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Review Report of Save the Children Denmark

Thematic Review & Capacity Assessment of Save the Children Denmark, with special focus on Partnerships in Development and Humanitarian Assistance

Prepared for the Danish Ministry
of Foreign Affairs

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List of Abbreviations

B2B	Business to business
CCA	Climate Change Adaptation
CCDRR	Child Centred Disaster Risk Reduction
CO	County Office
CFS	Child Friendly Spaces
CRG	Child Rights Governance
CRGI	Child Rights Governance Initiative
CS	Civil Society
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
CP	Child Protection
DRR	Disaster Risk Reduction
EIE	Education in Emergencies
ERR	Emergency Response Roster
EYE	Education for Youth Empowerment
GI	Global Initiative
GIE	Global Initiative on Emergencies
GIS	Global Information System
GOP	Government of Pakistan
HAP	Humanitarian Accountability Partnership
IP	International Programmes (of Save the Children)
KPI	Key Performance Indicator
MEAL	Monitoring Evaluation Accountability & Learning
MFA	Ministry of Foreign Affairs
MS	Member Service
NFI	Non Food Items
NDMA	National Disaster Management Authority
RO	Regional Office
ROI	Regions of Origin Initiative
SC	Save the Children
SCD	Save the Children Denmark
SCI	Save the Children International
SC IP	Save the Children International Programmes
TA	Technical Assistance
TOR	Terms of Reference
TVET	Technical Vocational Education & Training

1. Introduction

1. This report has been prepared in response to the Terms of Reference (TOR) issued by the Danish Ministry of Foreign Affairs (MFA) of September 2011 (see Annex A). The overall objectives of the review are to:
 - Provide MFA with an assessment of Save the Children Denmark's (SCD) capacity to implement international programmes through the Save the Children International (SCI) structure, in view of the latest reviews and annual negotiations,
 - Analyse and assess the organisation's performance in relation to the partnership focus, which was chosen as a theme for the review, with special focus on documentation of results and capacity of SCD to implement key areas within their international assistance,
 - Provide input to preparation of a Partnership Agreement in the humanitarian field,
 - Provide a basis for a mutual dialogue and learning process for SCD and MFA.
2. It should be noted that this review was undertaken during a major transition phase for SC both internationally and in Denmark. With the decision to integrate all international programmes under a common global implementation structure, namely Save the Children International Programmes (SC IP) with 6 regional offices (ROs) and up to 70 national SCI country offices (COs) worldwide, many of the recommendations put forth in the 2007 thematic review of SCD have been overtaken by events and the need to integrate and align systems under the new IP structure.
3. The London SC IP office was literally being staffed and operationalized as the review was going on with the aim of having undertaken most of the transition by the end of 2012. Concurrently, a similar reorganisation was taking place in SCD with the new organisational structure announced on 1 Dec 2011 (towards the end of the review process). While the review could make some firm observations on how SCD has prepared for this new operating mode across the global Save the Children movement and its likelihood to succeed in implementing its international strategy through the new framework, it is still very early days for the new operating system. Many policies and procedures still need to be 'tested' in day to day implementation at a larger scale.
4. The review has therefore taken a flexible and learning-oriented approach, focusing on current capabilities and examples from focus countries¹, but also on *potential gains, risks and opportunities* for international programming within the new SC IP framework, given that the organisation is still in the midst of transition.

2. Approach & methodology

5. The review aimed at taking a holistic view of SCD's operations, covering both development and humanitarian interventions. The two focus areas (*partnerships* and *humanitarian assistance*) have been dealt with both as cross-cutting themes and specific areas of intervention. In Save the Children's international strategy of 2009 the *dual mandate*² (humanitarian and development) of the organisation is being defined and promoted with a renewed organisation-wide commitment to making it a focus across all operations.

¹ Pakistan and Bangladesh.

² Meaning that all international operations of Save the Children should have the resources and abilities to operate both in development and emergency settings and that SC Members should have the capacity and technical skills to programme for both.

6. However, *emergency* work is also one of six distinct Global Initiatives and areas of delivery for SCI with its own structure for international coordination and Technical Assistance (TA). Likewise, *partnerships* are placed at the core of Save the Children's theory of change in the new strategy, and should therefore permeate all operations. Yet, it comes across particularly strongly as a component of Child Rights Governance which specifically looks at the role of different stakeholders, with an emphasis on a strong civil society as a way of holding duty bearers to account in fulfilling child rights obligations.
7. The review looked at SCD's strategy in light of the ongoing *broader SCI reorganisation*, and implications for its portfolio of interventions and internal skills base. As also recognized in the TOR, it is not possible to look at SCD in isolation of SCI (both the SC IP structure and roles of other SC Members), and the review therefore also looked at limitations and opportunities in the new integrated programme structures. Although beyond the immediate scope of this assignment, some observations during the consultation phase have therefore been directed more towards SCI rather than SCD. Given the ongoing transition, this was considered relevant when issues had an effect on SCD strategic interests, or when the issues could further inform the way SCD and SCI interacts in the new strategic framework. The review team has, however, tried to be specific about *who* recommendations are directed towards, and *at what operational level* it should be addressed or taken forward.
8. The review consisted of a desk study, consultations at SCD, the SC IP unit in London and SC Regional office for Asia (Singapore), as well as country and field visits in Bangladesh and Pakistan. Debriefings were held at SCI country offices and SCD head office, with a final workshop in Copenhagen with representatives from MFA, SCD and SC IP.
9. At the time of the review visit to Bangladesh the SCI Country Office (CO) had been operational only one month (since 1 October 2011), having merged four previously separate programmes: Save the Children Sweden-Denmark (SCSD), SC US, SC UK and SC Australia. The review therefore looked broadly at operations and systems under the new SCI structure, but focused on the former SCSD programmes which had been 'lifted into' the new SCI structure, and still operated largely with its own policies and strategies. In Pakistan, operations and management structures were fully integrated under the new IP structure, even though delays in obtaining official registration as SCI meant the office was still formally operating as SC US.
10. Issues around organisational capabilities have been clustered into three main types of system-wide³ capacity:
 - (i) *Capacity to deliver*: looking at mainly at strategic and organisational positioning in view of the overall strategic framework and how the organisation is set up to deliver on strategic objectives,
 - (ii) *Capacity to relate, learn, renew & adapt*: the energy, synergies and thematic collaborations within the overall structure that should lead to improved programming, exchange and learning with work processes in place for adaptive management,
 - (iii) *Capacity to control & stay accountable*: the financial management systems, issues related to efficiency and organisational accountability and compliance.Further details about the methodology are available in the Review Inception Report⁴.

³ Referring to the goal of SCI now delivering international programmes as one global system.

⁴ Available upon request: cor@nccg.dk.

3. Strategic Framework & Organisational Capacity

3.1 Overall strategic framework

11. Overall SCD is in a very different place as an organisation today compared to when the last MFA funded thematic review and capacity assessment was carried out in 2007. The global strategy of SC (adopted by SC Members in 2009) marked an important turning point in the organisation's history in that for the first time, SC Members agreed on a common global strategy outlining thematic priority areas – defined as global initiatives (GIs) – and a joint implementation structure for international work, Save the Children International Programmes (SC IP). With a major, and still ongoing, organisational transition since then, the new structure is expected to be fully globally operational at the end of 2012. In addition to defining this new implementation framework, the 2009 global strategy set some ambitious targets in terms of *reach*, *impact* and *revenues*, based on the overall objective of organisational growth.
12. By ‘merging’⁵ the implementation of international operations of SC globally, it became the largest independent child rights organisation in the world with combined revenues of over a billion dollars, channeled into programmes employing over 14,000 staff. Yet, it also became an intricate global system with differing interests and funding contributions that will now have to co-exist and compete for space (*See Annex V: SCD Placement in the Global SC System*).
13. To help SC Members and country offices navigate this intricate system, a *Member Services function* was created which will have some 70 staff worldwide, and which is seen as an ‘intelligent filter’ between SC Members and country operations. It also ensures that the COs operate according to standard procedures and deliverables, in particular in relation to funding proposals or submissions from COs to members. The service also maintains the SCI Intranet which aims to be a clearinghouse for information and potential collaborations across the system. The Membership Service is not to be overlapping with internal control, compliance and programme support functions. Neither is it part of communications services. During the transition phase, it appears to have an added value in facilitating system-wide collaborations according to common tools and guidelines (all which are new), and to ensure that training in systems and procedures are conducted as needed. When systems are in place, one should however be careful to avoid it becoming an extra administrative layer, or a bottleneck for more direct contacts and collaborations across the system. A transformation of the service into capturing internal learning, knowledge management and facilitation of information sharing could in the longer term be feasible, but if so, this needs to be reflected in its composition, staff and mandate. The cost-effectiveness of the Service should also be regularly assessed as it will employ many senior international cadre staff across the 70 SCI offices. A less costly structure that is not running in parallel, but effectively taps into other organisational functions may be possible.
14. For small to medium-sized SC Members like SCD, the transition into SCI clearly has meant an opportunity to have a say in a powerful global movement for children and to influence global SC policies. Initial gains include the establishment of the Child Rights Governance (CRG) global initiative, together with other Scandinavian SC Members, as one of the six global priority areas (GIs)⁶. SCD also managed to get Education for Youth Empowerment

⁵ So far, mostly implementation *structures*, and to a lesser degrees *programmes* have been merged.

⁶ The GIs are: (i) Everyone – a global campaign on child survival, (ii) emergencies, (iii) education, (iv) child protection, (v) child rights governance, and (vi) HIV/AIDS.

(EYE) accepted as one of the sub-themes under the Education GI. SCD and other Nordic SC Members also pushed for the recognition of partnerships as a central component of the common Theory of Change⁷.

15. In a globalized system, there is however the constant and underlying threat of being sidelined when it comes to practical implementation priorities next to the bigger SC Members, like US or UK, who contribute with large amounts of funding (and staff) to the system. To prepare for this transition and new operating mode of SC globally, SCD has had to revise its own thematic strategies and align systems and operations. This process began already under the SC Alliance's Unified Presence in countries which was reviewed by MFA in 2007.
16. The advantages of having a unified, less fragmented global SC implementation system are evident in terms of effective delivery and the potential for knowledge sharing. A detailed risk management system for implementation under the SC IP framework is also underway of being developed. At a more overarching *strategic level* the post-transition period would nevertheless benefit from having a more elaborate plan for self-critical review and organisational learning, particularly when it comes to assessing how quality in programming and outcomes for children is being improved under the new strategy. Many new work processes, policies and procedures will have to be tested in practice, and quality in programming – which to date has been led by the GIs – would need to be continuously assessed in terms of uptake in the IP system. For SCD it would be particularly important to assess to what extent its pronounced focus on a rights-based programming approach across thematic areas is being maintained under the new implementation framework. Further **observations about gains and potential risks** related to the overall strategic framework are included in the below paragraphs:
17. *Structurally driven process*: The transition towards a global strategy and joint implementation framework under SC IP was largely *structurally driven*, based on initial experiences of harmonizing procedures and practices under the Unified Presence in programme countries. As such, the work on systems, structures and procedures is more advanced than the programmatic transition even though the work was initiated with the approval of a joint strategy and thematic areas (articulated as GIs) in 2009, for the first time outlining a joint programmatic direction for SC's work worldwide. However, the potential advantages of having integrated programmes where several SC Members contribute to shared objectives under the same programming framework are still largely unexplored at country level. Moreover, GIs have been established but their effectiveness in informing programming is still unclear and untested.
18. *Dominating 'growth paradigm'*: The rationale for increased reach (in terms of number of children and youth) as a result of improved organisational effectiveness in a joint delivery framework is convincing. However, the arguments for augmented *quality of processes and results/impact* could also have been put forth more clearly. The ambitious growth targets⁸ which in turn puts demands on SC Members to be more effective in their fundraising, is poorly explained and justified in the strategy documents. A couple of risks are linked to this: (i) the overall emphasis on 'reach' and 'growth' (also in terms of revenue) *could* mean that it is less attractive for SC Members to pick the 'forgotten crises' or less attractive, sparsely populated countries for their activities in the future (e.g. in Central Asia), whereas donor/fundraising 'darlings' could see a 'crowding in effect' by programming SC Members. It is of relevance to SCD

⁷ SC International Strategy, 2009.

⁸ From around USD 1.4 billion globally in 2010 to USD 2 billion in 2015 as a target set by the Board.

which has prided itself on also picking smaller countries/forgotten crises in the past, and being guided primarily by *need* instead of *reach/potential fundraising potential*.

19. *Finding the right level of investment:* Smaller and medium-sized SC Members have had to incur additional costs (and have not had savings, as assumed) to position themselves strategically in the new global SC structure, through GIs (funding staff positions and activities) as well as having TA expertise at HQ level and in the regions/countries of operation. For SCI to be a global actor in emergency response, Members also have to be able to contribute with relevant personnel to the global emergency roster.
20. Up to now, investments in the new implementation structure have largely been done *without letting go* of the old structures of each Member designing and coordinating its 'own' programmes with in-house country-specific desk officers at HQ overseeing the work. The difference is that the work is now done in liaison with SC IP and within the framework of the joint global SC strategy.
21. The overall business case *assumes* savings at the global SC level, but nobody in the system *controls* the extent to which SC Members use the common structures for TA and implementation oversight and coordination, and the extent to which they supply their own TA personnel to implement "their" programmes⁹. Pooled global TA under each GI is being discussed, but is felt to be quite far off into the future, especially since GIs are voluntary 'advisory outfits' to programmes implemented by SCI country offices. Efforts so far include creating a joint database over potential TA for GIs to facilitate access. In practice, however, the selection in choice of TA to a programme tends to be either by the funding Member (supplying its own TA with the funding), or through the SCI staff member's own contacts and preferences at country level.¹⁰
22. *Finding the right level of specialization:* The extent to which it is optimal for small- and medium-sized SC Members to specialize themselves (with thematic and process experts that work across themes) is dependent on how the rest of the system reacts. A too strong specialization can mean difficulties in attracting funding for a broad range of programmes from home donors and the domestic funding base (and therefore less influence and 'muscle' globally). Yet too little specialization can mean that SC Members spread themselves too thin to produce quality inputs to the rest of the system. This is particularly relevant in the resource-intensive area of humanitarian action, and in terms of funding staff for the global roster.
23. *Harmonized but not necessarily aligned:* The move towards harmonizing procedures and increasing coordination across SC in-country programming is entirely in line with aid effectiveness principles and 'good donorship'. At the same time, SC risks becoming a very important and dominant actor in some resource-dense programming countries. As an implementing INGO with its own structures, policies, and vertical programming priorities (through Membership-owned/SCI-driven GIs, located outside the CO) and reporting requirements primarily for 'upwards' rather than 'downwards' accountability, there is a risk that the SC system does not sufficiently 'align' itself to fit with national systems, structures and priorities. However, SC works closely with UN and national structures in the programming phase. The longer term vision may be to increase and help strengthen the

⁹ This is different for those GIs coordinated and led by SCI, like the one on emergencies where TA and additional staff needs are centrally pooled.

¹⁰ From the examples encountered during this review, those who transferred from a certain SC Member into SCI tended to seek out TA advice from their old employer's TA pool, such as their former colleagues/ professional networks.

number of 'national' implementing¹¹ SC Members (such as SC India), but this was not considered a viable business model at the time of this transition. Instead, COs are registered as 'international NGO' under SCI. This may by default work against the establishment of more national SC Members in programming countries.

24. *'Agent of change' or indefinite 'gap filler'?:* Another risk is that SC (at CO level) falls into the trap of being the indefinite 'gap filler' in child service provision rather than acting as the change agent for closing national capacity gaps between duty bearers and rights holders. In countries where the combined SC country programme is of considerable size, there is the risk of 'crowding out' national child rights groups who seek to establish advocacy influence with government authorities and local structures (local actors risk being seen as 'SC implementers' rather than actors in their own right). Of course, the opposite can also be true, as seen in Bangladesh, where SC has 'insisted' on bringing their partners to policy dialogue meetings. A motivating driver for moving towards SCI as a joint implementing structure has been the desire and need to more effectively deliver large, multi-faceted development programmes and humanitarian assistance initiatives *of scale*, with the stated objective of becoming *the* emergency response agency for children globally. There is a delicate balance between delivering at scale *through SCI structures*, versus delivering through *the right mix of partnerships*.
25. *The bridging and policy leverage role may be affected:* Though increased 'policy weight' and leverage generally should be an advantage as a unified SC actor, being branded as a 'large international NGO' (as opposed to 'small Scandinavian NGO') can also be a disadvantage in some political settings¹² and limit the policy operating space¹³.
26. *New structures open up for new possibilities:* The above concerns need to be planned for, with strategies in place both at central and SCD levels to counterbalance potentially negative effects and institutionalize learning in a system that is adapting and changing. Overall, however, it is the **review's assessment that advantages of operating and delivering as one SC system outweigh the outlined potential weaknesses** by far. Operational effectiveness has been apparent, particularly in making rapid response available in emergencies. The ability to act as *an effective global system* in these situations is a considerable achievement, which should be an incentive for critically reviewing and making the system equally effective across all thematic areas and interventions. For SCD this may mean continuous work and critical assessment in trying to find the right level of investment to effectively participate in the global SC system.

