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ADRA Denmark 2019

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Abbreviations

ADRA	Adventist Development and Relief Agency
ADRA DK	Adventist Development and Relief Agency Denmark
ASC	Action for Social Change programme
BCR	Budget Control Report
CAP	Community Action Plan
CBG	Community Based Group
CHS	Core Humanitarian Standard
CLTS	Community-Led Total Sanitation
CO	Country Office
CSO	Civil Society Organisations
DKK	Danish Kroner
DMRU	Dansk Missionsråds Udviklingsafdeling
ECHO	European Civil Protection and Humanitarian Aid Operations
EU	European Union
FA	Framework Agreement
FAK	Activity Specific Consultancy Assistance
FAO	Food and Agriculture Organisation
FBO	Faith-Based Organisation
FMS	Farmer Market Schools
HMC	Humanitarian, Migration and Civil Society Department (MFA)
HPA	Humanitarian Partnership Agreement
HRBA	Human Rights-Based Approach
IATI	International Aid Transparency Initiative
INGO	International Non-Governmental Organisation
M&E	Monitoring and Evaluation
MEAL	Monitoring Evaluation, Accountability and Learning
MFA	Danish Ministry of Foreign Affairs
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
PARD	International Partnership on Religion and Sustainable Development
PSEAH	Preventing Sexual Exploitation, Abuse and Harassment

PTA	Parent and Teacher Association
RAM	Resource Allocation Model
REFLECT	Regenerated Freirean Literacy through Empowering Community Techniques
RiHA	Resilience in Horn of Africa
RT	Review Team
SDA	Seven Day Adventist
SPa	Strategic Partnership
ToC	Theory of Change
USD	United States Dollars
VSLA	Village Savings and Loans Association
WASH	Water, Sanitation and Hygiene

Executive summary

This review of ADRA Denmark (ADRA DK) was implemented between August and November 2019. The Review Team (RT) has analysed key background documents and conducted interviews with staff in ADRA Denmark (DK), ADRA International and selected ADRA-partner Country Offices, including ADRA Malawi - country of field mission. The RT triangulated findings with external stakeholders. The two main objectives of the review cum capacity assessment were to validate ADRA DK's results documentation 2015-2017 as well as ADRA DK's capacity to implement the current SPa 2018-2021. Overall, the RT finds that ADRA DK has and is delivering results as agreed with MFA in both former and present agreements. The following provides a brief overview of some of the key findings and recommendations of the review.

International level

ADRA DK is an active member of ADRA Network and has been instrumental in directing the ADRA network into new approaches, including a strong focus on strengthening civil society vis-à-vis providing service delivery, advocacy work, and use of rights-based programming. ADRA is a network of supporting and implementing ADRA partners each with their own programmes implemented by ADRA Country Offices (COs). In order to optimize on available human and financial resources there is, however, a need for the ADRA network to move towards more joint programming based on joint country strategies and, eventually, to a joint reporting framework.

DK organization and capacity

Since the last MFA review in 2015, ADRA DK has implemented organizational changes, including to its structures, management and staffing. Relevant progress has been achieved in defining ADRA DK as a faith-based organization (FBO) as well as in developing new approaches for strengthening civil society, advocacy and human rights. ADRA DK has been instrumental in developing a new Farmer Market School approach as a mean for smallholder farmers to improve their understanding of their market and their ability to engage with the market.. ADRA DK has also increased its activities in humanitarian assistance with contributions to ADRA programmes in Syria and Yemen. Next to Save the Children, ADRA Yemen is the largest humanitarian INGO in Yemen. This increase in activity in fragile and conflict-affected areas carries with it a responsibility for implementing solid risk management and financial oversight. The ADRA board could be strengthened in these areas. In addition, the RT finds that ADRA DK is covering many thematic areas in countries of operation with the risk of delivering less impactful and sustainable results. With new humanitarian interventions there is a need to ensure that staff capacity and time matches all required work functions. ADRA DK is currently in the process of defining a new Strategy 2020-2025 which also focuses on ensuring that the organization continues to have adequate and the right human capacities to maintain good quality deliverables.

Programmatic level

The main Lot CIV programme under the Framework Agreement and the new SPa is called the Action for Social Change (ASC) programme. The ASC programme has a strong focus on strengthening Community-based Groups (CBGs) to advocate for their rights to basic government services within health and education. The ASC is also working with VSLAs, income generating activities and the FMS with the aim to enhance community livelihood. Although results are documented and verifiable at the district level there is still a need for ADRA DK, with its partner COs, to strengthen their advocacy work at the national level. This includes considering a more diverse partnership model beyond the current support to ADRA

COs. A more diverse partnership model would also increase ADRA DK's contribution to localisation of its humanitarian assistance. Furthermore, sustainability and exit strategies need to be developed for CO engagements with CBGs, some of which have been supported for nearly ten years.

Lot CIV also funds a regional programme, the Resilience in Horn of Africa (RiHA), implemented in Sudan and Ethiopia. Overall, the RT finds that the regional aspect of the programme is unclear and there is insufficient evidence that lessons learned from using Community Action Plans in Sudan under the previous HPAs have been incorporated.

The RT finds ADRA DK to deliver good quality humanitarian work in fragile and hard-to-reach areas with tangible outputs but getting the overall picture of the results remains difficult. The flexible funds have successfully been used to support larger ADRA network responses. ADRA DK is in the process of achieving a CHS certification that is expected to be achieved in 2021.

In various documents, ADRA DK makes references to their focus on resilience and the hum-dev nexus. However, ADRA DK does, contrary to what is indicated in the programme manual, not have a separate document describing what those terms mean nor how they are being operationalised – a similar observation was made in the 2015 review. By developing an approach paper, ADRA DK would be a step closer to developing a comparative advantage in resilience/hum-dev nexus compared to other NGOs. The RT understands that ADRA DK as per discussion with staff and from their programme manual is considering using the churches' tradition for peace building. A concern could be that ADRA DK expanding into also peace building will stretch ADRA DK's capacity even further.

Documentation of results (Lot CIV) is mainly focused at the output level with specific and concrete results being reported on CBGs' advocacy work and other individual achievements. The narrative reporting, however, is less clear at the outcome level with the bigger picture lacking a broader and national perspective on social change. There is also a need for ADRA DK to ensure better logic between outputs and outcome indicators and for their progress to be reported in a more consistent and coherent way. Moreover, the RT finds that it would be both possible and valuable to conduct impact studies in districts and areas where the ASC has been supporting communities over the past 7-10 years.

With regards to the ADRA Network partnership model, funding support is restricted to ADRA COs. The RT finds that there is a risk that this model could become costly when COs underperform or when particular capacities have to be built in order to provide quality support to programmes, such as the FMS. Therefore, the RT believes that it would be beneficial for ADRA DK and ADRA International to also consider alternative and complementary partnership models which consider the overall sustainability and opportunities for scale and outreach of particular programme elements.

Financial Management

In recent years, the project portfolio has shifted towards humanitarian actions accounting for two thirds of ADRA DK´s income in 2019 compared to a half in 2016. MFA's contribution has reduced to below 70% in 2018 but still remains the foundation for ADRA DK's work. The SPa is particularly important as it opens up access to the humanitarian NGO-rounds and enables ADRA DK co-funding to EU/ECHO funded projects.

ADRA DK's and their partner COs´ financial management systems are adequate, well-documented, working well and adhering to MFA guidelines. Policies and systems related to anti-corruption, PSEAH

and complaint mechanisms are operational with the latter two being new. The COs are submitting timely monthly financial reports to ADRA DK in line with agreed business processes. The change of external auditor in Denmark with effect from 2017 went smoothly. Financial monitoring by a finance professional is carried out every other year but is not informed by an assessment of risks pertaining to the context, project activities, CO's capacity etc. The elaboration of a risk-based approach and frequency is required to ameliorate this vulnerability.

In 2018, almost 78% of the SPa was transferred to CO's and 10.5% was utilised on Activity Specific Consultancy Assistance (FAK). The non-programmed administration percentage (7% administrative overhead plus overhead on FAK) came to 11.2%, which is low compared to other. ADRA DK´s participatory development of project budgets and their subsequent reporting and follow-up is commendable but it is taking place and being evaluated without explicit consideration being given to efficiency and effectiveness. These are difficult terms to measure but attempts should be made and results used to inform programming. ADRA DK may want to link up with other MFA SPa partners with similar activities to share experiences and gain inspiration.

Strategic partnership

ADRA DK has as an FBO a unique profile but ADRA DK could be more specific and vocal in communicating its particular strengths and opportunities in the Strategic Partnership with MFA. The RT finds that ADRA DK adds significant value to the Danish NGO's working group on religion and development as well as to the technical working groups that operate internally within ADRA Network. These working groups as well as ADRA DK´s presence in Syria and Yemen hold potential strategic interest to the MFA. Further, a timely completion of the next SPa cycle (2022-2025) is particular important to ADRA DK as the SPa accounts for almost 40% of the income and is used as match-funding in EU/ECHO projects.

The review report includes a number of suggestions for ADRA DK to consider. The main recommendations are listed below.

International strategic level

R1: In the planning of new donor-funded programmes including also the future SPa 2022-2025, ADRA DK should pursue joint programming with other ADRA (donor) supporting offices/partners. New programming should support ADRA COs opportunities to operate and implement more coherent One-Country - One Strategy - One Programme-based approach including opportunities to pursue a One-Programme Reporting framework.

ADRA DK organisation and capacity

R2: The ADRA DK Board should consider strengthening its capacities to manage contextual risks, as well as capacities in financial oversight and risk management within the global humanitarian agenda. Further, in conjunction with the new Strategy 2020-2024, the Board should engage in the discussions on the future required capacities of Secretariat.;

R3: ADRA DK should conduct a staffing needs assessment (skills and knowledge) and staff development plan in conjunction with the thematic, operational and organisational priorities of the upcoming strategy 2020-2024. Further, ADRA DK should ensure that the mix of ADRA DK staff matches the quality requirements needed to deliver on the programme portfolio and job descriptions should be updated accordingly.

Programmatic level

R4: Based on the past ten years of experience with ASC, ADRA DK should strengthen the focus on sustainability planning and exit strategies for the various types of civil society and community groups (REFLECT, FMS, VSLAs, support groups etc.) receiving support through the SPa.

R5: ADRA DK should articulate and verify the added value of implementing the current activities in Sudan and Ethiopia as a regional RIHA programme by assessing the synergies, challenges and opportunities. ADRA DK should also ensure that lessons learned from past implementation of Community Action Plans are analysed and thoroughly dealt with in the RiHA programme.

R6: ADRA DK should urgently finalise the approach paper on hum-dev nexus and resilience. If ADRA DK decides to work within the hum-dev-peace nexus, an assessment of the capacity required to expand into peace building should be undertaken.

R7: ADRA DK should lift the narrative reporting to the broader strategic level of social change with reference to established baselines and/or targets. This could be achieved by revisiting and adjusting the results/outcome indicators (in the Summary Results Framework) and ToCs for the selected change areas (Lot CIV and Lot HUM) in close coordination with CO programme staff. Furthermore, results reporting should reflect ADRA DK's aim of targeting the poorest and most vulnerable groups.

R8: ADRA DK should develop a strategy for how to deal with COs that are not delivering satisfactory and consider the overall effectiveness between continuing capacity strengthening of existing COs relative to shifting resources and efforts to other countries or non-ADRA CSOs.

R9: ADRA DK should strengthen the institutionalization, scale and outreach of CO advocacy approaches at the national level. Under Lot CIV, this could be achieved through preparation and sharing of evidence-based and well-documented good practices from existing programmes, such as FMS and REFLECT adult literacy, with relevant national CSO networks and platforms.

Financial Management

R10: ADRA DK should for each CO and project/programme, systematically map the financial risks related to e.g. context, type of activities, staffing, track-record etc. and tailor the financial monitoring and capacity development response accordingly.

R11: In collaboration with COs, ADRA DK should work towards defining key performance indicators to facilitate efficiency and effectiveness considerations in the planning and evaluation process. ADRA DK would benefit by linking up with other SPa partners with similar activities to share experiences and gain inspiration.

Strategic Partnership

R12: In the interest of predictable funding flows, the MFA should work towards ensuring that the SP 2022-2025 award process is completed in good time, preferably end of 2020.

1. Objectives and approach

This review of ADRA Denmark (ADRA DK) commenced in August 2019 and was completed in October 2019. The review was commissioned by MFA/HMC and was conducted by a team of external consultants with a MFA-TQS Team Leader. The overall objective of the review cum capacity assessment, as per Terms of Reference (Annex A), is to assess the performance and capacity of ADRA DK to deliver results under its previous Framework Agreement (FA) and Humanitarian Partnership Agreement (HPA) (2015-2017) and current Strategic Partnership (SPa) (2018-2021) with the Ministry of Foreign Affairs (MFA). This includes an assessment of the overall strategic, programmatic, organizational/ administrative and financial management capacity of ADRA DK as well as an assessment and validation of results as documented by ADRA DK during the previous 2015-2017 agreements. The Review Team has sampled results from some of ADRA DK partner countries through a desk study of results documentation. With a forward looking perspective, the capacity assessment focuses on ADRA DK's capacity to deliver within the overall objective of the SPa: *to improve human rights, build resilience and provide humanitarian assistance to vulnerable people, hereunder women, youth and marginalised groups.*

The ADRA DK SPa Lot HUM is implemented in South Sudan, Yemen and Syria, whereas the Lot CIV is implemented in Burundi, Ethiopia, Malawi, Sudan and Uganda. ADRA DK has a regional programme covering Sudan and Ethiopia. Sudan was, prior to the SPa, funded as part of the HPA. ADRA DK's humanitarian work is aiming at reducing vulnerability and strengthening resilience for communities and people affected by crises and natural disasters by rehabilitating basic infrastructure and enhancing food security, livelihoods, protection and access to education. Civil society work focuses on rights-based advocacy within the sectors of health, education and agriculture.

The review is based on a review of more than 300 documents shared by ADRA DK and MFA, including results documentation, strategies, tools, approaches, financial management procedures etc. as well as a range of face-to-face interviews, debriefings and Skype calls with key stakeholders in Denmark and Malawi and staff working for ADRA DK, ADRA Malawi, ADRA Syria, ADRA Yemen, ADRA South Sudan, ADRA Sweden, ADRA Europe, and ADRA International. ADRA Sudan was not interviewed due to relevant staff being newly appointed. With the purpose of triangulating findings, interviews were also conducted with MFA staff, government representatives, other international NGOs and relevant networks, donors, partners, and Danish NGOs. Malawi was visited in order to obtain first-hand information from beneficiaries and partners of ADRA's programme and to observe the quality of outputs and tangible results. A planned visit to Sudan was cancelled due to an escalation of the on-going political crisis. Consequently, the RT made an attempt to visit Syria, but due to particular circumstance it turned out not to be possible. To compensate, the review team[1] (RT) conducted more interviews with Country Offices (COs, partners and donors in Lot HUM countries as well as prepared more detailed country briefs on Sudan and Rwanda. Annex B contains a full list of people met and Annex C provides full details of the RT's approach and methodology.

Debriefing meetings at MFA/HMC and ADRA DK were conducted with the aim to present and discuss preliminary findings and recommendations.

[1] Team Leader: Jesper Ravn Hansen MFA/TQS, and consultants: Co-Team Leader Jørgen Skytte Jensen, Humanitarian Expert Erik Toft and Financial Management Expert Mike Dahlgaard. Livelihood consultant Maite Jurado provided assistance to the consultants. Jacob Strange-Thomsen from MFA/HMC participated as a resource person in the field mission to Malawi and Mille Døllner from MFA/HMC participated in meetings with ADRA DK staff as a resource person.

The RT would like to thank all staff at ADRA DK for their genuine interest and participation in the discussions. A special thanks go to the ADRA Malawi Country Director and the ADRA- Malawi staff for the organisation of the field visit to Malawi.

It should be noted that all findings and recommendations presented in this report are those of the RT and are not necessarily shared by others including MFA/HMC. The RT has strived to make recommendations as operational as possible and has taken a forward-looking approach in order to support the future dialogue and strategic partnership between ADRA DK and the MFA. Besides the recommendations, a number of "suggestions" are included in the text for ADRA DK to consider.

The RT has also assessed the management response and status of ADRA-DK's follow-up on the recommendations from the previous review in 2015. There are still pending issues which have been addressed in this review report, including issues around results documentation, advocacy work at national level, capacity assessments of COs and ADRA DK, and the lack of a policy/approach to ADRA DK's hum-dev nexus/resilience work. Annex D provides an overview of recommendations from the 2015 Review, the follow-up response from ADRA DK, and comments from the RT. Annex E includes a matrix with the key recommendations from this review.

2. Strategic and institutional level

2.1 ADRA International/Network and ADRA DK strategic focus and priorities

Globally, ADRA DK is part of a ADRA Network of individual ADRA partners affiliated with the Seventh Day Adventist (SDA) Church. ADRA partners are independent of the SDA Church and have in theory their own independent board and assembly respectively. In practice, each board is chaired by an SDA church leader in the individual country and often with SDA followers as board members. This governance structure has opened up the opportunity to more actively include faith, religion and religious leaders (including SDA pastors and SDA institutions) in the development agendas. . ADRA International is making a significant attempt to merge the two agendas, including human rights issues. More specifically, the President of ADRA International has been instrumental in introducing rights-based approaches and vocabulary into the Saturday gospel in the SDA church with the potential to reach approximately 20 million people globally.

The wider ADRA Network comprises more than 130 ADRA partners. ADRA International, based in Maryland-USA, is the mother organisation mainly holding supervision and coordination responsibilities. ADRA Network is guided by an ADRA (Network)Strategic Framework (2017-2022) comprising five goals, namely:

External Change Goals:

1. Greater well-being in the lives of women, men and children living in poverty and distress by increasing collective focus on holistic health and education programs, underpinned by programs for secure and sustainable livelihoods;
2. Greater capacity to prevent, mitigate and respond to humanitarian emergencies i.e. programming for greater resilience of people and communities vulnerable to conflict and natural disasters, including forced migration and the impact of climate-related weather events.

Internal Change Goals:

3. Rejuvenation of ADRA as a contemporary and effective faith-based organisation and catalyst for social justice, drawing upon its Biblical mandate and maximising the synergies in the relationship between ADRA and the SDA Church;

4. Transforming ADRA International's governance, country level partnerships, membership and structure to increase impact;

5. Achieve greater collective independence and organisational sustainability by investing and innovating to change the business model for financing ADRA's work; and develop a coordinated and targeted approach to leveraging funds and other resources through strategic partnerships.

Regional ADRA offices, including the ADRA Europe office in Brussels, support Country Offices (CO) in their overall performance management and compliance with faith-based values and principles. The regional offices only play a minor role in programme design, implementation and resource mobilisation. At the programming and technical level, ADRA partners e.g. ADRA DK, develop their own programmes in collaboration with ADRA COs. ADRA COs are implementing the programmes.

ADRA DK actively participates in a number of technical working groups (TWGs) within the ADRA Network that support the implementation of the international strategy, particularly with regards to advocacy, civil society, rights-based and faith-based approaches. Service delivery is still a large element in many ADRA CO programmes and therefore, ADRA Denmark has been active in setting new directions and influencing the overall understanding of development and modern development approaches within the ADRA Network.

ADRA International is increasingly playing a coordinating role vis-a-vis global advocacy. At the country level it is the ADRA COs that are responsible for managing national advocacy and general donor and other coordination activities e.g. participation in Clusters. In 2019, ADRA International launched the global advocacy campaign "Every Child. Everywhere. In School.". The campaign aims to collect one million signatures by 2020 through grassroots efforts in collaboration with the Adventist Church, then petition world leaders to take action so that children are guaranteed quality education and to live free from exploitation and the shackles of intergenerational poverty. The President of ADRA International is a key driver of their engagement in international fora, including the International Partnership on Religion and Sustainable Development (PARD)[2], InterAction - a US based alliance of international NGOs, and the Joint Learning Initiative on Faith & Local Communities (JLI) - an international collaboration of FBOs gathering evidence on their role and contributions to local community health and wellbeing and to ending poverty.

In order to harmonize and standardise the work of ADRA partners globally, ADRA International has introduced a new ADRA Accreditation and Licensing (AAL) system which has focus on compliance mechanism and corresponding procedures. The AAL is new and it is currently being rolled-out and, to date, only a few countries have so far received the official license. The AAL is considered an important step towards greater internal harmonization and professionalisation of ADRA partners. While the ADRA Nordic partners have taken the initiative to undertake joint programming, ADRA COs, to a large extent, implement individual projects and programmes funded by individual ADRA (donor) members. Some ADRA COs have commenced developing more coherent country programmes with the aim of achieving a One Country-One Strategy-One Programme approach.

[2] The PARD General Assembly 2019 was hosted by the Danish Ministry of Foreign Affairs

In comparison to other partners in the ADRA network, ADRA DK is a front runner in approaching its work more jointly and seeks to gain more influence in new agendas such as the HRBA, civil society and advocacy.

