITC</b>	–	–	–	–
<b>UNIDO</b>	–	–	–	–
<b>UNCTAD</b>	–	–	–	UNCTAD 2015 report (secretary-general)
<b>Health and other topics (KEO-90, previously KEO-40)</b>				
<b>ILO</b>	ILO 2015 report	–	–	ILO 2015 report (director general)
<b>UNAIDS</b>	–	–	–	–
<b>UNODC</b>	UNODC 2015 report	–	–	–
<b>WHO</b>	WHO 2015 report	–	–	WHO 2015 report (director general)



**Table 7: Events, visits and use of high-level figures.**

	Events and side events outside of Finland	Use of high-level figures and celebrities	Visits to Finland and events in Finland	Campaigns
<b>Development banks (KEO-50)</b>				
<b>AfDB</b>	2014 (Finland participated in two events), 2017 (plan did not materialise)	–	2014 report (two visits) 2015 report (two visits, one event) 2016 report (Director-General visited Finland)	–
<b>AsDB</b>	2015 (Finland participated), 2016 (Finland participated), 2017 reports (Finland organised)	–	2014 report (joint AsDB, IFAD and IDB recruitment event) 2015 report (one event for Finnish companies; one visit planned) 2016, 2017 report (one visit)	–
<b>IDB</b>	–	–	2015 report (Finpro Road Show) 2015 report (joint AsDB, IFAD and IDB recruitment event)	–
<b>IFAD</b>	2017 report (IFAD and Finland agreed to plan an event)	–	2017 report (the Director-General Hounbo's visit)	–
<b>WBG</b>	2016 report (Finland participated)	2015 report (Sauli Niinistö; meeting with the President of WB)	–	–
<b>UN development organisations (KEO-90, previously KEO-40)</b>				
<b>UNDP</b>	2015 report (UNDP and Finland organised a side event) 2018 report (Finland participated; Minister of Trade and Development)	2015 report (Tarja Halonen, side event Empowering Women in Climate Action)	2015 report (Vice-Director Magdy Martinez, UN Recruitment Roadshow, Jens Wandel's visit) 2016, 2017 report (Helen Clark's visit)	–
<b>UNFPA</b>	2016 report (UNFPA and Finland organised) 2017 report (Finland co-sponsored a side event) 2018 report (plan to co-organise an event)	2015 report (Tarja Halonen, co-chair in a high-level working group) 2017 report (Minister of Trade and Development, Kai Mykkänen, She Decides campaign)	2015 report (UNFPA's representative in Start up to Scale up – Global Innovations for Children and Youth Summit" and Slush, visit of UNFPA's Director of Human Resources, UN Recruitment Road Show) 2016 report (report launch in Helsinki with the participation of Vice-Director Laura Londén)	2017 report (She Decides)



	Events and side events outside of Finland	Use of high-level figures and celebrities	Visits to Finland and events in Finland	Campaigns
<b>UNICEF</b>	2015-18 reports (co-organised events related to innovations, visit a recruitment expo)	–	2015 report (significant event: Global Innovations for Children and Youth/Start up to Scale up – Global Innovations for Children and Youth Summit, high-level participants from UNICEF; joint recruitment event  2017 report (Syria Conference)  2018 report (Slush)	2015, 2017 reports (HeForShe)
<b>UN WOMEN</b>	2017 report (mentions “events” in plural, co-organised events)	2014 management response  2015 report (Elisabeth Rehn, HeForShe campaign, advisor to 1325 assessment, main speaker in a high-level event)  2015, 2017 reports (Sauli Niinistö, HeForShe campaign)	2017 report (visit of the Vice-Director Lakshmi Puri, visit of the HeForShe campaign director Elisabeth Nyanmayaro during Slush)	–
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>				
<b>FAO</b>	2014 (participation in international events; Marjaana Pekkola as co-chair), 2015 reports (participated in international events)	–	2014 report (FAO-UNECE meeting in Rovaniemi, visit of FAO Vice-Director)	–
<b>GCF</b>	–	–	–	–
<b>GEF</b>	–	–	–	–
<b>UNEP</b>	2015 report (Finland’s permanent representation organised an event, Finland organised a side event in Geneva)	2015 report (Elisabeth Rehn, main speaker in a side event in Geneva)	2015 report (SBC programme’s Multistakeholder Advisory Committee kick-off meeting)	–
<b>WFP</b>	2016, 2017 reports (organisation of a side event)	2017 report (rapper Signmark)	2016 report (three visits to Finland to seek technical solutions to support field operations)  2018 report (visit of the Director-General David Beasley)	–



	Events and side events outside of Finland	Use of high-level figures and celebrities	Visits to Finland and events in Finland	Campaigns
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>				
<b>CERF</b>	–	–	–	–
<b>ISDR</b>	<p>2016 report (Finland in the drafting committee of an event)</p> <p>2017 report (Finland leading a session in an event; Finland regularly participating in Global Platform meetings with a multi-actor delegation).</p>	<p>2014 management response (Tarja Halonen, panellist, Sendai conference)</p> <p>ISDR 2015 report (Tarja Halonen involved in the Worldwide Initiative for Safe Schools (WISS))</p>	<p>2016 IP (visit of the Director of ISDR Secretariat)</p> <p>2017 report (event “Towards more risk-sensitive and risk-informed development co-operation.”)</p>	–
<b>OCHA</b>	<p>2014 management response (Finland organised a side event)</p> <p>2016 report (participation in a global summit, organisation of Nordic Innovation Day, and “several other” events as organiser or participant)</p> <p>2017 report (participation/co-organisation of three events)</p>	–	<p>2015 report (Emergency Response Coordinator’s, Stephen O’Brien’s, visit)</p> <p>2016 management response, report (OCHA-Nordic meeting)</p> <p>2017 report (GLAD event to promote the Charter on the Inclusion of Persons with Disabilities in Humanitarian Action)</p>	–
<b>PBF</b>	–	–	–	–
<b>UNHCR</b>	<p>2016 report (Finland co-hosted high-level Syria conference together with other UN organisations, participation in World Humanitarian Summit, including organisation of a side event)</p> <p>2017 report (active participation in events)</p>	–	–	2017 report (#IBelong)
<b>UNRWA</b>	–	–	–	–



	Events and side events outside of Finland	Use of high-level figures and celebrities	Visits to Finland and events in Finland	Campaigns
<b>Other key organisations</b>				
<b>UNESCO (KEO-10)</b>	2016 report (organisation of and participation in events in Paris “important for Finland’s visibility”  2017 report (the Permanent Representation organised/co-organised approximately 10 events during the reporting period)  2018 report (Finnish companies participated in the first-ever Structured Financing Dialogue)	–	2015 report (freedom of press main event, visit of the Director-General, UNESCO coordination meeting)  2016 (event targeted to accredited ambassadors in Finland)	2017 report (a campaign to promote Finland to the Executive Committee)
<b>OECD DAC (POL-50)</b>	–	–	–	–
<b>Aid for Trade Organisations (TUO-10 group)</b>				
<b>EIF</b>	2016 report (Finland as a panellist in WB and WTO organised event, and a speech in WTO Public Forum event)	–	–	–
<b>ITC</b>	2015 report (Finland co-organised a plenary-level event in WTO and Finland in a panel discussion in WTO ministerial meeting)	–	2015 report (visit of the Director-General)	–
<b>UNIDO</b>	–	–	–	–
<b>UNCTAD</b>	–	–	–	–
<b>Health and other topics (KEO-90, previously KEO-40)</b>				
<b>ILO</b>	–	–	2015 report (visit of the Director-General, Guy Ryder)	–
<b>UNAIDS</b>	2015 report (Finland participated in UNICEF Global Innovations for Children and Youth event; Finland in high-level HIV/AIDS meeting during UN General Assembly)	–	2015 report (visit of the Vice-Director Luiz Loures, recruitment event with the participation of the Director of Human Resources, Jonathan Ball)	–
<b>UNODC</b>	2015 report (Finland participated in a side event, co-organised an event)	–	–	–
<b>WHO</b>	2015 report (Finland organised a side event; the Permanent Representation sponsored an event)	–	2015 report (Safety 2016 conference, recruitment event)	–



**Table 8:** Written outputs and statements in meetings.

	Influence on statements, resolutions, declarations, providing statements*	Studies, assessments	Guidelines, guidebooks, specific strategies
<b>Development banks (KEO-50)</b>			
<b>AfDB</b>	2015, 2016 reports	2014 management response (study by an intern)  2016 report (statistical data on procurement with Nordic companies)  2017 report (analysis on the state of education in Africa; unclear what Finland role was concretely; influencing the WDR18 contents)	–
<b>AsDB</b>	2014, 2016 reports	2016 report (data on procurement between different countries in AsDB)	–
<b>IDB</b>	2015, 2016 reports	–	–
<b>IFAD</b>	2015, 2016 reports	–	–
<b>WBG</b>	2016 report	2015, 2016 reports (Participation in the World Development Report 2017)	2015 report (influence on gender strategy)  2017 report (influence on IDA18)
<b>UN development organisations (KEO-90, previously KEO-40)</b>			
<b>UNDP</b>	2015, 2016, 2017 reports	–	–
<b>UNFPA</b>	2016, 2017 report	–	–
<b>UNICEF</b>	2015, 2016, 2017, 2018 reports	–	2017 report (influence on the Gender Action Plan, 2014–2017; Finland's role not clear)
<b>UN WOMEN</b>	2015, 2016, 2017 reports	2017 report (Finland contributed to the Impact Champion Parity Report)	–
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>			
<b>FAO</b>	2014 report	–	–
<b>GCF</b>	2017 report	–	–
<b>GEF</b>	–	–	2017 report (influencing the formulation of gender guidelines)
<b>UNEP</b>	2015, 2016, 2018 reports, 2014 management response	–	–
<b>WFP</b>	2015, 2016, 2017 reports	–	2015 report (influence on gender policy paper)  2017 report (influence on the Emergency Preparedness Policy)



	Influence on statements, resolutions, declarations, providing statements*	Studies, assessments	Guidelines, guidebooks, specific strategies
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>			
<b>CERF</b>	–	–	–
<b>ISDR</b>	–	–	–
<b>OCHA</b>	2014 management response	2015 report (Finland financed a UNEP-OCHA study on environmental impacts of humanitarian crises)	2016 report (influence on the guidelines for the implementation of the – assumingly- Charter on Inclusion of Persons with Disabilities in Humanitarian Action; financing delivered through Handicap International)
<b>PBF</b>	–	–	–
<b>UNHCR</b>	2016 report	–	–
<b>UNRWA</b>	2016, 2017 reports, 2014 management response	–	2017 report (influence on the Gender Equality Strategy 2016–2021)
<b>Other key organisations</b>			
<b>UNESCO (KEO-10)</b>	2016 report	–	–
<b>OECD DAC (POL-50)</b>	2016 report	2015 report (Finland participated in the Mutual Accountability Review; Finland financed a pilot study on the evaluation methodologies of food security)	2016 report (influence on the guidelines for the standardisation of the application of the Gender Policy Marker)
<b>Aid for Trade Organisations (TUO-10 group)</b>			
<b>EIF</b>	2016 report	2016 report (influencing on the preparation of the Diagnostic Trade Integration Studies (DTIS))	–
<b>ITC</b>	–	–	–
<b>UNIDO</b>	–	–	2015 report (influence on UNIDO's gender strategy – Gender Equality and Empowerment of Women Strategy, 2016–2019)
<b>UNCTAD</b>	–	–	–
<b>Health and other topics (KEO-90, previously KEO-40)</b>			
<b>ILO</b>	–	–	–
<b>UNAIDS</b>	–	–	–
<b>UNODC</b>	–	–	–
<b>WHO</b>	2015 report, 2014 management response	–	–

Due to time constraints, the information in this column (Influence on statements, resolutions, declarations, providing statements) refers only to the document source indicating when these influencing means have been addressed in the report. The cases have not been checked individually. Therefore, the results are indicative only.





**Table 9:** Thematic areas mentioned in the influencing reports.

	AfDB	AsDB	IDB	IFAD	WBG	UNDP	UNFPA	UNICEF	UN Women	FAO	GCF	GEF	UNEP	WFP	ISDR	OCHA	UNHCR	UNRWA	UNESCO	OECD DAC	ITC	EIF	UNIDO	UNAIDS	UNCTAD	ILO	UNODC	WHO
<b>Operational effectiveness and efficiency</b>																												
Negotiations on financing and other financial aspects of multi-lateral organisations	x	x	x	x	x	x	x	x	x		x	x	x	x		x	x	x	x		x	x	x	x			x	
UN reform and division of labour between international organisations	x			x		x	x	x	x	x						x				x	x							
Strengthening of coordination between multi-lateral organisations, Resident Coordinator				x		x	x	x	x			x			x	x	x	x			x							
Transparency and efficiency of international organisations	x	x	x	x	x			x	x			x	x	x	x	x	x	x	x				x					
Mandate of the multilateral organisations						x			x			x	x							x								
RBM in the multilateral organisations	x	x	x	x	x		x	x	x			x	x	x	x	x	x	x		x		x		x			x	
Evaluation function, references to specific evaluations	x	x	x	x	x	x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x	x
MOPAN	x		x		x	x	x	x	x	x			x	x		x	x	x	x	x					x		x	
<b>Policy Priority Area 1: Rights of women and girls</b>																												
Gender equality, rights of women and girls	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
<b>Policy Priority Area 2: Sustainable economies and decent work</b>																												
Private sector and Aid for Trade	x	x	x	x	x	x	x	x	x			x	x	x	x	x				x	x	x	x					
Jobs and employment					x														x						x	x		
<b>Policy Priority Area 3: Education and peaceful democratic societies</b>																												
Peace, safety, refugees, post conflict				x	x	x			x			x				x	x	x	x	x								
Fragile states		x		x	x	x	x		x											x								
Education and training	x	x	x		x			x				x								x			x			x	x	



	AfDB	AsDB	IDB	IFAD	WBG	UNDP	UNFPA	UNICEF	UN Women	FAO	GCF	GEF	UNEP	WFP	ISDR	OCHA	UNHCR	UNRWA	UNESCO	OECD DAC	ITC	EIF	UNIDO	UNAIDS	UNCTAD	ILO	UNODC	WHO	
Governance, democracy, freedom of speech, transparency			x	x		x	x	x				x							x	x									
<b>Policy Priority Area 4: Climate and natural resources</b>																													
Agriculture, rural development and forestry	x			x						x		x	x											x					
Renewable energy		x	x		x								x																
Environment, natural resources and CC		x	x	x	x	x			x	x		x	x	x	x	x	x	x	x										
Food security and nutrition		x		x						x			x	x							x								
Disaster Risk Reduction, Sendai Framework		x													x	x													
<b>Cross-cutting objectives (excluding gender and the environment)</b>																													
HRBA and safeguards	x				x	x	x	x	x											x		x	x		x			x	
Non-discrimination, vulnerable groups								x	x			x				x	x	x									x		
People with disabilities					x	x		x	x					x	x	x	x	x								x			
<b>Humanitarian aid, disaster risk reduction and conflicts</b>																													
Humanitarian aid, emergency response					x	x		x	x	x				x		x			x										x
<b>Other topics</b>																													
Innovations			x			x	x	x	x				x																
International agreements										x	x	x	x							x									
Sustainable development, Agenda 2030			x	x	x	x	x	x	x		x	x	x	x	x				x	x	x	x	x	x	x				
Role of developing countries, country-level action	x	x		x	x	x	x		x	x		x	x	x	x					x		x							
Influencing dev country public policies			x												x	x													
LDCs (vs middle-income), geographical distribution of funds	x		x	x				x				x								x	x	x	x						



**Table 10:** Entities in charge of influencing work.

Organisation	Responsible Unit in MFA	Further information
<b>AfDB</b>	<b>KEO-50</b>	Responsibility of ownership steering with the Unit for Development Finance and Private Sector Cooperation (KEO-50) Governor: Under-Secretary of State for Development Policy Preparation of positions and preparatory work: regional departments, embassies/permanent missions, sectoral advisors (2016 IP)
<b>AsDB</b>	<b>KEO-50</b>	Influencing led by Helsinki, excluding periods when Finland has a representative in the executive board office. Governor: Under-Secretary of State for Development Policy Vice-Governor: Vice-Head of the Department for Development Policy Coordination: Unit for Development Finance and Private Sector Cooperation (KEO-50) Desk Officer with the supervision of the Unit Head. The Unit Head also acts as the main negotiator on financial aspects. Finland does not have an embassy in Manila. Other embassies in the region have contacts with AsDB. Contacts also through multi-bi projects from Helsinki. KEO-60 (nowadays KEO-90) supports a carbon market project of AsDB. (2016 IP)
<b>EIF</b>	<b>TUO-10</b>	EIF's management responsibility is with the Trade policy Unit. One civil servant is responsible for the board membership and monitoring the partnership. A civil servant responsible for Aid for Trade in the Geneva embassy also keeps contacts with EIF (2016 IP).
<b>GCF</b>	<b>KEO-60/ KEO-90</b>	Responsible unit: KEO-90, one full-time civil servant, the Unit Head acts in the official representative in the board. In the Ministry of Environment, one civil servant. Substance-related matters followed up by other civil servants. In the Ministry of Finance, one civil servant related to the replenishments (2016 IP).
<b>GEF</b>	<b>KEO-60/ KEO-90</b>	Main responsibility with the MFA. Work-related to the board and preparation of positions carried out in coordination between MFA, Ministry of Environment and Ministry of Finance (mainly during financial negotiations). Negotiations related to international environmental agreements led by the Ministry of Environment (2016 IP).
<b>IDB</b>	<b>KEO-50</b>	Finnish advisor in the office of the executive board (johtokuntatoimisto) during 1.9.2015 - 31.8.2018; responsibility to prepare targets and operational plan together with KEO-50 (2014 management response). IDB strongly deprioritised in autumn 2017. The civil servant responsible for WBG took over IDB (2017 report).
<b>IFAD</b>	<b>KEO-50</b>	Key actors: KEO-50, Permanent Representation of Finland to the Rome based UN Agencies, and the Embassy of Finland in Rome. The Permanent Representative represents Finland in the meetings of the A-List countries, maintains contacts with other Nordic countries and other members of the voting group and IFAD secretariat in Rome. Governor: Under-Secretary of State for Development Policy, also acted as the vice-chair of the executive board (hallintoneuvosto) and as a member of the Governing Council Bureau. Governor supported by KEO-50 desk officer. The Unit Head acts as the main negotiator in financial negotiations. KEO-20 advisors provide significant backstopping (2016 IP). KEO-50 desk officers have almost no time to dedicate for this work. The responsibility lies almost fully with the Rome embassy (2016 report).
<b>ISDR</b>	<b>KEO-70</b>	Main responsible for the implementation of the IP is the KEO-70 Desk Officer, KEO management and, if needed, KEO-20 Advisors and the Embassy of Finland in Geneva. The Ministry of Interior has played a central role in initiating the new Sendai national action plan (2016 IP).



Organisation	Responsible Unit in MFA	Further information
OCHA	KEO-70	Main responsible for the implementation of the IP is KEO-70 (Advisor and Desk Officer), KEO management and, if needed, KEO-20 Advisors and the Permanent Missions of Finland in Geneva and New York, to the extent possible, embassies in the countries where OCHA is present (e.g. Nairobi) (2016 IP). Collaboration with Team Finland (2016 report).
OECD DAC	KEO-10	Responsible unit: KEO-10. The Unit also includes civil servants responsible for Global Partnership for Effective Development Co-operation (GPEDC) and tax-related matters who participate when relevant. In the ministry, approximately 20 civil servants and advisors are involved. In Finland's Permanent Mission in Paris, a full-time DAC delegate, also responsible for OECD's Environment Policy Committee (EPOC). The Permanent Representative and the second-highest representative of the Permanent Mission influence on DAC-related matters also in the OECD's Council (neuvosto; e.g. development strategy) and in the Executive Committee (toimeenpaneva komitea; e.g. budget). When there are big meetings, an additional person is available (DAC-virkamiehen sijainen). In the past years, Finnish embassies located in developing countries have contributed significantly (Addis Abeba, Dar es Salaam, Kathmandu, Lusaka, Maputo and Nairobi) (2016 IP).
UNDP	KEO-40/ KEO-90	KEO-40/KEO-90 one civil servant in charge along with UNFPA, UNOPS, UNAIDS, and other tasks. One person is in charge in Finland's Permanent Mission in New York along with other tasks. Some time is also spent by other civil servants in New York, KEO-70, management of the development policy department, advisors, regional departments and other embassies (2016 IP).
UNEP	KEO-60/ KEO-90	One person in KEO-60/KEO-90 and one person in the Embassy of Finland in Nairobi in charge along with other tasks. The Head of the Embassy (päällikkö) also acts as a permanent representative of Finland in UNEP. The replacement of the Permanent Representative carries out the monitoring and influencing work in Nairobi. In New York, monitoring of UNEP is with the civil servant in charge of sustainable development along with other tasks. In Geneva, one advisor along with other tasks. In the Ministry of Environment, one civil servant along with other tasks. Several civil servants of the Ministry of Environment and the Finnish Environment Institute (SYKE) follow up substance-related matters when relevant (2016 IP).
UNESCO	POL-50	The Ministry of Education and Culture has a key role in the coordination of UNESCO-related matters. Three officers in charge, along with other tasks. In MFA, POL-50, but the role of KEO-20 Advisors is critical. In Paris, OECD and UNESCO Ambassador and one locally hired experts. The unit head and the leadership of the Ministry promote the objectives of the IP. Finland's National Commission for UNESCO (nominated by the Finnish Government) is an advisory body and acts as a link between UNESCO and Finland (2016 IP).
UNFPA	KEO-40/ KEO-90	UNFPA is monitored by one civil servant who is also in charge of UNOPS, UNAIDS, United Nations Commission on Population and Development, and UN reform. In New York, 1-2 civil servants along with other tasks. Time also dedicated by KEO-70, management of the Department for Development Policy, KEO-20 Advisors, representatives of the regional departments, EVA-11, and other embassies (2016 IP).
UNICEF	KEO-40/ KEO-90	UNICEF and UN WOMEN monitored by the same civil servant. In New York, one desk officer along with other tasks. Time also dedicated by KEO-70, management of the Department for Development Policy, KEO-20 Advisors, representatives of the regional departments, EVA-11, and other embassies (2016 IP).
UNRWA	KEO-70	KEO-70 desk officer who also monitors UNHCR more broadly. The Unit Head, Advisor and the Department leadership provide support. One civil servant in Ramallah office together with the Head of Mission. ALI-10 in charge of the projects implemented in coordination with UNRWA. Influencing monitored with the Ramallah office, but also from Beirut when relevant.



Organisation	Responsible Unit in MFA	Further information
UNWOM-EN	KEO-40/ KEO-90	One civil servant along with other tasks, and one person in the Permanent Mission of Finland to the United Nations along with other tasks. Some time dedicated by other staff of the Permanent Mission, management of the Department for Development Policy, Advisors, representatives of the Regional Departments and embassies (2016 IP).
WBG	KEO-50	KEO-50 representative's role is critical. In addition, an assistant has been supporting the work during the Nordic-Baltic Constituency board membership period. In the Ministry of Finance, 1–2 civil servants are in charge (2016 IP).
WFP	KEO-70	KEO-70 head of unit, advisor, desk officer, the leadership of the Development Policy Department, and KEO-20 advisers when necessary. In Rome, the Permanent Representative, project manager and an assistant carry out influencing work (2016 IP).
FAO	KEO-40/ KEO-90	Responsible Ministry: Ministry of Agriculture and Forestry, including Finland's National Committee for FAO.  Embassy of Finland in Rome, a multi-team of three people implements influencing work along with other tasks.  In MFA; KEO-40/KEO-90. In addition, KEO-60 and KEO-70 are in charge of their own sectors and regional departments (including embassies) for their own projects. MFA also coordinates the World Committee for Food Security (FAO/WFP/IFAD) (FAO 2014 report).
ILO	KEO-40/TEM	Responsible ministry: Ministry of Economic Affairs and Employment. Development policy influencing implemented through projects managed by regional departments and through national coordination led by the Ministry of Economic Affairs and Employment (for more information, see 2015 report).
UNAIDS	KEO-40/ KEO-90	Responsible unit KEO-40/KEO-90, in addition, coordination with embassies (ABA, ADD, BAN, DAR, KAB, LUS, MAP, NAI) (2015 report)
UNODC	KEO-40/ KEO-90	In MFA, KEO-40/KEO-90. Other ministries include the Ministry of Education, Ministry of the Interior, Ministry of Social Affairs and Health. Embassies: Wien, Kabul, Yangoon (2014 management response).
WHO	KEO-40/ KEO-90	Responsible ministry: Ministry of Social Affairs and Health. MFA involved through national coordination (for more information, see 2015 report).
UNHCR	KEO-70	Responsible unit KEO-70, also in charge of UNRWA, including the head of the unit and advisor, when necessary, the leadership of the department. Geneva representation plays a key role (New York to some extent) (2016 IP).
ITC	TUO-10	Collaboration also with the Sisters in Charge network, Finpro and Finnpartnership (2015 report).
CERF	To be confirmed	–
UNIDO	TUO-10	–
PBF	To be confirmed	–
UNCTAD	TUO-10	Collaboration with the UniPID network (2015 report).



**Table 11:** Vertical channels of influencing.

Institution	Finding	Source
<b>Development banks (KEO-50)</b>		
<b>AfDB</b>	Under-Secretary of State (Anne Sipiläinen) visited AfDB HQ	2015 report
	Donor coordination at the country level and AfDB's participation to it allows contacts at the country level, too. The role of Finnish embassies located in Africa is emphasised. Links between the influencing plan and Finland's bilateral country programmes is being sought and utilised.	2016 IP
<b>AsDB</b>	Finnish missions in many countries have direct contacts with AsDB's country and regional offices, which can also be used for influencing. Efforts are being made to strengthen the coordination of these contacts between the KEO-50 and the embassies.	2016 IP
<b>IDB</b>	Team Finland, MFA and the Ministry of Economic Affairs and Employment crisis business promotion trip to New York and Washington directed to Finnish companies.	2015 report
	The Finnish high-level representative in IDB (johtokuntaohjelmisto) has influenced the programming committee's statements, which has allowed including Finland's priorities in the processing of country strategies and country programme evaluations ( <i>Suomen prioriteetit on huomioitu kaikissa maastrategioiden ja maaohjelma-arviontien käsittelyssä</i> ). This approach has been well regarded because it allows steering country-level action while working with the highest management level of the Bank.	2016 report
	Close collaboration between KEO-50 Advisor and the Finnish representative in IDB allows dialogue and influencing on a daily basis.	2015 report
<b>IFAD</b>	–	–
<b>WBG</b>	–	–
<b>UN development organisations (KEO-90, previously KEO-40)</b>		
<b>UNDP</b>	Collaboration between the Kabul embassy, regional unit ja the unit responsible for the organisation as well as the Permanent Mission of Finland to the UN (YKE) is acknowledged.	2014 management response, 2015 report
<b>UNFPA</b>	Permanent Mission of Finland to the UN has played a key role in WEOG.	–
	The Development Evaluation Unit of MFA (EVA-11) provided valuable support for the unit responsible for the organisation and the Permanent Mission regarding a process related to the UNFPA's evaluation plan.	2015 report
	The role of Embassies/Permanent Missions (edustustot) should be increased in the future.	2106 IP, 2016 management response
	Efforts should be made to increase the compatibility of multi-bi cooperation and influencing objectives, collaboration in the ministry, and, where possible, influencing activities within organisations by the Embassies/Permanent Missions ( <i>edustustot</i> ). This requires better coordination and exchange of information within the ministry (including requesting quality group statement from KEO-40) and development of information systems.*	2017 report
<b>UNICEF</b>	Field visit to refugee camps in Jordania	2015 report
	Business promotion mission to Copenhagen	2015, 2016 reports
	Field visit to Tanzania	2016 report
	–	2015, 2016 reports
	–	



Institution	Finding	Source
UN WOMEN	*Exactly the same paragraph as in UNFPA 2017 report above.	2017 report
	–	–
	–	–
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>		
FAO	Helsinki (MFA and the Ministry of Agriculture and Forestry) participate in a working group, FAO-Agri, that operates under the Management Group ( <i>hallintoneuvosto</i> ). The Embassy participates in coordination in Rome.	2014, 2015 reports
	MFA monitors implementation with support from the Embassies and, for example, by the field visits of the Advisors.	2015 report
	MFA and/or the Ministry of Agriculture and Forestry participate in the meetings of FAO technical committees (e.g. Agriculture, Forests, Commodities).	
GCF	–	–
GEF	–	–
UNEP	Finland influences through the bilateral activities by the Embassies/Permanent Missions ( <i>edustustot</i> ).	2015 report
	The Nairobi embassy carries out consultations with UNEP's Secretariat and with the countries outside EU (example related to the resolution on UNEP's and UNEA's role in the implementation of the environmental aspects of the Agenda 2030).	
	The Permanent Mission in New York and Geneva have organised events related to Finland's endeavours.	
WFP	Field missions (unspecified); four visits to Jordania	2015 report
	Field visits (as an influencing means)	2016 IP
	Field visit West Africa	2017 report
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>		
CERF	–	–
ISDR	Field visits (as an influencing means)	2016 IP
	The core of the cooperation between ISDR and Finland is to mainstream DDR in developing countries and their national planning	2016 report
	Finland's Permanent Mission in Geneva played a key role in inter-governmental negotiations related to the Sendai agreement.	2015 report
	Finland's Permanent Mission in Geneva plays a key role in general related to ISDR's work. This is supported by the fact that the Director-General of the World Meteorological Organisation, Petteri Taalas (Finnish person), is also based there (supports the discussions on disaster risk reduction).	2018
OCHA	Team Finland mission to Copenhagen	2015 report
	Field visits (as an influencing means)	2016 IP
	Field visits (unspecified)	2016 report
	Finland follows OCHA's operations through the Permanent Missions in Geneva and New York, and to the extent possible, through Nairobi and Abuja Embassies.	2015 report
PBF	–	–





Institution	Finding	Source
UNHCR	Field visits (unspecified)	2015, 2018 reports
	Nordic collaboration through the Geneva Permanent Mission is regular and established.	2016 IP
UNRWA	Plan to carry out annual discussions with the Country Directors to follow up on the Drivers of Change approach and Gender Focal Point system	2016 report
	Very important bilateral channels of influence are active high-level visits and liaison with Finland's Ramallah Office.	2016 IP
<b>Other key organisations</b>		
UNESCO	Finland's campaign to become a member of the Executive Committee was actively pursued by the Paris Embassy as part of its daily work, by Helsinki and by the network of Embassies (in particular with regard to requests for support and targeted demarches). During 2017, the Permanent Mission organised approximately 10 events either on its own or in cooperation with other countries.	2017 report
OECD DAC	–	–
<b>Aid for Trade Organisations (TUO-10 group)</b>		
EIF	Finland has not invested in country-level influencing (as was initially planned) due to limited human resources in the Embassies.	2016 report
ITC	Close collaboration with the Embassies in the region (referring to East Africa; Kenya, Tanzania, Zambia). Helsinki has participated in Steering Committee meetings (Lusaka and Helsinki) of two regional value chain projects financed by Finland.	2015 report
UNIDO	–	–
UNCTAD	–	–
<b>Health and other topics (KEO-90, previously KEO-40)</b>		
ILO	–	–
UNAIDS	The targets of the influencing plan and its implementation were discussed with the embassies (ABA, ADD, BAN, DAR, KAB, LUS, MAP, NAI). The Embassies were requested to find out about the views of UNAIDS's country offices regarding the status of HIV/AIDS in those countries and estimations on the achievement of objectives at the country level.	2015 report
UNODC	Close contacts between MFA's regional department and Finland's Embassy in Vienna, including situational information on drugs in Afghanistan and the use of information produced by UNODC. The Embassy participates in Nordic cooperation and EU coordination and is responsible for expressing Finland's national views when necessary.  KEO-40 participated in a meeting of the Commission on Narcotic Drugs (CND) and United Nations General Assembly Special Session on Drugs (UNGASS) negotiations. Vienna Embassy carried out follow-up meetings.	–
WHO	After the budget cuts, Finland's influencing in WHO is led by the Ministry of Social Affairs and Health of Finland. Aspects related to MFA are being dealt with by the Geneva Permanent Mission.	2015 report

In addition, a joint field mission of the Rome organisations was organised in 2017 (2017 Synthesis Report). Finland's role in the mission is unclear.

The 2014 and 2017 Synthesis Reports discuss the importance of strengthening coordination between regional departments, embassies and multilateral organisations is essential, especially when there are multi-bi projects.



