



Evaluation of Fairtrade Finland Development Cooperation Programme 2018-2021

Evaluation report



November 2022



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Acronyms and abbreviations

CLAC	Coordinadora Latinoamericana y del Caribe de Pequeños Productores y Trabajadores de Comercio Justo
DAC	Development Assistance Committee (OECD)
DCP	Development Cooperation Programme
FI	Fairtrade International

FT	Fairtrade
FTA	Fairtrade Africa
FTFIN	Fairtrade Finland
HLO	Hired Labour Organisation
LAC	Latin America and the Caribbean
MEL	Monitoring, Evaluation, Learning
MoU	Memorandum of Understanding
MFA	Ministry of Foreign Affairs of Finland
NFO	National Fairtrade Organizations
OECD	Organisation for Economic Co-operation and Development
PN	Producer Networks
SPO	Small Producer Organisation
ToC	Theory of Change

Executive summary

Context: The Development Cooperation Programme (DCP) 2018-2021, led by Fairtrade Finland (FTFIN) consists in a total of 12 projects in seven countries (Guatemala, Haiti, Honduras, Ethiopia, Ghana, Malawi, South Africa) and two regional projects in Latin America. The programme's overall budget was 7.3 million euros of which Ministry of Foreign Affairs (MFA) funding was 4.7 million euros. FTFIN is responsible of the management and monitoring of the DCP. The two regional PNs (CLAC and FTA) are in charge of the planning, implementation, monitoring and reporting of the 12 projects. The overarching development goal of the programme is to ensure farmers' and farm workers' right to a dignified life.

Objective: FTFIN wants to better understand the relevance and effectiveness of its strategy and ways of implementation as well as the management processes chosen to achieve the strategic and cross-cutting objectives of the DCP. Therefore, the evaluation has been commissioned and focused both on the achievement of the overall objectives (evaluation of programme design, approach, implementation, monitoring) and on the performance of the programme management structure and processes established between the DCP stakeholders.

Relevance: As project portfolio, specific need assessments for each project have been carried out to address specific needs according to the type of beneficiaries (smallholder producers, workers), groups (women, young people, disabled people), organizations (Smallholder Producers Organisation - SPO, Hired Labour Organisation - HLO, Trade Unions, Workers Network), countries and products (coffee, cocoa, tea, wine, honey, bananas, flowers and wine) they were targeting. The programme demonstrated a high level of relevance to address issues and need of the smallholder producers and their SPOs as well as workers and their networks. The framework of programme allowed individual project to be designed and carried out, taking into consideration specificities of beneficiaries and context. Therefore, bringing together twelve projects under a single programme has nevertheless made possible appropriate and relevant interventions tailor-made to specific contexts. Finally, the adaptations made by the programme in terms of activities and working methods were very relevant to mitigate effects of the pandemic on the beneficiaries and answer their needs.

Coherence: The DCP is fully aligned with Finland's development policy which aims to eradicate poverty, reduce inequality and achieve sustainable development. The DCP is also highly coherent with the Fairtrade System since its objectives are fully in line with Fairtrade's overall strategy which aims at strengthening the capacities of producers and promoting fair practices in supply chains in developing countries to achieve sustainable livelihoods and production. Thus, the DCP is clearly based on the global Fairtrade Theory of Change, and has been very complementary to the certification process of the SPO and HLO in strengthening them to be compliant with Fairtrade standards. Finally, the institutional set-up between these three Fairtrade organisations was therefore coherent. Through this approach, FTFIN managed to adapt its ways of working to the PNs while at the same time set up processes and tools to improve their project and programme management practices. This required some time over the implementation period.

Efficiency: The DCP has efficiently managed its resources and maintained a good rate of expenditure according to the budget, being efficient in transforming the economic resources into products and services to the beneficiaries. The programme's total expenses were 6.78 million euros over the four years out of the 7.3 million euros forecast, which corresponds to a high rate of budget consumption (93%). The whole MFA grant were spent. The match funding accounts for 30,6% of the DCP budget, which is by far higher than the 15% requirements of the MFA. The administration cost remained low (5.2% of the overall expenditure), which is remarkable for such an important programme. Also, the budget has been well balanced between the Latin America (33.8 %) and Africa (48.2%). In conclusion, FTFIN has been very efficient in using its financial and human resources against its success in managing the DCP.

Effectiveness

The DCP has been quite effective in reaching 279,006 direct and indirect rightsholders. The analysis of the quantitative indicators at outcome level shows a good effectiveness of the DCP since most of the planned targets (12 out of 19, namely 63%) have been reached or even exceeded.

Overall, the DCP has been highly effective in promoting collective action to achieve common objectives, such as strengthening production and marketing processes, the capacity to generate and maintain an environmentally sustainable livelihood, and positioning the representative structures of producers and workers as social actors with the capacity for change and advocacy

Component 1: Realizing the right to a sustainable livelihood of producer households

External evaluation of the programme concluded that it has been quite effective in achieving component 1 outcomes below presented. The relevance of the programme was high because it captured and addressed the most important issues and needs expressed by representatives of small producers. The organisations' representative structures have been strengthened, their external relations, capacities for adapting to climate change and for supporting vulnerable groups (gender, youth, PWD) have been strengthened and adapted to local realities. Youth was one of the groups that benefited most from the programme, which succeeded in linking them to their SPOs, where they have become protagonists and leaders. The programme built the foundations of sustainability in terms of installed capacities, competencies and instruments that it sought to leave in the participating producers. The achieved outcomes reveal that producers have acquired, in addition to new competencies and technical and relational tools, a broader vision of the future, greater legitimacy and awareness of the importance of influencing, demanding and relating in alliances with other actors, which they are already putting into practice by broadening their participation and commitment to their organisations, networks and other spaces of representation. However, the remaining weakness of the SPO, the lack of economic resources to maintain participation and the long-term nature of these types of efforts mean that PNs accompaniment and technical assistance is still necessary to continue the processes

Component 2: Realizing the right to a sustainable livelihood of worker households

External evaluation of the programme concluded that it has been quite effective in achieving component 2 outcomes below presented. The programme has contributed to the improvement of working conditions and the respect of workers' rights. Above all, it has contributed to workers' awareness of their rights and of the value of collective action to enforce them. In different contexts, PNs have shown tenacity and skill in gaining the trust of HLOs managers and gradually establishing channels for dialogue and the implementation of activities. In Africa, the programme has targeted particularly vulnerable populations whose initial working conditions were poor, and whose access to information was very difficult; the programme has been very relevant in this sense. The results presented above are encouraging but remain fragile. It seems necessary for the PNs to keep accompanying the workers and their structures, while maintaining dialogue and raising the awareness of HLOs managers in order to strengthen the achievements of the programme and make them sustainable. In addition, an exchange of experience within Fairtrade Africa and between workers from different sectors in different countries would further strengthen their capacities and contribute to a global workers' movement on a continental scale, complementary to the trade unions. This approach, experienced by CLAC with the workers network, has been relevant in building the capacity of workers on their rights and on the advocacy actions they can carry out in their respective countries.

Component 3: Advancing fair and sustainable trading

External evaluation of the programme concluded that it has been quite effective in achieving component 3 outcomes below presented. The programme has clearly contributed to raising awareness and mobilising Finnish consumers, companies and the government on issues related to food value chains, in particular the human rights and working conditions of producers and workers. The programme has strengthened the relationship between Fairtrade Finland and the PNs, which indirectly strengthens the links between producers/workers and consumers. These organisations have strengthened their capacities in terms of awareness raising and advocacy. Fairtrade Finland has shown the relevance of its organisation and the quality of its know-how in awareness-raising and advocacy activities; in this sense, the programme has been very consistent with the association's regular activity. In addition, the programme has provided leverage to engage European companies in the programme, which has strengthened their commitment as well as being a significant source of additional funding.

The capacities of CLAC and South American actors have also been strengthened, particularly through the regional scale of two projects (climate change and workers' network), which have achieved the objectives presented above. This regional scale would probably be relevant to strengthen the capacities of African actors, including Fairtrade Africa, and increase the scope of their awareness-raising and advocacy campaigns.

Cross-cutting areas

With regards to environmental activities, only SPO projects have been really involved through production-related project activities. With regards to gender, in most project countries, majority of work against sexual harassment in SPOs had gender policy designed by the end of the programme. In the same way, all HLOs under the programme have developed a policy or an information management system to prevent and manage sexually intimidating, abusive and exploitative behaviours. Finally, with regards to the persons in vulnerable situations, most of the good results have been achieved in Ethiopia in the coffee and flower projects. Trainings, supported designing of disability policies gave advice on how to mainstream disability inclusion into project implementation.

Impact: the analysis of the quantitative indicators at outcome level shows a rather good effectiveness of the DCP since 4 targets out of 9, namely 44%, have been reached or even exceeded. In terms of impact, progress has been made in achieving the far-reaching positive effects envisaged for the programme. The data show an increased awareness among the participating organisations of the importance and potential of implementing collective action, as well as an increase among them, despite the psychosocial ravages of the pandemic, in the hope and perception of greater sustainability of their livelihoods and a greater possibility of expanding their economic opportunities.

Sustainability: the programme built the foundations of sustainability in terms of installed capacities, competencies and instruments that it sought to leave in the participating producers and workers. These instruments and these capacities and competencies were developed in accordance with the cultural context of each of the countries where the activities were conducted, based on their own customs, knowledge, techniques, experiences and worldviews, which were used and preserved. It has allowed a deep appropriation of them by their beneficiaries, which is an important basis for their sustainability.

According to the evaluation projects, the interviewed beneficiaries claimed that they have acquired, in addition to new competencies and technical and relational tools, a broader vision of the future, greater legitimacy and awareness of the importance of influencing, demanding and relating in alliances with other stakeholders, which they are already putting into practice by broadening their participation and commitment to their organisations, networks and other spaces of representation.

However, the newness of these issues for the organisations involved, the weakness of their structures, the lack of economic resources to maintain participation and the long-term nature of these types of efforts mean that PNs accompaniment and technical assistance is still necessary to continue the processes of grassroots empowerment, advocacy, positioning with duty bearers and the empowerment of women and young people.

Learnings: Some key learnings at DCP level can be taken away.

- Trust and transparency have been built between FTFIN and the two PNs
- Participatory planning is fundamental to meet the needs of beneficiaries and to enhance the effectiveness of the actions
- The exchange of experiences promoted and facilitated collective action
- Learning by doing has been an opportunity for organisational growth
- Horizontal, open, flexible and participatory management facilitated synergy between projects
- Mainstreaming risk management into development interventions allowed the DCP to adapt to the covid-19 pandemic context
- The effective management of multiculturalism added relevance and ownership to all stakeholders involved in the DCP

Recommendations: Some key recommendations at programme level have emerge from the interviews and the projects evaluation reports. They can guide the implementation of the ongoing third phase of the DCP.

