

Evaluation

Support to Development Research



Evaluation report 2009:3

MINISTRY FOR FOREIGN AFFAIRS OF FINLAND

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Johan Helland
Justine Namaalwa Jjumba
Arne Tostensen

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CONTENTS

PREFACE	v
ACRONYMS	vii
ABSTRACTS	1
Finnish	1
Swedish	2
English	3
SUMMARIES	4
Finnish	4
Swedish	10
English	15
1 INTRODUCTION	23
1.1 This Evaluation	24
1.2 Methodology	25
1.3 Many Aspects of Development Research	27
2 STAKEHOLDERS	30
2.1 Universities	31
2.1.1 UniPID	34
2.1.2 Finnish Society for Development Research	35
2.2 Academy of Finland	36
2.2.1 The Development Research Sub-Committee	37
2.2.2 Development Research Strategy and Cooperation with the MFA	39
2.3 Ministry for Foreign Affairs	41
2.3.1 Development Research Policy in the MFA	43
3 DEVELOPMENT RESEARCH PORTFOLIO	46
3.1 Development Research Managed by the Academy of Finland	49
3.1.1 Policy Relevance	53
3.1.2 Location	54
3.1.3 Cross-cutting Issues	56
3.1.4 Research Cooperation	58

3.2	Commissioned Research Managed by the MFA	60
3.2.1	Selected Commissioned Research Projects	65
3.2.2	Observations and Conclusions	73
3.2.3	Options and Recommendations	76
4	INTERNATIONAL DEVELOPMENT RESEARCH COOPERATION ...	77
4.1	Consultative Group on International Agricultural Research (CGIAR)	77
4.1.1	Centre for International Forestry Research (CIFOR)	80
4.1.2	World Agroforestry Centre (ICRAF)	81
4.1.3	International Food Policy Research Institute (IFPRI)	82
4.1.4	International Livestock Research Institute (ILRI)	83
4.1.5	Observations and Conclusions	84
4.2	United Nations institutions	84
4.2.1	United Nations Research Institute for Social Development (UNRISD)	84
4.2.2	WIDER	86
4.2.3	World Bank	88
4.3	Miscellaneous Research -related Projects	89
4.3.1	ASEF/ASEM Education Hub Programme	90
4.3.2	Center for Global Development (CGD)	90
4.3.3	European Centre for Development Policy Management (ECDPM)	91
4.3.4	Global Development Network (GDN)	91
4.3.5	International Peace Academy (IPA)	92
4.3.6	METLA – IUFRO	92
4.3.7	Nordic Africa Institute (NAI)	93
4.3.8	OECD Development Centre	93
4.3.9	Ralph Bunche Institute for International Studies (RBIIS) ...	93
4.3.10	Biodiversity and Monitoring Programme (MOSSE)	93
4.3.11	Finnish Biodiversity Research Programme (FIBRE)	94
4.3.12	Finnish Global Change Research Programme 1999–2002 (FIGARE)	94

4.3.13 Observations and Conclusions	95
4.4 Support to other Development Research -related Activities	95
4.4.1 Centre for International Mobility (CIMO)	95
4.4.2 Institutional Cooperation Instrument (ICI)	96
4.4.3 Observations and Recommendations	97
5 FINDINGS AND CONCLUSIONS	98
5.1 Thematic Variation	99
5.2 Institutional Distribution	103
5.3 Capacity Building through Research Cooperation	105
5.4 Cross-cutting Issues	105
6 RECOMMENDATIONS	106
REFERENCES	109
ANNEX 1 TERMS OF REFERENCE	112
ANNEX 2 PEOPLE CONSULTED ¹⁾	
ANNEX 3A PROJECTS FUNDED BY THE ACADEMY OF FINLAND ¹⁾	
ANNEX 3B PROJECTS COMMISSIONED BY THE MINISTRY FOR FOREIGN AFFAIRS ¹⁾	

¹⁾Annexes 2, 3A, and 3B are non-edited and contained in the attached CD

TABLES		
Table 1	MFA support to development research, 1998–2008	46
Table 2	MFA funding of development research	48
Table 3	Academy of Finland – funding decisions, 2001–2008. Number of projects by research area	50
Table 4	Academy of Finland – funding decisions, 2001–2008. Distribution of grants by institution	50
Table 5	Academy of Finland – funding decisions, 2001–2008. Research area by institution	51

Table 6	Finnish support to the Consultative Group on International Agricultural Research (CGIAR) by Centre, 1998–2007 (in EUR) ..	79
Table 7	JPOs funded by Finland in the CGIAR system	79
Table 8	Finland's support to UNRISD, 1998–2007	85
Table 9	Finnish contributions to WIDER, 1998–2007	87
Table 10	Finnish support to miscellaneous international research institutions and organisations (in EUR)	90

FIGURES

Figure 1	Public expenditures for research and development, 2009	36
Figure 2	Number of projects and volume of funding of development research (Academy of Finland), 1998–2007	38
Figure 3	Total number of funded projects by the Academy of Finland	52
Figure 4	Average funding in EUR per project (Academy of Finland)	53
Figure 5	Number of projects addressing main topics (Academy of Finland) ..	54
Figure 6	Number of projects in countries included in one or more research projects (Academy of Finland)	55
Figure 7	Countries included in three or more research projects (Academy of Finland)	56
Figure 8	The funding of commissioned research by year, 1998–2008 (in EUR)	61
Figure 9	Total number of commissioned research projects, 1998–2008	62
Figure 10	Average volume funded per commissioned research project (in EUR), 1998–2008	62
Figure 11	Number of main topics of commissioned research projects	63
Figure 12	Number of projects addressing cross-cutting issues, 1998–2008 ...	64
Figure 13	Country focus of commissioned research projects, 1998–2008. Number of projects per country	64
Figure 14	Total volume of funding per topic in commissioned research, 1998–2008 (in EUR)	65

PREFACE

Finland's bilateral support to development research is channelled mainly through two channels, through the Academy of Finland and the commissioned by the Ministry for Foreign Affairs of Finland directly. In the Academy of Finland the selection of research projects is by the academic merits only, provided that the topic relates to development questions. In the annual call for proposals of the Ministry the research areas are defined. Usually the commissioned research proposals are shorter in duration than those financed through the Academy of Finland. In addition to bilateral development research, Finland supports also a number of international research organizations, such as UNU-WIDER and the CGIAR institutions.

The current report is mainly focusing on the bilateral development research and touches only to a limited level the multilateral channels. This evaluation has much of document review and desk-study nature, although it also includes interviews by a number of important stakeholders. A short field visit was done to Kenya and cooperating institutions there. On the basis of this first stage the need for a further, more profound field study will be decided. By looking at the ample information offered by this first stage and by taking into account the evaluation cycles of many of our multilateral development research cooperating organizations, it may also be that information offered by these means are adequate for the time being to further develop the development research modality and portfolio of the Ministry.

This evaluation study was carried out by a senior expert team of the Christian Michelsen Institute of Norway.

Helsinki, 17 June 2009

Aira Päivöke
Director
Development Evaluation



ACRONYMS

ACP	Africa, Caribbean and Pacific group of countries
AEH	ASEM Education Hub
AfT	Aid for Trade
ANAFE	African Network for Agriculture, Agroforestry and Natural Resources Education
ASEF	Asia-Europe Foundation
ASEM	Asia-Europe Meeting
CDI	Commitment to Development Index
AU	African Union
CGD	Center for Global Development
CGIAR	Consultative Group on International Agricultural Research
CIAT	Centro Onternacional de Agricultura Tropical
CIFOR	Centre for International Forestry Research
CIMO	Centre for International Mobility
CIMMYT	Centro Internacional de Mejoramiento de Maiz y Trigo
CIP	Centro Internacional de la Papa
CPF	Collaborative Partnership on Forests
CPI	Corruption Perception Index
CPRM	Conflict prevention, reduction and management
ECTS	European Credit Transfer and Accumulation System
ECDPM	European Centre for Development Policy Management
ECOSOC	UN Economic and Social Council
ECOWAS	Economic Community of West African States
EFI	European Forest Institute
EU	European Union
EUR	euro (€) currency
EVA-11	Development Evaluation, Office of the Under-Secretary of State, MFA
FAO	Food and Agricultural Organization of the UN
FIBRE	Finnish Biodiversity Research Programme
FIGARE	Finnish Global Change Research Programme
FIM	Finnish markka currency
GDN	Global Development Network
GDP	Gross Domestic Product
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HRBAD	Human rights-based approach to development
ICARDA	Centre for Agricultural Research in the Dry Areas
ICI	Institutional Cooperation Instrument
ICRAF	World Agroforestry Centre
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IFPRI	International Food Policy Research Institute

IITA	International Institute of Tropical Agriculture
ILRI	International Livestock Research Institute
IPA	International Peace Academy
IPI	International Peace Institution
IPPR	Institute for Public Policy Research
IRRI	International Rice Research Institute
IUFRO	International Union of Forest Research Organisations
IWMI	International Water Management Institute
JPO	Junior Professional Officer
KCP	Knowledge for Change (World Bank research programme)
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
METLA	Finnish Forest Research Institute
METSO	Forest Biodiversity Programme for Southern Finland 2003–2007
MFA	Ministry for Foreign Affairs of Finland
MOSSE	Biodiversity and Monitoring Programme (Finland)
MTT	Agrifood Research Finland
MTK	Central Union of Agricultural Producers and Forest Owners
NAI	Nordic Africa Institute
NIAS	Nordic Institute of Asian Studies
NGO	Non-Governmental Organization
ODA	Official Development Aid
OECD	Organisation for Economic Cooperation and Development
OECD/DAC	Development Assistance Committee of OECD
RBIIS	Ralph Bunche Institute for International Studies
R&D	Research and Development
SADC	Southern African Development Community
SANORD	The Southern African-Nordic Centre
Sida	Swedish international development cooperation agency
SITRA	Finnish Innovation Fund
SPDC	Special Programme for Developing Countries (of IUFRO)
STAKES	National Research and Development Centre for Welfare and Health
STU	Unit for Policy Planning and Research, MFA
SYKE	Finnish Environment Institute
TEKES	Finnish National Technology Agency
TB	Tuberculosis
THL	National Institute for Health and Welfare
UM	Ulkoasiainministeriö; Utrikesministeriet
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Family Planning Association
UNICEF	United Nations Children's Fund
UniPID	University Partnership for International Development
UNRISD	United Nations Research Institute for Social Development

UNU	United Nations University
UNU/IAS	United Nations University/Institute of Advanced Studies
UNU-WIDER	United Nations University/World Institute for Development Economics Research
USD	United States Dollar currency
VITRI	Viikki Tropical Resources Institute, University of Helsinki
WARDA	African Rice Center
WFP	World Food Programme
WFSE	World Forests, Society and Environment
WHO	World Health Organization
WIDER	World Institute for Development Economics Research
WTO	World Trade Organization



Kehitystutkimustuen evaluointi

Johan Helland, Justine Namaalwa Jjumba ja Arne Tostensen

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TIIVISTELMÄ

Tämän suomalaisen kehitystutkimuksen arvioinnin toimeksiantajana on Suomen ulkoasiainministeriö (UM), joka tukee (a) kehitysmaissa vallitsevan tilanteen tutkimusta, (b) kansainvälisen avustustoiminnan tutkimusta, (c) kehitysmaissa yksityishenkilöiden ja instituutioiden kanssa tehtävää tutkimusyhteistyötä ja (d) avustustoimintana harjoitettavaa tutkimusta, johon kuuluu myös kapasiteetin luomista ja investointeja kehitysmaissa toimiviin tai kansainvälisiin tutkimuslaitoksiin.

UM jakaa noin puolet kehitystutkimusbudjetista projektiapurahoina suomalaisille tutkijoille ja loppuosan budjettitukena kansainvälisille tutkimuslaitoksille. Suomessa pääosaa tuesta hallinnoi Suomen Akatemia, ja jonkin verran varoja varataan UM:n johtamiin tilaustutkimuksiin. Edellinen arviointi luonnehti Akatemian projekteja liian pieniksi ja hajanaisiksi, mikä on johtanut projektien laajentumiseen ja niiden keston pidentymiseen. Akatemia käyttää kaikissa projekteissa vakiotyypisiä laadunvarmistusmenetelmiä. Myös tilaustutkimus on laadultaan hyvän akateemisen tutkimuksen tasoista, mutta suurimmalta osin se ei kuitenkaan tuota käyttökelpoisia toimintaohjeita. Todeksi ongelmista merkittävimmät liittyvät tilaustutkimuksiin ja tutkimusyhteistyöhön. Suosituksena on, että tilaustutkimukset korvattaisiin käynnissä olevia prosesseja arvioivilla (formatiivisilla) tutkimuksilla, jotta kehitysapuhankkeiden tutkimuksen, suunnittelun, toteutuksen ja valvonnan yhteys selkeytyisi. Jokaisesta tuettavasta projektista olisi myös laadittava lyhyt policy brief -julkaisu. Tutkimusyhteistyö on kuitenkin todettu suurimmaksi haasteeksi. Sen merkitystä koskeva yleinen periaatesopimus on voimassa, mutta tätä tarkoitusta palvelevat tukitoiminnot ovat riittämättömät. Asianmukaiset toimintaperiaatteisiin liittyvät johtopäätökset on tehtävä, ja tutkimusyhteistyön tukemiselle on annettava sopiva muiden Pohjoismaiden noudattamia toimintatapoja vastaava institutionaalinen määrittely.

Avainsanat: Suomen kehitysapu; kehitystutkimus; evaluointi; tilaustutkimus

Utvärdering av Utvecklingsforskning

Johan Helland, Justine Namaalwa Jjumba och Arne Tostensen

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ABSTRAKT

Denna utvärdering av den finska utvecklingsforskningen har beställts av det finländska utrikesministeriet (UM), som stöder (a) forskning i utvecklingsländernas situation; (b) forskning i det internationella biståndssystemet (c) forskningssamarbete med individer och institutioner i utvecklingsländer och (d) forskning som bistånd, vilket inkluderar kapacitetsuppbyggnad och -investeringar i utvecklingsländer eller internationella forskningsinstitutioner.

UM distribuerar cirka hälften av utvecklingsforskningens budget som projektbidrag till finska forskare och överskottet som budgetstöd till internationella forskningsinstitutioner. I Finland administrerar Finska Akademien det mesta av stödet. UM reserverar vissa medel för uppdragsforskning som det själv styr. En tidigare utvärdering har beskrivit Akademiens projekt för små och fragmenterade. Detta har man ändrat på och nu är projekten mer omfattande och långvarigare. Akademien tillämpar allmänt erkända kvalitetssäkringsprocedurer på alla projekt. Uppdragsforskningen är också av god akademisk kvalitet, men misslyckas till stor del med att erbjuda operativa råd. De huvudsakliga problemen som har upptäckts rör uppdragsforskning och forskningssamarbete. Det rekommenderas att uppdragsforskningen ersätts av utvecklande processforskning, som förenar forskning, planering, genomförande och övervakning av utvecklingsinterventioner mer tydligt. Dessutom bör det finnas krav på att alla projekt som stöds ska ta fram korta policysammanfattningar. Den största utmaningen rör dock forskningssamarbetet. Det finns en allmän politisk överenskommelse om dess betydelse, men stödstrukturerna som har satts upp för detta ändamål är otillräckliga. Korrekta policyslutsatser måste dras och stödet för forskningssamarbete måste ges lämpliga institutionella uttryck som överensstämmer med de andra nordiska ländernas linjedragningar.

Nyckelord: finländskt utvecklingsbistånd; utvecklingsforskning; utvärdering; uppdragsforskning

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ABSTRACT

This evaluation of Finnish development research was commissioned by the Ministry for Foreign Affairs of Finland (MFA), which supports (a) research on the situation of developing countries; (b) research on the international aid system; (c) research cooperation with individuals and institutions in developing countries; and (d) research-as-aid, including capacity building and investments in developing country or international research institutions.

The MFA distributes about half of the development research budget through project grants to Finnish researchers and the balance as budget support to international research institutions. In Finland most of the support is administered by the Academy of Finland; the MFA reserves some funds for commissioned research directed by the MFA. A previous evaluation characterised Academy projects as too small and fragmented; this has changed to larger and longer-lasting projects. The Academy applies standard quality assurance procedures to all projects; the commissioned research is also of good academic quality, but largely fails to provide operational advice. The main problems identified concern commissioned research and research cooperation. It is recommended that commissioned research be replaced by formative process research, to make the connection between research, planning, implementation and monitoring of development interventions more explicit. Furthermore, all projects supported should be required to produce short policy briefs. The main challenge identified, however, concerns research cooperation. There is general policy agreement about its importance but the support structures put in place for that purpose are inadequate. The proper policy implications must be drawn and support for research cooperation be given proper institutional expression, along the lines of other Nordic countries.

Keywords: Finnish development aid; development research; evaluation; commissioned research

YHTEENVETO

Johdanto

1. Tämä arviointi on laadittu ulkoministeriön (UM) toimeksiannosta vuonna 1998 tehdyn suomalaisen kehitystutkimuksesta laaditun itsenäisen arvioinnin seurantatoimena.
2. Tämä arviointi perustuu UM:n toimeksiannosta erikseen kerättyihin tietoihin edellisen arvioinnin jälkeisen UM:n kehitystutkimuksen rahoituksen selvittämiseksi.

Menetelmät

3. Terms of Reference -julkaisumme (ToR) määrittelee tämän arvioinnin sen taustatutkimuksesta saaduista aineistoista tehdyksi kirjoituspöytätyöksi. Sitä on täydennetty UM:n virkamiesten ja avustajien sekä Suomen Akatemian ja muutamien suomalaisissa yliopistoissa työskentelevien henkilöiden haastatteluin. Työryhmän ugandalainen jäsen vieraili Kenian instituutioissa saadakseen tietoa kehitysmaatutkijoiden näkemyksistä.
4. Kehitystutkimus voi liittyä aliaihepiireihin, joissa tarkastellaan kehitysmaissa tapahtuvaa muutosta seuraavin eri tavoin:
 - sellaisia aiheita ja olosuhteita koskeva strateginen tai soveltava tutkimus, jotka edistävät kahdenvälisiä tai monenkeskisiä kehitysyhteistyöhankkeita, muun muassa
 - käynnissä olevaa prosessia arvioiva (formatiivinen) tutkimus, johon sisältyy pitkän aikavälin sitoutuminen kehitysapuprojektin (monialaiseen) tutkimusryhmään tavoitteena ymmärtää muutosprosessi ja sen ilmentymät
 - tutkimuslaitosten kanssa kehitysmaissa tehtävä tutkimusyhteistyö tutkimuskapasiteetin luomiseksi ja tutkimustyön laadun parantamiseksi
 - kehitysaputoimintana harjoitettava tutkimustyö, johon sisältyvät kaikki tutkimuskapasiteetin luonnin ja kehitysmaiden instituutioiden pätevyyden lisäämisen edellyttämät panostukset. Kehitysapuna harjoitettavan tutkimuksen erityismuoto on kansainvälisille tutkimuslaitoksille ja kansainväliseen yhteistyöhön myönnettävä tuki.

Sidosryhmät

5. Suomessa harjoitettavan kehitystutkimuksen tärkeimmät sidosryhmät ovat yliopistot ja (näitä vähäisemmässä määrin) valtion tutkimuslaitokset. Kansainvälisen yhteistyön tärkeä merkitys heijastuu selvästi sidosryhmien strategioihin, mutta vai pieni osuus näistä toimista kohdistuu kehitysmaihin.
6. Yliopistojen järjestämät tutkimus- ja tutkijakoulutusohjelmat ovat selvä ilmaus mielenkiinnosta kehitystutkimukseen ja ainut suomalaisen kehitystutkimuksen jatkuvuuden mittari. Yliopistot ovat tutkimustoiminnan, myös kehitystutkimuksen, perustoympäristö. Tutkijakoulutuksen merkitystä on korostettava.
7. Suomen yliopistot ovat suuren uudistuksen kynnyksellä. On epätodennäköistä, että millään Suomen yliopistoista olisi varaa toteuttaa kehitystutkimusta koskeva aktiivinen tutkimus- ja koulutusohjelma ilman ulkopuolista tukea.

8. Suomen 20 yliopistosta ne 14, joissa on kiinnostusta kehitystutkimukseen, muodostavat UniPID-kumppanuusverkoston. Verkosto on keskittynyt periaate- ja informaatiokysymyksiin, eikä sillä ole vielä ollut suurta roolia kehitystutkimuksessa.

9. Kehitystutkimuksen seura on laajapohjainen asiantuntijayhteisö, joka järjestää vuosittain kansainvälisen kehitystutkimuskonferenssin.

10. Suomen Akatemia on yliopistojen tutkimusohjelmien päärahoittajia. UM antaa kehitystutkimukseen käytettäväksi tarkoitetun kolmen miljoonan euron vuosivastustuksen. Lisäksi yliopisto-organisaatiot ja kehitystutkimukset ovat tärkeitä julkisia panostuksia kehitystutkimukseen.

11. Suomen Akatemia pyytää vuosittain ehdotuksia kehitystutkimusprojekteiksi. Ehdotusten on oltava Suomen kehitysyhteistyöperiaatteiden mukaisia, mutta tätä vaatimusta tulkitaan väljästi kriittisten näkökulmien ja innovatiivisten ideoiden esille pääsyn rohkaisemiseksi. Tärkeintä ovat akateeminen kiinnostus ja tutkimuksen laatu. Vuoden 1998 arvioinnissa esitetyn hajanaisuuden vähentämiseksi projekteja hyväksytään nykyään rahoitettaviksi lukumääräisesti entistä vähemmän ja hyväksyttävät projektit ovat entistä laajempia ja pitkäkestoisempia. Suomalaisten tutkimuslaitosten ja eteläisten maiden instituutioiden välisen aidon tutkimusyhteistyön puute on edelleen haaste.

12. Vuonna 2006 Suomen Akatemia julkaisi Kehitystutkimuksen strategia -asiakirjan. Pääaiheena on, miten tiukasti kehitystutkimus pitäisi sitoa kehitysapuperiaatteisiin. Tutkimusaiheet olisi valittava ensi sijassa akateemisen kiinnostuksen ja ansioiden perusteella; politiikalle voi antaa merkitystä, mutta sen ei pitäisi koskaan olla ensisijaisena valintaperusteena. Projektien ei tarvitse rajoittua Suomen tärkeimpiin yhteistyömaihin. Strategiassa hyväksytään, että instituutioidenvälistä yhteistyötä ja tutkimusyhteistyötä varten tarvitaan erillinen rahoitusjärjestely.

13. UM:n tutkimuspolitiikan pääaiheena on, miten ministeriö voi hyödyntää kehitystutkimusta entistä paremmin. Siksi ministeriön oma strategiajulkaisu keskittyy ensi sijassa lyhyistä (3–12 kuukauden pituisista) projekteista koostuvaan tilaustutkimukseen, jonka on oltava aiheiltaan merkityksellistä mutta ei vielä yksittäisten ongelmien ratkaisemiseen tarkoitettua.

14. Kolmas suomalaisen kehitystutkimuksen tukikanava on kehitysapuna harjoitettava tutkimustoiminta, joka toteutetaan kansainvälisille tutkimuslaitoksille myönnettävien pitkän aikavälin vuosivastustusten tai yksittäisprojektien tukemisen avulla. Kehitysapuna harjoitettavan tutkimuksen tutkimuspuoli jää usein väheksytyksi, mutta siinä tarvitaan asiantuntevaa taustaverkostoa, jollaista ei ole yleensä käytettävissä kehitysyhteistyöprojekteja johtavassa yksikössä.

Kehitystutkimuskanta

15. UM on vuodesta 1998 alkaen käyttänyt kehitystutkimukseen noin 58 miljoonaa euroa. Tämän toiminnan kaksi pääkanavaa ovat Suomen Akatemia ja UM:n omat vuosittaiset tilaustutkimuksia koskevat haut. Kehitystutkimuksen tuki jakautuu lähes tasan kotimaisten ja kansainvälisten saajien kesken. Suomi antaa tukemilleen kansainvälisille instituutioille vapaasti eri tarkoituksiin käytettäviä perusapurahoja.

16. Kotimainen tutkimustuki myönnetään yleensä projektiapurahoina. Kotimainen tuki jaetaan Suomen Akatemian välityksellä tutkimustoiminnan muun apurahatuen

myöntämisperiaatteiden mukaisesti. Näiden tukien myöntäminen perustuu tutkijan hakemukseen ja omaan tutkimukselliseen kiinnostukseen.

17. Kehitystutkimuskanta on institutionaalisesti erittäin keskittynyt, sillä vuodesta 2001 lukien kahden yliopiston saama osuus projektiapurahojen kokonaismäärästä on ollut puolet ja neljän yliopiston osuus lähes kolme neljäsosaa kaikista apurahoista.

18. Metsäntutkimuksella on keskeinen asema Suomen Akatemian apurahojen kohteena, mikä kuvastaa tutkimuskapasiteetin yhteyttä yhteen suomalaisen yhteiskunnan tärkeistä sektoreista. Samankaltaisia yhteyksiä on myös joillakin muilla aloilla, esimerkiksi terveydenhoitoalalla, ympäristöasioissa, hallinnossa ja ihmisoikeuksissa.

19. Sen maaryhmän, jonka maissa on toteutettu lukumääräisesti eniten projekteja, ja sen maaryhmän, johon kuuluvien maiden kanssa Suomella on kahdenväliset kehitysyhteistyösuhteet, välillä ei ole selvää yhteneväisyyttä. Suomen Akatemia on periaatteidensa mukaisesti torjunut UM:n määrittämän maantieteellistä keskittymistä suosivan politiikan soveltamisen.

20. Projektien otsikoiden ja abstraktien perusteella arvioiden – avainkäsitteisiin turvautumatta – on selvää, että kehitysyhteistyöpolitiikan laaja-alaisia aiheita (kuten sukupuolen merkitystä) ei pidetä tutkimuksessa laaja-alaisina aiheina. Vaikeus vastata joihinkin näistä keskeistä kysymyksistä tuo esille tarpeen laatia suomalaisten kehitystutkimushankkeiden rekisterin, jota suositeltiin myös vuoden 1998 arvioinnin yhteydessä.

21. Suomen Akatemian kehitystutkimusstrategia vuodelta 2006 on yllättävän passiivinen tutkimusyhteistyön osalta ja jättää vastuun tutkimusyhteistyöstä UM:lle. Tällä hetkellä ei ole voimassa mitään muissa Pohjoismaissa noudatettavia toimintatapoja vastaavaa instituutioidenvälistä sopimusta tutkimusyhteistyön edistämisestä eikä tutkimuskapasiteetin luomisesta. Tämä aukko suomalaisessa kehitystutkimuksessa on yllättävä.

Tilautukset

22. Yhteensä 96 projektia on rahoitettu tilautukseen tarkoitettuina varoin. Projektien lukumäärä on vaihdellut. Projektikohtaisen rahoituksen määrä on vuodesta 2001 lukien vakiintunut 60 000–80 000 euron tasolle. Jakaumassa suurin osuus on sosiaalitieteillä, jotka ovat laaja ryhmä. Suuressa osassa projekteja käsitellään laaja-alaisia aiheita. HIV/AIDS-ongelmaa ei kuitenkaan ole käsitelty. Suomen tärkeimpien kumppanuusmaiden osuus tilautuksista näyttää olevan suurempi kuin se on Suomen Akatemian projektikannasta.

23. Olemme ottaneet kahdeksan julkaisun näytteen riippumattomien tarkastajien tekemää laadunarviointia varten. Tarkastajat havaitsivat tutkimusten antavan hyvän yleiskuvan niissä käsitellyistä aiheista sekä sisältävän uusinta kehitystä vastaavan lähdeviiteluettelon. Tutkimuksista saatuja toimintapolitiikkaan liittyviä vaihtoehtoja ja ohjeita ei ole sovitettu tiukasti UM:n toiminnallisiin tarpeisiin.

24. Vaihtoehtona voisi olla käynnissä olevaa prosessia arvioiva eli formatiivinen tutkimus. Tämä on luonteeltaan valvontaa, jossa tutkijat dokumentoivat muutosprosessin ja projektin toteuttamiseen sisältyvien kehityshankkeiden havaitun vaikutuksen tuottaakseen sidosryhmille operatiivisesti merkittävää tietoa, analyyskejä ja ohjeita.

Aihekohtaiset raportit, helposti omaksuttavat policy brief -julkaisut ja kasvotusten tapahtuva tiedottaminen auttavat ohjaamaan projektin toteutusta haluttuun suuntaan. 25. On suositeltavaa, että käynnissä olevaa prosessia arvioiva tutkimus testataan pilottitutkimuksen avulla. Policy brief -julkaisujen laatiminen on tarpeellista kaikissa soveltavissa kehitystutkimuksissa.

Kansainvälinen kehitystutkimus

26. Suomi on myöntänyt vapaasti käytettäviä perusapurahoja 13,5 miljoonan euron arvosta neljälle Consultative Group on International Agricultural Research -tutkimuslaitoksen (CGIAR) tutkimuskeskukselle. Suomalaiset professorit ovat edustaneet maamme CGIAR:n vuosittaisessa yleiskokouksessa, ja yksi professori on parhaillaan ICRAF:n johtokunnan jäsenenä.

27. CGIAR:n tutkimuskeskusten valinta perustuu osittain Suomen omien tutkimustraditioiden vahvuuteen ja osittain suomalaisen kehitysapupolitiikan tavoitteisiin, joita ovat esimerkiksi köyhyyden vähentäminen, elintarviketurvallisuus ja ympäristön kestävä kehitys.

28. Suomi tuki United Nations Research Institute for Social Development -tutkimuslaitosta (UNRISD) suurimman osan aikavälistä 1998–2007 mutta lopetti tukensa vuonna 2006 näennäisesti keskittääkseen tukensa UNU-WIDER-organisaatiolle.

29. UNU-WIDER-tutkimuslaitos perustettiin Helsingissä vuonna 1984 Suomen hallituksen myöntämän perustamismäärärahan turvin. On kiinnostavaa todeta, että sen kosketuspinta suomalaisen tutkimusyhteisöön on ollut varsin rajallinen.

30. Vuosien ajan Suomi on tukenut Maailmanpankin suurta tutkimushanketta, jonka nimi on Knowledge for Change Programme (KCP). KCP-tutkimusta arvioitiin vuonna 2007, ja yleisjohtopäätökseksi tuli, että se on toiminut hyvin.

31. Suomi on vuosien kuluessa antanut projektitukea lukuisille organisaatioille ja instituutioille. Arviointiryhmä toteaa, että tuetut hankkeet vaihtelevat suuresti luonteeltaan ja laajuudeltaan. Useat niistä ovat paremminkin tutkimukseen liittyviä verkostoja tai kannatustoimia kuin varsinaista tutkimustoimintaa.

Muut tukilajit

32. Opetusministeriöön kuuluva Kansainvälisen liikkuvuuden ja yhteistyön keskus (Centre for International Mobility – CIMO) on hallinnoinut UM:n puolesta kahta kehitysmaiden korkean asteen opetukseen keskittyvää ohjelmaa. Vuonna 2006 tehdyn arvioinnin johtopäätös oli, että ohjelma oli onnistunut merkittävästi edistämään opiskelija- ja opettajavaihtoa sekä parantamaan opinto-ohjelmia. Nämä ohjelmat eivät ole tutkimustyöhön kannustavia. Arvioinnissa ehdotettiin tutkimusyhteistyön sisällyttämistä ohjelmiin. Kannatamme tätä ehdotusta voimakkaasti.

33. UM on perustanut instituutioiden välisen kehitysyhteistyön välineen (Institutional Cooperation Instrument – ICI) pohjoisen ja etelän välistä yhteistoimintaa varten, jotta kumppanuusmaiden julkisen sektorin instituutiot voisivat parantaa toimintaedellytyksiään hyödyntämällä Suomen julkisen sektorin vastaavien instituutioiden asiantuntemusta. Vuodesta 2010 lukien Suomen yliopistot eivät enää ole valtion laitoksia eikä siksi enää voi saada ICI:n tukea. Pohjoisen ja etelän välisen kehitystutkimuksen näkökulmasta tämä on suuri ongelma.

Johtopäätökset

34. Suomi tukee kansainvälisiä tutkimusorganisaatioita vapaasti käytettäväksi myönnettävin perusapurahoin Suomen omien kehitysyhteistyöperiaatteiden mukaisesti, mikä osittain kuvastaa Suomen omia kokemuksia ja erityisintressejä. Metsäntutkimuksen erityisasema ei siksi ole yllätys.

35. Kotimaassa suurin osa UM:n kehitystutkimustuesta ohjautuu Suomen Akatemian kautta ilman aihepiirikohtaisia tai institutionaalisia sidonnaisuuksia. Aihepiiri- tai instituutiokohtainen apurahojenjako kuvastaa suomalaisten tutkimuslaitosten kiinnostuksen suuntautumista ja aktiivisuustasoa.

36. Tilaustutkimuksiin myönnettyt apurahat ovat lyhytaikaisia ja UM:n valitsemia aihepiirejä koskevia. Niiden avulla saadaan tuoreinta tietoa kohdeaihepiireistä, mutta UM ei kuitenkaan saa niistä luotettavia toimintaohjeita.

37. Suomalaisen kehitystutkimuksen kohdejakaumalla ei ole lujaa sidonnaisuutta Suomen kehitysyhteistyöpolitiikan aihepiireihin. Suomen tukemassa kansainvälisessä kehitystutkimuksessa laajat aihepiirit limittyvät. Tämän tutkimuksen tulokset julkaitaan kansainvälisen yhteisön hyödynnettäväksi, ja ne voivat olla hyödyllisiä tai hyödyttömiä yksittäisten toimintaperiaatteiden kannalta. Jatkuvuus riippuu kansainvälisen tutkimushankkeen oikeutuksen tunnustamisesta.

38. Suomalaisten kehitysyhteistyöperiaatteiden laaja-alaiset aiheet eivät esiinny suomalaisen kehitystutkimuksen laaja-alaisina aiheina.