**Table 12:** Views on core funding vs. earmarked funding.

Institution	Observations	Source
<b>Development banks (KEO-50)</b>		
<b>AfDB – multi-bi seen as an opportunity</b>	Recommendation to think about synergies between country-level action and Finland's influencing work.	AfDB 2017 management response, AfDB 2016 IP
<b>AsDB – approach not clear</b>	Challenges to create synergies between bilateral cooperation and AsDB funding.	AsDB 2014 management response, report
<b>IDB</b>	–	–
<b>IFAD</b>	–	–
<b>WBG</b>	–	–
<b>UN development organisations (KEO-90, previously KEO-40)</b>		
<b>UNDP – multi-bi seen as an opportunity</b>	Finland's influencing targets and the earmarked projects cover the same thematic areas (democratic governance, the rule of law and crisis prevention). Finland's financing in Afghanistan has been used for influencing in New York.	UNDP 2014 management response, 2015 report
	Earmarked funding has also supported a variety of other processes.	UNDP 2015 report
	Positive tone on multi-bi projects.	UNDP 2016 report
	Recommendation to strengthen synergies between multi-bi cooperation and influencing targets, internal coordination in the MFA and influencing of the organisations by the embassies.	UNDP 2017 report
<b>UNFPA – multi-bi seen as an opportunity</b>	Finland's influencing targets are also reflected in the multi-bi projects.	UNFPA 2016 report
	Recommendation to strengthen synergies between multi-bi cooperation and influencing targets, internal coordination in the MFA and influencing of the organisations by the embassies.	UNFPA 2016 report
<b>UNICEF – multi-bi seen as an opportunity</b>	Finland's influencing targets are also reflected in the multi-bi projects.	UNICEF 2014 management response
	Multi-bi projects are an important influencing means.	UNICEF 2015 report
	Finland's influencing targets follow the priorities of the multi-bi projects (and where UNICEF has a comparative advantage and added value) (list of projects provided).	UNICEF 2015 report
	Recommendation to strengthen synergies between multi-bi cooperation and influencing targets, internal coordination in the MFA and influencing of the organisations by the embassies.	UNICEF 2015 report, 2016 report, 2017 report
	Influencing work has been carried out at the country level through multi-bi projects. Influencing would be more effective if there was closer coordination between KEO-40, country team, and embassy when projects are being designed.	UNICEF 2016 report
<b>UN WOMEN – multi-bi seen as an opportunity</b>	Multi-bi funding to UN WOMEN is significant, and coherence should receive attention.	UN WOMEN 2014 management response
	Project list provided.	UN WOMEN 2017 report
	Recommendation to strengthen synergies between multi-bi cooperation and influencing targets, internal coordination in the MFA and influencing of the organisations by the embassies.	UN WOMEN 2017 report



Institution	Observations	Source
<b>Multilateral organisations that deal with the environment (KEO-90, previously KEO-40) (including WFP)</b>		
<b>FAO – approach not entirely clear but tends towards positive</b>	MFA HQ representative in the donor group and the steering committee of the Forest and Farm Facility (FFF); normally, steering carried out by the embassy. List of other projects provided.	FAO 2014 report
<b>GCF</b>	–	–
<b>GEF</b>	–	–
<b>UNEP – negative</b>	The relationship between core funding and earmarked funding in UNEP’s general budget is chronically skewed.	UNEP 2018 report
<b>WFP – strongly negative</b>	Finland promotes unearmarked funding in WFP.	WFP 2015 report, 2017 report, 2018 report
<b>Humanitarian organisations (KEO-70) (excluding WFP)</b>		
<b>CERF</b>	–	–
<b>ISDR</b>	–	–
<b>OCHA – negative but one project (connecting business) mentioned as an opportunity</b>	–	OCHA 2017 report
<b>PBF</b>	–	–
<b>UNHCR - multi-bi seen as an opportunity</b>	Finland should consider funding multi-bi projects.	UNHCR 2018 report
<b>UNRWA – not entirely clear but seems that multi-bi is seen as an opportunity</b>	Separate funding for vulnerable groups should be considered.	UNHCR 2014 management response
<b>Other key organisations</b>		
<b>UNESCO – multi-bi seen as an opportunity although multi-year core funding is also promoted</b>	List of projects provided.	UNESCO 2016 report
<b>OECD DAC</b>	–	–
<b>Aid for Trade Organisations (TUO-10 group)</b>		
<b>EIF</b>	–	–
<b>ITC - multi-bi seen as an opportunity</b>	List of projects provided. Projects have maintained contacts with the embassies in the concerned countries strengthening connections between the multi-bi projects. Positive visibility to Finland in ITC website and newsletters.	ITC 2015 report
<b>UNIDO</b>	–	–
<b>UNCTAD</b>	–	–
<b>Health and other topics (KEO-90, previously KEO-40)</b>		
<b>ILO</b>	–	–
<b>UNAIDS</b>	–	–
<b>UNODC</b>	–	–
<b>WHO</b>	–	–



Table 13 below lists the most common topics related to issues faced with the IPs emerging mainly from the management responses.

**Table 13:** How to improve the influencing plans: Issues faced with the IPs.

Issue	Sources
<b>Poor results-level reporting</b>	IDB 2014 management response, UN WOMEN 2014 management response, UNAIDS 2014 management response, UNDP 2014 management response, UNEP 2014 management response, UNICEF 2014 management response, UNISDR 2014 management response, UNODC 2014 management response, WBG 2014 management response, WFP 2014 management response, WHO 2014 management response, UN WOMEN 2016 management response.
<b>Level of ambition</b>	IDB 2014 management response, OCHA 2014 management response, UN WOMEN 2014 management response, UNHCR 2014 management response, UNICEF 2014 management response, UNRWA 2014 management response, WBG 2014 management response, WFP 2014 management response, WHO 2014 management response, AsDB 2015 report, ILO 2015 report, UNEP 2016 management response, UNICEF 2016 management response, WBG 2017 report.
<b>Issues with indicators</b>	AsDB 2014 management response, ILO 2014 management response, OCHA 2014 management response, UN WOMEN 2014 management response, UNDP 2014 management response, UNEP 2014 management response, UNFPA 2014 management response, UNHCR 2014 management response, UNISDR 2014 management response, UNRWA 2014 management response, WFP 2014 management response, WHO 2014 management response, UNRWA 2016 management response.
<b>Focus</b>	UNFPA 2014 management response, UNHCR 2014 management response, UNICEF 2014 management response, UNISDR 2014 management response, UNRWA 2016 management response, WFP 2014 management response, UNHCR 2015 report, UN WOMEN 2015 report, AfDB 2016 management response, AfDB 2017 report, UNRWA 2017 report.
<b>Incomplete reporting against targets</b>	AfDB 2014 management response, FAO 2014 management response, IFAD 2014 management response, UNDP 2014 management response, UNICEF 2014 management response, OECD DAC 2016 management response.
<b>Logical flow</b>	OCHA 2014 management response, WFP 2014 management response, UNICEF 2016 management response.
<b>Finland's role/contribution</b>	UNHCR 2014, 2016 management responses, IFA 2016 management response.
<b>Level of concreteness</b>	UNICEF 2016 management response, UN WOMEN 2016 management response, UNFPA 2017 report

In addition, some reflections on how the system could be improved extracted from the 2016 and 2017 Synthesis Reports.



**Box 3:** How to improve the influencing plans: Conclusions included in the 2016 Synthesis Report (translated with Machine Translation).

### **Proposals for conclusions**

#### **A. A strategic view of the whole**

- Planning multilateral influence as a whole with strong priorities.
- Set goals above the theme, organisation group, and organisation-specific planning.
- Incorporate multilateral influencing as part of priority and cross-priority strategic planning.

#### **B. Prioritisation in each advocacy plan and unit**

- Set up a realistic set of targets when updating plans based on annual reporting.
- Focusing on objectives in the most appropriate cluster (e.g. training in all financial institutions?).
- Dropping a few plans (e.g. ISDR or OCHA, where Finland is more a partner than an influencer).

#### **C. Implement best practices in practice**

- Modifying the means of the plans to support Finland's application for key positions, raising / maintaining a profile, working with like-minded and persuasive people, and focusing on detail.
- Ensuring that delegations are supported by advisers and that the cooperation is sufficiently detailed, timely and concrete. Cooperation with other ministries in organisations with shared monitoring responsibilities will also be considered.
- Directing human resources, time and expertise to influence influencing and subject matter.

#### **D. Improving profit orientation**

- Continuing the development and mutual learning of performance-based advocacy and performance management. A working group shall be established to support the development of the work. The need to develop results-oriented advocacy in other fora (country level, EU, etc.)
- Addition of objectives and indicators to promote Finnish procurement, taking into account the differences between organisations as procurers. Existence of the existing work of the Working Party on Trade and Development.
- File the scorecards on the scorecards to the appropriate level of challenge, logical chain and appropriate metrics.
- Focus reporting on monitoring organisational change objectives alongside Finland's immediate impact objective. Utilise organisations' own scorecards and estimates, as well as MOPAN reports.
- Use annual reporting and discussion with management for strategic review from a forward-looking perspective. “



**Box 4:** How to improve the influencing plans: Extract from the 2017 Synthesis Report (translated with Machine Translation).

The state of influence on efficiency and effectiveness can be thought of as the need for perseverance to work on changes at the organisational level in Finland, and for Finland to look at ways of influencing both within its immediate sphere of influence and more broadly. In these questions, goal setting and realistic timing is also challenging. It is proposed that, for future impact plans, the effectiveness and efficiency of organisations should be examined – and influenced – in a more coherent and systematic manner. This has also been made clear in the context of the MFA’s reform of development cooperation

The synthesis of the 2016 reports identified the so-called best practices for influencing Finland. There are similar factors behind the successes of 2017:

- Focusing; prioritisation
- Persistence
- clear profile
- taking responsibility (vastuunotto)
- finding alliances.

In addition, acting in different forums at the same time (disabled people with humanitarian aid), expanding alliances (WFP; adding members to a group of friends) and inviting “challenging countries” to informal discussions (WFP: co-financing dinner) have proven good practices.

**Table 14:** Finland’s interaction with other countries.

Country	Organisation
<b>A-List</b>	IFAD
<b>Arctic and Antarctic cooperation</b>	UNEP
<b>Argentina</b>	WFP
<b>Australia</b>	ITC, UNDP, UNHCR, OCHA, UNEP
<b>Austria</b>	IDB, UNAIDS
<b>Belgium</b>	UNDP, UNEP, WFP
<b>Brazil</b>	OCHA, UNEP
<b>Canada</b>	AsDB, OCHA, IFAD, UNDP, UNHCR, AfDB, UNEP
<b>Costa Rica</b>	IDB
<b>Denmark</b>	UNAIDS, UNIDO, WFP, AsDB, EIF, UNICEF, AfDB, UNRWA
<b>EU, European partners</b>	AfDB, AsDB, FAO, GCF, IFAD, ILO, ISDR, OCHA, OECD DAC, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UNHCR, UNIDO, UNODC, UNRWA, UN WOMEN, EFP, WHO
<b>France</b>	UNDP
<b>Germany</b>	UNDP, WBG
<b>Hungary</b>	OCHA, GCF, UNHCR
<b>Iceland</b>	WFP
<b>India</b>	AfDB, IFAD
<b>Indonesia</b>	IFAD



Country	Organisation
Ireland	AsDB, IFAD
Italy	UNDP, WFP
Latvia	UN WOMEN
Like-minded group by Sweden, Switzerland, Island and Austria	UNAIDS
Lithuania	UNESCO
Luxemburg	OCHA
New Zealand	WFP
Nordic-Baltic Constituency (NBC)	WBG, WHO
Norway	UNAIDS, WHO, AsDB, UNRWA, WBG, AfDB, UNICEF
Peru	UNDP
Slovakia	WHO
Switzerland	GCF, WFP
The Netherlands	UNIDO, AsDB, GEF, GCF, UNDP
United Kingdom	UNDP, UNESCO, OCHA, UNICEF
United States	ITC, WHO, UNFPA, UNHCR, UNICEF, UNRWA, WFP, AfDB, UNDP, UNHCR, UN WOMEN, AsDB, UNESCO, UNFPA
Unspecified like-minded groups	GEF, AfDB, AsDB, OECD DAC, GEF, IDB, ILO, UNHCR, UNDP, UNESCO, UNFPA, UNICEF, UNODC, UNRWA, EIF; GCF, IFAD, UN WOMEN, WFP, GEF, OCHA, UNEP, WBG
UTSTEIN Group	UNDP, UNEP
WEOG countries (Western European and Others Group)	OCHA, UNDP, UNFPA, UN WOMEN, UNFPA, UNICEF, UNEP
Western elections group ( <i>läntinen vaaliryhmä</i> )	UNESCO

The specific text passages can be found in the database of the coded segments by searching for the specific country and then the related organisation.

**Table 15:** External actors

External actor	Activity	Source
<b>Climate and Clean Air Coalition (CCAC)</b>	Finland participated actively in the CCAC	UNEP 2016 report
<b>Disney/Lucas Films and Page Foundation</b>	Finland supported an Innovation Fund of UNICEF; Disney/ Lucas Films and Page Foundation other donors	UNICEF 2016 report
<b>Finn Church Aid</b>	A partnership between Finn Church Aid and UNICEF in humanitarian aid with Finland's support	UNICEF 2015, 2016 reports
<b>Finnish Commerce Federation (<i>Kauppan liitto</i>) and Sitra (Finnish Innovation Fund)</b>	Green Deal agreement signed between the Finnish Commerce Federation and the Ministry of Environment as well as the Circular Economy Roadmap by Sitra were noted by UNEP's campaign for the prevention of environmental contamination	2017 Synthesis Report
<b>Finnish Defence Forces</b>	Visibility to the Finnish Defence Forces (regarding the distribution of a course for the prevention of violence in intimate relationships) in the Impact Champion Parity Report during UNGA 2017 week	UN WOMEN 2017 report





External actor	Activity	Source
<b>Finnish Meteorological Institute</b>	Finnish Meteorological Institute's technical solutions promoted in ISDR together with private companies (the "Saving Lives" initiative)	ISDR 2016, 2018 report
<b>Finpro</b>	Collaboration between Finpro and ITC/UNIDO related to Aid for Trade	ITC 2015 report, UNIDO 2015 report
<b>Green Building Council, World Green Building Council and the RMIT University from Melbourne</b>	Finland was closely involved in campaigning for sustainable consumption and production in UNEP. Programme Leadership includes the Green Building Council, the World Green Building Council and the RMIT University from Melbourne.	UNEP 2016 report
<b>Handicap International</b>	Collaboration between the two organisations (e.g. pilot project in Jordan)	WFP 2016 report
<b>Inter-Agency Standing Committee (IASC)</b>	Finland's aim is that UN WOMEN would become a member of IASC  UNHCR participates in the work to include PwD in humanitarian work	OCHA 2016 management response, report, UN WOMEN 2016 report  UNHCR 2016 report
<b>International Disability Alliance</b>	International Disability Alliance in indicator working group dealing with PwD	ISDR 2016 report
<b>Nordic Trust Fund</b>	Finland funds the Nordic Trust Fund in the WBG	WBG 2016 report
<b>Umbrella Facility for Gender Equality (UFGE)</b>	Finland is active in the Fund	WBG 2016 report
<b>Women's Refugee Council</b>	Field level cooperation between UNHCR and Women's Refugee Council	UNHCR 2016 report
<b>World Meteorological Organisation (WMO)</b>	Close contacts with MFA and WMO (Finnish Director) under ISDR	ISDR 2016, 2018 reports
<b>Climate Technology Centre and Network</b>	Finnish director elected	UNEP 2014 management response
<b>Nordic Development Fund (NDF)</b>	Joint projects with AfDB	AfDB 2014 report
<b>Finnish Institute for Health and Welfare (THL)</b>	Direct contact established between THL and AsDB through the Finpro Beautiful Beijing project	AsDB 2015 report
<b>Finnish Tax Administration (<i>verohallinto</i>)</b>	Contract of technical support from the Finnish Tax Administration to the Tax Inspectors without Borders	OECD DAC 2015 report
<b>The Joint Authority of Education in Espoo Region (Omnia)</b>	Plan to involve Omnia for AfDB education cooperation; but due to reasons related to financial regulations, it was not possible to sign the contract	AfDB 2017 report
<b>Various</b>	A large group of Finnish actors invited to by KEO-70 to the Humanitarian Aid Partnership Week in Geneva in February 2018	See OCHA 2017 report



# Annex 5: Review of literature on influencing

There is a significant body of literature on the subject of influence; however, the majority focus is on influencing techniques that the individual (typically in business or in politics) can employ to achieve his/her objectives. That said, there is an emerging literature on the subject of organisational influence noting that much of that literature integrates the former field of study. As such, this annex presents the summary review of literature with reference to, first, the individual level followed by a summary review of relevant literature pertaining to the question of influence at a broader, organisational level.

## 5.1. Leadership (individual level)

The literature on influencing is characterised by checklist type approaches detailing well established principles that underpin theory of influence and checklists that support the adoption of certain tactics through which the principles are exercised with a view to exerting or gaining influence.

*In Influence: The Psychology of Persuasion*, which was first published in 1984, Cialdini introduces six principles of influence that are referred to and/or adapted in much of the literature on how to be an influential individual or leader:

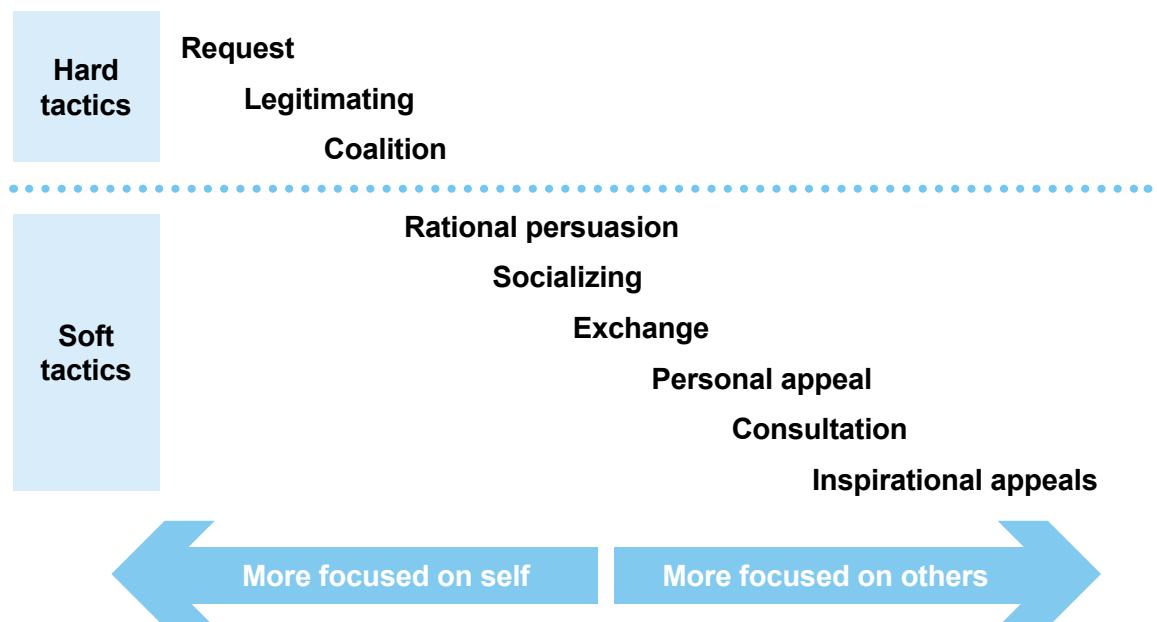
1. **Reciprocity.** The idea of reciprocity is a powerful one. Giving others small gifts, treating others with respect, and doing favours for those in need, triggers a sense of obligation in the receiver to, so to speak, return the favour.
2. **Consistency.** The principle of consistency is based on the power of active, public, and voluntary commitments, which results in people actually sticking to their word. An active commitment is something overt that is written or spoken in the presence of others. Active commitment creates a much greater likelihood of follow through. Public commitment adds a level of accountability, and commitment that is voluntary will be seen through.
3. **Social Proof.** The power of example is also powerful, particularly for those new to any given social context because, in general, people rely on social cues from others on how to think, feel, and act in many situations.
4. **Liking.** People like those who like them or who they perceive as friends. So, finding common ground with the people you meet is important and provides an element of traction from which to build. Being observant of people can provide ‘clues’ that may reveal where such common ground might lie. Liking can also be triggered through the use of genuine praise, which can also serve to establish a positive rapport.
5. **Authority.** Being perceived as an expert in a given area or subject will likely result in deference from others and open the door to enhanced opportunity for influence. Sometimes it may be necessary to find an opportunity to let others know of your expertise (they may not) without doing so in a boastful manner.



6. **Scarcity.** According to the laws of supply and demand, people value what is scarce. It's just basic supply and demand. Attaching conditions (e.g., time limited, supply limited) can create a sense of scarcity. Setting up an exchange with an associated element of exclusivity (e.g., access to information shared with a limited number of people) can be interpreted as a favour that will be highly valued (straying into the reciprocity territory).

In an exploration of 'leadership, Feser (2016) details nine influencing tactics – some 'soft', others 'hard' - that can be used to gain influence. These nine tactics were first identified by Kipnis, Schmidt, and Wilkinson (1980) in their research into influencing behavior. Based on their empirical research, they developed an instrument called the Profile of Organisational Influence Strategies (POIS) to measure the frequency with which various people within organisations use specific influencing tactics. The three "hard" tactics, and six "soft" tactics are shown in Figure 5 below:

**Figure 5:** Profile of Organisational Influence Strategies.



Source: Kipnis, Schmidt, and Wilkinson (1980).

The 'hard' tactics are presented as relatively simple and straightforward, whereas soft tactics are more complex and require the ability to influence based on the perspectives and characteristics of others, including an understanding of what motivates them.

The three hard tactics are defined, in short, as follows:

- **Requesting** is when the leader uses simple demands to get others to take action and the assertion of position. Requesting, which is the influence approach at the core of "command and control" leadership, requires frequent checking and persistent reminders to get people to act.
- **Legitimizing** is slightly more complex than requesting in that a leader adds a legitimization or rationalisation for the command and control approach, i.e., the leader uses authority or credentials to explain and influence (e.g., drawing on precedent, directives, laws, rules etc.)
- **Coalition** is similar to legitimating but, rather than direct authority, relies on the creation of a network or built consensus to extend the leader's power base.



The six soft tactics are defined, in short, as follows:

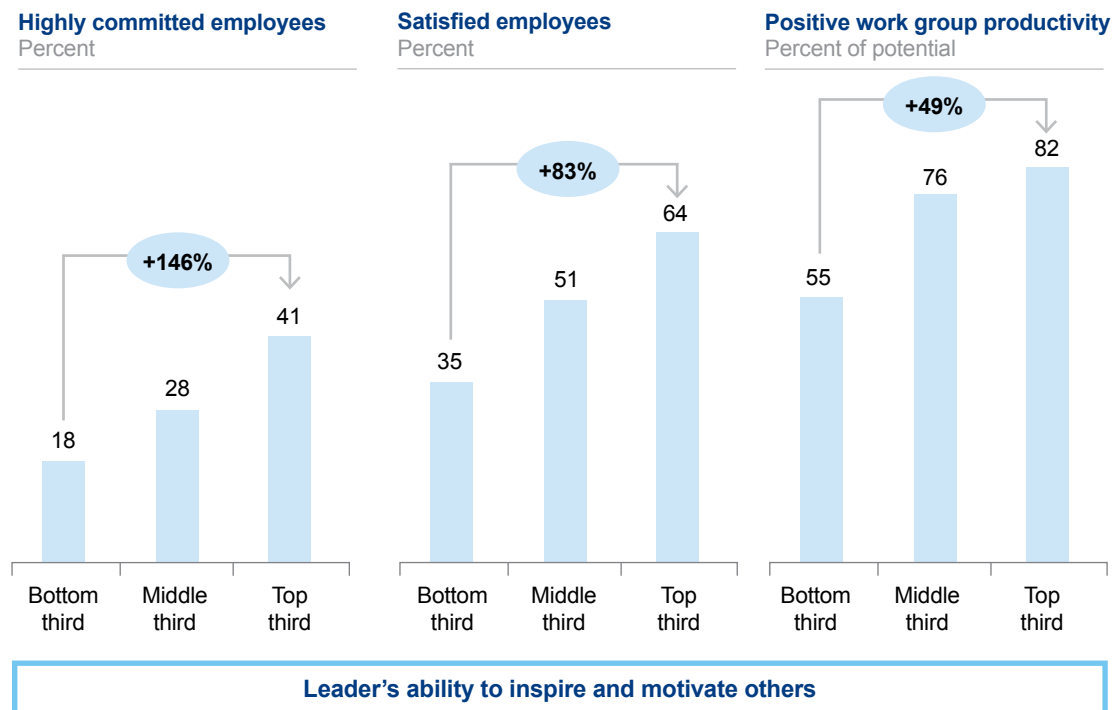
- **Rational persuasion**, a simple tactic that combines the request of the pressure approach with logical arguments supporting the request – in this case, leaders use logical arguments and factual evidence to show that a request is feasible and relevant to reaching important objectives. However, it is important to note that the logic in question is the leader's logic (with supporting arguments) and is therefore top-down.
- **Socialising** (sometimes referred to as ingratiation) involved the leader beginning to take some interest in those they are trying to influence. It can involve the use of praise and flattery, being friendly, disclosing personal information, or attempting to build a relationship.
- **Personal appeals** involve a further shift towards other people and assume some form of relationship and trust between a leader and those being influenced. Making a personal appeal assumes a current or past relationship, loyalty, and trust. Socialising is based on the principle of liking (as per Cialdini).
- **Exchanging** (ref. reciprocity above) is even more focused on others because it assumes that the leader understands what is valuable and important to the people being influenced.
- **Consultation** sees the leader engaging others in developing a course of action or making a decision, requesting others to add value or support the leader's initiative. Participative leadership is a form of consultation. Consultation means asking others to help the leader arrive at an acceptable solution, appealing to others' expertise, asking for input, probing for feedback, inviting others to participate or become involved in a process, incorporating others' ideas, or acting on their suggestions to give them a sense of ownership.
- **Inspirational appeals** are by far the most personal in terms of understanding others' perspectives, appealing to the values and emotions of other people. Leaders using this tactic appeal to people's values and ideals or seek to arouse their emotions to gain commitment for a request or proposal.

The success of a particular influencing tactic can be assessed with reference to three different outcomes types, i.e., the commitment, compliance, or resistance of those addressed. Commitment is when the person targeted by an influence approach internalises the issue at hand and will continue to act accordingly, regardless of oversight. Compliance is when the targeted person carries out the requested action, but with minimum effort or initiative. Resistance is when the person targeted opposes the requested action, argues against it, prevaricates and essentially tries to avoid doing it.

Feser references several studies that suggest that rational persuasion is, by far, the most frequently used influencing approach. However, he also references a four-year study involving more than 200,000 respondents that found that when leaders behave in a truly inspirational manner, their employees are more committed, more satisfied, and more productive than those who follow less inspiring leaders (see Figure 6).



**Figure 6:** Leader's ability to inspire and motivate others.



Source: J.H. Zenger, J.R. Folkman, and S.K. Edinger, *The Inspiring Leader* (New York: McGraw-Hill, 2009).

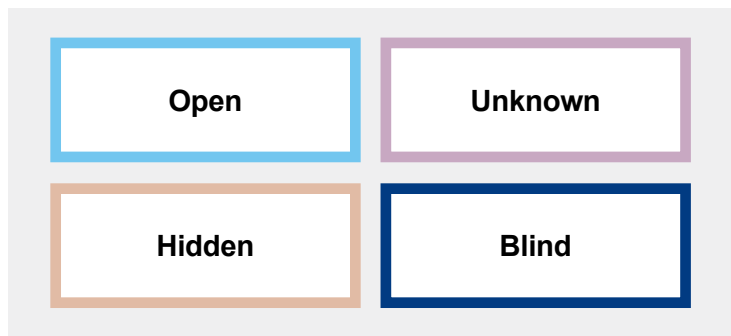
Other such lists of influencing approaches and tactics appear in the literature. For example, Hall and Barret at the University of Nebraska (2007) identify 11 influencing tactics that are broadly similar to those presented by Feser (above) in their exploration of the essence of leadership. They observe that mastering the art of influence is a key ingredient in leadership, and that successful leaders use different tactics and approaches under different situations. They also refer to the three possible outcomes that determine the success or otherwise of an influencing effort (commitment; compliance; resistance). The Keller Institute proposes seven influencing traits that include:

- **Confidence:** the mental attitude of believing in, trusting in, and relying on yourself and your abilities.
- **Commitment:** the underlying force behind achievement – the more determined you are to reach a specific goal, especially in the face of adversity, the more likely you will succeed.
- **Courage:** strength to face difficult circumstances (or difficult people) head on.
- **Passion:** the expression of your enthusiasm and your eagerness.
- **Empowering:** ability to support peers and share knowledge – also includes how you reward people who make a contribution.
- **Trustworthiness:** of all the influence traits, this is usually the most crucial – a loss of trust results in a loss of influence.
- **Likability:** capacity to create positive attitudes in the people around you, and focus those attitudes towards a common goal.

Other literature digs deeper into the psychological underpinnings of an individual's role and place in group situations. The Johari Window (Figure 7) is a psychological model developed by Joseph Luft and Harrington Ingham in 1955, the objective of which is to enable an individual to develop

trust with others by disclosing information about himself and also to know what others think of him on the basis of feedback. The model is made up of four quadrants that explain the overall relationship of an individual (with himself and with other group members). The model is particularly relevant due to the emphasis on, and influence of, 'soft' skills, behaviour, empathy, cooperation, inter-group development and interpersonal development.

**Figure 7:** The Johari Window.



Source: adapted from Luft, Ingham (1955).

The Open area represents what is known by the person about him/herself and is also known by others. The Blind area represents what is unknown by the person about him/herself but which others know. The Hidden area represents what the person knows about him/herself that others do not know, and the Unknown area represents what is unknown by the person about him/herself and is also unknown by others. Ultimately, the idea is to enlarge the open self quadrant in order to establish a fruitful relationship with the self as well with others such that the team work can be most effectively performed.

At a slight tangent but still relevant to the question of influence, some of the literature on marketing touches upon the degree to which customers (read those being influenced) buy in to what is been sold to them (by an influencer). In 1898 Elias St. Elmo Lewis (an American advertising advocate) developed a model that mapped a theoretical customer journey from the moment a brand or product attracted consumer attention to the point of action or purchase. The model is referred as the AIDA model which refers to the staged process during which (**Awareness**) the customer is aware of the existence of a product or service, (**Interest**) is actively expressing an interest in a product group, (**Desire**) is aspiring to a particular brand or product, and (**Action**) is taking the next step towards purchasing the chosen product. The model has since been further developed. It is considered important because, by understanding the funnel, it is possible to capture increased feedback on the strategies that can help grow sales. Translated into the realm of public policy, the application of the funnel approach may enhance the extent to which the journey of counterparts towards a given position is understood.

## 5.2. Organisational level influence<sup>3</sup>

Evaluating policy influence and advocacy acknowledges the difficulty of monitoring and evaluating activities directed at policy change given the complexity of policy making process and policy making environment. That said, there is a literature that seeks to describe, understand, and analyse the broader question of exerting influence on policy (as against the more narrowly defined exercise of personal influence as outlined above).

<sup>3</sup> The term is not much used in literature. There is more about collaboration and relationships.



Messner and Weinlich's (2016) *Global cooperation and the human factor in international relations* provides an interesting link between the concepts introduced above at the individual level, and the question of broader change in policy and operations. The book seeks to introduce a new interdisciplinary approach – evolutionary anthropology and biology, decision-sciences, social psychology, complex system sciences – to global cooperation research. The authors suggest that insights about human behaviour that have yet to be integrated in the analysis of global cooperation might, in fact, be critical, to understanding how and under which conditions global cooperation can succeed.

The contributors to the book argue that conventional theories of international relations are distorted because they underestimate the extent to which human beings, in general, are inclined to be cooperative, not unlike the manner in which economists, until recently, underestimated human behaviour much more cooperative than assumed. That is, the authors argue that scholars of international relations generally assume that actors adopt a narrowly defined self-interest, and assume rationality at a level that is not supported by the evidence, which suggests that human beings are social animals who typically operate in communities and in mutuality.

The authors suggest that the nature and reach of many of the most pressing global challenges – e.g., climate change, migration – require increasing levels of effective global cooperation – unilateral, self-interest will not solve such problems. However, it is also posited that the assumption of entrenched positions and polarities which typifies much of the current analysis can become a self-fulfilling prophecy. Linking with the above material, the book acknowledges that human cooperation generally hinges on seven interrelated enabling factors being: reciprocity; trust; communication; reputation; fairness; enforcement; and, what is referred to as we-identity.

Messner and Weinlich's observation chime with March's earlier (1955) observations on the theory and measurement of influence in the political domain. The author correctly observes that the science of politics is a science of human behaviour. March concludes that there is significant potential in adopting an integrated perspective on the study of political behaviour that takes into account such theories as those of consumer behaviour, administrative behavior, price setting, legislative enactments, propaganda, learning, foreign affairs, and social control. Like Messner and Weinlich, March also advocates a multi-disciplinary engagement.