The **RT recommends that**:

> **R1:** In the planning of new donor-funded programmes including also the future SPa 2022-2025, ADRA DK should pursue joint programming with other ADRA (donor) partners. New programming should support ADRA COs opportunities to operate and implement more coherent One-Country - One Strategy - One Programme-based approaches including opportunities to pursue a One-Programme Reporting framework.

2.2 ADRA DK governance and organisational capacities

ADRA DK is institutionally independent of the SDA Church community in Denmark but is an agency representing the faith and values of the Church. ADRA DK has its own board and secretariat and is physically located at an Adventist Church facility in Nærum receiving in-kind support from the Church community.

Within the ADRA Network, ADRA DK is independently managing the SPa funds and, in cooperation with ADRA partners in countries of cooperation, deciding on programme designs, approaches, implementation, monitoring and management. ADRA DK is not funding any missionary activities. Currently, the leader of the SDA Church in Denmark is the chairperson of the board of ADRA DK. The board consists of seven members with different professional backgrounds. The board is engaged in setting the strategic direction of ADRA DK and provides the necessary oversight for programme implementation and overall budget control. The increased complexity of the humanitarian programme portfolio (currently SPa and ECHO) is however, placing a greater demand for risk management and financial oversight also for the board. The RT finds that the current capacity of the board in regard to responding and managing risks in humanitarian assistance should be strengthened. On a day-to-day basis, there is close relationship and dialogue between the chairperson and the Secretary General also on general risk related issues.

Since the last MFA Review in 2015, ADRA DK has restructured the organisation to align with the new SPa programme modality. Country engagements are managed by Country Coordinators and the private sector engagement previously managed by a Business Department is no longer a separate unit, but integrated into programme activities in mainly Lot CIV countries. There has also been a change in leadership and senior management, which has led to a stronger focus on rights-based and faith-based approaches as well as on civil society and advocacy work. Further, ADRA DK has enhanced its engagement within ADRA International, influencing approaches and methods in these areas.

The ADRA DK Secretariat employs the equivalent of 17 full time staff charged with all technical, institutional and financial responsibilities to manage the different programme areas under the SPa Lot CIV and Lot HUM. Annex F tables the current composition of programme staff and their respective areas of competencies and experiences. The RT finds that the current suite of staff to be pertinent both in terms of composition, skills and experience. Since 2015, the turnover of staff has been at a manageable level. All staff positions have job descriptions which in a generic way reflect the staff members´ roles and responsibilities vis-à-vis the management of the SPa portfolio.

ADRA is a professional relief and development agency representing the SDA church with faith-based values at the core of its DNA. Thematic and sector expertise is built up relative to particular strategic

programme priorities (ADRA International 2017-2022 Strategy) and/or particular funding opportunities. This is in contrast to other international NGOs who base their whole existence on particular thematic areas, which provides opportunities to develop high sector specific knowledge and expertise over time. The ADRA network has chosen to focus its efforts on the education, health and livelihood sectors. Individual COs have followed suit and chosen to build their expertise based on one, two or all three of these sectors. Compared to other Danish SPa organisations the RT finds that there is still a relatively loose affiliation between ADRA partners when it comes to knowledge sharing and development of mutual sector expertise. The new Technical Learning Labs in ADRA International is a step in the right direction, but it is still work in progress.

Given the size of the ADRA DK organisation in terms of turnover and staffing, the RT finds that the current programme portfolio is spread relatively thinly across sectors and corresponding thematic engagements. ADRA DK aims at taking a holistic approach in its programmes, but spreading thinly comes at the price of engaging deeper and more impactful and/or with higher quality programme implementation. The current Lot CIV and Lot HUM, including the Hum-Dev Nexus agenda, requires a diverse set of skills and knowledge. Lot CIV technical capacities include livelihoods (FMS, FFS, VSLA, income generating activities etc.), adult literacy and advocacy (RELECT), Community Action Plans (CAP), Climate adaption infrastructure, and health related issues such as HIV-AIDS. In Lot HUM, the complexity is equally high with technical capacities covering livelihoods (income generating activities, voucher distribution, vocational training), education in emergencies (school rehabilitation, teacher training), sexual and gender-based violence (SGBV), WASH (infrastructure rehabilitation, hygiene promotion) and Protection. Only two sectors are funded from both Lots, education and livelihoods, which helps reduce the span of technical expertise required for supporting programme designs, implementation and monitoring of activities.

Furthermore, programme staff are required to have the necessary skills in project cycle management, including political-economy analysis, baseline studies, stakeholder analysis and risk assessments. Moreover, there is an equal demand for organisational capacities to design and implement coherent, realistic programmes, based on a feasible theory of change, and robust results documentation and verification methods. The private sector and innovation agendas add another layer of complexity on ADRA DK to manage as well as managing rights-based and faith-based approaches. All these demands plus the complexity require appropriate skills and knowledge at the local, district, national and international levels in SPa countries, as well as in Denmark, covering many different institutional settings (duty bearers, civil society, knowledge centres etc.). The complexity is challenging the relatively few programme staff in terms of efficiency i.e. their time and resources, at the expense of ensuring high quality and best practices in programme implementation.

Overall, the RT finds that ADRA DK currently has sufficient and adequate human resources to support and implement the current SPa portfolio, but the RT also finds that staff is stretched and challenged in maintaining, little less developing, the required technical areas of expertise. This might, in turn, affect ADRA COs capability to lift programme results to the national level in robust and evidence-based advocacy work. This is discussed in more detail in Chapter 3.6 below.

Since the last Review, ADRA DK has strengthened and given priority to its communication and fundraising unit, and further engagement in several technical working groups in Denmark, including the religion and development working group with DMRU, Danmission and DCA, and the Micro-Finance Group. However, several external Danish stakeholders have voiced their concern with respect to ADRA

DK's level of engagement in relevant policy discussions in Denmark vis-à-vis humanitarian and development assistance.

ADRA DK is in the process of preparing a new ADRA DK Strategy 2020-2024 which according to ADRA DK will also comprise assessment of available human resources and their capacities to maintain quality deliverables. . In order to do so, a staffing development plan should be prepared in conjunction with the new strategy.

The RT recommends that**:**

R2: The ADRA DK Board should consider strengthening its capacities to manage contextual risks, as well as capacities in financial oversight and risk management within the global humanitarian agenda. Further, in conjunction with the new Strategy 2020-2024, the Board should engage in the discussions on the future required capacities of Secretariat.;

R3: ADRA DK should conduct a staffing needs assessment (skills and knowledge) and staff development plan in conjunction with the thematic, operational and organisational priorities of the upcoming strategy 2020-2024. Further, ADRA DK should ensure that the mix of ADRA DK staff matches the quality requirements needed to deliver on the programme portfolio and job descriptions should be updated accordingly.

Aligned with the new Strategy 2020-2024, **the RT suggests** that ADRA DK define and prioritise 2-3 strategic areas (comparative advantages) for their future engagement with Danish stakeholders. See also Chapter 5.

3. Programmatic level

The following includes an assessment of ADRA DK capacity at the programmatic level with a focus on results documentation during the period 2015-2017 and capacities vis-à-vis the implementation of the SPa programme.

3.1 FA results documentation 2015-2017

The Framework Agreement (2015-2017) was largely structured around the Action for Social Change (ASC) programme designed in 2009. The ASC has been the main programme approach in Burundi, Malawi, Rwanda and Uganda during 2015-2017.

The implementation of ASC programme components has followed the Communication for Social Change (CFSC) approach. CFSC is a strategy for promoting community empowerment and government accountability using interpersonal communication and public dialogue. ADRA DK defined social change as "a positive change in people's lives – as they themselves define such change". The overall approach is to address structural problems, injustices and other root causes of social concerns to civil society and subsequently strengthening the capacity of citizens to claim their social and economic rights and to participate in democratic processes of concern to them, while at the same time supporting authorities to respond to citizens' needs and rights. The CFSC approach is reflecting the principles embedded in HRBA, including participation, accountability, non-discrimination and transparency. In practice ADRA COs work with civil society groups at local level e.g. through community dialogue sessions, radio and TV broadcasts, personal meetings, mentoring, training in income generating activities, advocacy work and similar activities. The overall development objective is: *People living in poverty are empowered to participate and contribute to realise their right to sustainable development*.

Annex G includes an overview of the main components under the FA 2015-2017, including an overview of the target groups and outcomes as reported in the Annual Results Reports to MFA 2015-2017. Some of the main achievements include: (a) duty-bearers have addressed issues raised by CBGs; (b) media programmes, which have contributed to raise issues of concern e.g. infrastructure; (c) improved access to public services gained through advocacy and increased income, and; (d) VSLAs improved household incomes.

In Malawi, the RT visited groups and individual beneficiaries of which some have been supported since 2011. The groups included Village Saving and Loan Associations (VSLAs), Community Networks, HIV/AIDS support groups, radio clubs, youth groups and REFLECT circle groups. A group typically comprise 25-30 members. More than 150 Community Based Groups (CBG) have been supported under the ASC programme with many of the groups having a majority of women. It is estimated that more than 4,000 people have directly benefited from the ASC programme.

The ASC programme is structured around the following five Change Areas:

A. Communities articulate concerns and claim their rights

B. Community members utilise knowledge, skills and structures to pursue livelihood opportunities

C. Local and national duty-bearers have the capacity, resources and willingness to respond to needs and claims raised by citizens

D. Communities have access to markets that enable them to sell their products and purchase goods of necessity for their livelihoods

E. National and local legal and policy frameworks promoting and protecting citizens' rights are in place and implemented

Overall, the ASC has delivered relevant results under all five change areas and according to the Strategic Partnership with MFA. In Malawi the ASC covers Change Areas A, B and D. According to ASC Progress Reports, and verified during the field mission to Malawi, the programme has empowered community group members to identify and communicate their rights to e.g. better education resulting in renovation of school buildings and classrooms, more school teachers and improvements of basic infrastructure around schools, as well as access to local health clinics and medicine including for citizens with HIV virus. Further, the reporting confirms that community group members have enhanced their livelihood opportunities through improved farming practices, access to markets or through new income generating activities such as small scale business enterprises. The REFLECT Circles adult literacy activities has proven successful in empowering community groups. Community dialogue sessions are used to identify and prioritise issues of importance to a local community and training supports the empowerment of participants to engage in claiming their right to education and similar issues. Examples of participants applying the REFLECT Circle approach with other members of the community and neighbouring communities have been reported.

Weekly radio and TV programmes debating contemporary issues have provided opportunities for citizens to engage and raise their voice with local, district and national politicians and duty bearers. The outreach of the ADRA Malawi supported "Tikuferanji" weekly TV programme and "Zatonse" weekly radio programme is significant (estimated to reach more than 4 million people). It is, however, difficult to measure the specific outcomes and impact of the programmes. Interviews with external stakeholders

confirm that the media programmes have been somehow unique and effective in raising issues of concern to citizens, promoting rights issues, and in calling upon duty bearers to address the issues.

Based on experiences from Kenya, ADRA DK has developed the Farmer Market School (FMS) approach and piloted it in Malawi and in Zimbabwe. The FMS is a new approach facilitating smallholder farmers´ understanding of and access to profitable markets. ADRA DK has driven the development and further refinement of the FMS approach which include a strong element of social mobilisation in local communities. The FMS is founded on the same principles as the 'original' Farmer Field School (FFS). Whereas the focus of FFS is on crop production, the FMS is seeking to bring about a better understanding of market opportunities for the various agricultural commodities with a view to support farmers in making an informed choice in terms of what to produce.

Although it is beyond the scope of the present review to undertake a detailed assessment of the FMS, the RT finds the underlying principles in the original FFS approach to be clearly reflected in the FMS curriculum/training manual. Experiential or discovery learning underpinning the further development of farmer's analytical and decision-making skills leading to improved self-confidence is emphasised. In that respect, it differs from the Farmer Business Schools (FBS) concept, which in various forms has been used to institute business thinking onto farmers. The focus of many FBS is on business economics and they adopt a learning approach based more on theory than practice/non-formal adult education principles. Furthermore, FBS focuses primarily on farmers who have already become commercialized, while both FFS and FMS focus on smallholders, who produce for own consumption and for sale. Their commercialization is in an early stage.

The FMS (in Malawi and Zimbabwe) has been subject to an external evaluation funded by ADRA Denmark and ADRA International. The evaluation found profound differences in the performance of the FMS in the two countries. The FMS groups in Zimbabwe had successfully linked up to profitable markets following the training. The groups continued to develop their production further and marketing their produce. Group members engaged in facilitating FMS for new groups. While the results obtained in Zimbabwe are indeed very encouraging, only one out of the six FMS groups in Malawi had at the time of the evaluation been successful in linking up to profitable markets. Further analysis will be required to bring about a better understanding of the differences in the results obtained in Zimbabwe and Malawi before scaling-up or introduction in new countries or used in advocacy.

ADRA Malawi, with support from ADRA DK, has been successful in creating spaces for themselves within district authority platforms for civil society organisations. ADRA Malawi is using the space to advocate on behalf of local communities and ensure that communities have access to and can influence district planning and budgeting. At national level the advocacy work has been less significant, but with certain progress. For further discussion see Section 3.6 below.

Similar activities have been implemented in Burundi, Uganda and Rwanda. The Rwanda programme was completed as part of the transition from the FA to the SPa 2017/2018. In the Rwanda programme the ASC focused among other on advocacy and capacity building activities, with more than 100 formal and 700 informal training activities per year. Results reports explain how training directly helped community members to improve their livelihoods, leading to better access to education and health services for their families. According to the ASC Annual Reports and the programme Evaluation Report (2018), the programme achieved its objectives to a high extent and created a high impact in their three major areas of change. The evaluation finds that many of the ASC supported CBGs had reached high likelihood of sustainability i.e. being able to independently continue their activities. In regard to outcome monitoring

the programme document anticipated an action-reflection-action methodology for monitoring across all the different ToC levels. However, there are no further details on the use of this methodology and no documentation supporting this approach. Internal reflections on indicators (revised and updated for 2016 and 2017) have happened as part of the annual planning and reporting workshop, but some of the quantitative information presented can be hard to extract from the documents and it is presented differently from one year to another. Key performance indicators from 2016 and 2017 are not included in the annual reports and they only appear in the end evaluation report (2018). For further details on the Rwanda ASC see also text box above and Annex I.

The Action for Social Change (ASC) programme in Rwanda supported the establishment of VSLAs groups. These groups created financial spaces in which the poor sectors of society could start engaging in collective activities. 59% of the VSLAs members were women without previous access to financial services. The indicators showed that these groups were able to increase their savings annually and had a high potential of sustainability. The increased income allowed households to invest in new livelihoods activities, and consequently increase their expenses on basic needs such as health insurances or school fees. The programme provided a high number of trainings to the CBGs annually, on different topics including livelihoods, finances and advocacy. The trainings encouraged groups to realize their rights and undertake advocacy initiatives, especially at a community or district level. Many CBGs started to be actively involved in advocacy activities and raise their voice to duty-bearers in order to solve concrete problems that affected their livelihoods or their access to basic rights.

Overall, the RT finds that ADRA DK with its ADRA partners in the ASC programme countries are delivering results enhancing social change through a rights-based approach strengthening civil society as well as strengthening CBGs opportunities for improved livelihood. As discussed in Section 3.4 below regarding the new SPa results framework, there has been and continue to be inconsistencies between expected changes (change areas / outcomes) and the supporting indicators and the reported outputs. The inconsistency makes it difficult to understand the full picture and level of actual social change at outcome level.

3.2 HPA results documentation 2015-2017

During 2015-17, ADRA DK used HPA funding to implement projects in South Sudan, Yemen, and Sudan. In South Sudan, the activities focused on providing conflict-affected children with access to education through rehabilitation of school infrastructure and training of teachers. A total of 27,000 children as well as almost 1,000 teachers and Parent and Teacher Association (PTA) members benefitted from the ADRA DK support. ADRA DK was able to relocate project activities from Maiwut to Juba when insecurity in 2017 necessitated evacuation of staff. In 2016, ADRA DK started supporting a Food, Livelihood and Protection project in Yemen. The project reached over 2,200 households with food vouchers or cash-for-work and improved public hygiene (garbage collection). Over 15,000 people were supported during 2016 and 2017. For details of the achievements in South Sudan and Yemen, please see Annex H.

In lieu of the planned field mission to Sudan, a brief of the two HPA-funded projects (SAHEWA and CBWASAP) in Sudan was prepared. A summary of CBWASAP is included in the text box below. More details are found in Annex I. An external evaluation in 2019 found that the community-based approach used in Sudan was not implemented as prescribed in the CAP manual, raising concerns about the quality

of the programming, a concern that was also raised in the 2015 review. [3] From 2015 to 2017, the SAHEWA 3 projects reached 28,000 beneficiaries, and the CBWASAP project reached almost 135,000 beneficiaries.

The RT finds it difficult to get the full picture of the results of the HPA-supported projects. The links between the overall results reported in the annual HPA reports and the details provided in the annual project reports are not always clear. An example is South Sudan where the 2016 annual project report shows that out of the 6,300 students that were retained in schools 1,100 were additionally enrolled students, whereas the 2016 annual HPA report states that 6,300 students were enrolled and retained. This leaves the impression that all 6,300 were newly enrolled. Comparison over time is difficult due to changes in the reporting format, and targets were lacking for the immediate objectives, e.g. in the 2016 logframe for the project in Yemen. Furthermore, the RT finds the logframes for the two projects in Sudan to be unclear with confusion between what are objectives, outcomes and outputs.[4]

In addition to the regular projects in the three countries, ADRA DK used the flexible humanitarian funds to provide support to the larger ADRA Network responses to sudden onset emergencies. Each year, three to four responses were supported. In 2015, support was provided to Burundi (distribution of food and non-food items to returnees), DRC (recreational centres for refugee children), Yemen (food and hygiene kits to IDPs and refugees), and Nepal (food, shelter and hygiene promotion to victims of the 2015 earthquake). In 2016, support was provided to Malawi (training of Emergency Response Team members), Zimbabwe (training of nurses and health workers in dealing with malnutrition), and Uganda (sanitation and hygiene promotion for South Sudanese refugees). In 2017, Bangladesh/Myanmar (shelter, food and non-food items to Rohingya refugees), Somalia (food vouchers for drought affected population), and Syria (WASH and school rehabilitation) benefitted from ADRA DK support. Based on interviews with ADRA International, who is managing the larger ADRA Network responses and the narratives provided in the ADRA DK annual HPA reports, the RT finds that the allocation of flexible Lot HUM funds by ADRA DK has made a difference with regard to providing immediate support to humanitarian crises.

In 2016, ADRA DK initiated the process of obtaining the Core Humanitarian Standard (CHS) certification process with the verification process on-going. The initial audit in 2017 found non-conformities that are now in the process of being rectified and verified through the verification scheme. A mid-term audit has just been completed, with a maintenance audit expected in 2020, followed by a rectification audit in 2021, and a final certification. In order to address issues identified at the mid-term audit, ADRA DK has developed an action plan to be implemented over the next year. The RT expects that ADRA DK allocate the resources required to successfully implement the action plan.

Despite shortcomings with regard to presentation of the results in the annual HPA reports and in the logframes, the RT finds that ADRA DK has been able to achieve results despite implementing projects in insecure countries with oppressive government regimes. ADRA DK has shown that they are flexible and able to relocate activities to other locations when it becomes impossible to operate in the selected areas.

[3] Musa Ali Atroun, "Evaluation of the use of Community Action Planning (CAP)", 2019

[4] Similar conclusions were arrived at in a 2016 evaluation of the two projects in Sudan: "If the CAP fits... - A review of SAHEWA and CBWASAP Projects", May 2016.

3.3 SPa observations and current programme level Lot CIV and Lot HUM

Through the SPa funding, ADRA DK supports activities in five Lot CIV countries, Burundi, Ethiopia, Malawi, Uganda, and Sudan, and in three Lot HUM countries, South Sudan, Syria, and Yemen. Three of the five Lot CIV countries, Ethiopia, Sudan and Uganda, are priority countries in the Danish Strategy for Development Cooperation and Humanitarian Action. Furthermore, South Sudan, Syria and Yemen are prioritised crises for humanitarian assistance.

With regard to Lot CIV, the RT finds that the SPa programme design and implemented activities, appropriately, are reflecting the development objective of "People living in poverty are empowered to participate in and contribute to realising their rights to sustainable development".

Lot CIV ToCs, included in the 2018 SPa application for the three country specific programmes in Burundi, Malawi and Uganda, are aligned to the common programme Action for Social Change (ASC) with five change areas. The five change areas (A-E) are interlinked with the two first supporting community empowerment i.e. (A) identify issues of concern and (B) to utilise their (community members) knowledge and skills to pursue livelihood opportunities being mandatory. COs can decide which of the other three change areas to be included in a country programme. The other three change areas cover engagement and capacity of duty bearers to respond to citizens' needs (C), improved access to markets (D), and advocacy at national local levels to promote and protect citizens' rights (E).