3.2 SCD's strategic positioning

27. During the last MFA-funded review in 2007, it was noted that SCD had challenges to navigate, maintain and protect its core values and approaches within the Alliance when it was operating with Unified Presence (UP) in programming countries, while at the same time benefitting from the synergies and advantages offered by the UP approach. Taking on the role as Managing Member under the previous operating mode also proved to be a heavy task for SCD. Work was initiated to define strategic priorities (2008) resulting in an internal new

¹¹ This is being discussed among CEOs whose Member organisations are represented at the International Board as a desirable 'end goal'.

¹² Exemplified in the Bangladesh case study where Save the Children Sweden-Denmark has benefitted in its government relations from having a Scandinavian 'brand'. Likewise, the strong US connection in Pakistan has been controversial to authorities in obtaining a registration as SCI.

¹³ E.g. in Somalia where US-funded organisations have been banned by Al-Shabaab, preventing them from delivering humanitarian aid.

operating model and in deepened collaboration with the other Nordic SC Members on issues of common concern. This strategy work has made SCD, together with its Nordic SC colleagues, well positioned to enter into the SC IP system and take on lead roles in relation to Global Initiatives (GIs) (See also section 4.2).

28. Considering its size compared to other SC Members involved in *emergency assistance*, SCD has also taken on a prominent role in the Global Initiative on emergencies (GIE) and hosts the SCI Deputy Global Director for emergencies at its offices in Copenhagen. SCD represents the Nordic SCs in the Emergency Oversight Group – the advisory group to the SC Emergency Director. SCD also takes part in different working groups, namely: Child Resilience hereunder Child Protection in Emergencies where SCD leads the development of psycho-social support guidelines, the Education in Emergencies working group, the surge capacity and DRR/CCA working group, the advocacy working group and the working group related to logistics, fundraising, communication and ECHO coordination.
29. The deepened Scandinavian/Nordic¹⁴ collaboration on issues of core concern is likely to continue during the implementation of the new strategy, given that it has been institutionalized under the GIs. Strategic collaboration and exchange is also taking place through an informal group of SC Members' CEOs who are represented at the International Board, in which SCD's Secretary General participates.
30. In line with the 2007 review recommendations, the 2010-15 International Strategy for SCD sets out to prioritize and specialize on issues of core value to SCD and to *"be known for its expertise in a selected number of prioritised thematic areas that are aligned and integrated with Save the Children's international programming and administration through the Global Initiatives and the International Programming Unit by 2015."*¹⁵ Overall objectives and results frameworks of SCD's thematic strategies are also in line with the overall *growth objective* of SCI to double the number of children reached in humanitarian and development work by 2015, though the rationale and strategy for SCD's growth is less clearly or convincingly described.
31. Beyond growth and reach targets (number of children and youth reached), the overall and thematic SCD strategies are also less clear on how structural and longer-term change will be monitored in the different thematic areas, as well as SC's role as change agent in such processes.
32. Within SCD's selected thematic areas – *child rights governance, education, protection and child survival* – the 2010-15 SCD International strategy still keeps a broad focus and does not go very far in indicating SCD's specific contribution and niche compared to other SC Members. Sub-strategies for each thematic area also focus largely on SCD's priorities without necessarily placing it within the wider context of SCI and other programming Members' interests. For instance, the SCD CRG strategy indicates that SCD will focus primarily on civil society strengthening, but not how this fits with other SC Members' focus/expertise and the agreed role division in the GI between the different SCs. Neither does it say how activities are to be integrated in SCI Country Office strategies based on needs assessments and implementation processes, and how to avoid it being 'sidelined' by other CO priorities.

¹⁴ In some instances including SC Finland, though the GI's are mostly coordinated between SC Norway, Sweden and Denmark.

¹⁵ SCD International Strategy 2010-15, approved on 22 April 2010.

33. SCD is committed to the GI on Emergencies (GIE), including all emergency response phases and engagements in protracted crises and fragile states. SCD focus areas within the GIE, according to its Strategic Plan for Humanitarian Aid 2011-2013, are: relief/survival, child protection, education, participation (including CRG) and DRR/CCA. EYE will be explored as initiative under humanitarian programming in fragile states. Partnerships in emergencies will be another focus area.

3.3 Relevance to strategies for Danish Humanitarian Action and Civil Society Support

SCI & SCD in emergencies – relevance to Danish humanitarian policies

34. SCD's support to emergencies is embedded in SCI's GIE. Save the Children's Approach to Emergency Response (August 2010) is the guiding document for SCI emergency operations, which outlines the organisation's visions and objectives. The objective of the GIE is very clear: *'becoming a global leader in emergency responses for children'*. The strategy has three priority areas: (i) disaster risk reduction, (ii) country-led emergency response, and (iii) global emergency response system.
35. The GIE is coherent with the Strategy for Danish Humanitarian Action (2010-15) in terms of preparing SCI to respond to all phases of an emergency, increase capacity and preparedness and address natural hazards through mainstreaming of DRR. SCD's emergency approach is aligned with the GIE focus on relief/survival, protection, education and DRR. Apart from the programmatic emergency areas, SCD has enabled timely relief responses through Danida's emergency relief facility (*Nødhjælpsbevillingen*).
36. The Strategy for Humanitarian Action also stresses the need for reaching the most vulnerable populations. SCI/SCD's focus on children clearly falls into this category. Some improvements in terms of targeting the *most vulnerable* through more elaborate vulnerability criteria and needs assessments may however be possible, based on observations in Pakistan.¹⁶
37. Strengthening *child protection* is mentioned as a specific strategic priority in the Danish humanitarian strategy, and also an area where SCD has shown leadership within the SC system, for instance SCD is global lead on Child Resilience. In SCD's Strategic Plan, this component is well developed, with linkages also to DRR. This area is coordinated through the SC Child Protection Working Group under the Child Protection Global Initiative, where SCD is a member.
38. Ensuring alignment with SCI's GIE will also mean *aligning to internationally agreed principles and standards* in humanitarian responses¹⁷. SCI's Save the Children's Approach to Emergency Response encompasses protection and education as part of its multi-sector approach and SCD's priorities are therefore closely aligned with SCI.
39. *Early recovery* is another area of the Danish humanitarian strategy in which SCD/SCI could play a significant role through its dual mandate. Despite these advantages, the review team noted that the potential advantage of SCD in recovery, linking relief and development, had

¹⁶ During the flooding response, targeting of households that were still flooded was used as vulnerability parameter, possibly leaving out households where more (or equally) vulnerable children resided.

¹⁷ SCI refers to the following minimum standards: ICRC Code of Conduct, Sphere, HAP, INEE minimum standards, Inter-agency guiding principles on unaccompanied and separated children. SCI-PAK (at least) also uses ECB's 'Good Enough Guide'.

not been fully explored within SCD. SC's potential role and impact on recovery efforts could be strengthened and more clearly articulated (see also part 4.5).

40. Both the humanitarian and civil society support strategies place greater emphasis on results and on “*shifting the emphasis from output reporting to reporting on results and impacts*”¹⁸. The Strategy for Danish Humanitarian Action even goes to the extent of saying that “*Denmark will support organisations in developing monitoring and reporting systems that to the greatest extent possible are participatory and inclusive in approach... to help strengthen accountability towards beneficiaries.*” The review found excellent examples at country level through the SCI Pakistan monitoring, evaluation, accountability and learning framework (MEAL) which provides structured accountability mechanisms for beneficiaries. SCD strategy documents are, on the other hand, often vague in relation to monitoring indicators and processes to be used across its humanitarian programmes and operates mainly with output indicators or aggregation of quantifiable measures that do not necessarily indicate progressive change patterns for beneficiaries¹⁹.
41. In relation to the *Regions of Origin (ROI)* initiative SCD is generally aligned through the targeting of countries, some which coincide also with Denmark's priorities for protracted crises²⁰. In countries that fall under the ROI initiative, SCD activities focus mostly on education/EYE, child protection and psychosocial support, with a strong focus on reintegration or strengthening the resilience of DIPs or returnees.

Relevance to the Danish strategy on Civil Society Support

42. The overall strategy and thematic orientation of SCD's interventions are found to be coherent with and respect the principles and approach of the Civil Society Strategy. The current framework agreement between MFA and SCD was entered in April 2005, with a yearly allocation of approximately DKK 50 million. The most recent framework application (September 2011) reflects SCD's substantial change processes for positioning itself strategically to SCI in key areas, with the following objectives:
 - Contributing to a strong focus on CS globally within SCI
 - Adoption of a stronger thematic approach
 - DRR programmes initiated in disaster prone countries
 - Support to children and youth to develop technical skills thereby achieving employment and citizenship,Focus countries are Bangladesh, Ethiopia, Sierra Leone, Somalia/Somaliland and Uganda.
43. This review confirms that against the backdrop of a comprehensive organisational change process, SCD has made substantial progress on the above objectives, even beyond what was reported on to MFA in 2011²¹. SCD has taken advantage of its thorough organisational and programmatic preparation process, thus gaining inroads into SC IP against the set objectives and indicators in terms of influencing key policy areas such as CRG and Education. As pointed out above (Danish Humanitarian Policies), SCD is also engaged in DRR, with the potential to close the gap between development and humanitarian aid.

¹⁸ Strategy for Danish Humanitarian Action, 2010-15.

¹⁹ For Education in Emergencies, the SCD Education Strategy (2011-13) only contains input indicators in terms of internal funding targets. EYE refers to youth participation in PCM but does not describe the process or types of indicators to be used.

²⁰ ROI's main objective is to help secure access to protection and durable solutions for refugees and internally displaced persons as close to their home as possible.

²¹ SCD's Framework Application to MFA under the NGO Development Frame - (Plan and Report), September 2011

44. The SCD strategic and operational priorities for 2011-2013 are directly aligned to and relevant to the objectives and principles of the Danish CS Strategy. The thematic focus of SCD within the new SC IP on CRG, Education and Child Protection, as well as SC's fundamental child right focus, correspond well to the strategic goals in and the rights based approach of the CS Strategy. SCD's partnership development interventions are also in line with the operational principles of support to capacity building, advocacy and working in networks (e.g. the TWC advocacy network in Bangladesh), although some SCD partnerships are long-standing and with no specific plans for phasing out or moving on to more strategic levels (see section 4.3).
45. SCD's 2011 Policy Paper on Partnerships with Civil Society is very inclusive and with a strong focus on participation, common values and principles. As pointed out in section 4.1, it may be difficult to apply in a new SC IP setting, but it is noteworthy that SCD is actively partaking and agenda-setting in the SCI Working Group on Partnership, thus potentially bringing relevant Danish experience into SC IP

3.4 SCD's organisational capacity to deliver

46. SCD has made conscious investments in gearing up for operating within the SC IP structure. Since the last thematic review in 2007, the total number of staff – including expatriate staff – has increased by 62%. This reflects the increase in turn over and strengthening of functions. The number of staff in the International Department has increased approximately 68%.²² The number of staff posted abroad has increased approximately 280%. This significant increase reflects the priority of having sufficient staff involved in programmes locally, particularly in view of the transition into the SC IP structure.
47. SCD is currently undertaking a comprehensive reorganisation process in order to create a new working model. The aim is to define how SCD shall operate in the future to fulfill the objectives of SCD's strategy and to link up with SCI both as a global system (including other SC Members) and the SC IP implementing structure. The new organisation will be operational from January 2012 with approximately 140 employees (including expatriate staff).
48. As part of the reorganisation, four core functions have been consolidated: (i) thematic expertise and competences, (ii) support functions (HR, finance, programme support, communication, purchase, IT, etc.), (iii) fundraising, and (iv) voluntary functions. Overall, the consolidation process has been geared to increase the capacity and competences within the different areas and secure a better professionalism and effectiveness across operations. A more consolidated fundraising within SCD is expected to increase competences in relation to different donors and combine different fundraising opportunities e.g. in relation to EU. For the volunteer service, the consolidation is expected to secure professional handling of the service and transfer to activities as needed.
49. The increased capacity and competences will be needed in order to influence and take part in the GIs, innovation, programming, development of comprehensive SCI standards and adhere to these, and to make expertise available for operations and programmes that aim for high quality standard. The increased organisational capacity within fundraising and support functions will be needed to manage and support the ambitions of both SCI and SCD to go into growth and to considerably increase turn-over.

²² The annual turn-over for the international department in the same period has increased with approximately 80%.

50. The International Programming Unit Business Case²³ did not expect large savings for SCD at HQ level by moving tasks to SC IP unit.²⁴ Likewise, the review has confirmed that there are no net savings at SCD's HQ level. SCD has chosen another strategy which implies that functions have been strengthened and consolidated and the organisation has been geared to go into growth with a higher turnover and higher quality of deliverables. The aim has been to align job descriptions and reassign staff, rather than to downsize or dramatically alter the work force. However, since the current reorganisation primarily has realigned existing staff rather than critically assessing skills gaps and needs for 'upgrading' of staff or competencies in-house, further staff and skills consolidation may be needed in the future (see also section 3.5).
51. Overall, the new consolidated organisation of SCD seems to be adequately designed to take on the strategic priority areas of SCD²⁵ while also taking part in selected Global Initiatives and working groups of SCI. However, the *international growth paradigm* it is built on still has to be tested and reviewed, since the assumed possibilities to attract and access increased global funding through a globalized SC structure still has to be proven. SCD has successfully secured a considerable increase in EU funding lately, but there is no immediate indication of an expected dramatic increase in Danish funding from MFA. Innovative programmes, like the EYE programme in Bangladesh has managed to successfully tap into both decentralized Danida funding from the business-to-business (B2B) programme, and funding from private companies. The SCD headed SCI EYE group is currently developing a large EYE proposal for MasterCard Foundation. For specific areas within SCD's niche, there could be potential for further attracting corporate CSR funding in the future.
52. In relation to humanitarian assistance, SCD has been eligible for ECHO funding which in itself is an indication that the organisation operates under sound quality standards. Furthermore, the restructuring process is a good opportunity for SCD to further align with internationally agreed standards, especially HAP as well as other standards, such as the ECD initiated Good Enough Guide. It is still uncertain how SCI will adapt those measures and discussions are ongoing at SCI global level. SC UK is HAP certified. SCD is considering HAP certification in order to enable fundraising with other institutional donors, but this is less relevant in the new framework where SC IP is the implementing agency.

3.5 SCD's 'organisational fit' with the new SCI programming structures

53. The long term global strategy envisages a 'demand driven' SCI system, where country offices (COs) *request* and SC Members (including SCD) *supply* specialized, thematic and relevant TA and expertise. Members' policy interests are channeled through GIs, but Members will individually keep control over how funding from their 'home donors' is being used for programming. SCI (and possibly GIs) would become a 'brokering' agent, sourcing experts in close consultation with the requesting CO.
54. At present, SC Members provide TA and coordination expertise for their 'own' programmes, thereby also keeping close contacts with implementation realities and partners on the ground. However, as SC moves towards being a more integrated and aligned global system

²³ SCI Strategy 2010-15 Appendix 5, International Programming Unit, 2009. Project Efficiency Update for CEO meeting November 21, 2011 has updated the actual and expected global savings for members. The efficiency gains are on track to be realised. The updated figures are global and not broken down.

²⁴ The majority of savings would come from streamlining support functions in international programming, and for SCD who did not have many country offices and/or regional offices this cost was not excessively high.

²⁵ Cf. Red Barnets strategi 2012 for samarbejdet indenfor alliancen.

with programmes operating with more than one SC Member funding source, TA (thematic and process specialists) should also be supplied and coordinated based on best fit instead of automatically being sourced from the funding SC Member (much like aid and TA support is 'untied' in the broader development system).