Recommendations for the programme design

- Design a common Theory of Change between FTFIN and the PNs in a consensual manner

- Enhance the involvement the target beneficiary groups in the diagnostic processes
- Reinforce the risks analysis
- Deepen aspects that reinforce the comprehensiveness of the gender approach
- Design specific strategies for the youth
- Carry out a diagnosis of persons with disabilities
- Defining precise and specific environmental indicators
- Align projects monitoring systems with the programme monitoring system

Recommendations for the programme implementation

- Establish a clear project and programme governance structure
- Strengthen the capacities of the technical teams in the conceptual and practical management
- Facilitate the access to digital means for local partners and beneficiaries
- Include a detailed analysis of the institutional capacity and governance of each of the groups involved

Recommendations in terms of sustainability

- Keep providing economic resources (inputs, materials, tools) and technical resources to the targeted local implementing partners
- Accompany the SPO and workers networks and unions in the follow-up of their alliances and agreements reached with local institutions and stakeholders
- Maintain knowledge management actions between FTFIN and PNs
- Transfer capacities from FTFIN and PNs towards local stakeholders in fundraising

1. Context and objectives of the evaluation

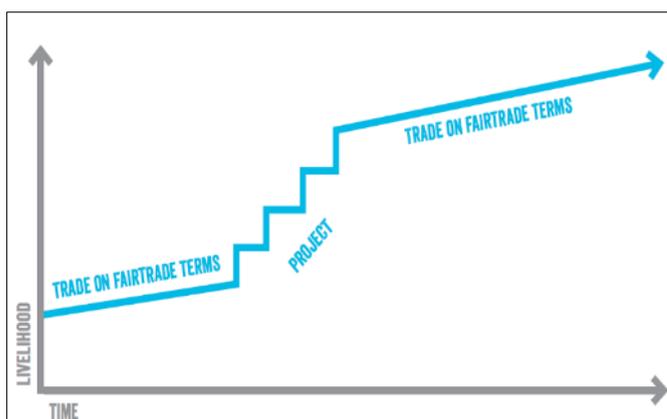
Since 2014 Fairtrade Finland (FTFIN) has implemented its Development Cooperation Programme (DCP) granted by the Ministry of Foreign Affairs of Finland (MFA) and co-funded by other National Fairtrade Organizations (NFOs) and commercial partners.

The programme has been running in two consecutive phases, 2014-2017 and 2018-2021, and FTFIN has received in May 2021 the agreement of the MFA for the third phase 2022-2025. While FTFIN is responsible to manage and monitor the government grant, the two regional Producer Networks (PNs): Coordinadora Latinoamericana y del Caribe de Pequeños Productores y Trabajadores de Comercio Justo (CLAC) and Fairtrade Africa (FTA) are in charge of the planning, implementation, monitoring and reporting of the 12 projects under the programme.

Beyond the duty to conduct an external evaluation with regards to MFA regulations, FTFIN wants to better understand the relevance and effectiveness of its strategy and ways of implementation as well as the management processes chosen to achieve the 3 strategic objectives and the 3 cross-cutting objectives of the DCP. Therefore, the evaluation shall focus both on the achievement of the overall objectives (evaluation of programme design, approach, implementation, monitoring) and on the performance of the programme management structure and processes established between the DCP stakeholders.

This aspect is key since the Fairtrade system is fundamentally based on the partnership and the principle of subsidiarity between PNs and NFOs. The DCP is the biggest and most advanced programme in the Fairtrade system involving an NFO and PNs in such a close way. The learning of the evaluation of this aspect shall feed the structure and implementation of the next phase, especially for the FTA's projects since the DCP will dedicate more intervention in Africa than previously. It will also provide important insights and recommendations for the whole Fairtrade system.

The DCP could be also a powerful leveraging tool to attract private funds and increase the commitment of commercial partners into the Fairtrade, as illustrated by the figure below from the DCP document. This aspect is crucial to sustain and multiply the results of the DCP and prevent any aid-dependency.



Finally, the evaluation will also analyse the impact of the covid 19 pandemic on the progress of the programme and the capacity of the stakeholders to adapt to this situation (review of objectives/outcomes, ways of working and implementation, among others).

2. Methodology and evaluation roll out

The approach and methodology of the evaluation have been organised in 4 phases. The evaluation has been remotely conducted, in accordance with the Terms of Reference.

2.1. Phase 1. Scoping

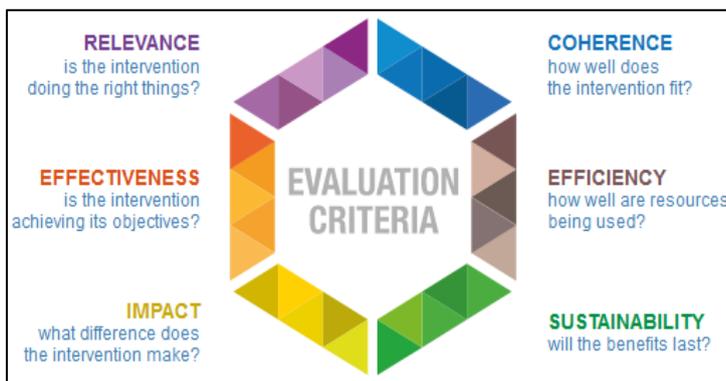
Three main activities have been conducted during the scoping phase.

Activity 1.1. Kick-off meeting with FTFIN team

Further to the contract signature, a remote kick-off meeting was held. The participants (Teemu Sokka, Päivi Kovalainen and Jasmin Rautakorpi for FTFIN; Anis Chakib and Paul Belchi for the evaluation team) went through the objectives, the methodology, the workplan, the documentation to review and the contact persons to interview.

Activity 1.2. Preparation of the evaluation matrix

Prior to the kick-off meeting, the evaluators started reviewing the DCP programme document and the annual report 2020 in order to develop a **draft evaluation matrix** based on the six evaluation criteria (OECD DAC Network on Development Evaluation): relevance, coherence, effectiveness, efficiency, impact and sustainability.



This tool aims at guiding the evaluators thought Evaluation Questions (EQ). The evaluation matrix is in Annex 2.

Activity 1.3. Preparation of the Inception report

Based on the initial technical concept note, the discussions during the kick-off meeting, the available documentation and the draft evaluation matrix, the evaluators have written the **inception report (D1)**.

2.2. Phase 2. Documentation review

The main materials to review are listed in Annex 1.

First, the evaluators have consulted and analysed the FTFIN DCP 2018-22 document and the MFA grant guidelines and regulations. Secondly, the DCP 2018-22 has a serious planning and annual reporting system. The evaluators have consulted the three last FTFIN annual reports for 2018, 2019 and 2020. They include several information and data about the programme in general and the different projects in the partners countries. The planning and reporting documents shared by FTFIN in Annex 1 have been analysed in detail in order to have a chronological look on the relation with partners, projects implementation, achievement of results, management, communication and finances.

Finally, the regional partners of FTFIN have conducted projects evaluations. These documents were reviewed to analyse the key results of each evaluation in terms of results, impacts, sustainability, etc. The evaluators also reviewed all the documentation shared by FTFIN in Annex 1 (agreements, FTFIN strategy, Fairtrade International strategy, among other).

2.3. Phase 3. Interviews

The evaluators conducted surveys in priority with the key staffs involved in the programme management (list in Annex 3).

Activity 3.1. Interviews of FTFIN team

The interview of FTFIN team were important to identify and discuss the positive experiences and results of the programme. But it was also the occasion to discuss and analyse the possible difficulties and limits of the programme.

Activity 3.2. Interviews of regional partners

The two implementing partner organizations for the programme are the regional Fairtrade Producer Networks Coordinadora de Latinoamerica y el Caribe (CLAC) and Fairtrade Africa (FTA).

The evaluators conducted interviews with the two regional partners CLAC and FTA. These interviews were particularly important to get a regional and local view of the programme and projects from the key regional stakeholders implicated in the programme.

2.4. Phase 4. Analysis and reporting

Data collected through documentation and interviews were analysed. The result of this analysis is presented in this report. The analysed is first draft of the final evaluation report was submitted in October 2022.

3. Summary of the main activities and realisations of the DCP

3.1. The DCP objectives and framework

The DCP 2018–2021 is based on the global Fairtrade Theory of Change (ToC) that “seeks justice and fairness through exercising rights and freedoms, empowerment through strengthening the assets and capabilities of the most marginalized farmers and workers, and the attainment of sustainable livelihoods through building resilient agro-based trade systems and societies”.

The DCP 2018-2021 consists in a total of 12 projects in seven countries (Guatemala, Haiti, Honduras, Ethiopia, Ghana, Malawi, South Africa) and two regional projects in Latin America. The programme’s overall budget was 7.3 million euros of which MFA funding was 4.7 million euros (MFA’s agreed funding amounted to 4.08 million euro with 642,000 additional funding agreed in 2020) and co-funding from other NFOs, commercial partners and licence fees was 2.6 million euros. FTFIN is responsible of the management and monitoring of the DCP. The two regional PNs (CLAC and FTA) are in charge of the planning, implementation, monitoring and reporting of the 12 projects.

The overarching development goal of the programme is **to ensure farmers’ and farm workers’ right to a dignified life**. The programme pursues this goal through three closely interlinked and mutually supporting components/strategic objectives:

- 1) Realizing the **right to a sustainable livelihood of producer** households.
- 2) Realizing the **right to a sustainable livelihood of worker** households.
- 3) Advancing **fair and sustainable trading**.

In addition, the programme promotes three cross-cutting objectives based on the values of Fairtrade: **environmental sustainability, support of vulnerable groups and gender equality**. The programme communication component raises awareness about the programme’s results among the Finnish public.