39. Toimintapolitiikan tasolla on voimassa täysi yhteisymmärrys tutkimusyhteistyön eduista ja tarpeesta, mutta käytännössä mitään siihen kannustavia johdonmukaisia toimia ei ole käytössä.

Suosituksukset

40. Suomen ja eteläisten maiden välistä kannustavaa ja sopeuttavaa tutkimusyhteistyötä tarvitaan kiireellisesti. Tämä voidaan tehdä joko rationalisoimalla nykyisiä järjestelyjä tai uudistamalla niitä tahi ottamalla käyttöön uusi, tähän tarkoitukseen mukautettu käytäntö. Muiden Pohjoismaiden kokemusta hyödyntävä UniPID-verkosto voisi olla sopiva kumppani tämän pyrkimyksen toteuttamiseen.

41. Suosittelemme, että Suomi pyrkisi entistä määrätietoisemmin varmistamaan edustuksensa taloudellisesti tukemiensa CGIAR-tutkimuskeskusten johtoelimissä ja että suomalaisia asiantuntijoita aktiivisesti kannustettaisiin hakeutumaan näiden tutkimuskeskusten tutkimustehtäviin.

42. Suosittelemme, että kansainvälistä tutkimusyhteistyötä tarkastellaan ja valvotaan entistä tarkemmin kaikissa UM:n elimissä alueelliset osastot mukaan luettuina. Monenkeskisten tutkimuslaitosten tukemisen perussyyt olisi ilmoitettava selkeästi, ja olisi painotettava selvästi näiden laitosten harjoittaman tutkimuksen luonnetta eikä vain niiden monenkeskistä asemaa.

43. Suosittelemme Suomen Akatemian ja UM:n välisen hedelmällisen yhteistyösuhteen jatkamista kehitystutkimuksen rahoituksessa. Akatemian kautta ohjautuvan rahoituksen vuosittaisen määrän kasvattaminen on tarkoituksenmukaista. Tästä on hyötyä erityisesti pitkäaikaista kenttätöitä edellyttävissä tutkimushankkeissa, joihin kohdennetaan tohtoritason tutkijoille tarkoitettuja pitkäaikaisapurahoja. Samoin, jos havaitaan tietä-

mys- ja kapasiteettipuutteita, lisävaroja voisi olla kohdennettavissa tilanteen korjaaviin tilapäisiin tukitoimiin. Suomalaisen kehitystalouden tila näyttää esimerkilliseltä.

44. Suosittelemme, että käynnissä olevaa prosessia arvioiva tutkimusprojekti toteutetaan pilottiprojektina ja että policy brief -julkaisujen laatimista edellytetään kaikkien tilaustutkimusten tekijöiltä.

45. Suosittelemme voimakkaasti, että UM perustaisi kehitystutkimusprojektirekisterin tutkimustulosten säilyttämisen ja hakemisen helpottamiseksi.

SAMMANFATTNING

Introduktion

1. Denna utvärdering har beställts av utrikesministeriet (UM) som en uppföljning till den år 1998 utförda oberoende utvärderingen av den finska uppdragsforskningen.
2. Denna utvärdering är beroende av en separat datainsamlingsövning som har beställts av UM för att kartlägga UM:s finansieringar av utvecklingsforskning sedan den föregående utvärderingen.

Metodik

3. I vår uppdragsbeskrivning (ToR) definieras denna utvärdering som en teoretisk granskning av materialet som togs fram i bakgrundsstudien. Materialet har utökats med intervjuer med departementssekreterare och rådgivare vid UM och Finska Akademien samt med ett fåtal arbetare vid finska universitet. Vår medlem i arbetsgruppen i Uganda har besökt institutioner i Kenya för att få synpunkter från forskare i utvecklingsländer.
4. Utvecklingsforskning kan avse underkategorier som på olika sätt angriper den aktuella förändringen i utvecklingsländerna, som till exempel:

- strategisk eller tillämpad forskning i frågor och tillstånd som främjar det bilaterala eller multilaterala utvecklingssamarbetet, inklusive;
- utvecklande processforskning, som inbegriper en långsiktig anknytning av ett (tvärvetenskapligt) forskningsteam till ett utvecklingsbistandsprojekt i syfte att få förståelse för förändringsprocessen och hur den gestaltar sig;
- forsknings-samarbete med forskningsinstitutioner i utvecklingsländer för att bygga upp kapacitet och förbättra forskningen;
- forskning som bistånd, vilket innebär en hel rad nödvändiga investeringar för att utveckla forskningskapaciteten och förbättra konkurrensen vid institutionerna i utvecklingsländerna. En speciell typ av forskning som bistånd är det stöd som ges till internationella forskningsinstitutioner och internationellt samarbete.

Intressenter

5. De huvudsakliga intressenterna i utvecklingsforskning i Finland är universiteten och (i mindre utsträckning) statens forskningsinstitut. Internationellt samarbete är en prioritet som reflekteras väl i deras respektive strategier, men endast en liten andel av dessa aktiviteter riktas mot utvecklingsländerna.
6. Organiserade studie- och forskarutbildningsprogram vid universitet är ett gott tecken på att det finns intresse för utvecklingsstudier. De är också det enda måttet på hållbarhet när det gäller utvecklingsforskning i Finland. Universiteten representerar den grundläggande infrastrukturen för forskning, inklusive utvecklingsforskning. Vikten av forskningskolor måste betonas.
7. Finländska universitet befinner sig på tröskeln till en större reform. Det är osannolikt att något universitet i Finland kan ha råd med aktiv forskning och utbildningsprogram inom utvecklingsforskning utan stöd utifrån.
8. UniPID är ett samarbetsnätverk för utvecklingsforskning mellan 14 av 20 universitet

i Finland. Nätverket har fokuserat på politiska frågor och informationsfrågor och det har inte än haft någon större betydelse för utvecklingsforskningen.

9. Föreningen för utvecklingsforskning i Finland är en bred professionell förening som varje år organiserar en internationell konferens om utvecklingsforskning.

10. Finska Akademien är en betydande källa för finansieringen av universitetens forskningsprogram. UM bistår årligen med 3 miljoner euro som är öronmärkta för utvecklingsforskning. Dessutom är universitetens infrastruktur och utvecklingsstudier viktiga allmänna investeringar i utvecklingsforskningen.

11. Finska Akademien anordnar årliga inbjudan att lämna förslag för utvecklingsforskning. Förslagen måste vara relevanta för Finlands utvecklingssamarbetspolitik, men detta krav tolkas brett för att motivera kritiska perspektiv och innovativa idéer. Akademiskt intresse och kvalitet är viktigast av allt. Färre, större och mer långvariga projekt accepteras nu för att man ska kunna bemöta den fragmentering som diskuterades i 1998 års utvärdering. Bristen på genuint forskningssamarbete mellan finländska forskningsinstitutioner och institutioner i Syd är fortfarande en utmaning.

12. 2006 utfärdade Finska Akademien en politik för utvecklingsforskning. Det största övervägandet är hur nära knuten utvecklingsforskningen bör vara till utvecklingsstödspolitiken. Forskningsteman bör i första hand väljas på basis av akademiskt intresse och meriter. Den politiska relevansen kan övervägas, men ska aldrig ha företräde. Projekten ska begränsas till Finlands huvudsakliga samarbetsländer. I strategin erkänns behovet av ett separat finansieringsinstrument för institutionellt samarbete och forskningssamarbete.

13. En viktig fråga i UM:s forskningspolitik är hur UM bättre kan utnyttja utvecklingsforskningen. Ministeriets eget strategidokument fokuserar därför i huvudsak på uppdragsforskningen, som inbegriper korta (3–12 månader långa) projekt med relevanta teman men dock inte utformade för att lösa specifika problem.

14. En tredje kanal för finländskt utvecklingsforskningsstöd innefattar forskning som bistånd, som organiseras som långsiktiga årliga subventioner till internationella forskningsinstitutioner eller som specifikt projektstöd. Forskningsdimensionen i forskning som bistånd förbises ofta, men den kräver professionell assistans som vanligtvis inte finns inom enheterna som leder utvecklingssamarbetsprojekt.

Utvecklingsforskningens portfölj

15. UM har lagt ut cirka 58 miljoner euro som stöd för utvecklingsforskningen sedan 1998. De två viktigaste kanalerna är Finska Akademien och UM:s egna årliga inbjudan till uppdragsforskning. Stödet för utvecklingsforskning delas nästan lika mellan inhemska och internationella mottagare. Internationellt ger Finland obegränsade anslag till de stödda institutionerna.

16. Projektbidrag är det vanligaste tillvägagångssättet när det gäller inhemskt forskningsstöd. Den största delen av det inhemska stödet ges av Finska Akademien enligt riktlinjerna för andra forskningsbidrag. De är forskarinitierade och återspeglar forskarnas intressen.

17. Det finns en anmärkningsvärd institutionell koncentration inom utvecklingsforskningen, där två universitet tagit emot hälften av projektstöden sedan 2001, eller där fyra universitet fick nästan tre fjärdedelar av allt stöd.

18. Skogsvetenskapliga forskningen upptar en central plats i Akademiens stöd. Den representerar en förening mellan forskningskapacitet och en viktig sektor i det finländska samhället. Liknande överlappningar kan ses i några av de andra tematiska fälten, som till exempel hälsovård, miljö, ledning och mänskliga rättigheter.

19. Det finns inget klart samband mellan de länder som agerat som värd för flest antal projekt och de länder med vilka Finland har bilaterala utvecklingsrelationer. Akademien har avvisat UM:s preferenser gällande geografisk koncentration som en politisk fråga.

20. Enligt en bedömning av projekttitlar och sammandrag – utan tillgång till nyckelord – är det klart att de övergripande frågorna inom utvecklingspolitiken (som till exempel genus) inte behandlas som övergripande frågor inom forskningen. Svårigheten att besvara några av dessa viktiga frågor understryker behovet av behörig registrering av den finländska utvecklingsforskningen, vilket också rekommenderades i 1998 års utvärdering.

21. Akademiens utvecklingsforskningsstrategi från 2006 är förvånansvärt passiv beträffande forskningssamarbete för vilket ansvaret lämnas över till UM. I nuläget finns det inget institutionellt arrangemang för främjande av forskningssamarbete och kapacitetsuppbyggnad likt riktlinjerna i de andra nordiska länderna. Detta tomrum i den finländska utvecklingsforskningen är överraskande.

Uppdragsforskning

22. Sammanlagt 96 projekt har finansierats genom institutionen för uppdragsforskning. Antalet projekt har varierat. Beträffande finansiering har projekten stabiliserats vid en medelnivå på 60 000–80 000 euro sedan 2001. Fördelningen är vriden till förmån för samhällsvetenskapen, som är en bred kategori. Ett rimligt antal projekt riktar sig mot övergripande frågor, med undantag av HIV/AIDS som inte tagits upp. Det verkar finnas bättre täckning av Finlands viktigaste partnerländer jämfört med Akademiens portfölj.

23. Vi har gjort en slumpvis kontroll av åtta publikationer för att fastställa deras kvalitet med hjälp av oberoende recensenter. De ansåg att studierna gav god överblick över det aktuella ämnet som de behandlar och de senaste litteraturredovisningarna. De erbjudna alternativen och råden när det gäller policy är inte skraddarsydda för UM:s operativa behov.

24. Ett alternativ kan vara utvecklande processforskning. Denna är i grund och botten en övervakningsmetod varigenom forskare dokumenterar förändringsprocesser och den inverkan som utvecklingsinterventionerna för med sig under projektgenomförandet för att förse intressenterna med operativt relevant information, analyser och erfarenheter. Tematiska rapporter, lättsmälta policysammandrag och spridningsevenemang ansikte mot ansikte hjälper till att styra genomförandet i önskad riktning.

25. Det rekommenderas att den utvecklande processforskningen pilottestas. Utarbetande av policysammandrag bör krävas i all tillämpad utvecklingsforskning.

Internationell utvecklingsforskning

26. Finland har gett obegränsade anslag värda 13,5 miljoner euro till fyra center inom Konsultativa Gruppen för Internationell Jordbruksforskning (CGIAR). Finländska professorer har representerat Finland i CGIAR:s årliga bolagsstämma och en professor är för närvarande medlem i ICRAF:s styrelse.

27. Valet av CGIAR-center baseras delvis på styrkan i Finlands egna forsknings-traditioner och delvis på målen av den finländska utvecklingspolitiken, som till exempel fattigdomsminskning, livsmedelstrygghet och miljöhållbarhet.

28. Finland har stött FN:s forskningsinstitut för social utveckling (UNRISD) under nästan hela perioden 1998–2007 men avslutade sitt stöd 2006, antagligen för att kunna koncentrera sitt stöd till UNU-WIDER.

29. UNU-WIDER grundades i Helsingfors 1984 med hjälp av ett initialt bidrag från den finländska staten. En intressant notering är att dess kontakter med den finländska forskningsgemenskapen har varit tämligen begränsade.

30. Över åren har Finland gett stöd till en större forskningsinsats i Världsbanken: Programmet Knowledge for Change (KCP). KCP utvärderades 2007 och slutsatsen var att programmet har fungerat väl.

31. Finland har gett projektstöd till flera organisationer och institutioner över åren. Utvärderingsteamet nämner att stödaktiviteterna varierar mycket både vad gäller deras natur och volym. Flera av dem är forskningsrelaterade nätverk eller informationsinsatser i stället för forskning som sådan.

Andra stödfunktioner

32. Centret för internationellt personutbyte (CIMO), en avdelning under Utbildningsministeriet, har administrerat två program med fokus på högre utbildning i utvecklingsländer för UM:s räkning. En utvärdering under 2006 fastställde att programmet hade varit mycket framgångsrikt när det gäller främjandet av student- och lärarutbyten samt vid förbättrandet av läroplaner. Dessa program befrämjar inte forskning. Utvärderingen föreslog införlivande av forskningssamarbete. Vi instämmer helt med detta förslag.

33. UM har upprättat ett institutionellt samarbetsinstrument (ICI) för institutionellt samarbete mellan Nord och Syd. Syftet är att stärka kapaciteten i den offentliga sektorns institutioner i partnerländerna med stöd av expertkunnandet inom jämförbara institutioner i den finländska offentliga sektorn. Från och med januari 2010 kommer finska universitet inte längre att vara statliga ämbetsverk och de är därför inte stödberättigade under ICI. Detta innebär ett stort problem ur samarbetsynpunkt inom utvecklingsforskning i Nord och Syd.

Slutsatser

34. Finlands stöd för internationella forskningsorganisationer ges som obegränsade anslag på basis av Finlands egen utvecklingssamarbetspolitik, vilket delvis reflekterar Finlands egna erfarenheter och speciella intressen. Förkärleken för skogsvetenskaplig forskning kommer därför inte som en överraskning.

35. På hemmaplan går det mesta av UM:s stöd till utvecklingsforskning via Finska Akademien, utan bundenhet till teman eller institutioner. Den tematiska eller institutionella distributionen av bistånd reflekterar de finländska forskningsinstitutens intresseområden och aktivitetsnivå.

36. Bistånden för uppdragsforskning är kortvariga och baseras på teman som UM väljer. De ger goda rapporter om det senaste läget, men misslyckas med att ge grundliga operativa råd till UM.

37. Den tematiska distributionen av den finländska utvecklingsforskningen är inte starkt relaterad till policyteman inom den finländska utvecklingssamarbetspolitiken. I den internationella utvecklingsforskningen som Finland stöder finns en överlappning mellan de breda temana. Denna forskning ska bidra till det allmänna bästa och kan vara eller också inte vara användbar i särskilda politiska sammanhang. Hållbarheten är beroende av den internationella forskningsverksamhetens legitimitet.

38. Övergripande frågor som rör Finlands utvecklingssamarbetspolitik föreligger inte som övergripande frågor i finländsk utvecklingsforskning.

39. På politisk nivå finns en fullständig överenskommelse om fördelarna med och behovet av forskningssamarbete, men i praktiken finns inga sammanhängande arrangemang för befrämjandet av detta.

Rekommendationer

40. Det finns ett starkt behov av att främja och anpassa forskningssamarbetet mellan Finland och Syd, antingen genom rationalisering och omstrukturering av nuvarande arrangemang eller genom introduktion av nya instrument för detta ändamål. UniPID kan vara en lämplig partner i denna insats, med stöd av expertkunnandet i andra nordiska länder.

41. Vi rekommenderar att Finland antar en mer proaktiv ställning i säkrandet av finländska representanter i CGIAR-centrernas styrningsorgan som stöds finansiellt, och att finländska fackmän aktivt uppmuntras till att representera forskningspositioner på dessa centra.

42. Vi rekommenderar att det internationella forskningssamarbetet övervakas och kontrolleras noggrannare i UM:s interna enheter, inklusive regionaldepartementen. Den logiska grunden för stödandet av multilaterala forskningsinstitutioner bör vara tydlig och man bör betona deras forskningskaraktär i stället för endast deras multilaterala status.

43. Vi rekommenderar att det produktiva systemet för finansieringen av utvecklingsforskningen mellan Finska Akademien och UM fortsätter. De årliga summorna som går via Akademien bör dock höjas. Detta skulle speciellt gagna ansökningar om doktorandstipendier som kräver långt fältarbete. På liknande sätt bör man vid upptäckt av kompetens- eller kapacitetsluckor öronmärka ytterligare medel för tillfälliga aktiva åtgärdsscheman så att situationen åtgärdas. Situationen inom den finländska utvecklingsökonomi verkar vara ett sådant fall.

44. Vi rekommenderar att ett utvecklande processforskningsprojekt startas på pilotbasis och att policysammandrag blir ett krav för alla uppdragsprojekt.

45. Vi rekommenderar starkt att UM tar ett initiativ till att upprätta en registreringsenhet för lagrandet av utvecklingsforskningsprojekt från vilken man enkelt kan hämta resultat.

SUMMARY

Introduction

1. This evaluation has been commissioned by the Ministry for Foreign Affairs (MFA) as a follow-up to the independent evaluation of Finnish development research carried out in 1998.
2. This evaluation depends on a separate data collection exercise commissioned by the MFA to map MFA funding of development research since the previous evaluation.

Methodology

3. Our Terms of Reference (ToR) define this evaluation as a desk review of the materials provided by the background study. It has been supplemented by interviews with desk officers and advisors at the MFA, in the Academy of Finland and with a small number of Finnish university staff. Our Ugandan team member visited institutions in Kenya to solicit the views of developing country researchers.
4. Development research may refer to sub-categories that in different ways approach the subject matter of change in developing countries, such as:
 - strategic or applied research on the issues and conditions that drive the bilateral or multilateral development cooperation systems, including;
 - formative process research, which involves the long-term attachment of a (multidisciplinary) research team to a development assistance project, in order to understand the process of change and how it is shaped;
 - research cooperation with research institutions in the developing countries to build capacity and improve research;
 - Research-as-aid, which involves the full range of investments necessary to develop research capacity and enhance competence at institutions in developing countries. A special form of research-as-aid is the support provided to international research institutions and international collaboration.

Stakeholders

5. The principal stakeholders in development research in Finland are the universities and (to a lesser extent) the state research institutes. International cooperation is a priority well reflected in their respective strategies, but only a small proportion of these activities are directed at developing countries.
6. Organised study and research training programmes at the universities are a good indicator of interest in development studies and the only measure of sustainability of development research in Finland. The universities represent the basic infrastructure for research, including development research. The importance of the research schools must be emphasised.
7. Finnish universities are on the threshold a major reform. It is unlikely that any university in Finland can afford an active research and training programme within development research without outside support.
8. The UniPID partnership network organises 14 out of the 20 universities in Finland

with an interest in development research. It has focused on policy and information issues and has not yet played a major role in development research.

9. The Finnish Society for Development Research is a broad-based professional association which is organising an annual international conference on development research.

10. The Academy of Finland is a major source of funding for university research programmes. The MFA provides an annual contribution of EUR 3 million earmarked for development research. Additionally, university infrastructure and development studies are important public investments in development research.

11. The Academy of Finland organises annual calls for development research proposals. These must be relevant to Finland's development cooperation policies, but this requirement is broadly understood, to encourage critical perspectives and innovative ideas; academic interest and quality is paramount. Fewer, larger and more long-lasting projects are now accepted to counter the fragmentation discussed in the 1998 evaluation. The lack of genuine research cooperation between Finnish research institutions and institutions in the South remains a challenge.

12. In 2006, the Academy of Finland issued a Development Research Policy. A main consideration is how closely development research should be tied to development assistance policies. Research themes should be selected primarily on the basis of academic interest and merit; policy relevance may be considered but should never take precedence. Projects need not be limited to Finland's main cooperation countries. The strategy acknowledges the need for a separate funding instrument for institutional and research cooperation.

13. A main concern in the MFA's research policy is how the MFA can make better use of development research. The Ministry's own strategy paper therefore focuses primarily on commissioned research, which involves short (3–12 months) projects, that must be thematically relevant, yet not designed to solve specific problems.

14. A third channel for Finnish development research support involves research-as-aid, which is organised as long-term annual subventions to international research institutions or as specific project support. The research dimension of research-as-aid is often overlooked, but it requires professional backstopping that are usually not available in a unit managing development cooperation projects.

Development research portfolio

15. The MFA has spent approximately EUR 58 million to support development research since 1998. The two principal channels are the Academy of Finland and MFA's own annual calls for commissioned research. Development research support is divided almost equally between domestic and international recipients. Internationally, Finland provides unrestricted core grants to the institutions supported.

16. Project grants are the normal mode of domestic research support. The bulk of domestic support is provided through the Academy of Finland, along the lines of other research grant support. They are researcher-initiated and express researcher interests.

17. There is a remarkable institutional concentration of the development research portfolio, with two universities receiving half of all the project grants since 2001, or four universities accounting for almost three-fourths of all grants.

18. Forestry research occupies a central position in the Academy grants, which represents a conjunction between research capacity and an important sector of Finnish society. Similar overlaps are detected in some of the other thematic fields, such as health, environment, governance and human rights.

19. There is no clear correspondence between the countries that have hosted the largest number of projects and the countries with which Finland has bilateral development relations. The Academy has rejected the MFA preference for geographical concentration as a matter of policy.

20. Judging from project titles and abstracts – without recourse to keywords – it is clear that the cross-cutting issues in development policy (such as gender) are not treated as cross-cutting issues in research. The difficulty in answering some of these overriding issues underscores need for a proper registry of Finnish development research, which was recommended also by the 1998 evaluation.

21. The Academy Development Research Strategy from 2006 is surprisingly passive with respect to research cooperation, leaving responsibility for this to the MFA. At present there is no institutional arrangement to promote research cooperation and capacity building along the lines found in other Nordic countries. This lacuna in Finnish development research is surprising.

Commissioned research

22. Altogether 96 projects have been funded through the commissioned research facility. The number of projects has fluctuated; in terms of funding projects have stabilised at an average level of EUR 60 000–80 000 since 2001. The distribution is skewed in favour of the ‘social sciences’ which is a broad category. A fair number of the projects address cross-cutting issues, except HIV/AIDS which was not addressed. There seems to be better coverage of Finland’s main partner countries than in the Academy portfolio.

23. We have drawn a sample of eight publications to assess their quality by independent reviewers who found that the studies provide good overviews of the subject matter they address and state-of-the-art accounts of the literature. The policy options and policy advice offered are not closely tailored to the operational needs of the MFA.

24. An alternative might be formative process research. This is basically a monitoring approach whereby researchers document processes of change and observed impact of development interventions during project implementation in order to provide stakeholders with operationally relevant data, analyses and lessons. Thematic reports, easily digestible policy briefs and face-to-face dissemination events will help adjust implementation in the desired direction.

25. It is recommended that formative process research be tested on a pilot basis. Preparation of policy briefs should be required in all applied development research.

International development research

26. Finland has provided unrestricted core grants worth EUR 13.5 million to four centres under the Consultative Group on International Agricultural Research (CGIAR). Finnish professors have represented Finland in CGIAR Annual General Meetings and a professor is currently a member of ICRAF’s board of trustees.

27. The selection of the CGIAR centres is partly based on the strength of Finland's own research traditions and partly on Finnish development policy goals such as poverty reduction, food security and environmental sustainability.

28. Finland supported the United Nations Research Institute for Social Development (UNRISD) for most of the 1998–2007 period but terminated its support in 2006, ostensibly to concentrate its support to the UNU-WIDER.

29. UNU-WIDER was established in Helsinki in 1984 with an initial grant from the Finnish government. It is interesting to note that its interface with the Finnish research community has been fairly limited.

30. Over the years, Finland has supported a major research endeavour at the World Bank: the Knowledge for Change Programme (KCP). The KCP was evaluated in 2007 and the overall conclusion was that it has functioned well.

31. Finland has provided project support to a number of organisations and institutions over the years. The evaluation team notes that the activities supported vary greatly in nature and volume. A number of them are research-related networks or advocacy efforts rather than research as such.

Other support facilities

32. The Centre for International Mobility (CIMO) under the Ministry of Education has administered two programmes with a focus on higher education in developing countries on behalf of the MFA. An evaluation undertaken in 2006 concluded that the programme had been largely successful in promoting exchanges of students and teaching staff, and in improving curricula. These programmes do not encourage research. The evaluation suggested the inclusion of research cooperation. We strongly concur with that suggestion.

33. The MFA has established the Institutional Cooperation Instrument (ICI) for institutional North-South collaboration, to strengthen the capacity of public sector institutions in partner countries by drawing on the expertise of comparable institutions in the Finnish public sector. From January 2010 Finnish universities will no longer be government institutions and hence not eligible under the ICI facility. From the point of view of North-South development research collaboration this presents a major problem.

Conclusions

34. Finland's support for international research organisations is provided as unrestricted core grants, on the basis of Finland's own development cooperation policies, which partly reflect Finland's own experiences and special interests. The predilection for forestry research therefore comes as no surprise.

35. On the domestic scene, most of the MFA's support to development research is channelled through the Academy of Finland, without thematic or institutional strings attached. The thematic and institutional distribution of grants reflects the areas of interest and level of activity at Finnish research institutions.

36. The grants provided for commissioned research are short-term and based on themes selected by the MFA. They provide good accounts of the state of the art but fail to provide sound operational advice to the MFA.

37. The thematic distribution of Finnish development research is not strongly related to policy themes in Finnish development cooperation policy. In international development research supported by Finland there is an overlap with the broad themes. This research is made available as an international public good and may or may not be useful in particular policy contexts. Sustainability depends on the legitimacy of the international research effort.

38. Cross-cutting issues of Finnish development cooperation policies do not feature as cross-cutting issues in Finnish development research

39. At the policy level there is full agreement about the advantages and the need for research cooperation but in practical terms there are no coherent arrangements to encourage it.

Recommendations

40. There is an urgent need for encouraging and accommodating research collaboration between Finland and the South, either by rationalising and restructuring existing arrangements or by introducing a new instrument customised for this purpose. UniPID could be a suitable partner in that endeavour, drawing on experiences from other Nordic countries.

41. We recommend that Finland adopts a more pro-active stance in securing Finnish representation in the steering organs of the CGIAR centres that are supported financially, and that Finnish professionals are actively encouraged to take up research positions at the same centres.

42. We recommend that international research cooperation be overseen and monitored more closely across the internal units of the MFA, including the regional departments. The rationale for supporting multilateral research institutions should be made explicit and their research nature should be given emphasis rather than merely their multilateral status.

43. We recommend that the fruitful arrangement for development research funding between the Academy of Finland and the MFA be continued. However, there is a case for increasing the annual amounts channelled through the Academy. This should especially benefit applications that include Ph.D. fellowships that demand long field work. Similarly, if special knowledge or capacity gaps are detected, additional funds could be earmarked for temporary affirmative action schemes to remedy the situation. The situation of Finnish development economics seems to be a case in point.

44. We recommend that a formative process research project be mounted on a pilot basis, and that the production of policy briefs be made a requirement for all commissioned projects.

45. We strongly recommend that the MFA take an initiative to establish a registry of development research projects for storage and easy retrieval of results.

Findings	Conclusions	Recommendations
The universities are important stakeholders in Finnish development research.	Regular academic programmes in development studies, driven by academic interest, are a necessary condition for development research. Sustainability of development research depends on university priorities.	Development studies must be normalised, in the sense that they must be considered a regular subject in education and research policies, in addition to development cooperation policies.
Research schools are an important part of the national academic infrastructure.	There is only one research school specifically dedicated to development research. Development research projects may be supported in several relevant research schools.	The long fieldwork requirements for most development research projects should be better accommodated in project budgets/project grants.
The Academy of Finland is the most important source of project grants for development research.	The Academy of Finland applies regular quality assurance criteria in the selection of projects in development research.	The Academy of Finland should continue to support development research across all disciplines and through all funding instruments.
The Development Research Strategy of the Academy of Finland is at the intersection between research and development policy.	The Development Research Strategy governs relations to the MFA as the main source of funding for development research.	The fruitful cooperation between the Academy of Finland and the MFA should be continued.
Development research projects are researcher-initiated, reflecting academic interest and are evaluated in terms of academic quality.	The MFA has accepted Academy arguments that academic development research is not directly tied to development cooperation policies, resulting in a different thematic and geographical distribution.	The MFA may consider funding thematic programmes to boost capacity within particular fields, e.g. development economics.
Earlier weaknesses of fragmentation have been corrected.	The Academy of Finland currently supports larger and more long-term projects.	There should be room for smaller, single-person projects as well.
The Academy of Finland supports research cooperation in principle.	Research cooperation remains a challenge. There is no institutional mechanism in place in terms of funding, procedures, structures to promote research cooperation.	The MFA and the Academy of Finland must rethink the institutional requirements for research cooperation, either by revising existing support structures/funding instruments or by creating a new mechanism, e.g. in cooperation with UniPID.
MFA organises annual calls for commissioned research on themes defined by MFA	Commissioned research is thematically and geographically more congruent with development cooperation policies than Academy-supported research	MFA may reconsider the format of commissioned research. Policy briefs may be more useful for policy-makers and formative process research may yield better technological information to improve design/implementation of development interventions

Research Portfolio		
In the decade under review, the MFA has supported development research in Finland and internationally. Approximately half is spent domestically on project grants, while the balance is provided to international institutions as untied budget support (core grants).	Project grants are provided on the basis of policies (Academy Development Research Strategy) and guidelines. Core support to international institutions is an expression of Finnish multilateral cooperation policy, with reduced opportunities for articulation of Finnish policies and views.	The MFA may consider reformulating research support policies in a more coherent way, i.e. to include international research support as well, and by emphasising the research nature of international collaboration. Support for international research needs professional backstopping.
The Academy of Finland research portfolio is largely concentrated on forestry/environment and the social sciences.	The strong position of forestry research is a reflection of an important economic sector in Finland; the position of the social science is related to its historically strong position in Finnish development research.	The Academy of Finland should offer an option of funding thematic programmes to strengthen particular sectors.
Four universities have received three-fourths of all project support.	The institutional distribution reflects institutional investments in academic programmes; there is perhaps a positive feedback loop between institutional activities and success with regard to project grants.	The MFA should not interfere with the established procedures of the Academy, which ensures high academic quality.
There is little correspondence between development cooperation policies and the thematic/geographical distribution of development research projects.	The thematic and geographical distribution of projects reflects research interests in the academic community.	There is no need to take immediate measures to change this thematic/geographical distribution as it contributes to long-term preparedness in a variety of fields.
The cross-cutting concerns of Finnish development policy are poorly reflected in the research portfolio.	It is unreasonable to demand that cross-cutting policy themes should be applied as cross-cutting themes in all research projects.	The MFA should acknowledge that insights from thematic research will be the foundation of cross-cutting policy concerns.
The policy relevance of Academy-supported research is usually indirect.	Academic research and policy development apply different time horizons.	The MFA should not impose stricter relevance criteria to Academy-funded projects.
The MFA's commissioned research is more closely tied to development cooperation policy than that of the Academy.	The themes of the calls for commissioned research are defined by MFA staff, but researchers propose individual approaches.	MFA should reconsider the utility of commissioned research in its present format.
The commissioned research reports are good summaries of the state of the art within particular fields, but fail to produce good operational advice.	In spite of the MFA's close supervision, commissioned research reports are rarely specific enough to produce good operational advice.	MFA should ask for research findings to be distilled into short policy briefs.

Commissioned research projects are short, modestly sized projects.	Commissioned research projects offer the MFA an opportunity to interact with researchers, but the utility of the present output is in doubt.	MFA should consider organising formative process research on a pilot basis, in conjunction with one or a few development intervention projects.
MFA supports international research institutions as a matter of multilateral development cooperation.	Support to international research is poorly supported in terms of professional backstopping by Finnish researchers or MFA staff.	The MFA should re-emphasise the research aspects of this cooperation and develop a more coherent research policy integrating this support with other research endeavours.
The MFA has selected four centres of the CGIAR as recipients of support.	The selection of these centres is based partly based on Finnish comparative advantages in research and partly on priorities in Finnish development cooperation.	There is no compelling reason to change the list of recipient centres within the CGIAR system.
Finnish support to CGIAR centres is provided as core support without earmarking.	Core support leaves the spending priorities to the steering organs of the CGIAR centres.	The MFA should continue its policy of providing core support.
There is no deliberate policy on the part of the MFA to ensure Finnish representation in CGIAR steering organs. Similarly, no systematic recruitment to CGIAR centres is carried out.	Finland is represented at CGIAR annual meetings and on the board of ICRAF. A few Finns have been affiliated to CGIAR centres over the years.	The MFA should take a more pro-active stance in securing Finnish representation in CGIAR steering organs. A policy of recruitment to CGIAR centres should be adopted.
The management of international research cooperation within the MFA is low-key and detached.	Emphasis is put on international cooperation aspects rather than research.	International research cooperation should be monitored more closely by the MFA. The rationale for supporting multilateral research institutions should be made explicit.
Finland has provided financial support to WIDER since its inception.	Finland is represented on WIDER's board but no research priorities are imposed.	Finland should continue its support for WIDER and perhaps take the opportunity of its next institutional evaluation to consider ways and means of creating beneficial ripple effects to the Finnish development economics community.
It is difficult to compile a comprehensive overview of Finnish support to development research.	The information is spread on many sources and not easily retrievable. The recommendation by the 1998 evaluation to establish a registry has not been acted upon.	The recommendation of the 1998 evaluation is reiterated that a registry of development research projects be established for easy access and retrieval. This task could be contracted out to UniPID.