55. In SCD, an overall change management process is on-going (with external support) and a new SCD organisational model has been defined as of 1 Dec. 2011. The SCD international strategy has been used as 'benchmarking' the process. Thus, functions and processes have been redesigned to fit the new international programme set-up.²⁶
56. The new SCD Programme Division comprises six sections: (i) CRG/Education, (ii) Protection/survival, (iii) Humanitarian Assistance, (iv) International, (v) National, (vi) Planning/Partners. It is not clear at the time of this review how the on-going change management processes are underpinning the new programme division, or how the cross-cutting, strategic and operational teams in SCD would support and fit into the structure. Some of the functions in Planning and International seem to overlap (e.g. SCI relations), while the proposed structure retains some of the more 'traditional' programme implementation and coordination functions.
57. In this scenario, SC Members – including SCD – will have to sharpen their profiles in order to stay relevant, and to be able to meet demands and expectations. Consequently, the traditional mix of expertise in a SC national member office would gradually need to shift from generalists to more and more specialized functions. For SCD, such a mix would naturally mean that the existing expertise within Education, CRG and child protection (CP), and particularly within Emergency Response, would have to be gradually enhanced, while 'process specialists' (results-based management/monitoring, logistics, child participation etc.) may also be needed.
58. On the other hand, there will be less need to retain the traditional country desk focus and country coordination functions, which should reside across both thematic and process staff and be anchored in the planning section as a counterpart to SC IP implementation structures. Contextual analysis, child rights analysis and stakeholder analysis etc. (which are to be led by COs with programming members jointly being involved) should be shared across sections in the programme division with an anchoring in the planning section whose role it would be to coordinate and match skills and resources according to country-specific interests and needs. Country coordination and implementation functions should over time be taken over (at least for a major part) by the SCI and the COs. SCD would obviously still need to retain core country and regional expertise in-house, but this should be spread across specialist functions. SCD has already commenced this re-orientation as part of the new working model, where thematic crosscutting teams are charged with e.g. combined fund-raising and programme management / preparation. Such processes should be better reflected in the future organisational structure. Contextual knowledge of countries and regions would also be more meaningfully applied when coupled with thematic or process-specific expertise and used to support COs and in SC IP.
59. SC members would still 'own' (or preferably 'co-own' together with other contributing SC Members) the projects and programmes that they fund and contribute to, but the technical

²⁶ It is premature and outside the scope of this review to assess the current mix of expertise available in SCD, but a shift from more general programme staff to more specialised and skilled experts will be required as SCI becomes more fully developed.

backstopping and implementation will for a large part be the responsibility of the field office. This again would impact on the ‘project implementation’ functions at SC member level, which would be more limited to overall monitoring and cross-cutting management for results, as well as strategic communication and collaboration with ‘home donors’ (including corporations).

60. In particular, as SCD has ambitions to contribute to SCI’s Surge Capacity in emergencies, and is committed to provide directly to the SCI global roster additional highly skilled experts (5-6 in 2012 alone), the technical capacity of existing and new SCD staff within the humanitarian section will have to take high priority. SCD is already endowed with a number of skilled experts, both in SCD head office as well as in the field. This skills-base (thematic and process) should be critically revisited and further aligned to future needs and profiling of SCD in line with the current reorganisation and desired future profiling in SCI.
61. According to SCD, the projected overall growth in its future portfolio is expected to finance the additional necessary technical expertise, including experts to be seconded or recruited for the SCI Emergency Response Roster. By rotation, flexibility, systematic training through SCI, and more thematic orientation of the work in the programme division, it is expected that SCD will be able to deliver such experts.
62. By combining national and international sections under a joint programme division, expertise is also expected to be more integrated across programmatic work in Denmark/Greenland, Europe and internationally. Concrete collaboration in the area of child protection is being explored. Results are yet to be seen, but the idea of better utilization of in-house expertise (delinked from national boundaries) across operations seems promising.
63. The review team retains from this analysis that the development of technical expertise in the newly reorganized SCD will have to be monitored and regularly assessed in terms of identifying competency and capacity gaps and to find the ‘best fit’ to the SCI system in line with SCD’s International Strategy. In particular, SCD should remain focused on the still on-going change management process, and ensure that important strategic and thematic priority areas are reflected in the new structure and competencies. A flexible, more thematically oriented programme division would in the view of the consultant be better suited to the new SCI set-up with the six GIs.

3.6 Key findings & recommendations: Strategy & capacity to deliver

Key findings	Recommendations
<p>1. Quality and outcome focus: The advantages of operating as one SC system in terms of effective delivery are evident. Yet, given various potential challenges and gains at an overall strategic level, the new SCI framework will need to be tested and adjusted over a period of time through a process of <i>self-critical organisational learning and review</i>. This is particularly important in relation to assessing improvements in terms of quality in programming and outcomes for children given that the initial focus in developing the SC IP has been mainly on structure, systems, and reach (and less on programming methods and quality which have been the responsibility of the global initiatives).</p>	<p>Organisational learning and self-reflection should be prioritized in the next stage of organisational transition (beyond 2012). For SCD, it will be important to ensure that standards in terms of applying a rights-based approach to programming are upheld also under the new SC IP implementation framework.</p>

<p>2. SCI's Member Service (MS) is established to ensure adherence to established procedures and act as 'clearinghouse' for information across SCI. Its role in the transition phase (new systems, procedures) is undoubtedly valuable, but beyond this phase it should be avoided that MS becomes an additional function or bottleneck.</p>	<p>SCI and the COs should regularly review MS and its cost effectiveness - to ensure that MS is not a parallel function but effectively taps into programme support and communication. A transformation of the service into capturing internal learning, knowledge management and facilitation of information sharing could in the longer term be feasible, but if so, this needs to be reflected in its composition, staff and mandate.</p>
<p>3. Contribution to SCI emergency Surge Capacity. The technical capacity of existing and new SCD staff within the humanitarian section will have to take high priority. SCD already has a number of skilled experts, both in SCD head office as well as in the field</p>	<p>SCD's skills-base (thematic and process) should be critically revisited and further aligned to future needs and profiling of SCD in line with the current reorganisation and desired future profiling in SCI's Global Surge Capacity.</p>
<p>4. Best fit of SCD expertise to SCI: Development of technical expertise in the newly reorganized SCD will have to be monitored and regularly assessed.</p>	<p>SCD should identify competency and capacity gaps and to find the 'best fit' to the SCI system in line with SCD's International Strategy</p>
<p>5. Thematic orientation, not country focus: A flexible, more thematically oriented programme division will be better suited to the new SCI set-up with the six GIs. A too narrow country focus will be limiting for SCD in the new structure in terms of up-scaling and applying best practices within the global SC movement. In the future, SCD needs to house relevant expertise to more flexibly act on opportunities within the broader SC system within its priority areas.</p>	<p>There will be less need, or justification, to retain the traditional country desk focus and country coordination functions within SCD. Geographic expertise should reside across thematic and process experts and be anchored in the planning section as a counterpart to SC IP implementation structures. In-house clusters of thematic and process experts should carefully match SCD priorities.</p>
<p>6. Fundraising & administration of funds: Future fundraising possibilities in general may be a challenge in the future given the limitations in institutional funding from 'home donors'. Yet, SCD has successfully tapped into EU funding recently and is expanding its corporate funding base.</p>	<p>SCD should continue to explore and build up its capacity for increased institutional funding within its areas of thematic expertise and also make use of SCI's fundraising supporting capabilities. SCD should also further explore links with CSR, particularly for its EYE programme as a means towards diversifying funding sources.</p>

4. Programmatic & Thematic Orientation

4.1 Working in partnerships

64. Partnerships are central to SCI's Theory of Change as the vehicle by which social changes, child protection and advocacy for child rights governance will be achieved. SCD has espoused this thinking as expressed in its International Strategy (2010), which also conforms to the Danish CS strategy and the recent international discourse on Partnerships with CSOs²⁷. Broadly speaking, these policies and principles are based on the central notion of inclusion, mutual commitment to common principles, sharing of vision, and creating spaces and platforms for mutual learning and, not least, advocating for and on behalf of the underprivileged. As a membership driven organisation, SCI also subscribes to these principles, reflected in broad terms in central policies and strategies, including the six GIs

²⁷ See Rick James, Power and Partnership INTRAC NGO Management & Policy Series no 12, 2001 and: Court, Mendizibal, Osborne and Young: Policy Engagement – How Civil Society can be more effective - ODI, 2006.

and guiding documents developed for working in partnerships.²⁸ An SCI Working Group on Partnership has been established with TORs, in which SCD takes active part.²⁹

65. SCD brings to the new SCI a comprehensive and quite demanding partnership approach, based on its long experience in working with CSOs. SCD in 2010 carried out extensive consultations and workshops on Partnership with CSOs in several countries, including Bangladesh. Based on this experience, SCD in 2011 developed a 'Policy Paper for Partnership with CS'³⁰. This paper stresses shared vision, values, policies, participation, openness and trust between the partners. While the principles and values in the approach are laudable, they are at the same time overly process-oriented ('soft'), with high demands on partners to enter into the prescribed processes.
66. The SCD partnership policy paper does not actively feature selection criteria, making it difficult to operationalize. This approach could be difficult to mainstream into the SCI more 'instrumentalist' partnership practice and current thinking and SCD should hence carefully consider what the most valuable elements of its partnership approach might be and how these could add value to the development of a new SCI Partnership Policy. In particular, what specific areas of 'partnership' does SCD expect to contribute to, over and above the 'imperative' of working with CSOs? How would SCD ensure that the critical links it sees to civil society are upheld and developed, as the 'partnership chains' are becoming even longer and more distant in a future SCI, where SCD would no longer have direct relationships with its former CSO partners?³¹
67. A concern in relation to the development of the new Partnership Policy is that the TORs of the Working Group, the draft SCI Assessment and Selection criteria as well as SCD's Policy Paper (2011) are all void of 'exit strategies' for partners. The former SCSD Bangladesh partnership strategy talks about 'transformation processes' in the partnership. This is giving credit to the evolution of partnerships over time, but still does not provide guidance as to when and how to deal with the issue. Examples reviewed by the team confirm that in practice exiting from a partnership is quite difficult. Exit strategies should be given serious attention by SC in the future.

4.2 Partnerships within Save the Children

68. The new SC IP structure with the establishment of the six GIs clearly call for new and innovative forms of collaboration between SC Members – something the Scandinavian SC Members used to entering into the system and which was initiated under the Unified Presence strategy. This has been dealt with above in Sections 3.1 and 3.2.
69. In the new SCI structure, the idea is that coordination and collaboration with other 'like-minded' SC Members will take place primarily through the Global Initiatives (GIs). Of the six GIs, SC members lead four: CPI, CRG, Education, and HIV/AIDS. EVERY ONE and ACE is led directly by SCI. The GI around CRG is co-financed and co-led by SC Sweden, Norway and Denmark, with SCD currently chairing the steering group.³² The GI on CRG has been actively promoted by SCD as lead on the sub-theme on 'building awareness and capacity' which includes civil society strengthening.

²⁸ SCIP, Partner assessment and selection - process and criteria, January 2011

²⁹ Draft TOR for Working Group on Partnership, Oct 2011

³⁰ Working in Partnership with Civil Society – SCD Policy Paper, Sept. 2011

³¹ SCD is designing a 'mini-review' of its policy and practice on partnerships (ultimo 2011), which will produce a strategic plan to feed into the SCI working group discussions.

³² SCD has also placed a Global GRG Director in SC HO and one in the RO in SE Asia, working 50% on GI, and 50% for SCD

70. In other thematic GPs, SCD is engaged with like-minded SC Members in providing technical expertise, such as the GI on Child Protection, where SCD is a member of a working group (Child Protection in Emergencies - CPIE). SCD leads development of specific areas such as psychosocial support. In Education, SCD is promoting Education in Emergencies and the EYE concept and leads the EYE working group.
71. For SCD, participation and strategic leadership in the GIs of interest requires substantial investments. The risk, of course, is that this investment is insufficient, or will not have the desired effect since the GIs are merely 'advisory' in nature, while formal reporting is from COs to SCI.
72. Relationships between SC members and the individual COs cannot as such be seen as 'partnerships', but they are undergoing substantial changes. SCD and other SC members are going through a process where they align their own structures and key functions to the new SCI, having to move from the previous 'Unified Presence' structure (where SC members were managing members of specific countries such as SCD was in Bangladesh), to now working through the new Membership Service in SCI, which could distance Members somewhat from day-to-day realities and partnerships developed on the ground.
73. One of the overarching challenges may be that the new SC organisation specifically differentiates between the 'delivery system' led by SCI and country offices, and the policy development and knowledge sharing which for the four smaller GIs that are "owned" by SC Members located somewhat outside the main delivery system. GI members realize and acknowledge that the most relevant expertise will often reside inside the country programmes from learning-by-doing and being close to the realities of day-to-day operations. Nevertheless, by firmly placing GIs in the hands of programming SC Members, or far from Country Office realities, the structure risks replicating the traditional split between 'policy' and 'practice' with knowledge from the practical level not necessarily flowing into central policy units, and where policies and 'best practices' are not always easily contextualized and/or appropriate for local contexts.
74. For example, two concrete challenges of the CRGIs are:
 - (i) *Capacity to respond to CO demands:* if the GI succeeds in creating a 'demand' for their advice and inputs at a technical level across a number of countries and programmes, they will need sufficient resources to conduct training and provide sufficient technical back-stopping in order to be able to deliver/have an effect. This can be a challenge particularly for the less heavily funded, but quite technical thematic areas like CRG;
 - (ii) *Relevance to complex and shifting local contexts:* Obstacles to fulfill children's rights stem from a multitude of factors that are often embedded in the social fabric and institutions of any given society or system of interaction. Just like with other forms of injustices, they are *patterned* but often happen as the aggregate result of individual interactions, each of which may seem insignificant. Many injustices also take place 'back stage' out of public view. A mechanistic approach to 'global programming', just like any linear and vertical approach to evaluating results, may therefore fail to detect more nuanced but meaningful change locally. The balance between providing centralized advice and guidelines through GIs, and encouraging local innovation and adaptation will have to be looked at carefully in relation to GIs and their roles in the system.

4.3 External partnerships

External Partnerships with peers, stakeholders, and national/local actors

75. This review has found that ‘partnerships’ in SC is a very broadly applied term for relationships with peers, government, contractors, like-minded organisations, CSOs, platforms and networks, as well as even local CBOs and interests groups. Yet different types of partnerships have different roles/functions at different times. Partnership selection criteria based on a functional analysis is not clear from existing guidelines. A utilitarian definition is broadly being applied as in SC Pakistan with Strategic, Core and Project Partnerships. Similar categories were used in Bangladesh, linking partnerships to SCSD as an organisation (without a starting point and defined end point) rather than to specific, long-term *change processes*.
76. Strategic partners in Pakistan include UNICEF, National Disaster Management Authority, and various government departments. A large portion of SC Pakistan’s partners is with government departments, enhanced by the last decade’s major disasters in the country. These partnerships are not programmatic, but kept to maintain working relations in order to meet broader goal. Core and Project partners are primarily with CSOs, in which SC Pakistan invests substantial resources to build their capacities. A comprehensive new partnership strategy is being developed, drawing on international SCI experience as well as the SC Pakistan’s own rich experience³³. SC Pakistan has a long tradition of working with SC partnerships, including some of the larger national NGOs such as SPARC³⁴, for example working on advocacy initiatives such as the 2010 CSO shadow report on UNCRC, in an extensive national consultation process (See also Annex III: Pakistan Country Note) .
77. In Pakistan, the new SCI office maintain direct cooperation with major INGOs and national NGOs in thematic networks and lobbying groups, such as the Humanitarian Partnership Forum in Pakistan³⁵. As the largest INGO in Pakistan, SCI is a leading and highly recognized partner in humanitarian assistance at central, provincial and district government level. The active role of SC Pakistan is also recognized by UNICEF and OCHA, not only in terms of delivery and local and national level, but also in term of its active advocacy (leading by example) as stepping forward and continuing to speak out and share information with UN and INGOs³⁶.
78. In Bangladesh, a number of partners have evolved over the last 12-15 years from project implementers to being more strategic partners grouped into networks and alliances for advocacy. In doing so, they have however *not ceased (or been encouraged to phase out) the original project implementation role*. Although the close relationship between SCSD and its partners clearly has, and continues to bring value to programme operations, the sense of ‘indefinite’ project funding can also be a problem. First of all it puts the long term survival of alliances and networks at risk if SCD (or previously SCSD in Bangladesh) were to withdraw project funding as the ‘common denominator’ of established networks. Secondly, the incentive to

³³ This SC Pakistan strategy will feed into the established SCI Working Group on Global Partnerships, and be informed by other SC CO’s experience. The available guidelines are not very precise and it is assumed that the strategy will provide the necessary overall guidance to make them operationally feasible.

³⁴ Society for the Protection of the Rights of the Child (SPARC), specializing in advocacy on child rights, supported by awareness raising, research, capacity building and service delivery.

³⁵ The Humanitarian Partnership Forum is an informal network of leading NGOs and INGOs to coordinate humanitarian aid, increase effectiveness and ensure that information is shared. PHF also actively engages with the national authorities. SCI is a leading member together with OXFAM, UNICEF and others

³⁶ Interviews w OCHA and NDMA, Pakistan

up-scale change or *hand over agendas* to other groups, once a model or good practice has been established is less present as part of the collaboration.

