



DEVELOPMENT COOPERATION PROGRAMME 2011–2016

THE FINNISH EVANGELICAL LUTHERAN MISSION



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INTRODUCTION

The development cooperation programme of the Finnish Evangelical Lutheran Mission, FELM, outlines the principles and objectives of FELM’s development cooperation and the plans for achieving them. The funding sources for the 2011–2016 programme include FELM’s own resources and the development funds from the Ministry for Foreign Affairs of Finland. The programme period includes two funding phases: 2011–2013 and 2014–2016. For the first funding phase, the annual development cooperation budget amounts to 9 million euros, which is roughly 20% of FELM’s overall budget. FELM raises 15% of the budget, and the Foreign Ministry funds the remaining 85%. However, in the sub-programme for persons with disabilities the self-financing percentage is 7.5%, while government aid covers 92.5%.

Development cooperation constitutes a significant element in FELM’s work abroad. The development cooperation programme is a tool for FELM’s management and staff in pursuing the common strategic goals.

The development cooperation programme consists of two parts: the programme itself (including analysis of the operating environment and the areas of operation) and the operational programme plans (including cost accounting), and the support measures needed in implementing the development cooperation.



I DEVELOPMENT COOPERATION PROGRAMME

This section introduces FELM as a development cooperation actor and outlines the principles of our development cooperation. Other themes in this section include the goals of and approaches in development cooperation and our understanding of partnership. Finally, this section introduces an analysis of our operational environment and outlines FELM's key areas of operation.

FELM as a Finnish development NGO

Based on our Christian values, FELM has been bearing responsibility for human well-being throughout its existence. Since 1859, our work has included provision of various services, such as health care and education. Today, this is referred to as development cooperation.



The Finnish society has had confidence in FELM and the work we do for 150 years. As evidence of continued faith in FELM and our work for human dignity now and in the future, we receive contributions from both private citizens and the Finnish government. FELM is one of the largest partner organisations working together with the Ministry for Foreign Affairs of Finland.

We are widely supported by the Finnish people. Grassroots activism is flourishing in congregations and connects people. FELM brings together ordinary people from the North and the South.

FELM is a church organisation, and all the congregations of the Finnish Evangelical Lutheran Church are its members.

Transparency and reliability are the basic principles in all FELM's activities, supported by the processes and mechanisms applied in the organisation. FELM is accountable for its operations and carrying out its work to the Finnish people and the citizens of countries it works in. Real development and sustainable results are built on long-term efforts and partnership.

FELM's strategy for 2010–2015

Our strategic plan for 2010–2015 was drafted in cooperation with the entire personnel of FELM in 2009. In the new strategy, development cooperation plays a key role. Challenges related to the most vulnerable groups are also given more attention. For the first time, work for persons with disabilities has a dedicated sub-programme in the development cooperation programme. The objectives of the sub-programme are at the core of FELM's strategy, because they deal with improving the quality of life for the most marginalized of population groups.

The strategy outlines the operational concepts, our values, the objectives for the strategy period, and the operational principles that also specify the direction and contents of FELM's development cooperation. The tools for achieving the objectives for the strategy period include international work, domestic work, and developing FELM's organisation. We have specified indicators for monitoring our progress regarding the objectives and drafted a specific implementation plan.

As indicated in the strategy, FELM supports the capacity of its partners in cooperation. The idea is to strengthen the capacity and skills of our partners so that they can more effectively promote development and improve living conditions for the poorest and most disadvantaged.

While FELM's development cooperation tackles the problems generated by extreme poverty, we also try to make a difference when it comes to the causes of poverty. During the programme period, we will specifically address the status of women and persons with disabilities. Furthermore, we will intensify our efforts for helping the victims of human trafficking and strengthen our work with indigenous peoples and ethnic minorities. Our work against HIV and AIDS will concentrate on preventing new infections especially among the young people and married couples.

People are in the focus of all our work. Their quality of life should not be threatened by poverty or other violations of human rights. A life in dignity is everybody's birthright. FELM's development work is about helping people in harmony with the environment. The natural environment creates the prerequisites for the eradication of poverty and the realisation of human rights.

Our understanding of human rights includes the conditions that, when fulfilled, enable people to pursue a good life on their own terms and as members of their community. A good life means a balance of various factors, and FELM tries to achieve that balance together with its partners by applying a holistic approach.

Table 1 The values of FELM

Values
Christian hope
Love for one's neighbour
Protection of human dignity
Transparency

Reliability FELM's Christian values oblige us to operate on the basis of love for one's neighbour and to maintain hope even in despair.