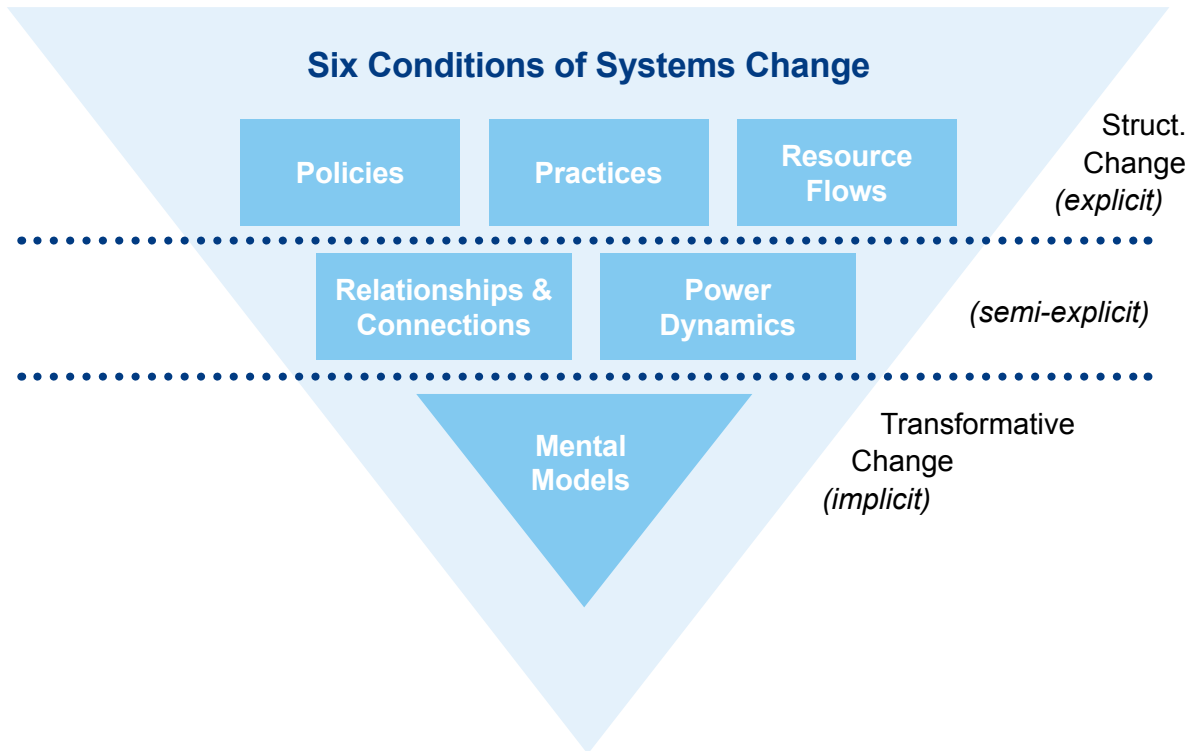
Kania, Kramer, and Senge (2018, p.3) develop a framework “intended to create an actionable model for funders and other social sector institutions interested in creating systems change, particularly those who are working in pursuit of a more just and equitable future”. The authors identify six interdependent conditions that are at play in holding a social or environmental problem in place (see Figure 8). Although the conditions can be looked at in isolation, an integrated analysis can be more informative given their interaction can be mutually reinforcing or counteracting. The ‘less explicit’ conditions are the most challenging to clarify yet they can exert significant influence on shifting the system. As such, the authors suggest that those interested in effecting change should pay attention to the relationships, power dynamics, and especially the underlying mental models (e.g., racism, gender bias, or perhaps bias against smaller players) embedded in the systems in which they work.

Of particular note, the authors state that the internal policies, practices, and resources of an organisation as well as its relationships and power imbalances, and its own tacit assumptions (all within its own control) impact the extent to which it realises the change it desires outside of its own boundaries. For example, an organisation can “often distort the dynamics of social change through imposing arbitrary time horizons shaped by their governance processes rather than by any genuine understanding of the systems they seek to change.” (p.5 in Kenge et al. 2018)





**Figure 8:** Six Conditions of Systems Change.



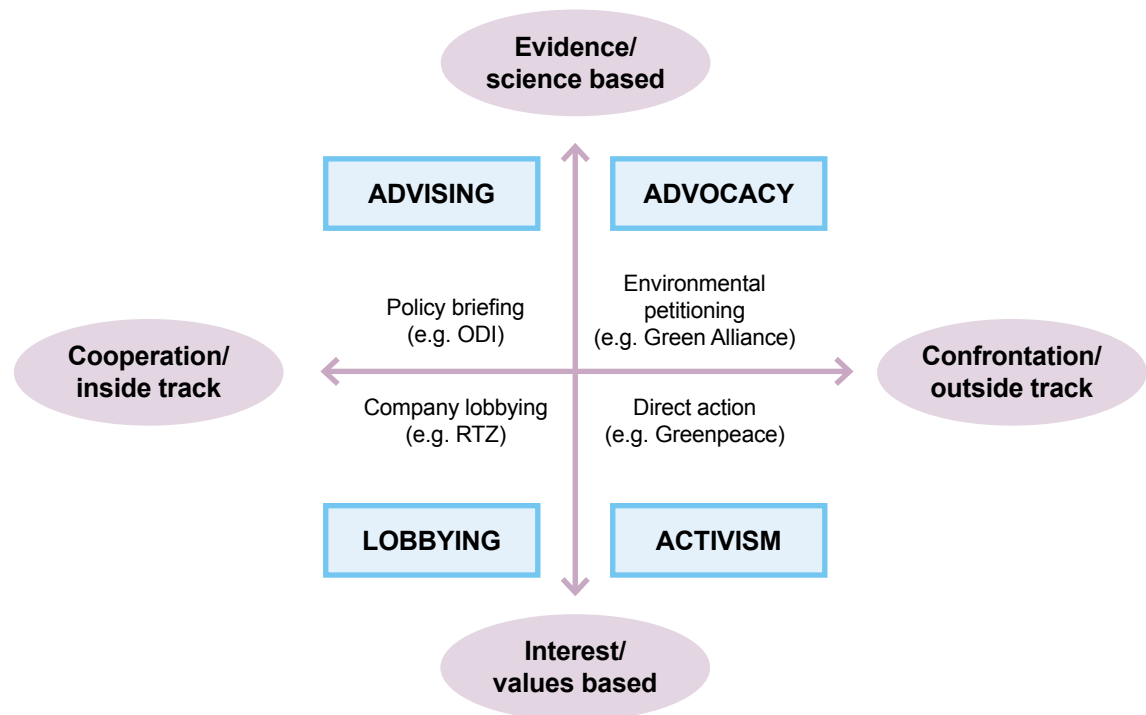
Source: Kania, Kramer, and Senge (2018).

The authors define the conditions of change as follows: **Policies** – government, institutional and organisational rules, regulations, and priorities that guide the entity’s own and others’ actions; **Practices** – espoused activities of institutions, coalitions, networks, and other entities targeted to improving social and environmental progress (also, within the entity, the procedures, guidelines, or informal shared habits that comprise their work); **Resource flows** – how money, people, knowledge, information, and other assets such as infrastructure are allocated and distributed; **Relationships & connections** – quality of connections and communication occurring among actors in the system, especially among those with differing histories and viewpoints; **Power dynamics** – the distribution of decision-making power, authority, and both formal and informal influence among individuals and organisations; and, mental models: **Habits of thought** – deeply held beliefs and assumptions and taken-for-granted ways of operating that influence how we think, what we do, and how we talk. The authors suggest that applying these six conditions can help organisations both internally and externally, improve their strategies for systems change, as well as the implementation and evaluation of their efforts.

Start and Hovland (2004) identify the limitations of what might be termed the linear expectation that evidence will lead to policy change. They suggest the reason why some ideas are picked up and acted on while others fade away seems to lie in a complex of determining factors that, they argue, reside in three areas: the political context (including, as relevant, the micro and macro political contexts); the evidence and how it is communicated (depending on many of the factors discussed above, including for example, the credibility of the messenger, the language used, presentation/layout, and timing); and, the links between actors involved or what they refer to as the functioning of the formal and informal interface between context and actors (i.e., networks, organisations/institutions, and individuals). The authors identify four categories of organisations associated with selected approaches to influencing (advising, advocacy, lobbying, activism), and with the related use of objective evidence in favour of the position taken versus value-based argument (see Figure 9).



**Figure 9:** Tools and organisations on the cooperation/evidence axes.



Source: [https://www.betterevaluation.org/en/themes/policy\\_influence\\_advocacy](https://www.betterevaluation.org/en/themes/policy_influence_advocacy).

The advisory approach is clearly wedded to the use of research and the question of evidence; however, the strength and validity of the research findings may not always be persuasive in the context of competing demand. Carden (2004) suggests the need for more user-oriented approaches that are tailored to the target of the influencing effort. The adoption of an advocacy approach requires strong, co-ordinated messaging and campaigning to engage relevant people noting that the effects of this approach can be problematic with reference to establishing the link between advocacy efforts and changes in policy brought about as a result of changed views, different choices made, and/or different behaviours incentivised. Start and Hovland (2004) identify three levels of lobbying (Need to Know; Need to Inform; and Need to Negotiate) and provide tips for lobbyists, emphasising the importance of planning a strategy, preparation, and building relations.

Ege and Bauer (2017) propose an approach to conceptualise and systematically analyse the influence of what they term 'International Public Administrations' (IPAs) on policy-making in international (governmental) organisations (IPAs being the secretariats that constitute the international counterparts to national administrative bodies). The authors present five conceptual propositions designed to help increase understanding of when and under which conditions IPA influence occurs. For example, a first proposition concerns the conceptualisation of dependent and independent variables in influence research. The authors suggest it is necessary to conceptually distinguish bureaucratic factors from administrative influence in order to be able to link them in a causal-analytical manner. The second proposition suggests that influence cannot be assessed at the abstract organisational level, and that the study of actual influence requires a definition of the substance matter (a concrete object). Knill and Bauer (2016) also address the question of policy making by international public administrations (IPAs) although they suggest that the level of understanding of the relevance of IPAs for global policy-making is not well developed from either an empirical or theoretical perspective.[4] The authors observe an emerging consensus in the relevant literature on the influence of IPAs in policy-making beyond the nation state, there remains a gap in systematic concepts for mapping this influence e.g., to what extent

does such influence remain within the international organisation (i.e., particular to the operation of the organisation) and to what extent does such influence extend beyond the organisational confines. Knill and Bauer also address the sources of bureaucratic influence on the initiation, formulation and implementation of public policies (i.e., the conditions under which IPAs more or less influential) and the question of the consequences of policy-making by IPAs. The authors map the potential policy influence of IPAs as presented in Figure 10.

**Figure 10:** Mapping policy influence of IPAs.

		POLICY TYPE	
		Substantive	Institutional
POLICY SCOPE	External	Substantive policies developed by an IGO	Institutional policies adopted at IGO level (change of organizational structures and procedures)
	Internal	Substantive policies adopted by other administrations and/or organizations in a policy domain	Institutional structures of a policy domain and its population

Source: Knill and Bauer (2016).

The authors posit that there are trade-offs between the internal and external influencing efforts of IPAs. For example, IPAs with a rather weak internal status (low autonomy, low resources) may seek to address this deficit through internal networking etc. On the other hand, growing external influence might help them bolster their internal position. Knill and Bauer suggest that what they refer to as “dynamics of this kind might be much more pronounced for IPAs than for national administrations, given that the latter are typically more concerned with internal rather than external affairs and whose boundaries seem to be delineated much more clearly” (p.4). That said, they acknowledge that the level of understanding of such dynamics and trade-offs is at a very early stage. Finally, Knill and Bauer identify four sources of IPA influence:

**Nodality: IPAs as Information Brokers:** referring to the use and distribution of information both within and beyond their organisational boundaries. “The higher the extent to which an IPA disposes of information and expertise that can be considered as essential both within and beyond its organisation, the greater becomes their nodality in transnational communication networks. Typically, the policy influence emerging from nodality is based on the publication of data, information, recommendations, and advice.” (p.5)

**Authority: The Nexus Between Politics and Administration:** The relationship between politics and administration is of central analytical interest in this context – “to design structures giving bureaucrats the needed autonomy to do their jobs effectively but keeping them committed to the priorities set by the elected politicians is a permanent challenge in the reality of government.”

**Treasure: The Budget of IPAs:** “It seems obvious that the budgetary resource basis of IPAs has far-reaching effects on their chances to influence policy-making within and beyond their organisation; e.g., by hiring policy experts, setting-up specialised units, or engaging in activities of monitoring and control.” (p. 7)

**Organisation: Administrative Styles:** the ways in which administrations try to achieve their objectives against the backdrop of the opportunities and constraints provided by the structural and institutional context in which they operate.



Kelman (1958) deals with three motivational processes underpinning attitude change in the international arena – compliance, identification, and internalisation – that describe the level of depth of change (superficial or lasting) realised. Kelman discusses some of the conditions that determine the nature of attitude changes produced by communications on social issues i.e., the probability of accepting influence is a combined function of (a) the relative importance of the anticipated effect; (b) the relative power (means control, attractiveness, or credibility) of the influencing agent; and (c) the pre-potency of the induced response. Each process – compliance, identification, and internalisation – is a function of antecedent conditions, involving what Kelman refers to as a particular qualitative variation of a more general set of determinants. Subject to the nature of the attitudinal change, the change effected will be maintained by surveillance (compliance), salience (identification), or non-salience /non-surveillance. Of particular note is the contention that the conditions under which attitudes are likely to be changed, the kinds of actions to which they are likely to lead, and the ways in which they are likely to affect reactions to particular events will be different, depending on whether these attitudes are based on compliance, identification, or internalisation.

Cartwright (1965) attempts to integrate multidisciplinary literature and empirical research on influence and power within organisation theory. He identifies three major components of the process of influence as follows: the agent exerting influence; the method of exerting influence; and, the agent subjected to influence. Cartwright asserts social influence comes from individuals who demonstrate leadership, and not necessarily because of their relative position in an organisation. Such leaders exert influence by working with various available ‘resources’ including, for example, recognition, appreciation, rewards, and friendliness all the time being conscious of the complexity of the relationship/process between the use of influence (power) and desired outcomes – Cartwright emphasises the need for the actor to calculate the cost of exerting influence, which hinges upon the outcome of the influence. He also notes that ecological factors, that are outside the control of the actor/agent, play a role in determining influence. In addition, what are referred to as domain (groups or individuals being influenced) and range (overt actions or covert properties) of the agent also need to be taken into account. In conclusion, Cartwright asserts that influence must be understood as a complex social relationship between what is referred to as the agent of influence and those who are the subject of the agent’s influence, and that domain and range must also be taken into account.

Kleine (2018) strikes a cautionary note in relation to unilateral initiative within international bureaucracies – he suggests that opportunities for unilateral influence within international bureaucracies can cause distrust among partners or fellow constituents. Kleine posits that erst-while partners that suspect one party of abusing their unilateral influence within the international bureaucracy may resort to oversight tactics to ensure things do not go too far and that the more typically negotiated common ground is not lost. The author suggests this phenomenon has implications for the study of international organisation, international delegation and informal governance.



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# Annex 6: Relevant findings in earlier evaluations

## 6.1 MFA Evaluations

Eight evaluation reports addressing MFA's multilateral development cooperation directly or indirectly were reviewed. In the following, relevant findings and conclusions are summarised by key evaluation question.

### **1. How effective have the MFA's influencing activities been overall in influencing people, policies and operations of Multilaterals in policy areas important to Finland?**

*Evidence on influencing results:*

There are good examples of Finland influencing multilateral organisations in alignment with Finnish development policy priorities. At the same, it is recognised that identifying the actual Finnish contributions and concrete results is challenging because the objectives of donors can be quite similar; e.g. most have gender equality in their agenda (National Audit Office of Finland (VTV) 2017; Rassmann et al. 2018).

All the reviewed evaluations found out that Finland is actively engaged in influencing multilaterals. Finland is visible especially in areas related to gender quality, rights of persons with disabilities, human rights-based approach, and its work is being valued according to interviews of agency staff and representatives of other donors.

According to the NAOF audit (2017), Finland is perceived as a knowledgeable, active and collaborative partner. UN Women informants speak of Finland as a financially and politically committed and consistent donor whose core funding is very important, allowing the agency to perform their triple mandate and contribute to long-term change. Informants noted that Finland has earned a high level of respect in the UN giving its vocal and consistent position on the issue considerable weight (Rassmann 2018). On the other hand, some stakeholders (other donors, UNFPA and UN Women staff) were of the view that Finland's push of a single agenda challenged Finland's role as a neutral bridge-builder.

According to the NAOF audit (2017), Finland has succeeded in enhancing awareness of development objectives prioritised by Finland in organisations such as WB/IDA, AfDB, GEF, UNFPA, UNDP, UNICEF and UN Women. According to the Ministry's own reports, the negotiation objectives for the development bank replenishment rounds concerning inclusive economic growth, gender equality, fragile states and climate change as well as aid effectiveness were met. In the WB, Finland has been very active in promoting gender equality and having a Finnish Executive Director representing the Nordic and Baltic countries contributed to the integration of gender equality objectives in the WBG's strategy.



The multilateral case studies on UN Women and UNFPA for the gender equality evaluation (Rassmann et al. 2018) found evidence of Finland contributing to the strengthening of the global normative framework for gender, shaping the gender agenda in the organisations and various meetings, less fragmented programme planning and improved coordination, and advocating for the inclusion of disability in the strategic plans. According to the interviews and secondary sources, Finland contributed to results through multilateral core support and engaging actively in policy dialogue.

According to the *Evaluation of Nordic Influence in Multilateral Organisations: A Finnish Perspective* (Aarva et al. 2012), Nordic countries have influenced the WB and AfDB decision-making to improve gender equality in Africa and enhanced the general understanding of the role of gender equality in development assistance among the WB members. The Nordic countries, Finland included, seem to have exercised considerable reputational influence in decision-making by producing analyses, formulating ideas, and providing proposals.

The review of the evaluation reports indicates that the MFA has used a broad range of approaches and tools to advance its policy objectives. The evaluation findings do not provide any assessments concerning the relative effectiveness of the used approaches, but they contain some information on means that have been applied successfully. For example, the evaluation on gender equality (Rassmann et al. 2018) provides positive cases where high-level political advocacy and lobbying has been used successfully. The examples concern SRHR and its integration into the SDGs, UNFPA's Innovation Fund Initiative, the International Conference on Population and Development and UNSCR 1325, the landmark resolution on Women, Peace and Security.

Main policy influencing means include:

- Use of core funding linked to influencing through the formal government structures. When core funding has been sizeable enough, it has secured high level access to the agencies' agendas and strategic planning processes in case of UNFPA and UN Women (Rassmann et al. 2018). Being a Board member and vice-chair of the Board for UNFPA and UN Women respectively, gave Finland a very effective platform to influence the direction of the partners. Finland's membership in the WB board as Executive Director of the Nordic Group provided a similar opportunity which was used successfully to advance gender equality.
- The NAOF audit (2017) interviews provided evidence that Finland's active role in the boards and various official meetings (general assembly, board, and various committee meetings; replenishment negotiations; etc.) has helped to advance Finnish policy goals, disproportionate to Finland's relative financial contribution. WB and AfDB were cited as positive examples. The MFA knowledge management evaluation (Palenberg et al. 2019) found limited appetite with the ministry to use core funding decisions to leverage policy influence, e.g. to improve performance.
- Informal influencing is commonly used, often linked to formal influencing channels and the work of the like-minded groups. This involves participation in support groups, evidence-based seminars, and informal lobbying. The Permanent Mission in New York estimated that as much as 80 per cent was carried out on an informal level (Rassmann et al. 2018).
- Secondments. According to the NAOF audit, the secondment of Finnish experts in international aid agencies has helped to advance Finnish objectives. Both Rassmann et al. and NAOF highlighted the use of secondments as a way of influencing. Experiences have been positive, but although they meet regularly and informally with the Permanent Missions, their first responsibility is to the organisations that hire them, making it difficult to assess how much influence their nationality brings.





- **Collaboration.** The reviewed evaluations consistently highlight the importance of building partnerships and influencing through like-minded groups such as the Nordic Group, WEOG, and sometimes through EU; this applies both to the development banks and UN agencies. These provide a space where Finland can both lobby other members on key issues, and jockey for the key board positions.
- **Lobbying.** Lobbying efforts include formal settings such as participation in General Assembly Committees where proposals for sessions of the General Assembly are formulated, volunteering to lead discussion on issues that gives influence over wording. Although most of this happens informally, staff at the Permanent Mission in New York lobby individual members on critical votes.
- **Advocacy.** Finland has also used the advocacy approach. Good examples include high level statements by the Finnish president or government ministers. Former Finnish President Tarja Halonen was a highly pro-active in advocating formally and informally the integration of SRHR in the SDGs. Finland was one of the biggest donors to the SheDecides movement and provided high level policy advocacy support with Finnish ministers acting as champions in the movement.

High-level support has involved the Former Finnish President Tarja Halonen who played a very active role for years; Minister Elisabeth Rehn who was a member of the High Level Consultative Group appointed by the Secretary General of the UN in the preparations for the 15<sup>th</sup> anniversary of Resolution 1325 in 2015; Member of Parliament Pekka Haavisto (currently Minister of Foreign Affairs), as the Foreign Minister's Special Representative on Mediation. This credibility and consistency with Finnish values was strengthened by advocacy and participation of Finnish government officials including Mr. Kai Mykkänen, Minister for Foreign Trade and Development at the time of the evaluation, followed by parliamentarian Anne-Mari Virolainen, current Minister for Trade and Development as a champion in the SheDecides movement. It was recognised that Finnish engagement at this high level and intensity had a positive impact on meeting the Finnish policy objectives.

At country level, taking leadership positions in donor forums and various national and sector groups has often provided influence disproportionate to Finland's financial contribution. Embassy staff is often the chair or co-chair of national and sector groups, and backs this with resources (Fölscher et al. 2016).

*Evidence on the use of influencing plans as a Results-based management (RBM) tool:*

Earlier evaluations (Palenberg et al. 2015 and 2019; VTV 2017) have concluded that influencing plans – despite some deficiencies – are useful from a RBM perspective. According to the development policy evaluation (Palenberg et al. 2015), the adoption of influencing plans represents an important step towards improving RBM in multilateral cooperation. They have introduced influencing objectives and related results-framework and reporting system. They also provide a framework for influencing and monitoring effectiveness and for adopting a more strategic approach to working with multilateral organisations. However, questions have also been raised if these plans have had much incremental impact since policy influencing has always been part of the work and mandate (VTV 2017).

The more recent knowledge management evaluation (Palenberg et al. 2019) saw also value in the influencing plans as a framework that promotes analytic reflection about past results and formulation of lessons learned. Putting together synthesis reports and subsequent validation processes has created opportunities for learning in multilateral cooperation and related policy influencing.



The quality and consistency of plans and annual reports improved considerably after 2016 when the second-generation influencing plans were developed (VTV 2017). However, there are still concerns regarding the quality of the plans and results reporting. The interviewees also commonly requested a more integrated approach that would link various policy and strategic documents and budget planning with influencing plans and results reporting combined with adopting common thematic objectives across all agencies.

The NAOF audit of multilateral cooperation (2017) also highlighted the positive contribution these plans are making in terms of providing a planning, monitoring and reporting framework. However, it questions the quality of annual reports and development bank influencing matrices because indicators too often do not really measure results and annual reporting focuses more on telling what was done rather than what results were achieved. The audit agrees with a management response which stated that based on the influencing matrix it is difficult to see how Finland has influenced the work of a development bank such as WB. The audit further concluded that there is an inadequate strategy to plan the influencing and recommends improving coordination of influencing planning within the MFA and focusing on narrower, prioritised set of objectives across most agencies.

Interviewed representatives from UN Women felt that MFA influencing plans were usefully aligned with UN Women's own corporate strategy which, in turn, was informed by past evaluation and monitoring information (Rassmann et al. 2018).

*Evidence on influencing and multi-bi cooperation:*

It was found out that there is little correlation between the global policy and influencing plans and the national plans, except in the thematic areas. Also, interviews with Embassies revealed that Finland's multilateral policy and influencing plans were not always used as a tool for priority setting when preparing Country Strategies, and policy dialogue priorities were defined independently of these. For example, the UNFPA and UN Women policy and influencing plans include goals of strengthening performance of the agencies in MEL, and in UN Women's case, its coordination mandate, at the country level. For example, while MFA contributed to strengthening the capacity of the UN agencies at the global level in MEL, the evaluation found no evidence that Embassies in the focus countries had any strategy to support these objectives at the national level.

**2. How plausible is it that the MFA's influencing activities contribute to increased relevance and operational effectiveness of targeted Multilaterals and – ultimately – to sustainable development?**

Evaluation reports contained very limited information on improving the operational effectiveness. The NAOF audit found evidence on Finland actively trying to influence the quality of the evaluation function in selected agencies. No information on related results were provided,

The gender equality evaluation (Rassmann et al. 2018) states that multilateral case studies demonstrated efforts to strengthen the global normative framework for gender, as well as to improve coordination and enhance the UN reform process, which was expected to lead to a more efficient and effective aid delivery also with respect to achieving gender goals. Core funding is expected to contribute to longer term, less fragmented programme planning, which promotes more efficient implementation of UN agencies work. However, no evidence on actual achievements related to improving operational performance was provided.



### **3. How effective is the RBM approach (influencing plans and related steering, reporting and learning processes) in supporting MFA influencing activities towards Multilaterals?**

The reviewed evaluation reports did not provide any evidence related to this evaluation question. However, the development policy evaluation from RBM perspective (Palenberg et al 2015) refers to the 2012 Development Policy and the Ministry's 2013 RBM Action Plan as key drivers for developing multilateral influencing plans.

### **4. What factors have the greatest positive or negative effect on MFA multilateral influencing and what action can the MFA take – realistically and in view of available resources and capacity – to further enhance its effectiveness?**

The past evaluations highlight the importance of the quality and permanence of MFA staff in embassies, permanent missions, MFA Headquarters and embassies (Rassmann et al. 2018, VTV 2017) in policy influencing.

- The effectiveness of policy influence is closely associated with the quality of staff at different levels. The country strategy evaluation (Fölscher et al. 2016) found out that the size of the financial contribution mattered less than the quality of the policy dialogue inputs.
- Long-term Finnish engagement has had a positive impact on the effectiveness of policy influencing.
- Rapid staff turnover results in losing useful, job-specific information and knowledge when staff or consultants rotate within or leave the MFA.
- In the face of budget cuts, also human resources needed for strengthening policy influencing have been cut, which is likely to reduce the effectiveness of policy influencing. At the same time, ensuring access to high quality staff becomes even more important.

The NAOF audit (2017) identified the following issues:

- Inadequate top-down policy guidance; there are too many objectives and not enough priority setting. The evaluation recommended further prioritisation to improve effectiveness. This was seen important also from the perspective of reduced human resources available for policy influencing.
- Multilateral support is being provided by many units; a lot of multilateral support is based on multi-bi cooperation. The coordination of all of this, including related policy influencing, results monitoring and reporting and financing decisions are fragmented within the ministry. The current MFA information system does not capture all this work.

The gender equality evaluation (Rassmann et al. 2018) identified the following actions to enhance promotion of key messages and visibility through multilateral influencing:

- As a small country, Finland can maximise its impact by joining forces with like-minded countries, most importantly for gender, e.g. with the Nordic group that shares similar values on gender equality issues. The combined voice and unity of the Nordic group on gender forms an important bloc of support – for example, providing a third of UN Women's core budget.
- Evidence-based policy dialogue is particularly important in enhancing gender results and can be conducted at all levels of Finland's strategy.
- Ensure continuity and high-quality human resources for policy influencing. Influencing is very labour intensive, requiring high level, well trained and sensitive staff, particularly at the Permanent Mission in New York.



## 6.2 Other donors' evaluations of multilateral influencing work

In order to identify similar evaluations of donors' influencing work on Multilateral Organisations and Multilateral Development Banks, a number of documents (see Annex 3) has been analysed for this synthesis. In this section, three central documents are synthesised; SADEV's Case Study of Nordic influences on Gender Policies and Practices at the WBG and the African Development Bank, published in 2012; Hanne Hagtvedt Vik's article published in 2008, *Small, not Weak?: Nordic strategies to influence the World Bank in the 1980s*, which builds on her PhD thesis with the same theme; and ICAI's evaluation entitled *How DFID works with multilateral agencies to achieve impact*, especially the part of the evaluation covering *delivery* from 2015. ODI has published a *Guide to monitoring and evaluating policy influence* (Jones 2011), which provides an overview of some relevant approaches, but is fairly basic and generic and does not provide additional value to this evaluation.

All the studies and evaluations analysed emphasise that a significant limitation to such studies and evaluations is the difficulty of capturing and singling out the results of policy influence that can be specifically attributed to specific donors or influencing actors.

Apart from Finland's evaluation *Nordic Influence of Multilateral Organisations: A Finnish Perspective* (see section 6.1. MFA Evaluations), Sweden (SADEV) published a Case Study which was conducted jointly with Finland on *Nordic influences on Gender Policies and Practices at the World Bank and the African Development Bank*. Finland's previous evaluation has been included in the synthesis of relevant Finnish evaluations in the main text of this inception report and will not be dealt with here to avoid repetitions.

The study concluded that the Nordic countries exerted significant influence both on WB and AfDB decision making in ways that would help achieve progress towards gender equality in Africa, and that this was made possible by a strong common Nordic policy stance with respect to gender equality in development operations. The study identified five entry points (also called "channels" in the study) of influence in the two Banks, which were i) the executive boards; ii) the Board of Governors; iii) the Replenishment negotiations mechanisms; iv) senior management levels; and v) operational managers at the headquarters and in the field.

According to the study, the Nordic constituencies in both banks succeeded in gaining influence through proactive involvement, political unity, effective coordination, mobilisation of expertise, alliance building, communication skills, and nimble and legitimate tactics. This required strong political coherence, consistency and strategic convergence among all the Nordic constituencies. The influencing modalities applied by the Nordic countries were i) Replenishment negotiations, ii) strategic support of Trust Funds and iii) strategically strengthening and placing of human resources, and these were used in pragmatic and efficient ways.

The study defines policy influencing as a demonstrated capacity to do one or more of the following: i) *shape ideas about policy* – this is the ability to quickly and credibly generate politically usable information and move it to where it will have the most impact; ii) *initiate policy or programme proposals* – this is the ability to call upon actions that make sense of a situation for the target audience; and iii) *substantially change or veto alternative proposals that may affect implementation of the policy* – this is the effort to hold powerful actors to new or previously agreed policies or principles or the ability to call upon actors to affect a situation.



The SADEV study presents valuable findings and lessons learned<sup>4</sup>, and it concludes that although there is no common Nordic document declaring a joint view on how to approach and push gender equality in development cooperation through the Multilateral Organisations, the analysis of the guiding policy documents of the Nordic countries clearly shows that gender equality is at the heart of the Nordics' politics and that the approach on how to promote this agenda in all its dimensions converges. It is also pointed out that historically, the Nordic countries have been valued as good donors and as supporters of the softer parts of the development aid such as health, education and social assistance governed by the human rights approach. Recently, the justifications and argumentations for promoting gender equality internationally, however, have changed to accentuate the economic and administrative structures.

The SADEV study shows that although the uptake of gender mainstreaming has been a slow process in the two banks, the Nordic and Baltic countries together with Switzerland and India have managed to influence both WB and AfDB decision making processes in the direction of improved gender equality. The modalities that were applied for their policy influencing work (replenishment negotiations, strategic support to Trust Funds and strategically placed human resources) were applied in different ways by the Nordic countries, but in its totality proved to be very efficient. The Nordic successful actions to push preparation of *The World Development Report 2012 – Gender and Development* show that gender equality did gain more attention at the highest levels of the WBG.

Prior to these two studies, in 2008, Hanne Hagtvedt Vik published the paper *Small, not weak? Nordic strategies to influence the World Bank in the 1980s*, which builds on her PhD thesis with the same topic (Vik 2008). Her study shows how small countries can enhance their importance in international organisations through close cooperation and a limited but coherent set of policy priorities. The article focuses on three policy areas of special importance to the Nordic constituency; i) poverty reduction; ii) environmental protection; and iii) the role of women in the development process.

In each of these policy areas, the article identifies three distinct strategies that the Nordics used to influence the WB; i) an institutional strategy aimed to build general competence and capacity among WB staff in the three policy areas; ii) individual loan proposals were scrutinised to determine whether the proposals were in accordance with Nordic priorities, or the executive director would raise questions to the proposal when handled by the Board<sup>5</sup>; and iii) provision of funding outside the regular budget processes.

The article observes that the Nordic constituency stood out as especially concerned with what might be labelled as a 'development aid agenda', with a clear focus on poverty reduction. Critical as they were of the Bank's Structural Adjustment Loans, their main priority was to reduce poverty through projects involving poor people, developing the social sectors and allocating loans on as soft terms as possible. All three influencing strategies mentioned above were used to increase WBG's awareness of the social consequences of its structural adjustment policy. The article also

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4 The most important findings and lessons are: that (i) of the five entry points analysed, only the first one, i.e. the permanent Board Avenue, has a clear joint Nordic agenda; (ii) the Nordic Constituencies in the two Banks are playing an active role in the policy dialogue and they are well respected by other actors and the respective management; (iii) relevant and well-prepared gender policies in the Banks are in place, but implementation and results need to be continuously closely followed; (iv) the replenishment negotiations are crucial occasions when policy concerns have been pushed with success, however, these opportunities could harvest even more if the Nordic countries would act together as a team; (v) Trust Funds should be used for strategic purposes and continue to be a tool for pushing Gender Equality through the planning and implementation of Bank activities; (vi) personal contacts, informal working groups and venues outside the ordinary Bank meetings are all efficient ways of influencing policies and decisions; and (vii) in order to make a stronger influence on attitudes and culture, more Nordic staff in the Banks is needed and stronger voices should be heard at Country level in the field.