79. Yet, the Bangladesh case (see also Annex II: Bangladesh Country Note) also shows that there are significant advantages in working in long-term strategic partnerships, since it builds gradual trust and mutual respect, and that this can lead to innovation and new forms of collaborations – e.g. in the EYE programme linking corporate social responsibility (CSR) to progressive child labour elimination while also involving partners in an alliance to lobby for a national policy in this field. In this example (the partially Danida, partially CSR funded Work2Learn project), SCSD also played a clear role as knowledge broker and facilitator between different interest groups and concerns without ‘locking’ partners into project funding agreements. It is a very innovative way of working with partners and alliances in a way that combines practical service delivery (TVET) for youth and youth participation in project design, with advocacy components and the buy-in from external stakeholder (in this case corporate suppliers) while using donor funding to kick start a bigger process. This could serve as a model in taking the partnership work further within SCD, and in bringing in new approaches to the wider SC movement.
80. Regular reviews – not just of each individual partner organisation – but also of the *partner portfolio mix* around a *specific change process* is also desirable to undertake. This is something that SCD/SCI do not seem to be doing at present, and it is not being referred to in existing partnership policy documents. An optimal mix could include varying degrees of the following *partnership functions* to achieve a specific change or programme objective:
- (i) *Strategic*: to influence policy or drive agendas
 - (ii) *Practical*: to implement (parts of) the programme and deliver services
 - (iii) *Embedded*: to enhance lasting local / national systems once the change has taken place / strengthen resilience.
 - (iv) *Child-empowering*: to allow children to have a say in the outcome of the desired changes, and being empowered/directed in taking immediate action to affect personal outcomes³⁷.
 - (v) *Complementary*: links to non-child specific but contextually relevant NGO advocates, such as gender networks (in relation to girl child), human rights activists etc.
81. From the above list, SCD (and SCSD in Bangladesh) has traditionally been very good at involving partners that have a strategic and practical function in the change processes. To ‘embed’ processes in local systems, SC’s track record of working with national and local government is strong, but could be developed further also with other types of partners. SCSD in Bangladesh, and SCD in general, has also been on the forefront of working with child-led organisations. However, the *linking capacity to other actors and partners* outside of the SC system is weak. Strategic partnerships, or market studies on ways to connect, refer, or pass on child ‘graduates’ to higher instances of learning or training were not strong *design components* of the project, but seemed to happen more ad hoc. While success stories were documented and featured, mechanisms to monitor and mitigate the ‘failures’ (children going back to the street/or poor working conditions after their project involvement) did not come across strongly. This calls for knowing *when to drive*, and knowing *when to refer* an agenda for change.

³⁷ Refers to the fact that from a rights-based perspective, children should not just be involved or consulted *ad hoc* about their rights without also being informed and directed in a way that they can improve their own situation by being part of the process. Neither should information gathering from children be extractive, but empowering. This does not mean that the process needs to be *child-led*, but by merely talking about ‘child consultations’ or ‘number of child participating’ the empowerment element is not secured as part of the process.

82. Some of the projects visited in Bangladesh did not have strong ‘change’ components, but were mostly gap filling in service delivery (e.g. the running of non-formal schools) with no pronounced vision as to how to exit the dependency on SC funding after more than 10 years of operations. These ‘*self-contained successes*’ worked well and should be sustained together with partners. However, in some instances, SC needs to scale up the change and lobbying work around them, connecting the dots and linking up to other external partners to drive the agenda forward if needed. In addition to the traditional indicators used for monitoring (e.g. number of children enrolled/gaining access to school, drop-out rates, etc.), indicators to track *the change processes around the school* could be enhanced to map out desired and alternative change trajectories.
83. Examples of exit strategies in SC are found to be phrased in general and intentional terms, as a process statement (moving from core to strategic e.g.), and/or without clear plans or budget for phasing out. In some cases, no immediate exit strategies or plans for scaling-up of services without SC funding existed.

4.4 M&E for accountability and learning

SCD-level and country examples

84. Principles for participatory monitoring are well enshrined within SCD, and in SCD funded programmes like the one reviewed in Bangladesh. Monitoring tended to be largely process-oriented (involving partners in consultations) and mostly qualitative in nature. Data gathered and reported was on the other hand often very outputs-oriented, aggregating what was *possible* to count, rather than what was *meaningful* to count at times. Examples of systematically tracking longer-term change patterns or attitude/behavior changes in different stakeholder groups in order to inform the programme strategy were rare.
85. A trend across much of SCD’s reporting is that it tends to be largely outputs-focused and geared to donor accountability, and there is a need to shift more towards outcomes and learning-oriented approaches that still give some aggregated outcomes on trends and patterns. Impact is often assumed and the logical chain from outputs to impact need to capture “the missing middle” (i.e. meso-analysis, aggregated at programme level across projects) in more nuanced ways. This is not captured well in the linear models (Logical Framework Analysis) and would require the development of alternative/complementary tools. Statements like the below are still common across SCD reporting:
- “Partners have facilitated different types of capacity building initiatives for 105,786 children and 49,470 adults ... on CRC, child sexual abuse, trafficking and early marriage... As a result children became capacitated to protect themselves and to work as change agents. And the adult stakeholders became capacitated and positive to take action for child protection.” (Thematic Phase Completion Report, 2008-10).*
86. Though the above example comes from a specific country programme ³⁸ there are numerous similar examples across a broad range of reporting reviewed. It is therefore illustrative of some overarching trends in the monitoring where SCD’s performance can improve: (i) many indicators at country or SCD thematic programme level are *outputs-oriented* and do not necessarily capture what type of intervention led to what expected (or unexpected) changes, (ii) although the rights-based language of ‘duty bearers’ and ‘rights holders’ is consistently used, there is often no *differentiation of sub-clusters or groupings* within these broad categories (what makes some groups of children more vulnerable than others, is discrimination gender-

³⁸ Child Sexual Abuse, Exploitation and Trafficking theme in Bangladesh.

or culturally patterned, what is the role of different intermediaries between the rights-holders, i.e. the children, and the duty bearers... etc.), (iii) the assumption that capacity-building is always good and have *positive effects* (were there any negative effects, did capacity building work?), (iv) the assumption that beneficiaries of the ‘output’ (capacity building) not only internalized the learning, but also *acted and started to promote* a new way of thinking and behavior (e.g. adults taking positive action, children acting as change agents...).

87. Overall the review found that while *human rights/child rights principles* of inclusion, non-discrimination, vulnerability-focus and empowerment generally seemed to guide and be well integrated in the programming design phase across SCD operations, often *measurable outcomes in terms of human right standards* (i.e. minimum level of outcome achievement in terms of e.g. universal primary education, universal access to basic health services or social protection etc.) dominate the results frameworks. Yet, if an outcome objective is achieved with a bad process (e.g. children or their care-givers do not have timely and locally relevant information to act on their situation, and are not empowered to do so), the programme achievement is not a realized right – it is at best a privilege that can be withdrawn at any time³⁹. It would therefore be relevant to systematically track *process outcomes from a rights-based perspective*, as well as ‘development’ outcomes in terms of the effects of a specific programme.
88. Given SCD’s strategic positioning within the CRGI in relation to capacity building of civil society and civic engagement, rights-based M&E is an area where SCD could profile itself and provide relevant TA to other parts of the SC system. SCD may need to review or strengthen its own in-house capacities to do so. Some investment/effort would also be needed to develop tools and frameworks that better capture these learning-oriented aspects of results-based management, and where the *graduated realization of rights* can be better captured. This would include the gradual evolution from ‘knowing, claiming and exercising’ rights by rights holders and from the perspective of ‘being aware of, respecting, protecting, fulfilling and promoting’ rights by different groups of duty bearers. But rather than “getting stuck” in the rights-based terminology, such a monitoring tool would need to break down concepts to focus on how capacity gaps are gradually closed, and how potential negative/backlash effects along the way can be mitigated.
89. Under the CRGI, SCD also wants to profile itself on child participation, including in monitoring. This is a promising area where SCD has good experiences and potential to influence other in SC if tools and methods are further developed. It would be important to ensure that the involvement in itself is empowering for children. Initial attempts of setting up a ‘Child-led Monitoring System’ for the Bangladesh EYE programme are steps in this direction, and could be refined with tools and indicators that are also more qualitative in nature, and where issues of relevance specifically to the children/youth is tracked (rather than what is relevant to the programme alone). Children also need to be involved in a way that ensures non-discrimination or biased sampling (children’s clubs and youth clubs may already exclude the most vulnerable, less vocal youth, or have gendered dimensions if participation is through group discussions). For school-going youth, an example could be the

³⁹ The discussion is linked to that of sustainability and exit strategies: If children with no access to schooling because of their work hours are ‘selected/nominated’ by SC/SC partners and put into non-formal education without simultaneously working on changing embedded patterns of discrimination against these children so that the ‘system’ can provide for them, and so that parents can get access to alternative income-generation, while at the same time empowering and informing children about their rights and options in life, the project will not contribute to the realization of these children’s rights. Rather the project ‘picks’ beneficiaries as a privilege, which at any time can be taken away at the end of the funding cycle.

use of children's monitoring journals, allowing children to systematically write also about qualitative changes to their lives.

90. There is scope in the new combined SCI structure to use skills and innovations across programmes at country level, in order to come up with more inclusive, transparent and action-oriented monitoring systems. For instance, in Bangladesh it could mean learning from the sophisticated and innovative use of information technology, including visualizing data in GIS maps to track delivery streams (in US-led nutrition programme). Some of these quantifiable measures could be brought into participatory monitoring by also starting to use such tools for rights-oriented information and attitude polling, with instant analysis and visualization being fed back to communities for discussion in order to come up with locally contextualized action plans. These can in turn be fed to local planners in efforts to try to bridge capacity gaps between rights holders and duty bearers.
91. The process of *socializing evidence for child rights action* and advocacy could to a larger degree be linked to ongoing monitoring processes than to one-off studies or research pieces that may not be specific enough to localized conditions.
92. Across the SCD programmes reviewed – both at country level, and at SCD HQ level in the thematic strategies – better risk analysis is needed, and use of monitoring and evaluation to mitigate and manage risks.

SCD/SCI global level

93. First priority in the new SC IP structure has been to establish a way to measure 'total reach' in terms of children and other stakeholders directly and indirectly benefitting from SC interventions across the globe. This is of course important for accountability purposes (and for external communications), but says very little about different *degrees* of reach, and nothing about outcomes.
94. Useful Minimum Operating Standards for M&E⁴⁰ have been developed at SCI level which enshrines participatory methods, including child-participation and stakeholder involvement. However, the risk with *minimum standards* are exactly that they become the *de facto* operating standards, and they do not go very far in encouraging more innovative approaches to stakeholder empowerment, use of evidence, or monitoring of *process* outcomes. Contrary to an innovative global move towards working across themes, away from the fractured 'project' thinking, the Minimum Standards are very project focused and concerned with upwards accountability as the primary use of M&E. They even go to the extent of saying that: "If the donor has a particular M&E plan format, this should be used." Yet, they leave some room for COs to operate and draw up their own M&E plans at CO level, which in turn opens up the possibility for GIs like CRGI to provide guidance on e.g. monitoring from a rights-based perspective across thematic areas.
95. The 'Statement of Approach to M&E' (27 May 2010) issued by the SC M&E Design Group (where SCD is represented) lays out the principles and values of M&E. These are all laudable, but difficult to translate into practice without proper guidance. For instance, the Statement recognizes that linear cause and effect interpretations of development programmes may not be suitable for involvement of children and their caregivers in monitoring but that the '*right to participation is a right in itself as well as a means to realizing other rights*'. Even so, global indicators, frameworks and Minimum Standards put a strong

⁴⁰ Of 27 May, 2010.

emphasis on SMART indicators, and the possibility to aggregate data upwards, rather than on harvesting locally relevant and contextualized indicators from stakeholders and children themselves that can be tracked with more innovative approaches.

96. SCI has come up with 16 global outcome indicators that span across thematic priority areas, and six additional standardized indicators for emergencies. These are to be reported on annually in all SC IP countries⁴¹ and aggregated upwards. Obligatory for all are also the ‘total reach’ indicators and reporting through the Advocacy Measurement Tool (which also is oriented towards aggregation rather than critical analysis and learning). There are also additional Global Initiative Indicators. SC has – as an integrated delivery system – spent a lot of time and effort on coming up with global aggregated indicators, and set up several support and compliance mechanisms to deal upwards aggregation. There are also Minimum Operating Standards and compliance systems to deal with project specific monitoring and accountability. Additional indicators are to be designed by COs and Programme Directors in-countries. This seems to be the most critical level for meaningful aggregation and comparison across programmes and methods. However, monitoring and results-based management (RBM) at this level is the least explored yet, with little ‘system support’ seemingly in place to help Country Office Senior Management Teams or Country Leadership Teams (of programming Members) take on this task. A review of how different monitoring systems within SC link up and feed into organisational learning will be helpful towards the end of the transition period, so that the ‘new SC’ does not only monitor for accountability (as is its current aim), but also manages for results.

4.5 Programmatic issues in relation to humanitarian action

Relief and timeliness

97. SCD’s support to relief efforts is globally oriented; in 2009 and 2010 SCD supported relief and emergency responses in 18 countries on three continents. SCD has facilitated funding for both rapid-onset disasters (amongst others Cyclone Sidr in Bangladesh, Tropical Storms in the Philippines, China, Indonesia and Haiti Earthquake) as well as slow-onset disasters (i.e. food insecurity in Ethiopia and Northern Uganda). Relief efforts generally target children through protection activities or education, the latter receiving most resources. Support, ensured through Danida’s humanitarian assistance fund (*nodhjælpsbevillingen*) or SCD’s own resources, is at times spread thin with limited coverage. The added value of supporting very punctual activities must therefore be assessed. If these contributions are part of flash appeals, SCD must ensure that contributions are part of SCI’s holistic emergency response package, as this will cater to more cost-effective usage of even smaller financial contributions.
98. Danida’s *nodhjælpsbevillingen* is a fast-track response mechanism that has demonstrated its appropriateness in mobilising initial funding for emergencies (see above). With funds from this mechanism, SCD support to the 2011 (and 2010) Pakistan floods was swift and enabled the Pakistan SCI to mobilise a fast response. The funding was particularly appropriate and enhanced collaboration with provincial government partners, as the Government was reluctant to request international assistance.
99. In Pakistan, SCI’s emergency responses have been praised for their timeliness and rapid response capacity and for sharing useful and timely information with national disaster management authorities (NDMA) and donors. The assistance is also appreciated among

⁴¹ Countries that have transitioned to implementing programmes under the SC IP structure.

beneficiaries and local authorities, especially due to SCI's holistic emergency approach (food, NFIs, shelter and health). SCI also addresses child protection (CP) through its emergency support – an area that otherwise would have been widely neglected.

100. The restructuring process of SCI means that there are good reasons to believe that a more coherent approach will be developed. An example of this is that emergency operations in Bangladesh are now gathered under one coordinating unit – lead by a field programme director and emergency coordinator. Previously, emergency responses were put together and complemented by different offices and often characterized as being diverse and uncoordinated.

Child Protection in Emergencies

101. SCI's initial CP response in emergencies is mainly implemented through Child Friendly Spaces (CFS), where trained SC staff cares for protection of affected children. The CFS use rented facilities, tents or other means to provide children with adequate protection. In Pakistan SCI carried out CP in CFS and Temporary Learning Centres (TLC). With technical support from SC members, including SCD, mechanisms are developed that identify children with trauma or stress. SCI-Pakistan has developed CP guidelines and training materials for both relief and recovery phases. The quality of 'protection' services is, however, still an issue, particularly during relief phases. The child protection activities observed in Pakistan (note: only one CFS was visited) were limited to what seemed more like a 'spare-time' club for children and adolescents. Interviews in Pakistan also suggested that there might be a need to revise what can actually be expected from CP interventions during relief phases and which areas, such as more targeted psycho-social support, have the potential to be scaled up during recovery phases instead.
102. CP in emergencies is one of SCD's focus areas and an area where significant support has been provided to different COs, including Pakistan. SCD currently promotes a new child resilience programming, encompassing child protection and psycho-social support programming – this approach may be adequate to address the challenges highlighted in the paragraph above.