FELM's concept of development cooperation

The goal of our development cooperation programme

The goals of FELM's development cooperation are the reduction of poverty and the realisation of human rights in a way that respects and fosters the environment.

Contextuality and fairness

FELM applies a contextual approach to development cooperation. Local development challenges are caused by local social conditions and situations as a part of the historical continuum. All our operations are based on genuine needs as identified by the local partners.

Reasons for poverty and barriers to sustainable development often derive from negligence of human rights and lack of fairness. In its operations, FELM is committed to the international Human Rights Conventions, our Code of Conduct emphasizing non-discrimination, our anti-corruption guidelines, and also the understanding of inviolable human dignity and neighbourly love as indicated in the Bible. FELM does not discriminate people on the basis of religion, political or ideological views, ethnic background, gender, sexual orientation or age.

The majority of people in the world adhere to a religious world view in interpreting reality. FELM is experienced in taking religious contexts into account as a positive resource. However, FELM is not involved in proselytism. Adhering to a religion or conversion to a certain faith is never a condition for receiving aid or participating in FELM's development activities.

Unique partners

Our partners in cooperation are unique in the cultures they represent, their skills, and geographical locations. A combining factor is their ability to act for and together with the poorest in their society.

Our partners often represent the poorest and most marginalized population groups, including persons with disabilities and socially disadvantaged groups such as people beyond the caste system or ethnic minorities. The work of our partners finds its way to those living in the most remote areas.

Long-term partnerships bear a strategic importance. They are the basis of mutual trust, which reinforces bilateral commitment to jointly agreed development objectives. Our partners are unequivocal owners of all development cooperation projects. FELM supports and contributes to the projects in accordance with the cooperation and project agreements.

Existing partners often have the capacity to expand their work in a controlled way. New partners are selected according to a set of criteria to assess their commitment to the national poverty reduction strategies, functionality of governance systems, and reach and effectiveness of the work.

Empowerment through a rights-based approach

The rights-based approach is based on upholding human rights principles and adherence to international conventions. Poverty is not only about uneven distribution of economic, social and legal opportunities; it is about violation of human rights and structural poverty. Unrealised human rights are both a cause and an effect of poverty. Defending and promoting human rights is therefore essential in reducing poverty.

People living in poverty are devoid of power and displaced in the society. Their capabilities for defending their rights are weak. Social negligence can include lack of clean water or official education system, or the society's failure to deal with unemployment. Violations of human rights also include meagre opportunities for political influence or outright discrimination. Such negligence leads to loss of freedom, destroys human dignity, and makes way to unfair practices.

The concept of accountability inherent to the rights-based approach requires a society in which rights holders hold duty bearers accountable. The rights holders are the groups entitled to social services (including education, health care, food). Duty bearers include the authorities responsible for providing the above-mentioned services. Moreover, duty bearers must refrain from misconduct, such as corrupt practices. They are also accountable for their actions to the rights holders. The rights-based approach is realised when people are take part in the decision-making regarding their personal lives or that of their communities. Empowerment promotes the transfer of power to the disempowered. Empowered persons and communities will no longer keep quiet. Instead, they will have the courage and ability to state their needs and seek help when necessary. Empowerment often necessitates external support and encouragement. Nevertheless, social institutions, too, must make their practices more accessible.



In its work, FELM encourages and supports partners in adopting the rights-based approach in planning, implementing and reporting of development projects. Available for all partners, FELM's development cooperation manual and the included forms guide users in thinking and adopting a rights-based approach.

Cross-cutting themes

FELM's development cooperation has a twin-track approach: on the one hand, specific projects related to the cross-cutting themes, and, on the other, mainstreaming the cross-cutting themes in all of FELM's work.

Cross-cutting themes

Gender equality
Realisation of rights of persons with disabilities
Holistic approach to the HIV and AIDS issues
Awareness of environmental impacts
Building of partner capacities

Analysis of the operating environment

Challenges for human well-being are often difficult to perceive. They are a combination of intertwined factors, where changing one factor may have unforeseeably extensive and long-term consequences. The global economic crisis, climate change, and deteriorating food security are making the majority of the world population poorer and diminishing their margin for survival.

The UN Millennium Development Goals are as salient today as when the campaign originally started. FELM's development cooperation responds to all the challenges of the Millennium Development Goals also in the 2011–2016 programme period.