The SPa Lot CIV-funded programmes in all three countries are continuations of previous Action for Social Change programmes, including the above discussed support to community-based groups, REFLECT Circles, VSLAs, FMS's, and HIV-AIDS groups. The RT notes that many community groups are the same in the new Lot CIV programmes as in the previous FA programme, suggesting that COs are having very long-term engagements with beneficiaries (CBGs). Supporting the same groups for a long time hampers the opportunity to upscale and reach new CBGs. In Malawi, some of the current CBGs have received support since 2011.

The ASC programmes have a strong focus on the mobilisation and sensitisation of community groups (Change Areas A and B) and with elements of the other three Change Areas (C-E). Radio and TV programmes are still key elements in national and local advocacy work. While the programme intends to target the poorest and most vulnerable individuals and groups, this is not sufficiently clear (based on site visits in Malawi and desk studies of results).

In general, the ASC programmes provide sound results frameworks for monitoring progress towards reaching the overall development objective and realisation of the envisaged social changes and opportunities in the specific countries. However, inadequate baselines and context analysis limit the utility of the results frameworks and challenge ADRA DK and COs to verify that they are reaching the most vulnerable groups and communities and contributing to positive social change (outcomes) in general. See Section 3.4 for the discussion on MEAL.

Finally, the Lot CIV programme design is less explicit on sustainability and Exit Strategies. Combined with the observation that ADRA COs maintains long-term relations with CBGs **the RT recommends** that:

> **R4:** Based on the past ten years of experience with ASC, ADRA DK should strengthen the focus on sustainability planning and exit strategies for the various types of civil society and community groups (REFLECT, FMS, VSLAs, support groups etc.) receiving support through the SPa.

Lot CIV also supports a regional programme in Sudan and Ethiopia, namely the Resilience in Horn of Africa (RiHA) project. The project builds on experiences with using Community Action Plans (CAPs) as an entry to other activitities in Sudan under the CBWASAP and SAHEWA projects (for more details on the projects in Sudan, please refer to Annex I). An external evaluation from 2019 found that the CAP approach although relevant was used incorrectly. It was implemented as a stand-alone intervention alongside e.g. WASH or CLTS, not as an approach through which the communities could themselves identify and prioritise their needs. The shortcoming does not appear to have been addressed in the RiHA programme documents.

The main rationale for implementing activities in Sudan and Ethiopia under the umbrella of a regional programme is that they both target pastoralists in conflict-prone arid and semi-arid areas with similar activities. There are no other apparent inter-linkages between interventions or beneficiaries in the two countries. The locations are the Somali Region in eastern Ethiopia, and White Nile State, and Darfur in western Sudan, with none of the three areas sharing any borders. The activities in Ethiopia commenced in 2019 only. According to an ADRA trip report from a visit to Sudan in February 2019, the activities in Sudan have been minimal as the ADRA Sudan CO has been hit by replacement of senior staff, vacancies in important positions, and political upheavals.

The RT recommends that:

> **R5:** ADRA DK should articulate and verify the added value of implementing the current activities in Sudan and Ethiopia as a regional RIHA programme by assessing the synergies, challenges and opportunities. ADRA DK should also ensure that lessons learned from past implementation of Community Action Plans are analysed and thoroughly dealt with in the RiHA programme.

The overall objective of the RiHA programme is to make vulnerable people in areas targeted in Sudan and Ethiopia more resilient. This is fully aligned with ADRA DK's focus on resilience and on working across the humanitarian-development nexus as described in the strategic update of their SPa programme[5] as well as their Programme Manual. **The RT suggests** that ADRA DK potentially holds a comparative advantage within resilience and the hum-dev nexus as compared to other SPa organisations if developed further.

The Programme Manual refers to a document entitled "Approach to the Humanitarian-Development Nexus and Resilience". However, the approach paper is yet to be developed. It is not clear to the RT how exactly ADRA DK conceptualises and applies resilience/hum-dev principles in their programming, including how issues related to risks, vulnerabilities, and sustainability are analysed and operationalised. The 2015 ADRA Review had similar observation. The RT notes that according to the Programme Manual, ADRA DK is considering working also within the hum-dev-peace nexus. The RT recognises that ADRA as a FBO might have comparative advantages in peace building processes, but also finds that engaging in a new thematic area should be assessed carefully relative to current resources and staff skills and knowledge. See also R2 and R3 above.

The RT recommends that:

[5] "ADRA Denmark's 2018 Strategic Partnership Report", ADRA DK, 2018

R6: ADRA DK should urgently finalise the approach paper on hum-dev nexus and resilience. If ADRA DK decides to work within the hum-dev-peace nexus, an assessment of the capacity required to expand into peace building should be undertaken.

The objective of **Lot HUM** is "to save and protect lives, alleviate suffering, promote the dignity and rights of civilians in crisis situations and to initiate recovery through building resilience and preventing future crises by breaking the cycle between crises and vulnerability". The objective is aligned with the Danish Strategy for Development Cooperation and Humanitarian Action's strategic aims of ensuring protection and increased resilience. The objective is also aligned with two of ADRA DK's 2017-2019 objectives of providing life-saving assistance and protection as well as to develop the resilience of people in conflict and crises. The RT finds that the objective is rather broad. It may not provide sufficient guidance to what ADRA DK can and will support or what it will not support. Current Lot HUM funded activities include Education in Emergencies, WASH, Protection, and Livelihoods. **The RT suggests** that ADRA DK consider sharpening the objective in conjunction with the development of the upcoming 2020-24 ADRA DK strategy.

The RT's analysis of the Lot HUM updated TOCs, as presented in the 2018 strategic update of ADRA's SPa funding[6], indicates that the guidelines for formulating TOCs, as per the ADRA DK Programme Manual, are not fully adhered to.[7] Some of the assumptions as to why the expected changes are likely to happen are unclear and some of the implicit assumptions may not hold. For example, if the quality of teaching is good children will go to school, or if there are by-laws against child marriage then it will stop and more children will consequently go to school. These assumptions might not be valid as many other factors e.g. culture and poverty are equally or possibly even more important.

In line with previous years, ADRA DK continues to operate in very poor and fragile countries marred by conflict with security challenges. As seen during 2015-2017 and also experienced in South Sudan in August 2019, relocation of project activities due to insecurity can be necessary. Syria is an inherently difficult place to operate where there needs to be clarity on how closely one can engage with the government. The RT finds that ADRA Syria's program strategy and accompanying operational guidelines being part of an application to ECHO provide appropriate guidance to ADRA Syria's work in Syria. Additionally, the RT interviewed a donor to ADRA Syria, which stated that they found ADRA Syria to be operating within the given limits for collaboration with the Syrian government. Operating in such difficult and fragile contexts also requires attention to the upholding of humanitarian principles. The RT finds that the principles generally are well-articulated in various ADRA documents, indicative of the internalisation of their adherence.

ADRA COs in the three Lot HUM countries are important partners also to a number of other donors - ADRA Yemen is one of the largest NGOs in Yemen. ADRA COs play various important roles in the cluster system (e.g. the ADRA Yemen CO is a member of the review board for the Common

[6] "ADRA Denmark's 2018 Strategic Partnership Report", ADRA DK, 2018

[7] Examples include: The TOC for Syria seems to assume that beneficiaries will access WASH facilities if they are available. In the RT's opinion that would, however, depend on if they can afford it or if security allows them to access it, neither of which is included in the TOC. The TOC for South Sudan implies that that if teachers provide quality education, then children will go to school. The RT finds, however, that there could be issues of affordability and insecurity, neither of which is considered. The TOC for South Sudan also assumes that if attention is raised on rights of children, and if local leaders develop guidelines and by-laws, girls' chores will be reduced and child marriage will end. The RT finds that several cultural factors, including the importance of income from dowries, could overrule such guidelines/by-laws.

Humanitarian Fund in Yemen) and have contributed to the development of Humanitarian Response Plans.

External stakeholders, including other donors and cluster leads, informed the RT that the quality of the ADRA COs humanitarian work was at par with required standards, and in one instance appeared to be above average (Syria).

3.4 SPa MEAL and project management

ADRA DK works systematically with MEAL. In regard to monitoring, COs are submitting Monthly, Quarterly and Annual Progress Reports. These are summarised by ADRA DK in an Annual Results Report to MFA. ADRA DK is conducting regular monitoring visits to all SPa countries. Between 2015 and 2017, internal and/or external reviews or evaluations of programmes have been conducted in all countries of cooperation. Standard procedures and formats for reviews and evaluations are used. Overall, ADRA DK's comprehensive reporting requirements are well-aligned with the COs' own reporting systems, including financial reporting for accountability purposes. In regard to learning, ADRA DK is actively using approaches and learning from programmes to influence the broader ADRA network (e.g. in Technical Learning Labs and Working Groups on advocacy, civil society, FMS). The RT notes that a new M&E Officer has been appointed in 2019. Similarly, ADRA DK is operating a risk management framework based ADRA DK's Guidelines for Risk Assessment and Management (revised 2016) which is discussed and updated on a regular basis.

The main challenge is in the details of the summary results framework. As discussed above the five Change Areas (funded under Lot CIV) capturing the theory of change behind the ASC and RIHA are based on many assumptions that are not always addressed systematically in the reporting. Reporting has improved since the 2015 Review, but the RT finds that there is still a need to strengthen the logical linkages between Change Areas and programme results/outcome indicators. Such inconsistencies in reporting on outcome indicators from year to year makes it difficult to follow the actual stories of social change (bigger picture). Outcomes and outcome indicators are neither systematically monitored nor clearly presented in annual reports. Reports are mainly focusing on local and particular community-based changes, such as a new school building, more teachers, better sanitation or health facilities, rather than the broader effects as outlined in the outcomes and outcome indicators. It would beneficial to capture how the output-based changes (a school building, more teachers, a health facility) lead to improved social changes in a community or District and if the new capacity to conduct advocacy is used to support other CBGs etc.. In Lot HUM, TOCs include detailed inputs but pathways are not always clear. Further, some important assumptions are not included in TOCs and the sequence of activities is not always logical.

In order to capture the bigger picture of change (social and economic/livelihood) there is a need to conduct more self-critical assessments of progress that ensure reporting is lifted to the outcome level based on outcome indicators linked to the actual changes ADRA CO and ADRA DK seek to achieve. Ideally, these self-assessments should be conducted jointly with other ADRA supporting partners e.g. with Sweden and Germany in Malawi. **The RT suggests** that ADRA DK (jointly with other ADRA donor partners) use end-of-year monitoring and learning visits to conduct critical CO-self-assessments of year-end results as well as support COs in presenting coherent narratives that reflect more accurately achieved results, changes and challenges.

Based on the site visits in Malawi and the interviews with external stakeholders, it is the impression of the RT that ADRA-COs supported by ADRA DK are achieving more than what is actually being documented. Therefore, **the RT suggests** that ADRA DK work jointly with COs to select a sample of

known communities with significant social and livelihood changes to produce case studies of applicable good practices and methods explaining how they have been used in advocacy work (FMS, REFLECT, VSLA) at district and national levels and how results/outcomes are being sustained and institutionalised. More specifically, in regard to Malawi, **the RT suggests** that ADRA DK work with ADRA Malawi to conduct an impact study capturing the past ten years of support and achievements in terms of social and economic/livelihood changes (ASC) in the three districts (selected communities).

In order to strengthen the coherence of TOCs and results frameworks **the RT recommends** that:

> **R7:** ADRA DK should lift the narrative reporting to the broader strategic level of social change with reference to established baselines and/or targets. This could be achieved by revisiting and adjusting the results/outcome indicators (in the Summary Results Framework) and ToCs for the selected change areas (Lot CIV and Lot HUM) in close coordination with CO programme staff. Furthermore, results reporting should reflect ADRA DK's aim of targeting the poorest and most vulnerable groups.

3.5 Partnership approach Lot CIV and Lot HUM

The ADRA network global partnership model is based on direct funding support to ADRA COs as the key civil society actors. Hence, ADRA DK is, in principle, restricted to only providing funding to ADRA COs. This is reflected in ADRA DK´s partnership approach, which describes ADRA COs as the main civil society partners – "A typical partnership for ADRA DK is where the national ADRA partner is the owner and the implementer of various projects/programmes, while ADRA DK takes on the role of facilitator, supporter and sparring partner". A number of criteria have been set up for ADRA COs to qualify as a partner to ADRA DK. ADRA DK can and often do provide capacity building for CO staff in order for COs to meet the corresponding standards of implementation of SPa programmes and other ADRA DK funded projects/programmes.

The recently introduced ADRA Accreditation and Licensing (AAL) tool is relatively complex with more than 100 indicators, which mainly focuses on compliance, systems and procedural issues. The tool has less focus on assessing human capacities e.g. leadership and technical capacities of the ADRA partners. The procedures for reporting, budgeting, learning and communication between a partner and ADRA DK are described in the ADRA DK Programme Manual. Joint partnership workshops between each partner and ADRA DK, addressing lessons learned and challenges, are expected to be implemented every second year.

All ADRA DK's implementing partners, except ADRA Yemen and Syria, are considered national civil society organisations registered as such in national government systems. Hence, ADRA (funding) partners including ADRA DK consider their own ADRA (implementing) partners as the only (except in the case of Sudan, see below) national civil society organisation to be supported financially in order to implement programmes. COs are on their part expected to support civil society through programme activities, but without transfers of funds. ADRA DK considers their support to civil society as a combination of supporting the strengthening of the COs to implement and manage programmes as well as supporting community-based groups (CBG) and individuals. The RT finds that as long as the focus is on strengthening CBGs, ADRA DK is in compliance with the vision of the SPa Information Note and the MFA Policy for Support to Civil Society.

Only in Sudan are the activities supported by ADRA DK implemented by other national NGOs. This appears, however, not to be by choice, but because it is a requirement of the Sudanese government. Interviews with ADRA South Sudan showed that the experiences they had gained through past

implementation of an ASC programme had given them an interest in pursuing this approach. ADRA South Sudan now wants to re-engage with national NGOs. It was, however, not clear to what extent this would include development of the general capacity of the national NGOs, but rather as a necessity to ensure they could support ADRA South Sudan in implementation of activities. One of ADRA South Sudan's reasons for re-engaging with national NGOs was that South Sudan is a large and very diverse country where local knowledge and access can be an asset.

As part of the assessment of ADRA DK's partnership approach, the RT has been requested to assess ADRA DK's approach to localisation. The Grand Bargain's commitment to localisation state that 25% of humanitarian funding should be allocated to local and national non-state actors that are headquartered and operating in their own recipient country with independent fundraising and governance systems, regardless if they are part of a larger network such as the ADRA Network. The RT assesses that ADRA COs have independent governance systems, but is not sure if all COs can be defined as having independent fundraising systems.

A challenge to only supporting ADRA COs is the lack of flexibility when COs are not delivering satisfactory and according to agreements due to say poor leadership or inadequate technical capacities. Burundi and Sudan are two current examples, but issues of less satisfactory delivery in other COs have been shared with the RT. Therefore, the ADRA network runs the risk of spending significant funding on building capacity of their own COs relative to supporting other CSOs with better institutionalised capacities and leadership.

The RT learnt that ADRA Malawi beside being an active civil society actor, through the SPa and ASC programme, supports civil society groups though training, facilitation and mentoring of CBGs, VSLAs, HIV/AIDS support groups, local CSO networks, FMS groups, and other similar community groups.. The RT finds that ADRA Malawi (and ADRA DK) has been successful in mobilising, sensitising and organising the various groups in order to conduct specific activities, e.g. FMS and income generating activities (VSLA), and, most importantly, to identify and formulate rights-based issues and claims which are being used in local advocacy work with District Authorities. Issues reported are numerous and include claims for extension of school buildings, more teachers, school materials, water and sanitation issues, access to health clinics and medicine, local infrastructure etc. District Authorities stated that many of these issues are included in the list of development projects presented in the five-year District Development Plans 2017-2022[8]. The RT learned that government funding for these District plans only account for 10-20% of the planned development budget. In the 2019 budget, INGOs and NGOs cover 30-40% of the planned development budget leaving the whole District Development Plan approximately 50% underfunded. Therefore, there is a strong need for ADRA Malawi to work at the national level to ensure that relevant development budgets are sufficient to fund sector work that benefits the communities. From interviews with ADRA International it is the impression of the RT that ADRA International is willing and interested in considering broadening the understanding of partnerships (including transfer of funds) to also include other CSOs outside the ADRA network.

In some cases, ADRA Malawi with funding from ADRA DK has been supporting and training the same local community groups and beneficiaries close to 10 years. Discussions and analyses of sustainability and exit strategies for these groups are very limited. During the field work, ADRA Malawi was asked by a youth group how long they could count on continued support. The answer was that it would depend

[8] The RT visited two out of six districts i.e. Machinga and Lilongwe East and West District Authorities.

on if the support from ADRA DK continued, with no references to criteria for support, or the fact that the group had received support since 2011. The RT finds that ADRA International and the broader ADRA network including COs need to be more explicit on exit strategies and sustainability issues.

Relative to e.g. climate change, education or health-based organisations, significant funding is required to ensure that ADRA COs have the right thematic and sectoral capacity required to implement sector-specific programmes and activities. Thus, a key question is whether the current partnership model is the most efficient and effective model when it limits the choice of partner to only one in each country. The alternative model could be to have a small CO housed with project managers supporting specialised national CSOs and related knowledge centres and platforms where thematic and technical capacity is a given and institutionalised, hence ensuring long-term sustainability and opportunities for greater outreach, scale and impact at the national level. Furthermore, the RT finds that it would be beneficial for overall programme effectiveness to broaden the stakeholder assessment to include an assessment of the degree to which sector specific CSOs are better positioned to ensure sustainability, scale and outreach. The current stakeholder assessments are not used to consider alternative funding opportunities.

The RT learned that the ADRA (Network) Strategic Framework 2017-2022 is moving from the silo-supported One Donor-One Programme approach towards a One Country-One Strategy-One Programme approach. A few COs have finalised development of their strategies and programmes, but many, including Malawi CO, have only just commenced the planning towards a one strategy-one programme document. In Malawi, the CO is implementing three parallel programmes funded by Sweden, Australia and Denmark. The COs have to develop progress and results reports in three different formats.

Many ADRA (Network) partners are still implementing programmes with a large element of service delivery. As in the case of Malawi, where the government is heavily dependent on CSOs providing service delivery, the strong service delivery approach of collaborating with government institutions somehow hampers the opportunity to be critical and conduct advocacy work within the same government institutions. Within the ADRA network, ADRA DK has been instrumental in introducing a new approach to civil society development and empowerment through mobilisation, sensitisation and local advocacy with local government authorities. This work continues in technical working groups.

Overall, the RT finds that it would be beneficial for ADRA DK to reconsider the current partnership model and to take into consideration the actual costs of building capacity of ADRA COs relative to building the capacity of more thematic and sector-specific CSOs and CSO platforms e.g. in the FMS/livelihood and education sectors. The cost-effectiveness considerations should include the element of how best to conduct advocacy at national level. Sustainability and exit strategies are equally important issues to be addressed in a partnership model. **The RT suggests** that ADRA DK influence the ADRA Network to broaden the scope for partnerships and pursue alternative partnership models (including options for transferring funds) e.g. in technical areas such as FMS and education. Further, **the RT suggests** that ADRA DK in collaboration with other ADRA partners and COs conduct more detailed stakeholder assessments to consider more cost-effective partnerships that have potential for scaling up, outreach and institutional sustainability (e.g. supporting CISANET in Malawi to ensure a greater outreach and institutionalisation of the FMS approach).

The RT recommends that:

R8: ADRA DK should develop a strategy for how to deal with COs that are not delivering satisfactory and consider the overall effectiveness between continuing capacity strengthening of existing COs relative to shifting resources and efforts to other countries or non-ADRA CSOs.

3.6 Advocacy

As discussed above in Section 2.2, ADRA COs are strongly engaged in advocacy at local and district levels. In Malawi at national level (Change Area C and E) it is the COs who ise conducting and facilitating advocacy on behalf of the local civil society.