1 INTRODUCTION

Development research, as the term will be used in this report, refers to a diverse set of issues, ranging from epistemological debates on the nature of development and development research to practical issues of organising investigations and cooperation with research institutions in developing countries. The relative importance of these issues, some of which will be discussed below, seem to go through cycles, and while some of the issues seem to have been resolved, others come and go in policy debates and in the practical shaping of policy decisions. The situation in Finland has in broad terms not been much different from what has taken place in the other Nordic countries, although it should be noted that the differences are often more interesting than the similarities.

There is broad agreement on the subject matter of development research, which is the situation of the developing countries and the various processes that contribute to maintenance or change of that situation. From time to time the argument reappears that the subject matter that we are dealing with can be much more usefully approached through and anchored in the 'normal' disciplinary research rather than through any special arrangements set up for development research. The main argument is that academic quality assurance in all research is premised on the debate and criticism within a community of researchers. It is not uncommon to hear the criticism that the subject matter of development research is so particular, distant or exotic that it becomes marginalised from the disciplinary mainstream. In particular, it is pointed out that the special affirmative-action type arrangements that have been put in place to secure adequate funding for a particular field of study (some would say a non-discipline) without too many friends in the broader academic community actually contribute to undermining quality standards by maintaining this distance to the different 'mother disciplines' of development research.

The epistemological problems arising from development research appear and re-appear at irregular intervals. For now, there is agreement that development research is understood as a problem-orientated, multidisciplinary field of study that aims at better understanding of the situation in developing countries, with the more or less explicit proviso that this understanding should contribute to change or some improvement of the situation. There is a normative aspect to development research that often is not explicitly acknowledged. By implication, development research cannot be understood as basic research, with the production of knowledge as its primary goal, since it is by definition research geared to solve specific problems arising from the condition of underdevelopment, even if it involves combining elements derived from various basic disciplines. It will be even further removed from the ideals of basic research if development research aims to solve particular practical problems, or strives to extend or adapt available technological solutions to the conditions in question. The practical implication of this may easily be that development research cannot be compared to 'normal' basic research; none the less it must be evaluated according to normal academic standards.

1.1 This Evaluation

This evaluation has been commissioned as a follow-up to an independent evaluation of development research carried out in 1997 (Widstrand, Tibaijuka & Uski 1998). The Ministry for Foreign Affairs (MFA) of Finland has provided support to development research in the context of its responsibility for development cooperation since the 1970s, to domestic as well as international research institutions. The purpose of this evaluation is to review experiences since the previous evaluation in order to improve development research funded from Finland's development cooperation budget in terms of its relevance to Finland's development assistance policies. Additional objectives include raising the awareness of development research and its uses in development cooperation and in the debate on development aid.

The evaluation will examine the development research funded by the MFA through the funding mechanisms set up for this purpose. It will study the portfolio of projects supported through project grants and the institutions supported through general core grants, for the purpose of analysing the thematic variation of the project portfolio and the institutional distribution of the portfolio. One should note that there is a significant difference between support to the domestic Finnish effort, where the common practice is to provide specific project grants, and support to international development research, where Finland as a matter of policy provides untied core grants to a number of research institutions. In the latter context, Finnish support cannot be identified in terms of specific projects.

One of the policy objectives that the MFA pursues in the context of support to development research concerns the effects of researcher cooperation in terms of building research capacity in developing countries. This policy objective has been part of Finnish development research from the outset and proven to be a thorny issue in practical terms. Research cooperation will therefore be given particular attention. A particular matter concerns the position of cross-cutting issues in development cooperation, such as gender, marginalised groups, HIV/ AIDS and so on. It is a requirement that these be considered in the design and execution of development assistance projects, but they may not be equally prominent in the development research portfolio.

The subject matter of this evaluation is in broad terms similar to that of the 1998 evaluation, which will be our point of departure. We know that at least some of the issues brought out in that evaluation have persisted, but also that there is clear improvement on a whole range of other issues. The current evaluation will as well offer a set of recommendations on the basis of its findings, to assist in the future planning and management of MFA support to development research.

1.2 Methodology

Prior to this evaluation, the MFA commissioned a separate data collection exercise to map the funding of development research that had taken place since the 1998 evaluation. This background study, which covered the various modalities of MFA funding, examined the relevant files at the MFA as well as the Academy of Finland and compile a valuable database containing basic information on projects funded. We have to a large extent based our work on a review and analysis of this database. One should note, however, that this report, in turn, depends on data from some of the stakeholders involved. As far as the Academy of Finland is concerned, the database assembles the administrative reports and research report abstracts that result from individual projects that have received grants; it does not go beyond this to examine actual research output from the projects. As far as the other main stakeholder involved in the management of research is concerned, i.e. the MFA and the arrangements for commissioned research, the database report has tried to identify the presence and location of actual research reports. As far as support to international development research is concerned, the database primarily makes available financial information on Finnish grants to the different institutions.

The Terms of Reference (ToR) for this evaluation specify that the evaluation be based primarily on a desk review of the materials made available by the background study. Additionally, the desk review was to be supplemented by interviews with well-placed desk officers and advisors at the MFA, particularly those involved in the management of the development research support, as well as interviews in the Academy of Finland. We have also visited a small number of Finnish university departments to discuss issues arising from this evaluation. These visits have not been very systematic. On the basis of the personal contacts established we have tried to extend our network one step further by asking some of the people we met to introduce us to other knowledgeable people at universities and research institutes. We would then contact these people by e-mail, often to ask for a telephone interview. While this procedure has helped us gain a better understanding of what goes on within development research in Finland, the people met and projects discussed can in no way be said to be representative of the Finnish university community as a whole.

Our interviews with staff members at the MFA and the universities helped us to deepen our understanding and provided a lot of valuable information. People were invariably very helpful and patient. We have also made extensive use of the Internet and would like to comment on the excellent quality and scope of many of the websites we have visited. As far as our attempts to extend our personal network are concerned, our experiences have been mixed. Some of our e-mail requests resulted in telephone interviews, some in an exchange of information by e-mail, while other attempts unfortunately did not succeed at all. A list of the people that we have consulted is attached as an appendix.

One of the members of the evaluation team (Justine Namaalwa Jjumba) happens to be based at Makerere University in Uganda. She visited some of the collaborating institutions



of Finnish development research in neighbouring Kenya, to get an impression of how some of the issues that we have been looking at are perceived by researchers at institutions in developing countries. Again, this is more of a snapshot than an exhaustive description of the effects of Finnish assistance to development research.

The structure of this report

This report is the outcome of a desk study with a particular focus on the funding that the MFA has made available for development research. We have attempted to place this research in the broader Finnish research landscape but we find that we have been constrained in this endeavour by the nature of our study. We have not had sufficient opportunity to explore the interest for and commitment to development research in Finnish research institutes and Finnish universities, nor have we had the opportunity to study Finnish development research in the context of Finnish research policy. It is our conviction that development research is as legitimate and interesting a field of academic inquiry as any other research, and that academic growth (in scope as well as in quality) and sustainability issues will only be safeguarded when development research is normalised in these terms, i.e. when it is fully integrated in the concerns of research authorities and no longer needs particular attention and nurturing from interested parties, in this case the Ministry for Foreign Affairs.

Given the limitations inherent in the modalities of a desk study, we will try to place Finnish development research in the broader research landscape by briefly presenting some of the main stakeholders with an interest in the subject matter. Two immediate shortcomings must be mentioned: while we have been able to discuss development research with at least some (but we admit, far too few) university researchers, we have not been able to do the same with members of the large state research institutions such as METLA (The Finnish Forest Research Institute) that we know have an interest and are active in development research. Similarly, while we have discussed development research with staff of the MFA and the Academy of Finland, we have not been able to do so with the Ministry of Education, which is responsible for the universities. Our review of stakeholders is not, therefore, complete.

It will become evident that we examine the subject matter with reference to Finnish development cooperation policies, and that the only overlap we have with Finnish research policy is provided by the Development Research Strategy of the Academy of Finland. The research portfolio that we examine is primarily the outcome of development cooperation policies, tempered by some of the general principles of research policy when it comes to the research support administered by the Academy of Finland. As far as development cooperation policies are concerned, the question of relevance is important. This is an issue in the policy dialogue between the Academy and the MFA, as well as in the MFA's own research policy. We examine relevance, as well as some other features of the research portfolio, such as the size and duration of projects, thematic and geographical distribution as well as institutional distribution. We point out that the commissioned research that presumably is organised with a view to meeting the MFA's more direct research needs, does not seem to meet these needs fully. We suggest



an alternative to the current practice which solves the issue of relevance by linking research much closer to planning and implementation of development interventions.

In our review of the research portfolio we try to trace developments since the last evaluation in 1998, and along several dimensions there is clear progress. The main shortcoming with reference to the 1998 evaluation, and a clear policy problem that as yet remains unsolved, concerns research cooperation between Finnish researchers and research institutions and their colleagues in developing countries. There is overall agreement that research cooperation is important, but there is not yet any clear institutional expression of this priority. Research cooperation remains a challenge.

We note that half of the MFA's support for development research is provided to international research institutions. Here support is provided as unrestricted core grants, rather than project grants, in line with the general principles of Finland's multilateral cooperation policies. This implies that MFA has had to relax guidelines and accept the decisions and policies of the governing bodies in question, without much participation from the Finnish research community. We point out that the research aspects of these cooperation endeavours seem to become easily displaced by the administrative concerns for smooth multilateral cooperation. We recommend a stronger Finnish engagement and policies that promote professional cooperation between Finnish researchers and the international research institutions.



Our conclusions and recommendations, on the basis of our review of the development research portfolio, focus on the issue of research cooperation. Finland places great emphasis on partnership in its development cooperation policies and we point out that this should be given proper expression also when it comes to research. The present policies, funding mechanisms and institutional constructs do not seem to meet the challenges of research cooperation.

1.3 Many Aspects of Development Research

In practical terms, the label 'development research' refers to a range of issues involving at least two different kinds of subject matter as well as questions relating to how research is organised for the purpose of contributing to development policy goals:

- **Development research** involves all kinds of research that increases our understanding of cultural, social, economic, ecological, technological or political change in the developing countries. It is primarily defined with reference to its subject matter rather than to any disciplinary tradition, to the extent that development research often is thought of as multidisciplinary, by necessity and by definition. This is not to say that elements of basic research are irrelevant to the development process.

- In addition to research on the development situation, the development cooperation relationship itself may be singled out as a separate field of inquiry. For practical and budgetary reasons, it is often common to distinguish research on issues and relationships that are important to the planning, implementation and evaluation of practical development cooperation from research with a more academic justification. In many situations research on the issues and conditions driving the bilateral or multilateral development cooperation systems is known as **strategic research or applied research**. The 1998 evaluation discusses the continuum from strategic research to traditional academic research and where development research, in its different aspects, is placed on it. Here we want to point to an additional distinction, which refers to research where the practice of development cooperation itself becomes the subject matter of research (as distinct from the development process, broadly speaking). One particular form of such strategic research is referred to as **formative process research**, in which a (multidisciplinary) research team is attached to a development assistance project over a fairly long period of time, in order to gain a deep understanding of the situation that the project is attempting to change, and to provide periodic interactive feedback on the actual achievements of the project to project management. Formative process research has been suggested many times but has very rarely been attempted in real life, because it is an open-ended, time-consuming and thus expensive approach.
- Development research will sooner or later engage in **research cooperation** with institutions of research and higher learning in the developing countries. Although it is not necessarily true in all cases, research cooperation is often practically expedient in order to gain proper access to research sites and research materials and, increasingly, politically expedient since joint research and research cooperation often is the desired outcome. Some countries in fact have a formal requirement that foreign researchers must establish research collaboration with local institutions before research permission is granted. Additionally, there may be a number of academic advantages to research cooperation. Joint research and research cooperation holds numerous opportunities to expand the scope of research and enrich the field of inquiry, to enhance quality and actually make research increasingly relevant. But as with other forms of cooperation, there is probably a gradient in research cooperation that extends from being accepted as a visiting scholar at a foreign university to a being involved in a full-blown and equitable partnership. Given the increasingly obvious differences in resources, standards, opportunities and possibilities, however, it will be difficult for an academic establishment from the North to enter into any genuine partnership with institutions in the South, unless such partnerships are supported by arrangements for research-as-aid.
- **Research-as-aid** has less to do with research than development assistance, since the primary aims here concern providing support to the growth of research capacity and research competence at research institutions in developing countries



through activities that range from the construction of infrastructure, through support to specific education and research activities to training of highly specialised staff. Research cooperation may be seen as a special form of research-as-aid, particularly if the cooperation is defined widely enough and resourced sufficiently to accommodate the additional burden that this kind of institutional support inevitably will represent.

- Another special form of research-as-aid is represented by the support provided to **international research collaboration**. This collaboration does not primarily concern open-ended basic research for the purpose of expanding our general knowledge but is specifically set up to provide knowledge about particular problems and issues that the developing countries need to overcome, e.g. within health or agriculture. International research collaboration aims at providing improved knowledge as a public good, with the populations of the developing countries as the ultimate beneficiaries. International research collaboration, organised, for instance, by the UN system or the CGIAR often involves high-tech, advanced (and expensive) approaches. Individual scientists from developing countries may well take part in these ventures and the developing countries will eventually be the main beneficiaries of the research output. The research systems of these countries will at best be involved in adaptive research, i.e. adapting the solutions developed to the specific conditions at hand, but do not normally play a prominent role in international research collaboration.

The many different activities collectively referred to as Finnish development research and which will be the subject matter of this evaluation, can be located more or less precisely within this pattern. It is evident that the activities involve a range of stakeholders, because development research is placed, as the Development Research Strategy of the Academy of Finland (Academy of Finland 2006) points out, at the intersection between research policy and development policy. Development research, in terms of an academically driven interest for the situation in the developing countries, is certainly a feature of many Finnish universities. It engages the research community for a number of different reasons, and it is organised in several different ways, from precisely focused, individual Ph.D. projects to multi-focus, multidisciplinary group efforts, from growing out of the research interests of a single scholar to being the outcome of well-organised and well-established training programmes, with or without university policy decisions. Similarly, development research may be about the pursuit of practical solutions to practical problems generated by development cooperation ventures of different kinds, including actions to enable academic institutions in developing countries to function better in terms of the training they offer and the research that they undertake.

2 STAKEHOLDERS

The primary stakeholders in development research, as for all research ventures, are the universities and (to a lesser extent) the large public research institutes set up in Finland to meet the research needs arising in various sectors of society. The most important ones outside the university system, in terms of development research, are the research institutes for food and agriculture (MTT), forestry (METLA), environment (SYKE) and health (THL).

Most of these institutions have international activities and research cooperation on the agenda, including activities in developing countries. It is not always easy, however, to distinguish activities related to development research from other endeavours. For universities and research institutions alike, the need for international cooperation is well reflected in strategies and plans. International cooperation is given a lot of attention but usually refers to activities involving the industrialised world, primarily Europe and USA. At the universities there is now (since the creation of the European Higher Education Area) the additional impetus of various policy initiatives and support schemes promoting European academic cooperation, in the first instance the setting up of courses and programmes taught in English to attract student and instructor exchange among European universities. Usually, only a small proportion of international cooperation activities are directed at developing countries.

A considerable proportion of the activities at the sector research institutes involve technical advisory services in Finland. In the institutes of particular relevance to development cooperation, technical advice to development cooperation projects is an important part of the activities and annual turnover. For some of the sector research institutes such technical advisory services (usually on contract with the Finnish development cooperation authorities and their counterparts, but also involving multilateral institutions) seem to be an important part of their professional profile and these activities may have a spill-over effect into research activities more properly understood. There may be similar processes at work also within the university sector, where we have noticed at least one university-owned project management and a consultancy company offering services to actual development cooperation projects (<http://jyu.fi/hallinto/uniservices/projects/>). We have not succeeded in finding proper documentation of these processes of exchange between research and practical advisory work.

One of the recommendations of the 1998 evaluation of Finnish development research concerns the establishment of a Finnish registry for development research projects, to facilitate information storage and retrieval with regard to development research (Widstrand et al. 1998). This evaluation has not been able to identify or locate any such registry, although we have noted some attempts to meet the need for this kind of information (Hietanen 2005; Finland Futures Research Centre: <http://www.tse.fi/EN/units/specialunits/ffrc/Pages/default.aspx>; Finnish University Partnership for International Development - UniPID: <http://www.jyu.fi/hallinto/unipid/en>). The

UniPID network organises 14 out of the 20 universities in Finland, which indicates at least some level of activity and interest with regard to development studies at these 14 institutions. UniPID has started to organise databases describing the engagement of its member universities in projects and activities that concern development research. These databases are useful, as far as they go, but additional effort is needed to make them exhaustive and continuously up-dated.

2.1 Universities

The establishment of organised study and research programmes at the universities is probably a good indicator of a continued and substantial interest in development studies. Again, there is no published registry that distinguishes the small number of development-related programmes from the large number of English-language courses offered at the Finnish universities in the context of the Bologna reform processes. UniPID has, however, published a summary table indicating that there are some 20 English-language programmes related to sustainable development offered at eight of the member universities. (This table is not exhaustive; we have in the course of this evaluation come across programmes not mentioned on the UniPID homepage.) According to the UniPID homepage, the universities of Joensuu and Turku are the most ‘development orientated’ universities, offering five, respectively four Master’s degree programmes related to development studies. A simple counting of programmes may not give an adequate indication of the level of activity, however, in terms of number of participants, level of activity and linkages to research and other development-related work. Perhaps not too much should be made of these courses, since we know little about how they relate to development research as such, but they should definitely be taken note of as policy statements from the universities in question.

Research training at Finnish universities is offered through a system of ‘research schools’, which are time-bound post-graduate programmes within a more or less precisely delineated field of academic interest, organised by a consortium of universities. A consortium will propose a programme for funding by the Academy of Finland and will, if successful, receive a number of four-year fellowship positions and some additional operational funding. In addition to the fully paid fellowship positions, a research school may admit a number of students with other kinds of funding, e.g. from project grants. One of the universities in the consortium will provide coordination to the programme, but all consortium members will contribute to formal training (taught courses) and research supervision. These additional costs will be covered by the regular operations budgets of the universities taking part.

In 2009 there are 119 approved research schools with close to 1500 fellowship positions in the Finnish university system. Many of the research schools are directed at research fields that are relevant to the situation in developing countries and a number of the schools may offer fellowship positions and accept projects that could well be called

development research, particularly at the universities with an established development-related Master's programme. In the research schools structure, however, there are only a few programmes with direct relevance to development studies as such. These seem to be:

- The Finnish Graduate School of Contemporary Asian Studies (Turku) – six fellowship positions;
- The Finnish Graduate School for Development Studies (Helsinki) – five fellowship positions;
- The Finnish Graduate School for Human Rights Research (Åbo Akademi) – seven fellowship positions;
- The Finnish Graduate School for North and Latin American Studies (Helsinki) – five fellowship positions (The Latin and North America programme will terminate in 2009).

One particular difficulty which is of particular concern to the research schools involved in development studies concerns the general lack of funds for fieldwork and travel in the research school grant structure. Students will therefore have to find these additional resources elsewhere. This is an issue that has been raised in several policy documents, but the problem seems to persist.

Although there could easily be development-related Ph.D. research projects within the research schools in e.g. medicine (Ahmed 2008; Doctoral Programmes on Public Health: <http://www.uta.fi/laitokset/tsph/DPPH/students/dissertations.php> which refers to a dissertation on public health issues, TB and HIV/AIDS, in Somalia), environmental sciences, forestry (Graduate School in Forest Sciences: <http://www.joensuu.fi/metsatdk/gsforest/about/dissertations.html> which shows clearly that Finnish and expatriate students may be admitted to work on theses with a development-related aspect, such as social and economic consequences of forestry management), and other biological sciences, information is not easily retrievable. The same goes for the programmes in humanities and social sciences, although here recruitment may be precluded by a clear overlap with the established research school in development studies. A check of the listed dissertation titles at the national research school for gender studies (Gender System Graduate School: <http://www.helsinki.fi/hilma/tutkijakoulu/english/index.htm>), for instance, clearly a subject matter of direct relevance for development studies, did not find a single project that indicated an interest in development or the situation in developing countries.

One of the policy objectives of the internationalisation strategies of the academic institutions in general, including the Development Research Strategy of the Academy of Finland, is to increase the number of post-graduate students from abroad, including students from developing countries. This ties in further with the general capacity- and institution-building objectives of Finland's development cooperation policies (Ministry for Foreign Affairs of Finland 2007), where partnership is a main tenet. With the rapidly increasing number of English-language courses being offered at all levels and within all fields, the attraction of Finnish universities to foreign students is likely to

increase, (although the possible introduction of tuition fees may to some extent counteract this). This development will no doubt also make it easier to incorporate Ph.D. projects for students from developing countries in various development research proposals. It is a paradox, however, that no consistent arrangement seems to have been put in place to actually make full use of these opportunities. The MFA supports a comparatively large networking and exchange programme (Centre for International Mobility *North-South-South*: <http://www.cimo.fi/Resource.phx/cimo/north-south-south.htm>) for students and teachers at Finnish and developing country institutions, which specifically excludes exchange for the purpose of obtaining an academic degree in Finland! This curious inconsistency is fully expressed in the Development Research Strategy, where it is said that 'many more postgraduate students would come from the developing countries, in particular, if means to finance their studies could be found' (p. 28).

One should note, however, that the aim of attracting more post-graduate students must cover a much wider field than development studies as such. It is very common that the first priority of universities in developing countries is increased capacity in basic science subjects, which involves academic disciplines that do usually contribute to development studies. An emphasis on academic exchange and capacity-building at universities in developing countries cannot be restricted to development studies. The partner countries need to build capacity in university disciplines across the board.

The point that should be emphasised, however, is that there is a range of activities taking place at the Finnish universities that are of critical importance to development research. These are organised and funded with reference to the academic interests of staff and do not necessarily have much to do, at least not directly, with the development assistance policies of the MFA. These are activities that are incorporated in regular university structures and programmes and are funded as part of the regular university activities. The importance of the research schools should be emphasised. This is a major investment which in many ways can be seen as the backbone of the research system, including the teaching and supervision capacity that lie behind development research. Even if there is a modest overlap between the project portfolio of development research in Finland and the research schools as such, it is difficult to envisage a vibrant and viable research environment for development research without the high level of interest and investment in graduate and post-graduate programmes found at Finnish universities.

A further point to be emphasised, however, is that the Finnish universities are on the threshold to a programme of major reform, where the status and funding arrangements of the universities will be redesigned. One expected outcome of this process is that funding will be tied more directly to student numbers, specific activities and a stricter order of priority. This could have repercussions on a whole range of activities at the universities that at present are interested in and supportive of development research. It may become more difficult to defend investments in development studies and development research if these interests are not matched by increased student numbers. None the less, the plans and priorities that the universities themselves hold for development research as a field of academic endeavour will be crucially important also in the

future, and these must relate to national plans and priorities. There is no university in Finland, however, that can afford an active research and training programme within development research without outside support.

Although there clearly is a need for continued outside funding for development research, the importance of continued university involvement must not be underestimated. The only measure of sustainability in Finland of development research as a field of study is the extent to which the Finnish universities allocate their own resources and encourage their own staff to maintain academic interests in this kind of research. University engagement may not be a sufficient condition for a viable programme of development research, but it certainly is a necessary condition! Without this commitment on the part of the university community, there would be no development research in Finland.

2.1.1 UniPID

Finnish universities with an interest and commitment in development research have since 2002 cooperated in the Finnish University Partnership for International Development. The UniPID network, which organises 14 out of the 20 universities in Finland, has up to now focused on policy and information issues, with an aim to establish long-standing research and development co-operation based on partnerships and durable personal and institutional contacts between universities in Finland and abroad to support sustainable development, research and education around the World (Finnish University Partnership for International Development – UniPID: <http://www.jyu.fi/hallinto/unipid/en>).

The UniPID network has not yet played a major role in development research in Finland. The network has since 2005 received funding from the Ministry of Education for the purpose of strengthening the capacity and internal coordination of the network. The most tangible output from the network to date, in addition to conferences and advocacy/policy work (including an effort to coordinate the information on development-related activities at Finnish universities) seems to be an internet-based virtual study programme on sustainable development, offering a Basic Study course on Sustainability in Development worth 25 ECTS (European Credit Transfer and Accumulation System) points, coordinated by the Åbo Akademi University.

For the time being it does not seem that the UniPID network has moved much beyond the separate activities of its membership. An example of its mode of operation may be the two UniPID member universities (Jyväskylä and Turku) that take part in and offer a gateway for other Finnish universities to SANORD (The Southern African-Nordic Centre, SANORD: <http://www.sanord.uwc.ac.za/>) the Southern Africa–Nordic Centre set up to promote partnership of higher education institutions from all the Nordic countries and southern Africa. Some of the UniPID member universities also take part in other specialised networks, e.g. focusing on water and water management, on information technology for development or gender studies. But the UniPID network has been given a more firm structure through the support obtained from the Ministry

of Education and is likely to play a more important role in the future, in Finland and abroad. The University of Jyväskylä seems to have played a lead role in the effort so far and is currently the host of the UniPID secretariat and the full-time coordinator put in place with support from the Ministry of Education.

UniPID is expected to play a particularly important role in the re-launching of the Institutional Cooperation Instrument (ICI) funding arrangement for institutional cooperation between Finnish institutions and their counterparts in the South. The MFA launched this programme in 2005: one of the aims of supporting institutional cooperation was the promotion of partnerships between universities and research institutions in Finland and a number of developing countries. A first round of support was granted for activities in 2006–2007, but since then the arrangement has faltered. Because of the university reform programme the universities will be given a new legal status that will preclude continued participation in the programme that is designed for public institutions. It is expected, however, that MFA will launch a new programme for institutional cooperation between academic institutions that will take the altered legal status of the universities into account.

2.1.2 Finnish Society for Development Research

The domestic development research community in Finland has organised itself in the Finnish Society for Development Research, which was formed in the late 1980s (http://www.kehitystutkimus.fi/index.php?option=com_content&view=section&layout=blog&id=7&Itemid=66). It is a broad-based professional association, spanning all academic disciplines. Its membership is drawn from all institutions of higher learning and is open to anyone interested in advancing development research, even though its current composition is tilted somewhat towards the social sciences. The Society functions as a link between researchers and facilitates cooperation across disciplinary boundaries.

The objectives of the Society are:

- to advance and support development studies, especially on the developing countries;
- to support development studies as a scientific field of inquiry in its own right; and
- to facilitate cooperation among researchers, research institutions and universities.

In order to fulfil its mandate, the Society organises seminars and meetings in collaboration with Finnish universities, the Academy of Finland and the Ministry for Foreign Affairs. It also publishes scientific publications and disseminates information on current development issues. An international conference on development research is held annually under the auspices of the Society.

After a lull of activity in the 1990s, the Society has in recent years been revitalised and is now a dynamic body promoting research on development processes.

2.2 Academy of Finland

The Academy of Finland is a major source of funding for university research programmes. The Academy in 2009 distributes research funds to the amount of EUR 309 million, which amounts to 16.3% of public (Public expenditure is 28% of total R&D expenditure in Finland, which amounted to EUR 6.2 billion, 3.5% of GDP, in 2007) research and development expenditures in Finland (Finnish Science and Technology Information Service: http://www.research.fi/en/resources/R-D_funding_in_the_state_budget). Most of the Academy's budget originates from the Ministry of Education.

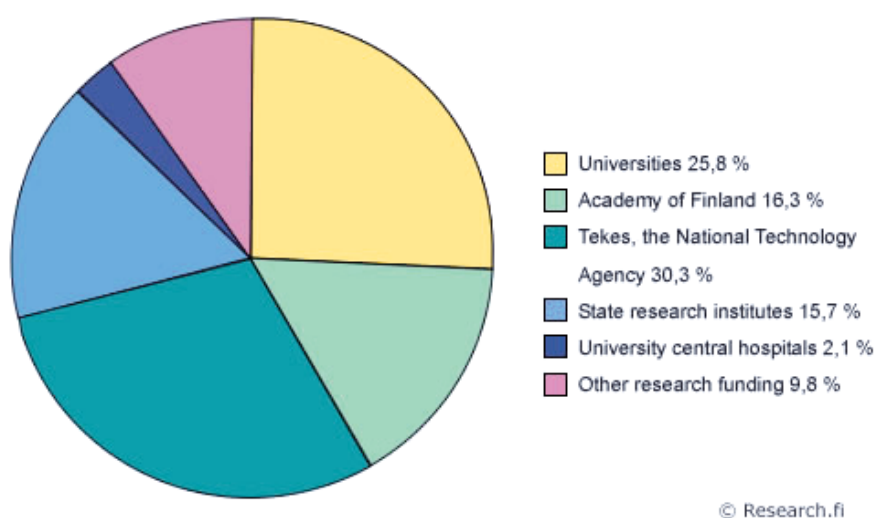


Figure 1 Public expenditures for research and development, 2009.

Development research at Finnish universities has received some level of support from the Academy of Finland since the 1970s; since 1990 there has been an agreement between the Ministry for Foreign Affairs and the Academy with regard to funding of development research. The MFA currently provides an annual contribution to the budget of EUR 3 million (increased from EUR 2.5 million in 2006) earmarked for development research at the Academy.

Funding for development research thus constitutes a miniscule part of Finnish public funding for research and development. In the Development Research Strategy it is indicated that the MFA would contribute two-thirds of the annual project grant of EUR 3 million. For historical reasons this is organised so that the MFA will contribute the full budget of EUR 3 million for two years, while the Academy will finance the budget for the third year. It is important to note, however, that total public support, through various channels, to development research involves much more than the annual project grants channelled through the Academy. In addition to the basic infrastructure

at the universities, and programmes taught in development research at various departments, support is provided through the research school structure. The Devestu programme at the University of Helsinki is a national research school established specifically for development studies; additionally, the other research schools accept from time to time students with development research projects. Furthermore, development research is not excluded from the other funding instruments at the Academy of Finland, in particular the programmes for providing time-bound research positions at various university departments, from post-doctoral fellowships to research professorships. A number of development researchers in Finland have been supported through this mechanism. And finally, although most development research proposals are directed at the annual project grant window supported by the MFA, there are also examples of development research proposals that have succeeded in obtaining funding through the regular research councils in the Academy.

Even so, the Ministry for Foreign Affairs is a major contributor to development research funding, both through its contribution to the Academy sub-committee, but also through the annual calls for commissioned research at the Ministry. These calls, which are fully managed by the MFA itself, will be discussed below.

A significant part of public funding for research and development is allocated to state research institutes dedicated to e.g. forestry, agriculture, environment and health. There may be some opportunities for development research within these institutes, but this is of course not a main thrust in their schedule of activities. It is interesting to note, however, that the state research institute that perhaps could be seen as having a sector responsibility for development research, in as much as development cooperation is firmly a part of Finnish foreign policy, viz. the Finnish Institute of International Affairs (The Finnish Institute of International Affairs 2007), has decided as a matter of policy to leave development research to the university sector.

2.2.1 The Development Research Sub-Committee

In the Academy of Finland, a sub-committee under the Research Council for Culture and Humanities annually invites applications and proposals for development research from the Finnish research community. The definition of development research that the call refers to includes research on the situation of developing countries, broadly speaking, and the impediments to development and the development process. It also invites proposals on the structures of development cooperation and on the international development system. Hence, there is a basic requirement that proposals must be relevant to Finland's development cooperation policies, but this requirement has normally been quite broadly understood, to encourage critical perspectives and innovative ideas on established patterns, policies and thought.

The development research proposals are evaluated according to the same peer review procedures that the Academy will apply to any research proposal, viz. academic interest and quality is paramount. The development research sub-committee receives between

40 and 60 proposals annually and accepts between 8 and 12 projects yearly, granting support for a period which could vary from 1 to 4 years, depending on the nature of the proposal. Acceptance rates for development research proposals are now approaching the ones found in the other research councils under the Academy of Finland.

The current situation is thus quite different from the situation described by the 1998 evaluation (Widstrand et al. 1998), which stated that competition was ‘not intense’, and that approximately 50% of the applications were accepted for funding. Furthermore, the projects supported were characterised as Finland-centred, short-term, scattered, small-scale and low-profile. The graph below implies that there were more projects with less funding at that time, compared to the current situation. The harshest criticism of the 1998 evaluation was, however, reserved for a persistent issue that has troubled the relationship between the Academy and the MFA since the outset. The MFA has since the outset seen cooperation between researchers as a means of contributing to capacity building in developing countries and has in principle encouraged Finnish researchers to seek such partnership. The 1998 evaluation is particularly critical, however, of the lack of genuine research cooperation between Finnish research institutions and institutions in the South, pointing out that cuts in Academy funding to project budgets often resulted in cuts in the proposed cooperation budgets. The opportunities for research cooperation and the arrangements put in place to promote and support it is still an issue in the current system for support to development research. We will discuss this point in further detail below.

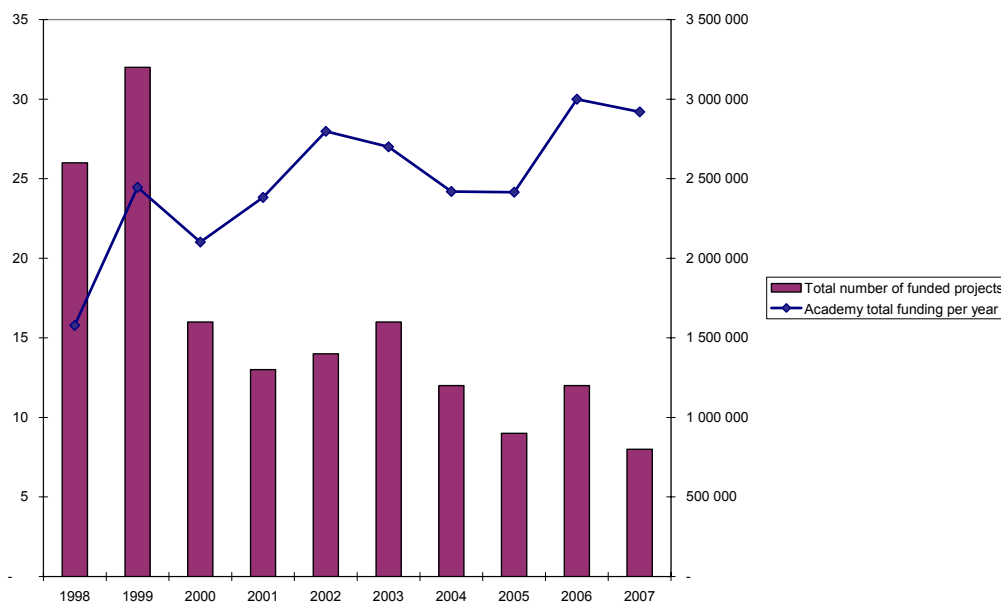


Figure 2 Number of projects and volume of funding of development research (Academy of Finland), 1998–2007.