Table 2 The UN Millennium Development Goals

The UN Millennium Development Goals by 2015
Eradicate extreme poverty and hunger
Achieve universal primary education
Promote gender equality and empower women
Reduce child mortality rate
Improve maternal health
Combat HIV and AIDS, malaria, and other diseases
Ensure environmental sustainability
Develop a global partnership for development

Potential threats fuel each other

One of the targets of the Millennium Development Goals is halving the number of people living in **extreme poverty** and suffering from hunger by 2015. However, statistics indicate that by 2010, the target of ensuring food security was even further away than at the time of declaring the goals. According to FAO, roughly one billion people suffered from hunger daily in 2009.

The climate has an impact on development, and vice versa: development is a climate factor. Ecologically unsustainable consumption and production methods cause unstable weather conditions that are difficult to forecast. Changing climate conditions can alter the quantity and quality of agricultural production, received income, and overall health and – eventually – the future development trend. Climate change threatens to turn positive development achievements into negative.

The economic crisis affects wealthy and poor countries to a different extent. Achieving fiscal balance often requires budget cuts in public economy, even though education and health care sectors are typically dependent on public funding. In poor countries, budget cuts required by the recession are decelerating achievement of all Millennium Development Goals. Furthermore, poor countries are laden with excessive burden, and human suffering will continue long after wealthy countries have recovered: A child deprived of education or adequate nutrition will suffer for the consequences of recession for the rest of his life.

The foundation of human well-being is safe, nutritious, and sufficient food. The World Food Summit of 1996 defined **food security** as existing when all people at all times have access to sufficient, safe, nutritious food that meets people's dietary needs.

Food security is threatened by many factors, and shortage of food is only one of them. Other factors are poor quality food, lack of nutrients in food, and uneven distribution of food between population groups and household members. Competition for agricultural land is tightening, as needs of the energy industry and great demand on cash crops entice landowners to use their land for other than food production. At the same time, population growth requires increased food production. According to estimates, the world population will reach 9.1 billion in 2050, and the growth will be in its peak in developing countries.

Countries around the world are committed to fight against **AIDS**, malaria and other diseases in accordance with the Millennium Development Goal number 6. The target is to halt and begin to reverse the spread of HIV, malaria and other infectious diseases by 2015 and achieve universal access to treatment for HIV and AIDS.

The UNAIDS 2008 report on the global HIV and AIDS epidemic says that the number of new infections peaked in 1996, and by 2007, the number of new infections had decreased by 30 percent. The number of AIDS-related deaths has diminished.

Even though nearly all countries have national policies for providing free access to treatment of HIV, access to and distribution of treatment is often problematic. Stigmatisation of virus carriers and their families make it more difficult to control the epidemic, because people are reluctant to become aware of and reveal their HIV status. Preventive measures are needed now more than ever. Preventive work is essential for the young, but also for the male population. Gender inequality creates and boosts negative impacts of the HIV and AIDS epidemic. Improving the status of women often reduces their risk of infection.

Positive development in global AIDS statistics is a result of persistent campaigns and improved access to high-quality medicines. Nevertheless, the HIV and AIDS pandemic has not been overcome anywhere in the world. AIDS increases poverty, which in turn increases the risk of an HIV infection. Global solidarity for treating and eradicating the AIDS pandemic will be needed also in the future.

FELM understands **gender equality** as social equality and even distribution of opportunities and resources between women and men. At its worst, the segregation of gender roles and systematic favouritism of one gender leads to inequality between men and women and produces unfair and discriminating practices.

Women's human rights have been strengthened by several international conventions (e.g. CEDAW, Convention on the Elimination of All Forms of Discrimination against Women) and resolutions. Still, women are typically poorer and less literate than men and often remain beyond the reach of health care services.

Issues of health and education are related to human rights, food security, equality and poverty. They intensify one another both in the positive and negative sense. Without an opportunity for basic health and education people cannot aspire to a good life or escape poverty.

Global problems, local solutions

Key areas of operation in FELM's development cooperation

Based on the above analysis and long-term experience in development cooperation FELM has defined key areas of operation, which are discussed in this section. The defined areas of operation give structure to FELM's long-term development cooperation. More detailed development targets and the indicators for monitoring them are introduced in section Global and regional objectives and indicators for development cooperation (p. 25). The areas of operation are divided into projects, all of which have specific plans, objectives and indicators.

Bread of life

Food security

Supporting of sustainable and ecological small-scale agricultural production is an efficient way of improving food security; the production of 500 million small-holder farmers is feeding 2 billion people in the world. Development of agricultural production requires a systemic approach. In addition to changing actual production equipment and methods, important topics include land owning issues, logistics, and marketing.