The RT finds that ADRA Malawi is restricted by limited human resources and capacities to conduct evidence-based advocacy at the national level. ADRA Malawi has access to thematic national CSO platforms and also government spaces for advocacy e.g. in technical working groups in sector ministries. However, the RT learnt that, even though ADRA Malawi is present in many platforms and CSO fora, there is limited technical inputs which could be used for coordinated advocacy activities with the government. There are some initiatives in regard to the FMS and the CSO platform for agriculture (CISANET), but evidence and good practice examples are still to be developed and presented to government. The RT believes that ADRA Malawi, as an example, would achieve greater outcomes from advocacy work if a network like CISANET is supported with an FMS expert. Such an expert could utilise the experiences from the 6-8 ADRA funded FMS projects in national advocacy work. Instead of representing just one organisation (ADRA) the expert would represent a broader network of CSOs in a platform that potentially would have much more power in national advocacy spaces. The above example would potentially also enhance the sustainability of the FMS approach, given that the entire network of agriculture/ livelihood CSOs in Malawi would benefit from the FMS approach. The FMS appears to have great potential, but the advocacy element at national level could be strengthened. As emphasised in the recent evaluation[9] of the FMS, it would be necessary to analyse in more details the challenges implementing FMS in Malawi relative to Zimbabwe, before evidence is used in advocacy work.

ADRA Malawi and other ADRA COs cooperate with FAO on the FMS approach, which the RT considers a key achievement and opportunity. Linking up with FAO enhances the opportunities to reach e.g. the Ministry of Agriculture and Agriculture Colleges (Extension Officers). **The RT suggests** that ADRA DK consider the most effective way of utilising the FMS experiences and lessons learned, and how and who is in the best position to lead the FMS agenda (e.g. FAO, GiZ, national CSO platforms etc.) with the Ministry of Agriculture. Similar considerations could be made in regard to the REFLECT Circle adult literacy approach, which is considered a sound concept at the local level but lacks an effective approach at the national level e.g. using national CSO platforms and similar spaces to avoid going alone with the agenda. Further, **the RT suggests** that ADRA DK supports the COs in conducting stakeholder assessments combined with cost-effectiveness considerations with the aim of determining which CSOs have the best opportunities to deliver national advocacy results at scale and with greater impact in national government institutions.

The RT recommends that:

R9: ADRA DK should strengthen the institutionalization, scale and outreach of CO advocacy approaches at the national level. Under Lot CIV this could be achieved through preparation and

[9] ADRA Evaluation Report - Farmer Market Schools in Zimbabwe and Malawi, Sept. 2018

sharing of evidence-based and well-documented good practices from existing programmes, such as FMS and REFLECT adult literacy, with relevant national CSO networks and platforms.

3.7 Innovation and private sector

Until recently, the ADRA DK Business Unit was the driver of the private sector agenda focusing on poverty reduction through inclusive growth, productive employment and decent work in Africa. Elements of these activities have been mainstreamed into the Programme Department e.g. fundraising, encouraging investments in Africa, partnering with private companies in CSR campaigns, developing business plans for local young entrepreneurs, developing the "Ingrower Model" for business plans in other ADRA organizations, and linking Danish companies to the ADRA Network. Many of these activities have been pilots to test different approaches. The Ingrower model has a particular focus on engaging youth in agribusiness. Currently, there are no substantial engagements between the ADRA Network and the Danish private sector. ADRA DK´s Private Sector Strategy 2019-2022 was endorsed by the ADRA DK board in March 2019 and considers aspects of innovation for the first time.

The RT advise that ADRA DK avoids the trap of considering fund raising from private foundations as its main private sector focus. It is the experience of the RT that project funding from private foundations are often ear-marked to very specific project activities, which might be relatively expensive and cumbersome to administer. Therefore, it will be important for ADRA DK to look beyond classic fund raising and only pursue project funding when it can add value in a broader programming approach.

ADRA DK´s programming has a strong focus on the Farmer Market Schools (FMS) approach especially in Malawi. The FMS concept partly draws on experience from Kenya and is further developed in Malawi. The FMS approach builds on the principle of "finding the market first and then produce to satisfy market demand" and is inspired by the principles of the Farmer Field Schools. Through experiential learning, FMS farmers get a better understanding of how the market functions and, therefore, become better at making decisions about which value chains to specialize in, how to interact with value chain actors, and what is expected of them as producers. The approach has shown positive results and is considered an innovative development to the classic FFS. Other initiatives are being tested such as the Rural Initiative for Participatory Agricultural Transformation (RIPAT) and the Agribusiness Learning Lab.

Overall, the RT finds that ADRA DK is still at the early stages of identifying a suitable and feasible approach to both private sector engagement and conceptualisation of "innovation". **The RT suggests** that ADRA DK establish strategic partnerships with the private sector beyond fund raising, e.g. on delivering within particular SDGs or similar agendas of mutual interests and benefit. Partnerships could also be established jointly with the private sector or with the civil society in countries of cooperation to develop ideas and innovations in ongoing programmes. It will be important to ensure involvement of civil society in the idea generation and in innovations. The RT finds that the network on innovation facilitated by Globalt Fokus is a suitable platform for ADRA DK to seek inspiration and collaboration with others in countries with common programmes.

3.8 Popular engagement in Denmark

Since 2015, ADRA DK has increased its focus on communications and fundraising, including the appointment of a new Director for Communication and Fundraising. Interviews with Danish stakeholders indicate that ADRA DK staff are considered particularly active in the Danish Forum for Micro-Finance and the Network for Religion and Development where their inputs are appreciated and considered relevant to various agendas. On the other hand, Danish stakeholders would like to see a more vocal ADRA DK leadership on political issues related to humanitarian and development agendas,

including in Globalt Fokus and MFA spaces. Within ADRA Network, ADRA DK´s contribution and participation is similarly appreciated, particularly in areas such as Agriculture, Livelihoods and Livelihood Technical Learning Lab and the Advocacy Working Group.

In regard to ADRA DK's membership base, Table 1 below shows that it is more or less at the same level as in 2014. The main change is an increase in public participation in individual website sessions, however, still with relatively limited activity. ADRA DK stopped producing the Members Magazine in 2015 and started focusing its communication through social media. In 2018, ADRA introduced an electronic newsletter.

In Denmark, the SDA Church has approx. 2.500 members. Given the limited number of Adventists, the communications strategy is also focusing on other denominations of Christianity in Denmark as well as the public in general. A key challenge is the competition in Denmark for members. To gain more members and contributors the new Communications Director is actively engaging in news media including e.g. press releases on the general elections in Burundi in 2018[10] and the Yemen crisis in 2019[11].

The RT learned that FBOs in general often are considered legitimate partners in countries with mixed or different beliefs. ADRA Syria and ADRA Yemen appear to have gained relative legitimacy as an FBO in crisis areas such as Syria and Yemen.

Table 1 development in membership since last review

Followers/users/ receivers	2014	2015	2016	2017	2018	2019	
Active annual contributors							
Paying members	702	646	658	749	695		*Membership fee*
Permanent contributors	410	430	432	477	453		*Permanent annual contributions*
Contributors	1.057	1.082	915	993	978		*One-off contributors*
Individual website sessions	11.883	14.306	19.716	38.469	21.633	6.765	
Facebook followers	-	-	-	3.384	3.636	3.686	
Twitter followers	-	-	-	-	-	746	
Instagram followers	-	-	-	-	-	13	*New initaitive*
Number of Members magazine	30.000	30.000	-	-	-	-	
Newsletter receipiants	-	-	-	-	1.241	1.220	

Source: ADRA DK (2019 figures are based on the first two quarters)

4. Financial management and administration

The latest financial monitoring visit by MFA was in September 2015. ADRA DK has since made a complete follow-up on all the issues raised in that visit report and over the years transitioned smoothly from programme to framework and now to SPa. ADRA DK's financial management system is well documented and functions effectively. The RT, however, finds there is room for improvements with respect to financial monitoring and the inclusion of efficiency and effectiveness considerations.

ADRA DK has volunteered to pilot International Aid Transparency Initiative (IATI) reporting on behalf of the other Danish Strategic Partners to MFA. A first step in the piloting has been to upload comprehensive financial data from the VCD Syria Project. The experience will form the basis for further discussions of the pilot with MFA and other Strategic Partnership partners.

[10] http://www.mynewsdesk.com/dk/adra-danmark/pressreleases/de-holder-vejret-i-burundi-inden-afstemning-2508694

[11] http://www.mynewsdesk.com/dk/adra-danmark/pressreleases/situationen-for-yemens-befolkning-forvaerres-trods-forsoeg-paa-fredsforhandling-2838896

4.1 ADRA DK in financial key figures

Table 2 provides a summary of key figures for ADRA DK. The equity increased to DKK 8.1m in 2018, which corresponds to a solvency ratio of 24.7%. This is a prudent level. The equity to income ratio is around 10%, which is comparable to other SPa organisations. The RT notes that almost all equity is periodically invested in the pre-financing of EU and ECHO funded projects whereby further income growth requires an increase in equity through e.g. annual surpluses.

Table 2: ADRA DK published key figures 2014-2019 (DKK millions)

	2014	2015	2016	2017	2018	2019 Budget
Income	69.6	72.0	60.9	74.8	76.7	98.0
Expenditure	68.5	71.8	61.3	74.6	75.7	96.5
Net result	1.1	0.2	- 0.4	0.2	1.0	1.5
Balance	25.2	21.8	26.7	39.3	32.9	35.0
Equity	7.1	7.4	7.0	7.2	8.1	9.6
Solvency percentage	**28.1%**	**33.9%**	**26.2%**	**18.3%**	**24.7%**	**27.4%**
Equity to income ratio	**10.2%**	**10.3%**	**11.5%**	**9.6%**	**10.6%**	**9.8%**
Development activities	60%	57%	50%	36%	37%	33%
Humanitatian activities	40%	43%	50%	64%	63%	67%
Project activities	**93.2%**	**91.7%**	**89.4%**	**92.1%**	**93.0%**	**88.0%**
Source of income						
Contributions/collections	4.8	7.6	4.9	4.7	3.5	3.5
Other income	1.4	2.0	2.5	1.6	1.5	1.5
MFA (Frame/HPA/CIV/HUM)	54.5	54.5	42.0	39.8	36.0	36.0
MFA (others)	13.1	1.2	7.5	18.5	16.4	27.8
EU	3.0	0.7	11.9	21.6	12.6	27.8
Others	-	-	-	0.3	-	-
	76.8	**66.0**	**68.9**	**86.5**	**70.0**	**96.6**
ADRA DK own income	8.1%	14.5%	10.8%	7.3%	7.1%	5.2%
MFA SPa share of income	**70.9%**	**82.5%**	**61.0%**	**46.0%**	**51.4%**	**37.3%**
MFA other share of income	**17.0%**	**1.9%**	**10.9%**	**21.4%**	**23.5%**	**28.8%**
EU/donor income	3.9%	1.1%	17.3%	25.3%	17.9%	28.8%

Source: Own calculations based on figures from ADRA DK

The importance of the core grants from MFA (Framework/HPA and now the SPa) has decreased from above 80% of the income in 2015 to below 40% in 2019. Over the same period, the proportion of income spent on humanitarian activities has increased from 40% in 2014 to 67% of the budget for 2019.

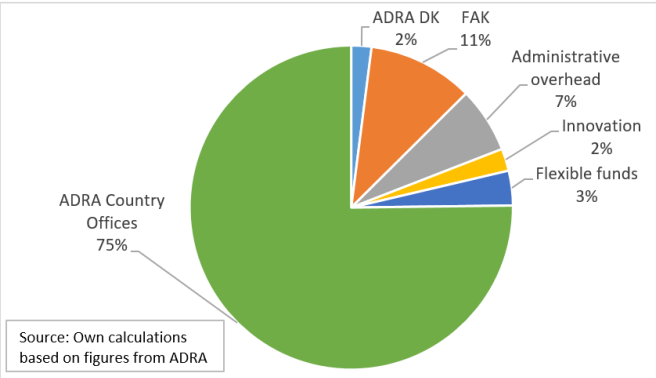
This change has been caused by three factors: (a) the Framework Agreement (development activities) was reduced from DKK 37m in 2015 to DKK 24.5m in 2016 and subsequently DKK 22.1m in 2017. Lot CIV further reduced it to DKK 21m in 2018 i.e. a reduction of 43% since 2015, (b) an increased importance of MFA single grants for humanitarian action, and (c) EU and ECHO funded projects.

Since 2016, ADRA DK has submitted 20 project proposals to different funders of which app. 80% were successful. In 2018, a SPa match funding of DKK 1.3m secured projects worth DKK 16.2m.

4.2 The Strategic Partnership

The SPa expenditure for 2018 came to DKK 34.8m, which was 97% of the budget. The summary in Figure 1 shows that 78% of the expenditure was utilised by the ADRA COs, including flexible funds through ADRA International appeals. The percentage is high compared to other organisations and is commendable.

Figure 1: Distribution of SPa grant 2018 (percentages)



Historically, ADRA DK has maintained a high utilisation rate consistently above 95%, however, the rate for 2019 is under pressure. The Lot CIV activities in Burundi have been hampered by power struggles in the Burundi SDA church while management issues in ADRA Uganda and the political upheaval in Sudan have delayed implementation respectively. Lot HUM activities in South Sudan and Yemen have been delayed by armed struggles and the evacuation of staff from key implementation areas. ADRA DK has informed the RT that activities have been altered in 2019 to ensure that the utilisation rate stays above 85%. The unspent funds will be carried forward to and included in the budget for 2020.

The situations described above illustrate that ADRA DK is particular vulnerable to upsets due to its presence in few countries. The RT finds there is a need to be more explicit about the risks operating in a few countries and to review and systematically document the size of a Lot CIV country budget relative

to the impact/value for money i.e. what size should a country programme have to produce impact without the administrative costs taking up a substantial part of the budget. The RT **suggests** that such considerations are covered in a separate document/policy or as an integrated part of a risk approach and the new ADRA DK strategy for 2020-2024. Reference is made to Chapter 3.

4.3 Financial management setup and systems

The RT finds that the administrative and financial management systems and procedures of ADRA DK meet the requirements of the SPa and comply with the MFA Administrative Guidelines. The financial management processes are carried out with due respect to internal controls and segregation of duties, but the setup remains fragile should one officer be absent for a long period. This has further possible implications for carrying out financial monitoring, support and capacity development in COs as highlighted later in section 4.6.

All financial management and administrative procedures are written down in manuals. Besides, ADRA DK has developed a comprehensive programme manual, which has several complementary documents on processes and procedures for financial monitoring, budgeting, anti-corruption, PSEAH, complaints procedures etc. The ADRA COs have their own respective financial management and administrative manuals. The visit to ADRA Malawi showed updated and relevant procedures for national operations.

4.4 Financial reporting and budget management

ADRA DK prepares an annual budget in October/November, which is subsequently approved by the Board. The ADRA DK finance department prepares project and consolidated monthly management reports on all their operations. The reports include budget utilisation for year-to-date, which is discussed with each program coordinator to ensure that the projects are on track. Where necessary, revisions are made with possible major revision occurring mid-year. The Board receives quarterly financial reports on a consolidated ADRA DK level and a status report for each project. The Finance Director presents the quarterly reports at the board meetings.

Each project is reporting financial expenditure to ADRA DK on a monthly basis through the Budget Control Report (BCR) format. The COs may request funds in connection with any report. The RT finds that the BCR is complex, but the COs did not express any of their own reservations. The monthly financial reporting frequency seemed excessive to the RT, but the field visit to Malawi and subsequent Skype interviews with ADRA Syria and ADRA Yemen indicated that the monthly frequency was fully aligned with the COs standard operating procedures and thus preferred to quarterly reports.

The RT finds the budgeting and financial reporting processes are appropriate, but also finds that the use of year-to-date budget utilisation may cause a focus on percentages rather than content. However, the close interlinkages with the programme coordinators mitigate this. **The RT** does, nonetheless, **suggest** that each project budget have clearly identified budget drivers, e.g. major procurements or key activities, that are monitored closely as delays to these have substantial effects on the absorption of the budget.

4.5 External audit and follow-up

The audit contract was tendered in 2017 and resulted in the change of auditors from Deloitte to E&Y. Subsequently, E&Y audited the accounts for 2017, which did not lead to any substantial issues in the management letter. One notable change that has occurred in connection with the change of auditor, is the way audit instructions are communicated to and compliance letters obtained from local auditors. Previously, ADRA DK was responsible, but now E&Y fully manages this, which the RT finds appropriate.

The COs provide audited accounts in accordance with their respective statutory requirements, however, due to the lack of funds, not all COs have undertaken a comprehensive institutional audit covering all projects and programmes. The absence of consolidated financial statements and a comprehensive institutional audit implies that ADRA DK does not have full insights into the expenditure and resource flows to each CO, which may hide that some resources e.g. human resources are covered more than 100%. However, the RT finds that the close CO engagement by ADRA DK reduces this risk, but the RT does, nonetheless, **suggest** that all ADRA offices provide consolidated financial statements for the sake of transparency and accountability.

4.6 Financial monitoring, support, supervision and learning

ADRA DK aims that a financial controller visits each CO every other year but this has been challenging due to limited financial staff in combination with an increased and donor diversified project portfolio. Each financial monitoring visit is based on standardised ToRs and documented in the form of a report, which is shared with the CO and other ADRA supporting offices, if applicable. The reports are comprehensive with action points that are followed up though regular programme monitoring and e-mail correspondence.

ADRA DK is operating in Lot HUM countries challenged by instability and in Lot CIV countries that score poorly on the Transparency International Corruption Perception Index. The RT appreciates the trust ADRA DK places in the monthly financial reporting from the COs, but it cannot replace physical financial monitoring. Consequently, the RT finds that ADRA DK should increase its efforts, immediately, to ensure the frequency and coverage of countries visited improves. It should be based on a clear and objective risk tool, which should include the context, type of activities, staffing and track-record. This means that ADRA DK may have to contract external assistance, increase its human resources and/or work together with other ADRA supporting offices. The collaboration with ADRA Sweden in respect of ADRA Uganda is a prime example on the latter.

The RT recommends that:

> **R10**: ADRA DK should for each CO and project/programme, systematically map the financial risks related to e.g. context, type of activities, staffing, track-record etc. and tailor the financial monitoring and capacity development response accordingly.

4.7 Complaints mechanism, PSEAH and Anti-corruption

The complaints mechanism, PSEAH and anti-corruption policies and reporting formats are all accessible via the ADRA DK website. The complaints mechanism is new and will be reported upon annually through an Annual Complaints Report to be published on ADRA DK's website. The ADRA COs have their own respective mechanisms reflecting the operational context and legal frameworks. ADRA DK has been instrumental in assisting the COs in developing their policies, however, these are new and their effect in practice remains to be tested.

The respective COs have developed their own anti-corruption policies that have been in place for several years. ADRA DK uses the financial monitoring visits to sensitise what constitutes financial malpractice. The reporting system seems to be well functioning though the RT finds it extraordinary that the last case was reported to the MFA as far back as 2017 and before that in 2013. This could be due to ADRA's faith-based origin where imprudent financial behaviour may be expected to surface less frequently than other organisations, but it still raises concerns whether the system is effective

The RT appreciates that the complaints mechanism and PSEAH procedures are new and remain to pass the test of time. **The RT suggests** that ADRA DK continues to follow-up on the system and the COs to ensure it is implemented and applied as intended. Furthermore, **the RT suggests** that ADRA DK

continues to have anti-corruption high on the agenda by further integrating sensitisation as a part of more regular financial monitoring visits. Furthermore, programme-monitoring visits should always include sensitisation on PSEAH and the complaints mechanism.

4.8 Efficiency and effectiveness

The systematic analysis of efficiency and effectiveness is an important instrument in ensuring value for money. Currently, neither ADRA DK nor the COs carries out such analysis.

4.8.1 Efficiency and effectiveness in projects

The RT attempted to get a deeper insight into the cost efficiency in the projects by looking specifically into a collection of four projects funded by the SPa. This included the ASC project in Malawi, Lot HUM funded projects in Syria and Yemen and a cross-national project in Sudan/Ethiopia funded via Lot CIV. In total, the four projects represent approximately 40% of the SPa budget for 2019. The details are included in Table 3 below:

Table 3: Expenditure Patterns for four selected project budgets for 2019 (DKK)

			Project budget 2019 (less 7% Administrative Overhead)				Distribution of budget implemented by ADRA Country Office					
File	Name	Country	ADRA Denmark	ADRA Country Office	Total Budget	% to Country Office	Beneficiaries	Unique activities	Activity related	Technical Staff	Support staff	Administration
HUM5008	Emergency and Resilience Building (ERB)	Yemen	260,930	4,065,752	4,326,682	94.0%	31.6%	0.0%	6.7%	30.2%	23.0%	8.6%
HUM3809	Vulnerable Communities live with Dignity (VCD)	Syria	244,587	2,755,413	3,000,000	91.8%	11.9%	50.9%	5.4%	15.8%	9.4%	6.6%
CIV2012	Action for Social Change (ASC)	Malawi	440,000	4,060,000	4,500,000	90.2%	15.3%	9.9%	16.7%	28.1%	18.7%	11.3%
CIV5101	Resilience in the Horn of Africa (RIHA)	Sudan/Ethiopia	330,000	2,470,000	2,800,000	88.2%	40.5%	0.0%	34.9%	4.3%	14.7%	5.6%
			1,275,517	**13,351,165**	**14,626,682**	**91.3%**	**24.2%**	**13.5%**	**14.7%**	**21.8%**	**17.4%**	**8.4%**
Source: Own calculations based on budgets and figures from ADRA DK								37.7%		36.5%		25.8%

On an overall level, it can be seen in Table 4, that 91% of the total project budgets will be transferred to the COs of which 74% has been allocated to beneficiaries, unique activities in the form of media support and rehabilitation of schools, activity related expenses in the form of transport and investments, and technical staff. The remaining approximately 26% is allocated to support staff and administration. The percentage of the latter category differs substantially across the projects ranging from 16% for the project in Syria to almost 32% for the project in Malawi. More than 75% of the overall total CO budget is allocated to CO controlled/managed budget lines of which technical and support staff accounts for more than half. Differences in the project contexts may explain this, but it does also illustrate the importance of ADRA DK in some individual countries i.e. ADRA DK accounts for about half of the CO funds in ADRA Malawi and ADRA Uganda, almost 80% in Burundi, but just 4-5% in Yemen. Naturally, this raises dependency and sustainability issues.