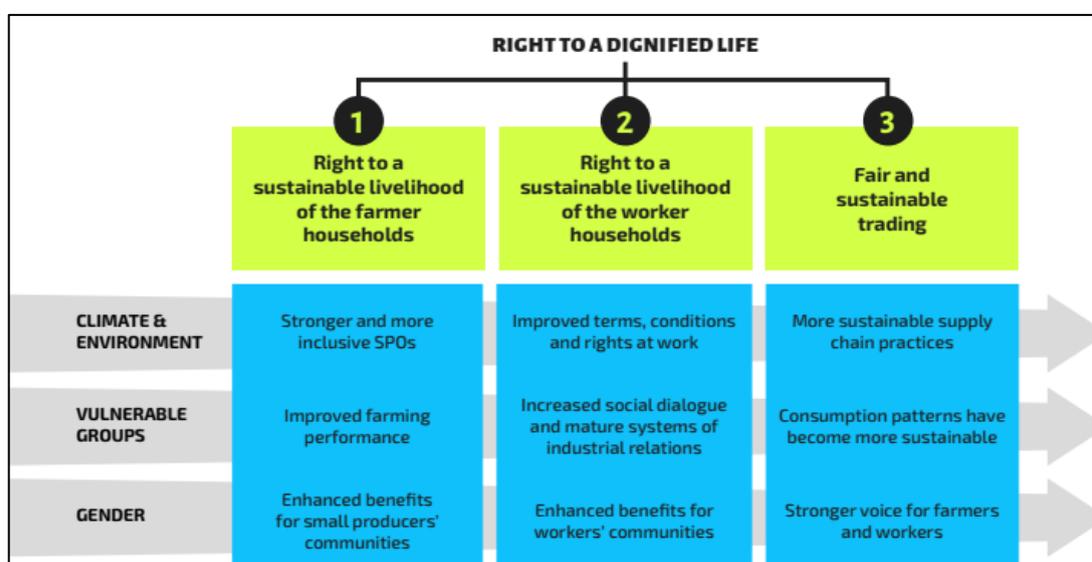


Figure 1. DCP development goals, three strategic objectives and the cross-cutting objectives (FTFIN, programme document, 2018)

3.2. The DCP beneficiaries

The programme targeted **three main beneficiary groups: small producers, members of Small Producer Organisation (SPO), seasonal workers from these small producers and hired workers from Hired Labour Organisation (HLO)**. The programme planned to target a total of around **310,000 direct beneficiaries**, also called **rights-holders** (around 91,000 producers and 219,000 workers) of which 45% were women. Their families and communities are the indirect beneficiaries. Within these three main beneficiary groups, the programme focused especially on the most vulnerable: children, youth, women,

widows, landless people, people with disability and migrants. The table below presents the list of projects and final rights-holders.

Table 1. List of projects and rights-holders (FTFIN, programme results report, 2022)

Country and focus	male	female	total	SPOs	HLOs
Bolivia: coffee, adaptation	470	165	635	6	
Honduras: coffee, child labour	11 241	3 741	14 982	16	
Guatemala & regional: honey, climate (regional honey network beneficiaries)	4 787	3 127	7 914	13	
Haiti: cocoa, coffee, climate	1 375	1 375	2 750	2	
LAC regional: workers' network	6 648	2 016	8 664		98
LAC regional: climate change advocacy	1 085	866	1 951	54	
Ethiopia: coffee, sustainable production	27 404	25 278	52 682	28	
South Africa: wine, decent work	11 040	11 630	22 670		18
Ethiopia: flowers, living wage, gender	23 788	43 168	66 956		6
Ghana: cocoa, child labour	7 655	6 968	14 623	58	
Ghana: cocoa, climate & environment	2 392	1 894	4 285	8	
Ghana: bananas, living wage	8 124	6 060	14 184		2
Malawi: tea, decent work	43 070	18 730	61 800		2
Kenya: rose workers, green energy	64	48	112		2
Total	149 143	125 066	279 006	212	128

3.3. Summary of the implementation chronology

→ Year 2018: launch and set up of the programme

Further to the signature of two Memorandums of Understanding (MoU) by FTFIN between CLAC and FTA respectively in March and April 2018, the implementation and administration structures were set. Since all projects were new (apart from Honduras' one), the main part of the year was dedicated to project planning, adjusting the original project concepts, recruiting and capacitating project staff, updating project management guidelines and tools, organising projects kick-offs, and developing monitoring and evaluation processes.

For most projects, implementation of activities was started in the last quarter of 2018, thus achieved results were still quite limited. The most visible results in 2018 were collected from the project in Honduras, which continued from the previous programme: improved productivity, increased income and better market access. Other main achievements included producer organizations' strengthening and several improved collective bargaining agreements.

In Finland, FTFIN's contributed to the *#ykkösketjuun* campaign, which united over 115 Finnish companies, NGOs and trade unions to promote public and political discussion on human rights in business.

The most important result from 2018 according to FTFIN was that the profound participatory planning phases created a strong foundation for the projects and supported the rights-holders' ownership. However, the programme was delayed, mainly due to slow recruitment processes in the field and the new partner organization. In the workers' rights' projects, tense industrial relations and opposition from some employers also resulted in prolonged planning phase, while political unrest in some countries complicated project planning.

→ Year 2019: first year of full implementation

Year 2019 was the first full year of implementation. FTFIN focussed specifically on further development of the programme-wide system for monitoring, evaluation and learning (MEL), as well as training key staff at partner organisations on MEL and results-based project management.

FTFIN organised the first programme level sharing and learning event in Ethiopia with key programme and project staffs, partner organisations' experts and leadership team members. FTFIN integrated disability

inclusion into the DCP by analysing gaps and needs with CLAC and FTA at project level, in close collaboration with disability expert organisations.

In terms of results, according to FTFIN, youth involvement was on the increase in the programme's SPO component, gender equality was improving and – in couple of sectors where child labour situation is critical – child rights were better realized. In the workers' rights part, FTFIN noted indications of improved plantation workers' health and safety, better freedom of association, industrial relations healing up and wages getting closer to living wage levels.

In Finland, the programme made contributions to *#ykkösketjuun* campaign, which encouraged the Finnish Government to adopt the objective of enacting a corporate social responsibility act and supported several companies to develop their human rights due diligence (HRDD) work.

The programme's financial implementation rate was 94.8 % of the annual budget. Administrative expenses were 5.5 %. The programme's expenses in 2019 were MEUR 1.7 and financed 70.2 % by MFA and the rest by own funds sourced from companies and partnering Fairtrade organisations.

→ Year 2020: adaptation to the covid pandemic

The unexpected COVID-19 pandemic that started early in the year significantly affected all programme activities. Drastic measures taken by governments included lockdowns and curfews in most of the programme countries. Most of the present activities such as trainings, community awareness events, face-to-face mentoring and technical guidance sessions were cancelled. This restructuring of activities caused delays in implementation schedules and some planned activities had to be postponed to 2021. However, the PN developed remote trainings and workshops, as well as project monitoring activities, that allow them to substitute initial planned physical trainings. worked well. Also, other communication media, such as radio, were used in training and awareness raising activities.

Despite this context, according to FTFIN, there were interesting and promising results. In the programme's small producer organization (SPO) component, youth involvement was on the increase, gender equality was improving, and climate change issues were considered more effectively by farmers. In the workers' rights component, there were indications of improved plantation workers' health and safety, better freedom of association and altogether more effective organising and industrial relations, as well as wages rising gradually towards living wage levels.

In 2020 FTFIN received additional funding of 642,000 euros from the MFA to tackle root causes of child labour in Ghanaian cocoa sector. With this additional funding FTFIN expanded the project supporting child protection in cocoa growing communities to two new districts. FTFIN was able to secure new partnerships to strengthen the child labour monitoring system in three Ghanaian Cocoa Unions and learn and exchange good practices to further improve Fairtrade's own systems. Increased funding enabled FTFIN also to start a new cocoa sector project, focusing on preventing deforestation through regenerative agriculture, and on farmers' livelihoods diversification through agroforestry and carbon credits trading.

The programme's financial implementation rate was 80 % of the annual budget. Administrative expenses were 5.9 %. The programme's expenses in 2020 were MEUR 2.07 and financed 81.7 % by MFA and the rest by own funds sourced from companies and partnering Fairtrade organisations.

→ Year 2021: final year of implementation

2021 was the last year of the DCP. Unfortunately, the COVID-19 pandemic continued to impact most of the countries around the world, with more or less serious social and economic consequences for the producers, workers and companies involved in FT certifications.

Most of the projects continued to implement their activities and were closed at the end of the year. The final reports for each project were finalized between February and May 2022. Project evaluations were conducted at the end of 2021 or early 2022, and their reports have been finalized between April and June 2022.

The results reached at the end of the program are presented and analysed in [section 4 and 5](#) of this report.

4. Overall performance of the DCP

4.1. Relevance

EQ-1. How relevant is the FTFIN DCP 2018-2021?

- EQ1.1. Has the DCP 2018-2021 contributed to ensure the rights of the farmers and workers to a dignified life?
- EQ1.2. Is the design of the DCP 2018-2021 as programme relevant to address beneficiaries' needs?
- EQ1.3. To what extent has the DCP 2018-2021 adapted its objectives to meet the need and priorities of the beneficiaries during the covid-19 pandemic period?

EQ1.1. By setting the overarching ambition to ensure “a dignified life” and “sustainable livelihoods” to its beneficiaries, FTFIN sets an ambitious and holistic goal which tackles the main issues they are experiencing in their daily life. Indeed, the difficulty for the farmers and workers embedded in value chains to achieve decent livelihoods and dignified lives is regularly documented and highlighted by the Fairtrade system.

Moreover, specific need assessments have been carried out prior to the start of the DCP and during the first year of its implementation, which allows the DCP to capture and address the most important issues and needs expressed by representatives of small producers and workers in these participatory diagnostics, namely vulnerability to climate change and lack of means and capacities to adapt, disadvantage position in the supply chain and needs of strengthening of organisational structures, lack of capacities to advocate and influence local and national policies that affect the activities on which their livelihoods depend. The programme also identified the underlying mechanism of the vulnerability of marginalised groups, such as women, young and disabled people.

As project portfolio, specific need assessments for each project have been carried out to address specific needs according to the type of beneficiaries (smallholder producers, workers), groups (women, young people, disabled people), organizations (SPO, Trade Unions, Workers Network), countries and products (coffee, cocoa, tea, wine, honey, bananas, flowers and wine) they were targeting. **All project's final evaluation reports acknowledge the relevance of their intervention to address these issues and needs.**

In LAC, the "Honey for the future" project in Guatemala had a high relevance, as it responds to the situation and problems affecting the beekeeping sector in Guatemala and in particular the 7 targeted SPOs involved: few innovative honey production practices, little technical support, quality problems, little access to local and international markets and no marketing strategies. The “Intercambio – Climate Change Advocacy” project responds with a high level of relevance to the needs of SPOs and the National Fair Trade Networks of Bolivia, Ecuador, El Salvador, Guatemala and Nicaragua to fill the large information gaps on advocacy and climate change. The Chanjman Nan Klima Project in Haïti was relevant in addressing the vulnerability to climate changes and risks that the members of the two targeted SPOs are facing, as well as the old age of their coffee and cocoa plantations, the lack of application of good agricultural practices and a low management and leadership capacities.