Sufficient food security at the local level needs support from the entire global community. Civil society has a direct contact to local small-holder farmers, who are often beyond reach. Typically, small-scale farmers are women, who often remain excluded from the agricultural extension services and credit schemes of the formal sector.

The traditional roles of women are not only a burden, but a key to solving many development problems. Women produce roughly 70 percent of food in developing countries and are responsible for a half of the entire world's food production. Nevertheless, not even 2 percent of land is owned by women, and only 5 percent of women have access to agricultural extension services. Improved gender equality would enhance both the status of female farmers and agricultural productivity.

In the 2011–2016 programme period FELM will:

- Continue projects for improving agricultural production
- Support the agricultural production by female farmers and persons affected by AIDS
- Pursue ecological sustainable development in all projects
- Consider environmental risks and challenges when planning, implementing and evaluating its work more systematically
- Fight against hunger and poverty with techniques and methods that are suitable for the local context

All aboard Inclusiveness

Even though development rhetoric often approaches issues on a global scale, people living as members of their communities and their well-being are at the very core of FELM's work. It is essential to include both the individual and local levels in global development efforts.

Studies in different disciplines have shown that inclusiveness is the key to changing things in a tangible way at the level where the problems actually exist. For instance, the inclusion of local and often very poor people in implementing climate-change strategies not only increases the ownership and sustainability of operations but also local effectiveness.

In efforts to combat HIV and AIDS, involving people living with HIV and AIDS increases the accountability of the actors involved and makes operations more ethical and effective. According to UNAIDS, inclusion is essential for the successful application of country level HIV and AIDS strategies and services.

Inclusion also changes conceptions of persons with disabilities. Participation, presence, and learning new skills broaden the possibilities of persons with disabilities to lead good and productive lives. Empowerment of persons with disabilities increases their quality of life and opens up new horizons for their personal future.

In the 2011–2016 programme period FELM will:

- Ensure that the most disadvantaged groups are represented in the planning and implementation of development cooperation projects
- Support the building of partner capacities to include vulnerable groups

Redistribution of power Gender equality

The equal participation of genders – both in quantity and influence – in public planning and decision-making is a challenge all over the world. Promoting the status of women has been successful in areas where the level of women's education has been improved. Education builds women's capacities for sharing collective responsibilities but also reduces opportunities for their abuse. Still, there is a need for change in attitudes and systematic support to make women's voices heard. Pursuing gender equality also requires reconsidering male roles and discovering the underlying opportunities for new kinds of approach.

In addition to reinforcing economic and production opportunities, empowering women also requires access to family planning and postnatal services. When women can plan and schedule the size of their families, they can also lay out plans for their personal lives. Reproductive health also includes the right to freely determine the number and spacing of children and pregnancies, and the right to

make reproductive choices free from coercion, discrimination and violence. Social participation becomes more coherent and equal when the reproductive rights of women are promoted and secured.

In the 2011–2016 programme period FELM will:

- Promote gender equality in all its actions
- Implement the principles of the CEDAW convention with its partners
- Take gender issues into account in all its work

Engines of development

Education and health

Educated, empowered and healthy people who actively act as members of their community are the strongest engines of development. Education brings opportunities for employment and reduces displacement, poverty and health problems. An educated person knows how to influence on his or her personal life and the community. Education for girls is a precondition for the development of communities and entire nations.

It is a globally known fact that education also supports advances in health. Education improves womens' understanding of health issues and this can reduce child mortality and promotes general well-being. Women are able to provide their families with more nutritious food and healthier lifestyles. In the fight against HIV and AIDS, education has a key role.

The realisation of health rights requires adequate access to health services. The promotion of extensive basic health care requires efforts from the authorities as well as civil societies; work in which FELM has participated in long-term in almost every region.

In the 2011–2016 programme period FELM will:

- Continue comprehensive support for education and the development of education
- Promote equal gender ratios in all its educational projects and components more consistently
- Support the development of education in indigenous languages
- Promote the right of persons with disabilities to education
- Support the development of community-based health care
- Promote the right to health care (including HIV and AIDS care, reproductive health, mental health and pre-and-postnatal care services) in remote areas)
- Support the multi-disciplinary integration of capacity building related to nutrition and healthy diets



Disability-sensitive development

Sub-programme for persons with disabilities

70-80% of persons with disabilities in the world live in developing countries, and 10% of the population in developing countries have disabilities (FIDIDA). Out of the ten percent, 80% live below the poverty line and very often at the margins of society; many of them are practically invisible. Persons with disabilities often remain excluded from policies, if specific measures are not taken. FELM's objectives include the realisation of human rights, a better level of education for persons with disabilities, improved employment, and the eradication of discrimination and abuse. The overall goal is that everybody is entitled to equal participation. Being different is not a barrier.