The RT looked especially into the ASC project in Malawi and found that ADRA Malawi currently supports 96 groups of which 54 are VSLAs and 42 Advocacy/REFLECT groups as illustrated in Table 4. The average period of support is almost four years for the advocacy/REFLECT groups and 5½ years for the VSLAs.

Table 4: ASC Malawi start of support to Advocay/REFLECT groups and VSLAs supported in 2019

		2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
Advocacy/ REFLECT Groups	Lilongwe	2	4	2	0	0	0	1	0	0	9
	Machinga	2	0	0	2	1	3	3	4	3	18
	Mzuzu	1	0	0	0	0	5	2	5	2	15
		5	**4**	**2**	**2**	**1**	**8**	**6**	**9**	**5**	**42**
VSLAs	Lilongwe	0	8	8	1	0	1	0	0	0	18
	Machinga	0	2	2	7	2	0	2	0	0	15
	Mzuzu	2	1	2	2	0	9	4	1	0	21
		2	**11**	**12**	**10**	**2**	**10**	**6**	**1**	**0**	**54**

Source: Own calculations based on budgets and figures from ADRA DK

The need for support to advocacy/REFLECT groups is substantially different from VSLAs. The RT met some of the VSLA groups and noted that support is mainly going to the supervision of financial management, which implies ADRA Malawi taking on the role as 'internal auditor'. This may be necessary but contravenes the principles of independency and sustainability. Due to the absence of group specific data, it was not possible for the RT to make financial calculations separating the group types. Eliminating the media budget lines, the support per group in 2019, including VSLAs, amounted to DKK 36,400 and DKK 83,200 per group excluding the less demanding VSLAs.

The RT finds this very high. In that connection, it is reasonable to question how long ADRA should liaise with a given group and in what way. One may argue that the value of the support reduces as years go by whereby the benefit supporting new groups relative to continuing with existing groups may not be considered. The issue of cost efficiency, effectiveness and value for money is a difficult issue with no fixed results. The RT appreciates that the calculation above is one approach, and there are many other approaches, but attempts should be made and inform the programming.

The RT recommends that:

> **R11:** In collaboration with COs, ADRA DK should work towards defining key performance indicators to facilitate efficiency and effectiveness considerations in the planning and evaluation process. ADRA DK would benefit by linking up with other SPa partners with similar activities to share experiences and gain inspiration.

4.8.2 ADRA DK Activity Specific Consultancy Assistance (FAK)

Time registration is an important management tool and source of operational cost recovery. FAK is used in respect of ADRA DK staff only. It is applied in accordance with MFA´s Administrative Guidelines for Strategic Partners. Staff inputs by the COs are covered by the projects as a percentage of the actual employment costs per staff member.

Table 5 shows that ADRA DK's income from FAK amounted to DKK 3.6m in 2018 of which DKK 1.6m was overheads. FAK amounted to 10.5% of the SPa, which is very low compared to other MFA SPa partners, but has to be seen in context of FAK not being used in the 78% transferred to the COs. Calculating it for Denmark only, it accounts for app. half of the total expenditure in Denmark. This implies that FAK for all MFA appropriations represents almost 40% of ADRA DK's income to cover operational and organisational development costs. The total (non-programmed) administration percentage came to 11.2%, which is low compared to other SPa organisations.

Table 5: ADRA DK Expenditure and FAK 2016-2018 (DKK millions)

		2016	2017	2018
Framework	Expenditure	24.1	22.0	20.4
Lot CIV	FAK (salary)	1.2	1.3	1.3
	FAK (overhead)	0.9	1.1	1.1
	FAK (total)	**2.1**	**2.4**	**2.4**
	FAK (percentage)	8.6%	11.1%	11.9%
	Expenditure	17.5	17.0	14.4
HPA	FAK (salary)	0.7	0.6	0.7
HUM	FAK (overhead)	0.5	0.4	0.5
	FAK (total)	**1.2**	**1.0**	**1.2**
	FAK (percentage)	6.8%	5.8%	8.6%
Total expenditure		41.6	38.9	34.8
Total FAK (percentage)		**7.8%**	**8.8%**	**10.5%**
Total FAK (overhead)		1.5	1.5	1.6
Administrative overhead (7%)		2.5	2.3	2.3
Total administrative overheads		**3.9**	**3.8**	**3.9**
Administrative overheads in %		**9.4%**	**9.8%**	**11.2%**

Source: Own calculations based on figures from ADRA DK

5. Strategic partnership between ADRA DK and MFA

ADRA DK has made significant progress in defining the values of the organisation relative to being a rights-based and faith-based organisation. ADRA DK has made an attempt to visualise the links between the Bible and its focus on dignity, equal rights and justice for all. Ideas and concepts are shared and discussed internally and in various external fora like the Danish CSO Network for Religion and Development under DMRU. As mentioned at the beginning of this review report ADRA International is also active in global platforms on religion and development. The RT finds that ADRA DK, in cooperation with other FBOs, is well-placed to pursue new approaches to enhance religion and development agendas, religious leaders in advocacy for social change and faith-based approaches to development etc.

The RT, however, finds that ADRA DK, in its coordination with MFA, could be more explicit in pointing to areas of mutual benefit within the strategic partnership. Areas of common interest could be religion and development, the Yemen and Syria crises, as well as FMS as a new development in traditional MFA funded agriculture and livelihoods programme.

In order to provide information and knowledge of strategic interest to MFA, it could be agreed upfront which elements of ADRA DK's SPa programme should be given priority in the Annual Results Reports. Similarly, ADRA DK could be more vocal in communicating results in areas with a strong comparative advantage (Yemen, Syria, FMS, faith-based) to a broader audience in Denmark. The RT **suggests** that ADRA DK and MFA jointly define the common areas of strategic interest and agree on a procedure for communication and dialogue.

On another strategic agenda, the RT notes that the 'Administrative Guidelines for grants for Civil Society Organisations that qualify as Strategic Partners' (March 2019) emphasises the four-year nature of the SP agreement. Strategic partners have to prepare a report for the full four-year period ending in December, 2021. The four-year project nature of the SPa could potentially cause a challenge for some organisations when finalising the external audit for the calendar year 2020 in March/April 2021 as their ability to continue after 2021 may be questioned if MFA is the major/substantial donor.

The financially prudent SPa partner would at the time of the audit have made and approved a plan for the risk of not becoming a Strategic Partner for 2022-2025. Without such plan or with the SPa funding being material e.g. above half of the partners funding, the auditor may raise concerns about the future financial health of the partner. Such reservations may have a negative impact in securing funds from other sources until clarity is provided.

Notwithstanding, there are challenges where SPa funds are used as co-financing for projects with a duration beyond the SPa period i.e. after 2021. In such increasingly likely incidences, the SP partners would have to provide the co-financing from other sources e.g. own resources, if possible. However, some of the SPa partners may be restrained by their equity whereby their ability to apply for e.g. ECHO and EU funds could be limited.

Based on the above **the RT recommends** that:

> **R12**: In the interest of predictable funding flows, the MFA should work towards ensuring that the SP 2022-2025 award process is completed in good time, preferably end of 2020.

Annexes

Annex A: Terms of Reference

TERMS OF REFERENCE

Review and Capacity Assessment of ADRA Denmark

Background

In keeping with the Administrative Guidelines for Danish grants for Danish Civil Society Organisations qualifying as ´Strategic Partners´, the MFA wishes to launch a Review of ADRA Denmark.

Presentation of ADRA Denmark

ADRA Denmark a faith based relief and development assistance organisation established by the Adventist Church. ADRA Denmark is an independent organisation that supports people in need regardless of their ethnicity, political affiliation, or religious association. The annual turnover was DKK 76.7 million representing an increase of DKK 15.9 million as compared to 2016.

The focus of ADRA Denmark's humanitarian work is to provide acute humanitarian assistance, reduce vulnerability, and strengthen resilience for communities and people affected by crisis and natural disasters (primarily refugees and internally displaced people) by reconstructing basic infrastructure, enhancing food security, livelihoods, protection and access to education. Civil society activities have a focus on rights based advocacy within the sectors of health, education and agriculture.

ADRA Denmark has since 2001 worked for establishing closer collaboration with the private sector through ADRA Business which through the establishment of social enterprises aims to generate growth and employment opportunities. ADRA Business was reconsidered in 2017 with the view to further integrate the activities within the framework of existing programmes. In pratical terms this means discontinueing ADRA Business as a separate department and instead inteharting business in the programme department.

ADRA Denmark is part of the ADRA International network that delivers relief and development assistance to individuals in more than 130 countries. In 2017, a joint office representing all 28 ADRA-offices in Europa was opened in Brussels and a new framework guiding collaboration between ADRA offices worldwide agreed upon.

Partnership between ADRA Denmark and the MFA

The 2012-17 partnership between ADRA Denmark and the Ministry of Foreign Affairs of Denmark (MFA) was based upon a Humanitarian Partnership Agreement (2012-17) and a Framework Agreement (2013-17). This support was guided by the Strategy for Danish

Humanitarian Action 2010-15 and under the Strategy for Denmark's Development Cooperation, The Right to a Better Life, approved in 2012, and Denmark's Policy for Support to Civil Society, launched in 2014.

In 2018, ADRA Denmark qualified as a strategic partner to the MFA following a major redesign of Denmark's long-term partnerships with civil society organisations (CSO). While respecting the independence of each organisation, the purpose is to ensure that the MFA's partners more directly contribute to the priorities of Denmark's first ever consolidated strategy for development cooperation and humanitarian action, The World 2030, launched in 2017. The strategy integrates the SDGs, puts focus on the need to strengthen coherence between humanitarian action and development cooperation and calls on Denmark's CSO partners to contribute to building resilience in local communities. Partnerships are a fundamental feature of the strategy.

The redesign was carried out in 2017 through an open call for applications, based on the March 2017 Information Note. The call allowed organisations to apply for civil society as well as humanitarian funding. ADRA Denmark applied and qualified as a strategic partner securing civil society funding of DKK 21 million and humanitarian funding of DKK 15 million annually for the period 2018-21. The funding remains, as under the previous framework agreement, subject to annual approval of the Finance Bill.

The overall objective of the Strategic Partnership with ADRA Denmark is to improve human rights, build resilience and provide humanitarian assistance to vulnerable people, hereunder women, youth and marginalized groups. Within the framework of the Strategic Partnership support is provided for humanitarian action in South Sudan, Syria and Yemen as well as civil society activities in Burundi, Ethiopia, Malawi, Sudan and Uganda. ADRA Denmark's regional programme in Sudan and Ethiopia is with its focus on resilience and livelihood placed within the humanitarian-development nexus.

Main conclusions from previous MFA assessments, capacity assessments and annual negotiations

The most recent MFA review of ADRA Denmark took place in 2015. The recommendations from the review have been followed-up and concluded.

As part of the call for applications in 2017, the MFA undertook an in-depth desk assessment of ADRA Denmark's application focusing on the organisation's capacity, strategic relevance and approaches. The assessment found ADRA Denmark to be a qualified partner. At the same time, the assessment pointed to below areas where the organisation could further demonstrate its capacity:

- Theory of Change and Hum-Dev nexus
- Coordination and coherence
- Global connectedness

Annual consultations between ADRA Denmark and the MFA were most recently carried out in 2018, with a view to approve the final plan and budget for ADRA Denmark's activities under the new partnership and define common priorities for a more strategic cooperation in the years to come. Focus areas for the consultations were: 1) Civic space; 2) Grand Bargain (hum-dev nexus, localization); 3) Innovation; 5) Faith-based approach to development; and 6) Youth and job creation.

Objectives

The overall objective of the Review is to assess the capacity and performance of ADRA Denmark in delivering results under its engagement with the MFA with a particular view to stimulate learning and support relevant organisational development. The specific objectives are to:

- Assess ADRA Denmark's overall strategic, programmatic, organisational/administrative and financial management capacity with a view to achieve agreed results under the Strategic Partnership Agreement with MFA.
- Assess and validate ADRA Denmark documentation of results from the period 2012-2017, based on a sample and with emphasis on the period 2016-17.

The review should identify recommendations, which will provide a critical input to the MFA's on-going dialogue with ADRA Denmark. Recommendation may include areas for further review.

Scope of Work

The scope of work will include, but not necessarily be limited to, assessment of the following:

Strategic level

The Review should take stock of any changes in ADRA Denmark's strategic orientation since engaging in strategic partnership with MFA. It should also assess ADRA Denmark's ability to influence the strategic direction of ADRA International and its broader network, the value-added (in both directions) of ADRA Denmark being part of the global ADRA Network and the successful correlation and complementarity between ADRA Denmark and ADRA International in terms of organizational structure and programmatic profile. This involves assessing:

1. In light of The World 2030, what is ADRA's strategic approach to ensure and increase resilience and address root causes of vulnerabilities, and how humanitarian, development and civil society approaches are interlinked, mutually supportive and actively applied in programming.
2. Demonstrated potential and ability of ADRA Denmark to influence and leverage its priorities into and through the ADRA network. Participation of ADRA Denmark in the overall strategic planning of ADRA International andability to influence this.

3. Value added of ADRA Denmark to ADRA International's humanitarian work and engagements to strengthen civil society organisations.
4. Value added to ADRA Denmark from being part of the global ADRA Network, e.g. through access to expertise.
5. ADRA Denmark's popular foundation in Denmark including role of membership in setting strategic directions, SoMe engagement level, accountability towards constituency, and engagement of volunteers.
6. Effectiveness in engaging the public in Denmark in strengthening the general level of understanding of the effects of globalization, the SDG's and Danish international development cooperation and humanitarian action.
7. Relevance and willingness to administer funds from other humanitarian budgets e.g. pooled humanitarian funds under the Strategy for Danish Humanitarian Action as well as funds from other donors.

Organisational/administrative level

The Review will assess ADRA Denmark as well as *sampled* ADRA partners', administrative and organisational capacity to deliver on the focus areas of the engagement with the MFA. This includes, but is not limited to, an assessment of systems, resourcing and track record in the following areas:

1. Adequacy of resourcing of management and technical staff in ADRA Denmark HQ and ADRA country office in relation to programmatic requirements.
2. Strategies and systems in place for recruitment, capacity strengthening and career development/staff retention.
3. Strategies and systems in place for ensuring the safety & security of staff working in fragile contexts, e.g. procedures and contingency plans.
4. Systems and resourcing in place to ensure relevant humanitarian capacity (including surge and backstopping) from ADRA Denmark.
5. Status of ADRA Denmark on follow-up of the MFA recommendation to achieve CHS verification.
6. Safeguarding guidelines, procedures and practices to identify and handle allegations around sexual exploitation and abuse and other forms of unethical behaviour of staff.
7. Accountability mechanisms in place that ensure satisfactory accountability towards different stakeholders including beneficiaries while also promoting responsiveness and flexibility.

Programmatic level

The Review should assess ADRA Denmark's (and where relevant ADRA country offices) capacity to design, implement, monitor and learn from civil society and humanitarian programmes. Focus will be on ADRA Denmark's ability to ensure and influence this. Specifically, it will assess:

1. *Division of roles* in the project cycle between ADRA Denmark and ADRA country offices, and the influence and value added by ADRA Denmark. Contribution to/value added of ADRA Denmark in the project cycle, including competencies provided by ADRA Denmark, ability to influence the country offices, and how ADRA Denmark draws on the ADRA global architecture to this end.
2. Quality and relevance of the *programmatic analysis*, including context analyses, HRBA, gender, needs assessments, conflict sensitivity, risk assessments and mitigation strategies with specific to programmes in areas affected by conflict and/ or natural disaster.
3. Quality and appropriateness of the *programmatic design*, incl. Theories of Change and associated results framework. This should be based on a sample of detailed results frameworks underpinning programmes financed under the engagement with the MFA. The sample should include programmes from areas affected by conflict and/or natural disaster.
4. Project and risk management systems
5. Delivery of results on the ground (effectiveness/ outcome level) against stated goals and objectives. The Review team should assess the extent to which ADRA Denmark has delivered results under its previous engagement and is likely to do so under its current strategic partnership. This also includes abilities and systems to quality assure programmatic delivery.
6. Quality and reliability of M&E and learning systems, including the quality and relevance of the Summary Results Framework: Does it allow for tracking of progress towards the objective of the partnership? Are results/data regularly tracked and reviewed by management? Does the organisation systematically learn from its programming?
7. Adherence to the humanitarian principles and leaving no-one behind.
8. Relation to/engagement and potential added value to UN cluster coordination and consolidated appeal systems, management and coordination with other actors.
9. Engagement with duty bearers and other actors to facilitate humanitarian assistance and protection.
10. Ability to reach vulnerable people, including new vulnerabilities, and effectiveness in addressing humanitarian needs of targeted beneficiaries.
11. Cooperation with local partners in developing and delivering humanitarian assistance.
12. Effectiveness of approaches to develop capacities of communities, national and local organisations, local authorities and other actors, to prepare for and respond to crises.

Partnership approach

The Review should assess ADRA Denmark's (and, where relevant to this, ADRA partners') capacity to adhere to and deliver results in accordance with *'good practice' partnership approaches* as outlined below. Focus will be on ADRA Denmark's ability to ensure and influence this. Based on a desk study, interviews, a *sample* of programmes and two field visits, it will assess:

1. Quality of ADRA Denmark's strategy to work with partners', including choice of relevant South-based partners, partner capacity assessments and sustainability/exit considerations.
2. Approach to localisation, incl. share of ADRA Denmark funds channelled to local partners.
3. Effectiveness of approaches to capacity development of local partners including in the area of evidence-based advocacy.
4. Approaches to development of and engagement in new forms of partnerships and networks, contributing knowledge, expertise and technology.
5. Ability to engage effectively with the private sector to develop new solutions, promote synergies and scale up the impact of Danish assistance.
6. Capacity to promote and scale up innovative practices.

Financial management level

In close dialogue with the MFA Technical Quality Support unit, the Review will assess the adequacy, transparency and quality of the financial management setup, systems and procedures of ADRA Denmark, and of *sampled* ADRA country offices and local partners, and how the set-up contributes to the achievement of the results. This includes, but is not limited to, assessment of:

1. The degree to which the current financial management setup promotes the overall objectives of the organisation and obligations in the Strategic Partnership agreement.
2. Adherence to MFA guidelines, established internal procedures for financial management, to what extent they are known by the staff and regularly updated, and the involvement of management and technical staff in project financial management.
3. Adequacy of setup to ensure transparency and financial accountability, quality of internal control environment, division of financial management responsibilities, segregation of duties, and flow of funds (securing a clear and intact accounting and audit trail) between ADRA Denmark and other affiliates (especially country offices and partners).
4. Financial and/or accounting system(s) and established procedures at all levels of the organization (HQ, country, partner) allowing for adequate budgeting, management of commitments and disbursements, timely financial reporting, as well as clear cost allocation to donors and projects.
5. Overall quality of financial audits, adherence to applicable audit standards and organisational capacity to follow-up on findings.
6. Adequacy of established procedures to promote Value for Money.
7. Procedures and practice for financial monitoring of funds delegated to country operations, including financial monitoring of country offices and local partners with a risk-based approach.
8. Financial management capacity of sampled implementing organisations and local partners in the ADRA Denmark financial management setup.

9. Usage of activity specific technical assistance (including distribution between head office and local offices) and assessment of ADRA Denmark's total administrative overhead.
10. Understanding of anticorruption and how the organisation works with anticorruption, including anticorruption policy, established procedures for the management of suspected irregularities, and whistle blower functions.

Methodology

The Review will be based on desk (document) assessments, interviews with ADRA Denmark and relevant stakeholders in Denmark and field visits tentatively planned for Sudan and Malawi.

The Review will be based on a *sample* of programmes under the Strategic Partnership Agreement.