5 This second strategy is reported in the article not to have been successful, as it became too bureaucratic and time consuming as it depended heavily on inputs from the technical departments in the capitals. The two other strategies proved to be very successful for policy influencing, though.





outlines how the Nordics had a crucial role in putting women in development on the agenda of the WB – by using the same three policy influencing strategies.<sup>6</sup>

The most prominent conclusion presented in the article is that the Nordic countries' close collaboration and consistent profile was crucial for their ability as small states to play an important role in the WB.

ICAI's evaluation of *How DfID works with multilateral agencies to achieve impact* clearly shows how the motivation and approach to influencing the multilaterals from a much larger donor can be very different from the Finnish/Nordic approach. The report states that the UK is the third largest donor to the multilaterals after the EU and the US, and that UK's share of the total funding for several of the organisations reaches 30 per cent and for some even 50 and 60 per cent. The evaluation states that DfID has significant influence in the multilateral system and that it has contributed to significant change, especially in the UN reform processes. For many key agencies, UK is their largest funder and DfID has used this leverage to promote reform, particularly on impact and value for money.

DfID's motivation for influencing the multilaterals differs quite significantly from the Nordic countries' in its endeavour to uphold its global hegemony. The evaluation clearly states that "Substantial engagement with multilaterals plays a key role in the UK's global influence," and that "it is important that the UK continues to shape the international networks and global 'system' in which it plays a part, and [ ] as UK's engagement with multilaterals reinforces its role as a global power" (ICAI 2015, p. 3).

ICAI is concerned, however, that the agency's focus has been on improving organisational effectiveness and value for money, while higher-level strategic and coherence concerns have been crowded out. The evaluation recommends that DfID focuses less on process scrutiny and more on strategic challenges and long-term impacts.

The evaluation looked at DfID's influence on the effectiveness of the agencies at three main levels; i) the corporate relationships between DfID headquarters and the multilaterals' headquarters; ii) the country-level interactions between DfID (or the UK Government) and the national presence of the agencies in host countries; and iii) the programme-level interventions made by DfID staff to oversee delivery in-country.

DfID has no single strategy for its work with multilaterals (p.18), and this is conveyed as a key deficit. It is stated in the report that "given the huge proportion of DfID's resources that pass through multilateral agencies, it is surprising that DfID has not done more to define the overall rationale for their use" (p. 18), and furthermore, that multilateral headquarter staff had exposed their concerns at the lack of true strategic engagement by DfID on the current challenges of development. The report states that DfID's contribution to ideas and insights has diminished.

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6 In the annual meetings in 1982 and 1983, the Nordic speech was the only one including remarks on the social conditions for women in the developing countries. In a meeting with World Bank president Alden W. 'Tom' Clausen before the 1983 speech at the annual meeting, the Nordic delegates asked why women were not an issue in the 1982 Annual Report. After the meeting, they reported home that Clausen seemed surprised that it was not, and that he included a section on women in his closing speech to the Annual Meeting. The Norwegian Ministry of Foreign Affairs sent a copy of Clausen's statements to several Norwegian embassies and delegations, including the Norwegian UN delegation, to be used to argue for greater emphasis on women's issues. In 1984, the Annual Report included a chapter on women's role in the development process. This was seen as a direct result of Norwegian and Nordic advocacy. In the 1987 reorganisation of the Bank the work with women's issues was strengthened by expanding the relevant staff from one advisor to a division of five professionals. But the division had problems financing its operational activities. Norway used its co-financing funds strategically by seconding personnel to the women's division and funding operational activities and developing country specific strategies. In the period 1987 to 1989 Norway funded as much as 60 per cent of the operational costs related to the Women's division. In 1989 the Bank had increased its funding of these activities, and Norway now financed only 25 per cent.



It is stated in the report that in spite of interactions and a high proportion of secondments, the seniority of staff and frequency of interaction with agencies does not seem to reflect the high proportion of funds that pass through these channels. Many partners commented that the personnel DfID applies to the relationship are process-oriented and are not providing the thought leadership that they valued in the past (p.30).

The report states that multilateral agencies extend DfID's delivery capacity and that multi-bi funding are effective ways for DFID to spend large volumes of ODA. It also states that DfID has exerted influence on results through its management approach but may have tipped the balance too far in its micro-management and process scrutiny and in treating multilateral development partners as "delivery agencies" of UK aid. Multilateral agencies often do not see themselves as delivery agencies but as partners with a role mandated by international treaties or agreements, and the report provides concrete examples where this discrepancy has caused problems. The report states that DfID is increasingly perceived as "arrogant" and a "difficult partner" (p.24).

The report concludes that DfID is a very influential partner with the multilateral agencies and that it promotes positive change and has contributed to demonstrable reform in some individual agencies over recent years. ICAI is concerned, however, that the focus has shifted in from strategic partnership to a more detailed and burdensome scrutiny.





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# Annex 7: Updated 2020 influencing plans

Thematic priorities for multilateral influencing are now summarised in a single framework for all Multilaterals (Table 16); for each Multilateral, a team-internal corporate governance table tracks the five MOPAN key performance areas for Multilaterals as well as 12 additional assessment areas of interest (Table 17); annual, agency-specific influencing reports, now termed “Annual Reports on Multilateral Development Policy Engagement” follow a new, simplified template (Box 5); and “One-pagers” provide brief annual summaries which include a summary intended for publication (Box 6).

**Table 16:** Thematic influencing priorities.

Long-term change objective	Concrete change target (at the organisational level)
<b>Finland’s multilateral partners are promoting high-quality gender equality and the rights of people with disabilities in their work</b>	Gender equality strategies have been developed, are of high quality and reflected in gender-specific programming, skills, monitoring and budgeting
	The rights and needs of people with disabilities are reflected in the training, skills, monitoring and budgeting of partners
	Relevant multilateral organisations promote the realisation of sexual and reproductive health and rights in their policies and operations
	The organisations have operating SEA/SH policies and guidelines and are effectively implemented
<b>Finnish multilateral partners increase support for inclusive and high-quality school education</b>	Education sector funding has grown from the current level
	More emphasis is placed on quality and inclusive education
<b>Finnish multilateral partners support transition to low-emission and climate-resilient development</b>	Climate perspective is included in strategies, programmes and policies guiding the work of the organisation
	Climate Finance (mitigation and/or adaptation) has grown and is increasingly targeting LDCs and fragile countries
<b>Finnish Multilateral partners use and support innovation in their own activities and/or responsible business in developing countries</b>	The exploitation of innovations is strengthened in planning and implementation
	Support for responsible business and innovation is targeted particularly to women, young people and vulnerable groups
	Innovation and/or support for responsible business activities are an integral part of the organisation’s strategy, its support for partner countries and strengthened resources
<i>All activities contribute to the Finnish development policy priorities of gender equality, non-discrimination and low-carbon development and climate resilience, and promote the objectives of the EU and the OECD DAC</i>	

Source: Thematic priorities for multilateral development policy January 2020 (MFA 2020).



**Table 17:** Corporate governance table for tracking key performance areas.

<b>1. Strategic management</b>	Clear strategic direction geared to key functions, intended results and integration of relevant cross-cutting priorities
<b>2. Operational management</b>	Assets and capacities organised behind strategic direction and intended results, to ensure relevance, agility and accountability
<b>3. Relationship management</b>	Engaging in inclusive partnerships to support relevance, to leverage effective solutions and to maximise results (in line with Busan Partnerships commitments)
<b>4. Performance management</b>	Systems geared to managing and accounting for development and humanitarian results and the use of performance information, including evaluation and lesson-learning
<b>5. Results</b>	Achievement of relevant, inclusive and sustainable contributions to humanitarian and development results in an efficient way
<b>6. UN reform (for UN agencies only)</b>	The organisation actively promotes the reform of the UN development system
<b>7. Human rights</b>	The organisation's activities are based on human rights
<b>8. Climate change</b>	Organisational activities contributing to climate resilience and low-emission development
<b>9. Gender equality</b>	The organisation's activities promote gender equality
<b>10. Non-discrimination</b>	The organisation's activities promote non-discrimination
<b>11. Development cooperation, humanitarian aid and peace</b>	Organisation promotes coordination of development cooperation, humanitarian aid and Peace (trimester)
<b>12. Humanitarian principles</b>	NEW: organisation strengthens humanitarian principles and international humanitarian law
<b>13. Humanitarian funding</b>	NEW: Organisation improves the level and quality of humanitarian funding
<b>14. Civil society</b>	Organisation strengthens the state of civil society
<b>15. LDCs</b>	Significant proportion of the financing of the organisation to LDC/fragile countries
<b>16. Finnish participation</b>	Cooperation with Finnish actors/promotion of acquisitions
<b>17. Finnish recruitments</b>	Finnish recruitment to the organisation

Source: Updated 2020 Influencing Plans: Ownership Matrix / Corporate Governance Tracking Tool (MFA 2020).



**Box 5:** Template for “Annual Reports on Multilateral Development Policy Engagement”.

**Executive summary (for publication)**

A very concise summary of the main results of the advocacy work and how they were achieved are recorded, with main focus on thematic objectives and whether they were achieved as planned. Can also briefly describe organisation – specific and corporate governance issues. Also describe in a few sentences an overview of the situation of the multilateral player.

**Assessment of progress towards thematic objectives**

Traffic light assessment by objective:

- **Has been achieved as planned** (fully achieved or proceeding as planned, no need to change plans)
- **Work continues** (generally proceeds as planned, but some changes to the plan or more time are needed)
- **The objectives have not been achieved or will not be achieved by current plans** (no progress – significant changes needed)

Under the traffic light, a concise analysis of the success, challenges and background of the influencing work.

Traffic light assessments and analysis are done separately for each concrete change objective.

**How organisation-specific objectives were successful**

A concise analysis of the success, challenges and background of the influencing work in relation to the organisation-specific objectives (if there were any in this year).

**Key corporate governance issues raised during the reporting period**

A snapshot of the corporate governance issues that the and to which Finland has paid special attention (based on the corporate governance table, for example).

**Concrete examples of impact work**

This concretely records 1 to 4 of the above-mentioned outcomes of influencing work, with a focus on thematic advocacy, including more detail about the ways of implementing influence, coalitions, results and what can be learned from this for further developing Finland’s influence in the organisation or promoting change objectives.

**Main findings and conclusions for the annual management discussions**

The desk officer records the issues that require guidance in the annual discussion with the management and the team, as well as (afterwards) the conclusions agreed in that discussion.

Source. Updated 2020 Influencing Plans: Template for Annual Report (MFA 2020).



**Box 6:** Structure of 2020 agency-specific “one-pagers”.

Basic information

- Key facts about the organisation
- Reasons for Finland’s involvement
- Finland’s contributions, including multi-bi and staff placements

Finland’s influencing objectives in the organisation

- Thematic influencing objectives (up to 2)
- Long-term change goals for the entire [government] period
- Concrete change objectives at the organisational level
- Possible other organisation-specific objectives (up to 2, e.g. issues important to Finland on the agenda of the organisation’s governance bodies)
- Key corporate governance issues requiring special attention (based on corporate governance monitoring)
- Description of influencing channels (optional) Results
- Results of Finland’s influence
- Some (1–3) development results reported by the organisation that contribute to Finland’s development policy priorities

Source. Updated 2020 Influencing Plans: Template for One-Page Overview Report (MFA 2020).



# Annex 8: Detailed evaluation approach and methodology

## 8.1 Overall approach to this evaluation

This evaluation was implemented as a theory-based evaluation. It closely followed an evaluation framework that described the evaluation team's understanding of multilateral influencing. The framework introduced and defined key concepts required to characterise different aspects related to multilateral influencing. It broke down the chain of events leading from the MFA's institutional support to multilateral influencing effects and the ultimate goals the MFA pursues into smaller steps that could be evaluated more easily. It also described how these steps were related to each other, and what factors and conditions were considered necessary for effective influencing at each level.

The advantage of a theory-based approach lies in the fact that it uses such a causal model that allows to break down a complex and difficult to understand overall relationship into several smaller and analytically more accessible elements. In the evaluation team's view, a theory-based approach represented the most effective approach to causal inference. Other options – for example based on counterfactual or time-series analysis – cannot be straightforwardly applied to multilateral influencing for a number of reasons: the relatively small number of observable influencing effects (small N), small expected effect sizes, complex and not entirely understood cause-and-effect relationships, a great many controllable and non-controllable confounding factors and external conditions, multiple and diverse outcomes of interest, and the absence of ex-ante baseline information.

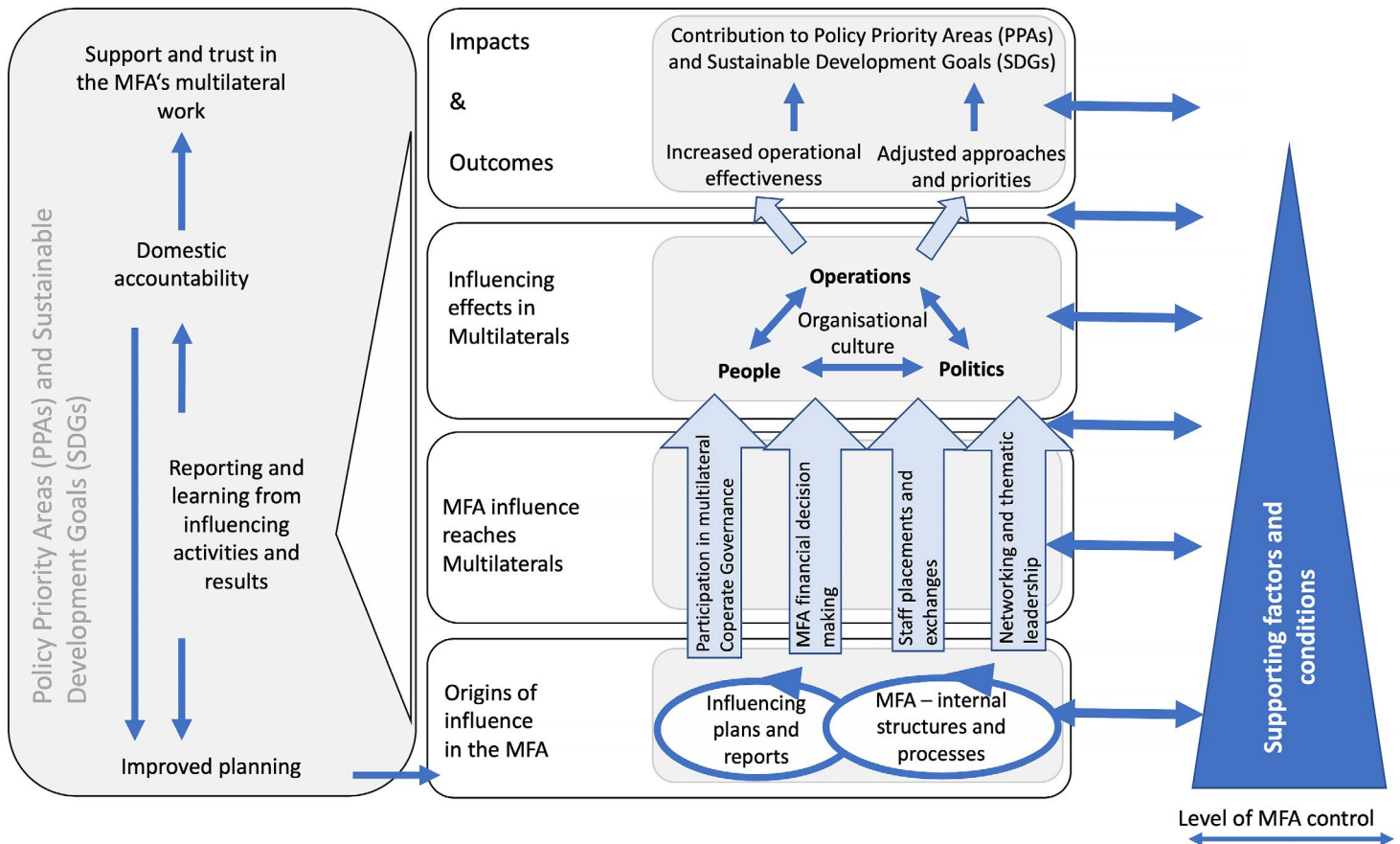
This said, the initial evaluation framework was not something that had already existed before the evaluation. In contrast to the theories of change for the MFA's development policy priority areas that were developed as part of the ongoing KeTTU reform process, no such models or theories of change existed for multilateral influencing at the MFA (apart from several documented good practices). The evaluation team therefore developed the initial evaluation framework itself, drawing on a review of academic and applied research literature, MFA documentation, and interviews with MFA staff involved in multilateral influencing. To some extent, this represented moving into uncharted territory. Consequently, the evaluation framework was updated throughout the evaluation process as described below. Ultimately, the framework was developed into a theory of change for multilateral influencing that is described in the following section and represents an evaluation product in its own right.

The evaluation methodology and the evaluation framework were initially developed during the inception phase of this evaluation. Any adjustments and changes made during the main evaluation phase are described and marked as *italic text* for better visibility.

## 8.2 The evaluation framework

The evaluation framework described the evaluation team’s initial understanding of how the MFA influenced – or can influence – its multilateral partners. It was developed during the inception phase of the evaluation based on desk review of academic and applied research publications of individual- and organisational-level influencing (Annex 5), of earlier evaluations and studies (Annexes 6), the systematic review of influencing plans and reports (Annex 4), a series of initial interviews with MFA staff involved with multilateral influencing, and the team’s own experience.

**Figure 11:** Evaluation framework.



Source: Team analysis.

The framework (Figure 11) takes a step-by-step approach to describe how influencing activities are planned and implemented and, ultimately, contribute to achieving strategic policy priority and sustainable development goals:

- Step 1: How influence originates in the MFA;
- Step 2: How it reaches Multilaterals;
- Step 3: How it contributes to influencing effects in Multilaterals; and
- Step 4: What outcomes and impacts are believed to be associated with those effects.

Each step builds on the previous one, i.e. it cannot produce a result if the previous one has not.

The framework also made assumptions about what factors and conditions were required for these steps to function effectively. Because several of the causal mechanisms involved were not even fully understood in the expert literature reviewed by the team, these initial assumptions were not expected to be final and were adapted based on emerging findings of the evaluation.





Supporting factors and conditions also differed in terms of the degree of control the MFA has over them:

- Some are internal to the MFA and can – in principle – be addressed by MFA leadership and staff based on findings and recommendations from the present evaluation. The qualifier “in principle” is used to demonstrate the evaluation team’s understanding that some of those factors relate to constraints in specific financial resources and staff capacities that can only be managed within the overall level of human and financial resources available to the MFA.
- Other factors and conditions are internal to the Multilaterals or concern intermediary actors that operate between the MFA and the Multilaterals. Most of those factors and conditions are beyond the direct control and influence of the MFA and therefore represent the context within which the MFA must operate and identify suitable influencing opportunities.

Visible on the left-hand side of Figure 11, the framework also describes how reporting and learning from influencing activities and results can contribute to accountability and planning.

In what follows, the principal levels of the framework are introduced in more detail.

### **Step 1: How influence originates in the MFA**

Drawing on the evaluation team’s initial interactions with MFA staff and the desk and literature review conducted during the inception phase, the team collected and identified various activities of MFA staff related to influencing Multilaterals. To organise the evaluation inquiry, and following similar typologies identified during the desk review of influencing literature, influencing activities were grouped into four channels described in Box 7.

*During the main phase of the evaluation, it became clear that the fourth channel (“thematic leadership”) needed to be adapted. As shown in the main report (Finding 3), thematic leadership was found to be one important element of how Finland is perceived by Multilaterals, and therefore affects the effectiveness of Finland’s influence across all influencing channels rather than representing a separate, additional type of influencing activity.*

*To reflect this, the fourth channel was later redefined to cover all other types of influencing activities not covered in the first three channels. These were later differentiated into activities related to i) coordination and relationship management, ii) thematic advocacy and political support, and iii) sharing of knowledge and experience, as explained in Finding 16.*

**Box 7:** Influencing channels defined during the inception phase.

**Participation in multilateral corporate governance** is not restricted to the meetings of multilateral governance bodies but also includes preparatory activities.

For example, the MFA sometimes fulfills a formally defined role in the corporate governance of a Multilateral, for example in a personal capacity (representing him- or herself), in an advisory body, or in an institutional capacity (representing the MFA or Finland) on the executive board of a Multilateral.

Or, alone or as part of a group, the MFA can inform another (not necessarily Finnish) person’s participation in multilateral corporate governance. Examples involving such intermediaries and partners are the Nordic voting groups or briefings of non-MFA multilateral board members.

**Financial decision-making** comprises all past and present resource-allocation decisions towards Multilaterals by the MFA, for example:

- Which Multilaterals to fund;
- The overall level of funding for each Multilateral; and
- The funding mix for each Multilateral, i.e. the percentage of core and different types of earmarked funding.

As with participation in multilateral corporate governance, financial decision-making is not restricted to when final decisions are taken and communicated to the multilateral partner, but also includes all preparatory work leading up to those decisions including, for example, deliberations and negotiations during replenishment and capital increase processes, or the negotiation of multi-bi and other forms of earmarked funding.

Financial decision-making relates to how the MFA allocates its resources. It does not include decisions on how Multilaterals allocate their core resources, which is decided by multilateral governance bodies and hence included under participation in multilateral corporate governance.

**Staff placements and exchanges** cover a range of staffing-related situations in which staff placements in one organisation create linkages into the other:

- MFA staff transfer or secondment to Multilaterals, their secretariats, and working groups;
- The MFA participating in (or lobbying in the context of) selection processes for leadership positions in Multilaterals; and
- The MFA supporting (Finnish) junior professional or volunteers for positions at multilateral organisations.

Any other support the MFA provides aimed at placing MFA staff or external professionals into Multilaterals or for strengthening the capacities of their staff. Optionally (in case it emerges as an important networking element) linkages through people that have worked at Multilaterals and have then been hired into the MFA may be considered.

**Thematic leadership** covers activities aimed at strengthening, communicating, and demonstrating thematic knowledge and expertise. Examples are the production of blogs, leading communities of practice, participation in sub-committees dedicated to key areas of interest, supporting and making available thematic experts and opinion leaders, strengthening capacities in Multilaterals, organising visits and exchange of views between Multilaterals and the MFA, and convening stakeholder and expert consultations.

Thematic leadership aims at establishing and strengthening relationships and linkages as well as using them for advocating issues of interest. Drawing on the desk review, this can also lead to leveraging effects in the sense that other (larger) donors can be influenced to allocate additional resources for issues that are Finnish thematic priorities.

Working with channels rather than individual instances of influencing activities reflected the assumption that influencing effects were usually the product of a coordinated series or stream of such single influences. As a consequence, rather than focusing on single instances of influence, the team assumed that it would be more insightful to lump some types of influencing activities together and investigate them as a whole.

*This assumption was fully confirmed by the evaluation (Finding 2).*



At the first level of the framework, the team focused on the MFA as a source of influence and as an influencing actor. Influence was assumed to originate from past and present behaviour of the MFA (including its funding decisions) and from information shared by the MFA with the outside world, e.g., through interaction and communication between MFA staff and external people or by means of published or otherwise shared information.

*This assumption was confirmed but also expanded. Finland's reputation was found to play a central and critical role in multilateral influencing and to originate not only from the MFA's earlier behaviour but also from how Finland was generally perceived in the multilateral arena and other development actors (Finding 3).*

The evaluation framework made several additional assumptions about factors and conditions at this level that are summarised in Table 18. This particular set of assumptions was strongly informed by a recent evaluation of knowledge management at the MFA (Palenberg et al. 2019).

*The evaluation confirmed that the chosen factors were indeed the most relevant and important ones at this level and there was no need to revise them. The original evaluation framework also listed institutional conditions contributing to these factors that were summarised as "MFA resources and institutional support to multilateral influencing".*

**Table 18:** Original and revised assumptions at the first framework level.

Original assumptions (after the inception phase)	Revised assumptions (after the main phase)
MFA staff must be motivated to undertake influencing activities.	<i>This assumption was confirmed as an important factor.</i>
MFA staff must have sufficient time and occasion for influencing activities.	<i>This assumption was confirmed as an important factor.</i>
MFA staff must participate in relevant occasions for influencing.	<i>This assumption was confirmed as an important factor.</i>
MFA staff must possess the necessary influencing skills. MFA staff must know "their" Multilaterals well.	<i>These assumptions were confirmed as important factors.</i>
Purposes, goals, strategies, plans and objectives for influencing must be relevant, useful and realistic. MFA staff must understand influencing objectives. Influencing activities and their results must be reliably monitored and analysed for: <ul style="list-style-type: none"> <li>• drawing lessons and learning from past experience,</li> <li>• taking decisions about future influencing activities and improving monitoring and reporting,</li> <li>• rendering account of influencing activities and results.</li> </ul>	<i>These assumptions were confirmed as important factors.</i>
Contributing institutional conditions for each of the factors listed above were also formulated during the inception phase. These covered several aspects of human resources and information management, as well as planning and reporting processes.	<i>These institutional conditions were confirmed as relevant, but the evaluation team found that listing them separately for each of the factors above led to much duplication.  Therefore, they were synthesised as "MFA resources and institutional support to multilateral influencing" in the final version of the theory of change</i>

## Step 2: How influence reaches Multilaterals

In many cases, MFA influence was assumed to reach Multilaterals without involving intermediaries. This was assumed to be the case when MFA staff directly participated in multilateral corporate governance, when they directly participated in financial negotiations with Multilaterals and/or communicated the MFA's resource allocation decisions, when MFA staff was transferred to Multilaterals (or former staff from Multilaterals was hired into the MFA), and when any other influencing activities involved direct contact between MFA and multilateral staff.

In other cases, MFA influence was assumed to reach Multilaterals through one or more intermediaries. This was assumed to be the case when the MFA did not hold an official position in one or more corporate governance bodies of a Multilateral, but participated in some form of collective representation or had influence on others who did. Or, when multilateral financing was done as a package together with other donors without significant visibility of the MFA, when the MFA supported non-MFA staff to work with Multilaterals or when influencing also included other activities not directly aimed at Multilaterals.

*The second framework level was not considered particularly useful and was abandoned in the final theory of change. While this level contained valid and important assumptions about access to Multilaterals and the need to establish relationships and networks (which were maintained in the theory of change), the evaluation found that the idea of "influence reaching Multilaterals through intermediaries" was not in line with how these processes worked in reality. Rather than influencing intermediaries who then, subsequently and separately, influenced Multilaterals, working with and through like-minded and constituency/voting groups was found to be a more dynamic, interactive and collaborative process.*

The evaluation framework contained several additional assumptions about factors and conditions at the second level (Table 19) and that were strongly informed by a recent evaluation of knowledge management at the MFA (Palenberg et al. 2019).

*The original assumptions about access to Multilaterals and the need to establish relationships and networks were confirmed to be important and hence maintained but slightly reformulated. Additional assumptions about participation of MFA staff were also important but duplicated a similar assumption on the first framework level and were therefore removed here.*

**Table 19:** Original and revised assumptions at the second framework level.

Original assumptions (after the inception phase)	Revised assumptions (after the main phase)
<p>MFA staff must have access to key individuals and groups outside of the MFA.</p> <p>MFA staff must have trust-based professional relationships and contribute to establishing and maintaining effective networks with relevant individuals and groups.</p>	<p><i>These assumptions were grouped differently but their content was kept, as described in the main report:</i></p> <p><i>Access: Finland's linkages into corporate governance and operational processes in Multilaterals.</i></p> <p><i>Relationships, networks and alliances: all kinds of relations between people or institutions in the context of influencing.</i></p>
<p>Finland must be a member of multilateral corporate governance bodies, or must have effective access (direct or indirect) to others represented in multilateral corporate governance bodies as well as to relevant management and staff.</p>	



Original assumptions (after the inception phase)	Revised assumptions (after the main phase)
MFA representatives must participate in relevant meetings on matters relating to Finnish priorities and take part in discussions and interactions leading up to them.  MFA staff must participate in discussions and negotiations about funding to Multilaterals (all types of funding), including replenishment, capital increases, earmarked and multi-bi funding.	<i>This assumption was removed because it was already covered in the first level of the framework: MFA staff must participate in relevant occasions for influencing.</i>

### **Step 3: How influence contributes to effects in Multilaterals**

At this level, the evaluation was interested in observed influencing effects vis-à-vis influencing goals, objectives and targets defined for specific Multilaterals, as well as in understanding unintended effects. Influencing effects were assumed to be realised in people, policies and operations of Multilaterals:

**Effects on people.** Effects on the staff of Multilaterals were assumed to occur at each organisational level of a Multilateral: i) staff (in headquarters or country office), ii) country directors or headquarter unit director, iii) department leadership, iv) corporate leadership and v) members and representatives of governance bodies of Multilaterals.

Borrowing from literature reviewed by the evaluation team (in particular “marketing funnel” frameworks), a qualitative six-point scale was originally introduced to describe the significance of influencing effects on people. At the lowest level, this consisted of people becoming aware of an issue, followed by interest, consideration, evaluation, adoption (or rejection) and – representing the most pronounced effects on people – becoming advocates (in favour or against). The first levels of this scale remain internal to an individual, but the last steps imply behaviour change that affects others.

**Effects on policies.** In the evaluation framework, influencing effects on “policies” stood for a wider array of effects on actual policies but also strategies, plans and procedures of a Multilateral. With relevance for influencing, policies were assumed to usually be approved and adopted at a higher organisational level than the level they are applied to.

To describe the significance of effects on policies, a four-point scale was originally introduced:

1. **Acknowledgement:** input and support, for example during policy formulation, is acknowledged but there is no effect on the content of the policy;
2. **Minor changes:** some details have been adapted but overall content of policies has remained similar to what it was/would have been without the influence;
3. **Significant changes:** some elements in policies are new or have significantly changed. These changes wouldn’t exist without the influence; and
4. **Fundamental changes:** most elements of existing policies, strategies, plans and procedures have significantly changed, or entirely new policies, strategies, plans or procedures were introduced.

**Effects on operations.** Effects on the operations of a Multilateral were assumed to possibly occur at some or all levels of an organisation. Their significance was originally described with a very similar four-point scale as the one introduced for influencing effects on policies, ranging from acknowledgment, minor and significant changes to operations, to fundamentally changed or new types of operations.

*The description of influencing effects by referring to effects on people, policies and operations proved useful – especially for explaining what the evaluators were interested in during interviews, and for ensuring that different types of effects were included.*

*The distinctions did not prove particularly useful for categorising and assessing influencing effects because most effects involved changes in two or all three of the three types of recipients of influence (people, policies and operations).*

*The evaluation team however introduced a simpler three-point scale for describing the importance of influencing effects in each category as indicated in Table 20. This was done because the original scales introduced for people proved too fine-grained for practical use during interviews. In addition, the “no effect” option was removed from all scales because it was not relevant when describing influencing effects.*

**Table 20:** Simplified scale for the significance of influencing effects on people, policies and operations.

	Minor	Important	Fundamental
<b>Effects on people</b>	People became aware of an issue	People changed behaviour regarding an issue	People became advocates of an issue
<b>Effects on policies (including policies, strategies, guidelines and knowledge products)</b>	Details of existing policies adjusted	Existing policies significantly adapted	New policies introduced
<b>Effects on operations (including procedures and practices)</b>	Minor changes in priorities or practices	Priorities or practices significantly adapted	New priorities or practices introduced

Source: Team analysis.

Changes in people, policies and operations were assumed to be interlinked and initial influencing effects on each element were considered to (possibly) affect the others. The framework assumed that people would represent the most common initial recipients of influence and that changed convictions and behaviour of people, in turn, would possibly affect policies or operations. The framework also assumed that policies could be directly influenced, for example if MFA staff participated in their development. Changed policies, in turn, were assumed to impact both people and operations. The framework assumed that operations could also be influenced directly, for example if seconded MFA staff applied a different management style in a leadership position in a Multilateral.

Together and over time, mutually interacting changes in people, policies and operations were assumed to contribute to profound and lasting changes, for example in the organisational culture of Multilaterals, i.e. the collective values, beliefs and principles of their staff, as symbolised by Figure 12. This reflects concepts found in influencing literature, .e.g. the differentiation between structural and transformative changes in organisational theory (Kania et al. 2018). Whereas structural change is related to influencing effects in people, policies and strategies, organisational transformation reflects deeper change at a more fundamental level that affects mental models, i.e. the “deeply held beliefs and assumptions and taken-for-granted ways of operating that influence how we think, what we do, and how we talk” at the level of the entire organisation. This is symbolised by “organisational culture” at the center of Figure 12.