The UN Convention on the Rights of Persons with Disabilities entered into force in 2008. The convention marks a paradigm shift in attitudes and approaches to persons with disabilities. It shifts from viewing persons with disabilities as objects of charity and medical treatment towards viewing them as subjects with rights, who are capable of claiming those rights and making decisions for their lives. The convention is a human rights instrument reaffirming that all persons with disabilities must enjoy equal treatment in all categories of life and society, and it also aims at stopping the discrimination of persons with disabilities.

FELM's activities in 2011–2013 for persons with disabilities: focuses and actions

Education and employment are essential in integrating persons with disabilities into the surrounding society. Access to basic education and vocational training and finding a first job is challenging for young persons with disabilities. There is a lack of specialised instructors and training facilities, and support services for students with disabilities are insufficient.

Therefore, the need for training specialised instructors and organising special education is great. However, careful identification of needs and targeted support can achieve great changes with minimum investment. Employment can be supported through vocational training, finding employers who are willing to employ newly graduated persons with disabilities or providing support in establishing their own businesses.

Discrimination and abuse of persons with disabilities are common phenomena all over the world. The identification, manifestation and consequences of different kinds of discrimination and abuse vary depending on the context. There is, however, a common feature: girls and women with disabilities are especially vulnerable, and they are often targets of multiple discrimination and abuse. To change this, we not only need a change in attitudes but also in legal systems to provide easier access to justice for persons with disabilities.

FELM strongly supports the inclusion of persons with disabilities – in education, in the realisation of human rights, and in other issues requiring engagement. Inclusion reduces prejudice and strengthens the voice of the disabled.

Sensitivity to disability will be emphasised in FELM's work more consistently. In its work for persons with disabilities, FELM will support specific projects for persons with disabilities and, at the same time, it will mainstream the issue as a cross-cutting theme.

For disability-sensitive expertise in Finland, we consult the Finnish Disabled People's International Development Association FIDIDA, Mission of the Deaf (Finland), and Iiris, the service and activity centre for the visually impaired. In the cooperation countries, we primarily consult local disability associations and government authorities responsible for social issues.

In the 2011–2016 programme period FELM will:

- Promote the achievement of objectives of the UN Convention on the Rights of Persons with Disabilities
- Increase the number of projects dealing with education and employment for persons with disabilities
- Mainstream disability-sensitivity systematically
- Increase advocacy efforts in all its activities and international networks (Ecumenical Disability Advocates Network, EDAN etc.)
- Develop both the cultural and context-specific contents of its work to better respond to the challenges that persons with disabilities are encountering in different contexts
- Increase cooperation with the Authorities to improve the safety and services for persons with disabilities

A friend in need is a friend indeed

Humanitarian work

FELM's humanitarian work focuses on our current operating countries with existing partners. Assistance is primarily channelled through local actors, such as churches and non-governmental organisations. A primary goal in FELM's disaster relief work is to ensure the delivery of humanitarian aid and direct it to the most vulnerable population groups.

An integral part of our humanitarian aid is strengthening the disaster preparedness of partners, building local capacities, and supporting their work whenever disasters occur. In extensive disasters where the local partner's capacities are insufficient, cooperation with an international organisation with adequate capacity is possible.

In addition to promoting local responses, FELM's priorities include multilateral cooperation. Internationally, this priority is realised through participation in the ACT Alliance (Action by Churches Together) and its local fora. In Finland, FELM is in dialogue with other humanitarian actors which work with the Ministry for Foreign Affairs.

FELM is also a cultural expert in disaster relief work. We always promote the ownership and initiative of our partners, respecting their strengths. Respecting the strength of our partners and their right to set their own priorities and define activities. In the spirit of genuine partnership, we also bring our own priorities into planning and implementation.

Furthermore, an underlying principle in FELM's disaster relief work is the commitment of all the parties to the international norms and standards of disaster relief. These include The Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organisations (NGOs) in Disaster Relief, and Humanitarian Charter and Minimum Standards in Disaster Response (the Sphere standards). It is required that partners agree with FELM's and the ACT Alliance's ethical standards and the principle of impartial, equal and independent aid.

Disaster recovery

FELM has been a long-term supporter of development in the poorest countries of the world. Development efforts and resources have produced results and outputs that are threatened by both man-made and natural disasters. Ongoing projects may, therefore, be interrupted and conditions in the target area may become even worse than at the outset.