The desk assessment will be based on documentation relevant to the above *Scope of Work* from the MFA, ADRA Denmark, ADRA International and ADRA partners. It will include strategies, programme documentation (incl. ADRA Denmark Programme Agreements) and relevant organisational policies, procedures and guidance documents. The desk assessment will conclude with an inception report, which specifies the next steps, including a refined methodology for the data collection/field visits.

The interviews in Copenhagen will include relevant ADRA Denmark and MFA staff as well as stakeholders deemed relevant according to the Scope of Work.

The planned field visits to two countries (tentatively Sudan and Malawi) will be used to assess performance and validate findings from the desk study and Copenhagen interviews at field level by looking at selected projects implemented by the ADRA country offices. Where possible, this part of the Review will assess the link between ADRA Denmark's support to projects in the field and ADRA Denmark's strategic work in general. The purpose of the visits is not to review the effectiveness of the specific projects, but rather to review the projects as illustrative cases, which will inform and validate the review of ADRA Denmark's strategies, plans and activities in practice.

At the financial management level primary attention in the presentation of findings will be given to the most pressing challenges identified by the review team. This will also guide the methodological approach during the review process and sampling.

The terminology used in the Review will be in accordance with the OECD Glossary of Key Terms in Evaluation and Results Based Management.

Outputs

- An Inception Report, not exceeding 10 pages plus annexes, based on the desk study and initial interviews, which will serve as a presentation of the main issues to be addressed

during the data collection/field work, as well as detailing and fine-tuning the methodology and work plan.

- A debriefing presentation (PowerPoint), based on the data collection/field work, which will present the preliminary findings for discussion.
- A Review Report, not exceeding 30 pages (max. 15 recommendations), excluding annexes.

Organisation of Work

The Review will be organized in four phases (tentative dates):

Phases	**Main activities**	**Output**	**Timing**
Inception	Meeting(s) with MFA Team Leader to clarify methodology and division of labour. Preparatory desk study to analyse key documents, in particular as related to organisational and financial management of ADRA Denmark, the selected themes, as well as the country programmes. Based on this, the team will draft an inception report describing the approach and methodology of the Review and field study. Meeting between Review team and responsible HMC team to discuss Inception Report (internal report).	Inception Report	19 August 19 – 23 August 28 August
Data collection in Denmark	Data collection and initial interviews with key staff at ADRA Denmark's premises, as well as meetings with MFA and other relevant resource persons in Denmark.		29 August - 3 September
Field mission	Meetings with ADRA country offices and selected local partners in Sudan and Malawi to assess in practice how methodological issues, policies and strategies have been implemented, performance and results achieved.		9 – 20 September

Phases	Main activities	Output	Timing
	Feed-back of preliminary observations to/at ADRA Denmark's office.		
Reporting	Debriefing meetings in Copenhagen with HMC/MFA and subsequently with ADRA Denmark.	Presentation of key findings and preliminary conclusions and recommendations	25-26 September
	Draft report for discussion and comments by HMC/MFA and subsequently ADRA Denmark. Finalisation of report.	Draft report Final report	11 October 18 October 25 October November

Consultants

The Technical Quality Support department (TQS) of the MFA will lead the Review in close collaboration with the Department for Humanitarian assistance, Migration and Civil society (HMC). The Review Team will comprise consultants as specified below. In addition, staff from HMC/MFA may join the team as resource persons at the expense of their own department.

Consultants: Three international consultants/experts are required for this assignment with an estimated maximum indicated in the budget section below. The team should include an expert in organisational/capacity development of civil society and humanitarian organisations (team leader for the external team referring to the overall MFA team leader); an expert in humanitarian affairs and results management; and an expert in financial management and programme administration.

Proposal: The consultants' proposal should contain relevant CVs as well as a brief proposal for a methodology (max 3 pages using Garamond 12) based on these Terms of Reference.

Conflict of interest: Consultants (company and team members) should document that they have no/or have had no substantial (e.g. extensive or senior level) affiliation to ADRA Denmark's or the organisation's partners in the countries selected for field work, which might constitute a conflict of interest.

Criteria: Proposed CVs will be evaluated according to the following roles and criteria:

1) Organisational development expert (team leader for the external consultant team)

General qualifications:

- Master's degree in social sciences, economics, business administration or related field;
- At least 10 years of working experience within organisational development and rights-based civil society organisations.

Adequacy for the assignment:

Extensive relevant experience from similar assignments, including each of the following:

- Documented experience with capacity assessments and organisational development/learning of civil society organisations;
- Experience with the business models of multi-national civil society organisations with partners/affiliates/members based across multiple countries;
- Experience with theory of change approaches and results-based management, including monitoring and evaluation;
- Experience as a team leader on similar assignments;
- Experience with MFA Aid Management Guidelines, rules and procedures, preferably in relation to grants to Danish strategic civil society partners/framework organisations;
- Desirable: Experience working within the context of protracted crisis and humanitarian/development programming in conflict affected areas.

Experience in the region and language:

- Excellent drafting skills in English;
- Desirable: Experience from countries supported by ADRA Denmark within the framework of the Strategic Partnership;
- Desirable: Ability to read and understand Danish.

The Organisational Development Expert will function as team leader for the external consultant team under the overall team-leadership of the TQS/MFA representative.

2) Expert on humanitarian affairs and results management

General qualifications:

- Master's degree in social sciences or related field;
- At least 8 years of working experience with civil society organisations, including a majority of this from field-level work.

Adequacy for the assignment:

Extensive relevant experience from similar assignments, including each of the following:

- Experience working within the context of protracted crisis and humanitarian/ development programming in conflict affected areas;
- Experience with sector-specific/thematic programming of ideally (but not necessarily) within the humanitarian field;
- Experience with programmatic reviews and learning in a development and humanitarian context;

- Experience with theory of change approaches and results-based management;
- Experience with monitoring, evaluation, accountability and learning systems;
- Experience with partnership and capacity building approaches;
- Experience with international civil society organisations working with local and national partners, including national authorities;

Experience in the region and language:

- Desirable: Experience from countries supported by ADRA Denmark within the framework of the Strategic Partnership;
- Excellent drafting skills in English;
- Desirable: Ability to read and understand Danish.

3) Financial management and programme administration expert

General qualifications:

- Relevant academic degree;
- At least 8 years of working experience within civil society financial management, including considerable field-level work.

Adequacy of the assignment:

Extensive relevant experience from similar assignments, including each of the following:

- Experience in assessing and analysing cost efficiency and effectiveness, financial management setups, procedures and reporting;
- Knowledge of international audit standards and procedures;
- Experience with anti-corruption and fraud management and prevention;
- Experience from conducting capacity assessments or assessments of international and national civil society organisations working with development and humanitarian assistance especially in relation to financial management;
- Experience with MFA Aid Management Guidelines, rules and procedures, preferably in relation to grants to Danish strategic civil society partners/framework organisations;
- Experience with organisational management, administrative systems and procedures;
- Experience from developing countries, ideally countries affected by conflict and humanitarian crisis.

Experience in the region and language:

- Excellent drafting skills in English;
- Desirable: Experience from countries supported by ADRA Denamrk witin the framework of the Strategic Partnership;
- Desirable: Ability to read and understand Danish.

Budget

The maximum contract amount is DKK 1,000,000 and the consultant shall budget for the following in their financial proposal:

- Fees including any work during the weekends during the field trips in addition to the travel time according to Danida contract conditions.
- Funds for international travel, per diem etc. (The team is expected to stay at the same hotel.)
- A lump sum of DKK 50,000 for logistical expenses during field work (such as local transport, domestic flights, car rentals, meeting rooms and workshop materials).
- A lump sum of DKK 50,000 for safety & security expenses during field work.
- Funds for audit.

The offer should be based on a total of 85 person-days, divided by 3 international experts as outlined below. The exact number of days may be decreased and/or re-distributed among team members and will be decided upon during the inception phase and subject to the finalized methodology developed in the inception report.

Please note: work/travel on weekend days is expected during field trips. Moreover, report drafting is also expected during field trips when down time allows it.

Expertise: Total 85 working days (estimated)	
Organisational development expert (estimated 35 days)	10 days for inception (desk study, inception report, inception workshop and meetings in Copenhagen) 4 days for data collection in Copenhagen 11 days for field visits to Sudan and Malawi, including 3 travel days 10 days for reporting (presentation of findings, drafting, review and revision)
Programme and results management expert (estimated 25 days)	5 days for inception (desk study, inception report, inception workshop and meetings in Copenhagen) 4 days for data collection in Copenhagen 11 days for field visits to Sudan and Malawi, including 3 travel days 5 days for reporting (presentation of findings, drafting, review and revision)
Financial management and programme administration expert (estimated 25 days)	5 days for inception (desk study, inception report, inception workshop and meetings in Copenhagen) 4 days for data collection in Copenhagen 11 days for field visits to country and country, including 3 travel days

	5 days for reporting (presentation of findings, drafting, review and revision)

Background Documentation (preliminary)

MFA documents:

- The World 2030: Denmark's Strategy for Development Cooperation and Humanitarian Action
- Information Note on Strategic partnerships between Danish civil society organisations & Ministry of Foreign Affairs of Denmark
- Policy for Danish Support to Civil Society
- Administrative Guidelines for Strategic Partners (Jan. 2018)
- Assessment of ADRA Denmark's applications for Strategic Partnership, 2017
- Minutes from annual negotiations between ADRA Denmark and MFA/HMC
- Previous assessment and review (2015)

ADRA documents:

- Engagement with the MFA
- Annual work plan and budget 2018
- Annual results reports (general and for selected programmes)
- Previous assessment, evaluation and financial monitoring reports
- Relevant policy and strategic documents
- Organisational policies, guidelines and manuals
- Programme/project management guidelines and manuals
- Financial management guidelines and manuals
- Relevant project documentation for the selected sample
- ADRA international organisational structure

Annex B: List of Persons Met

ADRA DK
Jens Vesterager, General Sekretær
Helene Ellemann-Jensen, Programchef
Ashton Mandrup, Assisterende programchef
Karen Garly Andersen, Humanitær koordinator - Syrien
Adriana Ferracin Kleivan, Humanitær koordinator - Sydsudan, Yemen
Signe Lund Christensen, Kommunikationschef
Søren Theilgaard, Programkoordinator for landbrug og privatsektorarbejde
Kristel Krøll Thomsen, Økonomichef
Nils Rechter, Administrationschef
Misael Abdiel Dominguez, Controller – International
Christian Sørensen, Programrådgiver - Sudan, Etiopien (retired)
Agyedho Bwogo, Programkoordinator - Sudan, Etiopien
Bjørn Johansen, Programkoordinator - Malawi, Burundi
Maria Elisabeth Abildstrøm Bøg, Fundraiser
Maria Lykke Andersen, Kommunikations-medarbejder

Thomas Müller – Chairperson of the Board

ADRA International
Jonathan Duffy – President, ADRA International
Elizabeth Tomenko, Emergency Response Program Manager, ADRA International

ADRA Sweden
Siri Bjerkan Karlsson, Country Director

ADRA Europe (Regional Office)
João Martins, Executive Director

ADRA Africa (Regional Office)
Zivayi Nengomasha, Programme Director, ADRA Africa

ADRA Malawi staff
Hastings Lacha Acting Country Director
Andiyesa Mhango Programs Director
Rexia Lipunga - Acting Finance Director
Angela Muula - Human Resources Manager
Albright Mchema - Monitoring and Evaluation Manager
Emma Jakobo - Program Manager
Mathias Chitimbe - Program Accountant
Enock Kabuli - Communications/Advocacy Coordinator
Hetherwick Manda - District Coordinator
Belinda Chimombo - District Coordinator
Regina Kwengwere - M & E Officer
Edson Gunsalu - Mass Media Technician
Patrick Khonje - Mass Media Assistant
Jossam ChiwangaField Facilitator
Jean Jemitale - Field Facilitator

James Masauko - Field Facilitator
Pilirani Mangasau - Field Facilitator
Tingo Matupa - Field Facilitator
Michael Usi – Former Programme Director (and Acting Country Director) of ADRA Malawi

Other stakeholders Malawi
Machinga CBGs

- Kawinga CBO Network, Oga FMS, Mwaiwathu FMS, Alinafe support group, Mangamba Reflect circle, Liwonde youth network, Aisha VSLA, Nthundu Reflect circle

Machinga Stakeholders

- Catherine Chisuse - Civil society organisations chair machinga
- Bridget Lembe and Enock Kamwendo - District Community development officer (DCDO)
- Morson Magombo - District Planning and development officer (DPD)
- Sostain Zulu - District Agricultural development officer (DADO)

Lilongwe CBGs

- Tabango male and female Traditional counsellors, Chingira Reflect Circle, Msakanena VSL, Tsabango youth network)

Lilongwe Stakeholders

- Akab Ntandika - District Manager for Education Lilongwe East Rural (DEM)
- Dumisani Chawala - Acting District Planning and Development Officer (DPD)
- Pamela Kuwale - Executive Director of Civil Society Agriculture Network
- Dr. A Masankho Bulirani - Ministry of Agriculture, Irrigation and Water development
- Melifa Chiguduli - Anchor at Zodiak Broadcasting Station
- Benedicto kondowe - Civil Society for Education Coalition

Finn Petersen – Country Director DCA Malawi
James Okoth – FAO Malawi
Pamela Kuwali – Director CISANET (National CSO Platform)
Innocent Christi, Communications Specialist, MEDIAWISE
Alfred Kaujere, Regional Business Manager, Times Group, TV and radio station
Leonnard Chikodya, Managing Director, Times Group, TV and radio station
Kent Mphepo, Executive Director, Story Workshop (radio)
Ion Simboth, APAM President, APAM (radio)
Sylvester Kolembera, Judge, High Commision of Media
Rhonda Zulu, Community Mobilization Officer, Story Workshop (radio)

Skype interviews Syria
Nawar Edrees, Finance Director, ADRA Syria
Christine Khoury, Head of INGO dept, SARC (Syria)
Nagi Khalil, Programme Director, ADRA Syria
Miriam Watt, Country Director, ADRA Syria
Niban, ECHO Syria
Olivier Beucher, Technical Assistant, ECHO Syria
Nick Hart, Protection Sector Coordinator, UNHCR Syria

Skype interviews Yemen
Emily Njeri Kinyanjui, Deputy Finance Director, ADRA Yemen
Murtadha Barakat, Programs Coordinator, ADRA Yemen
Ephraim Palmero, Country Director, ADRA Yemen

Skype Interviews South Sudan
John Mwanza, Country Director, ADRA South Sudan
Simon Namana, Programme Director, ADRA South Sudan
Allan Jørgensen, Project superviser, ADRA DK/ADRA Norway
Jumma Khan, Education Cluster Coordinator, UNICEF South Sudan

Other external stakeholders
Peter Christiansen – Head of Secretariat Globalt Fokus
Filip Buff Pedersen – DMRU Network for Religion and Development
Steen Nørlov, Adviser Danish Embassy Beirut
Jakob Rogild Jakobsen, MENA - MFA

Annex C: Review Methodology

The Review Team (RT) consisted of Team Leader Mr. Jesper Ravn Hansen, Chief Advisor at Technical Quality Support, MFA and three external consultants: Co-Team Leader & Organisational Development Expert Mr. Jørgen Skytte Jensen, Humanitarian Affairs & Results Management Expert Mr. Erik Toft, and Financial Management & Programme Administration Expert Mr. Mike Dahlgaard. Livelihood consultant Ms. Maite Jurado provided assistance to the consultants. Mr. Jacob Strange-Thomsen from the Department for Humanitarian assistance, Migration and Civil society (HMC) participated as resource persons in the field mission to Malawi and Ms. Mille Døllner, also from HMC/MFA, participated as a resource person in meetings with ADRA-DK in Denmark. During the field mission a representative from ADRA DK, Mr. Bjørn Johansen, also participated as a resource person. The ADRA DK representative did not participate in interviews in which the RT assessed that answers might be biased by the presence of the ADRA DK representative.

The review was divided into three main phases, with overlaps between them: the desk review phase, data collection, and analysis/reporting. The desk review, data collection from ADRA staff, external stakeholders and the field mission all served to contribute to triangulation of findings.

The inception phase commenced with a kick-off with MFA (TQS and HMC) to discuss and clarify particular expectations, the proposed time table and the content of the TOR. A kick-off meeting was also held with ADRA-DK with participation of MFA/HMC. The meeting gave ADRA-DK an opportunity to introduce the RT to the overall strategies, structures, systems and staffing of ADRA-DK. Subsequently, the RT commenced a comprehensive desk study of more than 300 documents supporting ADRA DK's results documentation, strategies, tools, approaches, procedures, financial management etc. The desk review and kick-off meetings formed the basis for the development of an inception report, outlining the main critical issues identified for further analysis, including a detailed work plan and methodology for the interviews with ADRA Denmark staff and for the field mission.

Data collection continued with interviews with ADRA-DK staff in Denmark in the form of individual interviews and group presentations and discussions. Topics discussed with senior management include ADRA' international strategy, results achieved 2012-2017, how ADRA engages and seeks influence within its international network, and the transition towards the new strategic partnership with MFA. Interviews with programme ADRA staff were structured around results and outcomes, including theories of change, support strategies and programme approaches.

After the interviews, the RT conducted a field mission to Malawi. TOR also anticipated a field mission to Sudan, but that was not possible - for details, please refer to the box on the next page. In Malawi, interviews were conducted with ADRA Malawi staff at HQ in Blantyre and SDRA with field staff in Machinga and Lilongwe. The RT also met with beneficiaries in Machinga and Lilongwe Districts e.g. Community Based Groups engaged in different activities (FMS, VSLA, HIV/Aids, and advocacy) as well as District Authorities (Education and Agriculture). External stakeholders such as government representatives, international NGO staff, donors, media representatives and NGO network representatives were also interviewed. The field mission was concluded with a debriefing session with ADRA Malawi senior staff.

From their home bases the RT continued collecting data through interviews with ADRA DK board representative; ADRA CO staff Malawi, Syria, Yemen and South Sudan; external stakeholders in Denmark and abroad such as cluster leads, other donors, and Danish NGOs.

In total the RT interviewed more than 70 people - details can be found in Annex B: List of People Met. All interviews were semi-structured, allowing for discussions on emerging observations and findings during the interviews.

Following the conclusion of most of the interviews, the RT made some preliminary analysis of the data, and presented these at debriefing meetings with MFA/HMC and ADRA-DK with the aim of validating the preliminary findings.

Followed the validation of preliminary findings, the RT proceeded to develop a draft report that was shared first with HMC and after incorporation of comments with ADRA DK for commenting. Based on the round of comments, a final report was developed.

Sudan field mission

According to the TOR, the RT was expected to visit both Sudan and Malawi. Due to the unrest in Sudan it was, however, not possible for the RT to visit Sudan. Alternatives visits were discussed with ADRA and MFA/HMC including visits to one of the Lot HUM countries i.e. South Sudan, Syria or Yemen. Similarly, due to the prevailing situations in these countries, visits were not possible.

In order to provide an assessment of results delivered under the HPA 2015-2017 as well as capacity to deliver the Lot HUM under the SPa, it was decided that the RT instead should conduct a more interview (Skype/telephone) than usual with ADRA CO staff in Syria, South Sudan and Yemen; ADRA International in Maryland-USA, ADRA-Africa Regional Office, ADRA Europe and ADRA Sweden; and with external stakeholders.

The RT was expected to also conduct skype interviews with staff from ADRA Sudan. However, these interviews were not conducted following the ADRA-DK advise that most of the staff in the Sudan office are new including the Country Director and the Programme Director. In order to cover results delivered in Sudan under the HPA, the RT has prepared a Country Brief on Sudan (See Annex I).