Education in Emergencies

103. Provision of education in emergencies (EiE) was ongoing in Pakistan during the review mission. SCI works based on the expectation that EiE may 'kick-start' school enrolment in communities where children are often kept out of school. Through temporary learning centres (TLC), SCI provided flood-affected communities with temporary education opportunities, including for girls who more than often are not enrolled in schools in southern Pakistan. The Pakistan case also demonstrated that parents can get involved in education if the necessary support is there (teachers, supervision and sufficient materials). The presence of female teachers in TLCs also has a positive effect on the girls' enrolment.
104. A main challenge remaining for SCI-Pakistan (as well as TLCs and EiE in other contexts where school enrolment is low), is to ensure children's continued schooling after emergency efforts are terminated. Close coordination with Education Departments (at provincial and district levels) and education partners, including donors, is needed to smoothen the transition between relief and development. On their part, SCI could also ensure that development programmes increasingly target disaster-prone areas, hence optimising the

synergy between emergency/development programmes. The Danida Humanitarian Framework Agreement provides opportunities to explore such opportunities further.

105. SCD has a long record of being involved in education in emergencies and contributes significantly to working groups at global level, both in terms of setting standards and issues related to education cluster coordination, including deployment of SCD staff members to emergencies. SCD's capacity in the area seems to be strong and capable of influencing discussions at international level in favour of SCI's emergency mandate and on-going revision of INEE (Inter-Agency Network for Education in Emergencies) standards.

Disaster risk reduction

106. Since the introduction of DRR in 2009, SCI is increasingly becoming involved in an extensive array of DRR-related activities. Child Centred DRR (CCDRR) is a key element in SCI efforts to mainstream and integrate DRR into its existing development and emergency response programmes. This was evident in visits to Bangladesh and Pakistan. SCD participates actively in formulating the SCI strategy at global level, as well as supporting COs with mainstreaming and integrating DRR.

107. SC Pakistan was led by the US before the SCI-restructuring and DRR was reportedly not high on the priority list. SCD and other SC members, as well as a SCI Asian DRR network, have supported the CO in Pakistan to put DRR on the agenda. Through this support, and thanks to strong in-house capacity, SCI in Pakistan now has guidelines and manuals on DRR integration and mainstreaming, both for development interventions and emergency responses. However, a careful balance between demonstrating results of DRR interventions and expanding DRR across the CO portfolio should be part of the Pakistan office's planning process. There are two reasons for this. Firstly, Pakistan has thus far had limited success in broader DRR interventions and quick wins and evidence is therefore needed to further strengthen the DRR agenda. Secondly, DRR is new to SCI and there is currently only one person designated, who while highly qualified, might be insufficient considering that the Pakistan portfolio is one of the largest programmes at global level.

108. In Bangladesh, mainstreaming DRR and CCDRR work in Dhaka demonstrated the potential of the child-led approach. Children benefitting from SCI partners' activities were highly motivated and confident in addressing DRR-related issues in different public fora and within their own communities. Some of SCI's Bangladeshi partners have very extensive programmes and if DRR is done right (right pace and effectively), SCI's CCDRR approach can potentially reach out to more than half of Bangladesh's districts. A specific DRR strategy and toolkit has been instrumental in supporting the partner organisations' definition and planning of DRR action plans and activities.

109. However, although the above referred to DRR strategy is consistent, it seems over-ambitious in attempting to address too many DRR dimensions through the CCDRR approach. Essentially, all five priorities under the Hyogo Framework for Action are addressed through the current programme portfolio which includes both protection and education activities.

110. A recently SCI DRR strategy (draft) highlights the importance of prioritising DRR/CCA activities 'before' (preparedness and contingency planning) emergencies and ensuring

appropriate levels of attention during slow-onset disasters⁴². If adopted, the strategy rightly points to the importance of focusing DRR on development activities. If applied during emergencies, where there is little room for longer-term approaches, focus needs to be specific and well defined. This strategy might be useful to ensure that SCI attains the most appropriate DRR focus, which will largely depend on its programme portfolio and existing capacities.

111. In line with the DRR strategy, SCD should put more emphasis on DRR through development activities that are financed under the civil society framework, as many of the DRR activities would have their ‘natural’ fit within development programmes. It would also allow SCD to make more long-term investments in terms of mainstreaming and integrating the CCDRR approach, as was the case in Bangladesh.

Bridging the gap between relief and development

112. Through its dual mandate, SCD/I possess advantageous opportunities to address the gap that often exists between relief and development. This gap frequently becomes apparent when countries are either ill-prepared for disasters or when development efforts are scarce and unable to include (vulnerable) populations affected by disasters. The Danida Humanitarian Framework Agreement provides SCD with opportunities to work on bridging this gap in relevant countries, especially in protracted situations where education, protection and DRR activities are implemented.
113. SCD mainly supports development programmes or emergency relief operations, with limited attention to recovery projects. While in the first two areas there is significant technical capacity and experience within SCD (and SCI), in the latter area (recovery – or ‘bridging the gap efforts’) would benefit from a more strategic focus. Review of a recovery project (Education in Punjab, Pakistan) reveals that the project in its design (the project was not visited nor was there any reporting on implementation) does not differ much from relief interventions or development projects supported by SCI/D in Pakistan or elsewhere.
114. In Bangladesh, SCI’s programme portfolio and coverage (significantly enhanced through its development partners’ extensive geographical scope and technical capacities) provide a promising setup for extending DRR preparedness and awareness activities at scale. The Pakistan programme contains emergency operations (and recovery projects) and an extensive development programme, and between the two areas there is potential for bridging relief and development efforts. An important step towards ‘bridging’ would be to geographically reorient development programmes towards hazard-prone areas and thereby gain more synergy between humanitarian action and development, i.e. preparedness and awareness, recovery and resilience and sustainable development – all of which are (or could be) dimensions of a Pakistan country programme.
115. Resources from the Humanitarian Framework Agreement could be used for transitory support to coordination mechanisms, strengthening the life-span of certain recovery efforts and developing mechanisms for a smoother transition to development. Such a transition could include support to education departments taking over of TLC, grants (topping-up) for female teachers, enhancing sanitary facilities at schools, extending CP projects and enhancing the focus on psycho-social support (and CRG), or the use of conditional cash transfer programmes for affected families or families with girls to ensure their continued schooling.

⁴² Save the Children International Disaster Risk Reduction & Climate Change Adaptation Strategy: 2011-2015 (draft of a DRR/CCA strategy).

The Humanitarian Framework Agreement application did not, however, sufficiently address these (or other) ‘bridging’ dimensions (see paragraphs 119-121).

Adherence to UN Reform Process

116. SCI is one of the largest INGOs participating in emergency responses at global level. The organisation as co-lead on the education cluster participates in major emergencies, implementing its holistic response mode⁴³. SCI is also committed to the humanitarian reform process and participates in different working groups to improve response standards and accountability mechanisms, including assessment mechanisms.
117. SCI is fully aligned with and participates in the CAP process. At the same time, SCD/I mobilises its own resources, which again are reported to OCHA for general funding tracking. Being a rights-based organisation, SCI ensures, sometimes through its own resources, that vulnerable groups or activities are addressed. This was the case in the last two flood responses in Pakistan; SCI worked and advocated (together with UNICEF) for the inclusion of education and protection clusters in the flash appeal process (both clusters were not activated until weeks after disasters hit the country, by decision of NDMA). Although funding was scarce for protection and education activities, particularly for the first, SCI ensured that at least minimal assistance was provided to affected children.
118. At global level, SCI is an active player setting standards in several areas and coordinating emergency responses globally. The Pakistan case was particularly illustrative with regards to coordination, as SCI participated in coordination at all levels, from national level to district levels, where SCI was one of few international organisations present and coordination-support at this level was key, as local coordination and emergency capacity is limited and presumably insufficient.

SCD’s Proposal for a Humanitarian Framework Agreement 2012-14

119. SCD’s application to the MFA for a Humanitarian Framework Agreement 2012-2014 (henceforth referred to as Framework) is of substantial volume in financial terms (57m DKK for 2012, of which 10m DKK is for the Emergency Relief Fund). The Framework is a clear reflection of SCD’s priority focus areas within humanitarian assistance, hence also aligned to the overall SCI/IP and SCI restructuring process.
120. The Framework is an overall strategy document explaining how SCD will contribute to and feed into the much larger SCI Humanitarian Aid modalities, including M&E, accountability in emergencies, as well as advocacy, fundraising and communication.
121. Important elements that would potentially strengthen SCD’s Humanitarian Framework Proposal would be the inclusion of strategic objectives and expected outcomes. These could potentially set the framework for SCD’s humanitarian interventions and achievements for 2012-14, and measured against outcomes, would not only provide strategic guidance, but also improved accountability towards SCD partners. The framework should define priority sectors and regions in which SCD intends to work, but not pre-determine a set of single project interventions. Clearer linkages should be developed between the SCI’s Emergency

⁴³ It is worth noting that only a few emergency organisations are able to provide holistic emergency assistance (provision of aid that covers various needs – food, shelter, NFIs and health/sanitation), among these are IFRC; others operate through a more cluster-focused approach and are therefore not addressing needs to the same extent as organisations using holistic approaches)

Strategic Framework and SCD's own Strategic Priorities and set of objectives. A clear explanation of how SCD would use the resources to achieve the outcomes would also qualify the Framework. Lastly, more emphasis on 'gap-bridging' should take a more prominent position in the Framework.

4.6 Key findings & recommendations: Partnerships & programmes

Key findings	Recommendations
<p>1. New SCI Partnership Policy: The draft TORs of the SCI Working Group on Partnerships, the draft SCI Assessment and Selection criteria as well as SCD's Policy Paper (2011) are void of 'exit strategies' for partners. Examples reviewed confirm that in practice exiting from a partnership is quite difficult</p>	<p>SCI should ensure that exit strategies are always included in partnership agreements, also with existing 'old' partners under review. The 'transformation stages' (or stages of partnership maturity) should be better defined</p>
<p>2. Innovative, Strategic Partnerships. In Bangladesh, on the CSR funded Work2Learn project, SCD has played a key role as knowledge broker/facilitator: A very innovative way of involving partners and linking delivery to policy advocacy.</p>	<p>SCI Bangladesh/SCD should use this as model for how to work strategically with partners and bring fruitful engagement in partnerships into the wider SC movement.</p>
<p>3. Regular reviews of the partner portfolio mix around specific change processes are not practiced at the moment by SCD/SCI. The partnership functions should be taken into considerations in such reviews in order to assess the overall specific change (see paragraph 80 for details)</p>	<p>When engaging in specific policy or other social change processes, SCI should carry out such regular portfolio reviews, basing these on the function and type of partners being engaged</p>
<p>4. Useful monitoring: Even when monitoring processes were participatory and consultative, also including children (as in the Bangladesh former SCSD programme), the monitoring data reported were often outputs-oriented, or aggregating less meaningful, measurable indicators that could not be used for a nuanced programme response or learning.</p>	<p>The quality of the evidence-gathering/monitoring <i>process</i> should be reflected in the type and quality of data generated. Processes should include a mix of quantitative and qualitative indicators, and having evidence socialized and discussed with children's groups and other stakeholders to enable immediate collective/community/duty bearer action to occur.</p> <p>A review of how different monitoring systems within SC link up and feed into organisational learning will be helpful towards the end of the transition period, so that the 'new SC' does not only monitor for accountability (as is its current aim), but also 'manages for results'.</p>
<p>5. Managing for results from a rights-based perspective: Across SCD operations, and in particular in the visited Bangladesh programme, the human rights-based (child rights) perspective was apparent in the programme design, but was less noticeable in the way programmes were monitored and managed.</p>	<p>The graduated realization of rights and the closing of capacity gaps between rights holders and duty bearers should be more explicitly and systematically monitored across SC programmes. Not only development outcomes (number of children benefitting from a given service), but also process outcomes should be monitored. SCD's lead role in CRG could be an entry-point to introducing a rights-based perspective to programme monitoring.</p>
<p>6. Monitoring and Accountability in</p>	<p>Support MEAL in Pakistan to include outcome</p>

<p>emergencies: The Pakistan MEAL provides SCD with good opportunities to strengthen its accountability – especially in terms of aid provided to affected populations. If further strengthened and more focus is put on outcome monitoring, SCD can advance significantly on its own outcome monitoring. Experiences from Pakistan can be disseminated to inform SCI on good M&E and accountability practice.</p>	<p>monitoring and disseminate emergency monitoring and accountability experiences within SCI</p>
<p>7. DRR: Ongoing and future DRR activities must carefully measure scope against existing capacities. DRR is a relatively new activity for SC and in-house experience is still incipient – especially implementing DRR through emergencies or through a child centred approach.</p> <p>There is currently too much emergency focus on SCD’s DRR focus. While emergencies can often ‘kick-start’ DRR focus and consciousness to do something, sustainable solutions and effective disaster risk management must be promoted through development or recovery programmes.</p>	<p>Through global working group and direct relations with COs, SCD should promote a more progressive approach to DRR where DRR plans or implementation is directly linked to CO’s capacities.</p> <p>SCD must ensure a more balanced DRR approach where significant resources and capacities are allocated within development programmes through the civil society framework agreement.</p>
<p>8. Bridging Relief and Development: In Pakistan, SCD supports some recovery activities within education and DRR. Whilst the proposed activities seem appropriate (only assessed through desk study), the team found that they were detached from SCI’s overall development programme activities in Pakistan, hence losing out on the opportunity to strengthen relief and development activities <i>and</i> SCI’s advantage being a dual mandate organisation.</p>	<p>In close dialogue with COs and by strengthening the focus of the Humanitarian Framework Agreement, SCD should actively promote more focus on bridging relief and development efforts in protracted situations in focus countries.</p>
<p>9. Humanitarian Framework Application: The application does not contain an overall set of objectives and defined outcomes, describing what will be achieved in 2012-14. A clear link between the SCI programme, SCD’s strategic priorities and the framework application needs to be established. The application represents efforts from SCD to apply key focus areas to protracted contexts in selected focus countries. While the concept notes (annexes to the general application) reflects SCD’s core emergency areas they follow traditional project approaches and could have a stronger humanitarian focus, with more flexible and strategic programmatic approach.</p>	<p>The partnership agreement between MFA and SCD on humanitarian assistance should reflect a more coherent thematic programme with a strengthened humanitarian scope and flexibility in allocating resources according to needs as defined by COs.</p> <p>The proposal should include objectives for SCD’s humanitarian support and expected outcomes that would guide interventions in protracted situations</p>

5. Capacity to Control & Stay Accountable

5.1 Financial and administrative systems

Save the Children Denmark (SCD)

122. SCD has strong systems in place for effective financial management of the international assistance framework and for handling donor requirements. SCD gives high priority to control functions and financial capacity building of partners. Procedures, guidelines and toolkits are in place for budgeting, accounting, reporting, control and audit at the HQ and country levels and in relation to the partners.
123. Since the thematic review in 2007, SCD's decentralisation process has continued successfully. Project granting has been delegated to country offices in Ethiopia, Uganda and Bangladesh in order to reduce complexity and increase effectiveness, in line with the recommendations of the 2007 review.
124. SCD's financial assessments, monitoring and capacity building of partners have proved to be comprehensive and effective. SCD's joint organisational assessments of partnerships include organisational capacity for project and financial management, as well as partners' planning and administrative skills. The funding situation and capacity to fundraise are also included. Local monitoring by SCD includes regular reviews of financial and budget variance reports followed by a series of routine measures⁴⁴. Follow-up takes place at annual workshops for partners' finance staff conducted by the auditor, and through telephone discussion as needed. The monitoring financial assessments based on checklists include relevant areas of performance⁴⁵. Areas of risks and improvements are identified. The current financial and administrative capability is assessed. Capacity support to partners has been provided through computerizing finance systems, training of finance staff, annual workshops for partners' finance staff on compliance issues, orientation of newly recruited finance staff, on the job training and continuous coaching through telephone contacts.
125. SCD has strengthened its capacity to attract funding from the European Commission and received ECHO Certification. The certification has provided assurance that funds have been used in accordance with the grant agreement, and that the applied control systems and procedures within accounting, audit, internal control systems and procurement are adequate. The certification confirms that SCD has managed to fulfill international standards and procedures for financial management. This is in line with the findings of the review team and the previous thematic review (2007). SCD has also strengthened its organisational focus on internal controls after having implemented a new electronic financial management system.
126. As part of SCD's Strategy 2010-15 and the ongoing organisational development process, the Finance Department has consolidated its expertise with two new sections: (i) Budget and Control, and (ii) Accounting. The review team finds that these strategic priorities and the reorganisation efforts are well chosen in order to build up the adequate capacity and capability of SCD to go into SCIP. The capacity seems to be sufficient, in the short term, to handle limited growth in turn over. Delegation of administration of sub-grants to SCIP will still require that SCD is accountable for the grant management and relations to donors. It is therefore important that sufficient capacity will be maintained for these functions.

⁴⁴This includes budget variance analysis, bank reconciliation etc., visits to organisations of partners, assessment and visit reports, annual audit conducted by external auditor appointed by SCD and follow up on audit and visits reports.

⁴⁵Like: basic systems, internal controls, planning, reporting, and staff.