It is natural for FELM to operate a continuum model in its development work. The shift from an emergency to normal conditions as soon as possible is essential to avoid unnecessary human suffering. A good example of our operational continuum model is work in the education sector in Pakistan, which has evolved into a functional system over several decades. After the 2010 flood disaster, school buildings were used as emergency accommodation for people who had to flee from their homes because of rising waters. In this case, it was appropriate to use the schools for humanitarian disaster relief and provide support for recovery of the families. Afterwards, it is important to return the school buildings to their original use to allow children back to school as quickly as possible.

Disaster relief work is primarily funded by specific campaigns and the funds contributed to FELM's disaster fund. In some cases, however, FELM applies for extra funding from the Ministry for Foreign Affairs. Furthermore, it is possible to reallocate funds from development cooperation to disaster relief.

In the 2011–2016 programme period FELM will:

- Allocate resources into developing partners' disaster preparedness
- Strengthen South-South cooperation in training
- Reinforce cooperation with the ACT Alliance to develop multilateral operations

Joint efforts for change

Advocacy

FELM's advocacy is based on and linked with all the development initiatives implemented together with our partners. The actual content is proposed by the partners. Advocacy is done on different levels and fora locally, regionally and internationally. The purpose of FELM's advocacy efforts is to achieve changes in awareness, attitudes, policies, decision-making and approaches to improve living conditions for vulnerable, marginalised and discriminated people and communities.

FELM advocates for people living with HIV and AIDS through several networks such as CUAHA and EAA. Food security is also a key theme. In addition, FELM supports the advocacy initiatives of the Lutheran World Federation, the World Council of Churches, and the Ecumenical Disabilities Advocates Network (EDAN).

In the 2011–2016 programme period FELM will:

- Support the development of its partners' advocacy skills
- Promote the coherent application of relevant human rights conventions especially in defending the rights of women and persons with disabilities
- Participate actively in international networks to improve food security, prevent HIV and AIDS, and promote the rights of persons with disabilities
- Develop the structures of FELM's advocacy activities together with Finnish partner associations

Getting the message across

Development communication and global education

The goal of development communication and global education is to promote an extensive understanding of development issues and increase global responsibility in Finland. FELM's programme for development communication and global education is built on the cross-cutting themes for the programme period. Objectives include creating a personal understanding of global responsibility among citizens, hands-on activities, and reinforcing civil society. Policymakers will be lobbied to eradicate poverty and secure human rights.

The development communication and global education programme aims for more successful and effective operations. Effectiveness will be enhanced by targeting development communication to selected audiences through all applicable communications channels.

In the 2011–2016 programme period FELM will:

- Communicate the results and challenges of development cooperation to the Finnish audience through all available communications channels
- Develop communication to allow multi-faceted discussion of the cross-cutting themes during the programme period
- Create indicators measuring the effectiveness of development communication so that impact at the end of the programme period can be assessed

II PROGRAMME PLANS

This section introduces the development goals of FELM's development cooperation programme and the indicators for measuring progress. The indicators are monitored both globally and regionally. This section also identifies the potential risks for implementing the programme and the associated contingency plans.

This section describes the objectives for the activities that are supported by the Finnish government development cooperation funds in the 2011–2016 programme period. Interim progress reports with detailed annual plans will be submitted to the Ministry for Foreign Affairs. FELM has been one of the Ministry's partner organisations since 2003. Project activities and development objectives are in line with the Finnish Act on Discretionary Government Transfers and the Foreign Ministry's development cooperation policies.

The ultimate goal of FELM's development efforts is to ensure a dignified life for all the people and communities affected by our work. The eradication of poverty and respect for human rights free peoples' resources for constructive activities. These are joint objectives for FELM and our partners in the South. We meet regularly in meetings where we identify and update the areas of common interest and action in our cooperation together.

Even though FELM's development cooperation is largely based on bilateral activities, we also foster multilateral cooperation. In accordance with the Paris Declaration, FELM seeks close cooperation with other NGOs and government institutions to avoid duplication and achieve common development goals. The easiest way of harmonising and coordinating aid is through participation in local and international networks. Moreover, networks connect partners, which opens up new possibilities for cooperation for development actors.

Global and regional objectives and indicators for development

The methodology FELM applies in order to achieve development cooperation objectives include the use of projects, expert consultancy, training, advocacy, and networking. Achieving objectives requires solid competence and capacity from our partners, and FELM is committed to developing this competence in many ways across all operating regions.