Annex D: Follow-up on Recommendations from the 2015 Review

Overview of 2015 Danida Review Recommendations

Recommendation	ADRA comments	Status, August 2019	RT assessment, October 2019
Results			
1. Results documentation should be strengthened: As part of the upcoming adjustments of its Action for Social Change Programmes, ADRA DK should identify and formulate not only outputs, but also key changes to be promoted (outcomes). Reference should be made to key thematic areas, where ADRA DK partners will provide assistance, so that changes take place at the level of both right-holders and policies. The results of the humanitarian interventions should be measured not only by outputs, but also by outcomes, especially in countries where ADRA DK is supporting a multi-year LRRD approach. Quality assurance of all results should be strengthened.	We agree that our results documentation should be strengthened. We are currently in the process of developing a global strategy with defined expected global outcomes as well as Theories of Change and new program documents for all ASC countries. One of the aims of this process is to strengthen monitoring and documentation of results. However, we believe that our partners and the communities they support should be the ones to define within which specific thematic areas (sectors) they want to promote change.	ADRA DK has ADRA has been working actively with partners to strengthen the focus on outcome and impact indicators to more beyond activity level reporting. This has been done e.g. through the use of the ToC approach in both humanitarian and development programmes and the introduction of higher level indicators in project proposals. The programme manual has also been revised to reflect this approach.	ADRA DK has improved results documentation, but there remains work to be done on measuring at outcome levels. See also Recommendation in RAM 2019.
2. There should be a quality check of the humanitarian assistance projects. Given the need to improve the context and target group analysis and the need to improve the logframe of the SAHEWA-3 project, it is recommended that a mid-term review be conducted before the end of 2015, and that the lessons learned be used to inform a revision of the project documents and subsequently the activities. As the review might provide useful guidance of relevance also	We agree on this and suggest to conduct a midterm-review of both SAHEWA-3 and WASAB in 2016. There are, however, several practical reasons why we would like to postpone it to October 2016 (Ramadan, rainy season, the Sudanese authorities' own evaluations etc.).	The CBWASAP programme has been phased out, and the SAHEWA programme continues. A review of the programme was conducted in January 2019, and the programme staff are working to address the recommendations from the review.	Reviews were conducted.

to other projects, it should be assessed if some of the recommendations are relevant also to other humanitarian projects.			
3. The CHS assessment and verification process should be moved forward. ADRA DK should agree with Danida the various steps and deadlines related to CHS self-assessment, verification and possible certification.	ADRA Denmark is committed to completing all three steps within the certification process. Through this process, we will strengthen our accountability measures, including complaint mechanisms, which will be an essential part of both humanitarian and development programming.	ADRA Denmark is currently preparing for a Verification Mid-term Audit (Aug.-Sept. 2019) after undertaking an initial audit in 2017 and a Maintenance Self-Assessment in 2018.	CHS process is on-going
4. ADRA DK should, in consultation with its partners, engage with other international (including bi- and multilateral) donors outside the ADRA network, who support ADRA DK's partners under the Danida frame. Partners should be encouraged to invite and chair coordination meetings with their donors. ADRA DK should, in dialogue with these donors, define how to strengthen the partners and how to enhance coordination and complementarity between ADRA DK and them. ADRA DK should likewise promote that all partners participate in relevant country-level donor coordination forums.	We are already doing this to some extent, but agree that coordination and cooperation with other donors can become more systematic. We agree very much that our partners should take the lead in this coordination, and we will continue our dialogue with them on this.	ADRA DK is still working on the issues addressed in the 2016, as the challenges are still the same.	Still work in progress.
Strategies			
5. ADRA DK should prepare an overall strategy covering development cooperation, humanitarian assistance, as well as organisational development. The strategy should position ADRA DK's work on Linking Relief Rehabilitation and Development and should include strategies for communication, fundraising and ADRA	We agree on this recommendation. As mentioned above, we have already started the process of developing an overall strategy, which will cover both development and humanitarian programs as well as organizational development, fundraising, communication, ADRA	ADRA Denmark completed a strategy development process in 2016, resulting in the development of our Global Strategy 2017-2019. We have already begun a new strategy development process in order to develop a strategy covering the 2020-2025 period. It is	Strategy developed

business. The present Action for Social Change and Communication for Social Change approaches would be part of the development strategy. The overall strategy should include criteria for geographical and thematic priorities. **The relevant underlying strategies and policies such as country strategies, partner strategy, thematic (gender, rights-based) and other underlying policies should be finalised or developed and linked to the overall strategy, based on the Theory of Change.**	Business etc. The strategy will unfold our Human Rights Based approach as well as define how we work with LRRD, and it will include criteria for geographical and other priorities. Current sub strategies will be partly integrated into the global strategy, and action plans will be developed to describe the envisaged activities within relevant thematic areas in more detail.	expected that this process will be completed by December 2019.	
6. Context and target group analysis should be strengthened. In order to justify the selected targets for outcomes, ADRA DK should improve its context analysis. The analysis should include a more detailed breakdown of target groups, including the most vulnerable and their needs, how to pursue an HRBA (Human Rights Based Approach) integrating the PANT (Participation, Accountability, Non-Discrimination and Transparency) principles, humanitarian principles, gender and protection issues. The policies and tools for this should be updated or developed as appropriate.	We agree on this and have already started improving our context and stakeholder analyses as part of the process of developing new program documents. These will include analyses on rights-holders and duty-bearers, ratification of human rights instruments, fulfilment of economic and social rights, respect for civil and political rights etc.	We have continued to strengthen our tools and resources available for developing stronger context and stakeholder analyses. Our Programme Manual and Programme Document formats have also been updated to emphasise the necessary steps to be taken to develop good analyses. This is an area where we will continue to support our partners in order to build their capacity and improve our documentation.	It remains unclear how the needs of the most vulnerable are considered. See also recommendation in RAM 2019.
7. Policy-level interventions should be strengthened. ADRA DK supports a considerable number of interventions at community and local levels. As part of the upcoming formulation and adjustment of the ASC programme, evidence-based advocacy interventions should be strengthened at district and national levels in order to hold duty-bearers accountable.	We agree on this and are continuously encouraging our partners to engage in policy-level advocacy. The ongoing development of Theories of Change for all ASC countries is instrumental in strengthening our partners' understanding of the need for advocacy-interventions at district and national level. We will, however, make an effort to further	This has continued to be a focus over the past few years with HRBA becoming a more prevalent approach in our programmes, and simply becoming better understood among our partners. It is something we will need to continue to work on, but we have been actively emphasising the need for increased advocacy efforts both among our partners and	ADRA DK is active at district level, but only to a limited extent at national level. See also recommendation in RAM 2019.

	encourage our partners to engage in specific areas for advocacy.	throughout the wider ADRA network. Our Communications Director is a member of the ADRA Network Advocacy Working Group, with the aim to actively promote an stronger understanding of and more significant efforts to using advocacy to improve our project impact. We have also held a number of trainings for the ADRA Network on advocacy and HRBA, among European ADRA leaders, with the ADRA Slovenia office, and also for the wider ADRA network at an annual gathering.	
8. ADRA DK should, in countries of cooperation under the Danida framework funding agreement, to the extent possible actively promote ADRA DK partners becoming nationally registered and taking part in national civil society networks. Likewise, ADRA DK's partners should be encouraged to actively engage in – and/or co-finance – national advocacy activities implemented by other national civil society organisations and networks. ADRA DK may support their partners in mapping sub-national and national network in which it could be relevant for the partners to participate in order to strengthen their advocacy work.	All ADRA DK partners under the framework agreement are local organizations with a local constituency, bylaws and boards. They were all initiated by the Union of Adventist churches in their respective countries. They have no external HQ, nor do they operate outside their own countries. ADRA DK will do its utmost to encourage our partners to actively engage with the local civil society actors and to promote engagement in national advocacy activities undertaken by other national civil society organizations and networks. ADRA DK will also help our partners in mapping relevant sub-national and national networks in order to strengthen the advocacy work. ADRA DK will encourage but cannot decide whether our partners decide to register as national	We are continuing to support and encourage our partners to become more active participants in their national civil society networks. ADRA Sudan, for example was recently the Chair for the National NGO network.	ADRA DK could do more at the national level. See recommendation in RAM 2019.

	NGOs or they want to be registered as INGOs in order to access international funding, participate in the International NGO fora, and avoid vulnerability towards the government.		
9. ADRA DK should, as part of the preparation of the new strategy, develop a clear policy for Linking Relief Rehabilitation and Development (LRRD) that defines how ADRA understands LRRD, and sets out guidance for how to implement it. The preparation of an LRRD policy could contribute to linking the development and the humanitarian assistance.	Please refer to point 5.	This is an area that we have yet to finalise. It is an area we want to be stronger and more explicit about. It will be a prevalent part of our 2020-2025 strategy.	ADRA DK has not yet finalised a policy/approach paper on this.
Capacity development and learning			
10. Partner capacity development should be done more systematically and be based on a proper organisational analysis. The tools for capacity development should be formalised, including how to assess changes. Such tools could include: i) capacity assessment of partners (e.g. based on the Integrated Organisation Model); ii) information about a rights-based approach and advocacy; and iii) information of ToC. A capacity development plan could be formulated with each partner, outlining exact targets and time lines.	We agree on this and will develop a more systematic approach to organizational analysis as well as to how we support capacity development of our ADRA partners (specifically within the areas of fundraising, HRBA and advocacy). A capacity assessment tool – possibly based on the IOM – will be included in our program manual (please refer to point 12). Capacity development plans will be coordinated with other partners of the respective ADRA (please refer to point 4) as well as with the Africa regional office of ADRA International (ADRA AFRO).	ADRA Denmark also underwent the ADRA Accreditation and Licensing (AAL) process in May 2019. This is the ADRA networks new process to assess ADRA organisations against various standards necessary to receive/maintain the ADRA License and to gain accreditation. The AAL is a replacement of the CORE process. This assessment has also been undertaken by all of our implementing partners, and it is expected that the results of these assessments will allow us to develop a more structured capacity building process across the ADRA network. ADRA Denmark has actively advocated within the ADRA network to establish a more clear division of	ADRA DK has completed the AAL and will be licensed. However, the AAL is mainly focusing on compliance systems and procedures and to a lesser degree on human capacities and leadership skills. An area to be strengthened. Se recommendation in RAM 2019.

		responsibilities in regards to capacity building of weaker offices within the network. We have, for many years, conducted a number of capacity building initiatives with our implementing partners, however, there has been limited communication and structure across the network as to who is doing what and for whom. This has resulted in a number of overlapping capacity building activities. We have taken the initiative to include the ADRA Africa and ADRA MENA Regional Offices in our initiatives to help the coordination processes, but our initiatives are not enough. We have appealed for a wider capacity building effort to originate from ADRA International and the Regional Offices, and we hope that this will be a result from the AAL process.	
Financial and organisational coherence			
11. ADRA DK should, as part of the Organisational Development action plan, carry out a comprehensive mapping of the ongoing and future system developments and capacity requirements in a plan for subsequent approval by the Board. The plan should cover the need for capacity development to strengthen the staff's knowledge and inputs to the programme and project cycle about thematic and crosscutting areas, such as advocacy, gender, livelihood and savings, as well as the	We agree on this and will carry out this mapping as part of the process of developing the organizational development section of the global strategy.	ADRA DK has actively worked to address the weaknesses identified by the 2015 review. Capacity building of staff, an increase in the number of staff to meet the various demands on the organisation, an updating of systems, processes, policies and procedures has also been a priority over the past few years. A new strategy develop process is underway (see #5), and	ADRA DK has not conducted a mapping of the capacity requirements. See also recommendation in RAM 2019.

other thematic areas identified in each of the staff member's job description.		organisational learning and sharing has become more a prominent feature across the organisation. We have upgraded our programme manual to reflect the various requirements on our programme activities and our programme staff. We are also undergoing CHS verification (see #3). This process of improvement and strengthening the organisation is ongoing.	
12. ADRA should develop a comprehensive programme manual, which should double as a partner manual, to which the financial management manual, partner monitoring manual, procurement guidelines, M&E manual, and other programme related manuals, procedures and guidelines should be sub-documents.	We agree on this and have already started developing an overall outline and some sections (as part of the process of developing new program documents). The manual will include financial and narrative reporting requirements etc. to our partners vis-à-vis ADRA DK in order to comply with the Danida requirements. It will however not prescribe how our partners' own systems should work.	ADRA DK has developed a Programme Manual for use by all Programme staff. It was most recently updated in August 2019 to reflect additional CHS requirements/activities. All supporting formats, templates, tools and guides are updated as necessary.	A programme manual has been developed.
13. The M&E system should be reviewed and fine-tuned so as to document how results and targets are consolidated and aggregated at higher levels, and so that methods and systems set out how to institutionalise knowledge and learning, converting it into innovation.	We agree on this. Reviewing the M&E system is closely related to the development of a global strategy, new program documents and a program manual.	See #1.	There remain work to be done on results at higher levels. A new M&E Officer has been recruited in 2019.
Overall recommendation for follow-up on previous reviews and for organisational development.			

A brief action plan for organisational development should be prepared and referenced to the overall strategy in order to ensure coherence and overall follow-up, to address the weaknesses identified by ADRA DK in its SWOT from August 2015, and to follow up recommendations from this and previous Danida reviews and the RAM assessment.	The development of specific action plans will be done as part of the development of a global strategy as described under point 5 and 11.		No action plan for OD has been developed.

Annex E: List of Recommendations 2019

Recommendations 2019	Proposed deadline for follow-up	Responsible	ADRA DK management response 2019
R1: In the planning of new donor-funded programmes including also the future SPa 2022-2025, ADRA DK should pursue joint programming with other ADRA (donor) partners. New programming should support ADRA COs opportunities to operate and implement more coherent One-Country - One Strategy - One Programme-based approach including opportunities to pursue a One-Programme Reporting framework.	Every year	ADRA DK	
R2: The ADRA DK Board should consider strengthening its capacities to manage contextual risks, as well as capacities in financial oversight and risk management within the global humanitarian agenda. Further, in conjunction with the new Strategy 2020-2024, the Board should engage in the discussions on the future required capacities of Secretariat.;	By January 2020	ADRA DK Board	
R3: ADRA DK should conduct a staffing needs assessment (skills and knowledge) and staff development plan in conjunction with the thematic, operational and organisational priorities of the upcoming strategy 2020-2024. Further, ADRA DK should ensure that the mix of ADRA DK staff matches the quality requirements needed to deliver on the programme portfolio and job descriptions should be updated accordingly.	By March 2020	ADRA DK	
R4: Based on the past ten years of experience with ASC, ADRA DK should strengthen the focus on sustainability planning and exit strategies for the various types of civil society and community groups	By June 2020	ADRA DK	

Recommendations 2019	Proposed deadline for follow-up	Responsible	ADRA DK management response 2019
(REFLECT, FMS, VSLAs, support groups etc.) receiving support through the SPa.			
R5: ADRA DK should articulate and verify the added value of implementing the current activities in Sudan and Ethiopia as a regional RIHA programme by assessing the synergies, challenges and opportunities. ADRA DK should also ensure that lessons learned from past implementation of Community Action Plans are analysed and thoroughly dealt with in the RiHA programme.	By January 2020	ADRA DK	
R6: ADRA DK should urgently finalise the approach paper on hum-dev nexus and resilience. If ADRA DK decides to work within the hum-dev-peace nexus, an assessment of the capacity required to expand into peace building should be undertaken.	By March 2020	ADRA DK	
R7: ADRA DK should lift the narrative reporting to the broader strategic level of social change with reference to established baselines and/or targets. This could be achieved by revisiting and adjusting the results/outcome indicators (in the Summary Results Framework) and ToCs for the selected change areas (Lot CIV and Lot HUM) in close coordination with CO programme staff. Furthermore, results reporting should reflect ADRA DK's aim of targeting the poorest and most vulnerable groups.	By March 2020	ADRA DK	

Recommendations 2019	Proposed deadline for follow-up	Responsible	ADRA DK management response 2019
R8: ADRA DK should develop a strategy for how to deal with COs that are not delivering satisfactory and consider the overall effectiveness between continuing capacity strengthening of existing COs relative to shifting resources and efforts to other countries or non-ADRA CSOs.	By June 2020	ADRA DK	
R9: ADRA DK should strengthen the institutionalization, scale and outreach of CO advocacy approaches at the national level. Under Lot CIV, this could be achieved through preparation and sharing of evidence-based and well-documented good practices from existing programmes, such as FMS and REFLECT adult literacy, with relevant national CSO networks and platforms.	By end of 2020	ADRA DK	
R10: ADRA DK should for each CO and project/programme, systematically map the financial risks related to e.g. context, type of activities, staffing, track-record etc. and tailor the financial monitoring and capacity development response accordingly.	By June 2020	ADRA DK	
R11: In collaboration with COs, ADRA DK should work towards defining key performance indicators to facilitate efficiency and effectiveness considerations in the planning and evaluation process. ADRA DK would benefit by linking up with other SPa partners with similar activities to share experiences and gain inspiration.	By June 2020	ADRA DK	

Recommendations 2019	Proposed deadline for follow-up	Responsible	ADRA DK management response 2019
R12: In the interest of predictable funding flows, the MFA should work towards ensuring that the SP 2022-2025 award process is completed in good time, preferably end of 2020.	End of 2020	MFA-HMC	

Annex F: Competencies available among ADRA DK's programme staff

I have basic knowledge and would be able to quality assure a project document

I have expertise and would be able to facilitate a training/workshop in this subject

Thematic knowledge/experience	Allan	Ashton	Adriana	Bjørn J	Christian	Karen	(Laura)	Søren	Helene	Agyedho	Gloria	Ole	Jens	Signe
Livelihood														
Agriculture														
Food security														
Farmer Market School														
VSLAs														
Value chains														
Private sector														
Education														
Child protection														
Shelter/housing														
Cash-based programming														
WASH														
Health														
Peace and reconciliation														
HUM-DEV-PEACE-nexus														
Gender														
Youth														
Protection														
Safeguarding														
Complaints mechanisms														
Religion and Development														
Civil society														
Human Rights Based Approach														
Advocacy														
Communication for Social Change														
Participatory approaches														
Capacity Assessments														
IATI														
Programme Cycle Management competencies														
Context analysis														
Stakeholder analysis														
Risk assessment														
Development of project document														
Development of budget														
Theory of Change														
LFA														
M & E														

Source: ADRA DK

Annex G: Overview of the main FA components

Overview of focus and key outcomes from Framework Agreement 2015-2017

	2015	*2016*	*2017*
Country programmes	Burundi DRC Malawi Rwanda South Sudan Uganda Zimbabwe	Burundi DRC (until June) Malawi Rwanda Uganda Zimbabwe	Burundi Malawi Rwanda Uganda
Programmes	Action for Social Change	Action for Social Change	Action for Social Change
Global /strategic priorities	i) Livelihood ii) Education iii) Legal frameworks	i) Livelihood ii) Education iii) Gender iv) Markets	i) Sustainable livelihoods ii) Education iii) Gender iv) Markets
Cross-cutting priorities	i) Advocacy district and national ii) Civil society empowerment iii) HRBA iv) Communication for Social Change (CFSC)	i) Citizen-centred advocacy ii) Civil society empowerment iii) HRBA iv) CFSC v) Farmer Market School	i) Citizen-centred advocacy ii) Civil society empowerment iii) HRBA iv) Farmer Market School
Key reported outcomes *(what is the overall reported achievement – if any)*	• Good governance in CBGs • Improved public dialogue and government accountability • Media programmes influenced behaviour changes (e.g. hygiene, agricultural practices) • Improved personal income through trainings • Capacity building of local duty bearers contributed to solve community problems	• Duty-bearers addressed issues raised by CBGs • Media programmes contributed to raise issues of concern (e.g. infrastructure) • Access to public services gained through advocacy and increased income • VSLAs improved household capitals	• Issues raised and addressed by duty-bearers • Access to public services gained through advocacy and duty bearers trainings • Better access to health and education due to increased savings of VSLAs. • Higher numbers of women accessing leader roles in CBGs

People reached (according to annual results reports)	1,532 CBGs 16 local duty-bearers 54,531 individuals involved 34,396 female 20,135 male	1,104 CBGs 233 CBGs involved in advocacy activities 47,565 rights-holders gained access to public services 1,170 VSLAs	1,103 CBGs 135 CBGs involved in advocacy activities

Annex H: Overview of the main HPA components

Country	**South Sudan**			
2015 - BRES			*2016 - BRES*	
Objective(s)	**Stated indicators**	**Achievements**	**Objectives/targets**	**Achievements**
Ensure conflict affected children's right to quality education in emergency in Maiwut County, Upper Nile State	15 schools for 8000+ IDP and host community children Children accessing primary education is retained or increasing (baseline: 7,997)	7,436 children accommodated in 15 schools	5,200 conflict affected children enrolled and retained in 9 schools	6,305 children enrolled
			1) CLGs promote access, quality, equity, retention and peace building in schools	Training of 4 CLGs Training of 9 PTAs on value of education, peace building
Immediate objectives **1)** Safe and child-friendly temporary/semi-permanent learning spaces are rehabilitated for school aged children	12 TLS established through temporary classroom tents 15 learning spaces upgraded 7 semi-permanent schools rehabilitated	4 TLS (+11 with Norad funds) 6 water tanks in 6 schools (+9 with Norad funds) Awareness sessions on hygiene in 15 schools (7,436 beneficiaries) School feeding programme in 15 schools with increased attendance (7,480 beneficiaries)	**2)** IDP and host community children have access to basic primary education in the 9 targeted schools	110 education facilitators received incentives to teach 7 county education managers mentored teaching staff. Provision of materials for 92% of pupils and teachers. Provision of recreational material and 80% of pupils engaged in recreational activities.
2) Education authorities and parents have increased capacity to provide inclusive education	**2)** 15 schools provide inclusive education for 8000+ IDP and host community school children	58 education authorities trained 15 PTAs mentored Community dialogues and action plans		
3) Improved relevance and quality of education for pupils living in areas affected by conflict	**3)** 15 schools provide inclusive EiE for 8000+ children	Education workers trained 183 CEAs and education workers received incentives Essential teaching and learning material delivered in 9 schools	**3)** Pupils in the 9 targeted schools demonstrated good hygiene and sanitation practices	Campaign on good hygiene practices in 9 schools 670 dignity kits- for 83% of girls 8 schools out of 9 with segregated latrines and hand washing facilities
Total disaggregated	**7,436 children (boys 60% - girls 40%)** **180 Education authorities & teachers** (males 93%, females 7%) **15 PTAs** (average of 180 members)		**6,305 children** (boys 54% - girls 46%) **270 community leaders, parents and education facilitators and managers** (males 79%- females 21%)	
Total	7,709		6,568	