The development research sub-committee is administratively placed under the Council for Culture and Society but is composed of representatives from all four Research Councils within the Academy. The Academy of Finland is organised into Research Council for Biosciences and Environment, Research Council for Culture and Society, Research Council for Natural Sciences and Engineering, and Research Council for Health. The basic justification for this is the multi-disciplinary nature of development research, which none the less depends on basic research within various 'mother' disciplines. The representatives from the respective research councils are charged with overseeing this relationship and to ensure that development research remains problem-focused and multi-disciplinary in nature and that the funding mechanism set up should not be usurped by issues more properly understood as basic research. Additionally, two representatives from the MFA sit on the sub-committee, to oversee the relationship of the research proposals to development policy. As will be pointed out below, the policy relevance of the proposals is quite broadly understood, but the issue of relevance does play a role in the final selection of projects that will receive funding. (The authors have not spoken to a large selection of Finnish development researchers, but the impression we get from those that we have consulted is that while the general review process at the Academy is accepted as fair and legitimate, the final selection on the basis of development relevance from time to time causes some misgivings.)

The development research sub-committee is primarily concerned with academic quality and seems to have arrived at practical ways of countering the fragmentation that was discussed in the 1998 evaluation, by supporting fewer projects for longer periods of time. The annual calls are formulated in fairly general terms (the call in January 2009 primarily refers to the MDGs as the frame of reference) and do commit the committee to particular themes, again allowing for academic concerns to predominate. Policy relevance, including concern for cross-cutting issues of gender, marginalised groups and environment, seems to be a criterion that is applied only in the last instance, as a means to help choose between proposals that are of equal academic merit.

2.2.2 Development Research Strategy and Cooperation with the MFA

In 2006, the Academy of Finland issued a strategy paper to guide its policies with regard to development research and the cooperation between the Academy and the Ministry for Foreign Affairs. The main impetus for the new Strategy was the 2004 development policy statement of the government, which highlighted the central position of the UN Millennium Development Goals (MDG) in Finnish development policy, and the central importance of partnership in the development assistance strategy. The Development Research Strategy takes the development policy statement as its point of departure, but also points out that development research has become an established field of scientific inquiry that should be funded independently of how useful it is in a specific policy context.

The question of how closely development research should be tied to development assistance policies has been a theme in the exchanges between the Academy and the

MFA since the outset. In 2004 the MFA commissioned its own review of the research cooperation between the two; the conclusions from that study recommended that the research funded by the cooperation arrangement should become more closely tied to the strategic themes of the Government development policy programme, including the geographical selection of Finland's main partner countries. The Development Research Strategy, which was prepared after the MFA review, excludes neither linkage, but argues in favour of always maintaining an academic perspective. Research themes should primarily be selected on the basis of academic interest and merit; policy relevance may be brought in but should never take overriding precedence. The suggestion that development research should be limited to the main partner countries of Finnish development cooperation is rejected with reference to the importance of globalisation, which renders countries and national entities an increasingly questionable level of analysis. It is also pointed out that development research to a large extent depends on comparative methods, which also militate against limiting development research to the partner countries. None the less, there are other factors favouring a focus on Finland's main cooperation countries, such as the policy objective of encouraging capacity building and developing country participation for the purpose of creating global partnerships.

The strategy document points out that co-funding of research grant programmes is not very common in the Academy, but that the procedures adopted by the Academy to manage the development research allocation are very similar to the procedures for multi-disciplinary, thematic research programmes that is one mode of Academy support. Thematic research programmes 'are designed to advance a certain field of research, raise its scientific standards, and create new scientific knowledge and knowhow. A major emphasis in Academy research programmes is on multidisciplinary and transdisciplinary as well as international cooperation' (Academy of Finland 2007a). The Strategy document does not go beyond this, however, to discuss the relative merits and disadvantages of organising support to development research as a thematic programme.

In the end, the Development Research Strategy argues quite forcefully that development research still requires special funding arrangements, because of its multidisciplinary nature, that the MFA and the Academy have common interests in supporting development research with a broad outlook, with research themes guided by, but not limited to Finland's development policy and the thematic selection represented by the MDGs. Similarly, development research supported through the MFA/Academy cooperation should not be limited to Finland's main cooperation countries. Ultimately, the choice of research themes, and research sites, must rest with the researchers. The Development Research Strategy alludes to the MFA's complementary channel for research funding, viz. development policy research commissioned by the MFA directly, indicating that this would be a more suitable vehicle for more precisely targeted and more narrowly defined research, in terms of both research themes and location. The Academy also points to the option of creating a fully-fledged thematic research programme under the Academy if new research challenges emerge.

There is a separate discussion in the Development Research Strategy on the policy objectives of capacity building and researcher cooperation. The document comes out in favour of researcher cooperation, describing it as an integral part of development research which contributes to enhancing research capacity at research institutions in developing countries. It therefore supports the creation of the funding instrument for institutional cooperation (ICI) that the MFA was initiating at the time and offers to take active part in promoting it.

The support expressed in the Development Research Strategy for a separate funding instrument for institutional cooperation may also be seen as a way of expressing that the Academy had not given the issue sufficient attention within the existing arrangements. There have throughout been assumptions on the part of the MFA that development research should involve research cooperation and that research cooperation is a desired policy goal in its own right for the contribution it makes to capacity building in developing countries. In the project grant format it seems that the responsibility for initiating and safeguarding this cooperation is placed with the institution/persons receiving the grant. There does not seem to be any particular management or funding mechanism put in place to cover the additional costs that research cooperation will actually represent. There is only anecdotal evidence that the provision for research cooperation is the budget item that suffers if proposals receive less money than what they ask for. Unfortunately, the Development Research Strategy of the Academy (2006) states that 'participation of researchers for developing countries is an important, although not absolutely necessary, dimension of good development research' (p. 15), even if it later in the document comes out strongly in favour of research cooperation (and a funding instrument to support it). It seems, however, that the Development Research Strategy could have formulated stricter demands when it comes to research cooperation. Having said that, one should note that policies without adequate budgetary support often fail to produce the desired outcomes.

Another aspect of researcher cooperation concerns increased coordination and research collaboration among researchers in Finland. The 1998 evaluation pointed out that Finnish development research was fragmented, with too many small projects. The evaluation recommended larger, thematic projects and a reduction of small, one-person efforts. This recommendation seems to have been acted on, and the Development Research Strategy reiterates this as a policy statement.

2.3 Ministry for Foreign Affairs

The current development policy programme (Ministry for Foreign Affairs of Finland 2007) of the Ministry for Foreign Affairs states in the introductory part that development policy is closely integrated in Finland's foreign and security policies, which in turn are strongly influenced by EU policies. Development policies are thus clearly set in a wider policy context that, in addition to addressing poverty issues, are characterised by

concerns for good governance and human rights, international stability and security issues as well as sustainable development and the environment, including issues relating to climate change. Finland is not among the major development assistance donors but has expressed a policy commitment to gradually increase its contributions to reach the EU goal of 0.7% of GDP by 2015. Finland is none the less preoccupied by the quality of Finnish development assistance, and actively supports the aid reform agenda to increase policy coherence and improve effectiveness.

The development policy expresses strong support to the Millennium Development Goals as a platform for fighting poverty and promoting environmentally sustainable development. Furthermore, the policy document emphasises partnership as a main strategy for achieving these goals, in contrast to earlier 'development aid' modalities. Partnership is also at the heart of Finnish contributions to international security issues. Finland is particularly aware of the need for complementarity in development cooperation and actively seeks out areas of cooperation where Finland can demonstrate a comparative advantage. Furthermore, Finnish development policy acknowledges that other policy areas like international security, or international trade often defines the preconditions for Finnish aid management, and that Finland as a consequence should strengthen relations of partnership and cooperation also in these areas.

In the MFA, development cooperation issues are primarily handled by the Department for Development Policy. There is also a Unit for Policy Planning and Research which is responsible for, *inter alia*, the 'direction and coordination of research carried out in the Ministry, including sectoral research' (Ministry for Foreign Affairs of Finland 2006a). This does not seem to include development research, however, since the responsibility for development research is specifically placed in a Unit for General Development Policy and Planning within the Department for Development Policy. In spite of the difficulties with the English translation of nomenclature this may make sense from a functional point of view, since there seems to be a division of responsibility for research and planning at the level of general foreign policy and development policy, respectively.

In the current organisation of the Ministry for Foreign Affairs, Finnish development assistance cooperation is primarily organised through the Department of Development Policy and the regional departments for Africa and the Middle East and for the Americas and Asia, respectively. Finland's foreign policy has a strong multilateralist outlook and concentrates its multilateral support to five central UN organisations (UNDP, UNICEF, UNFPA, WFP, and UNEP) and the international financial institutions like the World Bank and the regional development banks. But Finland also maintains bilateral development relations, providing project and programme aid and budget support to a limited number of long-term partner countries (Ethiopia, Kenya, Mozambique, Nepal, Nicaragua, Tanzania, Vietnam, and Zambia) as well as regional and thematic cooperation within sectors where Finland is judged to have a comparative advantage. Project aid of more limited duration is also provided to a number of countries with particular needs for international support.

The responsibility for support to development research is clearly placed in this structure (within the Unit for General Development Policy and Planning). There are cases, however, where a project may alternatively be seen as development research or simply as development assistance cooperation. If projects are conceptualised primarily as development assistance they are managed as such, with limited involvement from the units managing research support. There are references in the documentation to these kinds of projects both in the multilateral and regional departments. These projects may usually be thought of as research-as-aid, involving development support to develop research capacity at institutions in developing countries or in international research institutions. Research-as-aid may be organised as long-term annual subventions to international research institutions or as more precisely delimited project support to specific countries or regional research bodies.

One troublesome aspect of research-as-aid is that the research dimension may require a whole range of specialised, professional backstopping inputs that are not usually available in a unit managing development cooperation projects. In some cases, for instance in connection with support to international agricultural research through the Consultative Group for International Agricultural Research (CGIAR), these needs have been met by enlisting the assistance of Finnish researchers, both from the Finnish state research institutes and from the university sector. But there are also cases where the support is provided without this kind of professional back-stopping and oversight. Depending on how these projects are conceptualised they may offer opportunities for research cooperation and international partnership on the basis of Finnish added value (within specialised fields of Finnish expertise) or they may simply be thought of and managed as development assistance projects.

2.3.1 Development Research Policy in the MFA

The Department of Development Policy commissioned an evaluation of its own research activities and the cooperation with the Academy of Finland in 2004 which in turn was partly carried forward into the Development Research Strategy of the Academy of Finland and partly into an internal research policy document entitled 'Research as part of development policy' (Saari 2004; This document was in Finnish only. An unofficial English translation has been prepared in connection with the present evaluation). The latter outlines what the Department of Development Policy sees as the goals of development research:

- Support for planning and decision-making in development policy;
- Utilisation of Finnish expertise and Finnish added value;
- Promotion of coherence and consistency in development policy;
- Strengthening partnership and the capacity of developing countries.

A main concern of the 2004 evaluation, however, has to do with what is referred to as the 'exploitability' of research, viz. how the MFA can actually make better use of development research. The follow-up policy document points out that the Development

Research Strategy discusses the challenges involved with regard to the relevance of research to development policy as far as the Academy-managed development research is concerned; the Ministry's own strategy paper therefore focuses primarily on commissioned research. The document is quite explicit, however, that moves to strengthen policy relevance and applicability of research must not compromise the autonomy of research and the freedom of the researcher.

The MFA wants to commission development research that corresponds to the real information needs of the Ministry, but does not want to force the hand of the researcher. Fundable projects are described as research based on scientific methodology and (which) aims at investigating the conditions and means of realising development policy goals and making situational analyses relevant to the implementation of development policy. The goal of such projects is not to examine the conditions and means of implementing individual, concrete cooperation programmes or evaluate their success.

On the gradient between project-specific studies and consultancy assignments, on the one hand, and academic, basic research, on the other, it seems that the MFA places 'commissioned research' more or less at the half-way point. Commissioned research projects are defined as short (3–12 months), with a thematic content that is development relevant, but not to the extent of being technological in the sense of contributing to solving specific problems, with an open flow of information to the user group within the Ministry, organised through the appointment of an MFA steering group for each project. The 'commissioned research' format is managed directly by the Ministry, which has appointed an internal Research Group, partly composed of MFA officers with a research background. The Research Group will supervise the execution of accepted commissioned research projects and is charged with overseeing the research and information needs of the Department of Development Policy.

The research policy document makes brief mention of the two other areas of research support provided by the Department of Development Policy, viz. through the Academy of Finland to Finnish research institutions and to international research institutions through the units in the Department that are charged with multilateral development cooperation. Finally, the document strongly endorses the suggestions and plans that were being prepared in the Department at the time (on the basis of recommendations in the research evaluation) to establish a structure for supporting institutional cooperation between research institutions. This initiative to give a practical expression to the policy objective involving capacity building through institutional cooperation and partnership actually resulted in a first round of support being granted through the 'Institutional Cooperation Instrument – ICI' in 2005. As discussed above, ICI has been put on hold for the time being due to the changing legal status of Finnish universities, but will most likely be revived in a revised form in the near future, presumably in close cooperation with UniPID.

Observations and Conclusions

The central stakeholders in Finnish development research are:

- The Finnish universities
- The Academy of Finland
- The Ministry for Foreign Affairs

The universities are pivotal to all research-related activity, incorporating concerns for research-based teaching, research training and research. Internationalisation, with a focus on Europe and beyond, is firmly established as a high-priority area at Finnish universities; development research is part of internationalisation but does not yet enjoy high priority. None the less, development research depends directly on university priorities, policies and programmes established at university level. University interest in development research as a legitimate academic field of inquiry is a fundamentally important and necessary condition for Finnish development research to take place at all.

The basic infrastructure for development research at the universities is provided by the Ministry of Education. This includes researcher training, where the Ministry of Education finances the national research schools. There is one school – Devestu – dedicated to developments studies; additionally, individual Ph.D. projects within development studies may be found at schools established within a range of relevant academic fields as well. Development research is increasingly becoming ‘normalised’, in the sense that it is increasingly being incorporated in the general field of academic inquiry as legitimate, relevant and interesting research. The universities are in the middle of a process of policy reform and responsibilities for university activities will be redistributed. The Ministry of Education has been responsible for these activities up until now and if development research is to become further normalised in the Finnish research landscape there may be a need for a new policy for development research that takes the roles and responsibilities of the Ministry of Education further into account.

A recent development is the emergence of UniPID, a partnership of 14 Finnish universities with an interest in development research. UniPID has received some support from the Ministry of Education to establish itself, and will probably play an increasingly important role in shaping development research in Finland and in research cooperation between Finnish and developing country universities.

The Academy of Finland is the most important source of research funding for the universities. In general terms, development research may be supported through all funding instruments in the Academy. Temporary Academy research positions have been granted and in some cases development research projects have successfully competed for grants from the four research councils of the Academy. None the less, the most important source of funding for development research within the Academy is the Development Research Sub-committee, where two-thirds of the budget is funded by the Ministry for Foreign Affairs.

The MFA provides support to Finnish development research either through the Academy of Finland or through a ministry-managed annual call for proposals for commissioned research. As such the MFA is easily the most visible funding institution for development research in Finland. The most consistent policy statement on development research is given in the Academy's current development research strategy, which is described as being placed in the intersection between science policy and development policy. The development research strategy has basically been perceived as a policy document governing relations between the Academy of Finland and the Ministry of Foreign Affairs. Given the central importance of the universities, there is a need to expand the development research strategy to other stakeholders as well, most importantly to the universities and the Ministry of Education.

3 DEVELOPMENT RESEARCH PORTFOLIO

In the introductory part of this report we point out that development research refers to somewhat different, but overlapping realities, depending on whether the vantage point is the Finnish university community or the Ministry for Foreign Affairs (MFA). There are a number of activities of interest and direct relevance to development research going on in the research community at large that are not funded by the MFA; conversely, MFA funding for development research is not restricted to Finnish researchers and Finnish institutions.

According to the background study carried out in preparation for this evaluation, the MFA has spent approximately EUR 57 million in support of development research over the period since 1998. This amount has been distributed as shown in Table 1.

Table 1 MFA support to development research, 1998–2008.

Institution	EUR million
Academy of Finland	24.2
MFA commissioned research	5.8
World Bank	4.9
UN organisations	3.5
CGIAR institutes	13.5
Other organisations and institutions	4.9
Total	56.8

For the purposes of this report, however, the most convenient way of presenting the project portfolio will be through a discussion of development research funding in Finland, where the two principal channels are the Academy of Finland and the MFA's own annual calls for proposals for commissioned research, and to distinguish this

from international support to development research institutions outside Finland. As indicated by the table above, development research support is divided almost equally between domestic and international support.

There is also another important reason for distinguishing between domestic and international support. On the international scene, Finland maintains a policy of providing unrestricted core grants to the institutions that are supported, which means that Finnish funds are pooled with contributions from other donors and are spent in accordance with plans and principles that Finland wishes to support. There are some cases where Finland provides programme support to pursue goals that Finland see as particularly important, but these are exceptional cases. Hence, it is not possible to conduct any project-level evaluation of Finnish support to international development research, since projects are the responsibility of the institution in question, and can only in exceptional cases be identified by donor agency. Most of the institutions supported by Finland are regularly evaluated, however, and funding decisions are no doubt made on the basis of these. A review (or a meta-evaluation) of the evaluations of the full range of international research institutions supported by Finland cannot be done in the context of the current evaluation exercise. Finnish support will be tabulated, and some information on the nature of the institution in question will be presented, but most of the attention in the further presentation of the project portfolio will be on the domestic channels, where projects are supported by specific grants.

The normal mode of domestic research support is the provision of project grants. The MFA annual calls for proposals for commissioned research are managed directly by the MFA, which has set up its own arrangement for quality assurance and the monitoring of progress. These arrangements will be further discussed below. The bulk of domestic support is provided to the Finnish research community through an agreement between the Academy of Finland and the MFA, according to which the Academy undertakes to manage a yearly call for proposals.

There are important distinctions between the two channels of support, in terms of focus and size. The MFA commissioned research projects are intended to be smaller, of shorter duration and more precisely focused on issues of direct relevance to the MFA and the Department for Development Policy. The projects managed by the Academy of Finland are normal research projects, in the sense that they resemble other research projects receiving grant support from the Academy. They are researcher-initiated and it is up to the researchers themselves to articulate their own research interests in the proposals. While there are guidelines in terms of subject matter, proposals can cover a wide span of interests from the vantage point of a number of academic disciplines. Proposals should be relevant to Finnish development cooperation policies but are not tied to these policies. Similarly, research proposals are not tied to the countries and regions where Finnish development cooperation takes place.

The most important aspect of Academy management of development research concerns quality assurance. The Academy has well-established procedures for evaluating proposals

and applying rigorous quality criteria in the selection of successful projects. Since the 1998 evaluation of Finnish development research, which characterised Finnish development research efforts as ‘impressive and of a very high quality and of an astonishing and interesting variety’ (Widstrand et al. 1998, p. 8) there have been two important developments that both contribute to heightening quality even further. As recommended by the 1998 evaluation, English has been adopted as a language for applications, which has had the effect of widening the circle of peer reviewers and exposing the applications to quality criteria that are applied internationally at any given time. The second development is that the number of projects accepted annually has gone down as the size and duration of the projects have increased. While fewer and larger projects are not policy goals in themselves, this is a clear indication of lower acceptance rates and increased competition. The Academy can thus afford to support only the best proposals.

In view of the stringent procedures for quality assurance applied by the Academy of Finland, this evaluation has not assessed the academic quality of individual grant projects. In addition to the practical difficulties that the multi-disciplinary nature of development research would pose in terms of examining academic quality issues at the project level, we consider this to be both superfluous and presumptuous. Projects supported by the Academy of Finland are by definition projects of high academic quality. We will, however, look at other aspects of the project portfolio, relating to the policy dialogue between the Academy of Finland and the MFA (Table 2).

Table 2 MFA funding of development research.

	In Finland		International							
	Academy of Finland	Commissioned Research	Bilateral *)	UN Institutions		World Bank		CGIAR	Other	
				WIDER	UNRISD	Knowledge for Change	Research Department		NAI NIAS**)	Other
1998	1 578 078	663 975		209 650	420 500			1 345 503		Support to a range of institutions and programmes which are listed later in his report.
1999	2 446 354	149 285		157 900	336 400			1 345 504		
2000	2 102 420	18 069		188 350	168 200			1 345 504		
2001	2 382 498	1 091 128		195 250	168 200	894 318		1 345 504	336 376	
2002	2 798 223	418 035		317 870	168 200	840 000		1 345 000	336 376	
2003	2 700 000	226 047		314 900	249 000	1 900 000		1 340 024	336 376	
2004	2 419 450	582 980		328 900	220 000			1 340 000	400 000	
2005	2 415 450	233 600		219 500	250 000			1 340 000	400 000	
2006	3 000 000	392 997		695 900	250 000	1 250 000		1 350 000	400 000	
2007	2 920 000	590 000		270 000	75 000			1 400 000		
2008		251 180								

Source: The figures in table 2 have been extracted from files of a separate data collection project organized by the Development Evaluation (EVA-11) of MFA while preparing this evaluation.

*) Research support through bilateral agreements is handled by the regional departments that see these projects primarily as development cooperation. The arrangements for professional backstopping and collaboration with Finnish institutions are unclear.

**) Finland’s contribution to the Nordic Institute of Asian Studies is channelled through the Nordic Council of Ministers and we have been unable to obtain figures for the annual contribution.

3.1 Development Research Managed by the Academy of Finland

Finnish researchers have been involved in development studies since the 1960s and the Academy of Finland has supported development research since 1975. A permanent sub-committee for development research was set up in 1980. Since these early days there was a discussion on the division of responsibility for the different aspects of development research between the research authorities and the authorities responsible for development cooperation. There has been a general understanding that research has a role to play in development cooperation, and that the development cooperation budget would be used to fund at least some research on developing countries, later on development in a more general sense. Capacity building in research institutions in developing countries has always been seen as the responsibility of the development cooperation authorities. Applied research of direct relevance to the implementation of development cooperation has also been the responsibility of the development authorities, but how far this responsibility could be extended along a continuum across to basic, academic research has been a matter of long-standing debate. There has been agreement, however, that research funded by the development cooperation budget must in some way be relevant to development cooperation policies.

The Department for International Development Cooperation in the Ministry for Foreign Affairs and the Academy of Finland agreed in 1990 that the Academy would manage research funds from the development cooperation budget. A division of labour was agreed upon in 1991, with the Department assuming clear responsibility for commissioning research in relation to the direct operational needs of the Department, while the Academy would concentrate on research on the situation of the developing countries and the development process. This division of responsibility has been more or less maintained up until today. None the less, the distinction between the operational research needs of the development cooperation authorities and the research interests of the academic community (as represented by the Academy of Finland) is a basic premise that from time to time has been discussed in policy papers.

Table 3 Academy of Finland – funding decisions, 2001–2008. Number of projects by research area.

Year	Biosciences & Environment	Culture & Society	Health	Natural Sciences & Engineering	Total
2001	2	3			5
2002	5	3	2	1	11
2003	5	5	1		12
2004	4	5	1	1	11
2005	4	3	1	1	9
2006	5	5	1	1	12
2007	2	5	1		8
2008	3	4	1	2	10
Total	30	33	8	7	78

Table 3 above shows the funding decisions of the sub-committee for development research in the Academy of Finland (Academy of Finland 2007b) The sub-committee is administratively placed under the Research Council for Culture and Society, but it is an inter-disciplinary committee with representatives from the other councils as well. Funding decisions of the sub-committee are classified by the general field of research that is supported, even if development research by definition should be multi-disciplinary.

Table 4 Academy of Finland – funding decisions, 2001–2008. Distribution of grants by institution.

Institution	2001	2002	2003	2004	2005	2006	2007	2008	Total
Univ of Helsinki	2	6	6	3	3	7	1	3	31
Helsinki School of Economics			1				1		2
Hanken School of Economics								1	1
Univ of Turku	1	1		1			1	1	5
Åbo Akademi		1			1	2			4
Turku School of Economics				3	1		1	1	6
Univ of Tampere	1	2	1	2	1	1	1		9
Tampere Technical Univ				1					1
University of Jyväskylä			2			1	1		4
Univ. of Joensuu		1	1		3		1	1	7
Univ. of Oulu	1							1	2
Univ of Kuopio			1			1			2
Univ of Lapland								1	1
MTT								1	1
STAKES				1					1
THL							1		1
Total	5	11	12	11	9	12	8	10	78

This distribution by institution is only moderately illuminating, but it does give an indication of institutional capacity for development research, in terms of how well established development research is on the research agenda in the different universities (Table 4).

Table 5 Academy of Finland – funding decisions, 2001–2008. Research area by institution.

Institution	Biology	Culture	Health	Natural Sciences	Total
Univ of Helsinki	16	11	3	1	31
Univ of Tampere	1	5	3		9
Univ of Joensuu	4	1		2	7
Turku School of Economics	2	2		2	6
Univ of Turku	5				5
Univ of Jyväskylä		4			4
Åbo Akademi		4			4
Helsinki School of Economics		2			2
Univ of Oulu				2	2
Univ of Kuopio	1			1	2

The University of Helsinki scores very high, with three times as many project grants as the next university. Helsinki has been successful every year since 2001. Helsinki is of course the largest university in Finland; its success has been concentrated on biology/environmental sciences (where Helsinki has received half of all the grants in this period) as well as within the area of culture and society (where Helsinki is the host of the national Research School for development studies and has received one-third of the grants). There has been little activity in development research related to the natural sciences (Table 5).

Overall, there is a remarkable concentration of activities within development research, with two universities receiving half of all the project grants since 2001, or four universities accounting for almost three-fourths of all grants. One may perhaps detect some positive feedback loops here; successful projects will lead to new activities that in turn will lead to more successful projects. It would be very difficult, however, to detect patterns like that by examining individual projects. A basic precondition must be the institutionally defined context for the research projects, where a major issue would be the level of interest (and investment) by the university in question in taught courses, doctoral programmes and so on. Much better information on the activities and strategies of particular research environments is required before any conclusions can be drawn. But anecdotal evidence (and a review of the Academy funding decisions) points to clusters of projects over time (and an active teaching and research environment), e.g. at VITRI at the University of Helsinki (tropical forestry), the Medical School at Tampere University (paediatrics and health), the Finland Futures Research Centre at the Turku School of Economics (environmental management in the Mekong region), in tropical forestry and resource management at the universities in Turku and Joensuu and within

human rights research at Åbo Akademi University. The current evaluation has not had the opportunity to prepare institutional profiles to examine this issue further.

One criticism raised in the 1998 evaluation concerns the number of projects funded by the Academy of Finland. The evaluation makes reference to the small size of projects of short duration and recommended that the Academy should fund larger, more thematic projects and reserve only a minor proportion of the budget for projects involving only one individual. The following diagram shows that this recommendation clearly has had an effect. (Diagrams in this section are based on data from the data-collection project organized by the Development Evaluation (EVA-11) of MFA while preparing this evaluation.) The number of projects has gone down (Figure 3).

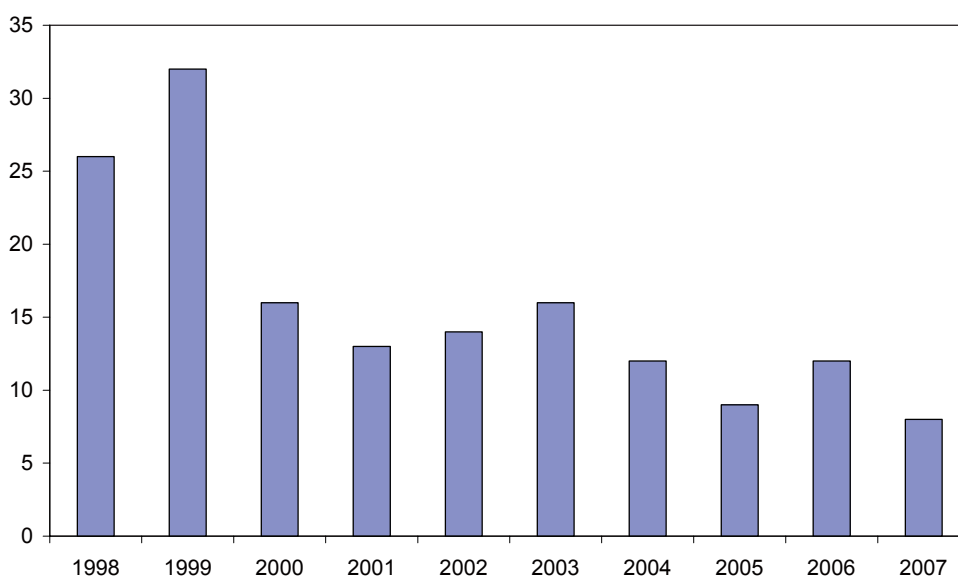


Figure 3 Total number of funded projects by the Academy of Finland.

Over the same period, however, the average funding per project has increased (Figure 4). This is of course caused by the distribution of the budget on fewer projects, even if the annual development research budget has increased from EUR 2.5 million to EUR 3 million since 2006. But one should note that while the size of project grants has increased, so has the length of the project period. The 1998 evaluation referred to 'short-term' projects. Although there were a number of multi-year projects in the Academy of Finland portfolio also in the 1990s, there were also many projects with a duration of less than one year. These short-term projects are no longer supported. Since 2001 most projects are three- to four-year projects; only exceptionally of shorter duration.

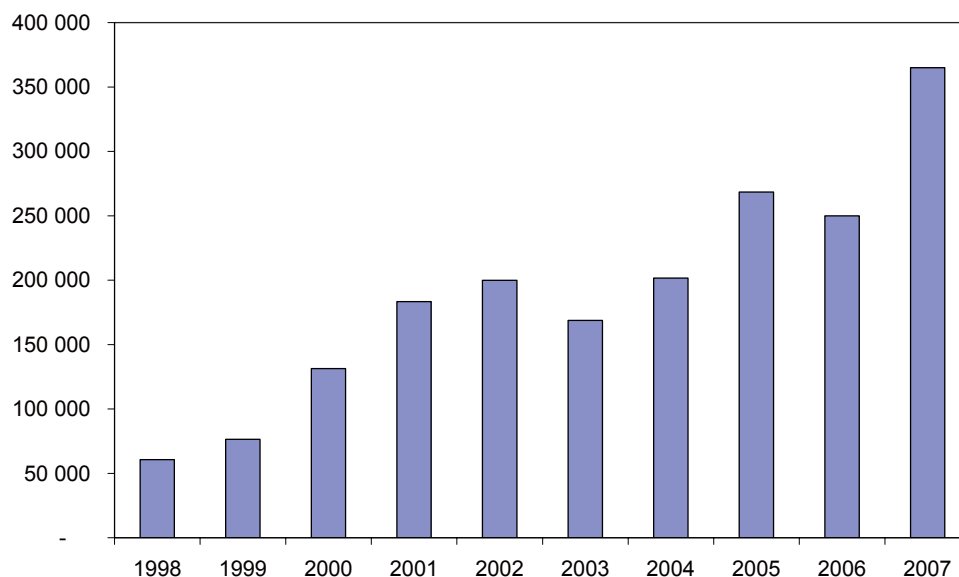


Figure 4 Average funding in EUR per project (Academy of Finland).

3.1.1 Policy Relevance

A main topic in the policy discussion between the Academy of Finland and the MFA concerns the thematic content of the research projects worthy of funding. The MFA has been preoccupied by the relevance of the research and has adopted the position that research themes should be closely associated with official development policy. The Academy has, of course, not been averse to this but has warned against tying development research too closely to the policy objectives and themes of Finland's official development policy. The Academy points out (in its Development Research Strategy) that the policy is so broad and so comprehensive that it will be possible to find wide areas of overlapping interest. But the Academy insists that research should be sufficiently independent of development policy goals to allow critical examination of these goals themselves, in addition to devoting interest to themes that happen to be outside the official policy framework.

The figure 5 below shows the distribution of research projects by theme. The classification is very rough and is based on a reading of project titles and project abstracts. We are not aware of any more precise, actively used system of classification of research themes. Another problem is, of course, that development research projects are by definition multi-disciplinary or trans-disciplinary. None the less, the table clearly brings out the importance of forestry research. It is important to note that this class of projects are less about technical forestry subjects than they are about the social and economic aspects of forestry.