Work within the programme is primarily realised through projects, each with their own plans, budgets and monitoring systems. FELM's development cooperation programme has specific global and regional objectives and indicators for measuring progress. The global indicators introduced in Table 3 are especially used for monitoring the implementation of our cross-cutting themes in all activities. The regional indicators in Table 4 are used for monitoring regional objectives.

How goals have been met and indicators realised is monitored through reports, interviews, observations, and evaluation. FELM reports to the Ministry for Foreign Affairs annually. Prior to the completion of the programme period FELM will carry out an assessment of performance and the impact of development cooperation programme.



Table 3 Global objectives and indicators for FELM's development cooperation

Objective	Sub-objective	Indicator 1	Indicator 2
1. From discriminated girls to empowered women (MDG 1–5)		Proportion of women in executive and decision-making positions in partner organisations and projects; change in the percentage over the Programme Period (PP)	Change in the number of projects aiming at improving women's livelihood over the PP
	Partners consider gender impacts in their work	Project plans include an analysis of gender impacts; change in the percentage over the PP	Availability of gender-specific information about projects; change in the percentage over the PP
2. Persons with disabilities: from the margins to inclusion (MDG1, 2)		Change in the number of FELM-supported projects targeted to persons with disabilities over the PP	
	Partners become disability-sensitive in their work	Change in the number of training courses/awareness raising events organised by partners over the PP	Project plans and reports include a review on the status/situation of persons with disabilities; change in the percentage over the PP
3. Awareness raising and advocacy lead to responsible sexual behaviour and reducing the number of HIV infections (MDG6)	Increased awareness of HIV and AIDS among partners and target groups	Change in the number of FELM-supported HIV and AIDS training courses and the number of participants over the PP (gender-specific data)	
	People affected by HIV and AIDS are active members of their community and get the support they need	Change in the number of FELM-supported HIV and AIDS projects over the PP	Change in the number of people receiving support services over the PP
	Partners pay attention to HIV and AIDS in their work	Project documents include an analysis of the HIV and AIDS situation; change in the percentage over the PP	
4. Ecological and sustainable development becomes feasible (MDG7)	Increased environmental awareness of the partners and target groups	Project documents include an environmental impact analysis (including risk analysis) and measures for ensuring environmentally friendly operation; change in the percentage over the PP	Change in the number of FELM-supported environmental training courses and the number of participants over the PP (gender-specific data)
	Food security and nutrition conditions improve	Change in the number of projects (and project components) aiming at improved food security and nutrition conditions over the PP	
	Adjustment to impacts of climate change	Change in the number of FELM-supported adaptation projects applicable to local needs over the PP	
5. Advocacy supports eradication of poverty and realisation of human rights (MDG 1–8)	The potential and methods of advocacy are identified	Change in the number of advocacy components in FELM-supported projects and actual advocacy projects over the PP	Change in the number of training courses on human rights and advocacy supported by FELM over the PP