In Africa, the programme was relevant in addressing two major issues of cocoa production in West Africa that smallholder producers: child labour and climate change. In Ethiopia, the programme addressed the longstanding issue of coffee producers to enter meet market's requirement in terms of quality and to adapt their practices to climate change. In the HLO projects (Ghana, Ethiopia, Malawi, South Africa), the programme addressed the strengthening of organisational structures to represent producers and workers, such as the Trade Unions and Workers' Network. Therefore, DCP's overall, specific and cross-cutting objectives are very relevant to address the issues of the farmers and workers.

In a cross-sectional manner, **the programme adopted relevant common approaches and tools** such as the School of Leadership, is therefore highly relevant because it addresses and contributes to gradually overcoming these problems, promoting and accompanying the collective action of the SPOs and HLOs, which is limited by a web of legal, economic, political, organisational and social cohesion problems in the structures that represent them, which prevent them from being able to develop successfully and play a more leading and influential role in their respective countries.

Therefore, we can consider that **the programme demonstrated a high level of relevance to address issues and need of the smallholder producers, their SPOs and their networks.** Likewise, **projects**

supporting workers demonstrated also a high level of relevance to address issues and need of the workers and their unions or networks.

EQ1.2. The intervention articulates a set of synergistically interacting projects under the umbrella of the global programme. The design and implementation of the programme was a management challenge for both CLAC and FTA, which for the first time was carrying out a programme of these dimensions that required management, coordination and articulation between the projects, being a conceptual exercise of learning-by-doing in practice. The support of FTFIN was relevant and effective. It helped build capacities of project and programme management capacities of PN staffs. FTFIN had benefit from its experience built during the first DCP 2014-2017. Although there is a programme level as umbrella, this framework of programme allowed individual project to be designed and carried out, taking into consideration specificities of beneficiaries and context. **Therefore, bringing together 12 projects under a single programme has nevertheless made possible appropriate and relevant interventions tailor-made to specific contexts.**

EQ1.3. The covid-19 pandemic affected the programme, its projects and its target countries significantly. Hunger, poverty, and unemployment have been rising dramatically as the pandemic closed down businesses, trade ports, and local markets. The pandemic had reinforced latent and open conflicts (domestic abuse, substance use and isolation). Furthermore, the pandemic has had negative effects on civil societies' working environment (decreased funding, increased number of threats and limited involvement in decision-making processes, limited opportunities for freedoms of expression and assembly).

The programme has closely monitored the covid-19 pandemic developments in each country in order to understand the health, social and economic impacts on beneficiaries and the various restrictions put in place by governments. The adaptations made by the programme in terms of activities (distribution of masks, covid-19 awareness-raising) and working methods (workshops carried out remotely, setting up of WhatsApp groups) were very relevant to mitigate effects of the pandemic on the beneficiaries and answer their needs.

4.2. Coherence

EQ-2. How coherent is the FTFIN DCP 2018-2021 with the existing frameworks and policies?

- EQ2.1. To what extent is the DCP 2018-2021 coherent with the Finnish development policy?
- EQ2.2. To what extent is the DCP 2018-2021 coherent with the Fairtrade system and Fairtrade Theory of Change?
- EQ.2.3. To what extent is the DCP 2018-2021 coherent with the PNs ways of working?
- EQ.2.4 To what extent is the DCP 2018-2021 coherent with other covid-19 initiatives?

EQ2.1. The DCP is fully aligned with Finland's development policy which aims to eradicate poverty, reduce inequality and achieve sustainable development. It focuses on four priorities: 1. Strengthening the status and rights of women and girls. 2. Sustainable economies and decent work. 3. Education, peaceful and democratic societies. 4. Climate change and natural resources. The FTFIN DCP 2018-22 is obviously aligned with the priority 2 but also has links with the three others priorities.

Also, like the Finnish government, FTFIN ensured coherent links between the DCP's components and the United Nations' Sustainable Development Goals.

EQ2.2. The DCP is highly coherent with the Fairtrade System and its Theory of Change. Firstly, the objectives of the programme (sustainable livelihood of producers and workers, sustainable trading) are fully in line with FT's overall strategy which aims at strengthening the capacities of producers and promoting fair practices in supply chains in developing countries to achieve sustainable livelihoods and production. They cover the three main 2016-2020 Fairtrade goals which are "Empower small producers and workers, Foster sustainable livelihoods and make trade fair". Also, the DCP cross-cutting objectives cover main Fairtrade's areas of intervention (gender, youth, disabled people).

Thus, the DCP is clearly based on the global Fairtrade Theory of Change (ToC), which has been well demonstrated through the DCP annual reports and final report. The programme's results framework was built on the ToC, and the results contributed directly to the corresponding impacts, outcomes, and outputs

of the ToC. FTFIN illustrates the results of its components by wisely using the ToC pathways of change's pattern (see example below).

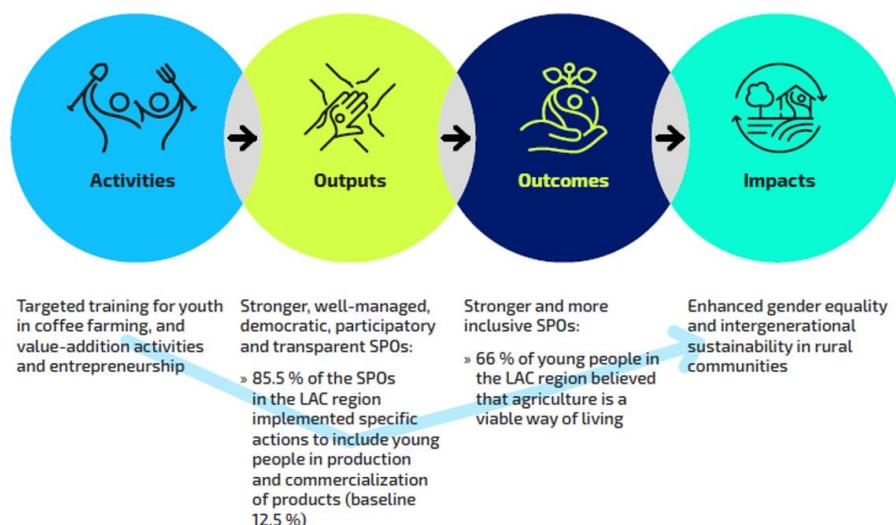


Figure 2. Example of pathways of change for the component 1 in 2018-2021 (FTFIN, programme results report, 2022)

Finally, the DCP has been very complementary to the certification process of the SPO and HLO in strengthening them to be compliant with Fairtrade standards.

EQ2.3. The structure of the DCP fits coherently into the organisation and ways of working of the PNs. The programme was on one hand recognised and identified as a programme in its own by the two PNs (Dignity for All for FT, Programa Finlandia for CLAC), and on the other hand fully integrated into their strategies and actions. Moreover, it respects the fundamental principle of subsidiarity between PNs and NFOs. The FTFIN did not hire any staffs directly involved into the implementation of the projects, it had rather been undertaken by PNs. Thus, the institutional set-up between these three FT organisations was therefore coherent.

Through this approach, FTFIN managed to adapt its ways of working to the PNs while at the same time set up processes and tools to improve their project and programme management practices. This required some time over the implementation period. With regards to the Dignity for All programme, FTFIN's support was successful since FTA switched progressively its “business as usual” ways of working towards a “project and results-based approach”. With regards to the Programa Finlandia, FTFIN managed to strike a balance between the overall objectives of the DCP and the reorientation proposals of the CLAC, which had built its own regional ToC.

EQ2.4. We can acknowledge the efforts of the programme to coordinate its intervention related to the covid-19 pandemic with other initiatives of the Fairtrade system, especially the covid-19 Fairtrade relief and resilience funds launched by Fairtrade International. The DCP let some flexibility to the PNs at project level to implement specific covid-related activities (mask distribution, good practices awareness raising), in coherence with local initiatives: nature and number of contacts, meetings, strategic work and coordination of the implementation.

4.3. Efficiency

EQ-3. How well the resources of FTFIN DCP 2018-2021 were used and converted to outputs?

- EQ3.1. To what extent were the FTFIN financial and human resources used efficiently?
- EQ3.2. How efficient was the management of the DCP with PNs and local stakeholders?

EQ3.1. It should be noted that FTFIN was able to adapt its dynamics and operations to the new context marked by the covid-19 pandemic, which limited mobility and the development of face-to-face activities. It meant that the DCP had to adjust regularly its planning of activities. It has efficiently managed its resources and maintained a good rate of expenditure according to the budget, being efficient in transforming the economic resources into products and services to the beneficiaries, which has allowed to achieve most of

the committed results, taking into account that almost half of the project implementation was done in a pandemic context (2020-2021).

The programme's total expenses were 6.78 million euros over the four years out of the 7.3 million euros forecast, which corresponds to a high rate of budget consumption (93%). The whole MFA grant were spent (4.7 million euros) whereas the Fairtrade Finland contribution achieved 2.1 million euros, namely 80% of the initial expected match funding (2.6 million euros). FTFIN has been very efficient in obtaining match funding and in spending the overall budget. The match funding accounts for 30,6% of the DCP budget, which is by far higher than the 15% requirements of the MFA. FTFIN, in cooperation with the other NFO, managed efficiently to leverage match funding from commercial partners to finance the DCP.

The administration cost remained low (5.2% of the overall expenditure), which is remarkable for such an important programme. Also, the expenditure for activities undertaken directly by FTFIN (advocacy and communication, MEL and administration) has been kept low as well (18% of the overall expenditure). Knowing that these three actions were successful (see EQ3.2 below) and implemented by on average 3.39 person-years at FTFIN level, we acknowledge a very good efficiency of the FTFIN staff. Whereas the share of expenditure of FTFIN activities was 36% during the first DCP 2014-2021, the one of the DCP 2018-2021 has been halved, which illustrated a greater focus on field activities for this second phase.

Also, the budget has been well balanced between the Latin America (33.8 %) and Africa (48.2%), in relation to the number of projects implemented on these continents (respectively 5 and 7 projects). It ensured a fair sharing out of means to the PNs and a balanced outcomes and impacts.

Finally, the DCP benefit from the technical assistance of Fairtrade's experts whose in-kind costs are not included in the expenditure calculation.