**Figure 12:** Interconnections between changes in people, policies and operations.



Source: Team analysis

*While the evaluation did not plan or attempt to decipher the complex interactions between immediate and subsequent influencing effects on people, policies, and operations within Multilaterals, these framework elements were considered useful by the evaluation team and by people that were interviewed.*

*In addition, the high degree to which effects on people, policies and operations were intertwined with each other was evidenced by the finding that most influencing effects observed by the team covered two or more of these framework elements.*

The evaluation framework contained several additional assumptions about factors and conditions at the third framework level (Table 21).

*Assumptions at this level remained valid in light of the evaluation findings but some were re-prioritised, and others included into earlier assumptions to avoid duplication.*

**Table 21:** Original and revised assumptions at the third framework level.

Original assumptions (after the inception phase)	Revised assumptions (after the main phase)
<p>Multilateral staff consider the MFA's influencing input important and worthwhile considering because:</p> <ul style="list-style-type: none"> <li>• Of its power over financial or other MFA support to the Multilateral;</li> <li>• Of its position in the Multilateral's governance or management;</li> <li>• It is considered to be powerful/authoritative;</li> <li>• It is perceived to have relevant knowledge and expertise;</li> <li>• It is considered a trusted and valued partner.</li> </ul>	<p><i>These assumptions remained valid, but their importance was better understood based on evaluation findings:</i></p> <ul style="list-style-type: none"> <li>• <i>Being a trusted and valued partner and being perceived to possess relevant knowledge and expertise were found to be very important.</i></li> <li>• <i>The position and standing as a member of multilateral governance bodies was found to be important.</i></li> <li>• <i>Authority and perceived power (financial and otherwise) were not very important in the case of Finland (in contrast to other donors).</i></li> </ul>
<p>MFA influencing activities timely and effectively support and/or complement ongoing decision-making or policy development processes in a multilateral.</p>	<p><i>This assumption was confirmed as an important factor.</i></p>





Original assumptions (after the inception phase)	Revised assumptions (after the main phase)
<p>Political priorities within Finland remain stable over sufficient time to allow for apparent influencing effect.</p> <p>Influencing objectives and activities remain stable over sufficient time to produce an aggregate effect.</p> <p>MFA influencing activities targeted at the same Multilateral are effectively coordinated across activity types and MFA units and departments.</p>	<p><i>These assumptions were confirmed as important factors.</i></p>
<p>MFA influencing activities are 'packaged' and delivered in a manner amenable to multilateral protocols and preferences.</p>	<p><i>This assumption remained valid in principle but was subsumed under the level 1 assumptions related to MFA staff influencing skills and their knowledge of Multilaterals since they considered this to be part of their influencing work.</i></p>
<p>MFA representatives to multilateral corporate governance bodies have a sufficiently robust mandate (e.g. to speak and decide on behalf of the MFA).</p>	<p><i>This assumption remained valid in principle but was subsumed under the level 1 assumption related to MFA staff participation in relevant occasions for influencing.</i></p>

#### **Step 4: Outcomes and impacts related to multilateral influence**

The influencing effects described in the previous step were assumed to usually not represent the ultimate goal and purpose behind the MFA's influencing activities. Rather, they were assumed to represent attempts to contribute to more strategic influencing goals. Based on its initial interactions with MFA staff and the analysis of MFA influencing reports, the evaluation team identified two "standard" strategic influencing goals:

- Improvement of the operational effectiveness and efficiency of multilateral organisations; and
- Adjustment of thematic priorities and refinement of sector approaches of Multilaterals.

Both goals were assumed to ultimately contribute to strengthening sustainable development impacts by the targeted Multilaterals. The evaluation framework made several initial assumptions about factors and conditions at this highest level of the evaluation framework (Table 22).

*These assumptions were found to be useful during interviews when discussing to what possible further developments observed influencing effects in Multilaterals could contribute.*

*In line with the limited scope of the evaluation at this level, these assumptions were not further investigated, In the final version of the theory of change, they were included collectively as "the capacity of Multilaterals to adapt and effectively manage change".*

*In addition, the theory of change also introduced "global external factors" as an additional general determinant affecting the effectiveness with which influencing effects can contribute to further change within Multilaterals.*



**Table 22:** Original assumptions at the fourth framework level and corresponding elements of the theory of change for multilateral influencing.

Original assumptions (after the inception phase)	Corresponding summary assumptions in the theory of change for multilateral influencing
<p>MFA position is supported by relevant others in the multilateral governance structure.</p> <p>MFA position is supported by senior management in the multilateral.</p> <p>Budgetary allocations in multilaterals indicate increased support for Finnish priorities.</p> <p>High level strategy and planning documentation at the multilaterals better reflect Finnish priorities.</p> <p>Approved projects reflect Finnish priorities in their design.</p> <p>Self and independent evaluation at the Multilaterals better reflect Finnish priorities in their methodological design.</p> <p>Thematic, sector level and other research produced by the Multilaterals better reflect Finnish priorities.</p> <p>The agendas for high level conferences, seminars, workshops etc. better reflect Finnish priorities.</p>	<p><i>The “capacity of Multilaterals to adapt and change”:</i> The effectiveness and efficiency with which Multilaterals can institutionalise change and ensure that new policies, priorities and procedures are ultimately reflected in their development work.</p> <p><i>“Global external factors”:</i> The operating environment of multilateral organisations, i.e. the degree to which members support their mandates, changes in their relevance as new actors emerge and the world develops. I.e. all external factors that affects how Multilaterals operate and perform.</p>

### ***Management of multilateral influencing***

In addition to the four levels, the framework also described how the MFA’s management approach to multilateral influencing operated. Reporting on the MFA’s multilateral influencing activities and results was assumed to strengthen accountability of the MFA vis-à-vis its domestic stakeholders in Finland. These domestic stakeholders were the government, the parliament, different stakeholder groups, and the wider Finnish population. Strengthened domestic accountability, in turn, was considered instrumental in securing the necessary resources and operational freedom for the MFA to fulfil its mandate effectively and efficiently.

At the same time, reporting, strengthened accountability and learning from past experiences with multilateral influencing were also assumed to serve to inform, validate and improve the MFA’s approach to multilateral influencing.

*The findings made during this evaluation did not require any changes to these principal assumptions.*

### **8.3 General remarks regarding causal inference**

The MFA has a natural interest in understanding and demonstrating to what degree its multilateral influencing efforts have contributed to reaching Finland’s foreign and development policy priorities. This is considered important for the MFA in terms of learning and improving its multilateral influencing activities and their results, and for accountable reporting to Finland’s Parliament and other stakeholders, including the wider Finnish population, to legitimise and ensure continued support for the MFA’s work and for the multilateral system in general.

The calculation or estimation of the size of changes or development impacts related to Finland’s multilateral influencing is however not possible. This is because of two reasons:



- First, on a practical level, the chains of events linking Finland’s multilateral influence to the contributions Multilaterals make to sustainable development are long and complex and depend on many factors beyond Finland’s control, including chance events that are hard or impossible to predict, such as changing priorities of key actors (e.g. the withdrawal of the US from several multilateral agreements and organisations under the Trump administration) or external factors such as the impact the Covid-19 pandemic has and will have on the WHO, the multilateral system, and the priorities of other donors. These chains of events also do not represent classical “results chains” that link inputs to outputs, outcomes and impacts in a series of separate cause-and-effect relationships. Instead, they contain substantial feedback processes and linkages that cannot be described with simpler concepts. In other words, even if such causal association were meaningful (see next point), it would not be technically feasible to measure them.
- Second, more fundamentally, the concept of “counterfactual causality” inherent in attribution thinking does not make sense for understanding multilateral influencing and its effects. This is already reflected at the level of influencing activities and their direct effects. As this report shows, it is often not feasible to link observed influencing effects to Finland’s influencing activities alone, but only to the collective influence of a group of actors. In causality research, such situations are associated with theories of causation that reject counterfactual thinking altogether and instead speak of “causal packages” and “interacting causes”. When described in this way, each single cause contributes to an effect but the notion of “how much effect” is associated with a single cause ceases to be meaningful. In other words, while most people would agree that sugar represents one ingredient for a cake (and hence contributes to the cake), the question “how much of the cake was caused by the sugar” has no meaning. In the evaluation team’s assessment, multilateral influencing is better characterised by this way of understanding cause and effect.

As a note of caution, causal contribution can easily be confused with causal attribution and simply avoiding the term “attribution” is not sufficient. For example, the question “how much did the MFA’s influence contribute to the influencing effect” is an attribution question (even if it uses contribution terminology) and the correct contribution question is to ask whether Finland’s influence was one of the causes for the effect. In short: Contribution statements focus on the causes and attribution statements on the effects.

The consequences of these realities are that the changes to which Finland’s multilateral influence contributes need to be understood in the context of a growing number of actors and conditions:

- Immediate influencing effects can sometimes be associated with Finland’s influencing activities alone (and of course, the Multilateral), but usually only with the collective influence of a group of actors of which Finland is part.
- Further changes in Multilaterals depend on their governance and management processes, their institutional capacities, and their operational effectiveness and efficiency which, in turn, depend on many internal and external factors that are often beyond the control of those organisations. In this context, the influencing effects (to which Finland contributes) represent only one (very minor) of many contributing causes.
- Development outputs, outcomes and, ultimately impacts to which Multilaterals contribute through their projects and other (e.g. normative) work, depend on their development effectiveness, their partners, those implementing the work on the ground, the recipients, as well as of a great many external and internal factors and conditions along these (long) chains of events. At this level, the relation to influencing effects is likely to be invisible and untraceable.



Interviewed MFA staff in charge of coordinating Results-Based Management (RBM) demonstrated a thorough understanding of these issues. This understanding is, for example, also reflected in how past and present influencing plans were designed and in how cause and effect are addressed in the Finland’s Development Policy Results Report of 2018 (MFA 2018).

## 8.4 Evaluation questions

The Terms of Reference for this evaluation (Annex 1) contained five main and seven supplementary preliminary evaluation questions that helped define the direction and scope for this evaluation. As they were developed before the evaluation framework was conceptualised, the evaluation team reformulated them to reflect the language and the concepts introduced in this inception report.

They were also consolidated into four concise evaluation questions that, after being adopted by the MFA’s Development Evaluation Unit, replaced the preliminary set of questions in the Terms of Reference:

1. (EQ1) How effective have the MFA’s influencing activities been overall in influencing people, policies and operations of Multilaterals in policy areas important to Finland?
2. (EQ2) How plausible is it that the MFA’s influencing activities contribute to increased relevance and operational effectiveness of targeted Multilaterals and – ultimately – to sustainable development?
3. (EQ3) How effective is the results-based management approach (influencing plans and related steering, reporting and learning processes) in supporting MFA influencing activities towards Multilaterals?
4. (EQ4) What factors have the greatest positive or negative effect on MFA multilateral influencing and what action can the MFA take – realistically and in view of available resources and capacity – to further enhance its effectiveness?

In synthesising the essence of what the evaluation wants to answer into these four questions the evaluation team removed some duplication from the preliminary set of questions, gave them a logical structure, and ensured that they all remained at the same strategic and policy-relevant level. At the same time, it was understood that the more detailed issues contained in the 12 preliminary questions from the Terms of Reference would still be addressed when answering these four evaluation questions. Table 23 provides an overview of how the four evaluation questions reflect these 12 preliminary questions.

**Table 23:** Mapping of evaluation questions to the Terms of Reference.

Original question suggested in ToR	Evaluation questions				Comments
	EQ1	EQ2	EQ3	EQ4	
1. How has MFA managed to promote the objectives of the Finnish Development policy in the multilateral organisations? Is there room for strengthening the influencing activities?	●	●	●	●	Improvement potential covered by evaluation framework (analysis of supporting factors and conditions) and by recommendations.
2. How has Finland managed to influence the multilateral organisations’ policies and operations? How visible has Finland been and have its development policy’s key messages been understood?	●	●			
3. How useful have the influencing plans as tools for the MFA been? What are the lessons learnt regarding the plans?			●	●	



Original question suggested in ToR	Evaluation questions				Comments
	EQ1	EQ2	EQ3	EQ4	
4. What are the strengths, weaknesses, good practices and challenges of influencing in multilateral organisations?	●	●	●	●	Covered by evaluation conclusions.
5. How effective have different influencing means been? For example:  The visits of the ministers and high-level officers are important way of influencing. How successfully these opportunities been used in country and HQ level?  Finland is member and represented in many boards, task forces etc. How well these opportunities to influence have been used?  Finland has seconded staff and JPOs in many organisations. Is that an opportunity to influence, or has these arrangements increased Finland's visibility?	●				The evaluation framework has a broader coverage than this question for each of type of influencing and also covers financial decision-making not listed in the original question.
Complementary question 1: How do the MFA's units, departments and embassies support, contribute and monitor the influencing plans?	●			●	Covered as underlying question (first level of the evaluation framework) to the second evaluation question.
Complementary question 2: What resources (money, people, partnerships) does the MFA dedicate to influence multilateral organisations to promote Finland's key messages and are there ways in which these resources can be used more efficiently?	●			●	Covered as underlying question (first level of the evaluation framework) to the second evaluation question.  Improvement potential covered by evaluation framework (analysis of supporting factors and conditions) and by recommendations.
Complementary question 3: How to enhance promotion of key messages and visibility through multilateral influencing?				●	Improvement potential covered by evaluation framework (analysis of supporting factors and conditions) and by recommendations.
Complementary question 4: How does core funding complement multi-bi cooperation on country level, and what are the influencing channels from country level to HQ and other way round?	●	●			
Complementary question 5: Have the same influencing activities been implemented in all organisations including humanitarian aid agencies?	●				
Complementary question 6: How well has Finland managed to promote the results-based management approach in multilateral cooperation for management, learning and accountability purposes?			●	●	Covered by the left-hand side of the evaluation framework.
Complementary question 7: How are Finnish influencing activities viewed by the multilateral organisations? How is Finland viewed as a member and partner of these organisations?	●	●			

Source: ToR, team analysis.



No subsequent changes were made to these four evaluation questions (apart from switching the order of questions 2 and 3 in an earlier version).

In what follows, the evaluation questions are described in more detail.

**Evaluation question 1: How effective have the MFA’s influencing activities been overall in influencing people, policies and operations of Multilaterals in policy areas important to Finland?**

This question consolidated several general and specific ToR questions into a single question about effectiveness and used the language of the evaluation framework. It looked at influencing effects on people, policies and operations at the third level of the evaluation framework and applied the concepts and measures for describing those effects that were introduced with the framework.

The first evaluation question uses contribution – rather than attribution – language to reflect that the MFA’s influencing activities are usually not the only cause and contributing factor of such effects

In evaluation question 1, the evaluation team understood “effectiveness” both as efficacy in reaching previously set influencing targets and as the degree to which not specifically formulated, unplanned or unintended influencing effects had occurred. In concrete terms, this meant that the question investigated i) what influencing goals, objectives and targets were set for specific Multilaterals and to what degree they had been reached, and ii) what other influencing effects the MFA had contributed to.

Answering the first evaluation question logically built on having answered two lower-level questions. The original versions of these lower-level questions were adapted to reflect the changes made to the evaluation framework that were described earlier (see Table 24).

**Table 24:** Original and revised sub-questions to evaluation question 1.

Original sub-questions	Revised sub-questions	Rationale for changes
<p>Have influencing activities been effectively planned and implemented by the MFA?</p> <p>If implemented effectively, have influencing activities effectively reached Multilaterals?</p>	<p><i>Have the MFA’s influencing activities been implemented effectively?</i></p> <p><i>Has the MFA – through its resources and institutional support – effectively supported influencing activities?</i></p>	<p><i>The planning aspects of the first sub-question were already covered by evaluation question 3.</i></p> <p><i>As explained above, the concept of “reaching” Multilaterals was not found to be particularly useful and the evaluation team assessed the corresponding factors (access to Multilaterals and the need to establish relationships and networks) directly as part of evaluation question 1.</i></p> <p><i>Instead, to better reflect the MFA’s institutional support influencing (first level of the framework), the sub-question on the MFA’s resources and institutional support was added.</i></p>

**Evaluation Question 2: How plausible is it that the MFA’s influencing activities contribute to increased relevance and operational effectiveness of targeted Multilaterals and – ultimately – to sustainable development?**

This question focuses on the fourth level of the evaluation framework and investigates possible linkages between influencing effects in Multilaterals and the rationale and goals that motivate multilateral influencing at the MFA. It asks for assessing plausibility rather than providing harder evidence because of the limitations regarding causal inference and the limited scope of the evaluation at that level.





### **Evaluation question 3: How effective is the results-based management approach (influencing plans and related steering, reporting and learning processes) in supporting MFA influencing activities towards Multilaterals?**

This question reflected the focus of the Terms of Reference on the influencing plans and related processes as the central element of the MFA's results-oriented approach to multilateral influencing. It looked at all aspects of RBM, applied to multilateral influencing, i.e. steering, learning and accountability.

The scope under this question was extended during the main phase of the evaluation to also cover other planning and reporting processes. This was done because it became clear that several other processes (e.g. TTS and embassy/mission work plans) were also important – and at times more important – for multilateral influencing.

### **Evaluation Question 4: What factors have the greatest positive or negative effect on MFA multilateral influencing and what action can the MFA take – realistically and in view of available resources and capacity – to further enhance its effectiveness?**

This question builds on the analysis of all issues and supporting factors and conditions in the evaluation framework and asks to identify the most important ones, i.e. those that had the strongest impact on the effectiveness of the MFA's influencing activities. While this was already implied in the first three evaluation questions, this fourth question was added to emphasise the focus of this evaluation on understanding the “why” and “how” of influencing, in addition to the “what”.

## **8.5 Evaluation tools**

The evaluation applied a range of evaluation tools for collecting and analysing the information needed to provide evidence-based answers to the four evaluation questions, and to validate and assess issues and supporting factors and conditions in our evaluation framework.

Two basic tools were used to draw evaluative information from people, documents and databases:

- Interviews to draw tacit information from people, synthesise it and document it. Interviews also serve to inform and engage stakeholders in the evaluation process; and
- A Desk review to obtain and synthesise explicit information contained in documents.

Together with the MFA's Development Evaluation Unit, the team decided against conducting an **online survey**, mainly because of the specific focus on influencing activities and their effects – a subject requiring in-depth evaluative inquiry that cannot be adequately served by the survey because it does not allow the team to interact, explain and validate information as it is received, within the context and organisational environment of the respective respondents. In addition, challenges were expected with relevant targeting and a sufficiently high response rate.

In addition, several more advanced analytic tools were also used:

- A **systematic analysis of influencing reports** was conducted using professional text analysis software;
- Multilateral influencing was reviewed in more detail for eight Multilaterals in the form of **Agency Cases**, seven of which included **headquarter visits** by the evaluation team; and
- Two **field visits** (to Nepal and Kenya) were conducted to evaluate multilateral influencing at the country level and in the context of multi-bi projects.

In what follows, these tools are described in more detail.





**Interviews** represented one of the principal sources of information for this evaluation. Overall, 174 people were interviewed. (Table 25), covering MFA staff, agency staff, partners influencing the same agencies and other actors.

**Table 25:** Interviewed people along organisational affiliations and locations.

	Helsinki	New York	Rome	Washington DC	Kenya	Nepal	Other	Total
<b>Multilateral staff</b>	1	19	13	27	16	12	1	89
<b>MFA staff</b>	37	3	5	1	4	6	1	57
<b>Other donor's representatives</b>	-	5	7	6	1	1	5	25
<b>Others</b>	1	-	-	-	-	1	1	3
<b>Total</b>	<b>39</b>	<b>27</b>	<b>25</b>	<b>34</b>	<b>21</b>	<b>20</b>	<b>8</b>	<b>174</b>

Interviews were mostly conducted face-to-face and usually involved two evaluation team members. Some interviews were also done remotely. In addition, several group meetings were held. Interviews were semi-structured and guided by the evaluation questions and sub-questions. Additionally, towards the end of the main phase, interviews with MFA staff were increasingly used to also validate emerging findings. Interviews in New York, Rome and Washington DC were conducted as part of Agency Cases, and interviews in Kenya and Nepal as part of country missions. All interviews were private and confidential. In several instances, the interviewees offered to be cited, or the evaluation team obtain such agreement upon request after the interview. All citations that can be linked to people that were interviewed by the team were subject to such approval and are marked by “approved citation” in the main report. A detailed interview guide was used and is summarised in Section 8.10 of this annex.

**Detecting and managing positive (or negative) bias in interviews.** During interviews at Multilaterals and with donor partners, very positive feedback was received about how Finland and MFA staff were perceived, and about the effectiveness of Finland’s multilateral influence. As many interviewees had long-standing and trust-based working relationships with MFA staff, the evaluation team took additional measures to detect and account for the possibility of pleasing or otherwise positively biased feedback of the information collected in these interviews. The principal safeguard for this was good evaluation practice and the seniority and interview and evaluation experience of the evaluation team members that conducted the interviews.

- Together, evaluation team members had led and contributed to about 85 high level programme or institutional evaluations, including several evaluations at the MFA. The team applied their interview experience and skills as critical and impartial observers to spot and investigate potential bias, positive or negative, for example by asking interviewees to back up statements with documented evidence, asking whether other people could confirm the information provided, confronting interviewees with contradictory evidence, and probing for more detail and explanation before accepting feedback as evaluative evidence.
- Most interviews were conducted by two team members, one leading the interview and the other one observing. The objective, priority focus and approach for each interview was discussed and decided beforehand, and interview results and impressions were discussed and confirmed afterwards between the interviewers. For each interview, the team produced confidential interview notes that – in addition to the information provided by the interviewee – provided contextual information (e.g. the role, context and relationship the interviewee had with the MFA) and described the interviewers’ assessment of the credibility of the feedback, including whether any form of bias was detected or could be assumed (positive or negative).

- When deriving the findings of this report, the evaluation team triangulated evaluative evidence from different sources and by different methods, taking into account their respective relevance, credibility, and reliability.

In addition to this standard evaluation practices for collecting, validating and triangulating information to produce evaluation findings, the team also used more specific techniques.

- First, as a general approach in interviews, the team did not prompt or suggest what feedback it was expecting in the first part of an interview. Instead, interviewees were asked to identify features, characteristics and effects that they were aware of and that they somehow associated with Finnish influence. This approach avoided leading questioning and allowed the team to harvest the most important perceived effects (also including unplanned or unintended effects) and freely associated perceptions about possible reasons for high (or low) effectiveness of Finland's multilateral influence. Only after this unprompted feedback was collected, the evaluation team asked for feedback about specific influencing effects (drawn from influencing plans and reports and earlier interviews at the MFA) and about characteristics associated with Finland and MFA staff identified in desk review and other interviews.
- Second, regarding influencing effects and further changes in Multilaterals, different probing and validation techniques were used to mitigate the risk of positive bias when interviewing staff working in Multilaterals. These techniques tested proposed causal linkages between influencing activities, effects and further changes in Multilaterals in different ways (Table 26).
- Third, regarding feedback about Finland's reputation and the qualification and effectiveness of MFA staff for multilateral influencing, the team asked interviewees in Multilaterals to also provide feedback about other donor countries and their employees, and interviewees from those countries to compare and explain their own country's influencing effectiveness with that of Finland.
- Fourth, several interviews were conducted regarding specific influencing effects (and most interviews with non-MFA staff covered perceptions about Finland and MFA staff). The team could therefore triangulate such specific feedback also between interviewees and between the perspectives of staff working in Multilaterals, donor partners and the MFA. In some cases, when contradictory feedback was received, the team asked interviewees during or (by email) after interviews to obtain additional explanation.

Overall, persistent positive bias was only detected in very few interviews. In most cases, the overall approach taken by the interview team and the additional techniques simply helped the interviewee (and the interviewers) to better understand and define influencing effects and their probable causes.

**Table 26:** Probing and validation techniques for influencing effects applied in interviews.

Options for probing and validation techniques	Intended benefits
<p><b>Causal explanations.</b> The team asked for explanations (contribution stories) of how and why an effect/change was thought to be related to Finnish influence. This included specifying the effect/change, the influence, and their connection, as well as inviting additional arguments for aspects that appeared implausible.</p>	<p>A plausible contribution story (or its absence)</p>
<p><b>Breaking down into parts.</b> If contribution stories seemed difficult or far-fetched, the team facilitated breaking them down into smaller cause-and-effect steps. For example, if Finland had contributed to an effect in collaboration with others it was usually easier to understand the groups contribution to the effect separately from Finland's contribution to the groups' influence.</p>	<p>A robust contribution story (or its absence)</p>



Options for probing and validation techniques	Intended benefits
<b>Rival explanations and change of perspective.</b> When contribution stories seemed robust, the team probed for alternative explanations that did not involve Finland.	A likely (or unlikely) contribution story
<b>Counterfactuals.</b> To understand the significance of effects, the team asked the interviewer to imagine the same situation but without Finland (or without the entire like-minded group) and to describe the difference.	A sense of the significance of the contribution

Source: The techniques are based on the interview experience of the evaluation team and pragmatically adapt elements from contribution analysis (Mayne 2008) and other theory-based approaches to the interview situation

**Desk review.** To inform the evaluation framework, general literature about influencing at the individual and organisational level was collected and reviewed by the team during the inception phase. This desk review served to provide an overview and identify useful concepts for the evaluation framework. It was not intended – and does not represent – a comprehensive analysis of all relevant approaches in this broad and multi-disciplinary field. The results of this literature review are summarised in Annex 5.

During the inception phase, several relevant evaluations and audits – related to the MFA but also to other donors – were reviewed and summarised (Annex 6).

The Desk review covered all influencing plans and reports, and related management responses as well as synthesis reports and related guidance memos. Also, other relevant MFA planning documents and reports and related guidance were reviewed.

Internal MFA and embassy/Permanent Mission memos and email correspondence (when available) on influencing activities were reviewed, including e.g. instructions for executive board meetings and other important meetings, and negotiation mandates and related replenishment negotiation memos. In case of some organisations, official governance body meeting resolutions/minutes were reviewed to help identify Finnish influencing efforts and if possible, effects.

Numerous additional documents were reviewed by the evaluation team, including material published after the inception phase. All documents used in this evaluation are either listed under References when they are directly referenced in the report, or otherwise in Annex 3.

Documents for general desk review were collected, stored and managed on a shared drive to avoid duplication and facilitate access. Relevant Finnish documents were machine-translated into English using the encrypted document translation function of Microsoft Office 365 to allow all team members access. However, whenever drawing explicit information from such machine-translated documents, Finnish team members validated correct translation of any text used as evidence. Finnish team members also translated some key documents.

Systematic analysis of influencing reports. Influencing reports and management responses were reviewed, covering all Multilaterals in the scope of this evaluation (and a few more for which influencing plans and reports were available), using a text analysis software (MAXQDA). For this desk review, the focus was on the last two full reporting years, 2016 and 2017, but other years were also covered (Table 27). In this analysis, sections of text were extracted and stored under different keywords chosen by the evaluators based on the ToR for this evaluation and on the documents that were analysed (such as thematic fields, partner countries and geographical locations). The software allowed – on the one hand – to obtain detailed and systematised information efficiently from the influencing reports in regard to the evaluation questions and emerging themes. On the other hand, the software allowed cross-analysing data against the chosen param-



eters while always maintaining the links to the original piece of evidence (e.g. which thematic areas were discussed under different Multilaterals).

The findings from this desk review were summarised in a comprehensive report (Annex 4) and used throughout the present evaluation report. For example, the review identified “outcome leads” for potential influencing effects for a large group of Multilaterals that were used in the Agency Cases and to inform Finding 8 on thematic coverage.

**Table 27:** Document coverage of MAXQDA analysis.

Year	Full coverage	Partial coverage (focus on some aspects)
2014	Management responses, synthesis report	
2015	Synthesis report	Reports
2016	Reports and management responses, synthesis report	Influencing plans
2017	Reports and management responses, synthesis report	
2018	Snapshot reports	

**Agency Cases.** To obtain in-depth and contextual evidence, eight Multilaterals were selected for more intense review of associated influencing activities and effects. This selection was guided by the criteria listed in Box 8. These criteria were applied to all Multilaterals in the general scope of this evaluation. To do this, the evaluation team put together figures and tables that informed the criteria and engaged the reference group and the Development Evaluation Unit.

**Box 8:** Criteria for agency case selection.

1. Absolute size of Finnish contribution. At least three should be among the top 10 recipients of Finnish multilateral development cooperation;
2. Relative size of Finnish contribution. In three, Finland should be among the more important donors, in the other three among the less important donors in terms of core and/or overall funding;
3. Coverage of multi-bi. If possible, they should implement (or have implemented) multi-bi projects on behalf of the MFA, in a country accessible for country visits (see below);
4. Coverage of Humanitarian Assistance. At least two Multilaterals should also play a role in implementing humanitarian assistance projects on behalf of the MFA;
5. Logistics. The headquarters of all six Multilaterals for full cases should be reachable with three international trips and as much as possible in-country work (multi-bi and humanitarian assistance) of the same Multilaterals should be accessible through two country visits;
6. Organisation type. The sample should cover IFIs, UN agencies, and Multilaterals implementing humanitarian assistance;
7. Regional coverage. If feasible, both Africa and Asia should be covered in terms of multi-bi and humanitarian assistance.



In declining order of Finnish funding, the selected Multilaterals were: WBG, UNFPA, UNICEF, WFP, UN Women, IFAD, FAO and ITC. The last two Multilaterals were added to extend coverage but were studied in less detail. Table 28 summarises the rationale for the selection of these eight Multilaterals.

In all but one case (ITC), the headquarters of the respective organisations were visited during the evaluation team’s missions to New York, Rome and Washington DC. The team also conducted interviews with Finland’s permanent missions and embassies (New York and Rome), as well as with representatives from other donors.

Notes and analysis results related to the cases were produced as internal documents because of the individual, personal and relationship-based nature of evidence related to influencing activities and effects. Findings and observations made in Agency Cases are however reflected throughout Section 4 of this report.

**Table 28:** Selected Agency Cases and their selection rationale.

Cases	Selection criteria	Additional arguments
<b>Case 1. The World Bank Group</b>	<ul style="list-style-type: none"> <li>• By far the largest recipient of the MFA's multilateral development cooperation (criterion 1);</li> <li>• Finland is a medium-sized donor in relative terms (criterion 2);</li> <li>• Past multi-bi interventions in Kenya (criterion 3);</li> <li>• Headquartered in Washington DC, allowing a visit together with any of the three New York based Multilaterals proposed below (criterion 5).</li> </ul>	N/A
<b>Case 2. UNFPA</b>	<ul style="list-style-type: none"> <li>• A large recipient of the MFA's multilateral (criterion 1);</li> <li>• A large relative funding share (criterion 2);</li> <li>• A large relative share (criterion 2);</li> <li>• Headquartered in New York, allowing a visit together with any of the two other New York-based cases, or with the WBG case (criterion 5).</li> </ul>	<ul style="list-style-type: none"> <li>• An additional interesting feature of this case is that Finnish contributions have dropped sharply which allows to study effects this had on the MFA's influence.</li> <li>• From the team's analysis alone, UNDP emerged as an interesting alternative case to UNFPA. In the end, after discussions with the Development Evaluation Unit, UNFPA was selected because of larger MFA-internal interest in having this Multilateral as an Agency Case.</li> </ul>
<b>Case 3. UNICEF</b>	<ul style="list-style-type: none"> <li>• A large recipient of the MFA's multilateral (criterion 1);</li> <li>• A very small relative share (criterion 2);</li> <li>• Past multi-bi interventions in countries that can be visited (criterion 3);</li> <li>• A headquarter visit can be combined with another case (criterion 5).</li> </ul>	An additional interesting feature of this case is that Finnish contributions have dropped significantly which allows to study effects this had on relative negotiating power.



Cases	Selection criteria	Additional arguments
<b>Case 4. WFP</b>	<ul style="list-style-type: none"> <li>WFP is one of the two agencies through which the lion's share of the MFA's humanitarian assistance is channelled (criteria 1 and 4). Moreover, WFP had humanitarian assistance projects in a country that could be visited (Kenya), whereas the other large humanitarian assistance player (UNHCR) had not;</li> <li>A case with a small relative Finnish share (criterion 2);</li> <li>Headquartered in Rome, allowing a combined visit with the FAO and IFAD Agency Case (criterion 5).</li> </ul>	<ul style="list-style-type: none"> <li>The opportunity to also cover FAO;</li> <li>Early interview feedback from MFA staff described the importance of informal networks and groups in the case of the Rome-based agencies. This had already emerged as an important factor when the cases were selected.</li> </ul>
<b>Case 5. UN Women</b>	<ul style="list-style-type: none"> <li>A large recipient of the MFA's multilateral development cooperation (criterion 1);</li> <li>Significant relative Finnish funding share (criterion 2);</li> <li>Past multi-bi interventions in Kenya and Nepal (criterion 3);</li> <li>Headquartered in New York, allowing a visit together with any of the two other New York-based cases, or with the WBG case (criterion 5).</li> </ul>	UN Women's mandate reflects a key priority of Finnish development policy and cooperation.
<b>Case 6. IFAD</b>	<ul style="list-style-type: none"> <li>A large recipient of the MFA's multilateral funding (criterion 1);</li> <li>IFAD is another agency in which Finland's contributions represent a large relative share (criterion 2);</li> <li>IFAD is a development bank and selecting it allows us to balance the cases in terms of the type of organisations (criterion 6);</li> <li>Headquartered in Rome, allowing a visit together with the WF and FAO case (criterion 5).</li> </ul>	The regional IFIs AsDB and AfDB were not chosen as cases because visiting their headquarters could not be combined with other cases (criterion 5).
<b>Case 7. FAO mini case</b>	N/A	<ul style="list-style-type: none"> <li>FAO was included as a mini-case to study the situation when there was no influencing plan, and influencing was done together with another ministry (Ministry of Agriculture and Forestry in the lead).</li> <li>It was also cost-effective to cover FAO as it offered logistical and operational synergies with the WFP and IFAD cases.</li> </ul>
<b>Case 8. ITC mini case</b>	N/A	This case was added after presenting the initial six cases to the reference group and to the Development Evaluation Unit. In the ensuing discussions it was decided to add ITC as a "mini case" to also cover a case with a Multilateral without an influencing plan and with a mandate not exclusively devoted to development cooperation and/or humanitarian assistance.