Table 4 Local objectives and indicators for FELM's development cooperation

Region	Objective	Sub-objective	Indicator 1	Indicator 2
The Mekong region	Improved quality of life for victims of trafficking	Work for victims of trafficking is strengthened	Increase in the number of activities for preventing sexual abuse and trafficking and the number of aid activities for trafficked victims; change in the percentage over the PP	
West Africa	Improved food security in an ecologically sustainable way for people living within FELM's operating region	Women's skills are improved to enable ecologically sustainable food production methods	The number of FELM-supported training courses on ecological agriculture and the share of women in participants; change in the percentage over the PP	Documentation of FELM-supported projects includes an environmental analysis; change in the percentage over the PP
	Improved basic educational level for children, especially girls and children with disabilities, within FELM's operating region	Better quality of instruction and better learning results through instruction in the mother tongue	Number of classes with instruction in the mother tongue; change in the number over the PP	Share of girls and children with disabilities among pupils; change in the percentage over the PP
Southern Africa	Improved status for persons with disabilities and less prejudice	Partners' abilities as disability-sensitive experts grow and are applied in their work	Number of FELM-supported projects and project components for persons with disabilities; change in the number over the PP	Project plans and reports include a review on the situation of persons with disabilities; change in the percentage over the PP
	Improved status of women and girls	Partners become systematically gender-sensitive in their work	Share of women among scholarship students increases; change in the percentage over the PP	Number of project components for improving the status of women and girls is growing; change in the number over the PP
Ethiopia	People within FELM's operating region have access to nutritious, safe and sufficient food	Higher agricultural and animal production, better awareness of nutrition and hygiene	Change in the number of people taking part in agricultural training courses over the PP Changes in daily diet; change in the percentage of those benefiting from the project	Amount of harvested crops, kg/are Number of lavatories and increase in hands washing; percentage of people taking part in training courses
	Better opportunities for livelihood for women and other disadvantaged groups within FELM's operating region	Sources of livelihood for women and other vulnerable groups are more diverse and productive	Women and other vulnerable groups taking part in basic and vocational education; change in the number over the PP	Rahallisen ansiotulon muutos prosentteina ohjelmakaudella
Nepal	Social inclusion becomes stronger and helps the realisation of human rights and equality in project communities		Increased share of members of ethnic minorities and low castes in projects; change in the percentage over the PP	Increased share of members of ethnic minorities and low castes in partners' project personnel; change in the percentage over the PP
Latin America	Realisation of human rights for indigenous peoples and other discriminated communities	Indigenous peoples' and other discriminated communities' rights to live dignified lives in their native localities become feasible	Target populations' participation in vocational training courses; change in the number over the PP	New sources of livelihood; change in the number over the PP
	Improved human rights for internally displaced people and people living in conflict areas and	More opportunities for livelihood for IDPs and improved food security	Change in the number of livelihood projects over the PP	Change in the number of food security projects over the PP
China	Improved quality of life for women, girls and persons with disabilities within FELM's operating region, less prejudice towards persons with disability	Partners are notably gender- and disability-sensitive in their work	Number of FELM-supported projects and project components for persons with disabilities, number of projects improving the status of women and girls; change in the number and the percentage over the PP	Project plans and reports include a review on the situation of persons with disabilities. Women and girls taking part in the training; change in the number and the percentage over the PP
	Reduced number of new HIV infections and access to treatment for HIV positive persons in the Yunnan region	More community-based preventive HIV and AIDS work and treatment in the Mengdong region	Number of persons attending HIV and AIDS training	Change in access to health services over the PP; change in the number of population in the coverage area
Tanzania	Improved food security among the population	A larger proportion of development cooperation funding is directed to empowerment projects for village communities over the PP	Number of community empowerment projects and their share of the development cooperation budget	Change in food sufficiency (x months/year) in the project regions
	Improved status and quality of life for persons with disabilities, HIV positive persons, people close to them, and other discriminated groups of people	A larger proportion of projects are focused on improving the status of discriminated groups	HIV positive persons, persons with disabilities, and members of other minorities in projects; change in the number over the PP	Change in the number of special projects over the PP

Risks for programme implementation and achieving objectives

FELM's global work is influenced by the same factors that cause instability globally and locally. There are critical factors for running our organisation and conducting our work which have an impact on achieving the objectives of our development cooperation programme. FELM has identified the following major risks and some measures for proactively minimizing their impact.

The capacity of our partners in **management and administration varies**. Meeting deadlines, high staff turnover, and insufficient resources are typical problems. **A lack of critical contacts and technical skills** complicate the creation of a broad funding base, which is needed to ensure financial independence. Some partners struggle with the above challenges in their attempt to fulfil the requirements for Finnish government's development cooperation funding.

Risk management:

- FELM supports its partners' administration and organisational capacities in a way that accommodates the special features of each partner. Project management and development cooperation skills are developed to strengthen the partners' capacities for independent operation in different operational environments.
- FELM aims to expand its partners' knowledge of international funding mechanisms and requirements.
- FELM provides a channel to new international networks and contacts for its partners

The predictability of financial resources is in a key role in implementing development cooperation. Unexpected budget cuts or **fluctuations in exchange rates** are a threat to the successful implementation of projects.

Risk management:

- FELM ensures that partners are aware of the requirements of development funding, project implementation, and synchronized administration to ensure timely funding
- FELM continues open and transparent discussion on funding with the Ministry for Foreign Affairs in order to avoid unnecessary budget cut-backs
- FELM's finance department monitors the development of exchange rates and continues to apply moderate budgeting practices

Staff turnover and recruiting are a continuing challenge for both FELM and our partners. Successful recruiting requires coordination and joint planning, but also adequate resources. Timely recruiting, suitable competences, and engagement are sometimes a difficult combination. The salary scale our partners can offer is often quite low, which may increase difficulties in retaining competent staff.

Risk management:

- FELM understands recruiting for jobs in Finland and abroad as a continuous process that is proactively allocated the necessary human and financial resources
- FELM maintains an up-to-date recruiting register of experts interested in development cooperation



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