In conclusion, FTFIN has been very efficient in using its financial and human resources against its success in managing the DCP.

EQ3.2. The internal coherence of the DCP with regards to the organisational set-up and role sharing between FTFIN and the two PNS (see above EQ2.3.) led to a quite efficient management of the DCP between these three organisations. In general, there was a sustained, flexible and responsive effort to optimally address the bottlenecks that arose during programme implementation. A discursive position has also been identified in the organisations consulted that emphasises the need for more financial resources, where more investment is required in: inputs, technology and continuous technical assistance in the field.

A strong participatory approach from the formulation, planning of activities, monitoring and evaluation has been conducted by FTFIN with the two PNs. In addition, a good monitoring system which provided the necessary data to measure progress in the achievement of the planned indicators has been set up. However, no clear links and equivalences between programme's impact/outcomes indicators and project's impact/outcomes/outputs indicators have been established. Also, there were no set quantitative indicators at programme's output level. These would help monitor progress, results achievements and impacts of the programme.

Despite the fact that this was the first time that CLAC and FTA had implemented such a programme, and that there was no governance structure designed from the beginning of its implementation, the involvement in the execution of this programme of the different internal areas of the PNs and of its specialised technical staff made it possible to efficiently manage the relationship with the different leadership styles, organisational structures and internal dynamics of the multiple actors that were articulated through the five projects that made up this programme. This has been particularly highlighted for CLAC by the evaluation report.

According to the projects' evaluation reports, the main technical processes implemented on the field (productive investment, technical assistance and training) have been developed and managed effectively with an inclusive and horizontal approach that crossed different functional units of CLAC and FTA with the DCP.

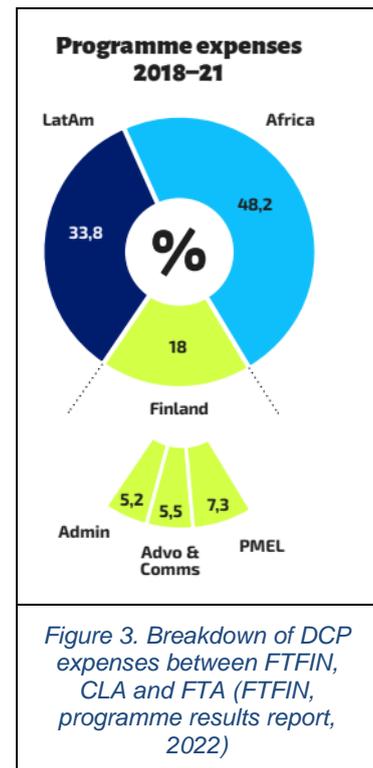


Figure 3. Breakdown of DCP expenses between FTFIN, CLA and FTA (FTFIN, programme results report, 2022)

The project was effective in its bid to strengthen the communication channels between the different participating structures, connecting the demands of the PNs and final beneficiaries (SPO, HLO) with these bodies and aligning all the actors involved with the achievement of the objectives.

These were learning-by-doing processes, characterised by many twists and turns, and facilitated by the solid training and knowledge of the context of the project and programme coordinators, by their flexibility to adapt to the reality of the processes and by the empathetic, respectful and horizontal approach they maintained in their relationship with the different participating organisations and networks.

In addition, the articulated management of the programme, with spaces, openness and transparency to share experiences and information, including administrative and financial information, allowed the generation of synergies that increased efficiency and enhanced the impact of the use of available human and financial resources, which were sufficient to implement the planned activities and deliver the products and services necessary to generate the expected results and objectives.

4.4. Effectiveness

The evaluation answers the **EQ-4: what are the outcomes of the FTFIN DCP 2018-2021 compared to its initial objectives?**

The performance analysis of the programme's effectiveness is conducted with respect to impact objectives, expected outcomes and outputs set at programme level, which may be differently formulated at PNs projects' level.

Globally, the DCP has been quite effective in reaching 279,006 direct and indirect rightsholders, which accounts for 90% of the expected target (310,000 direct and rightsholders). This also underlines the fine design of the scope of beneficiaries at the beginning of the programme. The analysis of the quantitative indicators at outcome level shows a good effectiveness of the DCP since most of the planned targets (12 out of 19, namely 63%) have been reached or even exceeded.

Qualitative evaluation

Overall, the DCP has been highly effective in promoting collective action to achieve common objectives, such as strengthening production and marketing processes, the capacity to generate and maintain an environmentally sustainable livelihood, and positioning the representative structures of producers and workers as social actors with the capacity for change and advocacy. Specifically, collaborative work and alliances between different actors have been effectively promoted, progress has been made in generating capacities and processes of advocacy on public policies.

The organisations' representative structures have been strengthened, working agendas have been developed in a participatory manner that address strategic issues for them and enhance their external relations, capacities for adapting to climate change have been strengthened and specific plans have been drawn up for this purpose, adapted to local realities, The processes of advocacy and social positioning of the organisations have been boosted through the promotion of communications, despite the covid-19 pandemic context that altered the original plans, forcing them to be redesigned, and which may have influenced some small decreases in the development indexes of some of the participating organisations.

For each of the three components, the analysis of the Programme Results Report (FTFIN, 2022) combined with analysis of the evaluation reports, led us to the following qualitative and general assessments.

Component 1: this component aimed to ensure the realization of farmer households' right to a sustainable livelihood by strengthening the SPOs' capacities, improving production, and increasing the benefits to producer communities. The DCP has been quite effective in achieving component 1 outcomes. The relevance of the programme was high because it captured and addressed the most important issues and needs expressed by representatives of small producers. The organisations' representative structures have been strengthened, their external relations, capacities for adapting to climate change and for supporting vulnerable groups (gender, youth, PWD) have been strengthened and adapted to local realities. Youth was one of the groups that benefited most from the programme, which succeeded in linking them to their SPOs, where they have become protagonists and leaders. The programme built the foundations of sustainability in terms of installed capacities, competencies and instruments that it sought to leave in the participating producers. The achieved outcomes reveal that producers have acquired, in addition to new competencies and technical and relational tools, a broader vision of the future, greater legitimacy and awareness of the importance of influencing, demanding and relating in alliances with other actors, which they are already putting into practice by broadening their participation and commitment to their organisations, networks and

other spaces of representation. However, the remaining weakness of the SPO, the lack of economic resources to maintain participation and the long-term nature of these types of efforts mean that PNs accompaniment and technical assistance is still necessary to continue the processes.

Component 2: the DCP has been quite effective in achieving component 2 outcomes. The programme has contributed to the improvement of working conditions and the respect of workers' rights. Above all, it has contributed to workers' awareness of their rights and of the value of collective action to enforce them. In different contexts, PNs have shown tenacity and skill in gaining the trust of HLOs managers and gradually establishing channels for dialogue and the implementation of activities. In Africa, the programme has targeted particularly vulnerable populations whose initial working conditions were poor, and whose access to information was very difficult; the programme has been very relevant in this sense. The results presented above are encouraging but remain fragile. It seems necessary for the PNs to keep accompanying the workers and their structures, while maintaining dialogue and raising the awareness of HLOs managers in order to strengthen the achievements of the programme and make them sustainable. In addition, an exchange of experience within Fairtrade Africa and between workers from different sectors in different countries would further strengthen their capacities and contribute to a global workers' movement on a continental scale, complementary to the trade unions. This approach, experienced by CLAC with the workers network, has been relevant in building the capacity of workers on their rights and on the advocacy actions they can carry out in their respective countries.

Component 3: the DCP has been quite effective in achieving component 3 outcomes. The programme has clearly contributed to raising awareness and mobilising Finnish consumers, companies and the government on issues related to food value chains, in particular the human rights and working conditions of producers and workers. The programme has strengthened the relationship between Fairtrade Finland and the PNs, which indirectly strengthens the links between producers/workers and consumers. These organisations have strengthened their capacities in terms of awareness raising and advocacy. Fairtrade Finland has shown the relevance of its organisation and the quality of its know-how in awareness-raising and advocacy activities; in this sense, the programme has been very consistent with the association's regular activity. In addition, the programme has provided leverage to engage European companies in the programme, which has strengthened their commitment as well as being a significant source of additional funding.

The capacities of CLAC and South American actors have also been strengthened, particularly through the regional scale of two projects (climate change and workers' network), which have achieved the objectives presented above. This regional scale would probably be relevant to strengthen the capacities of African actors, including Fairtrade Africa, and increase the scope of their awareness-raising and advocacy campaigns.

Cross-cutting objectives:

Environment. Environmental sustainability and climate change adaptation were relevant for all projects, but only SPO projects have been really involved through production-related project activities.

Gender. In both the SPO and HLO projects, key challenges for promoting gender equality were related to traditional attitudes on gender roles. Continuous awareness raising among cooperative members is a long-term process. In most project countries, majority of work against sexual harassment in SPOs had gender policy designed by the end of the programme. In the same way, all HLOs under the programme have developed a policy or an information management system to prevent and manage sexually intimidating, abusive and exploitative behaviours.

Persons in vulnerable situations: most of the good results have been achieved in Ethiopia in the coffee and flower projects. Trainings, supported designing of disability policies gave advice on how to mainstream disability inclusion into project implementation. Flower farms have a variety of tasks suitable for these persons, and indeed, concrete results of workplace inclusion could be best witnessed in the flower project. In the end, all flower farms had a disability inclusion policy in place.

Quantitative evaluation

An in-depth quantitative analysis of the effectiveness of the DCP would have required **to establish equivalences between programme's impact/outcomes indicators and project's impact/outcomes/outputs indicators**, since neither quantitative indicators were set at programme level, nor links between programme's outcomes and projects' indicators were determined (cf. efficiency section). in order to propose a systematized analysis. Despite such a task was out of the scope of the present evaluation, we found interesting to conduct this in-depth analysis for one of the components. We chose the

component 2 since the HLO projects used common outcomes and outputs indicators, which help systematize the quantitative analysis.

The Annex 4 present the main equivalences between programme's outputs and outcomes for the component 2 (according to the Programme Results Report, FTFIN, 2022) and PNs project outcomes and outputs. The Annex also presents the DCP outcomes whose DCP outputs are contributing (according to the Programme Results Report as well).

In detail, there is no exact matching programme outputs and project ones. The equivalences with programme outputs are made at project indicator level: for example, a project output can contain two indicators, one corresponding with the programme output 1 and the other one with the programme output 2. Thus, **the performance of each programme output results from the combinations of the performance of a range of project indicators.**

In addition, the performances of the cross-cutting components (environment, gender, vulnerable people) result from the combinations of the performance of a range of project indicators¹ related to these cross-cutting topics.