Save the Children International Programmes (SC IP)

127. The Master Programming Agreement of 28 March 2011⁴⁶ between SCD and SCI has defined the roles and responsibilities between SCD and SCIP for award authorisation, reporting, financial management and related issues, including sub-granting to external partners.
128. SC IP has comprehensive and strong systems for effective financial management of international assistance and for handling donor requirements. High priority is given to control and quality, organisational operational effectiveness, accountability, financial monitoring and capacity building of partners. Procedures for establishing, monitor, support and evaluate partnerships are also in place. This includes assessments of accounting systems, segregation of responsibilities and control mechanisms. SC IP does also assess partners' ability to manage funds and comply with grants regulations of donors. The current level of funding, donors and financial stability are also assessed, in line with SCD's principles and procedures.
129. The SC IP's head office in London will primarily be responsible for the treasury function in relation to SC Members and country offices. It will also manage finances and financial reports from regional and Country Offices and support country offices with grant and sub-grant management. Regional offices will make overall supervision of finances and provide support to country offices, which in turn will be responsible for grant management and financial management of programmes. Relations with SC IP have been integrated well in the SCD's organisation.
130. At CO level in Bangladesh (from Bangladesh country visit, see also Annex II) the Finance Department is well organised and staffed with experienced and capable staff from key positions in previous SC Member offices. Comprehensive financial and administrative systems have been rolled out with support from the regional and head offices. By the time the office started to operate as a unified SCI country office, financial systems and most functions were already well in place. An independent risk and compliance department responsible for internal audit and supervision of procedures for internal control has also been established.
131. Global audit requirements will be established by SC IP, to include specific requirements for performance audit and anti-fraud and corruption measures and actions.
132. The SC IP 'Sub Grants Unit' will ensure financial monitoring of partners at field level, and make desk reviews of partners' financial and monitoring reports etc. All contractual rights and obligations from partnership arrangements have been transferred to SCI for the countries that have gone live in SC IP. This seems to have been handled well, and risks through a new structure should thereby have been reduced during the first phase of implementation.
133. The SC IP capacity building unit is responsible for leading the financial capacity building and technical support initiative for staff and partners, and a capacity building strategy is currently being prepared. Systematic orientation has been provided to the finance staff. Additionally capacity building and training will be rolled out in the near future according to a pre-assessment plan. This will also include orientation about specific donor requirements. During this critical transition period, staff capacities to handle new systems and procedures will need

⁴⁶ The purpose of the agreement is to set out terms on which the member will provide project funds from time to time to SCI to fund the implementation of a project by SCI; establish the rights and responsibilities of the member and SCI in relation to such project funds and related projects, the provision, preservation, and application of project funds, and the implementation of relevant projects; and provide for other assistance to the member in relation to programming activity.

to be closely monitored. This review therefore suggests that the Global Assurance function carries out a review after the first six months of implementation.

5.2 Reporting and accounting

General and field accounting procedures and reporting of SCD⁴⁷ and SC IP

134. SCD HQ is using Navision as accounting system. The system facilitates project and line item accounting based on categories. Detailed accounting, control and reporting procedures have been developed by SCD for country offices, country programmes, thematic programmes (both framework and non-framework), and framework and non-framework projects.
135. Formal mandates and authority limits of financial transactions have been laid down and generally, controls can easily be adhered to. Strict segregation between approval of payments and recording in the accounting system is maintained. Operating grants are transferred to the CO each quarter based on the CO's budget and transfer requests. Any excess or lack of funds is refunded or transferred and booked as soon as projects are audited. The accounting standards used by SCD comply with international accepted standards.
136. Accounts showing income and spending per month and year compared to the budget per department are prepared on a monthly basis. Accounts from COs are incorporated into accounts on line by line basis yearly. COs must make financial reporting to HQ on quarterly as well as annual basis following the appropriate standards and procedures.⁴⁸ Overall responsibility and authority always remains with the Financial Administrator and Project Management. Internal control requires that daily handling of cash and bookkeeping is segregated. The programme manager compares the financial report with the budget and reviews the partner's project accounts comments. The narrative progress results and progress on activities in work plans are reviewed and compared with the financial reporting. The annual audit is carried out by local independent auditors based on instructions from SCD and the Danish national auditor of SCD. Each CO has to develop its financial procedures and transactions in accordance with the instructions and guidelines received from SCD HQ. The accounting and reporting set ups at HQ and in the field are reporting timely across countries.
137. Accounting and reporting requirements of SCD and donors will be fulfilled according to the Master Programming Agreement between SCI and SCD. A grant management system has been launched for the financial management system with manuals and guidelines for timely handling of grant and sub-grants, accounting, financial and narrative reporting. Training in handling donor reporting requirements are planned for in the field. The international finance system Agresso is applied. The chart of accounts of the system is well developed to handle multiple accounting and financial reporting requirements according to the needs of SCD and donors. SC IP will make monthly monitoring of expenditure against budgets and program deliverables. This will increase the effectiveness of the previous budget control that was made quarterly.
138. Based on these findings, it is the impression of the review team that SC IP will have sufficient capacity in place to handle accounting and financial reporting requirements by SCD and MFA.

⁴⁷ SCD Financial Administrative Management, Program Manual & DG ECHO Audit Framework Contract, HQ Audit Report, September 2011.

⁴⁸E.g. a chart of account code must be designed for each project to reflect the financial reporting requirements. For each report a line by line variance analysis is made to the approved budget.

5.3 Local performance audit

139. According to the guidelines of MFA, performance audits should be conducted. They are undertaken on the basis of the organisation's financial review, rolling plan and other reporting to MFA concerning objectives and results achieved, as well as economy, productivity and efficiency aspects.
140. SCD's Danish auditor in Copenhagen has recorded the performance audit conducted in 2010 which is based on the audit instructions of MFA and the supplement to the audit instructions. The audit has included assessments and conclusions concerning all the three aspects of performance audit: (i) economy (thrift), (ii) productivity and (iii) effectiveness as prescribed in the performance audit instruction. The performance audit is based on assessments of SCD's objectives and procedures. This includes assessments of SCD's procedures for economical, productive and effective administration. The assessments of the procedures and conduct of the performance audit are in line with the audit instructions of MFA. Specific performance audits of projects based on project audit, external and completion reports to MFA have been conducted in line with MFA instructions. The Danish auditor of SCD has not chosen to conduct visits to single projects in order to confirm procedures are complied with.
141. The performance audit conducted by the Danish auditor is integrated as part of the financial audit of SCD's Annual Report. Attention is focused on the economic aspects of the performance audit e.g. assessment of purchase policy, administration of salaries, etc. Substantial critical remarks or observations that could make up point of departures for more extensive analyses and learning processes and add value to the programme performance haven't been issued in the yearly audit reports.
142. The current performance audit is not sufficient for making a more in depth assessment of value for money in terms of making the programmes more efficient and effective and less costly. It is therefore recommended to consider how such a more extended locally based performance audit could be arranged within SC IP and the future Global Assurance set up. Global Assurance could also make good practice across countries available to inform this process.
143. It has been confirmed that SC IP's audit arrangement will be able to take on responsibilities to conduct performance audit according to MFA's audit instruction.

5.4 Policies and procedures for actions in case of anomalies or suspected abuse of funds

144. SCD's policies and procedures for handling of cases of fraud and other illegal practices are based on principles of no tolerance of corruption and no misuse of funds as well as commitments to comply with rules of donors, as Danida, and legislation of countries of operation. It stipulates that actions should be taken immediately in any cases of suspected or proven fraud, misuse or serious irregularities. All relevant stakeholders including donors shall be informed immediately in relevant cases. Procedures for obligations, actions and potential consequences to be taken by HQ, COs and external auditors in cases involving SCD supported activities and within SCD are described. The security policies of SCD includes a whistle blowing policy that prescribes staff members responsibility to report any action or breaches of security that may jeopardize security of staff or assets of SCD. The policy and procedures are adopted in the Programme Manual and are available to staff and local partners.

In this way, SCD adheres to normal international standards and procedures on fraud and corruption. The field trip to Bangladesh also proved that policies and procedures have been adopted locally. The review team finds that the principles, procedures and awareness of handling of cases are well integrated in operations and in relation to implementing partners.

145. Likewise, anti-fraud, anti-bribery and anti-corruption policies and procedures are well developed and in place at SC IP. They are based on non-tolerance principles and procedures of taking immediate action in cases of suspicion, similar to the policies being applied by SCD and required by MFA. Any suspicion of fraud or dishonesty should be immediately reported to the Country Director or Senior Manager. Country Directors will report the suspicions to SC IP's Finance Director and the regional Finance Director. Failure to report will be treated as a serious issue and may result in disciplinary measures. Implementing partners must have a clause in their contract requiring them to report to SC IP and take action against any fraud which occurs in their organisation and affects the sub-grant.
146. SC IP has formulated a 'whistleblower' policy and a hotline for reported misuse of funds, which automatically triggers an internal investigation by the financial management and internal audit team. Country Directors must ensure that all staff, volunteers, suppliers, consultants, implementing partners, and beneficiaries are aware of the policy. SC IP will apply donor and Danida procedures and reporting formats for reporting on misuse of funds.

5.5 Time registration & proposed SC IP model

147. SCD is applying time registration for staff at HQ and country levels to register and document actual hours and expenses used on projects. The regulations prescribe categories of expenses that can be invoiced in relation to projects, procedures and responsibilities, and formats are adopted in the Programme Manual. The registration is applied according to requirements of MFA. SCI will, on behalf of Members, have the responsibility to build up systems that can ensure donor and MFA guidelines will be applied. Measures are taken to apply time registration based on principles, procedures and specific documentation required by MFA. It was confirmed that time registration will be applied within SC IP. All SC IP employees must submit accurate time sheets to the Finance Department by the end of the month. The time registration is connected to the payroll system and supervised by the grant management team.

5.6 Key findings & recommendations: Finance & administration

Key findings	Recommendations
1. General financial and management systems	
Systemic orientation has been provided to the staff. Additionally capacity building and training will be rolled out in the near future according to a pre assessment plan. This will also include orientation about specific donor requirements.	In order to reduce the risks of important failures in the beginning of the operation and to ensure that internal control and audits are carried out properly, it is recommended that this process is monitored carefully. The suggestion for having an internal evaluation of the actual performance conducted by the Global Assurance after 6 months period of implementation seems to be a good idea.
Key findings	
2. Local performance audit	
The current performance audit made in conjunction with the financial audit doesn't seem suitable for making more in depth assessments of the project documentation and results that could add value for money in terms of making the	It is therefore recommended to consider how such a more extended locally based performance audit could be arranged within SCIP and the future Global Assurance set up. This arrangement could benefit from experiences of good practices across

<p>programmes more efficient and effective and less costly. On the other hand, the cost of audit would increase considerably if a more in depth and locally arranged performance audit based on the existing set up should be conducted.</p>	<p>countries collected by the Global Assurance.</p>
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Annex I: Terms of Reference (TOR)

Thematic Review and Capacity Assessment of Save the Children Denmark with special focus on Partnerships in Development and Humanitarian Assistance

1. Background

In accordance with the Strategy for Danish Support to Civil Society in Developing Countries (2008) thematic reviews of the framework organisations will be undertaken to enhance the professional dialogue between the Ministry of Foreign Affairs (MFA) and these organisations. The last thematic review of Save the Children Denmark (SCD) with an annual frame allocation of 50 million DKK was undertaken in 2007. As reflected in the Civil Society Strategy there are new challenges for civil society actors in terms of the aid effectiveness agenda including greater emphasis on results-orientation and documentation, tendencies to restricted space for operation in a number of countries, and interventions in fragile states and situations to mention a few. Danish civil society organisations increasingly operate in new ways with international and within global networks and alliances to achieve better programme cooperation, division of labour and harmonisation of interventions. It is in this context that the theme of Partnerships has been chosen for the thematic review of SCD which will also incorporate the humanitarian portfolio of the organisation as described below.

SCD implements humanitarian activities as part of Save the Children International (SCI) in relation to the Strategy for Danish Humanitarian Action (2010-2015). With the humanitarian strategy MFA has initiated a process of strengthening Danish humanitarian support by revisiting, consolidating and focussing priorities, modalities and partnerships. In this context MFA has introduced the objective of establishing strategic partnerships with selected partners, including UN organisations, international organisations, and experienced and effective NGOs. The overall aim is to give implementing partners higher funding predictability and operational flexibility in exchange for better planning and clear performance targets against the priorities of the Strategy for Danish Humanitarian Action, as well as allowing for a stronger focus on quality and delivery from partners. Further, it is anticipated that the revision of the Humanitarian Strategy, particularly the introduction of strategic partnerships, will decrease transaction costs for MFA, thereby also addressing potential capacity challenges for the Ministry by reducing the overall number of partnerships.

A considerable portion of Danish Humanitarian Funding is allocated towards long-term humanitarian operations in protracted emergencies and crises. Concurrent with the introduction of strategic partnerships, MFA is also in the process of developing a more clearly defined geographical prioritisation of such protracted emergencies and crises. This will result in direct Danish funding of humanitarian action in protracted crises becoming focused on much fewer countries compared to previous practice. Further, a more coherent approach to choice of sectors, clusters and thematic interventions will be introduced.

In accordance with the humanitarian strategy, partners are selected primarily based on their adherence to humanitarian standards and codes of conduct, their ability to reach and engage vulnerable beneficiaries in all phases of their activities, past performance, cost effectiveness as well as their strategic position in the global humanitarian system, in a specific thematic field or in a particular geographic area.

The strategic partnerships are guided by Partnership Framework Agreements (PFAs). So far, partnerships have been initiated with UNICEF, UNFPA, the Danish Refugee Council and the Danish Red Cross. Similar arrangements are currently being negotiated with DanChurchAid and Save the Children Denmark. In the case of the Danish NGOs, the agreements are accompanied

by in-depth assessment of their capacity for programme management and their relevance vis-a-vis the Humanitarian Strategy in order to ascertain their eligibility as partners.

Partnerships in general have been selected as the theme for this review. This includes partnership and the role of SCD within SCI as a member and operational actor. The theme will serve as a focus for the assessment and a way of concretising SCD's capacity as a development and humanitarian actor. Similarly, the field study is not intended to provide a complete picture of how SCD works with partnerships in development and humanitarian assistance. Rather it will serve as an example allowing for a more in-depth study of selected SCD activities in practice, and providing an opportunity to look into issues such as the management tools, financial instruments and quality assurance. In this connection it should be borne in mind that the transition into Save the Children International Programs has only taken place very recently and therefore the practical experience with the system is limited.

a. Presentation of the organisation

SCD's work in Denmark and internationally is based on the United Nations' Convention on the Rights of the Child, and a rights-based approach is applied in all activities. SCD was established in 1945 with the aim of reducing the impact of the Second World War on children in Denmark and abroad. Today SCD carries out a wide range of child rights activities in Denmark and internationally. SCD is affiliated to the Save the Children International, which has 28 members and is the world's largest independent movement for children, working in more than 100 countries.

SCI is currently undergoing a major change with a joint strategy being adopted in 2009 and for the first time in the history of SC providing a shared framework and operational guidelines for the international work. The main thematic focus areas of SC are organized in six Global Initiatives (Humanitarian Work, Education, Child Protection, Child Survival, Child Rights Governance and HIV and AIDS).

From 2011 SC will gradually implement its international programmes and advocacy through a single management structure, Save the Children International Programs (SC IP), including a Head Office in London, 6-7 regional offices and 70 country offices in order to become more effective in realizing children's rights. The structure will be implemented gradually with the first countries in Asia being transitioned during 2011. All countries and regions are expected to be under the SC IP by the end of 2012. SCD has initiated an internal process of adjusting and aligning systems and procedures and reorganizing the organisation, in order to match the changes in Save the Children in particular and in the changing development environment in general.

SCD's International Strategy 2010-15 refers to the overall strategy of Save the Children International and has four overall thematic areas: Education, Child Protection, Child Rights Governance and Child Survival. Within these areas SCD has developed the following specific areas of expertise, which will be rolled out within the framework of SC:

Child Rights Governance

Child Rights Governance is building the foundation for all rights to be realised and SCD will work together with civil society organisations to strengthen Child Rights Governance at local, national and international levels within three subthemes: Child Rights monitoring; strengthening national systems and building awareness and capacity.

Education

SCD works towards a world where children and youth are empowered to be political, social and economic actors with a focus on Education for Youth Empowerment, Basic education and Education in Emergencies.

Protection

Save the Children Denmark works towards a world where children are safe from exploitation and abuse with a focus on Psycho-Social support to children.

Child Survival

SCD's Child Survival strategy will focus on reducing child and maternal mortality, preventing common child diseases, preventing HIV and AIDS and ensuring children's right to survival and good health, thus enabling and empowering children to participate as active citizens in civil society. These areas of expertise also include SCD specialization within the humanitarian work, with focus on Child Protection in Emergencies, Education in Emergencies (including Education Cluster co-lead responsibilities with UNICEF) and Disaster Risk Reduction and Climate Change Adaptation.