Country	**South Sudan**						
2017 - Maiwut		2017 - Juba					
Immediate objectives	**Achievements**	**Baseline**	**Targets**	**Achievements**	**Target**	**People reached**	

1) Community members and authorities in Greater Maiwut County promote enrolment, quality, equity, retention and peace building in schools	67 community leaders understand roles and mandates of the PTAs 13 coordination meetings held by PTAs and SMCs on how to support implementation plans at community level 5 Temporary Learning Spaces – resource mobilized by PTAs 3 schools engaged in school gardening	36 - - 0	**1)** The learning environment is conducive for 4611 children in 7 targeted schools	1. Children benefiting from school meals/porridge 2. Provision of school desks 3. Pupils in 7 schools have access to WASH 4. Hygiene and sanitation sessions for teachers and pupils 5. Dignity kits provision	4,611	5,397 946 5,397 5,508 860
2) IDP and host community children have access to primary education in the 9 targeted schools	9 schools opened until quarter 2 100% teachers use teaching material 24 facilitators knowledgeable in handling children with special needs	9 97% 24	**2)** Effective teaching, learning and protection services enhanced in 7 targeted schools	2.1. learning materials available 2.2. Training for education facilitators 2.3. training of teachers in child protection	90% 111	85% (4,611) 118 112
3) Pupils in the nine targeted schools demonstrate good hygiene and sanitation practices	29% of parents and pupils able to explain concepts of hygiene and sanitation 9 schools with pit latrines and hand washing facilities 20 school pit latrines and 18 hand washing facilities	10% (target : 50%) 18 latrines	**3)**PTAs/SMCs are effectively involved in supporting activities for schools including peace building, life skills and child protection	3.1. PTAs/SMCs trained in their roles and responsibilities 3.2. coordination meetings with emergency network		91 10
4) Strengthen capacity of ADRA SS to take an active role in community engagements	Training of 15 ADRA staff - 3 of them continued after relocation Revised reflect manual					
Total		**6,408**	**6,937**			
Total disaggregated	**6,100 pupils** (girls 38% - boys 62%) **117 PTAs (**female 39% - males 61%) **124 teachers** (female 50% - male 50%) **67 community leaders** (female 13% - male 87%)		**5,937 children** (girls 46% - boys 44%) **111 teachers** (male 60%- females 40%) **91 PTAs** (male 75% - female 25%)			

Country	Yemen								
	FLP 2016				FLPA 2017				
Objective (s)	**Stated indicators**	**Targets**	**Achieve-ments**	**People reached/budget**	**Objective(s)**	**Stated indicators**	**Targets**	**Achievement**	**People reached/budget**
Increased resilience and strengthened protection of conflict affected refugees, IDPs and vulnerable host community members	**A)** % increased perception of personal and community safety **B)** % of beneficiaries of food and CFW reporting reduction in use of negative coping strategies	70% baseline score 2.33 50%	3.7 score 37%	**CFW:** 720 Male: 398 (55%) Female: 322 (45%) Refugees: 331(46%) IDPs: 70 (10%) Host.: 319 (44%) **Food:** 9,988 individuals/ 1,500 households Male 50% Female 50% Refugees 40% IDPs 12% Host 23% Returnees 25% Children 52% Disabled 2% Elder: 3% **Protection awareness:**1,725 Male 39% Female 61% Refugees 56% IDPs 3% Returnees 36%	Increased resilience and strengthened protection of conflict affected communities in Aden, southern Yemen	% community members reporting increased perception of personal and community safety	70%	74%	**CFW:** 541 Male: 234 (43,3%) Female: 307 (56,7%) **Vocational training:** 40 Male: 50% Female: 50% **Protection awareness:** 1,222 Male: 458 (37.5%) Female: 764 (62.5%) **Community awareness:** 1,570 Male: 41% Female: 59%
						% community members reporting a reduction in the use of negative coping mechanisms	70%	91%	
Outputs **1)** 1,500 conflict-affected families have access to safe and nutritious food items	**1)** #families with access to safe and nutritious food items **1.2.)** % families reporting satisfaction with quality and quantity of food voucher	**1)** 1,500 **1.2.)** 80% **2.)** 720	**1)** 1,500 **1.2.)** 74%		**Immediate objectives** A) Community members in Basateen live in a safe and healthy environment and actively contribute to the well-being of their community	% community members reporting improvement in government services. Households in 11 blocks benefiting from improved public hygiene status	50 5,000	56% 6,612	

2) 720 conflict-affected families economically benefit from cash-for-work programs	**2)** #households benefit from CFW **3)** #beneficiaries reached for awareness and (self) protection sessions	3.) 1,200	**2)** 720 households **3)** 1,725 95% reported increased protection skills	Host 5%					
3) 1,200 targeted beneficiaries are living in a safer environment as a result of increased awareness and (self)protection skills					B) Targeted community members in Basateen become self-reliant	% of trainees employed or started own business after completing vocational training	70 %	83%	
Total	**Direct beneficiaries 11,908** male: 6,057 (51%) female: 6,376 (49%)				**Direct beneficiaries 3,373** male: 1,355 (40%) female: 2,018(60%)				

Annex I: Sample of ADRA DK projects (Rwanda and Sudan)

ASC programme in Rwanda (2015-2018)

1. Introduction

ADRA Denmark developed the Action for Social Change (ASC) programme in seven African countries (Burundi, DRC, Malawi, Rwanda, S Sudan, Uganda, Zimbabwe) through local partnerships since 2010. In Rwanda, the programme was implemented in five districts[12] in partnership with ADRA Rwanda during the years 2010 – 2018 and it was divided in three phases[13]. The programme was designed to create an environment where people living in poverty can empower and achieve their rights and livelihoods opportunities.

2. ASC results frameworks, strategies and partnerships

The ASC programme focused on social, economic and political empowerment of people living in poverty by strengthening civil society through advocacy and capacity building. The Community Based Groups (CBGs) were the primary stakeholders during the programme implementation. These groups belonged to different sectors, namely as livelihoods and food security (e.g. income generating activity groups, farming, livestock); education (e.g. Parent-Teacher Associations) or Health (e.g. anti-AIDS clubs). Thus, those were the main thematic areas, as well as the inclusion of cross-cutting themes of gender, governance, environment conservation or peace and reconciliation in some cases. Other key stakeholders were the Ministry of Agriculture and the Rwanda Cooperative Agency (RCA), since the ASC programme promoted the registration of CBGs as cooperatives.

The programme was designed including two different approaches: the Human Rights Based Approach (HRBA) and the use of the Communication For Social Change (CFSC) methodology. The HRBA aimed to transform the power relations between right holders and duty bearers, promoting a non-confrontational public dialogue between them and allowing community members to understand and claim their rights as well as promoting government accountability. With the CFSC, it is aimed to create social change in a participatory manner, where community members are in the center and have a sense of ownership of the whole process.

The CBGs were the space in which advocacy and capacity building activities took place, being a "collective center for democratic organizational experience and lessons in good governance"[14]. Through the training and use of advocacy, CBGs were expected to create stronger community structures and increase the capacity of its members to analyze their problems and engage duty bearers in the process of solving them. Furthermore, CBGs members were trained in numerous areas such as the use of advocacy tools (e.g. information on the policy and legislation), financial and organizational skills within a CBG (e.g. how to create an action plan, implementation of VLAs), literacy groups through the REFLECT circles or other topics selected by the CBG.

Until 2016, the Logical Framework Approach (LFA) was used as the main methodology for programme design and monitoring in the ASC programme. Thus, the first year covered in this case study (2015), is part of that second phase, in which the overall objective was "a strengthen, vibrant and locally rooted civil society in Rwanda that is a dynamic actor in social, political and economic processes in order to enhance sustainable development processes". It presented nine key performance indicators and three outcome indicators.

A common Theory of Change (ToC) across all the ASC countries was implemented from 2016, when the third and last phase of the Rwanda programme began. This third phase is characterized by an even stronger focus on

[12] Nyagatare (phased out in June 2016); Karongi, Nyamasheke, Kamonyi and Muhanga
[13] Phase 1: 2010-2013; phase 2: 2013-2015; phase 3: 2016-2017
[14] Brigitte Jallow, End Evaluation of the ADRA Action for Social Change in Rwanda, June 2018

empowerment through capacity building and advocacy, and a more explicit space for the discussion on the negative effects of social norms, especially centered on gender issues. The overall objective of the ASC programme from 2017 was "to contribute to a situation where people living in poverty are empowered to participate and contribute to realize their right to sustainable development".

In Rwanda, it encompassed three major change area, and nine new Key Performance Indicators (KPI), common for all the ASC countries, which showed more efficiently the programme outcomes (depicted in the Table 1). Each change area unfolds in specific dimensions of change that divides into specific preconditions for every dimension. There are indicators developed for each of the dimensions of change, that can be understood as "outcome indicators" even though they are named as "indicator statements" and it can appear unclear in which level are placed.

Table 1: Key Performance Indicators for the change areas of years 2016-18

Change areas (2016-18)	**KPIs**	**Targets**	**Achie-vements**
1) *Community structures that permit community members to communicate their needs, concerns and rights are in place*	#CBGs actively involved in advocacy initiatives	96	108
	# advocacy initiatives undertaken at community and/or district level	125	92
	# media programmes addressing rights related issues broadcast	380	314
	# rights related issues raised by CBGs addressed by duty bearers at community or district level	85	68 (out of 141)
	# rights-holders have gained access to public services due or partly due to the ASC programme	33,382	40,312
	# issues concerning government policy, which directly affects people living in poverty, raised on national platforms	35	30
2) *Community members have the knowledge and skills to claim and realize their rights and utilize livelihood opportunities*	# VSLAs with an increase in annual savings	165	206
	# **i**ndividual CBG and VSLA members with increased net income from income generating activities	4,283	6,237
3) *Social norms support the equal participation of all citizens*	# CBGs that have female representation	508	443

3. Summary of progress, monitoring and evaluation

The programme engaged a large number of CBGs in advocacy and capacity building activities, with more than 100 formal and 700 informal training activities per year[15]. The annual reports presented qualitative data through well elaborated case stories, that illustrated how the trainings directly helped community members to improve their livelihoods, leading to a better access to education and health services for their families. Additionally, it provides examples of changes in the community due to the use of advocacy. According to the ASC end evaluation report, the programme achieved its objectives to a high extent and created a high impact in their three major areas of change. This evaluation also considered that most of the ASC partner CBGs had a high sustainability potential, being able to independently continue their activities.

The annual reports indicate that the target indicators were achieved in all of their areas, however, these are missing for the year 2016. From 2016, there is a larger number of outcome indicators per change area (up to 11 indicators for change area 2), providing a more robust picture of the annual achievements, compared to the previous year 2015, which had three indicators. It is also stated in the programme document that the monitoring process would be as an action-reflection-action methodology across all the different ToC levels. However, there is no further details on the use of this methodology, besides that the ASC staff will reflect on indicators at all levels at the annual planning and reporting workshop.

Activities in Sudan (2015 – 2018)

1. Introduction

During 2015-2018, Danida funded two projects implemented by ADRA Sudan in partnership with ADRA Denmark. The projects were the third phase of the Sustainable Access to Hygiene Education and Water for All (SAHEWA-3) in West Darfur and the Community Based Water and Sanitation Project (CBWASAP) in the Blue Nile State. They focused on resilience and livelihoods strengthening, moving from recovery to a developmental approach. Both projects targeted local communities and Internally Displaced Persons (IDPs). From 2018, Sudan is part of the Resilience in the Horn of Africa Programme (RiHA), implemented also in Ethiopia with a development focus and supported with Lot CIV funds. Additionally, ADRA Sudan started an additional project in the White Nile from 2018, the Tamkeen Muzarein Project (TMP), funded by the EU and 20% co-financed by Danida through the SPA.

2. Focus and strategy of SAHEWA-3 and CBWASAP projects

The projects focused on the shift from recovery to development in both regions with a focus on access to safe water and sanitation and strengthening of livelihoods through the implementation of several community-based approaches: Community Action Planning (CAP), Community-Led Total Sanitation (CLTS), Farmer Field Schools (FFS), and Village Savings and Loans Associations (VSLAs).

CAP is an implementation approach that includes communities in the identification of their problems and the development of their own action plans, with the potential of empowering local communities. SAHEWA started piloting the CAP in 2013 and kept expanding ever since. In the CBWASAP project, the piloting of CAP started in 2016. According to an external 2019 CAP evaluation[16] of the SAHEWA and CBWASAP, this approach is relevant in the post-emergency context as it promotes a sense of ownership and contribute to the sustainability of activities as opposed to service delivery in line with the findings of a 2016 review of the two projects[17]. The 2019 evaluation pointed to the wrong use of CAP: used as an intervention rather than an approach. The quality, or at least the language of the 2019 evaluation leaves something to be desired, but the gist seems to be that the CAPs were

[15] Brigitte Jallow, End Evaluation of the ADRA Action for Social Change in Rwanda, June 2018.
[16] Musa Ali Atroun, "Evaluation of the use of Community Action Planning (CAP)", 2019,
[17] "If the CAP fits... A review of SAHEWA and CBWASAP Projects", May 2016.

implemented almost as they should be, but the results were more or less given: they should have a WASH project regardless of their priorities.

Over the years, there was a shift in the WASH strategy, with the use of the CLTS methodology that encouraged communities to become Open Defecation Free (ODF). ADRA established CLTS committees selected by the communities and trained them in the CLTS approach. These committees encouraged households to construct latrines and become ODF and they also played the role of advisors for hygiene matters. Community contributions are required when WASH structures like water pumps or wells are constructed or rehabilitated, and it is the household's responsibility to maintain the latrines.

The 2016 review stated that the strategies used were appropriate for resilience projects and contributed to develop the capacities of communities that present difficult access to water resources and loans.

3. The SAHEWA–3 Project

The SAHEWA-3 was implemented in West Darfur localities. Service delivery was substituted by community empowerment, livelihoods strengthening and partnership creations, in order to create resilience in areas of West Darfur with relative stability. From 2017 the phase-out strategy began, and one of the main objectives was to disseminate the community-based approaches among other organizations and institutions in order to ensure continued implementation by other NGOs, agencies or local institutions. The table below shows the project objectives and main achievements throughout the years 2015-18.

	2015-16	***2017- 2018***
Objective	*Reduced disease risk and improved livelihoods among selected conflict-affected communities of West Darfur*	*Strengthened resilience of the most vulnerable people in conflict affected areas of West Darfur*
Immediate	1. Improve livelihoods of both pastoralists and agriculturalists through improved access to water resources and other activities 2. To improve access to basic social services - health, water, sanitation and education - and the awareness of health, hygiene, water and sanitation issues in selected conflict affected communities 3. To maximize impact through up-scaling of best practices and better coordination and cooperation with other stakeholder in areas relating to first and second objective in two years	Livelihoods improved for all vulnerable communities and sustainable strategies for consolidation and further development developed by them
Summary of achievements	14 CAP activities completed (including classrooms, health post and dug wells) 32 new VSLAs formed (462 members, 84% women) 4 community-managed water yards 3 communities became ODF through CLTS 8 water committees using CAP to mobilize communities 11 groups of FFS Rehabilitation of 18 wells FCDO started using VSLAs in other projects	25 activities implemented as part of CAPs (water points, dug wells, water yards)- only 25% financed by the project 22 new VSLAs established and trained with ADRAs partners and the Village Agents, who will take over VSLAs activities after phase out Introduction of Farmer Market Schools – Ministry of agriculture supported the piloting Strengthened cooperation with the Ministry of Health 63% of communities targeted in 2018 are ODF (15 out of 24)

	2015-16	*2017- 2018*
Beneficiaries	2015 Direct beneficiaries: 17,191 - IDPs: 846 (5%) - Host: 22,492 (97%) Expected: 55,370 2016 Direct: 26,635 - Host: 22,374 (84%) - Returnees: 3,462 (13%) - IDPs 799 (3%) Expected: 67,480	2017 Direct: 8,816 - IDPs: 617 - Host: 7,319 - Returnees: 882 2018 Direct: 21,289 - male 4,469 (21%) - female 8,280 (39%) Expected: 67,480

Formation of VSLAs continued, which is relevant in areas with limited access to credit. The Farmer Fields Schools were also intended to contribute to the livelihoods strengthening. The indicator used to measure it was the adoption of new knowledge in FFS, which seems challenging to achieve and measure in a short time. According to the SAHEWA review the FFS were not implemented systematic, but was nevertheless appreciated by participants.

Regarding WASH activities, the access to wells was assessed at the beginning of the project, and the ones that would be rehabilitated were identified. The WASH project team monitored the status of water management at the communities. At the same time, Water Steering Committees were trained in order to maintain their own water resources. In the annual report from 2015, it was reported that there were still challenges in order to figure out water strategies that would not cause conflict between the community members and the pastoralists. During the phase-out years, the project contribution for rehabilitations decreased, and the deficit was picked up by the communities.

4. The CBWASAP project (2015 – 2018)

This project is the continuation of the WASAP project in the Blue Nile State, re-named as Community Based Water and Sanitation Project (CBWASAP) after 2015, due to its stronger community-based approach with CLTS and CAP integrated in the programming, instead of the previous delivery of water and sanitation assistance. Its overall objective is "to reduce disease risk and improved livelihoods among selected conflict affected communities" in the Blue Nile State. The programme was phased out earlier than expected, when Sudan was included within the regional RiHA programme. During 2017 one of the main objectives was to ensure continuation of the new approaches through the training of community members and ADRA staff. Results can be observed in the table below.

As stated in the annual reports, the community response towards the CLTS was very positive and in the second year of the project (2016) some communities covered 100% of the costs of the household latrines. This is also presented in several case stories documented. The last reports pointed out that the new approaches strengthened community resilience. However, there was not a quantitative approach to it, even though some indicators were prepared to be collected. Additionally, one challenge identified at the beginning of the project were the gender roles, and the difficulties in ensuring participation of women in the new initiatives, nevertheless, there was an increase in the number of women participating in VSLAs – for instance, in 2016 they represented the 66%.

The annual reports are not always clear in describing the results, and some indicators that they are not used for monitoring or they changed over the years, making it difficult to compare outcomes over the years, even though the objectives remained similar. For instance, in the year 2017 some of the monitoring indicators were not used due to difficulties in accessing some villages and because they were not considered useful (e.g. level of household resilience). Likewise, household surveys were not carried out either, which were supposed to give information on household assets, as the indicators were deemed in need of further revisions.

	Achievements		
Immediate Objectives	2015	2016	2017
1)To improve livelihoods of both pastoralists and agriculturists through improved access to water resources and other activities	67% VSLAs increased total savings (3 out of 5)	80% VSLAs increased their "share" price – creation of 20 new VSLAs with 516 members (66% women) 28 haffirs out of 55 with an active management committee 90% of haffirs monitored holding water at the end of dry season 55% of CAP projects completed (5 out of 9)	1) Strengthen resilience of the most vulnerable people in conflict affected areas of Blue Nile 17 new VSLAs established 56% VSLAs increased their share 40% targeted communities are ODF (4 out of 10) 11 CAP projects with communities assuming 56% of the costs – 7 completed 45 community facilitators trained as Village Agents (60% men, 40% women) to take over ADRA and Mubadiroon's role
2) To improve access to basic social services to water and sanitation for conflict affected population in Rosaries, Damazin, Geisan and Tadamon	46% target population with access to safe sanitation (target 50%) Trainings of water committees and assistance with well construction Pilot implementation of CLTS – 117 latrines constructed (10% of Households) Health and hygiene trainings in communities	48% of targeted communities with access to safe drinking water 5 completed water pumps/wells as part of CAP – 19% financed by community 50% of targeted villages are ODF (2 out of 4)	
3) To maximize impact through up-scaling of best practices and better coordination with other stakeholder in areas relating to its first and second objective in two years	No trainings No publications	Formation of PTSC to share the project approaches VSLAs: promoted by the Ministry of Social Welfare and incorporated in the projects of Mubadiroon organization Implementation of CAP by MOE	
Planned number beneficiaries	Direct: 110,663		Direct: 75,149

Reached beneficiaries	Direct: 36,788 men 50% - women 50% IDPs 15% - host: 85% Indirect: 5,690	Direct: 44,391 Children 50% women 24% -men: 26% host: 72% IDPs 28%	Direct: 53,147 women 25% men: 25% boys 25% girls 25% host 74% IDPs: 26%