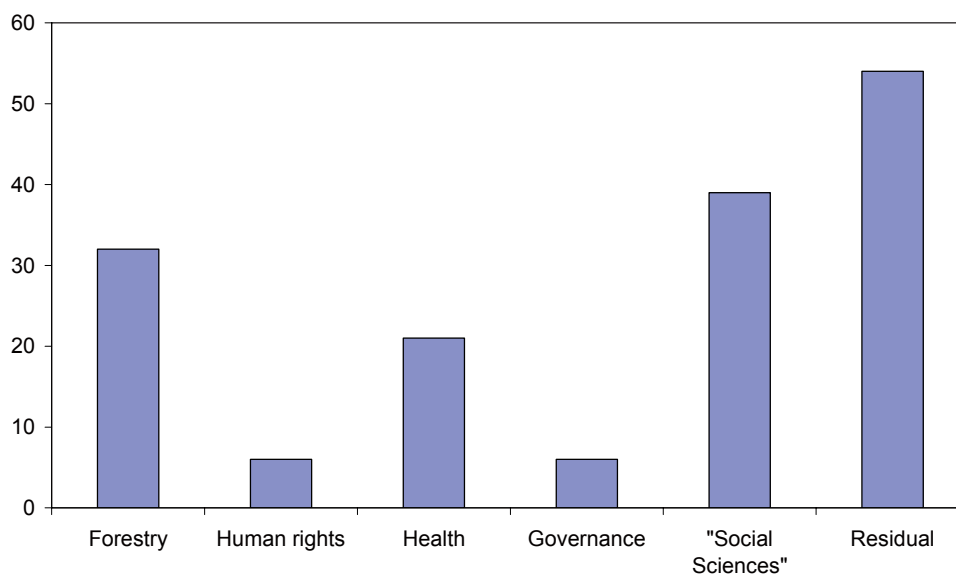


Figure 5 Number of projects addressing main topics (Academy of Finland).

The central position of forestry research, however, represents a clear overlap between research capacity based on an important and technically highly proficient sector of Finnish society, a research theme that is important to environment and society in developing countries and a central policy objective in Finland's development assistance policies, viz. that Finnish development cooperation should focus on areas where Finnish expertise and experience show comparative advantage.

Similar overlaps can probably be detected within some of the other thematic fields as well, such as health, environment, governance and human rights. One should note, however, that while there have been shifts in the thematic emphases in the relevant development assistance policies over the period in question (since 1998), these do not represent dramatic changes. The current emphasis on climate change and environmental issues, for instance, does not, of course, exclude a continued preoccupation with the poverty focus embodied in the Millennium Development Goals. Furthermore, when it comes to the research projects supported through the Academy of Finland it is probably wise to see relevance in fairly broad terms. There is a considerable time lag between the research proposal and the publication of research results. The research projects are meant to be quite long-term (support is now often granted for periods of up to four years), so it is probably wise to support themes that are relevant both at the beginning and the end of the research project.

3.1.2 Location

Finland is not a major development assistance donor and is, as a matter of principle, in favour of multilateral development cooperation. Bilateral development cooperation is extended to a comparatively small number of countries (eight so-called long-term partner

countries) and to a number of countries recovering from violent crisis. Finland also supports thematic and regional cooperation programmes in regions like Southern Africa or the Mekong River Basin. The intention is to promote regional integration by supporting thematic programmes of particular importance to the relevant regions, such as crisis prevention and social stability, or cross-boundary water and environmental management. The idea is that Finland will promote sustainable development on a regional basis by encouraging cooperation on themes where Finland has particular competence and capacity.

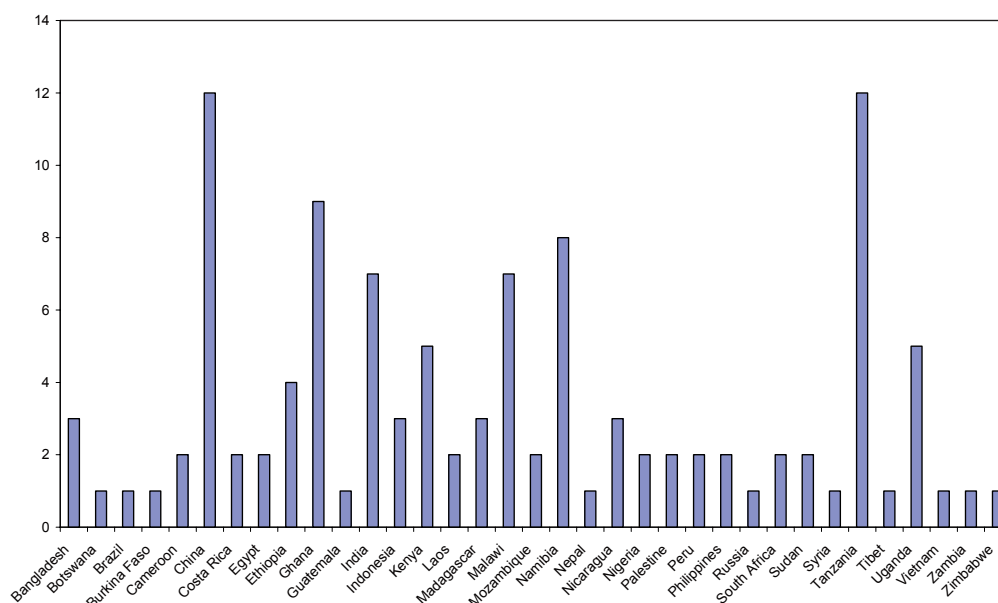


Figure 6 Number of projects in countries included in one or more research projects (Academy of Finland).

The geographical location of development research projects has been a subject of discussion between the MFA and the Academy of Finland. The Ministry would like to see projects based in countries where there are other Finnish development cooperation activities, while the Academy has more or less rejected this preference as a matter of policy. The Academy’s Development Research Strategy expressly states that ‘there is no justification for focusing only on those countries with which Finland engages in bilateral development cooperation’. On the other hand, if the countries recovering from violent conflict and those covered by thematic/regional cooperation are added to the main partner countries, the researchers have a broad range of countries to choose from, since they are all bilateral partner countries (Figure 6).

It is evident from the table above that there is no clear correspondence between the countries that have hosted the largest number of development research projects and the countries with which Finland has bilateral development relations. This is not a threat to the integrity of development research, since the project sites are chosen for

academic and scientific reasons. This distribution is probably more of a problem in terms of the Ministry's policy goals of encouraging capacity building in the developing countries by encouraging research cooperation. It is reasonable to assume that a broad Finnish presence in a country would encourage this process, so a certain concentration of research projects is probably required. A look at the countries where Finnish research is most concentrated – defined as countries where there have been three or more Finnish development research projects in the period in question – shows the same lack of correspondence as for the general distribution.

The popularity of Tanzania as a research site is not unexpected, while the concentration in countries like China and Ghana is more surprising. The focus on Namibia is also interesting, and seems to have a historical explanation dating back to the involvement by Finnish missionary societies in the 19th century. Countries like Vietnam, Nepal and Mozambique, all important countries in Finland's bilateral development cooperation portfolio, have had less than three projects and may thus be said to be underrepresented (Figure 7).

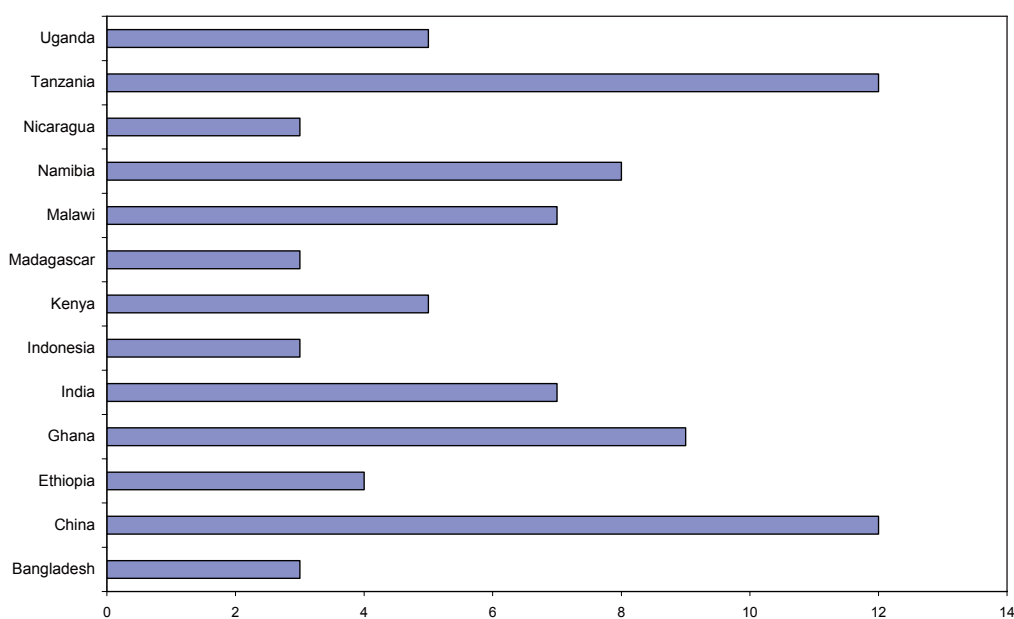


Figure 7 Countries included in three or more research projects (Academy of Finland).

3.1.3 Cross-cutting Issues

Yet another concern to the MFA involves the research effort devoted to a number of themes that in the formulation of development policy are referred to as 'cross-cutting issues'. The issues that should be classified along these lines have undergone shifts over the period under consideration, but since the 2007 Development Policy Programme they involve:

- **Gender**, with particular emphasis on the promotion of social equality for women and girls;
- **Marginalised groups**, such as children, people with disabilities, indigenous people and ethnic minorities;
- **HIV/AIDS** in its medical as well as social aspects.

The present survey of the development research portfolio of the Academy of Finland is based on a reading of project information on file at the Academy. As far as actual content is concerned, the information available is basically restricted to project titles and the abstracts of the proposals. On the basis of this information it is clear that the cross-cutting issues in development policy are not treated as cross-cutting issues in research. This means that while a forestry development project is required to consider the effects and consequences this project might have on gender relations and the position of women, it seems unreasonable to demand that all research projects on forestry issues must consider the position of women. None the less, there are projects that examine these cross-cutting issues both as a main theme and as one angle of approach. At the project level we have noted projects dealing with issues such as how local communities cope with the HIV/AIDS pandemic, on the human rights of disabled people, women's access to natural resources, the education of young girls or the nutrition status of young mothers.

One should note, however, that these impressions are based on information that is not organised for that purpose. The abstracts of the proposals are not indexed or given key words, and the titles are, of course, designed to indicate the main theme of a proposal only. It has not been possible to examine individual projects and project outputs to determine how well these cross-cutting issues are covered.

The 1998 evaluation of development research made a recommendation that a development research registry be created. It pointed out that the institutional memory with regard to development research to a large part seemed to rest with individual researchers, sometimes with their institutions. To a large extent this remains the case. We have pointed to situations in the course of preparing this evaluation where a development research registry would have been useful. We have pointed out above that UniPID has taken an initiative to present the development-related activities of its member universities, but that this database is still quite rudimentary. There is a lot of information on development research in the files of both the Academy of Finland and in the MFA, but it is indicative of the situation that the current evaluation has had to rely on a separate data-collection exercise to gain access to it.

We would like to commend UniPID for the initiative taken to present institutional profiles covering both research and training at Finnish universities. This seems to be an excellent point of departure for creating a more exhaustive registry of Finnish development research. It is a pity that the 1998 recommendation was not acted upon. We would like to once more reiterate this recommendation: there is a need for a proper registry of Finnish development research and with the opportunities offered by modern electronic media, this should not be an insurmountable challenge.

3.1.4 Research Cooperation

One of the most persistent issues in the policy dialogue between the Academy of Finland and the Ministry of Foreign Affairs concerns research cooperation and the contributions that research cooperation can make to capacity building. According to the 1998 evaluation report, the first government committee appointed in 1975 to examine issues of development research and education stated that support for research capacity building in developing countries was seen as a responsibility of the MFA. There has been no disagreement at all over the importance and advantages of research cooperation; the main contention seems to have been a matter of organisation and funding. The 1998 evaluation, for instance, was scathing in its criticism of the lack of research cooperation it found in Finnish development research.

The 2005 MFA internal policy note on development research refers to research cooperation as ‘a natural forum for various kinds of partnerships’, and points out how such new forms of cooperation and partnership are required if the MDGs are to be achieved. The policy note further argued that Finnish expertise should be utilised to strengthen research capacity in developing countries and concluded that support to partnerships between universities and research institutions in Finland and in developing countries could achieve this goal. Similarly, the Academy Development Research Strategy from 2006 is equally persistent in its support for research cooperation and partnership, but notes that improved research capacity in developing countries ‘requires significant investments in research infrastructure, higher education and research institutions’. The Strategy notes that North-South cooperation can play a role in this regard, but that research capacity building is the primary responsibility of the developing countries themselves. The Strategy adopts a surprisingly passive attitude in its discussion of research cooperation and seems to leave the responsibility for a policy initiative to the MFA.

The Development Research Strategy pointed to the new Institutional Cooperation Instrument (ICI) that was being prepared by the MFA at the time, as one possible vehicle for improving the situation. In the meanwhile, the Academy stated that high-quality research proposals that included cooperation arrangements with researchers from developing countries should be favourably regarded, and offered to take part in additional strategic work on how research and training could be developed through institutional cooperation.

An ICI facility for the university sector has not yet been launched (see below). As far as research cooperation with developing countries is concerned, the impression gained by the team conducting the current evaluation is that the situation is unfortunately not very different from the description in the 1998 evaluation. We have not talked to a very large sample of Finnish development researchers, but those that we have talked to point out that the Academy procedural restrictions militate against institution building. They preclude funding of infrastructure items, at Finnish and developing country institutions alike; project leadership must be vested in Finnish university

staff above a certain rank; budgets for project proposals are invariably cut, in which case the budget lines for research cooperation inevitably become the casualty. Some proposals may contain Ph.D. training funds for staff from host institutions in the developing countries, but we have not come across projects that accommodate the participation of senior researchers from developing countries. There is an expectation that the ancillary facilities such as the Centre for International Mobility (CIMO) and ICI will solve resource problems and allow genuine and equitable researcher cooperation. So far there are weaknesses in both these two instruments that need to be corrected before they can play the useful role they are expected to play.

Research cooperation has been given high priority in policy statements, but this has not yet been reflected in institutionalised arrangements to promote such cooperation. Everybody involved agrees that research cooperation is important, in its own right and for the contributions it can make to institution- and capacity-building at universities in developing countries. But this requires far more than the goodwill and interest of the researchers involved. Had these been sufficient conditions for research cooperation, the problem would have been solved already.

It is difficult to get a clear impression from project abstracts and project completion sheets on the exact extent of research collaboration and the division of labour and responsibility within a project. But what has become clear is that the extent to which active research cooperation takes place is entirely up to the Finnish project leader, who may or may not succeed in mobilising the resources necessary. At present there is no institutional arrangement to promote research cooperation along the lines found in for instance other Nordic countries. In view of the importance that Finnish development policies attach to partnership as a vehicle for reaching important policy goals, this lacuna in Finnish development research support is surprising.

Observations and conclusions

The development research portfolio discussed in this report is restricted to projects supported by the Ministry for Foreign Affairs. Approximately half of the total support is provided to development research in Finland, where individual project grants is the common mode of support, while the other half is provided to a restricted number of international research institutions as untied core grants, which is the normal mode of support provided by Finland to multilateral institutions. Additionally, Finland has over the decade under consideration provided individual project grants to range of international projects on an *ad hoc* basis.

In Finland, the bulk of the research support is provided through the Academy of Finland, which organises annual calls for proposals and provides project grants on a competitive basis. In line with the 1998 evaluation of Finnish development research the project grants have been concentrated on fewer and larger projects of longer duration. Thematically, projects have predominantly been within forestry and environment, as well as within social sciences; health and natural sciences are less well represented. Four

universities account for almost three-quarters of all project grants; one may perhaps detect positive feedback loops where project grants contribute to active university environments that enhance the quality of project proposals, leading to further grants.

The quality of the development research projects supported by the Academy of Finland is high. The Academy applies rigorous quality assurance procedures and can, with the adoption of English a working language, draw on an international pool of resources for this purpose. The Academy insists, furthermore, that the research supported is evaluated for its academic interest and that relevance in terms of Finnish development policy (with reference to geographical or thematic distribution) is secondary.

Research cooperation with developing countries has been given high priority in development research policy statements but this has yet to be given adequate financial or institutional expression. Projects supported by the Academy of Finland should ideally promote research cooperation; in actual fact a number of procedural, budgetary and practical issues militate against it. Other facilities put in place by the MFA, such as ICI or CIMO are not adequately developed to remedy the shortcomings. In terms of the recommendations in the 1998 evaluation, progress with regard to research cooperation has been disappointing. Another recommendation that has not been acted upon concerns the need for a proper registry of Finnish development research.

3.2 Commissioned Research Managed by the MFA

MFA support to development research in the period under review is more or less equally divided between support to development research in Finland and support to international institutions. The largest proportion of the domestic support has been channelled through the Academy of Finland, which has received approximately 40% of total support. In addition to funding Academy project grants, the MFA has issued annual calls for commissioned research. Commissioned research has received approximately 10% of total research support.

By way of introduction to this section we will provide an overview in terms of the overriding questions referred to in the ToR (Annex 1). For the benefit of the reader, we use graphs to illustrate the points made, with brief verbal commentaries. A table giving further details is found in the Annexes 3A & B to the report.

Altogether 96 projects were funded through this facility. While the normal procedure would involve calls for applications, as many as 37 of the projects – nearly four out of ten – were given grants outside the regular calls. This suggests some flexibility on the part of the MFA in the management of the facility and the fact that in 2002 and 2003 no calls were made.

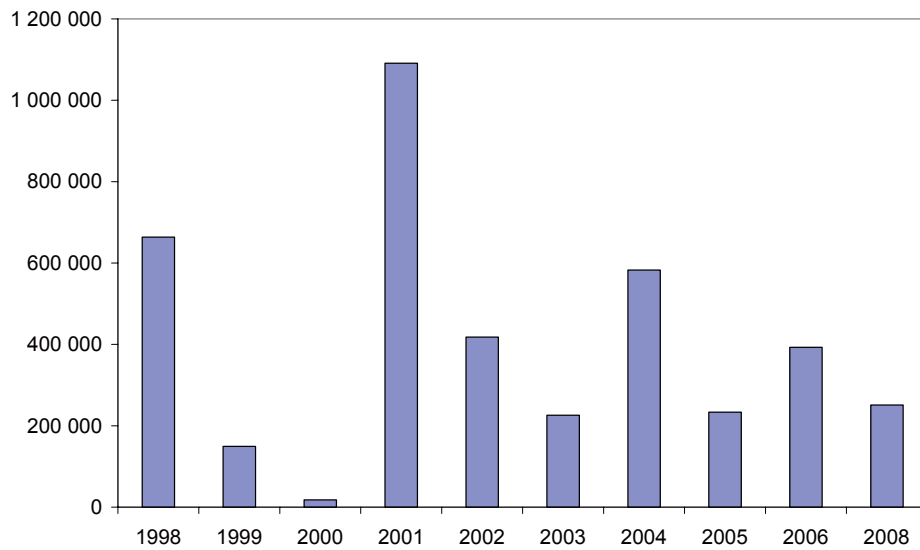


Figure 8 The funding of commissioned research by year, 1998–2008 (in EUR).

Figure 8 above depicts the total funding level for commissioned research by year, which suggests wide fluctuations. Part of the reason is that the signing of contracts was sometimes delayed until the year following the relevant call and recorded then. Similar to the flexibility exercised in the granting of funds outside the facility, it probably also suggests a certain budgetary flexibility on the part of the MFA in the allocation of money to and the general management of this facility.

It appears that over the 1998–2008 period the total number of commissioned research projects receiving grants have varied considerably, ranging from peaks at around 15 or 20 in 1998, 2001 and 2004 to lows in 2000, 2005 and 2008 with just a few (Figure 9). It should be recalled, however, that the size of the projects differs. Some grants classified as projects were, in fact, small supplementary grants for publishing purposes or short-term consultancies for the purpose of writing think-pieces.

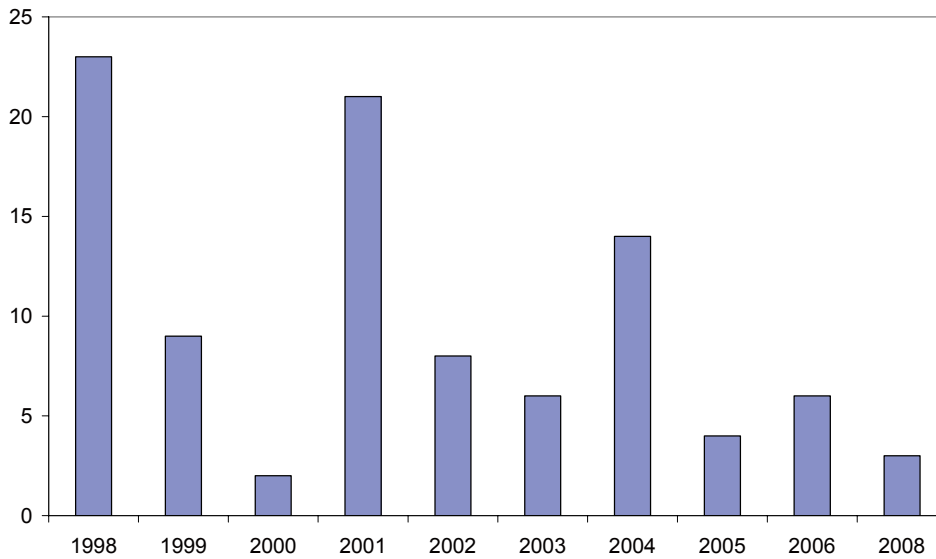


Figure 9 Total number of commissioned research projects, 1998–2008.

In terms of the amounts granted per project, the projects seem to have increased in size over time and stabilised at an average level of EUR 60 000–80 000 since 2001 (Figure 10). But there is still size variation within each year. This development may be advantageous to the grantees who would be allocated more resources, but not necessarily to the MFA. The latter might be more interested in very concise policy briefs on demand in connection with specific needs that arise rather suddenly. There is probably a case for finding a balance between these two concerns (see the policy options at the end of this section).

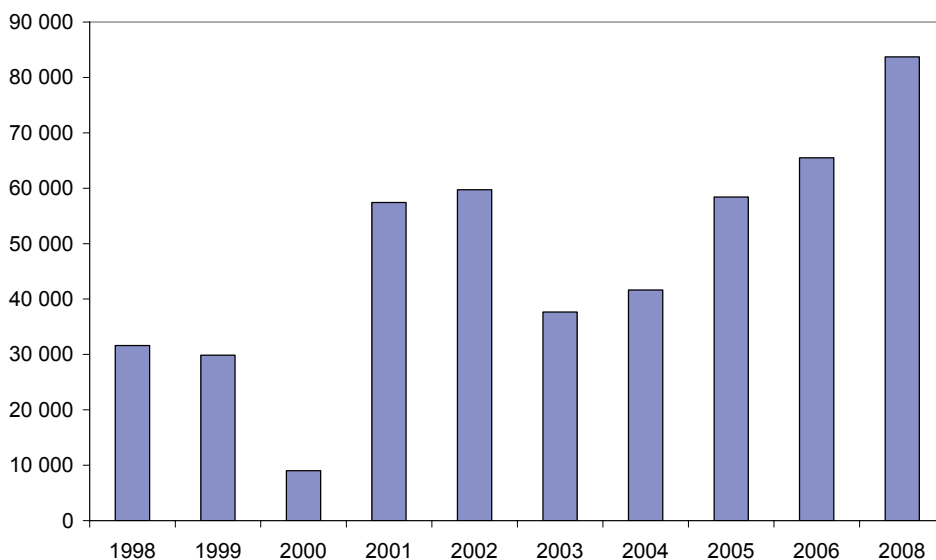


Figure 10 Average volume funded per commissioned research project (in EUR), 1998–2008.

In terms of the main topics addressed by commissioned research projects the distribution is extremely skewed as shown in the Figure 11 below. However, the ‘social sciences’ category is very broad and subsumes a diversity of projects which are difficult to classify otherwise. It is nevertheless noteworthy that social science research is so dominant. Furthermore, it could be argued that the ‘governance’ category is closely related to the social sciences, as is part of the ‘human rights’ portfolio even though its main underpinnings are law. It is also unfortunate that the residual category is comparatively large, owing mainly to the small projects that are difficult to classify.

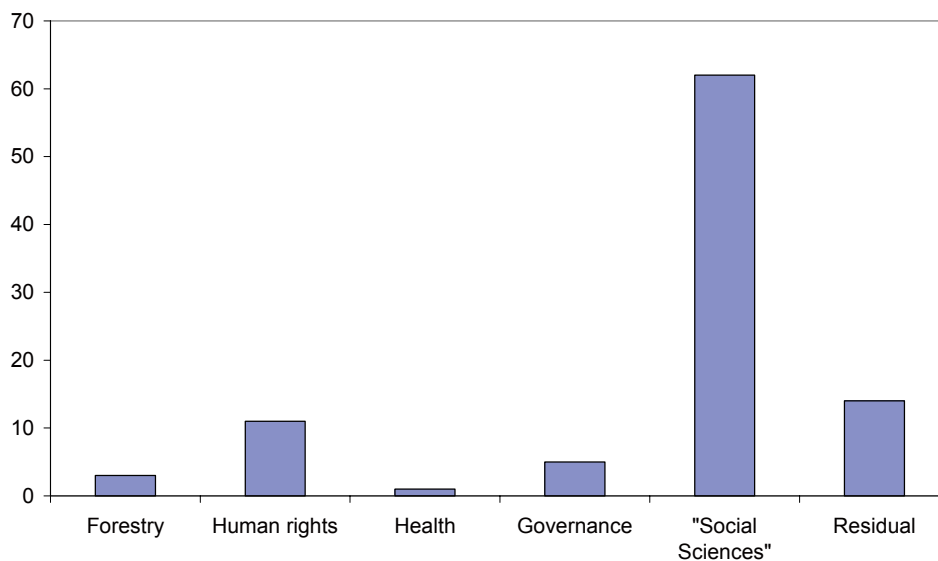


Figure 11 Number of main topics of commissioned research projects.

Finnish development policy is preoccupied with a number of cross-cutting issues and one would have expected that this was reflected in the substantive orientation of the commissioned research projects (Figure 12). While it may perhaps be unreasonable to require each and every project to be informed by one or more of the cross-cutting concerns as a subsidiary objective, it is evident from the graph below that a fair number of the projects conform to that preference. The exception is HIV/AIDS which was not addressed by any project during the period under review.

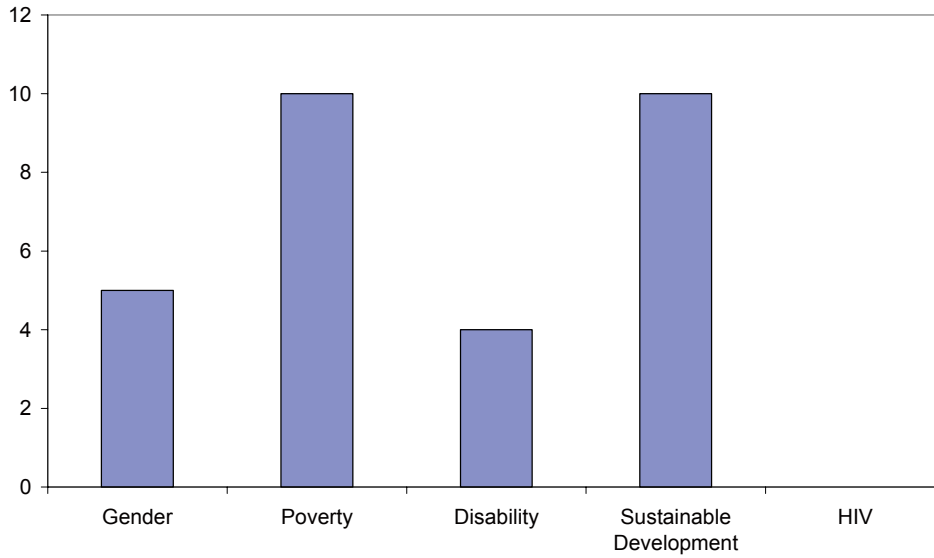


Figure 12 Number of projects addressing cross-cutting issues, 1998–2008.

While the Academy of Finland has insisted that no geographical restrictions be imposed with regard to the countries to be studied, the commissioned research facility is designed to fit the needs of the MFA, not only in terms of thematic relevance but also the choice of country or geographical area. Figure 13 depicts the country focus of the commissioned projects.

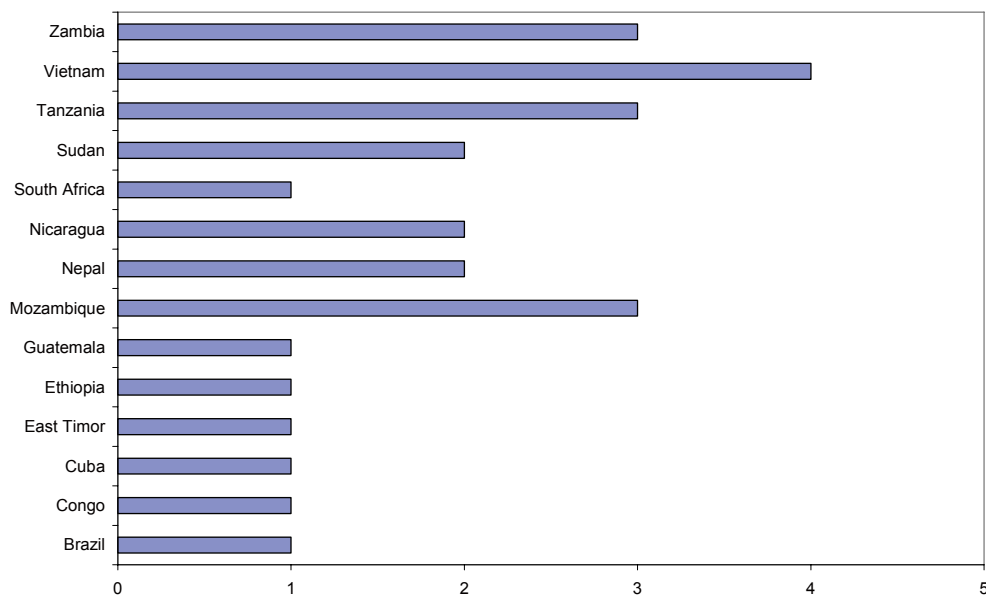


Figure 13 Country focus of commissioned research projects, 1998–2008. Number of projects per country.

Vietnam, Mozambique, Tanzania and Zambia have been the focus of three or more project during the period being evaluated. These are all among Finland's main partner countries. Otherwise, most countries have attracted the attention of only one or two projects. It should be recalled, however, that a number of projects has no geographical orientation and cannot be classified by country.

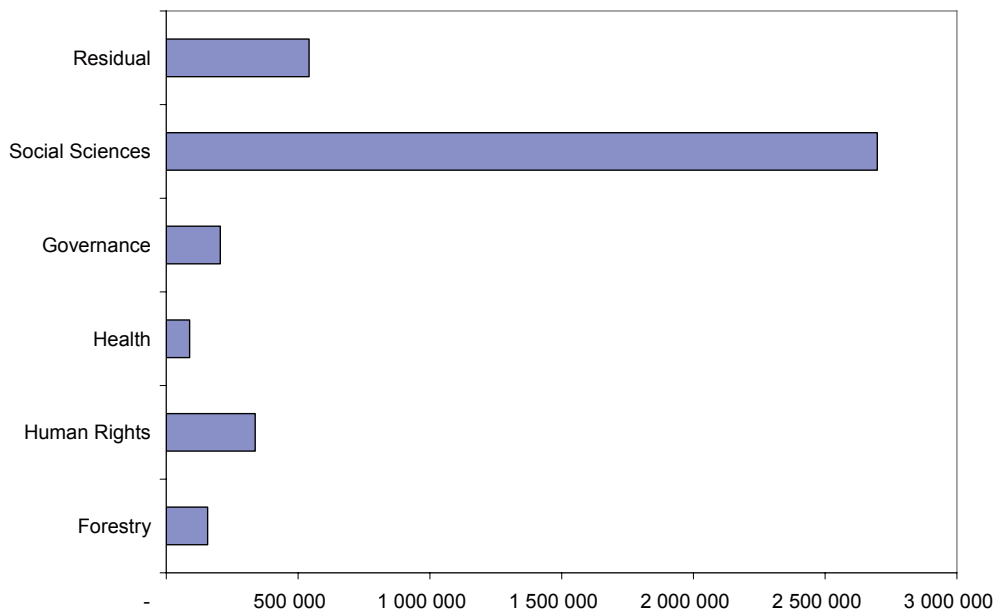


Figure 14 Total volume of funding per topic in commissioned research, 1998–2008 (in EUR).

Largely reflecting the number of commissioned research projects, the grant volumes accruing to the themes are the same. This means that the projects have been more or less of the same size in terms of money throughout the period.

3.2.1 Selected Commissioned Research Projects

This section also examines more closely the substance of the activities subsumed under the rubric of commissioned research. Initially, we have drawn a sample of eight publications stemming from the calls and assessed their quality. We have asked researchers at the Chr. Michelsen Institute with research experience from the different areas of inquiry to carry out these assessments. Second, we have considered the effectiveness of the procedure to commission research in terms of its operational value to the MFA. Third, we make some observations and offer alternative options for consideration by the MFA with a view to enhancing the operational utility of commissioned research to the aid authorities.

We should point out that only one of the research reports in question has been published by a reputable publishing house, presumably after normal academic review. The others have been made available through various in-house publishing arrangements. This is a quick and convenient way of publishing, but the quality of in-house publications is usually variable. The MFA issues reports in its own *Elements for Discussion* series, without a fully-fledged peer review process, even though it is supervised by the research group in the Department of Development Policy. Even so, the following review will show that the well-known quality challenges of in-house series have not been fully overcome.

The following reports have been considered:

1. Liisa Laakso (ed.), *Regional Integration for Conflict Prevention and Peace Building in Africa: Europe, SADC and ECOWAS*, Helsinki: Ministry for Foreign Affairs, 2002, 179 p.