The in-depth quantitative analysis also requires to set a measurement method of indicators', outputs' and outcomes' endline value compared with the initial baseline value. The Annex 5 presents the measurement methods at project indicator level, programme output level and outcome level.

We end up with the below performance of the component 2 at output level.

¹ An indicator can document at the same time an output and a cross-cutting topic

Programme outputs	Associated programme outcomes	Number of indicators measured	5 HLO projects aggregated	Flower Ethiopia	Banana Ghana	Tea Malawi	Wine South Africa	Red de trabajadores LAC
Output 1: improved labour conditions	Outcome 1	20	Significantly improved	Achieved	Achieved	Slightly improved	Significantly improved	no indicators
Output 2: increased freedom of association	Outcome 2	11	Achieved	Achieved	Achieved	Achieved	Slightly improved	no indicators
Output 3: enhanced knowledge and capacity	Outcome 1 & 2	44	Significantly improved	Significantly improved	Significantly improved	Significantly improved	Significantly improved	Significantly improved
Output 4: stronger, well-managed and democratic workers' organisation	All outcomes	9	Significantly improved	Achieved	Slightly improved	no indicators	Significantly improved	Significantly improved

Figure 4. Progress against programme outputs at project level, component 2

Overall, the implementation of the programme's component 2 was effective at output level: a majority of outputs have been achieved or significantly achieved according to projects' indicators (measured during the endline evaluations): among the 84 indicators measured through the 5 HLO projects, 32 have been achieved (38%), 33 have been significantly improved (39%) and 19 have been slightly improved (23%).

Outcome indicator at programme level	Progress at programme level (figures from 2020 annual report)	Progress at project level (figures from endline evaluation reports)				
		Flower Ethiopia	Banana Ghana	Tea Malawi	Wine South Africa	Red de trabajadores LAC
Outcome 1: Improved terms, conditions and rights at work						
% of HLOs above the average on conditions of employment	Significantly improved		Achieved			
% of HLOs who had above average and superior health and safety practices	Significantly improved		Achieved			

% of workers who report satisfaction with working conditions	NA	Achieved			Significantly improved	
Outcome 2: Increased social dialogue and mature systems of industrial relations						
% of HLOs with above average and superior freedom of association practices	Significantly improved		Significantly improved			Achieved
% of HLOs where terms are determined by a CBA, with adequate involvement of workers in the negotiations	Significantly improved					
% of workers' grievances resolved, as reported by worker representatives	NA	Achieved	Significantly improved		Significantly improved	
Outcome 3: Enhanced benefits for workers' communities						
% of HLOs delivering trainings	Achieved					
% of POs with a policy to protect vulnerable adults	Significantly improved					
% of HLO members who perceive that their organisations understand their priorities and act in their best interests	(data only for LAC)					

Figure 5. Progress against programme outcomes at programme level and project level, component 2

Overall, the implementation of the programme's component 2 was globally effective at outcome level since most of the outcome indicators have been achieved at programme level. Some of these indicators were also measured at project level (cf. relevance section) and their progress reveals also that the projects have been globally effective in achieving these outcomes.

In combining the analysis at output indicators level (Figure 4), the analysis at outcome indicators level (Figure 5) and the various qualitative analyses (programme annual reports from FTFIN, project final reports from PNs and from the endline evaluation reports), we can consider that **the programme has been quite effective in achieving component 2 outcomes**. All projects, through their activities and outputs, contributed to all programme's outcomes. However, as mentioned in the coherence section, only a few outcomes' indicators have been measured at project level (cf. Figure 5).

Cross-cutting topics	Number of indicators measured	5 HLO projects aggregated	Flower Ethiopia	Banana Ghana	Tea Malawi	Wine South Africa	Red de trabajadores LAC
Environmental sustainability and adaptation to climate change	8	Slightly improved	Slightly improved	Significantly improved	Slightly improved	Significantly improved	no indicators
Gender equality	14	Significantly improved	Slightly improved	Significantly improved	Achieved	Significantly improved	no indicators
Persons in vulnerable situations	10	Significantly improved	Achieved	Slightly improved	Significantly improved	Slightly improved	no indicators

Figure 6. Progress against cross-cutting output level, component 2, cross-cutting topics

Overall, the implementation of the programme's component 2 was less effective at cross-cutting output level: a majority of outputs have significantly achieved OR not been achieved according to projects' indicators (measured during the endline evaluations): among the 32 indicators measured through the 5 HLO projects, 6 have been achieved (19%), 15 have been significantly improved (47%) and 11 have been slightly improved (34%). No environmental indicator has been achieved.

In conclusion, establishing clear links and equivalences between programme's impact/outcomes indicators and project's impact/outcomes/outputs indicators from the early beginning of the programme, at the design phase, would help monitor progress, results achievements and impacts of the programme. We also recommend to set quantitative indicators at programme's output level.

4.5. Impact

The evaluation answers the **EQ-5: what differences/changes has the FTFIN DCP 2018-2021 made for the stakeholders and beneficiaries on long-terms?**

In terms of impact, progress has been made in achieving the far-reaching positive effects envisaged for the programme. The data show an increased awareness among the participating organisations of the importance and potential of implementing collective action, as well as an increase among them, despite the psychosocial ravages of the pandemic, in the hope and perception of greater sustainability of their livelihoods and a greater possibility of expanding their economic opportunities.

The analysis of the quantitative indicators at outcome level shows a rather good effectiveness of the DCP since 4 targets out of 9, namely 44%, have been reached or even exceeded.

Indicator	2018	2021	Target
Improved household income, assets and standard of living among small-scale producer households			
% of producers who perceive that their economic situation has improved		SPO: LAC: 32 % Africa: 72 % HLO: LAC: 33 % Africa: 70 %	SPO: 60 % HLO: 50 %
% of HLOs increasing wages (faster than inflation)		80 %	100 %
Increased environmental sustainability and resilience to climate change			
% of POs which have analysed the risks of climate change and have developed an adaptation plan/strategy (LAC)	Risks analysed: 53 % Adaptation plan: 0 %	SPO: 100 % (excl. Honduras where the project continues)	SPO: 80 % HLO: 100 %
Enhanced gender equality and intergenerational sustainability in rural communities			
% of women in PO membership	SPO: LAC: 22 %; Africa: 1 % HLO: LAC: 8 % Africa: 14 %	Malawi: 28 % > 32 % Ghana: 13 % > 16 % Guatemala: 42 % > 45 %	SPO: 20 % HLO: 20 %
% of women in the management	HLO: CLAC: 8 % FTA: 42 % (South Africa) 45 % (Ethiopia) 28 % (Malawi) SPO: Ethiopia: 1.3 %	HLO: CLAC: 32 % FTA: 65 % (South Africa) 77 % (Ethiopia) 32 % (Malawi) SPO: Ethiopia: 4.3 %	
Positive attitudes towards gender equality among workers	Africa: 84 %	Africa: HLO: 85 %	HLO: 90 % SPO: 50 %
% of young HH members in SPOs who perceive agriculture is a viable means of livelihood (LAC)	68 %	70 %	80 %
Increased dignity, confidence, voice, control and choice for small-scale producers			
# of public policies influenced (LAC)	0	20	50
Fairer & more sustainable trading system			
% of consumers committed to purchase Fairtrade products	21 %	37 %	25 %

Figure 7. Example of pathways of change for the component 1 in 2018-2021 (FTFIN, programme results report, 2022)

As mentioned in the Programme Results Report (FTFIN, 2022), the progress towards impact-level objectives has been different according to the area. Some of them like the producers' perceived economic situation and climate change adaptation showed clear signs of achieved results while other areas such as women's and youth's empowerment faced challenges. This is in line with the evaluation of the effectiveness. Also monitoring the progress towards impact-level objectives was challenging in many ways due to the covid-19 pandemic, it caused differences in the data collection methods and data sets, which consequently led to incompatible data in case of some indicator values.

Most of the project evaluation reports have conducted qualitative surveys to measure the perceptions of the farmers and workers on the DCP indicated that the programme has affected their livelihoods positively. There were also promising results in terms of wage improvement in Africa: almost all of them mostly increased faster than inflation in all HLO.

As mentioned in the Programme Results Report, there are some signs of enhanced gender equality, through positive attitudes towards gender equality and the number of women in PO management positions have increased slightly. However, gender-related themes remain a slow process to change views and norms.

Also, youth are facing some challenges (low self-confidence) which led to hampering the general development regarding youth as agents of livelihood.

We can also note that the impact in terms of environment has been good at SPO level. There was a promising jump towards environmental sustainability and resilience to climate change in the first half of the programme, when most of the SPOs began to analyse their climate change risks. At HLO level, the effectiveness analysis previously presented (effectiveness section) suggests that there has been little impact, which is illustrated by the above figure.

Finally, as mentioned by FTFIN in full transparency in its Programme Result Report, the development around environmental sustainability slowed down when the pandemic hit. According to our partners, the pandemic forced many to focus on survival, and some planned activities had to be postponed. Similarly, there was no significant improvement in the farmers' dignity, confidence, voice and control. The second half of the programme (2020–21) was full of uncertainties and concerns for one's health and safety.

Nevertheless, there was progress towards farmers' and workers' increased capacity to advocate on fairer and more sustainable trading system. In Finland

4.6. Sustainability

EQ-6. Do the achieved results will last after the end of the FTFIN DCP 2018-2021?

- EQ6.1. What is the organizational and financial sustainability of the DCP results?
- EQ6.2. To what extend did the DCP 2018-2021 promote fairer & more sustainable consumption?

EQ6.1. The DCP Finland has taken into account the socio-cultural context and environmental conditions of the countries where the actions have been developed. The programme's ability to understand and know how to adapt, so that the contexts do not negatively influence the foundations of sustainability that have been built, is remarkable. Also, management capacities and technical skills have been strengthened in the DCP by FTFIN and the PNs.

As mentioned in the Programme Results Report and confirmed by the project evaluations reports, the DCP was formulated and implemented in a bottom-up way in order to promote empowerment and long-term impact in the beneficiaries' lives. Despite the challenges, the programme managed to achieve some of the results and projects were phased out successfully. The programme's sustainability is embedded in the Fairtrade system, especially complementary to Fairtrade standards. Fairtrade's model of farmer and worker empowerment and participatory decision-making processes, together with wide-ranging and in-depth expertise helped FTFIN to ensure the sustainability of the programme's results and impact.