In July 2001 MFA entered into a framework agreement with SCD on development assistance. From 2004 the framework allocation has become part of the annual Finance Act and now amounts to 50 million DDK annually. The development activities under the framework agreement are currently concentrated in: Bangladesh, Ethiopia, Somalia, Sierra Leone and Uganda.

Humanitarian assistance from MFA channelled through SCD amounted in 2010 to DKK 55 million. In 2011 SCD was granted support for protracted/chronic crisis in Ethiopia, Somalia, Pakistan and OPT in addition to the annual Emergency grant (nødhjælpsspulje). SCD is currently negotiating a humanitarian partnership agreement with MFA.

Bangladesh Country Programme

SCD have been working in Bangladesh since 1989. In 2004, the Bangladeshi programmes of SC Sweden and SCD were merged into SC Sweden Denmark (SCSD) in order to build a stronger country programme. Since 2009 SC Finland has been supporting the SCSD country programme. On 1st October 2011 this country programme will be merged with the programmes of SC US, UK and Australia into SCI country programme.

The SCSD country programme is based on the child rights programming approach, working with a large variety of partners (long term partnerships with Civil society organisations, civil society networks, short term strategic partnerships with CSOs, Ministries, Universities, religious leaders, private companies etc.) within the thematic areas of Education for Youth Empowerment, Protection and Child Rights Governance. SCSD has in the past implemented emergency responses through a number of partner organisations, with special focus on the immediate response and child protection in emergencies. Save the Children has established a joint emergency preparedness, and the thematic programmes are now exploring to include DRR.

Pakistan Country Programme

SCD has contributed to the emergency program in Pakistan since 2009. In 2010 SC US, SC UK and SC Sweden merged the programmes with a large emergency and development portfolio. SC US is lead management member until the registration is ready for the SCI county programme.

SC has been present in Pakistan since 1979 delivering humanitarian services to Afghan refugees. Since then, Save the Children has implemented large scale relief and rehabilitation programs for refugees, IDPs, and victims of floods, droughts, cyclones and earthquakes in all provinces of Pakistan. SC work within seven sectors: health and nutrition, child protection, education, shelter and NFIs, livelihoods and food security, food aid, and water and sanitation as an integrated strategy. To date SC has reached more than 3.3 million beneficiaries. SCD has since 2009 contributed to several emergency responses, flood and earthquake with projects specific within the thematic area of emergency education and coordination as well as child protection. SCD's contribution to the emergency program will in 2011 focus on DRR in the education program in Punjab province.

b. Themes under review - Partnerships and Humanitarian Assistance

Partnerships

SCD's development work is implemented in partnership with local partners and has a particular focus on civil society organisations. This is expressed in the SCD International Strategy 2010 – 2015 in the following way. SCD has a strong focus on capacity development of child rights organisations and fostering equal partnerships – and furthermore, on developing strong links to the corporate sector. In contexts of fragile states and emergency responses, SC works with local partners as part of the programmes where possible and appropriate.

Members of SCI are increasingly working as **one global organisation** with members taking responsibility for different thematic areas organised in Global Initiatives. SCD is one of the leading members of the **Child Rights Governance Global Initiative**, in which capacity development of local civil society organisations is an important focus. SCD therefore has a substantial role and responsibility in providing guidance, support and technical assistance in regard to generic capacity development of civil society.

SCD believes that a strong local civil society is best placed to advocate for and support the realization of all children's rights and holding their governments to account. SCD work to enhance the capacity of civil society organisations, with the aim of building a sustainable and strong civic movement for children's rights nationally and internationally. SCD recognizes the key role governments are playing as the primary duty bearer. The contribution to the implementation of the UNCRC is therefore also to help foster a sustainable and mutually benefitting cooperation between governments and local civil society. This is in line with the SCI strategy 2010-15 which states: "We work with civil society organisations, especially in developing countries, to strengthen their capacity to deliver for children, shift attitudes and hold their governments to account".

Humanitarian Assistance

Humanitarian aid is a strategic priority for SCD with a commitment to work in contexts where humanitarian aid is needed, including the first phase emergency response, the reconstruction and recovery phase in acute emergencies. SCD is similarly committed to supporting children in protracted crisis situations and fragile states. SCD will in particular focus on children's rights to immediate relief, child survival in emergencies, child protection, education in emergencies and child participation. With these thematic priorities in mind SCD will further build relevant operational capacity, be innovative, strengthen advocacy efforts, enable Disaster Risk Reduction/Climate Change Adaptation programming and increase funds for humanitarian aid programmes. SC emergency responses are guided by agreed operational standards and sectors, and SCD engage at the strategic level of Save the Children Humanitarian work, as well as in the

emergency operations through secondment of specialized and generalist technical expertise and coordination.

Within its thematic areas SCD will specifically focus on:

Child Protection in Emergencies

Children in emergencies and protracted crisis are often more at risk and more vulnerable than in development contexts. They face a wide range of child protection issues that, besides life threatening situations, physical illness and lack of basic means of support, also include neglect, exploitation and psychosocial distress. SCD will focus on psychosocial First Aid, child resilience, and Child Friendly Spaces. SCD will further develop age-specific methodologies to protect children from sexual violence in emergency situations. SCD's child protection work will ensure relevant links to Disaster Risk Reduction and Education initiatives.

Education in Emergencies

Providing education in emergencies, and ensuring rebuilding of disrupted education systems, are prioritized areas of intervention in SC emergency responses. Education plays a vital role in supporting and protecting children throughout and beyond an emergency, facilitating both physical protection and psychological support to children. SCD will build up capacity to be able to contribute to SC emergency education interventions to deliver quality education in a safe learning environment and support Education Cluster coordination.

Disaster Risk Reduction and Climate Change Adaptation

SC's experience around the world has shown Disaster Risk Reduction (DRR) to be effective in minimising disaster impacts while strengthening community resilience and preparedness, including the poorest and most marginalised people. SC promotes a child-centered approach that places children at the centre of activities to prepare for disaster – including preparedness, early warning, mitigation and resilience building.

SCD DRR and Climate Change Adaptation focus will capitalize on the operational experience within the areas of children and youth participation and partnerships with local partners and communities. During 2010-2015, SCD will increase operational involvement in DRR and Climate Change Adaptation activities in protracted crisis situations/fragile states, and as part of the recovery programming; mainstream DRR and Climate Change Adaptation into all programming (development and humanitarian); and to fundraise and advocate for DRR and Climate Change Adaptation activities.

c. Previous Thematic Reviews

In 1996 a capacity assessment of SCD's humanitarian assistance was made. Another capacity assessment of SCD was carried out in 2000/2001 prior to the framework agreement (development) followed by a thematic desk review in 2003. The latest thematic review (development) of SCD in 2007 focused on advocacy and financial/organisational management with field studies in Ethiopia and Uganda. The main recommendations and the follow-up from SCD can be seen in the reference documents.

2. Review and Capacity Assessment

a) Objectives

The general objectives of the thematic review are to:

- Provide MFA with an assessment of SCD's follow-up of the recommendations from the latest reviews and annual negotiations.
- Analyse and assess the organisation's performance in relation to the themes chosen for the thematic review with special focus on documentation of results and capacity of SCD to implement key areas within their international assistance.
- Provide an input to preparation of a Partnership Agreement in the humanitarian field.
- Provide a basis for a mutual dialogue and learning process for SCD and MFA.

b) Outputs

- An inception report, incl. specification of TOR for the field trip.
- A debriefing report, not exceeding 4 pages excluding annexes.
- A review report, not exceeding 25 pages, excluding annexes.

c) Scope of Work

The review will consist of a desk study, consultations with SCD headquarters in Copenhagen, the SC IP in London as well as the SC IP regional office in Singapore, field visits to Bangladesh and Pakistan, debriefing meetings at field and headquarter level and a debriefing meeting with MFA. It should be noted that adjustments to the scope of work can take place based on discussions following an inception note from the consultants.

As for the overall **organisational capacity** the review will include, but not necessarily be limited to, assessment of the following dimensions – in relation to development as well as humanitarian assistance:

- The overall strategic framework of SCD in relation to the objectives of the Strategy for Danish Support to Civil Society in developing Countries (2008) and the Strategy for Danish Humanitarian Action (2010-2015).
- The adequacy of the organisational structure, available human resources and management systems seen in relation to the totality of activities to be performed in general and in relation to the management of the framework agreement with MFA and the humanitarian funding from MFA in particular. This and the following aspects should be viewed and assessed taking into account the new shared SC IP framework and management structure to the extent possible.
- The adequacy and quality of general financial management systems and processes (e.g. budgeting, monitoring, accounting and reporting).
- The reporting and accounting set-up at headquarter and in the field.
- The relevance and usefulness of local performance audits produced according to MFA guidelines based on findings from both headquarter studies and field visits.
- Quality and availability of policies and procedures for actions in case of anomalies or suspected abuse of funds shall be assessed, including analysis and assessment of actual handling of such situations.
- The time registration system applied at headquarter and field and possibly the proposed model to be used in future under SC IP.
- The monitoring and evaluation system, including quality, timeliness and ability to follow-up on reviews and evaluations and feed information/results back through the organisation. Systematisation of experience and lessons learned in the form of good practices, policy papers, guidelines, etc. Use of M&E derived information in advocacy and capacity building of partners.
- The relevance and use of indicators (impact and outcome) and documentation of results and processes.

- Operationalisation of good practices and the approach to and dialogue with partners in this regard.
- Use of good practices in advocacy, including forming and influencing national and international policies and strategies.
- Competence development of staff, both at headquarter and regional offices as well as seconded programme staff.

As for the assessment in relation to **partnerships**, the review will include, but not necessarily be limited to, assessments of the following dimensions – in relation to development as well as humanitarian assistance:

- The new shared SC IP framework and management structure under implementation to the extent possible and the role of SCD in this new architecture.
- SCD's advocacy among SC partners for SCD areas of expertise and Danish development policies and best practices.
- SCD/SC IP's performance related to the aid harmonisation agenda including the issue of the extent to which SCD contributes to the intentions of the Accra Declaration and Good Humanitarian Donorship being applied in international and national agendas.
- Screening and selection of local partners.
- The degree to which SCD and local partners work out individual implementation plans for partnership development, capacity strengthening, financial and organisational sustainability.
- Assessment of SCD's use of exit strategies for partnerships in the field.
- Coordination and collaboration with other donors and peer organisations (NGOs, bilateral and multilateral agencies) internationally, in Denmark and in Danida partner countries in relation to development as well as humanitarian assistance.

As for the assessment in relation to the **humanitarian assistance** the review will include, but not necessarily be limited to, analysis of the following dimensions:

- Assessment of the coherence and relevance of the organisation's strategic frame to that of the Strategy for Danish Humanitarian Action, for instance:
 - Adherence to the guiding principles for Humanitarian Action
 - Ability to reach vulnerable people
 - Ability to reach people affected by crisis
 - Focus on protection,
 - Ability to contribute to bridging the gap between relief and development
 - Relevance and willingness to administer funds from other humanitarian budgets e.g. pooled humanitarian funds under the Strategy for Danish Humanitarian Action.
- Assessment of the coherence and relevance of the organisation's strategic frame to that of the Regions of Origin strategy
- Assessment of the coherence and relevance of the organisation's strategic frame with objectives and priorities of Denmark's for protracted emergencies in priority countries (i.e. Afghanistan, Ethiopia, Burma/Thailand, Gaza/the West Bank, Somalia and Sudan) for instance:
 - Adherence to geographic priorities,
 - Adherence to sector priorities
 - Adherence to thematic priorities

- Assessment of relation to UN cluster coordination approaches and consolidated appeal systems
- Application of formal quality certification systems (HAP, ECHO and others) and their usefulness.

d) Method of Work

A desk study will analyse key documents related to organisation, strategy, management systems and country programmes for the selected countries. Based on this the team will finalise a description of the approach and methodology related to the field study. The field study will be carried out as a way of assessing in practice how the methodological issues, policies and strategies have been implemented. Following the field study, debriefing meetings will be held at country level and in Copenhagen.

The approach will include:

- The team will review relevant documents, and meet and interview core staff, partners and governing bodies.
- The team should work with SCD and MFA in the process of discussing and analysing the selected themes and outline the methodology and time schedule for the field study which will include visits to Bangladesh and Pakistan. The consultants will pay a visit to the SC IP Head Office in London (in coordination with the Emergency Director placed in Geneva) as well as the SC IP regional office in Singapore.
- The team will debrief at country level with the SC country team and key stakeholders as well as the Danish embassies where relevant, and in Copenhagen with SCD management and MFA.

Thematic reviews should be undertaken in a way that ensures a continuous dialogue during the process.

A representative from SCD may participate in the field visits as a resource person.

e) Consultants

The organisation of the team's work should be specified and explained clearly in the tender.

In connection with the tender evaluation, each proposed team member apart from the team leader will be given a weight in proportion to the duration of the proposed input. Therefore, a personnel assignment chart must be included in the technical tender with a clear indication of amount of person months/weeks proposed allocated to each specialist.

The review team shall consist of a team leader for three expert team members.

The team leader should have a relevant educational background and extensive professional experience from assignments within developing and developed countries, incl. as team leader for multi-disciplinary teams. The team leader is responsible for the team's reporting to and communication with MFA (HUC), and for the organisation of the work of the team.

Areas of competencies required by the review team as a whole include organisational capacity analysis, incl. financial and human resource management issues, as well as extensive experience regarding development and humanitarian assistance. The team must have knowledge of relevant Danish strategies and aid modalities, incl. the Strategy for Danish Support to Civil Society and the Humanitarian Strategy. At least one team member must be fluent in Danish in order to access all relevant documentation.

More specifically, the team should cover the following competencies (where nothing else is specified at least three references should be given):

Areas of competencies required:

- Capacity analysis (institutional analysis, management issues incl. human resource and financial management)
- Development issues in general and civil society and partnership issues in particular
- Working knowledge in humanitarian assistance covering areas such as good donorship principles, vulnerability, protection, UN appeal and cluster system, disaster management, protracted crises, early recovery, demining etc.

f) Timeframe

The overall time schedule for the assignment is:

Preparation and HQ study: Mid October 2011

Field study: End October – Mid November 2011

Debriefing and draft report: End November 2011

g) Background information

- Humanitarian Capacity assessment 1996
- Capacity Assessment Report (Development) 2000
- Thematic Review Report (Development - Desk study) 2003
- Thematic Review Report 2007 (Development)
- Minutes from recent annual meetings
- Framework agreement 2005

SCD and SCI documents:

- SCD Strategy 2010 – 2015
- SCD International Strategy 2010 – 2015
- SCD Strategic Plans (Education, protection, Child Rights Governance, and Humanitarian Work)
- SCD policy paper on working in partnership with civil society, 2011
- SC 5-year strategy including a shared Vision, Mission, Values and Theory of Change
- SC Approach to Emergency Response

September 2011, Department for Humanitarian Action, Development Policy and Civil Society

Annex II: Debriefing Note: Bangladesh

Bangladesh country consultations took place 13-18 November, 2011. It focused primarily on the combined Save the Children Sweden-Denmark (SCSD) programmes and how they are (or will likely) feed into the combined SCI country programme in Bangladesh. From an organisational and financial management point of view, the review covered the transition from the SCSD structure to the new SC IP structure.

1. Overall strategy and organisation

Organisational structure and human resources

Save the Children International Programmes (SC IP) became operational in Bangladesh as of 1 October 2011, combining SC US, UK, Australia and Sweden/Denmark into one organisational and management structure. Functions and work processes have been redesigned and staff aligned with the new set up. From a structural point of view, the organisation seems to be well geared to run the business in an effective way and to take on the scope of tasks and functions demanded by SCI and members.

The review team noted, however, that whereas structurally the new organisation has 'gone live', the programmatic transition (towards combined and integrated programmes with a mix of funding sources from different SC Members) has not yet taken place. Plans and processes to make this happen are still largely at the procedural level, or concerned with unified policies and tools to lay the foundation for maximized programme delivery and growth. Improved quality of programmes (spearheaded by Global Initiatives and Membership-sponsored technical assistance) is assumed as the long-term effect of the overall reorganisation.

The existing cost base has been inherited from previously programming SC Members in Bangladesh. Around 250 staff is now positioned in Dhaka and 300 in the field offices. Around 49 of these staff come from the previous Save the Children Sweden-Denmark (SCSD) office, with SC US bringing in the large majority of over 360 staff. In addition to this, approximately 100 are employed on contractual basis. On the whole, this is the same structure and number of employed as previously. Efficiency gains are expected in the future, based on the assumption that the country will have an increase in programmes and turnover (rather than downscaling on staff or administration). At present, the SCI Bangladesh programme is well funded and no funding shortages are foreseen in the future.