This study analyses how regional actors can be used in the interest of peace-making and peace-building, with a focus on Europe (i.e. the European Union), the Southern African Development Community (SADC) and the Organisation of West African States (ECOWAS). The book starts with a useful theoretical chapter which sets out the parameters that inform the empirical analyses in the subsequent chapters written by different authors. One chapter deals with the European experience and the role of the EU in crisis management in Africa. In the same vein the next chapter examines the security dimension of EU aid to Africa within the context of regional processes. The southern African region and SADC, as its organisational umbrella, is the subject matter of another chapter. The penultimate chapter on ECOWAS is long and very detailed, to the point of being more interesting to the political historian than to an official of the MFA. The book's conclusion is that regional integration efforts can indeed be helpful in promoting peace through five main mechanisms:

- Strengthening regional positive interdependence. The actors involved perceive of a shared destiny that violent conflicts would upset. Hence, efforts are made to avoid conflicts;
- Strengthening regional conflict resolution mechanisms. Regional organisations set up instruments that can be activated in times of imminent crisis as a means of prevention; they can be used as a means of mediation and containment in the midst of a conflict, or as a means of post-conflict reconciliation and reconstruction;
- Creating conditions for the formation of regional identities. By forging loyalties that rise above parochial or nationalistic sentiments disruptive conflicts can be forestalled;
- Promoting economic growth and addressing grievance-related causes of war and violent conflict. Sources of violent conflict may be removed by redressing structural disparities and perceived injustices through growth processes;
- Supporting the regional containment of opportunities for benefit by violence.

While this volume provides a good state-of-the-art review of regionalism as a means to prevent violent conflict and build peace, it is less successful in giving MFA officials an operational handle on the issues.

2. Samuli Seppänen, *The Possibilities and Challenges of the Human Rights-Based Approach to Development*, Helsinki: Erik Castrén Institute, Research Report 17/2005, xiv + 125 p.

This report discusses the pros and cons of a planning tool to which the donor community has had great expectations since it appeared in the early 1990s: the human rights-based approach to development (HRBAD). Seppänen traces the origins of the concept and gives a good overview of what it entails. He points to the underpinnings of the concept as being the international human rights conventions and goes into a rather lengthy discussion of the legal and political norms. While this discussion is both interesting and informative it does not add much operational value, which one would expect to be the MFA's primary concern. A section is devoted to indicators and indices as a way of operationalising the concept. Seppänen expresses severe reservations about the usefulness of such indicators – partly due to the paucity of data and partly due to the dubious assumptions that underlie indicators and composite indices.

Apart from the overview, the general sections on the normative bases of the concept and on indicators and indices, the report also comprises case studies of the added value of the human rights-based approach to development in the context of Tanzania and Zambia.

In conclusion, the report claims that the HRBAD is merely a restatement of existing human rights obligations on the part of the donors and recipients alike. Seppänen reiterates his scepticism and maintains that the concept is vague and has limited added value. It comes as no surprise, therefore, that his recommendations are neither very practical nor operational.

3. Rambøll-Finnconsult, *Finland and the Human Rights-Based Approach to Development*, Helsinki: Rambøll-Finnconsult, 2006, 45 p.

It is somewhat surprising that only a year after the study by Seppänen (see above) was published, the MFA commissioned yet another study on the same subject of the human rights-based approach to development. One wonders why. It may presumably have been because the Seppänen study was not operational enough. The Rambøll-Finnconsult study covers much of the same ground as its predecessor and makes an effort to relate the HRBAD to the development policy that Finland adopted in 2004, not only in a general sense but also to such notions as conditionality, coherence, empowerment and the Paris Declaration in the aid discourse. In contrast to Seppänen, the multiple authors of the Rambøll-Finnconsult study are less sceptical of the HRBAD as a tool for the planning and implementation of projects and programmes. Furthermore, they

distinguish between the duty of governments to respect, protect, promote and fulfil human rights and seek to dispel certain ‘myths’ about human rights.

The Rambøll-Finnconsult study, similar to that of Seppänen, includes case studies from Ethiopia and Nicaragua to illustrate how the approach is being applied. Seeing the added value of the human rights-based approach, which it asserts that Finland has adopted, the Rambøll-Finnconsult study puts emphasis on staff training to be able to apply it more effectively. But it also points out that the new aid architecture, e.g. the sector-wide approaches and budget support, makes it more difficult to apply the HRBAD.

Although the Rambøll-Finnconsult study goes somewhat further towards operationalisation, it stops short of actually providing an operationalisation instrument. The mere repetition of the recommendation that Finland should develop HRBAD programming guidelines and embark on staff training programmes in its application is not very helpful. What the aid administration needs is assistance in developing such operational tools. Thus, the same criticism levelled against the Seppänen study also applies to that by Rambøll-Finnconsult: it is not operational enough.

4. Judith Richter, *Public-private Partnerships and International Health Policy-making: How Can Public Interests be Safe-guarded?*, Helsinki: Ministry for Foreign Affairs, 2004, 105 p.

The report addresses a timely and important question. Since the 1990s, close partnerships have emerged between private companies and independent philanthropic organisations, on the one hand, and the UN system, on the other. In this context partnerships mean that the partners engage in joint decision-making. This development has not been accompanied by policies to prevent conflict of interest in policies that are not in the public interest. The purpose of the report is to map the evolution and assess the adequacy of UN safeguards to protect the public interest in public-private partnerships, and to explore the problems of putting effective and adequate procedures in place to forestall conflict of interest.

This interesting and thought-provoking report successfully achieves its aims. It provides illuminating examples of conflict of interest that have arisen as a result of the World Health Organisation’s (WHO) engagements in public-private partnerships. It describes in detail how the WHO has tried to deal with the issue, yet failed to do so adequately. Moreover, the report clearly points at the failure of the WHO to make a distinction between dealing with public-interest NGOs and private (business) NGOs. It also explains why public-private partnerships have emerged and why it is difficult to agree on appropriate safeguards. Finally, the report includes an interesting theoretical discussion of the concept of ‘conflict of interest’ which sheds light on the issue at hand.

A weaker part of the report is its policy recommendations. Most of the recommendations could probably have been formulated without first writing the report. However, even

without policy recommendations, the report appears very useful in increasing the level of awareness and understanding of these partnerships.

5. Owen Greene, Julia Buxton and Charly Saloni-Pasternak (eds.), *Conflict Prevention, Management and Reduction in Africa: A Joint Project of the Finnish Institute of International Affairs & the Centre for International Cooperation and Security*, Helsinki: Development Policy Information Unit, Ministry for Foreign Affairs of Finland, 2006, 279 p.

As part of its preparation for the Presidency of the EU in the latter half of 2006 the MFA commissioned a study to examine the sources and dynamics of violent conflict in Africa, including priorities for conflict prevention, reduction and management (CPRM). The primary aim was to enhance the awareness and understanding of issues and challenges relating to CPRM in sub-Saharan Africa and of the ways in which the EU, its member states and their international partners can contribute to CPRM objectives.

The book contains eight sub-studies in chapters of variable length which provide a good introduction to and overview of the various dimensions of violent conflicts in Africa. The first chapter provides a general introduction to armed conflict in sub-Saharan Africa and the thematic issues involved in CPRM. This is followed by a chapter detailing the capacities for crisis response and management (policies, mechanisms and initiatives) of the UN, the EU and (very briefly) the AU.

Subsequent chapters address a range of issues: (a) disarmament, demobilisation, and reintegration; small arms and light weapons; and security sector reform in general; (b) trends in democratisation, good governance, human rights and conflict management with a focus on the response of African regional organisations and an overview of EU instruments; (c) the role of natural resources (such as oil and diamonds) in civil war dynamics; (d) a review of conflict-sensitive aid; (e) trade, economic inter-dependence and conflict; and (f) fresh water and management of scarce water resources with a focus in shared rivers and river basin commissions.

This book is an attempt to provide state-of-the-art reviews of various dimensions of conflicts and how to respond to them in African contexts. In that endeavour it is successful although it adds little or nothing to the existing body of knowledge. It is generally good on the analysis of conflict dimensions and most issues seem to be covered. It is much more uneven, even weak, in dealing with responses to the challenges in terms of prevention, management, and the reduction of conflict. The coverage of African responses is weak and the analyses of EU approaches and policies are uneven. There is no attempt to deal with the role of EU member states or coherence issues.

6. Arno Tanner, *Emigration, Brain Drain and Development: The Case of Sub-Saharan Africa*, Helsinki and Washington D.C.: East-West Books and Migration Policy Institute, 2005, 183 p.

This book has been published through a regular publication outlet, not through the MFA's in-house series *Elements for Discussion*. It addresses a range of demographic topics that is of great relevance to development: emigration from developing countries of skilled labour and professionals resulting in a brain drain that is harmful to the sender countries. Tanner does a good job of providing an overview and state-of-the-art exposé of migration movements – their underlying driving forces and the differential consequences for receiver and sender countries.

Tanner's basic premise is that it is futile to control migration flows through administrative or legal restrictions. While much of the debate on emigration from developing countries has considered the result in purely negative terms, Tanner takes a more nuanced view. He sees both beneficial and adverse consequences for the sender countries, and discusses whether, on balance, they are favourable in terms of development. For example, he devotes considerable space to the role and significance of remittances from overseas migrants to their home bases, and to the usefulness of African Diaspora networks in a variety of ways. He is in search of a 'win-win' scenario.

His recommendations with regard to Finnish aid policy are commonsensical and not necessarily correct: using aid to reduce poverty will contribute to slowing down the brain drain. Empirical studies on rural-urban migration have shown that development may – in the short and medium term at least – have the effect of speeding up migration because the no longer poor will have acquired the wherewithal to migrate. The poorest of the poor do not migrate. It is the relatively better resourced who have the means and inclination to seek 'greener pastures' that migrate, often in a stepwise fashion, first to urban areas and then abroad. Tanner's ideas on how to derive benefits from the Diaspora populations are better: enticing professional back to their home countries for shorter stints to give courses at universities or to provide inputs into business ventures, possibly as investors themselves. He also sees a role for development agencies in helping to put the remittances to more productive use. Tanner is realistic, however, by acknowledging that permanent return is not feasible in the foreseeable future, not before the global disparities of wealth and opportunities have been evened out.

This book gives a good overview of existing literature on the subject matter, even though it does not add many new insights. Its weakness is the operational recommendations which tend to be too general and vague to be helpful in the policy development of the MFA, unless they are further elaborated upon.

7. Brolén, Kirsi, Kent Wilska and Max von Bonsdorff (eds.), *An Assessment of Aid for Trade: From Policies to Practice. The cases of Mozambique, Tanzania, Vietnam and Zambia*, Helsinki: Ministry for Foreign Affairs, 2007, 348 p.

This book lacks a clear focus and structure. It does not provide new evidence on the issues addressed and the link between its two parts is unclear. Moreover, no common methodology is applied in the case studies, which makes it difficult to draw general conclusions. However, parts of the book – such as the analysis of the value chains in

Tanzania and Zambia – provide valuable and descriptive information. The authors do not oversell trade liberalisation as a way out of poverty because there is no unequivocal research evidence to support such a claim. The conclusions are rather commonsensical and do not seem to stem from the research undertaken. In particular, the authors of the first part of the book do not provide an updated and comprehensive review of the research agenda within this field.

The first part by Eronen et al. questions whether African countries can learn from the Asian experience with integration into the global markets. However, this question covers a wide range of issues that a number of authors have discussed previously in greater detail. Eronen et al. approach their subject matter by means of a comparative analysis of the experiences of Vietnam and Mozambique with reference to three sub-questions: (a) what type of growth is best for poverty reduction in each country?; (b) what is the correct sequencing of policies?; and (c) on what conditions can the strengthening of trade capacity contribute to pro-poor growth. But it is not clear which theoretical approach they apply. Although the study refers to seminal papers by Dollar and Kraay analysing cross-country evidence, it lacks reference to theoretical approaches surveyed by Winters et al. (2004) and to key works by Ravallion. Nor does it refer to key analytical works by researchers inspired by T. Hertel and associates in the GTAP network. These studies seek to combine macro analysis with the use of household data.

The second part by Koponen et al. also lacks a clear focus. It covers too many issues at the same time, without a common denominator. It purports to focus on Aid for Trade (AfT) and to make AfT operational. The case study approach is applied also in this part. Their general conclusion is that there are different ways of building productive capacity through aid and that too much emphasis on trade and trade liberalisation might be unhealthy.

The strength of this book is the value chain approach. However, the authors do not seem able to fully link this approach to why and how donors should promote trade through AfT. Sweeping statements such as high value added chains can be established if aid is ‘dished in from outside by ‘business minded’ NGOs, can lead donors astray, e.g. supporting wrong sectors or wrong activities. Part of the reason for such sweeping statements is that the study lacks a discussion on why and how a donor should use aid to promote trade. The key motivations for providing AfT are poverty reduction and the reduction of market or government failures. The report hardly discusses these failures within the value sector approach. Moreover, there is a large section on trade and development and on multilateral liberalisation, which is not linked to the discussion of AfT.

8. Maaria Seppänen and Pekka Virtanen, *Corruption, Poverty and Gender. With Case Studies of Nicaragua and Tanzania*, Helsinki: Ministry for Foreign Affairs, 2008, 155 p.

The objectives of the study were to summarise the key theoretical and practical lessons learned on corruption, poverty and gender; to analyse the anti-corruption measures

and institutional responses taken by the governments of Nicaragua and Tanzania with regard to poverty reduction and gender, especially with respect to public service delivery in key sectors such as health, education and local government; and to provide policy recommendations for the inclusion of anti-corruption measures in the design of development policy and strategies.

The literature on corruption is huge and several comprehensive critical reviews of the literature have been published during the last decade. The added value of this review is its specific focus on the impacts of corruption on women and the poor, with empirical data from Nicaragua and Tanzania. The study is well written, well structured, and summarises some of the key lessons from the literature. It underlines the now established insight that to understand corruption in developing countries it is necessary to look beyond the formal state institutions and to address informal institutions and neo-patrimonialism. It is a weakness, however, that the authors do not apply the concept of 'accountability' in a more nuanced manner, e.g. vertical accountability, horizontal accountability and external accountability.

The two country cases provide useful background information on the history of anti-corruption in Nicaragua and Tanzania, and experiences from selected sectors. There are few, if any, new insights in these chapters, but they function well as a synthesis of lessons learned. For donor staff and others who are inexperienced with Nicaragua and Tanzania, the chapters provide basic knowledge about the state of corruption and anti-corruption policies in these countries.

The weakest part of the study is the policy recommendations. First, they are not clearly rooted in the 'findings' of the review. Second, the recommendations are very general and not tailored to the country/sector in question. Third, the role of civil society in curbing corruption is not nuanced enough. One of the key lessons learned from the past decade of anti-corruption interventions is that what works in one country or sector, may not work in other settings. In other words, no generic 'best practice' anti-corruption reform can be applied to all countries, and that there is no single cross-country model of reform: the context matters.

The study recommends that civil society initiatives for transparency be promoted. The role of civil society in fighting corruption needs to be modified or nuanced. There is little research-based evidence on the exact impacts of civil society organisations on corruption. The OECD (2003) synthesis of lessons learned in fighting corruption concludes, however, that there is little formal evaluative work on the anti-corruption effect of civil society organisations.

The authors use Transparency International's Corruption Perception Index (CPI) to compare corruption across countries and time. Such comparisons are dubious. First, the index covers only countries where information is available. Thus, a number of countries are not included. Second, even with an appreciation of this shortcoming, as well as knowledge about the methods used in compiling the index, it is still difficult to

say what a particular position on the indices really means. Can we compare the ranking of a country on the CPI from one year to the next? A simple answer is that while the scores assigned to the countries cannot be compared, one can to some extent compare the rankings. For instance, if country X is ranked below country Y in one year and the positions are reverse in the next year, this says something about the relative development of perceived corruption in these countries. However, the actual assigned scores are influenced by their relative ranking in the two years compared. Thus, a lower number for one country does not necessarily imply that its perceived degree of corruption has gone through a change for the worse. The index does not inform us where the change has happened. Nor does it tell us when the change has happened, since the perceptions of the survey respondents are based on impressions that are not necessarily limited to the calendar year. Not only index values, but even rankings are not comparable across years because the composition of the sample changes.

3.2.2 Observations and Conclusions

The above review of a sample of publications suggests that, in general, most of the studies provide good overviews of the subject matter they address and provide state-of-the-art accounts of the literature. In itself it is no doubt useful and time-saving for the MFA to receive such reports from specialists who have perhaps spent a considerable part of their careers studying these issues. However, the MFA is presumably interested in extracting policy inputs from these commissioned studies and – beyond policy formulation – in using the accumulated knowledge in the design and implementation of tangible projects and programmes. The commissioned studies seem less pertinent in terms of assisting the MFA in that endeavour. They are simply not commissioned enough, that is, they appear not closely tailored to the operational needs of the MFA.

In fact, the very designation of the annual calls for commissioned research is a misnomer. By definition, a piece of commissioned research – or a consultancy, for that matter – is normally based on a fairly detailed set of terms of reference pre-determined by the commissioning body, in this case the MFA, possibly in consultation with the tenderer (if there is a tender procedure) or the contracting party. In other words, the commissioning body determines the subject matter to be studied and the research problems to be examined, while the researchers choose the most suitable approach and methodology for the task. This is not the case with respect to the so-called commissioned research calls issued annually. Each call gives some guidance as to the subject matters to be researched. These may be more or less narrowly defined. Sometimes they are very broad, leaving it entirely up to the researchers themselves to define the research problems. There are broad overlaps and not much deviation from the calls made by Academy of Finland, except that the commissioned calls are for short-term projects.

Early in the period under evaluation the commissioned calls were less stringently monitored after the grants had been given. Since 2003, however, a research monitoring and coordination group of the Department for Development Policy has been active in providing guidance and advice to the grantees through regularised seminars during the



implementation period. This arrangement has given the MFA an opportunity to orientate the projects in a direction in line with the MFA's operational and policy needs. It has also provided a forum for interaction between the external researchers and the MFA practitioners. However, judging from the reports we have perused, this arrangement does not seem to have been effective enough in promoting the operational aspects and giving them adequate attention. It would appear that this state of affairs is not satisfactory to the MFA.

Formative process research

In view of the above observations, it might be worth considering alternative uses of the funds dedicated to what is currently termed commissioned research. One such alternative might be formative process research. Conventional monitoring and evaluation (M&E) are conducted continuously or at defined points in time in the course of a development intervention, typically through three mechanisms: (a) progress and annual reports; (b) reviews; and (c) *ex post* evaluations at the completion of a project or a programme. Progress reports are produced routinely by the project staff involved and record what has been done and achieved by set milestones in the lifetime of an intervention. In other words, they are internal means of record keeping. Reviews – be they mid-term or by some other periodicity – are also normally internal exercises undertaken by project staff, albeit more thorough than mere progress reports. However, reviews are sometimes reinforced with external personnel who add an element of independence that the implementers themselves may not enjoy. Evaluations, on the other hand, are conducted *ex post* by independent, external personnel in order to provide an impartial assessment of the achievements relative to the objectives defined at the outset. The methods used in reviews and evaluations are not necessarily scientific and the time constraints are usually severe.

By contrast to conventional M&E, formative process research takes a different approach. Essentially, it is a monitoring device by means of scientific methods to document processes of change and observed impact of development interventions with a view to providing key stakeholders with operationally relevant data, analyses and lessons learned as the implementation unfolds. It is necessary, of course, to establish a baseline against which change and progress can be measured. Furthermore, a set of indicators of change must be developed to capture the changes induced by the intervention. Such indicators are needed for comparison of over time and in geographical space. Equipped with these methods the research endeavour addresses the unfolding *process* on a continuous or intermittent basis from beginning to end.

The emphasis is on research-based documentation of processes, leading to operational advice to the implementers. Such formative process research must be designed in close consultation with the key stakeholders and main donors. Although collaboration with the established M&E machinery of the intervention is mandatory, it is critical to maintain an independent posture. An essential precondition for organisational learning – which formative process research is intended to underpin – is that those involved feel that the issues under scrutiny, the data produced, the findings and analyses are relevant



and interesting to the major stakeholders. There may, however, be diverging opinions on what will be of interest and what will be useful for the management of the intervention, and to the general M&E exercise.

The outputs of the formative process research are fed into the implementation process *en route*, either as thematic reports and papers and/or preferably as easily digestible briefs for policy-makers as well as face-to-face dissemination events. As such, it is inherently applied and policy-orientated in character, and seeks to help the stakeholders to improve the performance of an organisation or a project through regular communication between researchers and actors within the concerned project or organisation. It is in this sense that the research is *formative*: it helps to form or modify the intervention along the way. In most cases the management of the intervention is at liberty to heed the advice or not. The researchers are not part of the management in a strict sense but interact closely with it through continuous dialogue. In other words, the actual application of findings and insights is beyond the control of the researchers.

In principle, formative process research can be undertaken with respect to any development intervention but it would hardly make sense unless the intervention is of some magnitude and long-term in nature, e.g. a reform process (public sector reform; decentralisation; privatisation), or a sector-wide intervention (health; education; energy). It typically extends over a period of 3–5 years. For it to work as intended, the researchers must be given full access to information and assured of close collaboration with the management of the intervention, because the very rationale of formative process research is to assist the latter in making adjustment to its plans and activities in line with the insights provided by the researchers. However, it is not unusual that tension or friction may arise between the researchers and management. It is important, therefore, that their respective roles be defined clearly at the outset.

The outputs of a formative process research endeavour when completed could be used as documentary evidence for independent evaluation teams after the completion of the development intervention. Indeed, it would provide valuable data that an evaluation team would otherwise have difficulty finding *ex post*, and thus enrich the evaluation exercise.

The concept of formative process research is a relatively recent methodological innovation which originated in an evaluation context (Mikkelsen 2005). Similar to other social science research methods intending to provide research-based knowledge for an ongoing development process, it faces the challenge of balancing research quality and impartiality against normative intervention in the research object. Most conventional research addresses social phenomena *ex post* rather than concurrently. In the latter sense, formative process research is akin to so-called action research or rapid rural appraisal.

3.2.3 Options and Recommendations

From the point of view of the MFA, the current manner in which the so-called commissioned research is carried out is clearly not satisfactory. The operational and policy needs are not at the forefront. Against this background, some policy options present themselves:

Option 1: Business as usual, i.e. a continuation along the same lines as at present. While this is hardly satisfactory to the MFA it remains an option if the Ministry see enough value in the state-of-the-art reviews being produced.

Option 2: Business as usual but modified. The modification could be even closer monitoring than today of the research process by the internal research monitoring and coordination group of the Department for Development Policy with a view to enhancing the operational utility. This option would presuppose that the relevant unit within the MFA has a clear notion of what is needed and the capability to express it to the researchers. Closer interaction and monitoring should preferably be combined with a requirement that the grantees produce a concise policy brief of maximum four pages, summarising the findings and suggesting a set of policy options.

Option 3: Tighter thematic programme emphasis. This option means that the themes that form the basis of the calls be formulated more stringently and specifically, tailored to the needs of the MFA. Again, this would presuppose an ability by the practitioners to formulate a relevant thematic programme, including specific research problems. However, our informants in the Ministry have indicated that even the calls to date have been difficult to formulate owing to poor responses from the operational units within the Ministry. Hence, it may not be a feasible option.

Option 4: Preparation of policy briefs. In view of the low operational and policy utility of most 'commissioned' research reports, the preparation of policy briefs by the researchers – in consultation with practitioners in the MFA – would arguably enhance the accessibility of the reports by practitioners and not least tease out the policy implications within a policy environment with which the practitioners are familiar. Policy briefs are a special genre that academics rarely produce. But within development research it is a must if research findings are to be taken serious in practical work. If the research community is unfamiliar with this type of publication, courses could be organised in the writing of such policy briefs. Besides, a number of development research institutes in Europe and elsewhere has been producing such briefs for some time; they could serve as models to be emulated.

Option 5: Formative process research. A certain proportion or all of the funds currently set aside for commissioned research could be earmarked for formative process research purposes related to major Finnish aid interventions of some duration. Since the Finnish development research community – to our knowledge – is unfamiliar with this

type of research, care should be taken in the inception phase to ensure that the design is appropriate and sound.

In the interest of operational utility to the MFA, the evaluation team is inclined to recommend options 4 and 5, even though the five options above are not mutually exclusive. We consider the formative process research approach potentially very fruitful. The production of policy briefs should be standard procedure in all applied development research and this recommendation would apply regardless of selection among the options above.

4 INTERNATIONAL DEVELOPMENT RESEARCH COOPERATION

4.1 Consultative Group on International Agricultural Research (CGIAR)

Established in 1971, the Consultative Group on International Agricultural Research (CGIAR) is a strategic partnership of 64 members supporting 15 international research centres, and working in collaboration with hundreds of government and civil society organisations as well as private businesses. The CGIAR members include 21 developing and 26 industrialised countries, four co-sponsors as well as 13 international organisations. More than 8 000 CGIAR scientists and staff are active in over 100 countries throughout the world.

The CGIAR centres generate cutting-edge science to foster sustainable agricultural growth that benefits the poor through better food security, human nutrition and health, higher incomes and improved management of natural resources. The new crop varieties, knowledge and other outputs resulting from the CGIAR's collaborative research are made available to organisations and individuals working for sustainable agricultural development.

The priorities of CGIAR research are:

- Reducing hunger and malnutrition by producing more and better food through genetic improvement;
- Sustaining agriculture biodiversity both *in situ* and *ex situ*;
- Promoting opportunities for economic development through agricultural diversification and high-value commodities and products;
- Ensuring sustainable management and conservation of water, land and forests;
- Improving policies and facilitating institutional innovation;
- Maintaining international gene banks, which is a critical task for 11 of the CGIAR centres in order to preserve and make readily available plant genetic resources that form the basis of food security worldwide.

Rising food prices, concerns over global climate change, the energy crisis and new interest in the potential of bio-fuels have added urgency to meeting the challenges that confront agriculture and natural resource management throughout the world, and most particularly in the developing world. Research is a critical ingredient in that endeavour.

According to the *World Development Report 2008*, investment in agricultural research has 'paid off handsomely' and delivered a 43 per cent average rate of return in 700 projects evaluated in developing countries. Such impressive rates of return reinforce commitment to research programmes and give grounds for optimism.

The 15 research centres under the CGIAR umbrella are:

1. Africa Rice Center (WARDA)
2. Biodiversity International
3. CIAT – Centro Internacional de Agricultura Tropical
4. CIFOR – Center for International Forestry Research
5. CIMMYT – Centro Internacional de Mejoramiento de Maiz y Trigo
6. CIP – Centro Internacional de la Papa
7. ICARDA – International Centre for Agricultural Research in the Dry Areas
8. ICRAF – World Agroforestry Centre
9. ICRISAT – International Crops Research Institute for the Semi-Arid Tropics
10. IFPRI – International Food Policy Research Institute
11. IITA – International Institute of Tropical Agriculture
12. ILRI – International Livestock Research Institute
13. IRRI – International Rice Research Institute
14. IWMI – International Water Management Institute
15. World Fish Centre

Finland has supported the CGIAR agricultural research system for many years. Over the decade under review the total Finnish contribution has been EUR 13 497 039. The yearly amounts have been rather stable throughout the decade. Among the centres listed above Finnish support has been distributed to only four of them, in fairly even proportions (Table 6):

- Center for International Forestry Research (CIFOR);
- World Agroforestry Centre (ICRAF);
- International Food Policy Research Institute (IFPRI);
- International Livestock Research Institute (ILRI).

Table 6 Finnish support to the Consultative Group on International Agricultural Research (CGIAR) by Centre, 1998–2007 (in EUR).

Year	CIFOR	ICRAF	IFPRI	ILRI	Total
1998	403 651	386 832	168 188	286 832	1 345 503
1999	336 376	336 376	336 376	336 376	1 345 504
2000	336 376	336 376	336 376	336 376	1 345 504
2001	336 376	336 376	336 376	336 376	1 345 504
2002	336 000	336 000	336 000	337 000	1 345 000
2003	335 000	335 000	335 000	335 024	1 340 024
2004	335 000	335 000	335 000	335 000	1 340 000
2005	335 000	335 000	335 000	335 000	1 340 000
2006	337 500	337 500	337 500	337 500	1 350 000
2007	350 000	330 000	350 000	350 000	1 400 000
Total	3 441 279	3 424 460	3 205 816	3 425 484	13 497 039

The funds disbursed have not been earmarked for any specific programmes of the four centres and may therefore be considered as general budget support.

Prof. Hannu J. Korhonen from MTT Agrifood Research Finland – the country’s leading research institute in the agriculture and food sector – has represented Finland in recent CGIAR Annual General Meetings, replacing Prof. Marja-Liisa Tapio-Biström who represented Finland for many years. The instructions received from the MFA have been largely limited to administrative and budgetary matters, not pertaining to the research agenda as such. The high turnover of research advisers and desk officers in the MFA, leads to poor institutional memory, so that MTT professionals have to a large extent represented stability and continuity in Finnish relations to the CGIAR.

Finland has provided a few Junior Professional Officers (JPOs) to the CGIAR centres, but there is no systematic recruitment policy (Table 7). The JPO positions do not appear to be popular among young aspiring scientists for several reasons. Such jobs are no longer considered ‘exotic’ because most young Finns have travelled widely by the age when such jobs are on the cards; they are preoccupied with career development, job security and establishing families. Furthermore, having spent time abroad is sometimes perceived to be held against applicants for jobs on the domestic labour market. Others, on the contrary, feel that the number of JPO openings is too low and would like to see an expansion. Also, the age limit (32 years) is too restrictive.

Table 7 JPOs funded by Finland in the CGIAR system.*)

CGIAR Centre	2004	2005	2006	2007	2008
CIFOR	1	1	2	2	1
ICRAF			1	2	2
IPGRI = Biodiversity	1	1	1	1	
ILRI					
Total	2	2	4	5	3

*) Figures provided by Department for Development Policy

A sojourn at a CGIAR centre does not necessarily lead to further development of professional contact with the centre in question, because most ex-JPOs become so absorbed in their work at home base that it leaves little room for anything else. Beyond JPOs, there have been some Finnish senior scientists attached to CGIAR centres over the years, though not at the behest of the MFA. They have sought such affiliation on their own accord based on professional merit and interest. It is not difficult to get leave of absence for such fixed-term appointments and one would not necessarily burn bridges to Finland by doing so. However, there is some disagreement about their effect on careers. While some informants assert that appointments of that nature may give a boost to domestic careers others claim the opposite: one is out of the domestic loop for too long and gets bypassed as a result.

Overtures have been made by the MTT vis-à-vis the MFA to develop closer relations with the International Potato Centre (known under its Spanish acronym CIP). But the MFA has preferred to concentrate its funding to the four centres already supported. Thus, the MTT has had to spend its own resources for that purpose and has done so to some extent.

The ICI instrument can be used to develop new institutional partnerships with CGIAR centres and similar institutions. The MTT has pursued that route in Kenya by trying the forge tri-partite consortia of CGIAR centres (ICRAF and ILRI), the Kenya Agricultural Research Institute, and Kenyan universities such as Egerton and Nairobi. But the level of funding is a severe constraint to maintaining momentum.

In the past, the CGIAR has been criticised for neglecting their outreach function through the national agricultural research systems and application of research findings at the farm level. Recently, however, new initiatives are being taken to bring the benefits of modern science more quickly to poor farmers and to enhance their productivity. But as a desk exercise the present evaluation has not had occasion to ascertain whether that ambition is actually being realised.

Below, we review briefly the four CGIAR centres receiving Finnish support. The information is in part gleaned from the websites of the centres, in part from interviews with Finns who have had a relationship with them and in the case of ICRAF from a visit to Nairobi by one of the team members.

4.1.1 Centre for International Forestry Research (CIFOR)

The vision of the Centre for International Forestry Research (CIFOR) is a world in which forests remain high on the political agenda, and people recognise the real value of forests for maintaining livelihoods and ecosystems. CIFOR is promoting decision-making processes informed by solid scientific knowledge and reflecting the perspectives of developing countries and forest-dependent people. The research undertaken is driven by a commitment to eradicating poverty and protecting the environment.

CIFOR has become a leading source of information and analysis on the relationships among forests, poverty and the environment, and how management and governance arrangements affect livelihood and conservation outcomes. Similarly, it will become a leading source of information and analysis on how to harness forests for climate-change mitigation and adaptation. Likewise, analyses of the impacts of globalised trade and investment on forests and forest-dependent communities are high on CIFOR's agenda. Lastly, a commitment to examining the equity dimensions of forest-related policies and practices is part of CIFOR's activity profile.

When working towards its vision CIFOR combines high quality research with investment in strategic outreach, including keeping abreast of and offering connections to the work of other organisations working in these areas.

Over the decade 1998–2007 Finland has contributed a total of EUR 3 441 279 to CIFOR, fairly even distributed over those years. There is no Finnish member of CIFOR's Board of Trustees.

The Finnish justification for supporting CIFOR stems from the strong forestry tradition and resource base in Finland. Not only is forestry a major economic sector domestically, the country has a solid research base at universities and other research institutions. A relationship with CIFOR is therefore considered beneficial to Finland as well as being a vehicle for bringing Finnish forestry expertise to the developing world. We have the impression that METLA, the Finnish state forest research institute, has established active research links with CIFOR, on an institutional basis as well as at the level of individual researchers. However, we have not had the opportunity to discuss this impression with METLA.

4.1.2 World Agroforestry Centre (ICRAF)

The International Council for Research in Agroforestry (ICRAF) was created in 1978 after the term 'agroforestry' had been coined and calls made for the global recognition of the central role trees play on farms. The mandate of ICRAF was to promote agroforestry research in developing countries. It joined the Consultative Group on International Agricultural Research (CGIAR) in 1991 and changed its name from Council to Centre. From then onwards, the Centre explicitly devoted its work to the goals of the CGIAR: reducing poverty, increasing food security and improving the environment by (a) overcoming land depletion in smallholder farms of sub-humid and semi-arid Africa, and (b) searching for alternatives to slash-and-burn agriculture at the margins of the humid tropical forests. In implementing this strategy, the Centre expanded its activities into South America and Southeast Asia while strengthening its work in Africa.

Throughout the 1990s, ICRAF continued the process of institution-building by developing a science culture, creating excellent research facilities and doubling its financial and human resources by 1996. The Centre adopted an integrated natural

resource management framework for all its work, and institutionalised its commitment to bringing research results onto the farmers' fields.