However, as assumed, the DCP has been a powerful leveraging tool to attract private funds and increase the commitment of commercial partners into the Fairtrade. This aspect will be crucial to sustain and multiply the results of the DCP. It may contribute to an increase of Fairtrade certified product volumes, which may generate premium prices and development funds.

EQ6.2. FTFIN noticed a positive trend in the consumption patterns in Finland towards sustainable and ethical products. Over the DCP period, consumers' interest towards ethically sourced and sustainable supply chains grew. Fairtrade is now well established and the consumption of Fairtrade products is becoming more and more a habit in the country. Although the DCP has come to its end, the fame of Fairtrade will remain and will be continuously strengthened by the regular activities of Fairtrade Finland.

5. Learnings

The main key learnings at DCP level expressed by the key stakeholders during the interviewed and mentioned in the various projects' evaluation reports and DCP activity reports are the following ones. They provide guidance for the third phase of DCP that has recently started.

- **Trust and transparency have been built between FTFIN and the two PNs**, and has been key in order to properly manage the DCP and to avoid any conflict or mistrust between FTFIN and the PNs. Trust and transparency are the central structural binder for collective work. These stakeholders are encouraged to keep working in such a way during the third phase of the DCP
- **Participatory planning is fundamental to meet the needs of beneficiaries and to enhance the effectiveness of the actions.** This approach has been essential to combine the various scales of implementation of the DCP (programme and projects' levels). Thanks to the initial good design, there has not been substantial changes in the objectives, planned activities or implementing partners.
- **The exchange of experiences promoted and facilitated collective action.** The programme and project managers highlight how meaningful and fruitful were their regular collective meetings and annual workshop. They are essential room for problem-solving learning, showcasing of successes and failures resulting from the implementation of projects. It has helped the PNs to scale up, replicate and adapt some.
- **Learning by doing has been an opportunity for organisational growth**, both for FTFIN and the PNs. They continuously tested, adjusted, improved and learnt from the processes and tools they have set up and implemented. For example, they collectively adjusted the MEL system by recruiting dedicated staffs and adjusting data collection process and tools in order to better measure projects' progress against outputs and outcomes. Neither FTFIN nor the PNs had imposed without discussion their view on the ways of working. This accumulated learning from the programme experience leaves FTFIN and PNs with strengthened capacities for the integrated management of programmes with a regional scope.
- **Horizontal, open, flexible and participatory management facilitated synergy between projects.** At CLAC level, the programme had a horizontal management model that facilitated the participation of the structures and created synergies between projects, managing relationships effectively. It was less the way of working of FTA at the beginning of the DCP but finally it had been gradually changed toward more horizontal management. Prioritising a participatory, dialogue and consensus-building approach facilitates the governance and operation of the programme, as decisions are taken by consensus, all parties assume responsibilities and self-regulate.
- **Mainstreaming risk management into development interventions allowed the DCP to adapt to the covid-19 pandemic context.** This approach can be used for any other risks and threat (climate change, other disease outbreak, any social events, among others).
- **The effective management of multiculturalism added relevance and ownership** to all stakeholders involved in the DCP, from FTFIN, PNs up to local partners and beneficiaries. This has been clearly highlighted by the project evaluation reports. The DCP's interventions have taken place in different contexts that have a cultural richness that has been respected and taken into account, such as the linguistic adaptation of the materials to the local language of each territory.

6. Recommendations

This section gathers and synthesises the recommendations at programme level that emerge from the interviews and the projects evaluation reports. They can guide the implementation of the ongoing third phase of the DCP.

Recommendations for the programme design

- **Design a common Theory of Change between FTFIN and the PNs in a consensual manner** with the participation of the technical teams that will implement the actions as well as a representation of the target groups, in the project formulation phase
- **Enhance the involvement the target beneficiary groups in the diagnostic processes.** Effective planning requires knowing the realities, needs and aspirations of the target beneficiaries, especially women and youth, but also SPOs and workers networks. It is recommended to use participatory diagnostics that feed the content of interventions, the involvement of the target groups and the appropriation of their results.
- **Reinforce the analysis of risks** that may arise in the implementation of programmes that may affect their operations, based on the experience of the covid outbreak. It is recommended to propose an internal strategy to identify them and make provisions for them, and also to develop risk management plans or protocols with the PNs and key local stakeholders, SPO and HLO that can be adapted by them in the face of threats and risks that may arise.
- **Deepen aspects that reinforce the comprehensiveness of the gender approach** through the analysis of roles, status, decision-making process between women and men. The future interventions could formulate specific indicators to measure changes in power relations between men and women in SPOs and HLO PPOs, access to power and decision-making spaces. PNs staffs in charge of the implementation of the actions could be trained and strengthened to the gender approach.
- **Design specific strategies for the youth** to address them from a rural perspective and from their worldview, given the particular characteristics of rural youth. It is recommended to take into account the satisfaction of their basic needs for care and protection, their aspiration for the future, their participation in decision-making, the issues that motivate their collective action, their view against protection of the land and the environment.
- **Carry out a diagnosis of persons with disabilities** and older adults present in the families of the SPO members and HLO workers, and in their communities, in order to propose a targeted strategy for their social and economic inclusion in productive activities. An intersectional approach is recommended to address the most vulnerable groups due to the varied impacts of the intersection of various vulnerabilities.
- **Defining precise and specific environmental indicators** in order to obtain contrasted conclusions and to generate evidence of how the approach is integrated into the intervention and its contribution.
- **Align projects monitoring systems with the programme monitoring system**, so that they are fully articulated and complementary, to the extent that the progress of project achievement contributes directly to the achievement of programme goals, in a simplified and efficient way, ensuring that the measurements of the indicators used to assess the progress of the parts also feed into the assessment of the progress of the programme as a whole.

Recommendations for the programme implementation

- **Establish a clear project and programme governance structure.** This will avoid duplication and conflicts, and will streamline decision-making processes, making them more efficient. However, periodic review of these governance schemes should be maintained to adjust and adapt them to the reality of the ongoing processes, especially given the limited experience that still exists with this modality of intervention.
- **Strengthen the capacities of the technical teams in the conceptual and practical management**, so that they also include the recognition and management of sensitive information and tools.

- **Facilitate the access to digital means for local partners and beneficiaries.** The covid-19 pandemic has shown that information and communication technologies have become a powerful tool for accessing information and organising the knowledge available to producers, and is key to internal and external relations. Choose the technology to be used according to the principles of non-dependence, suitability to the environment and compatibility with local development processes.
- **Include a detailed analysis of the institutional capacity and governance of each of the groups involved.** In this sense, the development indices can be a powerful tool for getting to know and characterising the implementing partners, in order to identify the main factors that influence the organisation, its degree of predictability and the autonomy of the organisation in relation to the environment.

Recommendations in terms of sustainability

- **Keep providing economic resources (inputs, materials, tools) and technical resources** to the targeted local implementing partners (national Fair Trade platform in LAC, workers networks in Africa, among others) in order to maintain and consolidate the achievements of the programme, it would be important to, so that processes are consolidated and a sustainability strategy is consciously built.
- **Accompany the SPO and workers networks and unions in the follow-up of their alliances and agreements reached with local institutions and stakeholders** in the framework of the programme, in order to ensure that these commitments are fulfilled and that the efforts and resources invested are not diluted. The long-term presence of the PN is an asset to ensure this sustainability.
- **Maintain knowledge management actions between FTFIN and PNs**, so that the memory of the processes experienced during DCP is maintained.
- **Transfer capacities from FTFIN and PNs towards local stakeholders in fundraising** and relations with donors, governments and NGOs in order to contribute to more economic self-sustainability. This requires promoting the transfer and assumption of responsibilities to the different stakeholders from the very beginning of the programme.

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Annex 2. Evaluation matrix

Evaluation criteria and questions (EQ)	Evaluation sub-questions	Indicators	Source of data
RELEVANCE EQ-1. How relevant is the FTFIN DCP 2018-2021?	EQ1.1. Has the DCP 2018-2021 contributed to ensure the rights of the farmers and workers to a dignified life?	<ul style="list-style-type: none"> ▪ Realization of an initial contextual diagnostic and a need assessment ▪ Alignment of the DCP objectives with identified needs and priorities of the beneficiaries 	<i>Programme document</i> <i>Interviews with FTFIN and PNs teams</i> <i>Programme document</i> <i>Interviews with FTFIN and PNs teams</i>
	EQ1.2. Is the design of the DCP 2018-2021 as programme relevant to address beneficiaries' needs?	<ul style="list-style-type: none"> ▪ Alignment of the DCP objectives with identified needs and priorities of the beneficiaries 	<i>Programme document</i> <i>Interviews with FTFIN and PNs teams</i>
	EQ1.3. To what extent has the DCP 2018-2021 adapted its objectives to meet the need and priorities of the beneficiaries during the covid-19 pandemic period?	<ul style="list-style-type: none"> ▪ Realization of a need assessment to cope with covid-19 pandemic 	<i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i>
COHERENCE EQ-2. How coherent is the FTFIN DCP 2018-2021 with the existing frameworks and policies?	EQ2.1. To what extent is the DCP 2018-2021 coherent with the Finnish development policy?	<ul style="list-style-type: none"> ▪ Alignment with Finnish development policy priorities in terms of : <ul style="list-style-type: none"> - geography, theme, target group, approach - promotion of active citizenship, debate and local ownership -ToC of MFA's support for CSO cooperation 	<i>MFA grant guidelines and regulations</i> <i>- Guidelines for Civil Society in Development Policy (2017)</i> <i>- Guidance Note for the Human Rights Based Approach in Finland's Development Cooperation (2015)</i> <i>- Finnish Government's Human Rights Report and the related Strategy</i> <i>- Theory of Change and Aggregate Indicators for Finland's Development Policy</i> <i>Interviews with FTFIN team</i>
	EQ2.2. To what extend is the DCP 2018-2021 coherent with the Fairtrade system and Fairtrade Theory of Change?	<ul style="list-style-type: none"> ▪ Alignment with FI strategic goals and ToC for 2016-2020 ▪ Alignment with FI programmatic approach ▪ Alignment with FI ways of working ▪ Number of references and visibility of the DCP within the FT movement 	<i>FT 2016-2020 strategy</i> <i>Interviews with FTFIN team and eventually FI staffs</i> <i>Documentation related to programme management at FI level</i> <i>Interviews with FTFIN team and eventually FI staffs</i> <i>Documentation related to ways of working at FI level</i> <i>Interviews with FTFIN team and eventually FI staffs</i> <i>Documentation related to strategy, advocacy and communication at FI and NFOs level</i> <i>Interviews with FTFIN team and eventually FI staffs</i>
		<ul style="list-style-type: none"> ▪ Alignment with FTA and CLAC strategic goals and priorities 	<i>Strategic documents at PNs level</i> <i>Interviews with PNs teams</i>