Source: Adapted from the evaluation inception report.





**Country visits.** Two partner countries were visited to understand multilateral influencing at the country level (in the context of multi-bi projects but also beyond), and to learn about country/corporate linkages both within the MFA and within Multilaterals. The countries were selected to cover relevant multi-bi and humanitarian projects (criteria 3 and 4 in Box 8 and to offer regional balance (criterion 7). From the resulting ranked list, the team excluded countries that were visited by another parallel evaluation to not overly burden the respective embassies (Betts et al. 2020). Among the remaining candidates, Nepal and Kenya were considered the most useful countries for country visits because they exhibited significant multi-bi and humanitarian activity at the country level by some of the Multilaterals covered in Agency Cases.

## 8.6 Limitations

Apart from final evaluation meetings being conducted online rather than in person (because of the Covid-19 outbreak) the evaluation was implemented as planned. Therefore, limitations reflect consequences and implications associated with the chosen scope, approach and methodology.

**Limitations because of the Covid-19 outbreak.** The evaluation team's visits to Helsinki, New York, Rome, Washington DC as well as to Kenya took place before travel restrictions were imposed, and the outbreak did therefore not interfere with the collection of evidence during the main phase of the evaluation. Interactions during the synthesis phase that involved travel, such as a planned team-internal analysis workshop and consultations with the evaluation reference group and senior MFA leadership, were implemented online and were still useful. Planned evaluation launch and dissemination events will be delayed or also moved online. Covid-19 also affected the work of the evaluation team through the closing of workplaces and schools and other domestic restrictions, but these impacts could be managed.

**Limitations related to the evaluation scope.** The present evaluation focused on multilateral influencing while most other evaluations (Ministry of Foreign Affairs of Denmark 2019, Norad 2019, ICAI 2015) that covered this question looked at the multilateral policy channels as a whole, including how multilateral partners were selected, how their funding was managed, and what consequences this had in terms of their relevance and effectiveness. The present evaluation only covers how the MFA manages its multilateral portfolio as far as this is relevant with respect to multilateral influencing. This limitation must be kept in mind when interpreting and applying its conclusions and recommendations.

Another limitation is related to the resources for this evaluation in relation to the size and complexity of multilateral organisations. The evaluation team's capacity in terms of workdays was substantial and in line with other comprehensive evaluation commissioned by the MFA's Development Evaluation Unit in the past. The evaluand, however, was enormous. Apart from the MFA itself, the Multilaterals represent large and complex institutions. For example, compared to about 1,400 employees<sup>7</sup> of the MFA across all foreign office functions, the World Bank Group employs more than 10,000 staff in 120 offices worldwide.<sup>8</sup> This means that, even for those Multilaterals covered in Agency Cases, the identification of influencing effects is opportunistic and not comprehensive, and the understanding of further changes in Multilaterals, including of their internal country-corporate linkages, is based on interview feedback and the evaluation team's experience and judgement rather than on more solid evidence. This reflects how the evaluation was planned and conducted. As before, this limitation should be kept in mind when interpreting evaluation findings.

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7 These staff cover development policy and cooperation but also all other functions of the MFA.

Source: [https://en.wikipedia.org/wiki/Ministry\\_for\\_Foreign\\_Affairs\\_\(Finland\)](https://en.wikipedia.org/wiki/Ministry_for_Foreign_Affairs_(Finland)), visited on April 12, 2020.

8 Source: <https://www.worldbank.org/en/about/what-we-do>, visited on April 12, 2020.





A third limitation related to scope is the relatively low coverage of Finnish institutions, organisations and actors beyond the MFA that have co-contributed to observed influencing effects. With its strong focus on influencing activities planned and implemented by MFA staff, the evaluation did not evaluate influence of these institutions on the level of influencing activities implemented by their staff. The evaluation did cover these contributions however from the “receiving” end, for example when people interviewed, documents reviewed, or the corporate governance setup of Multilaterals described such contributions.

**Limitation regarding access especially to informal influencing documentation and internal MFA communication on influencing.** Access to MFA internal documentation on influencing activities was not consistent across the multilateral organisations because of varying practices in documenting activities such as meetings, informal influencing work, or email communication related to the preparation of joint statements with like-minded countries or speaking notes on policy priorities during high level visits. The MFA document archiving system posed also some challenges in systematically identifying relevant documentation using the key word approach. These challenges are similar to those experienced during the evaluation on Nordic Influence in Multilateral Organisations (Aarva et al. 2012). Extensive interviews of MFA staff and donor partners were used to mitigate the document access problem. In case of Rome-based agencies, the evaluation had a good access even to email correspondence and minutes of informal meetings over years, which enhanced the team’s understanding of the scale and intensity of MFA influencing.

**Limitations regarding causal inference.** When explaining the occurrence of influencing effects, influencing activities represent only one causal factor among many others and usually involve several subsequent and mutually interacting cause-effect relationships. Evaluating influencing effectiveness is therefore subject to important challenges. The evaluation addressed these challenges through its theory-based approach, reflected in the evaluation framework and in the interview and analysis techniques that were applied. While the evaluation team considers this the best available methodological choice, it needs to be understood that the evaluation cannot assess causal attribution in the sense of “how much of that effect is due to the MFA’s influence?”. Instead, it investigates causal contribution in the sense of “was the MFA’s influence a significant contributing cause to the influencing effect?”.<sup>9</sup>

In practical terms, this meant that the evaluation team broke down cause-effect relationships into smaller elements whenever they became too difficult to assess in a single step. For example, during interviews, the contribution of Finland to an observed effect could not be established despite the interviewee being adamant that Finland’s influence had – somehow – contributed. In these cases, interviewees felt that direct causal association would overstretch or misrepresent what had really happened, or the evaluation realised that the contribution story described in the interview did not hold up when probed and challenged with the interview techniques used by the team. A way out of this situation was to explain causality using two steps (rather than a single step), i.e. by assessing two separate contribution arguments: first, the degree to which an observed effect could be related to the collective contribution of a group and second, how important Finland’s influence in that group was.

## 8.7 Evaluation team, division of labour and oversight

Four international senior evaluators formed the core team of this evaluation, including the team leader who had overall responsibility for coordinating the team and for the evaluation end products. Another senior evaluator conducted an in-depth desk study during the inception phase (Annex 4) and continued to interact and supported the team throughout the evaluation process.

<sup>9</sup> Causal contribution can easily be confused with causal attribution. For example, “how much did the MFA’s influence contribute to the influencing effect” is an attribution question even if using contribution terminology. Contribution statements focus on the causes, attribution statements on the effects.



The team was supported by an “emerging evaluator” during the inception phase. The emerging evaluator concept aims at placing Finnish professionals into international evaluation teams with the dual purpose of supporting the evaluation and developing their evaluation capacities.

Beyond the core team, the Evaluation Management Services (EMS) Coordinator supported evaluation quality and liaised between the team, project management, and the MFA’s Development Evaluation Unit (EVA-11). The evaluation was further supported by several staff members from the EMS consortium who provided administrative, logistical and analytical support. A senior staff member from the consortium also provided quality assurance support. On behalf of the MFA’s Development Evaluation Unit, a dedicated evaluation manager was responsible for overseeing the evaluation. Together with the EMS Coordinator and the team leader, these three persons formed the evaluation management team where all major decisions regarding the evaluation were discussed and taken. Day-to-day management of the evaluation was left to the evaluation team and the EMS consortium.

**Reference group.** A reference group was established and informed and advised the evaluation in all phases. Its members also facilitated the sharing of information to and from the evaluation. Reference group members represented the following MFA units:

- Director General Department for Development Policy (KEO-01)
- Deputy Director General Department for Africa and the Middle East (ALI-02)
- Unit for Humanitarian Assistance and Policy (KEO-70)
- Unit for Sustainable Development and Climate Policy (KEO-90)
- Unit for Development Finance and Private Sector Cooperation (KEO-50)
- Trade Policy Unit (TUO-10)
- Deputy Director General Department for America and Asia (ASA-02)
- Unit for General Development Policy (KEO-10)

## 8.8 Coordination with other central evaluations

One ongoing and one recently implemented central evaluation showed potential overlap with the present evaluation in terms of topics covered, countries visited, or people interviewed. In both cases, synergies were actively managed, and duplication was avoided:

- The “Evaluation of Finland’s Country Strategy Modality in Fragile Situations” (Betts et al. 2020) was implemented in parallel. As described above, the Development Evaluation Unit asked the team to avoid overlapping country visits with that evaluation and to coordinate and share mutually useful evidence as much as possible which was implemented and reflected in the present report. This process was helped by the fact that both evaluations shared one team member.
- The evaluation “Improvement of Women’s and Girls’ Rights in Finland’s Development Policy and Cooperation” (Rassmann et al. 2018) was published in 2018 and covered several aspects of relevance for the present evaluation, including in-depth observations and findings related to two UN agencies chosen for Agency Cases: UN Women and UNFPA. To avoid duplication of interviews and maximise synergies, the team leader of that evaluation was interviewed, and the interviews and findings related to these two agencies were reviewed in detail before the team’s visit to New York.



## 8.9 Evaluation phases and timeline

The principal deliverables, and their timing, are summarised below.

**Table 29:** Evaluation Work Plan.

Phase	Deliverable
<b>Inception phase</b> (September and October 2019)	Draft inception report
	Feedback on the draft inception report and inception meeting
	Additional interviews in Helsinki
	Final inception report
<b>Implementation phase</b> (November 2019 to March 2020)	Additional interviews in Helsinki
	Agency headquarter visits (3 visits à 2 team members) & Country visits (2 visits à 2 team members)
<b>Synthesis and reporting phase</b> (March to May 2020)	Sense-making, joint-analysis workshop of the evaluation team
	Workshop on emerging findings, conclusions and recommendations with the reference group, EVA-11 and MFA management
	Draft evaluation report
	Feedback on the draft evaluation report
	Final evaluation report
<b>Dissemination phase</b> (June 2020)	Publication and dissemination event

## 8.10 General interview guide used by the evaluation team

### *Interview groups*

1. MFA HQ and embassy staff involved in influencing
2. Like-minded groups (formal and informal)
3. Agency staff
4. People in the governance system
5. People working in thematic areas/sectors/programmes/facilities
6. MFA staff involved with multi-bi cooperation
7. MFA staff involved with institutional matters: RBM, annual work and financial planning, TTS, department and unit result agreements, human resources, etc.

### *General interview questions*

#### **1. MFA HQ staff involved in influencing**

- What tactics, strategies, approaches have been used? Which are the main objectives for influencing work and how are thematic priorities addressed in terms of planning and implementation of influencing work?
- How effectively have stated objectives and priorities of IPs, negotiating mandates or TTS objectives been realised? What have been tangible immediate effects on people, policies and operations? Have there been any unplanned immediate influencing effects?



- How have you influenced MOs in thematic areas important to Finland and to the concerned MO? Provide concrete examples of results and related influencing tactics, strategies, approaches, and activities and suggest documents and interviewees who can help with verifying the results (effects).
- Describe how you work through the MO governance system to contribute to the Finnish DP priorities and MO development needs, including those related to development priorities and organisational development needs such as improved RBM.
- Which are the main like-minded groups (formal and informal) you work with and how do you work with them to contribute to the Finnish DP priorities and MO development needs? How are these groups linked to influencing the MO formal governance system Does Finland have a specific role in the Group?
- If possible, provide description of the entire impact pathway resulting in an achievement you value, starting from the origin of setting the influencing objective, planning the influencing means and activities, and then execution including collaboration with others.
- Which type of IAs you find most effective for your influencing work? What has worked, what has not worked? Provide concrete examples.
- What do you see is the main value-added provided by IPs vis-à-vis doing influencing without IPs? What is the main rationale for IP from your perspective (a tool for RBM, enhanced transparency, portfolio management, more effective planning and priority setting, accountability for results, improving coordination/communication/dialogue etc.?)
- What factors have the greatest positive or negative effect for your influencing work and what action needs to be undertaken to enhance its effectiveness?
- Which are your experiences in the use of various “generations” of IPs and how would you improve the IPs or in general planning, implementing, monitoring and reporting on influencing MOs?
- How effective is the results-based management approach (Influencing Plans and related steering, reporting and learning processes) in supporting MFA influencing activities towards Multilaterals and contributing to the overall RBM systems, including corporate level results reporting?

## **2. Like-minded groups (formal and informal)**

- What is the main rationale and objective of the Group and who are the network/group members?
- How are these groups linked to influencing the MO formal governance system? Does Finland have a specific role in the Group?
- Which development/thematic issues/priorities stand out in Finland’s participation in the Group? How has Finland profiled itself; does Finland demonstrate thematic leadership and in which areas and in which way?
- How you perceive Finland as a development partner in trying to influence MOs policies, strategies and operations? (professional, pro-active, collaborative, takes responsibility, leads, listens to others, ready to make compromises or not etc.)



- Are the issues Finland is trying to influence relevant and shared in the Group? To what degree Finnish priorities are reflected in group priorities?
- Can you provide concrete examples of important influencing effects (e.g. influencing MO agenda by bringing new thematic priorities) to which Finland has definitely contributed and how were these results/effects achieved? What kind of influencing means were used, and how did Finland contribute to the overall process?
- In your view, which are the main constraints and enabling factors as well as means that enhance effectiveness of MO influencing work of small donors like Finland? Can you suggest ways how Finland could improve its role in the Group/Network?

**3. Agency staff: a. people in the governance system and b. people working in thematic areas/sectors/programmes/facilities**

- Are the issues Finland is trying to influence relevant and address the needs of your organisation?
- Which development/thematic issues/priorities stand out in Finland's participation in the governance system?
- With whom from MFA you interact and how?
- Does Finland demonstrate thematic leadership and in which areas and in which way? Provide examples of programmes/facilities/projects/etc. Finland has supported and what kind of effects they have had e.g. in terms of advancing specific thematic areas/priorities
- How you perceive Finland as a development partner in trying to influence MOs policies, strategies and operations? (professional, pro-active, collaborative, takes responsibility, leads, listens to others, ready to make compromises or not etc.)
- How has MFA's influencing activities contributed to increased relevance and operational effectiveness of targeted Multilaterals and – ultimately – to sustainable development? Can you provide concrete examples of changes in the organisation policies, strategies and operations to which Finland has contributed in the recent years.
- Can you provide examples of JPOs and/or seconded Finnish staff that contribute to specific thematic priority areas?
- Does the level of funding affect Finland's influencing opportunities? How can a small donor make a difference?

**4. MFA staff involved with multi-bi cooperation**

- How do you identify and develop multi-bi programmes/projects/facilities? I.e. how do they originate and what is the role of MFA in the design of these interventions
- List the most important multi-bi projects you are supporting.
- In which way do you interact with KEO-units responsible for concerned MOs when planning a multi-bi intervention? In which way this collaboration could be improved to enhance opportunities for influencing? At what level and by whom?



- Do you share any lessons learned concerned with multi-bi work with HQ units responsible for the concerned MO, and do you get any guidance from them concerning influencing priorities?
- Are you aware of IPs and related influencing objectives and thematic priorities, and do you see that they could somehow benefit your multi-bi work?
- Do Country Strategies include any objectives concerning influencing MOs and multi-bi cooperation?
- At country or regional level, do you try to influence MO country strategies and help with their implementation?
- Do you try to influence the MOs concerned with the multi-bi project? In which way, at what level, how and by whom?

#### **5. MFA staff involved with institutional matters**

- What do you see is the main value-added provided by IPs and the RBM processes they are part of vis-à-vis doing influencing without IPs and those processes?
- What is the main rationale for IP-based RBM from your perspective (a tool for RBM, enhanced transparency, portfolio management, more effective planning and priority setting, accountability for results, improving coordination/communication/dialogue etc.?)
- Which are your experiences in the use of various “generations” of IPs and how would you improve the IPs, or in general planning, implementing, monitoring and reporting on influencing MOs?
- How effective is the results-based management approach (IPs and related steering, reporting and learning processes) in supporting MFA influencing activities towards Multilaterals and contributing to the overall RBM systems, including corporate level results reporting? How does IP-based influencing of MOs blend in with the overall KeTTU reform and the theory of changes developed within?
- What are the main issues with coordination and communication within the MFA concerning MO influencing and how can these be addressed?
- What are experiences and lessons learnt with 1st and 2nd generation IPs? How are these reflected in 3rd generation IPs?
- What are the main institutional issues in supporting the MFA’s influencing activities and how can these be addressed?
- How are staff secondments and recruitments to MOs planned and supported? Do they follow an overall strategy? How are they linked to IP objectives and overall thematic priorities?
- What skills are required for effective influencing and how is MFA staff selected, incentivised and their capacity developed to have and further develop these skills?



# Annex 9: Agency effects

**Table 30:** Overview of agency effects.

Effect number	Agency	Type of objective	Theme	Effect	Significance of the contribution
1	IFAD	Thematic	Rights of women and girls	Gender equality reflected better in the strategic results framework and operational guidance	Important
2	IFAD	Thematic	Rights of women and girls	Strengthened economic empowerment of rural women in the Adaptation for Smallholder Agriculture Programme (ASAP)	Important
3	IFAD	Thematic	Climate change	Development of a Climate and Environment Action Plan	Important
4	IFAD	Organisational	Organisational effectiveness and efficiency	Transparent selection process of the IFAD President	Important
5	IFAD	Organisational	Organisational effectiveness and efficiency	Adoption of a new financial instrument Concessional Partnership Loan	Important
6	IFAD	Organisational AND thematic	Organisational effectiveness and efficiency/Rights of women and girls/ Climate change	Small influences on various strategies and policies	Minor
7	WFP	Thematic	Rights of persons with disabilities	Development and implementation of disability guidelines	Important
8	WFP	Thematic	Rights of women and girls	Development and adoption of a gender policy	Minor
9	WFP	Thematic	Education	Increased awareness within WFP management about integrated approaches to school feeding	Minor
10	WBG	Thematic	Rights of women and girls/ Sustainable economies and decent work	Two subsequent gender strategies developed and implemented (2001 and 2016)	Fundamental
11	WBG	Thematic	Human rights	The Human Rights and Development Trust Fund (HRDTF) established	Fundamental
12	WBG	Thematic	Rights of persons with disabilities	Development and adoption of a disability framework	Important
13	WBG	Thematic	Education	Several aspects of Finland's approach to education reflected in the 2018 World Development Report	Important
14	WBG	Organisational AND thematic	Rights of women and girls/ Climate change/Fragility, conflict and violence/Sustainable economies and decent work	IDA19 was successfully negotiated with a high level of consensus on the special themes (that largely reflect Finnish priorities) with a record level of financial commitment	Important
15	WBG	Thematic	Responsible business practices and innovation	Sufficient continued support for the IFC Blended Finance Facility for Climate	Important
16	UNICEF	Thematic	Natural resources/Education	Strengthened strategy and implementation of WASH projects and better coordination between WASH and education programmes.	Important
17	WBG	Thematic	Fragility, conflict and violence/ Sustainable economies and decent work	Enhanced breadth and depth of FCV analysis and strategy, for example by linking gender and climate change in an FCV context	Minor
18	WBG	Thematic	Human rights	Reference to human rights principles in the new Environmental and Social Framework	Important
19	FAO	Thematic	Natural resources	Launching the International Year of Plant Health	Important





Effect number	Agency	Type of objective	Theme	Effect	Significance of the contribution
20	FAO	Thematic	Climate change	Multipurpose National Forest Monitoring System enhanced by addition of carbon stock monitoring	Important
21	FAO	Thematic	Rights of women and girls/ Climate change	Gender mainstreamed in smallholder climate change adaptation	Minor
22	ITC	Thematic	Rights of women and girls	Enhanced women's entrepreneurship and participation in trade in ITC operations	Important
23	ITC	Organisational	Organisational effectiveness and efficiency	Strengthened RBM	Minor
24	UNFPA	Thematic	Rights of women and girls	SRHR remained in the 2018-21 Strategic Plan	Important
25	UNFPA	Thematic	Rights of persons with disabilities	Awareness raised on women and girls with disabilities and inclusion of PwD into the 2018-21 Strategic Plan	Important
26	UNFPA	Thematic	Responsible business practices and innovation	Innovation Fund established	Important
27	UNFPA	Organisational	Organisational effectiveness and efficiency	Revised policy for independent evaluation	Important
28	UNFPA	Thematic	Rights of women and girls	Design and launch of the Flagship Programme Initiative (FPI) on Child Marriage in 2012	Important
29	UN Women	Thematic	Persons with disabilities	Inclusion of women and girls with disabilities into the 2018-21 Strategic Plan and publication of a separate strategy document on the same subject	Important
30	UN Women	Thematic	Rights of women and girls	Introduced and defended references to SRHR in the 2018-21 Strategic Plan	Important
31	UN Women	Thematic	Rights of women and girls	Raised awareness and adoption of new preventive measures to combat sexual exploitation and harassment in the workplace	Minor
32	UN Women	Organisational	Organisational effectiveness and efficiency	Strengthened M&E capacity for coordination of UNSCR 1325	Important
33	UN Women	Organisational	Organisational effectiveness and efficiency	Strengthened capacity for results monitoring	Important
34	UN Women	Organisational	Organisational effectiveness and efficiency	Introduction of co-management and support to decentral evaluations in the 2018-21 Corporate Evaluation Plan	Important
35	UNICEF	Thematic	Responsible business practices and innovation	Establishment of the Innovation Fund and testing out of new digital innovative approaches for mapping and reaching the most vulnerable children	Important
36	UNICEF	Organisational	Organisational effectiveness and efficiency	Increased funding for evaluations and Inclusion of a gender perspective and human rights as a systematic approach in all evaluations	Minor



**Table 31:** Additional information on agency effects.

No	Thematic areas						Contribution	Influencing effect on			Channels used							
	PPA 1 Rights of women and girls	PPA 2 Sustainable economies and decent work	PPA 3 Education and peaceful democratic societies	PPA 4 Climate and natural resources	Lives and dignity in crises (humanitarian assistance)	Operational effectiveness and efficiency of Multilaterals		Mostly Finland alone	Finland with others	People	Policies	Operations	Governance	Finance	Staff	High-level meetings and consultations	Advocacy and political support for specific issues	Knowledge exchange
1	X							X	X	X		X	X			X		X
2	X							X	X	X	X	X	X	X		X		X
3				X				X			X	X	X			X		X
4						X		X		X		X			X			X
5						X		X		X		X	X		X			X
6	X			X		X		X	X	X		X						X
7	X				X			X	X	X	X	X			X	X	X	X
8	X				X			X	X	X		X			X	X	X	X
9	X				X			X	X			X			X	X	X	X
10	X	X						X	X	X	X	X	X	X	X	X	X	X
11	X							X	X		X	X	X	X	X		X	X
12	X							X		X	X	X		X				X
13			X		X		X		X	X	X	X	X		X		X	X
14	X	X		X	X			X	X	X	X	X	X		X			X
15		X		X			X		X		X	X	X					X
16			X	X				X	X		X				X	X	X	X
17	X			X	X			X		X	X	X						X
18	X							X		X	X	X						X
19				X			X		X		X	X			X	X	X	X
20				X			X			X	X		X	X				
21	X			X				X		X	X		X	X				
22	X	X						X			X	X	X		X			X
23						X		X		X		X			X			X
24	X							X	X	X		X			X	X		X
25	X							X	X	X		X			X	X	X	X
26	X	X						X	X		X		X		X	X		X
27						X	X		X	X	X	X	X				X	X
28	X						X				X		X		X	X		X
29	X							X	X	X		X			X	X		X
30	X							X	X	X		X			X	X		X
31	X							X	X	X	X				X	X		X
32						X		X	X	X	X	X	X	X	X	X	X	X
33						X		X	X		X	X			X	X		X
34						X		X	X	X	X	X						X
35	X	X	X	X	X	X		X	X		X		X		X	X	X	X
36						X		X	X	X	X	X			X		X	X




# Annex 10: Outcome stories for selected influencing effects

To illustrate influencing effects in more detail, this annex presents 11 outcome stories. They were selected by the evaluation team to: i) illustrate a variety of effects and ways to contribute to them; and ii) represent effects that had been assessed and understood in considerable depth.

This narrative format was chosen because it better reflects the integrated and context-dependent nature of multilateral influencing. Each outcome story characterises the influencing effect, describes how Finland contributed to it, and outlines possible and plausible future developments related to it.

## Outcome Story 1: Closing the Gender Gap in WBG Strategy and Operations

	<b>Observed influencing effect</b>	The WBG Gender Strategy was published 2016 and is being implemented, currently at Mid-Term Review stage.
	<b>Relation to Finland's influence</b>	Finland and Nordic partners have been at the core of advocating a gender-informed approach to development since the 1980s and have been consistent in their advocacy and support.
<b>Plausible future developments</b>		Increasingly strengthened, visible and substantiated inclusion of a gender perspective in relevant WBG projects, investments and advisory offerings.
<b>Significance of the effect</b>		Fundamental.

**Observed influencing effect.** Since the 1980s, Finland, together with its Nordic partners, has been a consistent and persistent advocate for the integration of a gender dimension into WBG policies and operations. This engagement continues into the present – for example, via the recent International Development Association (IDA) 19 negotiations – and has contributed fundamentally to how the WBG now engages with gender in development, as articulated through its 2016 Gender Strategy. In the 1980s and into the 1990s, the development policies and priorities of the Nordic countries were challenged by the increasing focus of WBG operations on structural adjustment. Poverty reduction – perhaps the top Nordic focus in development – almost disappeared from the WBG lexicon. To counter this and to better represent their collective interests, which included poverty alleviation and gender, the Nordic countries began to work even closer together with specific reference to gender, Vik finds that “Tracing Nordic influence in the World Bank is relatively [easy] when it comes to increasing the World Bank’s awareness of the role of women in the development process... because it was such a minor issue on the World Bank agenda and it had relatively few supporters;” (Vik 2008, p.360)



**Relation to Finland's influence.** Interviewees were in agreement with regard to the contribution of Finland, and the Nordic countries more generally, to progressing the question of gender in WBG policy and operations, and in supporting the development of a WBG Gender Strategy. The overall coherence and consistency of the Nordic voice in relation to gender was frequently referenced – “no zigs and zags when there are changes at the top”. A high-level member of staff at the WBG described this as follows: *“The Nordic countries are not particularly ideological. They are data driven and promote evidence-based policy making. The constituency as a whole is seen as less political and is very important in that regard. Everyone listens when they speak.”* With particular reference to Finland, key informants said that it had helped raise the level of ambition over time, had (together with others) kept gender high on the corporate agenda, and had held itself accountable for achieving results. In interviews with members of the WBG Gender Unit, the evaluation was informed that Finland, then holding the Chair of the Nordic/Baltic Constituency, has provided strong feedback towards the development of the 2016 WBG Gender Strategy and has facilitated broad consultation and offered a strong, encouraging voice. Also noted is the role played by Statistics Finland as part of a UN group on gender statistics, and the broader engagement by the MFA in gender advocacy and the provision of expertise.

Although in no way solely attributable to Finland or the Nordics, it is reasonable to assume that their consistent and persistent interest in the issues, and their associated advocacy and support, contributed to the publication of the first WBG Gender Strategy (2001), as well as the more recent WBG Gender Strategy (FY16-23) and associated activity and support within the WBG. It is also noted that one of the basic findings of the Performance Audit Report on Multilateral Development Cooperation (Audit Reports of the National Audit Office 6/2017) is that Finland's activities at various levels of influencing were active and visible at the WBG, and that affecting the position of women has been a success. It also noted that the Nordic-Baltic Constituency has been especially profiled as a promoter of gender equality.

The Gender Strategy is, in turn, influenced by the World Development Report (WDR) 2012 (Gender Equality and Development), which was supported by the Nordic Trust Fund and directly by Norway and Sweden (but not Finland), as well as through other funds and governments. The 2012 WDR posits that households, markets and institutions, and the interactions between them, influence gender equality and economic development.

The Nordic Baltic Office Report (Nordic-Baltic Office World Bank Group 2019) notes that in the IDA 19 negotiations, as part of which Finland chaired the influential EU++ Group, the constituency office worked to deepen commitments on the gender theme. It noted: i) under the heading of Women's Empowerment, the Bank intends to double down on reproductive and adolescent health in the most human capital-poor IDA countries; ii) the Bank will enhance its engagement in Gender-Based Violence, shifting from a project by project approach to a systemic, holistic approach, addressing multiple factors and sectors in the response. The report further notes that “both areas are key priorities for the NBC [Nordic-Baltic Constituency] and represent substantial improvements, not least in light of the current push-back against sexual and reproductive health and rights”. (Nordic-Baltic Office World Bank Group 2019, p.3)

The WBG Gender Unit representatives also noted that Finland's interaction with the Bank has been positive for Finland's bilateral efforts. Finland was a founding member of the Umbrella Facility for Gender Equality (UFGE), a multi-donor Trust Fund that is the central partnership vehicle driving knowledge on what works. Finland exited the UFGE in 2018, citing constraints on budgets as well as “human resources required to be actively engaged”, while noting appreciation for results achieved – such as those reported in the 2018 UFGE Progress Report.



Finland was represented on the principal external consultative body, the WBG Advisory Council on Gender and Development, during 2016 and 2017 (the Minister of Trade and Development was a member). The Minister-level and CEO-level council typically meets twice a year to consider progress on, and constraints to, gender equality globally, and to provide feedback and advice on the WBG’s work in this area.


Finland has been an active participant in the IDA replenishments, which is one of the largest sources of development finance for low-income countries. Finland has been consistently supportive of making Gender Equality a special theme for IDA -including in IDA19, for which an \$82 billion agreement was reached in December that will help deepen the focus on closing gaps between women and men.

**Possible future developments and relation to SDGs.** The evaluation team is of the view that Finnish (and Nordic) influence on the integration of gender in development at the WBG has been fundamental, moving from a lack of attention to gender during the 1980s, and into the 1990s, to the development of trust funds, strategies (2001, 2016), a dedicated WDR, and the attendant transfer into operations. The process is ongoing. A 2015 World Bank Independent Evaluation Group (IEG) evaluation credited the WBG with significant and steady progress since the launch of its 2001 gender strategy, noting the increased number of projects “addressing gender issues at entry”. However, it was critical of the effectiveness of the Bank’s integration of gender within its operations, and questioned whether the Bank was able to document effectively the results achieved in addressing gender issues in client countries. The report concluded that the mixed results achieved in the integration of gender were due in part to a “mechanical approach (box-ticking)” that did not result in “meaningful and substantial integration”.

It is broadly acknowledged that the Nordic countries (including Finland) have fundamentally influenced the evolution and maturation of the WBG’s approach to the integration of gender in development. The evaluation team is of the view that the prize associated with long-term and ongoing Finnish (and Nordic) support for gender over decades will be that the WBG will have moved from being gender-ignorant to being (minimally) mechanistically observant of gender, and now to being gender informed and outcome focused.

Through all of the above, the first Finnish Development Policy Priority (rights and status of women and girls have been strengthened) has been promoted. In interviews, the view was that the focus on women/gender was introduced through Nordic-led trust funds in the 1990s that brought gender to the fore and provided data and analysis; one described the provision of support to develop an analytical base for gender as a “spectacular example of Nordic influence”. Ultimately, the sum of these changes may contribute to SDG5.

## Outcome Story 2: Human Rights and Development Trust Fund (HRDTF) established

 SDG 4, 9, 10, 16	<b>Observed influencing effect</b>	The HRDTF was set up at the World Bank.
	<b>Relation to Finland’s influence</b>	Finland is a core donor and was insistent on the renaming and reorientation of the Trust Fund, formerly known as The Nordic Trust Fund.
<b>Plausible future developments</b>		Stronger inclusion of a human-rights perspective in relevant WBG projects, investments and advisory offerings.
<b>Significance of the effect</b>		Fundamental.