In 2002 the Centre acquired a new name: 'World Agroforestry Centre'. The 'International Centre for Research in Agroforestry' remains the legal name, however, and the acronym ICRAF has been retained because it is well known throughout the world. The new name reflects the fact that the Centre is recognised as the international leader in agroforestry research and development. While cultivating its own comparative advantages, the Centre engages in strategic alliances with a range of other institutions addressing related problems. ICRAF helped in the formation of the African Network for Agriculture, Agroforestry and Natural Resources Education (ANAFE) which is now a network of 117 educational institutions in Africa whose objective is to strengthen the teaching of multi-disciplinary approaches to land management. The ANAFE coordination unit is hosted at ICRAF. Thus, linkages have been established with the relevant research and educational institutions on the African continent as a vehicle of outreach.

Similar to the case for Finnish support to CIFOR, the strong forestry sector in Finland no doubt also underlies support to ICRAF. The long-standing research programme of Viikki Tropical Resources Institute (VITRI) at the University of Helsinki is one element in that profile.

Over the decade 1998–2007 Finland has contributed a total of EUR 3 424 460 to ICRAF, fairly even distributed over those years. A Finnish national, Marjatta Selanniemi, serves as a Resource Mobilisation Specialist on the staff establishment of ICRAF. The institution has also hosted several young Finnish scientists at Ph.D. level and currently there are two on attachment. As from 2009, Prof. Olavi Luukkanen from VITRI is a member of ICRAF's Board of Trustees.

4.1.3 International Food Policy Research Institute (IFPRI)

Established in 1975, the International Food Policy Research Institute (IFPRI) has a vision of a world free of hunger and malnutrition. This is based on the human right to adequate food and freedom from hunger, and the recognition of the dignity inherent in all human beings.

Towards realising its vision IFPRI is conducting research with a view to identifying local, national, and international public policies. Its results are critical inputs for raising the quality of the food policy debate and formulating sound and appropriate policies. IFPRI is endeavouring to identify and analyse alternative international, national, and local policies in support of improved food security and nutrition, with emphasis on low-income countries and poor people, and the sound management of the natural resource base that supports agriculture. It also contributes to capacity strengthening of people and institutions in developing countries in pursuit of the same end. IFPRI engages actively in policy communications, makes research results available to stakeholders, and carries out dialogues with users to link research and policy action.

IFPRI is committed to providing global food policy knowledge as an international public good. It provides knowledge relevant to decision-makers both inside and outside the countries in which its research is undertaken. IFPRI's added value derives from its cutting-edge research based on academic excellence, and from the application of this knowledge to national and international food policy problems.

Since the policy work of IFPRI is closely related to the objectives of Finnish development policy – food security and poverty reduction – it has been highly relevant to support this institution. Over the decade 1998–2007 Finland has contributed a total of EUR 3 205 816 to IFPRI, fairly evenly distributed over those years. Finland is not represented on the Board of Trustees of IFPRI.

4.1.4 International Livestock Research Institute (ILRI)

The International Livestock Research Institute (ILRI) is working at the crossroads of livestock and poverty, bringing high-quality science and capacity-building to bear on poverty reduction and sustainable development for poor livestock keepers and their communities. ILRI engages in partnerships and alliances with other organisations, national and international, in livestock research, training and information, and operates in all tropical developing regions of Africa, Asia, Latin America and the Caribbean.

ILRI is a member of the Consultative Group on International Agricultural Research (CGIAR) whose sponsors include the World Bank, the United Nations Development Programme, the Food and Agriculture Organisation of the United Nations (FAO) and the International Fund for Agricultural Development.

ILRI places poverty reduction at the centre of an output-orientated agenda. Its strategy focuses on three livestock-mediated pathways out of poverty: (a) securing the assets of the poor; (b) improving the productivity of their livestock systems; and (c) improving their market opportunities. ILRI's research portfolio comprises four issue-orientated themes:

- Targeting and innovation;
- Improving market opportunities;
- Using biotechnology to secure livestock assets;
- People, livestock and the environment.

Over the decade 1998–2007 Finland has contributed a total of EUR 3 425 484 to ILRI, fairly evenly distributed over those years. Finnish researchers have worked at ILRI, in particular on livestock breeding and the dairy chain, and there is research collaboration with MTT in this field. The Board of Trustees has no member from Finland.

4.1.5 Observations and Conclusions

Throughout the period being evaluated Finland's support to four CGIAR centres has been maintained consistently at more or less the same level (Table 6). The selection of these centres as recipients is partly based on the strength of Finland's own research traditions and partly on Finnish development policy in general, and the perceived contribution that the CGIAR system can make to the implementation of Finnish development goals such as poverty reduction, food security, environmental sustainability, and mitigation and adaptation to climate change. In the same vein, to the extent Finnish nationals are affiliated to CGIAR centres it has occurred not as a result of deliberate policy to recruit Finns but rather as stemming from career motives on the part of individual researchers.

It should be added that support for multilateral institutions such as the CGIAR centres is consistent with Finland's multilateralism as a pillar of the country's general foreign policy. The comfortable fit between Finnish development and general foreign policy and the activities of the CGIAR system appears to have translated into general budget support without earmarking to specific programmes as a reflection of trust.

4.2 United Nations Institutions

4.2.1 United Nations Research Institute for Social Development (UNRISD)

The United Nations Research Institute for Social Development (UNRISD) was created in 1963 as an autonomous UN agency engaged in multi-disciplinary research on the social dimensions of contemporary development processes. Through its research, UNRISD stimulates dialogue and contributes to policy debates on key issues of social development within and outside the UN system.

Before the establishment of UNRISD the notion of development was predominantly addressing purely economic indicators of progress. However, this perspective provided only limited insight and ran the risk of concealing a large part of reality. As a corrective, UNRISD thus became a pioneer in developing social indicators to broaden the development debate. Since then, the Institute has sought to promote a holistic and multi-disciplinary approach to social development by focusing on decision-making processes, often conflicting social forces, and the question of who wins and who loses as economies grow or contract and societies change.

Over the years, UNRISD's research has been guided by two core values: that every human being has a right to a decent livelihood and that all people should be allowed to participate on equal terms in decisions that affect their lives. The challenge for research

is not only to reinforce and help to operationalise these values, but also to expose the extent to which they are ignored.

For more than four decades, UNRISD has engaged exclusively in research on social development and remains the only UN organisation to do so. Its autonomy within the UN system means that UNRISD is not associated with any single specialised agency, nor confined to any narrow field of concern, and not bound by the bureaucratic or political constraints that characterise many inter-governmental agencies.

UNRISD is an open space for research and dialogue. This provides both an opportunity and an obligation to question prevailing mindsets within the development community and to encourage new thinking. The Institute conducts rigorous comparative research in collaboration with scholars and activists, primarily in the developing world, whose ideas are not sufficiently reflected in current debates. Its comparative advantages are strong ties to the global research community, combined with proximity to the UN system, which help it to carry out policy-relevant research on issues of social level

Table 8 Finland's support to UNRISD, 1998–2007.

Year	Amount (EUR)
1998	420 469
1999	336 375
2000	168 187
2001	168 187
2002	168 200
2003	249 000
2004	220 000
2005	250 000
2006	250 000
2007	70 000
Total	2 300 418

In 2006, an evaluation was undertaken of UNRISD's performance over the ten-year period since the previous evaluation (Huttunen et al. 1997; Nayyar et al. 2006). Both evaluations were very positive, as their report titles suggest, giving UNRISD accolades for its sterling performance of long standing. It came as a great surprise, therefore, that Finland in 2006 announced that it would discontinue its core support as from 2007, after such appreciative evaluations. No justification was given at the time. But it appears that one reason might be that the MFA wanted to concentrate its support to the UNU-WIDER for which Finland shoulders so-called headquarter responsibility. It might also have to do with Finnish coalition politics. Anyhow, the decision, evidently taken before the 2006 evaluation was completed, should not be misconstrued to reflect any lack of appreciation for the work UNRISD has been doing.

As a rule, Finland's contributions to UNRISD have been given as core support. Over the period covered by the latest evaluation (1996–2005), the Finnish contribution

accounted for somewhat in excess of 10% of the total core support received by UNRISD. In view of UNRISD's rather fragile financial structure – no financial support from the UN system and a very small core staff complement – the sudden loss of one-tenth of its core support was indeed noticeable. UNRISD is unfortunately a donor-dependent institution. Notwithstanding the discontinuation of Finnish core support from the budget of the MFA, some project support was forthcoming in 2007 (EUR 70 000) from the Ministry of Social Services and Health for the Institute's priority project: 'Poverty Reduction and Policy Regimes'. This ministry represents Finland at ECOSOC and apparently felt a continued need to draw on UNRISD's services.

4.2.2 WIDER

World Institute for Development Economics Research at the United Nations University (UNU-WIDER) was established in Helsinki in 1984 with an initial grant from the Finnish government. WIDER was the first research and training centre of the United Nations University (UNU). The UNU is an international academic institution that promotes the UN's aims of peace and progress by providing a framework to bring together leading scholars from around the world to tackle pressing global problems.

WIDER's specific mandate is:

- To undertake multidisciplinary research and policy analysis on structural changes affecting the living conditions of the world's poorest people;
- To provide a forum for professional interaction and the advocacy of policies leading to robust, equitable and environmentally sustainable growth;
- To promote capacity strengthening and training for scholars and government officials in the field of economic and social policy making.

The Council of the UNU determines the overall principles and policies guiding the whole university. The Board of UNU-WIDER, comprising well-known economists, policy-makers, and social scientists from different regions of the world, is entrusted by the UNU Council to advise on the research and other activities of UNU-WIDER. The Director of UNU-WIDER has overall responsibility for the research and management of the Institute, and implements the research programme within the policies and guidelines set out by the Board and the Council. Martti Hetemäki from the Finnish Ministry of Finance is currently a member of WIDER's Board.

The UNU system functions as a decentralised 'network of networks' with an interdisciplinary and global perspective and comprises the UNU Centre in Tokyo and a world-wide network of Research and Training Centres and Programmes assisted by numerous associated and cooperating institutions.

Table 9 Finnish contributions to WIDER, 1998–2007.

Year	Amount (EUR)*
1998	209 654
1999	157 915
2000	188 351
2001	195 267
2002	317 869
2003	314 964
2004	328 887
2005	219 408
2006	695 914
2007	500 026
Total	3 128 255

* Actual disbursements

The contributions from Finland in the table above form only part of WIDER's revenue base. The annual reports refer to an endowment fund, to which, we assume, Finland has made contributions in the past. The endowment fund yields an annual income in the region of USD 2.5 million. It has not been possible for the evaluation team to acquire more precise information about the endowment, restrictions on its use, and its contribution to the total revenue base of WIDER.

While WIDER's annual reports contain a wealth of information about the institution's activities and publication output, the latest institutional evaluation of its overall performance was done nine years ago and the next one is due in 2010. Between the major institutional evaluations the Board and the Council are responsible for overseeing the full range of WIDER's activities, including the academic research performance. Most of the publications by WIDER staff members are subjected to peer review through journal outlets and reputable publishing houses with regard to books. WIDER is audited by the UN internal and external auditors for its activities, but the focus of such audits is mostly financial.

The UNU-WIDER is an international institution that happens to be located in Helsinki. It is interesting to note that its interface with the Finnish research community is fairly restricted. Finnish researcher may of course take part in WIDER projects and activities on a par with researchers from other industrialised countries, and do, of course, have easy access to WIDER's academic resources. The CGIAR institutes have often been criticised for neglecting the relationship to the national agricultural research systems in their host countries; we are not sure whether this criticism applies to WIDER as well. None the less, it is a paradox that the presence of WIDER in Helsinki over more than two decades has not provided any impetus to the growth of development economics as an academic field in the Finnish universities. The 1998 Evaluation pointed out that development economics is not well represented at Finnish universities and made a separate recommendation that the Department of Development Policy commission more studies within the field. As we have pointed out above, the main

effort to secure sustainability in any field in development studies in Finland must be based on the policies and priorities of the universities. Unless the universities themselves establish the academic foundations for fields such as development economics, project grants from the MFA could easily become some kind of artificial life support. Similarly, even if WIDER had paid more attention to the situation of development economics in its host country, the outcome may not have been much different from what we actually have today.

4.2.3 World Bank

Over the years, Finland has supported a major research endeavour at the World Bank: the Knowledge for Change Programme (KCP). The programme became operational in 2002 and Finland was a founder member together with the United Kingdom. It has since grown into a multi-donor trust fund with a total budget of about USD 22 million. The KCP was set up to streamline the many prior trust funds that had been set up for research purposes and to ensure an appropriate allocation of available funds. It set the goal for itself to act as an effective, transparent and efficient vehicle for the pooling of intellectual and financial resources for data collection, analysis, and research in the interest of poverty reduction and sustainable development. A further ambition has been to encourage and improve dialogue with partner agencies, developing country stakeholders and other interested parties. It also aims to build capacity for data collection, analysis and research in developing countries.

The KCP covers three broad themes: (i) poverty dynamics and delivery of basic services; (ii) investment climate and trade and integration; and (iii) global public goods. Each theme has a number of sub-themes and projects.

The KCP was evaluated in 2007 and the overall conclusion was that it has functioned well (Bigsten & Durevall 2007). Many of the projects were judged to have achieved very good results, some even outstanding. Furthermore, major achievements were made with regard to data collection and the development of policy tools. Significantly, the research was not undertaken for purely academic reasons without much policy relevance. Special emphasis was put on time-consuming and costly empirical data collection and the compilation of databases, which, in turn, have had wider positive effects by availing accessible data to researchers as a global public good.

However, the evaluation also noted that some quarters feel that the KCP has not been strong enough with respect to capacity building. While this may hold true up to a point, the evaluators point out that capacity building was only a secondary objective of the KCP and that the existing trade-off between research and capacity building should be acknowledged. Attempting to do both at the same time might defeat both objectives. One option would be to emphasise research quality while downplaying capacity building. The alternative option of upgrading capacity building without compromising research quality would have cost implications, i.e. more funding.

A major evaluation of all research (not only the KCP) undertaken by World Bank's research department with a staff complement of more than 100 professionals – covering the 1998–2005 period – was undertaken in 2006 under the leadership of Angus Deaton (Banerjee et al. 2006). It gave much praise to the research department but also voiced some criticism, e.g. that research was used too eagerly in proselytising Bank policy, often without a balanced view of the evidence and without expressing sound scepticism, and that the department's researchers were too disposed to referring to each others' work. The Bank's research department produces the *World Development Report*. Among its other flagship projects are the World Development Indicators and World Economic Forecast project.

The World Bank has the world's largest research group in development economics. Placing resources at its disposal can therefore be an efficient way of contributing to knowledge production, and, at that, to its application in policy and implementation in developing countries. The downside, however, might be that an already dominant research milieu would reinforce its position and tend to monopolise the field. As far as the Finnish contribution to the Bank's research activities is concerned, it has been provided on the basis of trust in the Bank's ability to manage it well. No strings were attached apart from the broad thematic orientation that underlies the entire KCP. Along the way, consultative group meetings have been held where the donors have had occasion to vent their views. Finland has not, apparently, had any reason to criticise the manner in which KCP has been managed or the results it has produced.

4.3 Miscellaneous Research -related Projects

In addition to the financial support extended to research institutions and individual researchers through the Academy of Finland, the commissioned research calls and established multilateral channels, some funds have been provided intermittently on an *ad hoc* basis or for consecutive years to a number of institutions and organisations engaged in research-related activities. Owing to their diversity, these endeavours are difficult to classify and are therefore treated here as a heterogeneous group of miscellaneous projects. Table 10 provide specific data of financial support.

Table 10 Finnish support to miscellaneous international research institutions and organisations (in EUR).

Year	ASEF/ ASEM	CGD	ECDPM	GDN	IPA	METLA/ IUFRO	NAI	OECD	RBIIS
1998			88 299			521,383			
1999			78 207						
2000			84 094						
2001			134 550						
2002			252 282				336 376		
2003						50 000	336 376		
2004			25 000			100 000	336 376	50 000	
2005			450 000			150 000	400 000		
2006		48 000	100 000	80 000	316 980	100 000	400 000		40 000
2007	105 000			100 000		100 000	400 000		

4.3.1 ASEF/ASEM Education Hub Programme

The Asia-Europe Foundation (ASEF) was established in 1997 within the Asia-Europe Meeting (ASEM) process. ASEF seeks to promote mutual understanding, deeper engagement and continuing collaboration among the people of Asia and Europe through greater intellectual, cultural, and people-to-people exchanges between the two regions. In 2006 ASEF launched the ASEM Education Hub (AEH) which aims at fostering inter-university contacts and collaboration. The purpose of the Thematic Network on Peace and Conflict Studies under the AEH umbrella is to launch and implement comparative teaching and research projects on peace and conflicts with a view to promoting scholarship directly relevant for peace processes and conflict prevention in Europe and Asia. The Finnish contribution provided in 2007 facilitates the employment of the coordinator of the network, Timo Kivimäki, senior researcher at the Nordic Institute of Asian Studies (NIAS) in Copenhagen.

4.3.2 Center for Global Development (CGD)

The Finnish funding for the Center for Global Development (CGD), an independent, not-for-profit think-tank based in Washington D. C. was earmarked for the purpose of elaborating the Commitment to Development Index (CDI) – an indicator of ‘policy coherence for development’. The CGD has compiled the CDI, which is released every year since 2003. The CDI reveals that development assistance is just one part of the rich countries’ development policies. Trade, migration, and many other policies are also important. The CDI has attracted media attention to the difficulties of achieving increased policy coherence, and served as an educational tool for university courses, policy-makers and aid officials. Finland used the CDI to measure policy coherence in the 2005 review of the Finnish development policy.

Finnish funding to the CGD has covered support for research necessary for the development of the components of the index, as well as consultancy services, human

resources and administrative costs. In 2006 other donors included the Rockefeller Foundation, Australia, Canada, Denmark, France, the Netherlands, Norway, Sweden, Switzerland, the United Kingdom, and the United States.

4.3.3 European Centre for Development Policy Management (ECDPM)

The European Centre for Development Policy Management (ECDPM) is an independent research cum advocacy institute established in 1986 and based in Maastricht, the Netherlands. It aims to improve the quality of development policy management in African, Caribbean and Pacific (ACP) countries.

Finland has supported the research, information and advocacy activities the ECDPM since 1998. The research projects have included e.g. ACP-WTO cooperation, the political dimension of ACP-EU cooperation, and poverty reduction. Until 2000 the ECDPM's activities aimed at assisting developing countries in negotiations regarding the future of the Lomé Convention. After the signing of the successor to the Lomé Convention, the Cotonou Partnership Agreement, the ECDPM has concentrated on issues related to the implementation of that Agreement.

In support of the formulation of Finnish development policies and the strengthening Finnish research the ECDPM has afforded opportunities for Finnish officials, researchers and other Finnish actors in the field of development to use the research materials produced by the ECDPM, and to attend seminars and training sessions under ECDPM auspices. On demand the ECDPM has also provided expert advice and current information to the Finnish MFA for the processes of preparing Finnish policies and viewpoints on EU development cooperation, ACP-EU cooperation, etc. Approximately 20% of the annual funds from Finland have been directed to activities in support of Finnish policy-making and research.

Finnish support is normally provided as untied core support. An exception was made in 2006, when Finland held the EU presidency. Finland provided EUR 100 000 to a consultation process regarding the EU-Africa Joint Strategy conducted by the ECDPM. This amount accounted for about half of the total cost of the consultation process which was sponsored jointly with other EU donors.

4.3.4 Global Development Network (GDN)

The Global Development Network (GDN), set up at the initiative of the World Bank, is a network of research and policy institutes with a secretariat in New Delhi. The project receiving Finnish support – *Development on the Move: Measuring and Optimising the Economic and Social Impacts of Migration* – is led by the Institute for Public Policy Research (IPPR) in London. It undertakes research and promotes further studies on the impact of migration on development and policy-making in economic, social, health, environmental issues. The project is expected to be completed by early 2010.

The core of the project is a survey carried out in 12 countries. Strong emphasis is placed on primary data collection on the relevance and impact of migration on households and communities in developing countries. Nationally representative household surveys gathering both quantitative and qualitative data will be conducted. It also examines the extent to which relationships between migration and development vary across countries, and under which circumstances. The project will develop a 'migration diamond' concept, which will serve as a useful tool for policy-makers. It will depict in a simple but effective way the variables describing the extent and nature of migration characterising a country.

The total project budget is approx. USD 2 713 200. In 2007 other donors included Australia, Austria, and the United Kingdom.

4.3.5 International Peace Academy (IPA)

The International Peace Academy (IPA) is an independent research and policy institute which is registered as a non-profit organisation. In 2008 its name was changed to International Peace Institution (IPI). *Coping with Crisis, Conflict, and Change: The United Nations and Evolving Capacities for Managing Global Crises* ('Coping with Crisis') is a multi-year research and policy facilitation programme on emerging human and international security challenges and institutional response capacities. The programme takes as its starting point the progress made – and opportunities missed – in the reform initiative that began with the United Nations Secretary-General's High-level Panel on Threats, Challenges, and Change, which was elaborated in his report, *In Larger Freedom*, and culminated in the outcome of the 2005 World Summit. The 'Coping with Crisis' programme is funded by the governments of Australia, Belgium, Canada, Denmark, Finland, Greece, Luxembourg, the Netherlands, Norway, Spain, Sweden, and the United Kingdom.

4.3.6 METLA – IUFRO

The World Forests, Society and Environment (WFSE) research project was initiated in 1996 by METLA (Finnish Forest Research Institute) the United Nations University/Institute of Advanced Studies (UNU/IAS) and the European Forest Institute (EFI). In the first two years the WFSE received funding from the Finnish National Fund for Research and Development (SITRA) and the Ministry of Agriculture and Forestry of Finland. The WFSE was established as an ongoing global research programme in 1998. Many leading forest research institutions have since joined the WFSE. In 2003 it became part of the IUFRO's (International Union of Forest Research Organisations) research programme, but METLA continued as its coordinator. Finland has provided funding for the WFSE since 1998. Since 2005 Finland has also funded IUFRO's Special Programme for Developing Countries (SPDC), which seeks to expand and foster forest research capacity in developing countries.

The MFA and the IUFRO signed a partnership agreement in 2006, which in 2006-2007 comprised three components:

- The WFSE;
- The Special Programme for Developing Countries (SPDC);
- The Joint Initiative on Science and Technology, which is an activity of Collaborative Partnership on Forests (CPF) led by the IUFRO. The Initiative is a global mechanism for effectively linking science and technology. It has been designed to support forest-related inter-governmental processes and conventions by assessing available scientific information in a comprehensive, interdisciplinary and transparent way and by producing reports on forest-related issues of mutual concern.

4.3.7 Nordic Africa Institute (NAI)

Over a long period of time, Finland has provided funds to the Nordic Africa Institute (NAI) to defray personnel and operational costs (e.g. scholarships, seminars and conferences, research programmes, publishing activities, library, etc.). Funding for personnel has included the employment of Finnish researchers for temporary, fixed-term appointments. The contributions of Finland, Norway, and Denmark have been of about the same magnitude. Iceland has contributed smaller amounts. NAI is legally a Swedish institution (notwithstanding its Nordic name) and the bulk of NAI's budget comes from the MFA of Sweden, i.e. double the contributions of Finland, Norway and Denmark combined.

4.3.8 OECD Development Centre

With funding from Finland and other sponsors the OECD Development Centre embarked in 2004 on the Policy Interdependence, Coherence and Development Outcomes project, which consisted of 18 country case studies analysing the interaction and impact on development of four different policy sectors (aid, trade, immigration, foreign investment), i.e. with a policy coherence focus. The project was based on the OECD's previous research project: Market Access, Capacity Building and Competitiveness. The budget totalled approximately EUR 1 406 335.

4.3.9 Ralph Bunche Institute for International Studies (RBIS)

Finland contributed to UN Intellectual History Project to the tune of EUR 40,000 which was accepted as ODA. The Unit for Policy Planning and Research (STU) of the MFA provided EUR 60 000 in 2007 which was not considered ODA. Other sponsors have included Norway, Sweden, Canada, Switzerland and the Netherlands.

4.3.10 Biodiversity and Monitoring Programme (MOSSE)

The MOSSE programme emerged from numerous topical information needs in international and national contexts arising from both political decision-making and

nature management in practice (METSO - Forest Biodiversity Programme for Southern Finland 2003–2007). The objective was to produce new research information applicable as a means of protecting and managing biological diversity and their ecological, economic and social impacts, as well as to develop tools for monitoring biodiversity. Another aim was to increase interaction and cooperation among the various actors. The MOSSE programme was co-funded by six government ministries and three other organisations with a view to producing practical and inter-disciplinary research information. In its initial stage the programme was built on five components: 1) forest environments; 2) agricultural environments; 3) water environments; 4) other habitats, groups of living organisms and developing the use of information; and 5) biological diversity and development cooperation. With a total funding of about EUR 8.1 million altogether 46 research projects were carried out.

4.3.11 Finnish Biodiversity Research Programme (FIBRE)

During first the stage (1997–1999) of this large programme the MFA supported three projects with FIM 2 000 000 (approx. EUR 336 376). Two of these projects were led by Hanna Tuomisto and Olavi Luukkanen. The total MFA financing for the FIBRE programme for its entire duration (1997–2002) was FIM 4 000 000 (approx. EUR 672 752). The total budget of the first stage was approximately EUR 10.3 million. With an additional funding of EUR 9.5 million for the second stage (2000–2002) the total expenditure reached approximately EUR 20 million for the entire programme period. In addition, approximately EUR 6 million was received as in-kind contributions by participating institutions. The MFA's share of total funding of FIBRE was only about 4 %. Otherwise, FIBRE was funded by the Academy of Finland, the National Technology Agency, TEKES, the Ministry of Transport and Communications, the Ministry of Agriculture and Forestry, the Ministry of the Environment, the Maj and Tor Nessling Foundation, the Finnish Forest Industries Federation and the Central Union of Agricultural Producers and Forest Owners, and the MTK. The Academy of Finland accounted for almost half of the budget, and the balance divided among the other eight contributors. This type of a broad co-financing structure is unique (Academy of Finland 2003).

4.3.12 Finnish Global Change Research Programme 1999–2002 (FIGARE)

FIGARE programme consisted of 36 research projects in 18 clusters or consortia (Finnish Global change Research Programme 1999–2002: <http://www.sci.utu.fi/projects/maantiede/figare/maailinglist.html>). The Academy of Finland funded partly or wholly 14 research units with altogether FIM 25 million (EUR 4 204 698). Other funders were the Ministry of Agriculture and Forestry (FIM 3.7 million or EUR 622 295), the Ministry of the Environment (FIM 3.5 million or EUR 588 658), the Ministry of Foreign Affairs (FIM 5 million or EUR 840 940), the Ministry of Trade and Industry (FIM 1.5 million or EUR 252 282), and the Ministry of Transport and Communications (FIM 1.4 million or EUR 235 463). The total funding of FIGARE amounted to

approx. FIM 40 million or EUR 6 727 517 during the 1999-2002 period. The MFA channelled approx. FIM 5 million (approx. EUR 840 940) through the Academy of Finland for the FIGARE programme in 2001–2002.

4.3.13 Observations and Conclusions

The present evaluation team has not had occasion to assess the above projects and programmes which vary greatly in nature and volume. Some of them are strictly not research projects although research-related, e.g. networks or advocacy entities for policy change. It is also interesting to note the MFA's participation in some large and complex research programmes firmly rooted in the Finnish research community, but with clear implications for global issues. In terms of the 'exploitability' of research, which is an issue in the MFA's own research strategy, support to these large-scale ventures can probably be justified in a long-term macro perspective.

We have given a brief presentation of this diverse collection of research-related activities here because the MFA has provided funding of considerable magnitude to them over the years. As such they form an important part of the research project portfolio that the MFA has been supporting and to some extent continues to support.

The above motley of projects could either be seen as resulting from a deliberate policy of flexibility that allows the MFA to respond to requests and applications as and when they emerge, or as reflecting the lack of a clear policy direction. We are inclined to think the latter. In the circumstances, therefore, two policy options present themselves: (i) to adopt a deliberate policy of flexibility which would allow *ad hoc* responses to requests and applications with regard to projects that in themselves are worthy of support; or (ii) to adopt a policy of stricter priority and strategic direction in whatever form it might be defined. The evaluation team, however, has not had occasion to familiarise itself with these projects to be able to make a clear recommendation in this regard. Even so, it would certainly be advisable for the MFA to take a more conscious policy stance.

4.4 Support to other Development Research -related Activities

4.4.1 Centre for International Mobility (CIMO)

Established in 1991, the Centre for International Mobility (CIMO) is an organisation which falls under the Ministry of Education. It administers scholarship and exchange programmes and is responsible for implementing nearly all EU education, training, culture and youth programmes at the national level with a view to furthering the internationalisation of Finnish educational and training institutions. It also promotes Finnish language and culture at universities abroad and organises towards that end summer courses in Finland for foreign students.

Over the period 2004–2006 CIMO administered the *North-South Higher Education Network Programme* on behalf of the MFA which made available EUR 2 542 000 for that purpose. Its objective was to establish durable networks between Finnish higher education institutions and counterparts in developing countries with a view to promoting the economic and social development of the latter. The evaluation undertaken in 2006 concluded that, notwithstanding some scope for administrative improvement, the programme had been largely successful in promoting exchanges of students and teaching staff, and in improving curricula (Mikkola & Snellman 2006). However, the sustainability of the initial partnerships that were forged was questioned.

Building on the positive experiences of the pilot phase (2004–2006), a successor programme was launched: *North-South-South Higher Education Institution Network Programme* (2007–2009). This network programme provides new opportunities for partnerships between higher education institutions in Finland and their counterparts in developing countries. Its normative underpinnings are the Millennium Development Goals and Finnish development cooperation policies with regard to institution-building. Its focus is the enhancement of higher education in partner countries. The programme seeks to enhance human capacity in all participating countries through interaction and mobility by means of three components:

- Reciprocal student and teacher exchange;
- Joint intensive courses at the partner institutions in the South;
- Networking between Finnish and partner institutions, preparatory and administrative visits as well as joint network meetings.

The overall programme budget for 2007–2009 is EUR 4.5 million, funded by the MFA. Two-thirds are channelled into student and teacher mobility, 10% into intensive courses and the remainder into networking activities and programme management. Finnish universities and polytechnics and higher education institutions from sub-Saharan African countries plus Egypt, Nicaragua, Peru, Nepal and Vietnam are eligible for participation in the programme.

4.4.2 Institutional Cooperation Instrument (ICI)

Complementary to the exchange programme under CIMO, the MFA established in 2008 on a pilot basis an instrument for institutional North-South collaboration: the Institutional Cooperation Instrument (ICI) (Ministry for Foreign Affairs of Finland 2006b). Its objective is to strengthen the capacity of public sector institutions in partner countries by drawing on the expertise of comparable institutions in the Finnish public sector. The underlying premise is that the capacity of a public sector organisation is best augmented with the help of civil servants from a counterpart organisation with similar tasks and responsibilities. ICI provides an easy-to-use facility for institutional cooperation towards that end. It can be used to finance a variety of capacity development activities that are accepted as ODA. The main requirement is that the cooperation is

demanded by partner organisations that must show evidence of strong ownership to a results-orientated cooperation with well-defined, measurable objectives.

ICI is driven by the initiatives, demands and identified needs for capacity building in partner country agencies. Capacity-building activities may be geared to improving service delivery, developing new services or forms of service delivery, organisational development, revision of working procedures, increasing know-how and skills, networking and internationalisation.

Cooperation projects should be of at least of one year's duration and with a budget in the range of EUR 50 000–500 000. Single, one-off conferences or seminars may not be financed. Only in exceptional cases may the budget exceed EUR 500 000 if well justified. Finland's current or previous main cooperation countries (Vietnam, Nepal, Ethiopia, Kenya, Tanzania, Mozambique, Zambia, Nicaragua, Egypt, Namibia, and Peru) are given priority.

The eligible organisations in Finland are restricted to state agencies. Profit-making Finnish public organisations are excluded from taking part. In partner countries eligible institutions include public sector agencies, including publicly owned (majority-share) companies (para-statals) and research institutions. Associations, foundations and networks are not eligible.

New Finnish legislation governing the university sector is in progress. It is expected that as from January 2010 the universities will no longer be government institutions and hence not eligible under the ICI facility. From the point of view of North-South development research collaboration this presents a major problem. Admittedly, a substantial share of research in Finland takes place in state sector research institutes but the university sector still plays a key role in research innovation and researcher training. If the universities are excluded from the instrument, this will be a major blow to North-South research collaboration. We understand, however, that negotiations are currently in progress between the MFA and UniPID with a view to finding a solution to the problem.

4.4.3 Observations and Recommendations

The 2006 evaluation of CIMO covered a very short period and, although it was generally positive, it would be premature to draw any firm conclusions about effectiveness, efficiency and long-term impact as far as sustainable partnerships are concerned. In fact, the evaluation does point to the challenges of sustainability and calls for a long-term funding arrangement to be established.

The CIMO programmes cover only exchange of students and teaching staff. While it may not be justified to suggest the prolongation of student stays, there would certainly be a case for longer sojourns on the part of teaching staff so as to place the relationships

with their counterparts on a more solid footing. In terms of institution-building – which is the express purpose of the programmes – short-term visits are hardly adequate.

It should also be noted that these programmes administered by CIMO for the MFA do not encourage research. To assist in the building of academic institutions, teaching and research must go hand in hand. They are complementary activities. The 2006 evaluation hinted at the possibility of expanding the future scope of the programme to include research cooperation. We strongly concur with that suggestion.

It is commendable that the MFA has introduced the ICI facility which has great potential for contributing to institution-building in partner countries in the South. However, we would underscore that a precondition for achieving success is a long time horizon. Institution-building is a long-term proposition that requires patience and commitment. Assured assistance for longer periods than what is currently the practice would be necessary for institutional relationships to take root.

It is a matter of serious concern, however, that the university sector is likely to be rendered ineligible when the new university law enters into force. We strongly recommend, therefore, that steps be taken urgently to accommodate the universities within the ICI instrument, or by adjusting the instrument to the new situation. In our view, it is perplexing, indeed contrary to the spirit of Finnish development policy, to exclude the university sector from an instrument such as ICI.