Evaluation criteria and questions (EQ)	Evaluation sub-questions	Indicators	Source of data
	<p>EQ.2.3. To what extent is the DCP 2018-2021 coherent with the PNs ways of working?</p>	<ul style="list-style-type: none"> ▪ Alignment with PNs programmatic approach ▪ Alignment with PNs ways of working ▪ Number of references and visibility of the DCP within the PN documentation 	<p><i>Documentation related to programme management at PNs level</i> <i>Interviews with PNs teams</i> <i>Documentation related to ways of working at PNs level</i> <i>Interviews with PNs teams</i> <i>Documentation related to strategy, advocacy and communication at PNs level</i> <i>Interviews with PNs teams</i></p>
	<p>EQ.2.4 To what extent is the DCP 2018-2021 coherent with other covid-19 initiatives?</p>	<ul style="list-style-type: none"> ▪ Level of coordination with local initiatives: nature and number of contacts, meetings, strategic work and coordination of the implementation Alignment with the covid-19 Fairtrade relief and resilience funds 	<p><i>Annual reports</i> <i>Interviews with FTFIN and PNs teams, and eventually with FI staffs</i></p>
<p>EFFICIENCY EQ-3. How well the resources of FTFIN DCP 2018-2021 were used and converted to outputs?</p>	<p>EQ3.1. To what extent were the FTFIN financial and human resources used efficiently?</p>	<ul style="list-style-type: none"> ▪ % of disbursed budget towards outputs' achievements Breakdown of expenses towards objectives' achievements ▪ Share of management costs 	<p><i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i></p> <p><i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i></p>
	<p>EQ3.2. How efficient was the management of the DCP with PNs and local stakeholders?</p>	<ul style="list-style-type: none"> ▪ Rationale of allocation of human resources and administration in the programme ▪ Setting-up and implementation of a M&E system (logical framework, content and frequency of reports, availability of data on results, management decisions with reference to specific M&E data/reports) ▪ Setting-up of participatory and flexible decision-making processes between FTFIN and PNs 	<p><i>Programme document</i> <i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i></p> <p><i>Programme document 2018</i> <i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i></p> <p><i>Programme document 2018</i> <i>Annual reports</i> <i>Interviews with FTFIN and PNs teams</i></p>
<p>EFFECTIVENESS EQ-4. What are the outcomes of the FTFIN DCP 2018-2021 compared to its initial objectives?</p>	<p>EQ4.1. What are the outcomes of the DCP (intended and unintended) and what are their value and merit from the perspective of the initial objectives?</p>	<ul style="list-style-type: none"> ▪ % of who perceive that their economic situation has improved ▪ % of producers who perceive that different opinions can be raised and are respected 	<p><i>Annual reports</i> <i>Evaluation reports of national and regional projects</i> <i>Interviews with PNs teams</i></p> <p><i>Annual reports</i> <i>Evaluation reports of national and regional projects</i> <i>Interviews with PNs teams</i></p>
<p>IMPACT EQ-5. What differences/changes has the FTFIN DCP</p>	<p>EQ5.1. To what extent has the DCP 2018-2021 contributed to improve household income, assets and standard of living</p>	<ul style="list-style-type: none"> ▪ % of SPOs which made net profit 	<p><i>Annual reports</i> <i>Evaluation reports of national and regional projects</i> <i>Interviews with PNs teams</i></p>

Evaluation criteria and questions (EQ)	Evaluation sub-questions	Indicators	Source of data
2018-2021 made for the stakeholders and beneficiaries on long-terms?	among smallholder producers and workers?	<ul style="list-style-type: none"> ▪ % of HLOs increasing wages faster than inflation 	<i>Annual reports Evaluation reports of national and regional projects Interviews with PNs teams</i>
	EQ5.2. To what extend has the DCP 2018-2021 contributed to increase environmental sustainability and resilience to climate change?	<ul style="list-style-type: none"> ▪ % of SPOs which have analysed the risks of climate change and have developed an adaptation plan 	<i>Annual reports Evaluation reports of national and regional projects Interviews with PNs teams</i>
	EQ5.3. To what extend has the DCP 2018-2021 increased dignity, confidence and choice for smallholder producers and workers?	<ul style="list-style-type: none"> ▪ % of POs who have engaged in influencing government policy at any level 	<i>Annual reports Evaluation reports of national and regional projects Interviews with PNs teams</i>
SUSTAINABILITY EQ-6. Do the achieved results will last after the end of the FTFIN DCP 2018-2021?	EQ6.1. What is the organizational and financial sustainability of the DCP results?	<ul style="list-style-type: none"> ▪ Effective use of social, cultural environmental or financial guidelines 	<i>Evaluation reports of national and regional projects Interviews with PNs teams</i>
	EQ6.2. To what extend did the DCP 2018-2021 promote fairer & more sustainable consumption?	<ul style="list-style-type: none"> ▪ % of consumers committed to purchase Fairtrade products 	<i>Annual reports Interviews with FTFIN team and other NFOs</i>

Annex 3. List of key interviews

Date	Name	Organisation	Position
18/05/2022	Marion Ng'ang'a	Fairtrade Africa	Programme Manager
24/05/2022	Kipruto Tallam	Fairtrade Africa	MEL Manager
01/06/2022	Susy Pinos	CLAC	Head of Unit Programmes and Projects
06/06/2022	Teemu Sokka	FTFIN	DCP Manager
07/06/2022	Päivi Kovalainen	FTFIN	Former DCP coordinator
07/06/2022	Maija Seppälä	FTFIN	Former DCP coordinator
08/06/2022	Carolina Oleas	CLAC	Programme Manager

Annex 4. Equivalences between programme's outcomes/outputs of the component 2 and projects' outcomes/outputs of the HLO projects

Programme outcomes	Outcome 1: improved terms, condition and rights at work	Outcome 2: increased social dialogue and mature systems of industrial relations	Outcome 2 (and outcome 1 somehow)	Outcomes 1, 2 and outcome 3 (enhanced benefits for workers' communities)
Programme outputs	Output 1: improved labour conditions	Output 2: increased freedom of association	Output 3: enhanced knowledge and capacity ²	Output 4: stronger, well-managed and democratic workers' organisation
Project outputs	Enhanced OHS & environmental protection practices	Increased Capacity of Trade Unions	Increased Capacity of Trade Unions	Al finalizar el proyecto, 90 líderes de la red de trabajadores(as) de los cuáles 20% son mujeres y 10% jóvenes han mejorado su capacidad de gestión y liderazgo en al menos 70%
	Inclusive workplace for people with disability	Strengthened trade union capacity to represent workers in POs	Enhanced OHS & environmental protection practices	
	Improved worker welfare in Fairtrade certified POs	Improved realization of living wage, gender equality and workers' rights	Improved worker welfare in Fairtrade certified wine POs	
	Enhanced awareness of gender equality by management, supervisors and workers		Improved resilience and adaptation to climate change and environmental degradation by Fairtrade-certified tea estates	
	Mejora el relacionamiento entre los(as) trabajadores(as) de plantaciones certificadas y sus empleadores(as)		Enhanced awareness of labour rights, including forced labour, by management and workers	

² The programme output 3 *Enhanced knowledge and capacity* could be considered as a cross-cutting output from the three other programme outputs since it deals with training activities and perception of capacities strengthening on labour right, good governance, OSH etc. (output 1 *Improved labour conditions*) and on trade unions and participatory structures (output 2 *Increased freedom of association* and output 4 *well-managed workers' organization*).

			Greater understanding and commitment by companies towards achieving the living wage	
			Implementada una estrategia de comunicación de la Red de trabajadores(as) para incrementar el reconocimiento de la Red ante sus miembros y otros actores de la cadena de valor.	

Annex 5. Measurement method of indicators', outputs' and outcomes' endline value compared with the initial baseline value

Performance evaluation at indicator level

Since the projects' indicators are mainly quantitative indicators, we propose to determine three levels of performance according to the comparison between the target value and the endline value per indicator reported in the Project Results Matrix of the project final reports from PNs and from the endline evaluation reports.

Endline value compared to target value	100% =< ...	60% < ... < 100%	... < 60%
Performance of the indicator	Achieved	Significantly improved	Slightly improved

Figure 8. Ranking system to evaluate project indicators' performance

If the indicator's endline value is 100% or more than the target value, the indicator's objective is considered as **"achieved"**. If the indicator's endline value is between 60% and 100% of the target value, it is considered that the indicator's value is **"significantly improved"** compared to the baseline. Finally, if the indicator's endline value is less than 60% of the target value, it is considered that the indicator's value is **"slightly improved"** compared to the baseline.

Performance evaluation at programme output level

The performance of each programme output is determined according to the combinations of indicators' performances as presented in the below table.

Combinations of indicators' (#) performances per programme output	Performance of the programme output
60% =< # Achieved AND # Slightly improved < 25%	Achieved
# Achieved > # Significantly improved AND # Slightly improved = 0%	
Other combinations	Significantly improved
# Slightly improved > # Achieved + # Significantly improved	Slightly improved

Figure 9. Ranking system to evaluate project outputs' performance

Thus, for each of the PN projects, the programme outputs and the three cross-cutting topics are evaluated and ranked according to three levels of performance: achieved, significantly improved or slightly improved. This ranking is also done in an aggregate manner in combining all the PN projects in order to get an assessment of the performance at programme level.

Performance evaluation at programme outcome level

In order to evaluate the programme performance at outcome level, the evaluation at output level is complemented i) by a similar evaluation at project outcome level (using the same ranking achieved, significantly improved or slightly improved) in case some project outcomes correspond with programme outcomes, and ii) by an evaluation of the aggregated indicators reported by FTFIN at programme level in the regular programme annual reports. To summarize, the performance evaluation at programme outcome level comprises three sub-evaluations:

1. Evaluation at programme output level
2. Evaluation of the indicators at PNs project outcome level
3. Evaluation of the aggregated outcome indicators reported at programme level by FTFIN

Beyond this quantitative sub-evaluation of indicators, these results are complemented by the qualitative analyses from the programme annual reports from FTFIN, the project final reports from PNs and the endline evaluation reports.



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SAS SalvaTerra
6 rue de Panama
75018 Paris | France
Tél : +33 (0)6 66 49 95 31
Email : info@salvaterra.fr
Web : www.salvaterra.fr