**Observed influencing effect.** In 2019, the Human Rights and Development Trust Fund (HRDTF) was established – the first WBG Trust Fund to explicitly reference “human rights” in its name. The objective of the Trust Fund is to increase and strengthen the understanding and application of human rights principles in the work of the WBG. Indicative of the limited WBG engagement with human rights, the UN Special Rapporteur on Extreme Poverty and Human Rights referred to the WBG as a human rights-free zone (2015 report). It added that the biggest single obstacle to better integration of human rights into the work of the Bank is an anachronistic and inconsistent interpretation of a “political prohibition” contained in the Bank’s 1945 Articles of Agreement that, the Bank has argued, prohibits it from engaging with issues of human rights. The Special Rapporteur noted that it is striking how little thought has been given to what a WBG human rights policy might look like in practice.

**Relation to Finland’s influence.** This influencing effect was supported via numerous pathways, including governance/position, funding, and expertise. Finland, together with Nordic partners, has a long-established engagement with the integration of a human rights perspective in the work of the WBG. The HRDTF was preceded by the Nordic Trust Fund (NTF), which was set up in 2008. Finland and Norway were most influential in setting up the NTF, which took three years of negotiation because the Bank (as per the UN perspective above) was wary of a human rights approach. But the members insisted on the need to do more on human rights and agreement was eventually reached on the establishment of the NTF as a learning and knowledge Trust Fund, with the idea that it would start small and explain relevance. Taking on this challenge (like gender in the past and disability at this point in time) typifies the Finnish penchant for working through difficult issues that, for many others, are at the margin of their concerns until, over time, they are brought front and centre in the general dialogue.

An Independent Evaluation of the NTF (2018) concluded that the Trust Fund undertook valuable work and that whereas “there is growing acceptance at the Bank of aspects of the human rights agenda, there is no coherent messaging from Bank leadership on this issue” (Universalia 2018, p. iv). Such ongoing efforts could be catalysed by higher-level support in order to achieve sustainable results, with Bank ownership and the potential to demonstrate how human rights considerations can be better supported in policy, at country level, and in operations. In line with one of the recommendations from the evaluation, and following extensive negotiation between the partners and the Bank, the name of the Trust Fund was changed in 2019 - representing a significant shift that has real symbolic resonance, as well as operational potential. At the 2018 Annual Meetings in Bali, Finland hosted a high-level meeting on human rights that involved inter alia senior WBG policy and legal experts. In negotiating the terms of a new Trust Fund, Finland, Sweden and Norway insisted there would be no funding in the absence of a name change: A key result is that the WBG Board has accepted that, broadly, human rights is part of what the WBG is about - something that some more conservative elements within the Bank had resisted. The new Trust Fund also involves an effort to engage to a greater extent with managers across the Bank, not just task team leaders.

The FY19 report of the Nordic Baltic Office identifies growing recognition that human rights and sustainable development are inherently interlinked and mutually reinforcing. This is reflected in both the SDGs and is embedded in the WBG’s new Environmental and Social Framework (ESF), as part of which human rights principles – including transparency, accountability, consultation, participation, non-discrimination and social inclusion – are to inform all aspects of WBG’s operations. A statement made by the UN High Commissioner for Human Rights (12 April 2019) to mark the launch of the HRDTF states that he believes the WBG’s twin goals “will be more achievable when we approach development and human rights challenges in an integrated fashion”. In that regard, the High Commissioner said the Trust Fund “can have a powerful demonstration effect globally, within and beyond the world of development finance”. The NTF had played a critical





role in paving the way towards a more impactful vision of human rights and development, and had helped to build understanding that addressing the human rights implications of development work is smart economics. In building the evidence, the High Commissioner noted, the NTF has also illuminated many areas of potentially fruitful collaboration between the Bank and the UN.

**Possible future developments and relation to SDGs.** The resources of the HRDTF and evidence generated by supported actions will continue to inform WBG operations and the roll-out of the new Environmental and Social Framework. The experience gained, as well as the relationships developed through the operation of the HRDTF, may also provide the opportunity for the pursuit of a legal opinion (the last such was provided in 1995) that would serve to clarify the Bank’s mandate vis-à-vis human rights. If such an opinion were positive towards encompassing human rights in the work of the WBG, and if endorsed by the Board, it could pave the way for an even greater focus on human rights in the policy and operations of the WBG. The continued work on human rights may also generate greater coherence across the WBG and UN systems, given the traditional emphasis of the latter on a rights-based approach and the emphasis of the former on economic analysis in the broad absence of a rights-based lens. That is not to suggest that the WBG will adopt a rights-based approach per se, more that the visibility of human rights within the WBG perspective will have further evolved. This will be particularly important where a more cohesive approach is critical across the development partners, such as in contexts impacted by fragility, conflict and violence (FCV), and with reference to the phenomenon of Forced Displacement. A stronger integration of a human-rights perspective into relevant WBG projects could arguably contribute to all SDGs, but, more specifically, to those where human rights are explicitly referenced i.e., SDG 4, SDG 9, SDG 10 and SDG 16.

### Outcome Story 3: World Bank disability framework

	<b>Observed influencing effect</b>	The World Bank developed a disability framework.
	<b>Relation to Finland’s influence</b>	Fundamental contribution through a strategic staff secondment, enabled by Finland’s reputation as leading advocate and expert on the subject.
<b>Plausible future developments</b>		Stronger inclusion of disability-related aspects into relevant World Bank projects.
<b>Significance of the effect</b>		Important.

**Observed influencing effect.** In 2018, the WBG published a Disability Inclusion and Accountability Framework (World Bank 2018a), which forms a central element of an internal online resource platform that provides guidance and direction to Bank staff on disability-inclusive development. The WBG has had particularly limited engagement with disability-related matters. A 1998 WBG publication, *Development and Human Rights*, refers to disability only once (in the context of disability acquired during childbirth), and a 2016 review of disability-inclusive development efforts overall indicated that only two per cent of the Bank’s projects are disability-inclusive.

**Relation to Finland’s influence.** Finland made an important contribution to the framework by seconding an expert to the WBG who was instrumental in drafting it. This contribution was enabled by Finland’s reputation as a leading advocate and expert on inclusion of persons with disabilities, both as a global development actor and in the WBG, as a member of (and with the support of) the Nordic-Baltic Constituency. Building on its overall reputation, colleagues at the Nordic-Baltic Constituency Office confirmed that Finland took a lead on disability issues that they





– particularly Norway and Iceland – were happy to support. Together with other interviewees, they confirmed for example that Finland took a very strong stance on disability in inclusive education as part of the IDA19 replenishment discussions. In addition, there was a general perception that Finland had a highly-skilled cadre of experts in inclusion-related matters.

In the context of this broader influence, Finland provided critical expertise through two secondments. When appointed in 2015, the Global Disability Advisor (GDA) was the sole resource under the disability heading. At the time, the Executive Director for the Nordic-Baltic Constituency was Finnish, and was known to be a strong advocate of the disability agenda. She was instrumental in securing a Finnish secondee – a Senior Disability and Development Specialist – who, according to the GDA, possessed technical excellence and effectively “held the pen” for the framework. Interviewed WBG staff highlighted that the professional expertise of Finns in relation to education had been of fundamental importance, and estimated that, without the support provided by Finland, the WBG would not have a disability framework.

**Possible future developments and relation to SDGs.** Based on interviews conducted at the WBG, the application of the principles of the disability framework will probably get further traction within WBG projects supported by Trust Funds and other means. The GDA confirmed that the Framework has attracted new donors to the provision of support for disability-related operations. In that way, the disability agenda will gradually enter the bloodstream of WBG operations. This currently non-binding framework may evolve into operational policy that would apply to all projects where disability is deemed to be relevant – for example, across sectors as diverse as transport, education, social protection, and IT.

The framework itself describes its main objectives as “to support the mainstreaming of disability in WBG activities”, and “lays out a road map for (1) including disability in the Bank’s policies, operations, and analytical work; and (2) building internal capacity for supporting clients in implementing disability-inclusive development programmes”. (World Bank 2018a, p.iv) Ultimately, stronger integration of disability-related aspects into relevant WBG projects would contribute to SDG 10 (reduce inequality within and among countries) as well as to most other SDGs by disaggregating data and giving persons with disabilities special attention.

#### Outcome Story 4: Inclusion of Persons with Disabilities in Humanitarian Assistance at WFP

	<b>Observed influencing effect</b>	Awareness about the issue of inclusion of persons with disabilities (PwD) has increased at WFP and the disability theme has been mainstreamed at the corporate level, including: disability guidelines to be possibly integrated into the updated Protection Policy; adopting related indicators in the results framework; and guiding Country Strategic Planning Frameworks.
<b>Relation to Finland’s influence</b>		Finland influenced very actively – through the executive board, and informally through the Nordic Group and other like-minded countries, building on global influencing work Finland had done earlier and profiling Finland as one of the lead actors in the PwD theme.
<b>Plausible future developments</b>		Stronger inclusion of disability-related aspects into WFP’s humanitarian assistance work where these issues were not previously dealt with in an explicit manner at policy and operational level.
<b>Significance of the effect</b>		Important.



**Observed influencing effect.** Finland’s influencing work, together with countries such as Australia, Canada and Uganda, has resulted in WFP addressing the issue of inclusion of PwD in humanitarian work at a policy and operational level, including development of disability guidelines to be integrated into the Humanitarian Protection Policy or adopted as a stand-alone policy document and country strategies. WFP acted upon Finland’s suggestions and created a focal point position in the organisation. PwD are now viewed in the same way as other marginalised groups; previously, the issue was not addressed explicitly within WFP.

**Relation to Finland’s influence.** From 2017 onwards, MFA has been very active in promoting the inclusion of a PwD agenda at WFP through the executive board, and informally through the Nordic Group and other like-minded countries, building indirectly on the international process of inclusion of PwD in humanitarian work that Finland had influenced earlier on, and to which WFP had signed up to.

This case is a good example of successful opportunistic influencing as, initially, there was no related influencing plan objective. It was WFP that asked for Finnish support in 2017, but it would not have asked without Finland first identifying this as an important area globally and profiling itself as one of the “champion” agencies for PwD in humanitarian contexts by being actively involved in the development of the 2016 Charter on Inclusion of PwD in Humanitarian Action (WHS 2016). At the same time, as this Charter became open to UN and CSOs, WFP joined/endorsed it. After endorsing it, WFP needed to start implementing the charter – including preparation of guidelines following the principles developed by UNICEF. At the same time, the Unit for Humanitarian Assistance and Policy (KEO-70) was identifying ways to support the implementation, which brought WFP and Finland together around this thematic area.

Finland adopted a broad mix of means at the executive board and parallel meetings, as well as bilateral meetings, to influence WFP directly and informally. Informal influencing has included: coalition-building with Australia, Canada and some other countries; crucial collaboration with the Nordic Group; and high-level political influencing, using direct meetings and exchange visits of directors from MFA and WFP. Finland has been very active in the executive board work, including making use of a Board membership in 2017 to influence the agenda and organise a successful side event on PwD at the 2017 main executive board Meetings. In 2018, WFP started to develop PwD guidelines following the international commitment to the inclusion of PwD in humanitarian work that was influenced by Finland, as described earlier. Political lobbying and high-level visits have featured strongly in WFP influencing, including a meeting between the current Finnish President and the Executive Director of WFP, Finnish ministers, Under-Secretary of State and Director General of the Department for Development Policy. Finland has also helped with substance through linking WFP with the Finnish disabled organisations.

Although others were also pushing the same agenda at WFP, the interviewed WFP staff and donor partners almost uniformly stated that Finland played the leading and most visible role in action that resulted in concrete changes.

**Possible future developments and relation to SDGs.** The inclusion of PwD and related guidelines will probably be integrated into WFP’s Humanitarian Protection Policy under updating, and there are already related indicators in the corporate monitoring system. The Protection Policy is a key policy document for WFP. It outlines what humanitarian protection means for WFP, and gives key guidance on how to implement the human rights-based approach, including human rights standards and principles and the rights of discriminated and marginalised groups, as well as the right to food. The actual impacts will depend on to what extent WFP succeeds in mainstreaming PwD guidelines into country operations, with adequate allocation of human resources and funding to protect the rights of marginalised groups, including PwD. This will require continuous monitoring by donors, including Finland, and possibly allocating thematic

funding and/or supporting WFP through seconded staff. Just having a policy and guidelines at corporate level will not be enough. If WFP succeeds in mainstreaming the inclusion of PwD aspects into WFP’s humanitarian and development work on the ground, this would contribute to the fundamental “leaving no one behind” principle of Agenda 2030 and SDG 10 (Reduce inequality within and among countries).

## Outcome Story 5: FAO – Gender in the MICCA Programme

 SDGs 2, 5, 13	<b>Observed influencing effect</b>	Finland influenced FAO on how to integrate gender in smallholder climate change mitigation.
	<b>Relation to Finland’s influence</b>	Finland provided significant financial thematic support to a FAO Flagship programme, complemented by a Finnish Junior Professional Officer (JPO) who supported gender aspects of smallholder mitigation.
<b>Plausible future developments</b>		The particular needs, priorities, and realities of women and men would be recognised and adequately addressed in the design and application of climate-smart agriculture so that both men and women can equally benefit.
<b>Significance of the effect</b>		Minor.

**Observed influencing effect.** Finland’s role, together with Norway, was catalytical in the FAO’s flagship Mitigation of Climate Change in Agriculture (MICCA) Programme. Finland, with Norway, influenced MICCA to pay more attention to the gender dimension in smallholder agriculture and climate mitigation. The project worked with the WBG, IFAD, the Consultative Group on International Agricultural Research’s (CGIAR) Programme on Climate Change, Agriculture and Food Security (CAAFS) and the Global Alliance for Climate-Smart Agriculture (GACSA) to support the design and implementation of gender-responsive climate-smart agriculture (CSA). According to some interviews, and an independent FAO evaluation, MICCA’s work on gender has had some impacts on how FAO mainstreams gender in its agriculture work. The most recent reference is the Gender in Climate-Smart Agriculture Module of the Climate-Smart Agriculture Sourcebook – the most important manual/guidelines FAO has prepared on climate-smart agriculture.

**Relation to Finland’s influence.** Finland, with Norway and Germany, provided significant support to the first six-year phase of MICCA, and influenced through the MICCA Steering Committee and Finnish project staff. According to the interviews, Finland provided thematic leadership in terms of emphasising in the Steering Committee the need to address gender equality as part of climate-smart agriculture and providing a JPO to work on gender. Also, the coordinator of the first phase of MICCA came from Finland. The Finnish influence was closely linked to earmarked thematic funding for MICCA, which provided a direct influencing opportunity through the Steering Committee for six years in one of FAO’s most high-profile programmes. In fact, the provision of thematic funding has been the main means of influencing FAO during the evaluation period. Finland has funded three major programmes – MICCA, Forest and Farm Facility (FFF), and Sustainable Forest Management in a Changing Climate Programme (also called Finland-FAO Forest Programme) – and has actively participated in the steering bodies of all these programmes, which provided direct influencing opportunities.

Finland stopped funding MICCA as a result of the overall MFA aid budget cuts, which resulted in a drastic decline in FAO funding in general. When Finnish funding to MICCA was cut, direct influencing opportunity through the Steering Committee and the access to the Secretariat was lost. MICCA is still operating, but without Finnish involvement.



**Possible future developments and relation to SDGs.** Partly as a result of MICCA, FAO’s Climate-Smart Agriculture Source Book has a section dealing with a gender-responsive approach in smallholder agriculture climate change mitigation. If this approach were implemented systematically across the entire relevant FAO portfolio, and FAO would give related advice to member countries, the particular needs, priorities, and realities of women and men would be recognised and adequately addressed in the design and application of CSA, so that men and women can equally benefit. This would contribute to gender equality (SDG 5), food security (SDG 2), and climate action through enhanced mitigation (SDG 13).

### Outcome Story 6: Influencing organisational effectiveness of IFAD

<b>Observed influencing effect</b>	Gender equality reflected better in the strategic results framework, operational guidance and field operations.
<b>Relation to Finland’s influence</b>	Finland has contributed, as part of a broader donor group, to improving the quality of IFAD’s gender-related work.
<b>Plausible future developments</b>	More equal opportunities for women provided systematically across the entire IFAD project portfolio, including improved access by women to decision-making and land resources.
<b>Significance of the effect</b>	Important.

**Observed influencing effect.** Finland, together with the Nordic Group and other like-minded countries, has over the years influenced IFAD policies, strategies and RBM with focus on aspects such as: enhanced transparency and accountability; increased focus on Least Developed Countries (LDCs) and Africa; gender equality; climate; stronger country presence; more inclusive results framework; targeting policy; financing principles and mechanisms and private sector engagement. Finland had important influence, with Norway, on adopting a more transparent selection of the President of IFAD and on fairer and transparent emolument principles.

As the List A convener, in collaboration with the others, Finland played an important role in finding a solution to the Debt Sustainability Framework (DSF). During IFAD11 negotiation, Finland championed the development and introduction of the Concessional Partner Loan (CPL) financing mechanism, which enables IFAD’s focus on LDCs to be maintained, and provided a sizeable CPL, combined with a grant. Finland was the first one to provide a CPL to IFAD and, in a way, paved the way for others. Finnish views – consistent with views of many other member countries – on RBM, country presence and improving donor cooperation have been recognised in decision-making. Finnish views were also reflected in the List A statements concerning the preparation of the joint cooperation plan between the Rome-based UN agencies.

**Relation to Finland’s influence.** Finland has also influenced strategies and operational policies to improved governance practices over the years as part of “routine” involvement in List A work and Replenishment consultations, and in the council Bureau. Influencing through the IFAD Council and executive board has been effective, and Finland’s active role and contributions have been valued by IFAD management and donor partners. According to the interviews with IFAD staff and donor partners, Finland has stood out as a very active, professional and solution-oriented member that has helped the organisation to address its priority needs, and as a trusted partner that tries to rally others around to find a solution to move forward. For example, Finnish views on RBM, country presence and improving donor cooperation have been recognised. Partly because of Finland’s visibility and good past work related to governance issues, Finland was selected to the Bureau of the council as a Vice-Chair in 2016-2017.



Finland was also a member of the executive board in 2013–2015, and was elected to the IFAD Board of Directors for 2018–2020, with Finland as the Co-Convenor (Permanent Representative in 2018) and Convenor in 2019–2020. Having a Co-Convenor and Convenor Role in List A in 2018 and 2019 has provided an opportunity to influence the agenda to some degree, and Finland has been playing a coordination role in guiding IFAD's current reforms focusing on the financial architecture, enhanced decentralisation and governance. The Finnish inputs were uniformly highly appreciated for being professional and solution-oriented by the interviewed IFAD staff and donor partners. Finland, through the active role of the Finnish Vice-Chair of the council and the Permanent Representative, succeeded in influencing the selection process of the President to become more transparent and merit-based than in the past. Norway also played a key role working closely with Finland.

Finland has influenced the council and executive board through numerous statements, often prepared jointly by the Nordic countries. In the executive board meetings, joint statements have also been made regularly, mirroring the themes highlighted in the joint Statements to the council. These statements have not been targeted at a single issue, but cover several priorities of importance to Finland, such as: enhancing gender equality; allocating more financial resources to gender work; deeper climate mainstreaming and higher levels of finance dedicated to climate issues; strengthened methodologies for measuring and reporting results and impacts, and paying more attention to LDCs, and especially in Africa. Both core funding and targeted funding have “bought” influence. Funding provides more voting power in List A, but bigger funders are also being listened to more and have better access to IFAD senior management up to the President. Many of the interviewed donor partners and also representatives of IFAD management stated that Finland became a more credible player with more influencing opportunities after providing a €50 million concessional partner loan, combined with a grant.

Finns were said to be influential in IFAD governance because they are very professional, pro-active, willing to take leadership, neutral, cooperative and good in networking, hard-working, well-prepared, solution- and issue-oriented without hidden (political) agenda. These views were expressed very consistently both by the interviewed donor partners and IFAD representatives. Finland has been active in using high-level political influence through visits. Many high-level visits from Finland to Rome and from Rome to Finland have been organised allowing dialogue concerning Finnish policy priorities. This type of influencing work has provided quite regular opportunities to access the highest level of management at IFAD. The review of the minutes of preparations for these meetings – such as speaking notes, and memos summarising completed visits – indicate a systematic and consistent approach of lobbying the Finnish agenda.

**Possible future developments and relation to SDGs.** Finland, together with all the other funders, may contribute to the SDGs because IFAD's mandate and work as a whole is so well aligned with IFAD's Agenda 2030 objectives, and IFAD has been systematically adapting its strategy and operations to contribute to the SDGs and to monitor and report on SDG contributions. The 10-year Strategic Framework explicitly incorporates the seven SDGs to which IFAD aims to contribute. The most directly relevant to IFAD are SDG 1 (no poverty) and SDG 2 (zero hunger), but IFAD makes also a major contribution to SDG 5 on gender equality, SDG 10 on reduced inequalities, and SDG 13 on climate action.





## Outcome Story 7: Gender mainstreaming at IFAD

	<b>Observed influencing effect</b>	Gender equality reflected better in the strategic results framework, operational guidance and field operations.
	<b>Relation to Finland's influence</b>	Finland has contributed, as part of a broader donor group, to improving the quality of IFAD's gender-related work.
<b>Plausible future developments</b>		More equal opportunities for women provided systematically across the entire IFAD project portfolio, including improved access by women to decision-making and land resources.
<b>Significance of the effect</b>		Important.

**Observed influencing effect.** Finland, together with Nordic Group and other like-minded countries, has contributed to mainstreaming gender in IFAD over the years, starting even before the period evaluated. As a result, gender equality is now reflected better in the strategic results framework, operational guidance, and field work. Finland, with others, has contributed to gender being addressed in the RBM, including: objective and indicator setting; gender budget allocation; gender reporting; and field operation guidance, including gender and adaptation for smallholder agriculture and women's leadership. Through Finnish influence, gender aspects were strengthened in the IFAD flagship programme on the Adaptation for Smallholder Agriculture Programme (ASAP) for channelling climate and environmental finance to smallholders. Finland has influenced, with others, the IFAD policy "Revised Operational Guidelines on Targeting" – a key instrument to keep IFAD's focus on inclusive rural transformation and to offer equal opportunities to women and men, youth and elders, and indigenous and disabled people.

**Relation to Finland's influence.** Finland is perceived to have contributed, as part of a broader donor group, to improving the quality of IFAD's gender-related work and having, over the years, a high profile in keeping gender on the IFAD agenda consistently at the executive board and council, and during replenishment consultations. Consistency and persistency of the Finnish efforts were highlighted by most of the interviewees, even if donor partners could not necessarily identify any specific Finnish contributions to IFAD's gender work because, for many years, the priorities of IFAD and donors concerning gender have been aligned anyway, and so many other donors – including big ones – have been pushing the gender agenda.

The main influencing means used include: funding and related negotiations and coalition building in replenishment consultations; influencing through List A coordination and (joint) statements in the executive board; presenting Finnish and joint Nordic statements in council meetings; and informal influencing – especially through the Nordic coalition and constituencies – as well as high-level political influencing. Examples include:

- *Governance:* As member of the replenishment consultations, Finland has been influencing IFAD's strategic directions and fund allocation since the establishment of the Fund in areas consistent with Finnish priorities, including empowerment of women.
- *Coalitions* have been used intensively and effectively to advance the gender agenda within IFAD, through formal influencing in the IFAD Executive Board and related constituency. In the case of gender, influencing through the Nordic Group has played an important role.
- *Targeted funding.* Under five subsequent arrangements in 1989-2014, Finland provided IFAD with \$9 million supplementary funding earmarked to support the thematic priorities of pro-poor policy, gender equality, South-South cooperation, climate, and other themes.



- *Joint statements. Nordic statements in IFAD’s Governing Council 2012, 2016 and 2018 emphasised the need to strengthen IFAD’s gender equality work through statements such as:* continue the efforts to fully mainstream gender equality and women’s empowerment within IFAD, as well as in its operations; encourage IFAD to become even more gender transformative in all its activities in aiming at empowering rural women and girls; allocate more financial resources to the gender work; and adopt a human-rights approach to improve the situation of women and girls.
- *Staff secondment, JPOs.* Finland provided a JPO focusing on gender equality to support IFAD’s flagship ASAP (smallholder climate change adaptation) programme that Finland supported in the past.

The value-added of Finnish gender influencing work is declining because, in recent years, IFAD has been quite successful in mainstreaming gender at corporate and field operation levels, and many other donors also work with gender. According to 2019 MOPAN IFAD assessment, gender equality and women’s empowerment are well integrated within IFAD’s programming, budget and evaluative functions, as well as the results management framework. UN Women recently identified IFAD as one of the most successful UN entities in terms of alignment with the UN System-wide Action Plan (UN-SWAP) on Gender Equality, and with the Empowerment of Women indicator.

**Possible future developments and relation to SDGs.** If IFAD’s gender policy and targeting policy are systematically implemented across the entire IFAD portfolio, this may result in more equal opportunities for women and men, youth, elders, and indigenous and disabled people at country level. The joint-influencing effects and IFAD’s own commitment to gender equality – for example, in terms of explicitly allocating a share of the IFAD budget to gender-specific projects, and addressing gender more transparently in the result-based management, budgeting, and in operational targeting guidelines – will in particular contribute to the SDG targets. These are: 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.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; and 5.B – Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.

### Outcome Story 8: Women and Girls with Disabilities at UN Women

 <p>SDG 5, 10</p>	<p><b>Observed influencing effect</b></p>	<p>Awareness of the rights of Women and Girls with Disabilities has increased at UN Women. The rights of Women and Girls with Disabilities has been included in the new Strategic Plan for 2018-21, and a separate UN Women’s strategy document, “The Empowerment of Women and Girls with Disabilities: Towards Full and Effective Participation and Gender Equality”, was formulated and published in 2018.</p>
<p><b>Relation to Finland’s influence</b></p>		<p>Finland (together with Australia and the UK, and backed by the Nordic group) has very actively influenced UN Women informally and formally through behind the scenes-work, Board work, high-level meetings, and side events.</p>
<p><b>Plausible future developments</b></p>		<p>Stronger inclusion of disability-related aspects into UN Women’s work. Stronger institutionalisation of the disability work within the organisation.</p>
<p><b>Significance of the effect</b></p>		<p>Important.</p>





**Observed influencing effect.** Finland has actively and frequently raised the importance of a stronger focus on women and girls with disabilities in UN Women’s strategy documents, and in their operational, normative and coordinating work. A strong Finnish focus – jointly with Australia, the UK and other like-minded countries – on the inclusion of women and girls with disabilities resulted in the inclusion of this topic in UN Women’s strategic plan for 2018–2021. This was a new area that UN Women had not prioritised or been working with earlier. The continued focus of Finland on women and girls with disabilities also led to the formulation and publication of UN Women’s strategy document, “The Empowerment of Women and Girls with Disabilities: Towards Full and Effective Participation and Gender Equality”, in 2018. This strategy document was developed to ensure a more systematic approach to strengthening the inclusion of the rights of women and girls with disabilities in UN Women’s work, and it aligns with the UN Women’s overall Strategic Plan 2018–2021.

**Relation to Finland’s influence.** Women and girls with disabilities was originally not a priority area for UN Women, but Finland started advocating for more focus on PwD after a political push from the Minister of Development and a disability activist who was the first Finnish Member of Parliament (MP) with a disability. A stronger focus and more funds put into the disability area was requested from the highest political level. For UN Women at the time, these directions were picked up by a Finnish P5-level (minimum 10 years of work experience) secondee in UN Women, and also by the Permanent Mission in New York, which started to include work on women and girls with disabilities. Just prior to this, a South Korean UN Women staff member had drafted a PwD note and had secured a small amount of funding from South Korea to start working on that. However, in these first few years, there was a general push-back from UN Women as they did not see PwD as one of their priority areas. PwD was not mentioned in the 2014 Influencing Plan, but was one of the priority influencing areas in the 2016 Influencing Plan.

Finland is perceived by UN Women and by other Permanent Missions in New York to have contributed strongly to putting the rights of women and girls with disabilities on the UN Women agenda. Active influencing work has taken place at all levels: from informal bilateral meetings with UN Women staff and senior management and with other member states, to formal bilateral annual meetings with UN Women senior management and Board meetings; and through national statements and joint statements with like-minded countries; and informally behind-the-scenes. Finland has also been very active and visible in other global fora, such as hosting side events (e.g. a side event to the executive board in 2017 with the Executive Director and a Finnish NGO) on women and girls with disabilities, and with the active involvement of high-level MFA staff and politicians.

Finland is recognised as an active and persistent champion of PwD, and this was emphasised in all interviews conducted in New York – both by UN Women staff and by other UN delegations. Political lobbying and high-level visits have been prominent in Finnish influencing of UN Women in relation to the disability agenda.


**Possible future developments and relation to SDGs.** The inclusion of women and girls with disabilities into the Strategic Plan for 2018–2021 was a significant accomplishment, as was the formulation and publication of the strategy on the empowerment of woman and girls with disabilities. However, there is still some way to go to ensure that this is institutionalised, and that sufficient funding is secured for the related work.

There is currently no fixed staff position responsible for Women and Girls with Disabilities in UN Women, but only a short-term consultant within the organisation who is working on the topic. For this topic to be taken seriously both within UN Women and in the UN-wide coordination work, it is important that there is at least one fixed staff position responsible for the normative, operational and coordinating work related to women and girls with disabilities. It would also be beneficial if this position was at a high professional level (P5 or above) to ensure authority and progression.

Finland has been criticised for only “talking the talk and not walking the walk” as they have not provided earmarked funds for women and girls with disabilities in UN Women. However, Finland is a significant donor to UN Women, and is one of the four or five biggest financial contributors to UN Women’s Core Budget, while they have, over years, advocated actively for the importance of the work with women and girls with disabilities. Finland’s argument is that UN Women should give priority to this area from the core budget, and that there should be a fixed UN women position – paid for from the core budget in charge of this area. This is seen as being important both to emphasise the importance of the matter and also to secure a proper institutionalisation of the function.

Finland’s influencing work in relation to persons with disabilities vis-à-vis UN Women has the potential to contribute to the SDGs 5 (Gender equality) and 10 (Reduced inequalities between and within countries), if the strategies are reflected into actual practical work - that is, also in UN Women operational work and in their more UN-wide coordinating capacity. If UN Women succeeds in influencing and coordinating the wider UN community with regard the inclusion of women and girls with disabilities, there is a potential for significant impact that may lead to noticeable change in people’s lives.

### Outcome Story 9: Innovation at UNICEF

 SDG 3, 4, 5, 6, 9, 10	<b>Observed influencing effect</b>	UNICEF’s Innovation Fund is up and running, several innovation programmes are being piloted, with positive results already yielded in some areas.
	<b>Relation to Finland’s influence</b>	Finland, together with Denmark, supported UNICEF with softly earmarked funding for UNICEF’s innovation work.
<b>Plausible future developments</b>		UNICEF’s innovation work may continue to yield new and innovative approaches to reach vulnerable children and youth with social and educational services.
<b>Significance of the effect</b>		Important.

**Observed influencing effect.** UNICEF is a pioneer in international development innovation in the UN system and is the world’s leading developer of innovation for children. It has a well-functioning innovation structure and a professional innovation team. Finland has contributed considerably to UNICEF’s Innovation work since 2014–2015 to provide the agency with the possibility of testing new approaches. Towards the end of 2014, UNICEF’s work on development-friendly innovations was highlighted as a rising theme in the cooperation between UNICEF and Finland. Since then, there has been an open and ongoing dialogue between Finland and UNICEF, with frequent exchanges of ideas and experiences. UNICEF’s innovation team has invested money in commercial companies to facilitate the creation and testing of novel digital solutions to relevant development problems and the delivery of aid. Finland first contributed a relatively small amount of funding, but that attracted other funders and more donors became interested. UNICEF does not use core funding for innovation, as it is not set up to fund such great risk. At the initial stages, there was a calculated risk that 90 per cent of the investments would not work or would not yield any useful outcomes, but that the remaining 10 per cent would in turn provide 10 to 30 times the value of the investment. The innovation funding is non-thematic as the innovation team works cross-thematically.



UNICEF has several Digital Initiative Programmes as part of their innovation work: Augmented Reality/Virtual Reality for Good; Blockchain; Data Science and Artificial Intelligence; Digital Health Initiatives; Drones; Internet of Good Things (IoGT); Real Time Information (Rapidpro); and UNICEF's Venture Fund, which provides flexible funding and networks for innovators on the ground. UNICEF is further using drones to address transport, connectivity and emergency preparedness issues, and it hosts mobile-packaged content designed to make lifesaving and life-improving information available for free through the IoGT.

**Relation to Finland's influence.** UNICEF is a huge organisation, with an annual budget of more than \$6.7 billion and more than 13,000 staff worldwide. Finland is thus a minor financial contributor to UNICEF – with its core contribution being less than 1 per cent of UNICEF's annual revenue. When Finland's funding to UNICEF was cut by 75 per cent in 2016, it weakened Finland's foothold in UNICEF, and its potential for influencing changed.

The choice of supporting UNICEF's innovation work with relatively small amounts of earmarked funds turned out to be strategic and smart. In a situation with very limited funding to a large organisation with an already solid donor base, where there was little or no chance for Finland to become a significant donor in comparison with others, Finland made a wise choice in carving out for itself a niche where it has been able to contribute to significant results. In a situation where funding is scarce, this has proved to be a very fruitful way to positive results – not only in terms of spending the money, but also in terms of collaboration and influence. UNICEF appreciates Finland's political and financial support for the organisation's innovation work. The organisation of several joint innovation events has further deepened the partnership between Finland and UNICEF, and innovations are a natural sector of co-operation for both. There has also been a good interaction between the Finnish Innovation Ambassador and UNICEF's innovation team.