5 FINDINGS AND CONCLUSIONS

Most evaluation templates, guidelines and manuals elaborated by individual donors and their evaluation network under the auspices of the OECD/DAC are geared towards conventional aid interventions: projects and programmes. They are premised on a set of presuppositions such as baselines and a logical framework underlying the design of the interventions to be evaluated. To some extent the existing templates have been overtaken by the changing aid architecture which, among other elements, has provided increased scope for budget support to the displacement of the project and programme aid format. Indeed, this has been a willed development in line with the precepts of the Paris Declaration.

While not resulting from the changing aid architecture but for other reasons, the suggested templates do not fit the object of this evaluation which is different in nature and scope: diverse development research activities operating under different rules, regulations and time frames. They are not neatly defined projects and programmes with specified start and completion points, easily amenable to evaluation in terms of the conventional criteria such as relevance, effectiveness, efficiency, impact and sustainability.

First, there are no uniform baselines across fields of knowledge against which progress can be made. Second, the benchmarks are generally fuzzy and the indicators of success equivocal. Third, the long time horizon means that the attribution problem – which also confounds conventional evaluations – is writ large in this case because the road from research policy to research output to application is long and convoluted with an array of intervening variables, be they technical or political in nature.

Whereas the criteria of relevance, effectiveness and efficiency can to some extent be applied to research projects, impact and sustainability are well-nigh impossible to apply. Research results once published are generally global public goods which can be applied by anybody capable of accessing them and translating them to real life situations. They have a lifetime and potential uses which extends far beyond the duration of the research projects themselves. The time horizon of research is much longer than that of conventional projects and programmes, not only the research process itself but also the impact process.

Moreover, it must be underscored that this evaluation is a desk study. We have not been expected to collect primary data by means of field visits and extensive interviewing of stakeholders. Nevertheless, we have interviewed a fair number of respondents, primarily in Finland but also some by telephone elsewhere (see appended list of people consulted). Furthermore, one of the team members based in Uganda made a trip to neighbouring Kenya in an attempt to ascertain information that was imparted to us in Finland and to obtain an impression of the degree to which research projects are initiated by southern collaborators. None the less, the desk study nature of our assignment has imposed severe constraints on our ability to address those evaluation questions listed in the ToR that require independent data collection.

This exercise is a meta-evaluation. It does not and could not possibly make fresh assessments of projects and programmes on an independent basis. With regard to substantive assessments we have drawn on already completed evaluations to the extent we were able to access them.

With these qualifications, drawing on the preceding sections, the conclusions and recommendations of our evaluation are set out in the sections below and related to the overriding questions of the ToR.

5.1 Thematic Variation

We have pointed out above that approximately half of the MFA's regular contribution to development research is channelled to various forms of international research organisations. In line with Finland's general policies on multilateral cooperation this support is, with very few exceptions, provided as unrestricted core grants to the institutions in question, which means that it is up to the institutions themselves and

their governing bodies to identify and prioritise research topics and draw up their respective research agendas. The international institutions in question are, of course, more or less specialised within some broad research themes and it is at this level that Finland has decided on the research themes to be supported. It makes little sense to discuss the thematic variation that Finland supports internationally at the project level.

The selection of themes and decisions to support them derive largely from Finland's development cooperation policies. We have pointed out that there have been some shifts of emphasis with regard to the main priorities of Finland's development policies over the time period in question, in terms of subject matter as well as modalities of development cooperation. None the less, these are not large and dramatic shifts. Particularly since the formulation of the MDGs there has been an emphasis on food security and poverty alleviation; additionally, a preoccupation with sustainable development and the environment as well as governance, peace and stability have been features of long standing on the Finnish development policy agenda. The international shifts as far as development cooperation modalities are concerned started before the time period in question, with a shift away from traditional aid projects to programme and sector assistance; this change has been carried forward towards the Paris Declaration on Aid Effectiveness, to which Finland actively subscribes.

Finland's support to international development research is organised as long-term commitments to supporting research on themes that are central to the international development debate as well as Finland's own development cooperation policies. These policies do take Finland's own experiences and special interests into account, so that the predilection for forestry research should not come as any surprise. Forestry is important to the Finnish economy and Finnish research policies, and although only a miniscule part of the overall Finnish effort is directed at the forestry issues of the developing countries, forestry research is definitely a priority area for Finnish development research. Two of the four CGIAR institutes supported deal with forestry research. In view of the renewed emphasis on how Finnish comparative advantages can contribute to the international effort, Finnish support to international forestry research will remain centrally important. It is important to note, however, that although Finland by virtue of its multilateral cooperation policies leaves research management to the institutions it supports, the shaping of the thematic profile of international development research support from Finland is the outcome of specific policy decisions. Finland actively seeks policy coherence and supports a research effort that in broad terms agrees with priorities in Finnish development assistance policies.

Finland can influence the thematic distribution in international development research by providing programme support for particular initiatives (which happens quite rarely) or by promoting Finnish nationals seeking placement as researchers or, even more importantly, on the governing bodies of the international institutions. There are some Finnish researchers working in international development research, but we have come across only two Finnish nationals sitting on the board of governors of international institutions.

On the domestic scene, most of the MFA's support to development research is channelled through the Academy of Finland. Research proposals prepared by researchers on the basis of academic interest are supported by discrete project grants, on the basis of an evaluation of the quality of the proposals. While there is an expectation that the proposals must be related to the development cooperation policies of the Government, this relevance requirement is very broadly understood. There are no thematic guidelines articulated by the MFA and the thematic distribution of the research projects supported through the Academy of Finland can more usefully be seen as a reflection of the areas of interest and level of activity at the Finnish research institutions. The predominance of forestry-related development research also in the context of the Academy-managed grant scheme is due to active and strong forestry research environments, which produce high-quality proposals. High acceptance rates help to strengthen and consolidate the academic performance of these environments, in some kind of positive feedback loops, creating clusters of projects that will mutually reinforce each other and keep research interest alive for prolonged periods of time. It is difficult to detect these processes and effects by examining individual projects, however; it is necessary to approach this issue at an institutional level, by looking at the level of activity and areas of interest of the research institutions in question. Active research environments are unlikely to rely only on grants from the Academy of Finland but will mobilise resources from a range of sources. It is difficult, therefore, to understand the thematic variation only with reference to the Academy grant scheme for development research.

The current evaluation has not had the opportunity to survey systematically the level of development-related teaching and research at Finnish universities but has looked at the distribution of Academy-supported projects within some broad themes. This distribution seems to indicate that there are some nodes in Finnish development research that have been able to benefit from the positive feedback relations between institutional interests and resource mobilisation, leading to institutional investments, and success in the yearly allocation of research grants. The main public investment in development research infrastructure has been the research school for development research at the University of Helsinki. The national research school for development research is basically a social science programme; together with a few formally taught programmes within development studies (in subjects like geography and political science) these investments probably explain why the social sciences have quite consistently enjoyed high acceptance rates in the yearly Academy grants allocation. Since 2001, social sciences, on the one hand, and forestry/environmental studies, on the other, have received approximately 80% of the project grants in the Academy of Finland, dividing the grants almost equally among themselves.

It is difficult to explain this thematic distribution with reference to development policy relevance, since relevance criteria are not actively applied in the selection procedures. It is probably more useful to look at the universities and how well they accommodate interests in development research in their policies and among their staff. We cannot assume that there is a direct relationship between university decisions to offer teaching programmes in development studies and success in grant allocation. However,

programmes taught in development studies underscore the institutional interest of the universities and hence, sustainability of institutional competence and capacity for development research. This kind of institutional support is probably far more important than an overt reliance of Academy research grants.

The Academy of Finland has indicated, in its Development Research Strategy paper, that the most instrumental way of increasing research capacity within specific fields and for the purpose of promoting particular themes would be through the creation of thematic research programmes within the Academy. This is a well-established modality for research management. Failing that, the Academy is quite insistent that it will best serve the research interests of the university community by emphasising academic quality over policy relevance.

The Academy points out that the MFA has created a separate funding channel to strengthen research themes more directly relevant to development assistance policy. This argument does not seem to be founded on a careful consideration of what it takes to build research capacity relating to specific themes. The project grants provided for commissioned research are short-term (less than one year) and based on proposals addressing themes selected by the MFA. There is considerable variation in the proposed themes, which often address issues that present themselves in policy debates but which may be quite marginal in terms of academic interest, or even development policy. But as such, all commissioned projects are relevant. However, as our review of some of these commissioned projects indicates, the strength of the research reports from the commissioned projects is the summary and synthesis of research that already has been carried out. They provide good accounts of the state of the art with reference to particular research themes, but they can hardly be labelled original research. Nor are they very applied, since the reviews point out that a common weakness of the commissioned research reports is their failure to provide sound operational advice to the MFA based on the synthesis of available knowledge.

It seems safe to conclude that the thematic distribution in Finnish development research is not very strongly related to the policy themes of Finnish development cooperation policy. In international development research, which Finland supports as part of its multilateral engagement, there is an overlap between the broad themes of development policy and much more narrowly defined research programmes at the international research institutes. The research produced here is made available as an international public good and may or may not be useful in a particular policy context. Sustainability depends on how well the legitimacy of the international research effort is maintained. The research produced must eventually be seen to be useful in specific policy contexts, but as long as the international research effort is viewed as legitimate, it will be sustained through multilateral cooperation arrangements. Finland supports multilateral development cooperation as a matter of principle and will most likely continue to support international development research, which in addition to being seen as relevant (in a broad sense) also contributes to international partnership and capacity building in ways that are seen as reasonably efficient and purposeful.

The thematic orientation in the development research programme managed by the Academy of Finland seems to be concentrated on a more narrow range of themes. Although the total spread of themes is wide, forestry/environment subjects and social science subjects clearly tend to receive the largest share of the support. This seems less related to MFA initiatives to encourage particular themes than it is to dynamics within the university community that generate academic priorities. Neither thematic nor geographical restrictions are strongly applied in the Academy evaluation and selection procedures. But academic priorities are not totally removed from societal processes, even if the university community is not directly sensitive to the policy priorities of the MFA. Broad themes like environmental studies, and forestry for that matter, are important in Finland for reasons that have little to do with development; none the less there has been sufficient room at university departments to accommodate interest in development research within these fields. In the social sciences, which seem to be the second point of emphasis in Finnish development research, there are historical reasons why development research was primarily associated with the social sciences and why initial public investment in development research benefited the social sciences.

This concentration is sometimes regarded as a problem. A senior manager in the MFA expressed the view in an interview for this evaluation that a position for a forestry advisor in the MFA would create a 'line of applicants that would extend around the block', while qualified development economists were simply unavailable! Both are needed for good development cooperation management. The question is how a more evenly distributed resource base, in terms of knowledge as well as personnel, can be created. There is little doubt that this is the primary responsibility of the universities and the education authorities. But since incentive structures are becoming increasingly important in the management of research (and the attendant training efforts) there may be an argument for the MFA to put more effort into defining its long-term thematic needs (in terms of knowledge and qualified people) and perhaps look more closely at the suggestions from the Academy of Finland to create thematic research programmes for the purpose of meeting such needs.

5.2 Institutional Distribution

It is hard to separate a discussion of the institutions that receive development research support from the discussion above on the thematic distribution of this support. But again, it is necessary to distinguish between the different channels of support. The international research institutions receive support partly as an expression of Finland's espousal of multilateral development cooperation, partly in recognition of the importance of organised research to reach policy goals. Since these goals have remained fairly stable over the past decade, it is not surprising that Finnish support to international development research has also remained stable, both in terms of volume and distribution.

On the domestic scene, development research activities are not evenly distributed among the Finnish universities. We argue in the sections above that there is a dynamic interaction between the level of interest in development studies at the universities and the Academy of Finland grants. And we postulate that the most important component is what happens at the university. Without an active involvement, development research at any particular university department cannot be sustained over anything but the short term.

Institutional distribution is clearly skewed. We have pointed out that there is a remarkable concentration in terms of institutions, with two universities receiving half of all Academy development research project grants since 2001. A total of four universities (of the 20 universities in Finland) account for three-quarters of all project grants in this field. We have not had the opportunity to examine this question by approaching the issue from the side of the universities, so we know little of the background and rationale for particular universities to give sufficient priority to development research. It will be necessary to prepare institutional profiles, perhaps even at the level of particular teaching departments, to understand this distribution properly.

Finland's MFA allocates approximately half of all its support for development research to institutions and researchers in Finland. This is by now a well-established pattern and there are no urgent arguments for changing it. Questions should be asked, however, about the advantages and disadvantages of this situation to continue. Apart from the question of how much of the development research support can be classified as ODA, there is the question of how much effort the MFA or the Department of Development Policy is prepared to put into the management of development research. The bulk of the funds are channelled through the Academy of Finland anyway, and the MFA has not been interested in putting its imprint on this arrangement in terms of thematic or geographical priority and relevance to development cooperation policies. The arrangements put in place for managing commissioned research, however, do not seem to produce the expected outcome. At some stage it will probably be necessary for the MFA to either become much more active across the full range of development research management, to articulate policy objectives for development research support much more comprehensively and ensure adequate resources for active management, or make the opposite choice. There is definitely a legitimate argument that development research as an academic field of inquiry should be supported primarily by the education and research authorities. Since the universities and research institutes are critical to the achievement of some of the collateral goals that the MFA has formulated (such as capacity building and international partnership through research cooperation), the management of these activities should also be brought closer to the universities.

5.3 Capacity Building through Research Cooperation

We have pointed out above that research cooperation between Finnish researchers and institutions, and researchers from developing countries has been promoted in policy documents discussing Finnish development research since the very beginning. Research cooperation is important in its own rights, for the enrichment it can bring to the research process and in terms of capacity building at research institutions in developing countries. This is a field in which Finland, which is internationally acclaimed for its research and education policies and performance, could display comparative advantages and bring added value to the development cooperation partnership.

We have also pointed out that research cooperation seems to be an area where little progress has been made. The 1998 evaluation was highly critical of the virtual lack of research cooperation. Although we feel at a disadvantage with regard to discussing research cooperation, because this is primarily a desk study that must rely on the written material made available to it, the impression we have gained over the course of interviews and conversation with Finnish researchers, is that not much real progress has been made in this regard. At the policy level there is full agreement about the advantages and the need for research cooperation, but in practical terms there are no coherent arrangements put in place to encourage it. Budgetary and procedural shortcomings have been pointed out to us, as has the unfortunate reliance on support instruments designed for other purposes. CIMO and ICI provide some opportunities, in quite tightly circumscribed situations. The instruments put in place function well enough as far as they go, but they seem to move on parallel tracks to what is really required and there are few opportunities to integrate the different initiatives for the purpose of actually stimulating genuine and equitable research cooperation.

5.4 Cross-cutting Issues

We have discussed the matter of cross-cutting issues above and concluded that while this is a well-accepted strategy in designing development cooperation interventions, we find it difficult to apply the concepts in a discussion of research strategies. The standard list of cross-cutting issues, which in the case of Finnish policies seem to include gender issues, the situation of marginalised groups and the medical and social consequences of HIV/AIDS, are all genuine research issues that have been made the subject of independent research. We have also found examples of research specifically raising these issues in the research portfolio supported through the Academy of Finland.

It is much more difficult to determine how these issues are applied as cross-cutting concerns in the design and implementation of research projects. There may well be research projects in forestry, for instance, that will consider the situation of women and gender relations, but it seems unreasonable to expect that all research projects that conceivably could have anything to do with women should actually devote attention

to discussing gender issues, as would be the case if gender was to be treated as a truly cross-cutting issue in research.

The conclusion must be that the cross-cutting issues of Finnish development cooperation policies do not feature as truly cross-cutting issues in Finnish development research.

6 RECOMMENDATIONS

Our point of departure for this evaluation is the 1998 evaluation of development research, which made a number of recommendations. We have in the sections above tracked some of these recommendations and commented on the extent to which they have been followed up. From our discussions above it is obvious that some of these recommendations need to be reiterated.

The 1998 evaluation was highly critical of what it saw as a virtual absence of genuine research collaboration between Finnish institutions and their counterparts in the South. Therefore, an important recommendation ten years ago was that research cooperation must be addressed more systematically and holistically. Unfortunately, we cannot see that this recommendation has been adequately acted upon. As far as we can see, research collaboration is still the weakest part of Finnish development research.

Admittedly, two new support arrangements have been instituted: the CIMO programme for the exchange of students and teaching staff at Finnish institutions of higher learning with counterparts and colleagues in the South; and the ICI instrument for institutional collaboration between public institutions in Finland and developing countries. Both of these instruments, however, expressly exclude research activities as part of the institutional partnerships envisaged. Hence, *there is an urgent need for encouraging and accommodating research collaboration between Finland and the South. This could be done either by rationalising, amending and restructuring the existing arrangements or introducing a new instrument customised for this purpose. Given the indisputable importance of an active involvement of the universities, UniPID could be a suitable partner in that endeavour. There are well-established experiences with such institutional research collaboration in other Nordic countries that could be drawn upon.*



The 1998 evaluation also recommended that English be introduced as the working language of applications and their processing through various channels of support. It is commendable that this has been done and has contributed to the further internationalisation of the Finnish community. This internationalisation further safeguards the integrity of the quality assurance procedures, by expanding the audience for research outputs as well as increasing the number of reviewers available at all levels of peer review.

With regard to Finnish support to the CGIAR system the 1998 evaluation recommended that more Finns be recruited into its steering organs and into research positions at the various centres. Although highly qualified scientists have successively represented Finland at the Annual General Meetings of the CGIAR and in the Board of Trustees at one specific centre, there seems to be no deliberate policy in this regard. Similarly, a few Finnish researchers have been employed at CGIAR centres, but not as the result of Finnish policy; they have reached these positions on their own accord on the basis of professional merit and interest. However, a number of JPOs has been recruited which is commendable but on account of their junior status, this has not had much impact. *We recommend that Finland adopts a more pro-active stance in securing Finnish representation in the steering organs of the CGIAR centres that are supported financially, and that Finnish professionals are actively encouraged to take up research positions or otherwise actively collaborate with the same centres.*

The management of international research cooperation within the MFA is low-key and detached. The emphasis is on the international cooperation aspects rather than on research. *We recommend, therefore, that international research cooperation be overseen and monitored more closely across the internal units of the MFA, including the regional departments. The rationale for supporting multilateral research institutions should be made explicit and their research nature should be given emphasis rather than merely their multilateral status.* When and if research is included in bilateral cooperation programmes, there must be adequate arrangements for professional participation and backstopping. Greater emphasis on improved communication, information sharing and coordination would clarify policy positions and preclude *ad hoc* decisions.

With regard to WIDER the current policy seems to be confined to financial support and to giving the institution autonomy to draw up its own research agenda and manage its own affairs as long as it engages in cutting-edge research on relevant topics. The Finnish representative on WIDER's board does not seem to promote special Finnish positions or policies. We see no compelling reason for changing this mode of operation. But when the next institutional evaluation is due next year, the occasion might be taken to review Finland's overall policy towards WIDER and what Finland expects from it.

On the domestic scene we find the procedures of the Academy of Finland to be reassuring. The agreement between the Academy and the MFA seems to be functioning well. The funds for development research channelled through the Academy have contributed to building research preparedness in Finland that the MFA can draw upon as and when needed. We do not see the need for more purposeful steering of this facility in terms of thematic priority or institutional orientation. The academic community in Finland is just as competent to judge what is relevant to the medium- and long-term research needs of the MFA as the MFA itself. Overall, therefore, *we recommend that the fruitful cooperation between the Academy of Finland and the MFA be continued.*



However, *there is a case for increasing the annual amounts channelled through the Academy.* It is well known for instance, that Ph.D. fellowship positions at the research schools do not include funding for long-term fieldwork expenses, even if this often is a major precondition for successful development research. Similarly, if special knowledge or capacity gaps are detected, additional funds could be earmarked for temporary schemes to remedy the situation, e.g. through Ph.D. scholarships. Such remedial and affirmative action initiatives must obviously be closely coordinated with relevant universities. The shortage of development economist is a case in point.

With respect to commissioned research we recommend a change in the management of this facility. In view of the limited operational utility of many of the commissioned studies, we consider it a more fruitful use of the funds to engage in formative process research and *recommend that a project of that nature be mounted on a pilot basis. We also recommend that the production of policy briefs be made a requirement for all commissioned projects.*

Finally, we strongly recommend that the MFA take an initiative *to establish a registry of research projects for storage and easy retrieval of results.* A partial registry exists in the Academy but what is needed is a comprehensive one that records all research projects. We do not think it is feasible for the MFA to implement this decision as an internal matter. Rather, we recommend that it should be contracted out to an interested and competent body, e.g. to UniPID.

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ANNEX 1 TERMS OF REFERENCE

Ministry for Foreign Affairs of Finland
Department for Development Policy
Unit for Evaluation and Internal Auditing

Evaluation of Development Research (89850301)

1. Introduction

The Ministry for Foreign Affairs (MFA) has funded development research as one of the essential sections of development cooperation since the beginning of 1970's. Development research has been included also in most policy papers of Finnish development cooperation since then. A development research strategy was prepared for MFA in June 2005. The Academy of Finland outlined its own strategy for development research in 2006.

In the beginning, MFA allocated research grants directly to individual researchers. Later also Finnish research institutes and universities have been active in development research. In 1990 MFA and the Academy of Finland signed the first agreement concerning the participation of the Academy in the administration of development research. The purpose of this cooperation was to ensure the scientific level of development research to be funded from the development budget. The agreement has been later renewed; the most recent agreement was signed in 2005 and it covers the years 2006–09. The annual costs of the agreement, including both research grants and the administrative costs of the Academy, are about 3 million euros.

In addition to the funds directed to the Academy of Finland, MFA has continued to support research projects also directly ('commissioned research'). The main idea of commissioned research has been the building of research capacity both in Finland and its partner countries. Proposals for this type of research projects have been invited annually. In some years, the invitation has been open to all development research, while in others, a thematic preference has been given (e.g. human rights, environment, policy coherence). Within MFA, units and departments are encouraged to submit their proposals for the research themes. The amount of funds allocated to commissioned research has varied, e.g. in 2006 about 150 000 eur was used, while in 2007 the allocation was 500 000 eur.

Ever since 1970's MFA has also supported several multilateral research institutions. Similarly research projects implemented by multilateral organizations and non-governmental research institutions have been supported wholly or through co-financing arrangements.

2. Earlier evaluations

The first evaluation of Finnish development research was carried out in 1997-98 by a team of Carl Widstrand, Anna Tibaijuka and Paula Uski (*Development research and development of research capacity. An analysis of the effects and impacts of research funded through the Finnish development cooperation budget. Report of evaluation study 1998:2*). The evaluation team visited most Finnish research institutions and universities involved with development research and also some international research institutions.

The evaluation report gave recommendations to different levels: policy level, strategic level and project level. Recommendations at the policy level included i.e. the following:

- MFA should have a stricter policy on funding of research by international non-governmental organisations. There should be no automatic continuation of support. MFA should be open to fund ad hoc proposals on a merit basis.
- The Academy, universities and MFA should agree upon a new project policy. The Academy should be able to fund larger thematic projects and use a minor portion of the funds to one-person projects.
- As Finland supports research in several international research organisations, Finnish researchers should be able to find positions in these organisations or serve on their boards of directors.
- MFA and the Academy should encourage serious networking and twinning between Finnish universities and universities or research organisations in LDCs.

At the strategic level recommendations include i.e. the use of English as the language of applications to make it easier to find foreign specialist assessors, and the improvement of knowledge management in MFA: what to do with the new knowledge within the organisation and how to disseminate it.

At project level, the recommendations of the evaluators included more research (jointly with LDC researchers) on processes that promote democracy and human rights and research on poverty issues, gender and population. In the environmental field research in subsistence farming systems, agroforestry and water resources should be encouraged.

In 2004, another more narrow assessment of the research cooperation between MFA and the Academy was carried out. The assessment report (only in Finnish language) includes altogether 24 recommendations to improve the cooperation; many of these

recommendations are of very practical nature. The broad lines are in concordance with the recommendations of the 1997 evaluation.

3. Background study

To prepare the current evaluation, MFA employed a junior researcher for two months to search and list development research projects funded by MFA since the 1997 evaluation (grants from the years 1998–2007). The background study included all modalities of research funding: the Academy, commissioned research, research organisations in the UN family, other international research organisations and international non-governmental organisations.

The study report includes comprehensive spreadsheets of research projects, their themes and researchers, allocations and disbursements, availability of research reports etc., to the extent possible from MFA archives. In addition to the list of research projects the preliminary study also reports administrative problems of the MFA systems of filing data on research projects, their fund allocations and reports.

According to the background study, in 1998–2007, the total amount of development budget allocations to development research via different channels amounts to 57,5 million euros. Of this amount, about 42 % (24.4 meur) has been allocated to the Academy of Finland. The rest (58 % meaning 33,2 meur) represents commissioned research funding allocated to Finnish universities and research institutions and to international research institutions and organisations. The distribution of shares of the funding modalities outside the Academy of Finland is the following:

	meur	% (of “the rest”)
• commissioned short research projects	3.9	11.8
• commissioned long research projects	1.9	5.5
• World Bank	4.9	14.7
• UN organisations (WIDER, UNEP, UNRISD)	3.5	10.7
• CGIAR institutions	13.5	40.6
• other organisations and institutions	4.9	14.7

In addition to the above, a minor allocation of 239 000 eur has been made to support institutional partnerships of Finnish universities. Arrangement to support individual international seminars and workshops totals 339 000 eur.

4. Purpose and objectives of the evaluation

The purpose of this evaluation is, based on past experience, to contribute to guidelines and recommendations to improve the development research funded from the Finnish development cooperation budget.

The objectives of the evaluation are:

- to improve the relevance of Finnish development research to Finnish development policy;
- to raise the awareness on development research and improve the availability of research reports; and
- to increase the utilization of research results in development cooperation and in the debate on development aid in general both in Finland and in partner countries.

5. Scope of the evaluation

The evaluation covers development research funded from Finnish development cooperation budget during the years 1998–2007. The research is categorized to four groups:

- allocations through the Academy of Finland
- research projects of Finnish universities and research institutes
- support to research programmes under the UN system (including GCIAR institutions)
- support to other international research institutions and international non-governmental organisations.

6. Umbrella questions

The amount of the background material to the evaluation is immense. During the time frame of the evaluation, in 1998–2007, the Academy has funded about 160 research projects, and the number of projects of commissioned research is about 200. To facilitate the structuring of the evaluation four dimensions or “umbrella questions” have been formulated:

- During the 10 years under examination, the thematic variance of funded research projects has been very wide. Most years commissioned research had thematic preferences, although every year a large share of the funds to commissioned research was allocated to other themes. The Academy of Finland does not use annual thematic restrictions or preferences. An analysis of this thematic variance will be carried out: has it been an enrichment to the research or has it led to superficial knowledge by thin spreading of resources; what alternative models could be used in fund distribution;
- Research activities of a wide range of universities, research institutions and organisations – national and international – have been funded. The benefits / discrepancies of this model of distribution of funding will be analyzed: has it changed or remained the same during the years; has it impacted on Finnish research capacity; what has been the impact on research institutions in developing countries;

- One rationale for development research has been the building of research capacity in developing countries. The data needs to be analysed from this angle: do the research topics originate from Finnish research institutions or from joint discussions with colleagues from developing countries; are there long-term cooperation or twinning arrangements born based on research activities; are the research results distributed and utilized locally / regionally; have the research results been able to contribute to development debate and the understanding of development *per se*;
- Finnish development policy presumes the inclusion of cross-cutting issues – e.g. gender, poverty eradication, disability questions, sustainable development – in development work. How are these topics featured in research projects as main themes or as true cross-cutting issues in respect of other themes researched?

For each umbrella question, the recommendations of the earlier research evaluation and the degree of their implementation will be examined in addition to examining the current status of development research.

7. Evaluation questions

The umbrella questions shall be looked at through five evaluation criteria: relevance, effectiveness, efficiency, sustainability and impact. In this evaluation the focus will be particularly on issues of relevance, effectiveness and impact. In addition, the added value of Finnish involvement in development research will be assessed. The efficiency of different funding channels will also be investigated.

Relevance:

- Has there been any assessment of development research capacity needs of Finnish institutions and the partner country research?
- How relevant have the topics studied by the Academy and the commissioned research been to the on-going international development debate?
- What has been the coherence of research themes with Finnish development policy? Have the changes in focus in development policies within the ten years made any difference to the coherence?
- What constituted the basis of defining annual themes for development research?
- Has the selection of research topics been relevant to Finnish development policy?
 - o basic research >< applied research
 - o biosciences >< social sciences
- Has the selection of geographical areas of research been relevant?
- Have the needs of developing countries been observed in the selection of research topics?
- What has been the extent of cooperation with Southern research institutions / researchers?
- Have the funding channels been relevant?

Effectiveness:

- Does the research policy of Finland offer a conducive platform to development research?
- To what extent have the objectives of research projects been achieved?
- Has there been sufficient focus on the strengthening of research capacity of developing countries?
- How widely and effectively have the research reports been distributed?
- To what extent have research results been utilized in further work (research, development cooperation) in Finland?
- To what extent have research results been utilized locally?

Impact:

- Can any effects / impacts of research results be seen in partner countries and / or institutions recipient of research funding?
- Any evidence of enhanced development research capacity in Finnish institutions and in local counterpart institutions attributable to research support from MFA?
- Have the results of development research been able to serve as source of innovation and progress in socio-economic sense?
- Comparing the possible impacts of different research support channels, are there differences in the degree or depth of impact between them? Should stricter preferencing be given to some funding modalities over some others?

Efficiency:

- What has been the cost efficiency of different funding channels?
- Are there differences in the efficiency in administration of the funds between funding channels?
- Any recommendations for MFA on administrative procedures in handling research projects to improve the utilization of their results?

Finnish value added:

- What has been the specific added value achieved by Finnish research funds?
- Have Finnish researchers been able to find positions as researchers or been selected to boards of directors of international research institutions?

8. Methodology and work plan

The evaluation includes a desk-study phase (“Contract”) and after that, optionally, a second phase of field studies (“Option”).

The desk study part of the work (“Contract”) consists of an inventory and analysis of the research documentation. After the inventory phase, the team is expected to present a work plan on the analysis phase.

The material will be analyzed at least by

- funding channels;
- research themes;
- the researcher team (Finnish / international / researchers from developing countries); and
- the location of the work (in Finland / in a developing country).

The desk study will be complemented by

- interviews of a sample of desk officers and advisors of MFA who participate in the planning and administering of development projects;
- e-mail / telephone interviews of the representatives of selected Finnish universities as well as Finnish and international research institutions.

Based on the desk study and interviews a final draft report is prepared with well-formulated and evidence-based conclusions and recommendations for future planning of funding of development research. Moreover, the initial phase is expected to make a proposal and present the rationale for the implementation of the optional second phase (“Option”). The second phase would include the verification of the findings of the initial phase through site visits to selected, relevant international research institutions and long-term partner organisations of Finnish universities.

The decision on the fielding of the optional second phase will be done in MFA after the final report of the initial phase has been accepted. The MFA may or may not use the option to purchase additional services to perform the field visits by the evaluation team of the initial phase on the same terms and conditions as contained in the Contract pertinent to the initial phase of the evaluation.

9. Eligibility

University departments, research institutions and individual researchers, which have received MFA research funding from development cooperation budget, are not eligible to participate in the tender.

10. Expertise required

The evaluation team consists of two senior researchers with profound experience in development research and international development work. One of the two researchers shall come from a developing country.

The two members of the team shall complement each other's qualifications. The team shall have

- relevant academic qualifications at Ph.D. level;
- sound and proven background in academic research, national and international, in fields relevant to development in general and in different sectors;
- familiarity with Finnish and international development policies, principles and modalities;
- experience in relevant development issues and proven theoretical and practical experience in evaluation of international development interventions;
- (for the Team Leader) substantial prior experience as a Team Leader of evaluations and other type of missions;
- good communication and interpersonal skills;
- gender balance is an asset.

The Team Leader will have the overall responsibility for the report writing and its quality and other arrangements, including communication with the MFA.

11. Reporting and time schedule

The desk study phase of the evaluation will be started late 2008 – early 2009 and it will take approximately 4 months. The optional second phase, if implemented, will be carried out during the second quarter of 2009.

The evaluation shall be carried out in accordance with the Evaluation Guidelines, Between Past and Future (2007) of the Ministry. These guidelines include outlines of different reports.

The final report shall clearly and concisely present the findings, conclusions and recommendations covering development research, the utilizations of the research reports and the administration of the research. The analysis and results presented must be evidence-based. The list of research publications included in the evaluation will be annexed to the report.

The reports, interim and final, have to be submitted in pdf and word format in the electronic form and the final report also in five hard copies. All reports shall be written in English; the language (already in the final draft) has to be proof-edited, and written in a clear and concise manner, suitable for use in public communication. A professional editor and language checking must be used, if the evaluation team does not have the competence for copy-editing. The text of the final report has to be ready-to-print. A recent copy of an evaluation report of MFA must be consulted for layout and style. The Ministry also provides some instructions to facilitate the finalisation of the evaluation report. The abstracts and the executive summaries must be included in Finnish, Swedish and English exactly as they will be printed. Only the ISBN and ISSN numbers shall be inserted by the Ministry.

The quality of the final report has to be checked against the EU Quality Criteria for development evaluations: http://ec.europa.eu/europeaid/evaluation/methodology/index_en.htm .

The evaluation team shall complete a self-evaluation of their report against the above EU evaluation report quality criteria. This self-evaluation sheet shall be appended to the report.

Also the OECD/DAC Evaluation Quality Standards shall be used as reference in assuring the quality of the evaluation report. These guidelines can be found in the web page of the organization <http://www.oecd.org> .

12. Mandate

The evaluation team members are entitled and expected to discuss with pertinent persons and organizations the above and any other matters relevant to the assignment. However, they are not authorized to make any commitments on behalf of the Government of Finland. The final report shall be subject to approval by the Ministry.

Helsinki 29.8.2008

Aira Päivöke
Director, Unit for Evaluation and Internal Auditing





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