Finland initially supported the UNICEF Innovation Fund with €1.5 million in 2016. Other donors to the fund, established in 2015, are Denmark, Disney/Lucas Films, and the Page Foundation. It has since attracted more donors, and Finnish "seed money" into the fund has thus contributed to leveraging more funding. In 2016, the Innovation Fund started its operations and made the first investments in projects outside the organisation. This demonstrates that a small donor can make a difference when carefully choosing strategic funding of a niche area. This has rewarded Finland with high visibility in the innovation sector.

**Possible future developments and Relation to SDGs.** UNICEF's innovation work has the potential to come up with new and innovative solutions in reaching and improving the lives of poor and vulnerable children and youth with social and digital services. This may contribute to the achievement of several of the SDGs – especially SDGs 3 Health, 4 Education, 5 Gender Equality, 6 Water and Sanitation, 9 Innovation, and 10 Reduced Inequalities.

## Outcome Story 10: Sexual and Reproductive Health and Rights (SRHR) at UNFPA

<p><b>5 GENDER EQUALITY</b></p>	<p><b>Observed influencing effect</b></p>	<p>Finnish influence contributed to maintaining a focus on SRHR, despite opposition, and UNFPA's new Strategic Plan (2018–2021) has at least 15 references to sexual and reproductive health and reproductive rights (UNFPA 2018).</p>
<p><b>Relation to Finland's influence</b></p>	<p>Finland – together with the Nordic and other like-minded countries – has very actively supported UNFPA's SRHR work. This includes: providing political support and highlighting the importance of Sexual and Reproductive Health and Reproductive Rights in high-level political fora; informally and formally through behind the scenes-work; Board work; high level meetings; and side events.</p>	
<p><b>Plausible future developments</b></p>	<p>A focus on SRHR in UNFPA's strategic documents and work may be maintained if there is a continued focus on SRHR by Finland and likeminded countries to counter balance the conservative trend led by other countries.</p>	
<p><b>Significance of the effect</b></p>	<p>Important.</p>	

**Observed influencing effect.** UNFPA calls for the realisation of SRHR for all and supports access to a wide range of sexual and reproductive health services – including voluntary family planning, maternal health care, and comprehensive sexuality education. As the lead agency both promoting and operationalising SRHR globally, UNFPA is closely aligned with key Finnish principles and goals. Finland has actively and frequently raised the importance of UNFPA maintaining a strong focus on SRHR in strategy documents and in their operational work. A strong Finnish focus - jointly with the Nordic countries, the Netherlands, and other like-minded countries – resulted in the maintenance of references to SRHR in UNFPA's Strategic Plan for 2018–2021. Despite an increasingly conservative opposition to SRHR, having it spelt out as a specific goal as part of the SDGs is crucial in the work to protect these rights. Goal 5.6 under SDG 5 is: ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action and the outcome documents of their review conferences.

**Relation to Finland's influence.** There is a strong alignment between Finnish development priorities and UNFPA's mandate in their focus on girls' and women's rights (especially SRHR), and Finland is a strong supporter of UNFPA and its mandate. Staff at the Permanent Mission in New York emphasised the importance of protecting UNFPA's mandate in the currently polarised atmosphere. Interviews and document reviews showed that the focus of the Finnish Permanent Mission in New York has been on SRHR in all their influencing work – in informal and bilateral meetings, “behind-the-scenes” work, on the Board, in statements, in high-level meetings, and in other international political fora.


Finland's main contribution to UNFPA is through flexible core funding. Prior to cuts in Finland's development budget in 2016, the peak core contribution to UNFPA was about €51 million in 2014. Although reduced to €20 million from 2017, Finland is still among UNFPA's top seven core donors. Finland is also lobbying for increased financial support to UNFPA vis-à-vis other countries. It is clear from interviews, board documents, results reports, and from previous evaluations that Finland has been strongly committed, very active and very vocal about SRHR issues throughout the period evaluated. Finland has frequently been outspoken on the issues of SRHR in Board statements, and Finland's clear position on SRHR is recognised and appreciated by other member states, including by some of those that are not as outspoken. Finland advocated strongly for the inclusion (maintenance) of SRHR in UNFPA's new Strategic Plan for 2018–2021.



Finland has also followed up with political support at the highest level to shed light on the importance of SRHR. For example, in 2013, the former Finnish President, Tarja Halonen, played a key role as co-chair of the High-Level Task Force 2012–2016 (HLTF) on the ICPD, which launched its report, *Policy Recommendations for ICPD Beyond 2014: Sexual and Reproductive Health and Rights for All*. President Halonen was credited by informants for having played a significant role in bringing people together at all levels, and in forging agreements on the language of the recommendations.

**Possible future developments and relation to SDGs.** Finland’s influencing work in relation to SRHR in its support of UNFPA’s mandate and work is directly contributing to SDG 5, and especially to SDG 5.6. If Finland and other like-minded countries succeed in protecting UNFPA’s mandate and in securing more financial support for this work, the ultimate impact will be improved sexual and maternal health for millions of people, and many lives saved.

### Outcome Story 11: Organisational strengthening of UN Women

	<b>Observed influencing effect</b>	Finland, together with other member states, has contributed to improving UN Women’s ability to deliver on its mandate by strengthening the capacity of the organisation.
<b>Relation to Finland’s influence</b>		Finland has provided significant core contributions to UN Women’s budget in a consistent manner over time. In addition, Finland has provided visible and high-level political support to UN Women’s core areas of work. Finland has also, together with other member states, provided constructive inputs in formal and informal work to strengthen UN Women as an organisation, in bilateral meetings and on the Board.
<b>Plausible future developments</b>		A strengthened organisation has the potential to better deliver its mandate and produce positive results.
<b>Significance of the effect</b>		Important.

**Observed influencing effect.** There is a big overlap of UN Women’s mandate and Finnish development priorities, especially regarding the strengthening of women’s and girls’ rights. Finland has been, and still is, an important and strong partner to UN Women and has supported the organisation with significant funding, technical advice, and thematic leadership on important themes such as gender equality, the rights and inclusion of women and girls with disabilities, SRHR, and Resolution 1325. Finland has also contributed significantly to strengthening the institutional capacity of the organisation to deliver its gender mandate.

**Relation to Finland’s influence.** Finland’s consistent and significant financial support to UN Women – combined with high-level political support - has paved the way for a close, constructive and trusting relationship between Finland and the organisation. This has provided Finland with a unique position to influence UN Women with Finnish development policy priorities.

Finland was one of the founding partners of UN Women in 2010 and 2011 and made a conscious choice to become one of the organisation’s major donors. Finland decided to stand by UN Women and keep supporting the organisation after 2013, when it was ranked as one of the lower-performing organisations. The approach chosen was to support this young organisation to grow and improve, so Finland has remained a loyal, hand-holding partner.

Finland has contributed significantly to the growth and strengthening of UN Women through providing highly-flexible core funding to the organisation. A high level of flexible core funding is important to any UN organisation, but even more so to UN Women, with its triple mandate.





Operations may be supported by earmarked funding, but the normative work and the UN-wide coordination work are dependent on core contributions. For long-term results, especially within normative work, long-term core funding is crucial, as there are no quick fixes or quick wins within the normative work. Some countries focus on concrete operations that may yield quick results, while Finland's long-term support through core contributions is highly appreciated as it is important for the organisation's flexibility and agility, especially for the normative and coordinating work. Through core funding and only lightly earmarked funding, Finland has invested its influence and capital in a strategic partnership with UN Women, rather than earmarking funds for specific flagship projects.

The MFA and the Permanent Mission in New York have used a broad range of formal and informal influencing means to help strengthen UN Women as an organisation. Thematic leadership and related lobbying activities – such as high-level visits, direct dialogue with UN Women senior management, and influencing through like-minded groups – have all been very important influencing means. Most of the influencing work is informal and contributes to the preparatory work for the Western European and Others Group (WEOG) group of the executive board. The mix of influencing means used in the case of UN Women include: joint statements, sometimes with the Nordic group but also with others as was the case with the persons with disabilities theme; own statements; organising side meetings in connection with executive board meetings and side events, such as the one with persons with disabilities as its theme; meetings with directors; bilateral discussions; high-level mutual visits; and influencing directly through dialogue with UN Women staff (e.g. on management issues). Through its support to UN Women's evaluation capacity, Finland contributed to improving the effectiveness and efficiency of the organisation.

However, what probably provided the most important and effective influencing opportunities for Finland was its position as a major funder and a loyal, long-term partner. Finland has succeeded in influencing UN Women through its Board work over time, and being one of its major donors gives Finland leverage on the Board and in negotiations. Finland has played an active role in the executive boards of UN Women, and this has provided opportunities to support and to shape the policies of the organisation. Finland was heading the WEOG in 2017, and was thus on the Bureau as a Vice-President, which presents significant opportunities for influencing. As of January 2020, the Finnish Permanent Representative in New York has assumed the position as President of the executive board, which also provides significant opportunities for influencing, including setting the agenda.

Finland has successfully formed alliances with like-minded countries, especially with the other Nordic countries, and also with other countries on an ad-hoc basis from case to case. In the interviews, staff from other Permanent Missions in New York commended the Finnish delegation for their diplomatic skills in talking to countries with opposing positions and including them in preparatory discussions, and they gave concrete examples to show how they Finns have succeeded with quiet, behind-the-scenes diplomacy. Finland is regarded as a very active participant on the executive board, and is described by the other member states interviewed as being professional, constructive, well prepared, open minded, ready to support others, and good, inclusive team players. Finland has a very good profile on the Boards and is seen as a strong fundamental partner that believes in the agency's mandate

Finland has contributed to strengthening UN Women's budget by lobbying for sufficient funding for the organisation in formal and informal meetings with other development partners. There is a gap in UN Women's core funding between the organisation's goals and actual funding levels, and Finland is regularly addressing this both at Board meetings and in meetings with other donors. Cost-recovery issues are also on the agenda, as donors providing core funding are covering for the management costs of non-core funded projects, and Finland has brought this to the attention of the Board and, bilaterally, to other member states.



**Possible future developments and relation to SDGs.** While it is not possible to attribute any gender impact in the world to UN Women and to Finland's influencing work, it is clear that Finland has contributed to strengthening UN Women as an organisation. Finland's steadfast support (along with the Nordics and other like-minded countries) has helped this new agency to build its niche and strength in a very competitive environment, and in the face of UN reform. This enhances the organisation's ability to deliver the gender agenda, which in turn increases the organisation's credibility vis-à-vis other donors and towards the system wide coordination and normative mandate. This in turn has the potential to contribute to the achievement of SDG5 Gender Equality.





# Annex 11: Governance arrangements of the agency case organisations

## 11.1 Governance arrangements of WBG

**WBG governance.** Finland became a member of the WBG on January 14, 1948 and was among the first countries to get a loan to help rebuild its economy after World War II. The current Minister of Finance represents Finland on the Board of Governors, the Bank's senior decision-making body. The governors, usually Ministers of Finance or Development, meet twice a year. The governors have the power to admit and suspend members of the WBG, increase or decrease the authorised capital stock, determine the distribution of the net income of the Bank, and decide on the WBG's overall strategic direction. The Minister for Development Cooperation and Foreign Trade currently serves as Alternate Governor. The Governor delegates responsibility for overseeing the day-to-day business of Finland's interests at the Bank to the Executive Director (ED) for the Nordic Baltic Constituency, of which Finland is a member. The EDs collectively make up the Board of the WBG, which typically meets twice a week to decide on borrowing and financial questions, projects, and policies that impact WBG general operations. The ED represents the constituency when considering and deciding on IBRD (International Bank for Reconstruction and Development) loan and guarantee proposals and IDA credit, grant, and guarantee proposals made by Bank management, and decides on policies that guide the Bank's general operations. The ED is also responsible for presenting to the Board of Governors (at the Annual Meetings) an audit of accounts, an administrative budget, and an annual report on the Bank's operations and policies as well as other matters.

The Nordic-Baltic ED is currently a member of the Budget Committee one of five sub-committees of the Board. The Budget Committee assists the Board in approving the respective budgets of IBRD, IDA, IFC and Multilateral Insurance Guarantee Association (MIGA) and in overseeing the preparation and execution of their business plans and provides guidance to management on strategic directions. The other Committees of the Board are the: Audit Committee; Committee on Development Effectiveness; the Human Resources Committee; and, the Committee on Governance and Executive Directors' Administrative Matters (COGAM). The ED is assisted in the Nordic-Baltic Office, by an Alternate ED, three Senior Advisors, four Advisors, an Executive Assistant and a Programme Assistant – so, each member state gets to occupy at least one of the nine positions. The ED is typically supported by a fellow national at Senior Advisor level. The Nordic Baltic ED – selected on a rotation basis – represents the interests of Finland, Denmark, Estonia, Norway, Iceland, Latvia, Lithuania and Sweden. An Icelander is the current ED representing the Nordic-Baltic Constituency on the 25-member World Bank Board of Executive Directors, and the Alternate Executive Director is from Finland. Each year, the office reports to the constituency countries through an Annual Status Report.



**Finnish participation in WBG governing bodies.** Finland held the Nordic chair at the Board between 2013 and 2016 (Satu Santala) and also served as Chair of the Committee on Development Effectiveness, probably the most important sub-committee of the Board.

## 11.2 Governance arrangements of WFP

**WFP governance.** The executive board is WFP's supreme governing body. Comprising 36 member states of the United Nations or member nations of the FAO, the Board provides inter-governmental support, policy direction and supervision of the activities of WFP. Members to the Board are selected from 5 lists (A, B, C, D, E) and one rotating member from lists A, B and C. All members to the Board are selected by Economic and Social Council and the FAO Council for a three-year term (eligible for re-election). 18 members are elected by the Economic and Social Council and 18 by the FAO Council. Big donors have more power as they are always in the board, the rest of the seats rotate every three years. Finland is in List D (Economically Developed Countries). Within the Board, everyone can have a voice to try to influence but non-members are still formally observers, and the observers are not expected to take the floor. However, observers can influence the common list statements and Finland as a member of the EU can also influence the EU statements. Observer, like Finland at present, cannot make national statements which limits the opportunity to influence in the formal board sessions. Also, only those in the Board can organise side-events (for example, on disabilities issues).

The most important forum for influencing are the informal meetings to prepare for the Board meeting three times a year and the executive board's statements. All topics come to informal consultations and everyone can participate in the preparation meetings. When a topic goes to the Board, it is usually already hammered, but also in the Board meetings everyone has the opportunity to talk. The organisation is headed by an Executive Director, who is jointly appointed by the UN Secretary-General and the Director-General of FAO. The Executive Director is appointed for a fixed five-year term and is responsible for the administration of the organisation as well as the implementation of its programmes, projects and other activities. WFP also has one Deputy Executive Director and three Assistant Executive Directors.

**Finnish participation in WFP governing bodies.** Finland is represented in the executive board by the Permanent Representative and her team in Rome and the MFA. There is an informal agreement amongst List D countries that representation should rotate. Finland was a member of the executive board in 2017. Otherwise, Finland works through List D with other Nordic countries and Austria, Canada, Germany, Japan, Netherlands, Spain United States and United Kingdom and Northern Ireland. The Ambassador and Permanent Representative of Finland to the United Nations in New York assumed the position of President of the executive board of UN Women in January 2020. Prior to that, in 2018, Finland had been represented by the Vice President in the Bureau, as Finland was heading the WEOG. The Board conducts two field visits every year, one joint field visit with UNICEF, UNDP, UNFPA, UNOPS [United Nations Office for Project Services] and WFP, and one field visit only for UN Women Board members. Finland has participated on several of those.

## 11.3 Governance arrangements of UN Women

**UN Women governance.** UN Women is unique in that it has two multi-tiered governance structures: One consists of the General Assembly, the Economic and Social Council (ECOSOC), and the executive board. This is the governance structure for the organisation's operational activities, providing operational policy guidance to UN Women. The other consists of the General Assembly, ECOSOC, and the Commission on the Status of Women. This is the governance structure for the organisation's normative support functions, providing normative policy guidance to



UN Women. ECOSOC is responsible for establishing appropriate and concrete linkages between the Commission on the Status of Women and the executive board, to ensure consistency between the overall policy guidance set by the Commission and the operational strategies and operational activities approved by the executive board. UN Women is administered by the Under-Secretary-General/Executive Director under policies established by the executive board in accordance with such principles as may be laid down by the Economic and Social Council, and the General Assembly.

The executive board consists of 41 members: 10 from African States; 10 from Asian States; 4 from Eastern European States; 6 from Latin American and Caribbean States; 5 from Western Europe and Other States; and 6 from top contributing countries. The Board provides guidance to the Under-Secretary-General/Executive Director on the operational work of UN Women; ensures that its operational activities and strategies are consistent with the overall policy guidance set forth by the General Assembly, ECOSOC and monitors the organisation's performance; approves its Strategic Plans, programmes and activities, including those at the country level; and decides on its administrative and financial plans and its budgets, among other things. The executive board of UN Women is subject to the authority of the Economic and Social Council.

**The Bureau.** The officers of the executive board constitute the Bureau and are elected by the executive board at its first regular session of each year from among the members for that year. The five officers – the President and four Vice-Presidents – represent the five regional groups, with the presidency rotating among groups every year.

The Bureau serves as a bridge between the UN Women secretariat and the regional groups, dealing primarily with liaison, administrative and functional matters to enhance the effectiveness of the executive board. Members of the Bureau normally coordinate informal consultations within their respective regional groups. The Bureau normally meets regularly and as necessary during the sessions. The Secretariat of the executive board is responsible for maintaining effective relationships between the UN Women secretariat and the executive board. In consultation with the President and other members of the Bureau, it organises the business of the executive board and services all its sessions and meetings.

**Finnish participation in UN Women governing bodies.** Finland has been a very active and constructive Board member since the initiation of UN Women. The UN Women desk in Helsinki participates in the executive board meetings, and all speaking points and priorities are prepared in collaboration with the Finnish Permanent Mission in NY. The Ambassador and Permanent Representative of Finland to the United Nations in New York assumed the position of President of the executive board of UN Women in January 2020. Prior to that, Finland had been represented with a Vice President in the Bureau, as Finland was heading the WEOG group in the previous period. The Board conducts two field visits every year, one joint field visit with UNICEF, UNDP, UNFPA, UNOPS and WFP, and one field visit only for UN Women Board members. Finland has participated on several of those.

#### 11.4 Governance arrangements of UNFPA

**UNFPA governance.** UNFPA has a joint executive board with UNDP and UNOPS. The General Assembly resolution 48/162 of 20 December 1993 created the executive board, which consists of representatives from 36 countries who serve on a rotating basis. Prior to that, the Governing Council served as the governing body for UNFPA from 1973 to 1993. The executive board provides intergovernmental support and supervision for the activities of UNDP, UNFPA, and UNOPS in accordance with the policy guidance of the General Assembly, the Economic and Social Council, and the United Nations Charter. The executive board ensures that UNDP, UNFPA and UNOPS remain responsive to the evolving needs of programme countries and supports the



work of UNFPA in delivering a world where every pregnancy is wanted, every birth is safe, and every young person's potential is fulfilled. The Board consists of five regional groups: Africa (8 representatives); Asia and the Pacific (7 representatives); Eastern Europe (4 representatives); Latin America and the Caribbean (5 representatives); and Western Europe and Others (12 representatives). Member states take Board positions on rotation.

The officers of the executive board constitute the Bureau and are elected by the executive board at its first regular session of each year from among the members for that year. The five officers – the President and four Vice-Presidents – represent the five regional groups, with the presidency rotating among groups every year. Each Vice President is the coordinator of his or her regional group. The Secretariat of the executive board is responsible for maintaining effective relationships between the UNFPA secretariat and the executive board. In consultation with the President and other members of the Bureau, it organises the business of the executive board and facilitates all its sessions and meetings.

**Finnish participation in UNFPA governing bodies.** Gender concerns are laid down in the Constitution of Finland in the Act on Equality between Women and Men (Equality Act), which makes it the duty of every Finnish government official to uphold Gender Equality. Finland is also strongly committed to the UN's Women, Peace and Security Resolution (Resolution 1325). In Finland's Development Policy Programme from 2016 "One world, common future – towards sustainable development", one of the four defined priority areas is the rights and status of women and girls. Due to the rotating system of WEOG board members, Finland was on the UNFPA/UNOPS/UNDP Executive Board in 2017-2018, and again in 2020, but not in 2015, 2016 or 2019. Finland has not been a Bureau member of the UNFPA/UNOPS/UNDP board, but is an active and constructive member of the WEOG group.

## 11.5 Governance arrangements of UNICEF

**UNICEF governance.** Since its inception in 1946, UNICEF has been administered by the Executive Director in accordance with the policies determined by the executive board. Board members are chosen by ECOSOC from Member states of the United Nations. The role of coordinating the work of the UNICEF Executive Board was assigned to a Bureau comprising the President and four Vice-Presidents, representing the five regional groups.

The General Assembly established the executive board as the governing body of UNICEF, when it created the Fund in 1946. In 1992, the executive board decided that there would be due regard for equitable rotation in the election of the Chair among the five regions (African States; Asia-Pacific States; Eastern European States; Latin American and Caribbean States; and Western European and Other States). Until then, the chairmanship had alternated each year between industrialised and developing countries. In 1994, the executive board agreed that the Chair would be known as President, with a one-year term of office. Membership was set at 36, including 8 African States, 7 Asian States, 4 Eastern European States, 5 Latin American and Caribbean States and 12 Western European and Other States (including Japan). UNICEF reports annually through the executive board to ECOSOC, which in turn reports to the General Assembly. In 1996, the executive board adopted the UNICEF mission statement (referred above), and in 1989, the Convention on the Rights of the Child was adopted by the General Assembly. The Convention provides the legal framework for the work of UNICEF. The executive board provides intergovernmental support to the programmes of UNICEF and supervises its activities in accordance with the overall policy guidance of the General Assembly and ECOSOC.

Five officers of the executive board constitute the Bureau. They are elected by the executive board at its first regular session of each year from among the members for that year. The officers, i.e. the President and four Vice-Presidents, represent each of the five regional groups, with the



Presidency rotating among groups every year. As a matter of custom, permanent members of the Security Council do not serve as officers of the Board. The Bureau serves as a bridge between the UNICEF secretariat and the regional groups, dealing primarily with liaison and administrative and functional matters to enhance the effectiveness of the executive board. Members of the Bureau normally coordinate informal consultations within their respective regional groups. The Bureau meets on a monthly basis and during the three annual sessions of the executive board, the Bureau meets daily. The members of the Bureau play a vital role in facilitating the work of the executive board by coordinating consultations within and between their respective regional groups and by working with the secretariat in-between sessions on ongoing issues. The President also maintains contact with the Presidents of the executive boards of the other funds and programmes.

The Office of the Secretary of the Executive Board (OSEB) is responsible for maintaining effective relationship between the UNICEF secretariat and the executive board. OSEB is independent and impartial and services all aspects of the work of the executive board under the guidance of the President and the Bureau. In consultation with the President and the other members of the Bureau, it organises the business of the executive board and services all its sessions. OSEB also provides editorial and technical services for all documentation both submitted to the executive board and documentation resulting from its formal meetings. It has similar responsibilities in relation to informal consultations, briefings and Bureau meetings. OSEB maintains the executive board website containing Board documentation, decisions, country programme documents and the executive board calendar in addition to an internal database containing in-house documents, presentations, statements and other procedural information. OSEB furthermore coordinates the annual field visit of the executive board and, on a rotational basis with the other funds and programmes, coordinates the annual joint field visit and the joint meeting of the executive boards of UNDP/UNFPA/UNOPS, UN Women and WFP.

**Finnish participation in UNICEF governing bodies.** During the years covered by this evaluation, Finland has been on the board of UNICEF several times. Finland was a member of UNICEF's Executive Board in 2012–2013. In 2012, Finland had the position of the executive board's Vice-Chairman and in 2013 Finland assumed the position as Chairman of the executive board. Due to the rotation of WEOG members present at the Board, Finland was not on UNICEF's Board in 2014, but was on the Board in 2015–2016. The 2017 influencing plan report states that Finland lost ground in UNICEF following the budget cuts in 2016. After the funding cuts, Finland has not been on UNICEF's Executive Board, but this is more due to the WEOG countries' rotation plan than the decreased financial support. In 2018, Finland was chairing WEOG without being on the board. Finland has not been on UNICEF's Executive Board since 2016 but will assume a position on the Board again in 2021.

## 11.6 Governance arrangements of FAO

**FAO governance.** FAO Conference is the sovereign governing body of the Organisation and comprises all members and associate members. It determines the policy and approves the budget of the Organisation, and exercises the other powers conferred on it by the Constitution. Furthermore it makes recommendations to Member Nations and Associate Members concerning questions relating to food and agriculture, in order for them to be reviewed and implemented through national action. It also makes recommendations to any international organisation regarding any matter relating to the organisation.

The council, within the limits of the powers delegated to it by the Conference, acts as the Conference's executive organ between sessions. It exercises functions dealing with the world food and agriculture situation and related matters, current and prospective activities of the Organisation, including its Programme of Work and Budget, administrative matters and financial management of the Organisation and constitutional matters. The council may establish Commissions, Com-





mittees and Working Parties and approve, for submission to Member Nations Agreements. The council has forty-nine Member Nations elected for three years, with each Member having one representative. Finland was a Member of the council, representing all the Nordic countries, in 2017–2020. FAO is a country membership organisation and the vote is by country. Finland can influence the council statements of Nordic countries and the EU.

Committees (including Programme and Financial Committees) are also influential since they prepare all the issues for the council. Programme Committee assists the council in carrying out its duties regarding the development and implementation of the Organisation's programme activities. Members of the Committee are elected for a period of two years at the session of the council, following the regular session of the Conference. Finance Committee assists the council in exercising control over the financial administration of the Organisation. There are four Technical Committees (forestry, fisheries, commodities, and agriculture) comprising, that provide guidance to the council. For example, the Committee on Agriculture (COAG) is one of FAO's Governing Bodies, providing overall policy and regulatory guidance on issues relating to agriculture, livestock, food safety, nutrition, rural development and natural resource management. The Committee on World Food Security (CFS) is an inclusive international and inter-governmental platform for all stakeholders to work together to ensure food security and nutrition for all. The Committee reports to the UN General Assembly through the Economic and Social Council (ECOSOC) and to FAO Conference. CFS develops and endorses policy recommendations and guidance on a wide range of food security and nutrition topics. These are developed starting from scientific and evidence-based reports produced by the High Level Panel of Experts on Food Security and Nutrition (HLPE) and/or through work supported technically by the FAO, IFAD, WFP and representatives of the CFS Advisory Group.

**Finnish participation in FAO governing bodies.** As a rule, Finland participates in FAO's governing bodies through its reference groups, such as the Nordic countries, the EU and the regional group for Europe. Finland's main formal influence takes place as part of EU, so FAO differs from IFAD and WFP. The formal meetings of the Heads of Missions (HOMS) is also an important constituency for influencing, where Finland (Permanent Representative) has been active. Finland was a Member of the council, representing all the Nordic countries, in 2017–2020. In addition, Finland chaired the FAO European Regional Group during the first half of 2019 and held the EU Presidency during the second half of 2019. The representative of MAF represents Finland in the FAO governance bodies but also the representatives of MFA are involved.

Finland has supported CFS financially (evaluation) and participates in the open working group meetings. In terms of EU statements, coordination is quite intensive; there are 10–12 statements in a year.

## 11.7 Governance arrangements of IFAD

**IFAD governance.** The Governing Council is IFAD's main decision-making body. It consists of all of IFAD's Member States and meets annually. It is attended by the official Member State representatives, i.e. Governors, Alternate Governors and any other designated advisers. Observers are also invited to attend sessions. All powers of the Fund are vested in the Governing Council, which takes decisions on issues such as approval of new membership; appointment of the President of IFAD; matters pertaining to the permanent seat of the Fund; approval of the administrative budget and adoption of broad policies, criteria and regulations. Governing Council Sessions are chaired by the Chairperson of the Governing Council Bureau. Although the Governing Council is the highest formal decision-making body, in practice, the key strategic discussions take place in the Board or in the replenishment round. Also, the informal Board consultations play an important role.



The executive board is IFAD's second main Governing Body, consisting of 18 elected Members and 18 Alternate Members. The executive board sessions are chaired by the President of IFAD. The executive board has full authority to decide on the programme of work, approve projects/programmes/grants; and adopt or recommend (pending the final approval of the Governing Council) action on matters related e.g. to policy, the annual administrative budget, and staffing within the Fund. Non-board members are not let into the board room. However, in the case of voting, the leaders of the constituency cast votes on behalf of the whole constituency. Finland is in the constituency led by Canada, Ireland and Finland alternate. Israel is also part of the same constituency. The Members and Alternate Members are elected for a three-year term of office within their respective Lists and Sub-Lists, and are approved by the Governing Council. The Member States are classified as follows: List A (primarily contributing developed countries), List B (primarily contributing developing countries), and List C (potential recipient countries). Finland belongs to List A. The total number of votes in the executive board depends on both membership and contributions and reflects the total voting power of all Member States. As of January 2020, the voting powers are divided as follows: List A 49.65 per cent, Total List B 11.54 per cent, Total List C 38.81 per cent. Finland's voting rights amount to 1.18 per cent of total votes and 2.38 per cent of the List A votes. In 2018, the corresponding shares for Finland were 0.9 per cent and 1.9 per cent. The increase in Finnish voting rights reflects the 2019 increase in the Finnish funding to IFAD.

Replenishment Consultations, held every three years, is the most important forum for strategic influencing, where future thematic or other strategic priorities are identified, and decisions are made concerning principles of allocating funding to the identified priorities. It is also an exercise in accountability by which IFAD reports to its Member States on its strategy, reform and performance, usually at the mid-term of the previous replenishment period. Finland, as a member of List A, is also a member of the Replenishment Consultation. The composition for each replenishment round is negotiated, it is not automatic. For IFAD12, Finland and UK, as list conveners, negotiated a seat for all A countries. Finland also actively lobbied for Denmark and Belgium, who did not contribute and participate previously, to take part as observers, in order to make it possible for them to reconsider their position. Finland also lobbied Poland to take up an observer's seat.

In IFAD11, the thematic priorities discussed included climate, gender, youth, nutrition, fragility, rural transformation, resource allocation and utilisation, results, and concessional partnership loans (CPLs). The Consultations on the various Replenishments are normally composed of Representatives from all List A Member States, all List B Member States and the number of List C Member States. The Representatives invited to participate in these Consultation Sessions are the Governors or their representatives. Upon conclusion, the Consultation submits a report on the results of its deliberations and any recommendations to the Governing Council for review and approval.

There is also Conveners and Friends meeting, which is a regular meeting between the President and list Conveners, where many strategic issues are discussed.

**Finnish participation in IFAD governing bodies.** The main channel for influencing is regular participation in List A work, which includes coordination with like-minded countries and especially the Nordic Group, and Replenishment consultations every three years. Finland (from List A) is a member of the Replenishment Consultation. KEO-50 represents Finland in consultation meetings. However, unique influencing opportunities are offered when Finland can secure positions in the council or Executive Board as co-Convenor or Convenor; these offer direct access to forums and directorship of IFAD which normally are not available to a small donor like Finland. During the evaluation period, Finland participated in the work of the council as Vice Chair in 2016–2018, and in executive board 2013–2015 and 2018–2020 as Co-Convenor and Convenor. This was also an exceptional time period in IFAD's history due to the debt sustainability issues, decentralisation and several challenging financial matters.





## 11.8 Governance arrangements of ITC

**ITC governance.** ITC seeks inputs from government stakeholders and updates them on key developments in its work at annual sessions of the Joint Advisory Group (JAG) and biannual meetings of the Consultative Committee for the ITC Trust Fund (CCITF). The latter also meets informally throughout the year. The JAG is composed of representatives from members of the United Nations Conference on Trade and Development (UNCTAD) and the World Trade Organisation (WTO). JAG sessions are also open to observers from other intergovernmental agencies and relevant non-governmental organisations. The CCITF, which is composed of donors and representatives of regional groups, reviews the use of the ITC Trust Fund, monitoring the general orientation and results of programmes financed through extra budgetary contributions.

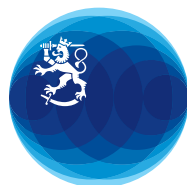
ITC is headed by an Executive Director who reports to the Secretary General of the UNCTAD and the Director General of the WTO.

**Finnish participation in ITC governing bodies.** Finland participates in the Annual meetings of the JAG and the biannual meetings of the CCITF and the ITC-Finland Annual Institutional Review Meeting, which is attended by the desk officer(s) from TUO-10 and the Second Secretary-Permanent Mission of Finland to the UN and International Organisations at Geneva. The Finnish Ambassador was invited in 2019 to be the Chair of JAG.



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**VOLUME 2 • ANNEXES**



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