SCD's programmatic entry-points & positioning

It is still too early to draw firm conclusions regarding the effectiveness of the organisational performance within this new framework. Nevertheless, SCD will potentially benefit from getting access to a larger programme portfolio, strengthened internal processes, a larger human resource pool and unified systems in Bangladesh, particularly in the area of rapid response in emergencies and humanitarian action. A potential risk is of course that SCSD, as a much smaller programming SC Member than e.g. SC US gets overshadowed in its approaches and programmatic interests (SC US had a programme portfolio of USD 160 million as opposed to SCSD's USD 10.9 million in December 2010).⁴⁹

⁴⁹ If the comparison was done after July 2011, the SCSD portfolio would be considerably bigger due to EC grants. However, it is of course still small compared to US which is by far the largest SC Member active in Bangladesh.

However, so far there are positive signs that SCSD's experiences and interests will be safeguarded and potentially have more influence across programmes in the new structure. Its long history and valuable insights in working with and strengthening civil society has been acknowledged by the new Country Director and management team. In the area of Child Rights Governance, the previous SCSD Director has taken up the position as thematic Director and sits in the Senior Management Team (SMT). Programmes and civil society partner networks established by SCSD are also kept intact under the new structure, with the intention to gradually integrate approaches and methods more horizontally across programmes. From a CRG and advocacy perspective, it could mean having a stronger ability to 'leverage' with government. At the same time, the considerable size, and perception of being US-led, could be a disadvantage to the Scandinavian approach of working more in the background and supporting national players to take the lead in important policy change processes. The potential of 'crowding out' of national child-focused NGOs should be watched carefully given the substantial resources that SCI bring into the country on a yearly basis to fill gaps in service delivery.

Although different SC Members have very different approaches towards working in partnerships, even the US has gradually gone from being largely self-implementing to implementing through partners.

2. Working in partnerships

Internal partnerships within Save the Children

The fact that SC Sweden and Denmark combined their programmes already in 2003 seems to have helped to position them strategically around a few key themes and approaches in order to influence and get sufficient 'space' in the new combined SCI structure in Bangladesh. For partners, it also meant that they have been through and 'survived' such a merger previously which has made them more confident and well equipped to deal with it this time. The Education and Youth Empowerment (EYE) programme has been 'lifted' in its totality into the new set up with potential to influence approaches related to non-formal education, vocational training and progressive approaches towards combating child labour. National policy gains in this sector, with active engagement from SCSD and partners, have also been quoted among the successes in applying a holistic, rights-based approach, focusing on closing the gaps between duty-bearers and rights holders. This stands in stark contrast to more vertical programming and service delivery applied by some other SC Members in Bangladesh.

The strengthened capacity to deliver on SCI's dual mandate (humanitarian and development programming) through the new revised SC IP structure is in line with Danish policies (civil society and humanitarian action). As SCSD programmes gradually merge into the SCI CO structure, its approaches and values around civil society strengthening could risk be 'diluted' (as referred to above) as they are absorbed into larger programmes with more funding from other SC Members. Institutional learning and meaningful monitoring / identification of best practice in Bangladesh from SCSD's way of working with partners will be important in order to replicate lessons and promote SCD interests also in places where they are not equally well represented in the new set up.

In the new structure, the idea is that coordination and collaboration with other 'like-minded' SC Members will take place primarily through the Global Initiatives (GIs). The GI around CRG is financed and co-led by SC Sweden, Norway and Denmark, with SCD currently chairing the steering group. Close collaboration between the Scandinavian Save the Children Members is therefore likely to continue at least in the area of CRG and in Bangladesh where this historically has been an important area of work for SC Sweden and Denmark. In other thematic GI's, the

level of cooperation and influence through partnerships between like-minded SC Members is more uncertain, particularly since leadership in GPs also mean that SC Members with an interest in this thematic/ programming area will have to finance the GP's staffing and activities, thereby potentially sidelining smaller SC Members and Members based in programming countries. A challenge for GPs will be to influence and guide best use of global TA support and country-based expertise in line with quality (not just quantifiable) benchmarks and identified best practice. At present the shared SCI strategic framework does not oblige SCI country offices to comply with other targets than those commonly agreed upon, such as those related to growth and reporting on 16 global indicators, and GIs are only advisory in nature.

A preliminary recommendation is to closely monitor outcomes from the substantial investments that SCD, together with the other Scandinavian SCs have done in the CRG Global Initiative in order to have its priorities reflected more meaningfully in the common monitoring framework of global indicators⁵⁰.

External partnerships with peers, stakeholders, and national/ local actors

SCSD programmes have had the advantage of working closely with a relatively small group of key partners in long-term processes. Most of the partners that make up the thematic networks (one for protection, EYE and an overarching network for CRG) have partnered with Save the Children Sweden or Denmark for the last 12-15 years, receiving support for both the implementation of projects and facilitation of networking and joint advocacy. In many ways, SCSD and its partners have jointly evolved and developed new strategies in their areas of operation, evolving from activity specific cooperation to being strategic allies in different change processes. Most partners are of already strong and large national NGOs. Capacity building has been an important component, and project funding from SCSD has also helped some core partners to attract additional funding from other donors. This approach to partnership is clearly described in the SCSD Bangladesh partnership policy. Exit strategies are phrased more in terms of 'transformation stages' of the partnership – from activity-based through to where SC and partners jointly advocate for common goals.

The review found that this approach has a strategic value, and the partnership policy is a good building block for a more strategic approach to working with partners in SCI. Yet, some partners had difficulties saying what exactly SC brought to them in terms of added value, and often referred to the funded activities (shelters, schools, community services) as the basis for their cooperation. SC has helped to facilitate strong networks, but most activities are still closely linked to SC funded projects. The review scarcely found any examples of partner CSOs who participated in the SC-facilitated networks without also having also their own SC funded projects – some without any immediate exit strategy or plan for how services could be up-scaled or financed without SCSD's contribution.

There were many noticeable advantages to be working in long-term strategic partnerships in the way SCSD has done, including the trust-building and mutual learning among partners leading to innovation and new forms of collaboration⁵¹. Yet a critical analysis of what different types of partnerships can and cannot achieve would be helpful in addition to the regular partner reviews, looking also to other peers and non-child specific groups in order to create wider societal attitude and behavior changes that indirectly will benefit children. Innovative partnerships with human

⁵⁰ At present, these indicators are only quantifiable, and not suitable for more meaningfully applying a rights-based approach.

⁵¹ E.g. in the EYE programme area on youth training and employment which links into the area of combating child labour, and in the provision of non-formal schooling to working children.

rights groups, gender networks (e.g. to increase employers' acceptance of girls in traditional 'male' professions and technical training) could be beneficial.

Moreover, a more explicit description of the role of SC in the different partnerships and change processes would be helpful, e.g. when do they go in as 'innovator', 'funder', 'connector' or 'agent of change' and where does SC's role stop and when are partners' expected to pick up responsibilities for driving the change? Such an analysis should also include optimal and alternative trajectories for change.

SCD has been strategic in trying to focus on a few areas where they can play the role of 'innovator' or 'knowledge broker' in the large SCI country programme, namely: CRG with a focus on strengthening civil society; EYE in relation to child labour and education, and child protection in relation to technical input to psycho-social support to children affected by sexual and other forms of violence and exploitation where SCD has drawn on expertise in the national department and a collaboration with Red Cross (though practical outcomes of this work was less noticeable in the projects and partners visited). To date in Bangladesh, the area where this added value comes through most clearly, and also seems to have generated the best results, is in the EYE and CSR programme in relation to getting a Code of Conduct in the Informal Sector accepted, in pushing for the National Policy for the Elimination of Child Labour, and the corporate Work2Learn programme with engagements from the corporate community to top up Danida funding as part of the Embassy funded Business to Business programme. The Danish corporate engagement for this project has been substantial, not only in terms of funding but also in terms of project design. Bangladeshi suppliers have gradually been convinced of the project benefits and bought into the process, which made implementation possible. It also seems to be the area where the most flexible mix of partners combined with evidence, funding opportunities and the right local/national expertise to guide the process has been best utilized.

Save the Children also played a clear role as facilitator and knowledge broker, with *purposeful and directed* child participation in research and feedback. In relation to the Work2Learn CSR programme, innovative models have emerged that could be adjusted and replicated both at a national and international scale. A weakness is that it was largely driven exclusively by donor-funded NGOs, and is less reliant on a domestic demand from national corporations and their international buyers. It also leaves out government counterparts and government-run technical training centres (TTCs) *in lieu* of the training centres run by a national NGO in collaboration with the Danish training centre TEKO. The national authority in charge of vocational training in Bangladesh was involved in some of the dialogue around this initiative. In the future it would be desirable for national authorities to play a more significant role. It would also be desirable for SCD and other programming SC Members to also take a stronger and more active lead in advocacy and international campaigning on an issue like progressive child labour elimination and education directed also to mass media in their home countries where buyers in the garment industry reside and have their headquarters⁵². To do so, SCD would need to actively network and build coalitions also with other INGOs and campaigns active in this field of work. Networking with peers on common topics of concern – like child labour – is an area where SCD has been less active in building strong partnerships. Rather, there is a tendency to 'hold on' to agendas within the SC family.

Overall, the programmatic and partnership focus of SCD in Bangladesh is a direct continuation of previous programme activities. At present, losing national partners would be 'loosing valuable technical know-how' for SCD since many of the innovative models that have emerged from

⁵² SCD was however involved in a child labour conference in Copenhagen: "Danish Initiative for Ethical Trade" and raised the issue in numerous radio interviews.

Bangladesh into international SCI policy has been jointly developed and led by partners. The dependency pattern has therefore in some cases been reversed so that SCD 'needs' local partners more than the partners actually need SCD. Although this fundamentally should be seen as a healthy sign, the review recommends that SCD more clearly stakes out its different and changing roles in the different stages of the change processes so that value added is optimized at all times, and so that external TA is appropriately tailored and does not confine context specific learning with partners on the ground.

Through its partners, SCSD have also helped to set up and run a number of child-led organisations where partners 'nominate' vulnerable and disadvantaged children and young people to enroll for one or two years. Children are also provided with training and services, such as a jointly run bank for working children. These are very positive and innovative initiatives, but would come across as even stronger cases for change if less linked to SC partners and projects but in the long run were transferred and replicated as a natural fabric of Bangladeshi society, making the nominated slots less exclusive to access. Efforts to make this happen were less clearly described in the reviewed programme documents.

3. Programmatic learning and M&E

Overall the review found that there was a dichotomy between the extensive use of child rights principles in the programming phase and thematic (SCSD) reporting, and the general absence of the same human rights based approach in programme monitoring and reporting required in the new SCI format for country programmes which only focuses on selected global, quantifiable indicators. This means that a lot of the important programmatic learning will not be aggregated in a joint 'pool' of institutional learning, but be exclusively reported on to programming members and their back donors.

From a rights based perspective, regular monitoring should include the degree to which capacity gaps between duty-bearers⁵³ and rights holders are gradually being closed (as opposed to 'number of laws passed/policies adopted' or 'number of children reached'), and mechanisms/conditions (including changes in attitudes and behavior) that ensures that children and parents can enforce their rights.

Extensive involvement of partners in learning oriented meetings and reviews have been used in SCSD programmes such as the EYE programme which has put emphasis on process and joint learning with a small group of partners. The other extreme was found in SC US funded service delivery programmes (nutrition), where impressive and innovative use of technology and Global Information System mapping (GIS) was being employed for widespread programme accountability and upwards accounting/reporting.

There is great scope in this new combined SCI structure to further use skills and innovations across programmes to come up with more inclusive, transparent and action-oriented monitoring systems, where information is gathered and immediately fed back to programme beneficiaries and communities for qualitative processing/ enriching of quantifiable data. The process of *socializing evidence for child rights action* as well as advocacy could to a larger degree be linked to ongoing monitoring processes than to one-off studies or research pieces that may not be specific enough to localized conditions. SCD is in a good position to profile itself in this area given its initial efforts in developing a child led monitoring system and inclusion of human rights principles in

⁵³ It is noted that extensive duty-bearers and stakeholders analyses are carried out at the onset of a new programme, but with little guidance as to prioritization among different groups and the likely sequencing of necessary changes among each group to create momentum for collective change.

monitoring. SCSD has also through its programme-linked child groups facilitating child involvement in UNCRC alternative reporting.

4. Humanitarian assistance and emergency preparedness/response

SC partners introduced awareness raising after cyclone Sidr in 2007. SC, through an external consultant, developed a DRR strategy in December 2010 outlining how the organisation can integrate and mainstream DRR through existing programmes. The strategy refers to international frameworks (e.g. Hyogo Framework of Action) and is generally consistent but appears to be ambitious in attempting to address all HFA priorities under existing thematic programmes. The strategy has been accompanied (March 2011) by a toolkit that facilitates definition of DRR activities among SC partners. It seems that the toolkit has been instrumental in supporting the partner organisations' definition of DRR action plans which are based on assessments using the hazard vulnerability and capacity assessment tool, but it is still too early in the process to make any judgments of usage of tool (and existing materials are written in Bangla). The toolkit will be studied more in detail.

Partners are very motivated and engaged in DRR activities and eager to learn more. This promises well for future activities in Bangladesh. There seems to be a tendency of *integrating too many DRR activities in child-related activities*. Raising awareness of risks and preparing children for disasters is appropriate and seems to have been carried out successfully through partner activities. Children are very motivated and highly engaged and have gained confidence in addressing DRR-related issues in different fora and within their communities. It is however not clear whether children should be as involved in all stages. Conversations and interviews seem to indicate child led involvement in participating in emergency responses, identification of vulnerable people affected by disasters, coordinate responses and preparedness, as well as liaising between communities and local government (UDMC) representatives. SC may need to define what can be expected from children/youth and what needs to be carried out by others (parents, community representatives, local government, etc.).

In relation to emergencies SC is currently involved in the flood response in Southern Bangladesh (child protection, food, non-food items, shelter and WASH). SC has earlier responded to emergencies through the BELT (Bangladesh Emergency Liaison Team). When active in emergency response, SC participates in different clusters and is co-lead on Education in Emergency cluster (with UNICEF). SC is also lead in Emergency Capacity Building in Bangladesh. Interviews with different emergency staff members seem to suggest that earlier emergency approach (BELT) was rather diverse and uncoordinated because of SC's earlier structure. With SCI there are good reasons to believe that a more coherent approach will be developed – both because emergency will now be coordinated under a field programme director and emergency coordinator.

The transition into joint operations under SCI also means that the organisation is better positioned to scale up emergency responses and attain the target of reaching 20% of affected populations – and 25% of total number of affected children.

5. Financial management and administrative systems

Financial and administrative systems

SCI has rolled out comprehensive financial and administrative systems to handle grants and demands of members and multitude requirements of donors. It seems as the systems are well designed and adequate to take on tasks and responsibilities previously managed by SCD.

Division of tasks and an up to date scheme of delegation of responsibilities for all offices are in place to make a clear structure of command and accountability.

An independent risk and compliance department responsible for internal audit and strict procedures for internal control has been established to increase control and attach importance to compliance and risk mitigation. This is in line with international standards of internal control and audit and principles applied by SCD and MFA.

Financial reporting and accounting

The mission has confirmed the impression that SCI will have sufficient capacity in place to handle accounting, financial and narrative reporting requirements set by SCD and MFA in a proper and accountable way. The SCI CO will make monthly monitoring of expenditure against budget and program deliverables. This will increase the effectiveness of the previous budget control which was made quarterly. Donor grants will be monitored at least quarterly in donor format.

Financial screening of partners

Systems and procedures for screening, monitoring, making control and audit, and building up capacities of implementing partners have been established to ensure continued and sufficient ongoing capacity and accountability for management of finances and delivery of services after the responsibilities are taken over from SCD. All contractual rights and obligations from partnership arrangements have been transferred to SCI. This seems to have been handled properly.

Financial capacity building

A special capacity building section responsible for leading the financial capacity building and technical support initiatives for SCI staff and partners has been established within the Finance department. The Bangladesh CO will benefit from this section as it will also function as a watchdog to identify performance gaps and areas in need for improvement.

Systemic orientation has been provided to the staff. Additionally capacity building and training will be rolled out in the near future according to a pre assessment plan of capacity gaps. This will also include orientation on specific donor requirements. In order to reduce the risks of important failures in the beginning of the operation and to ensure that internal control and audits are carried out properly, it is recommended that this process is monitored carefully. The proposed suggestion by SCI of having an internal evaluation of the actual performance of the organisation conducted by the Global Assurance after 6 months of implementation seems to be a good idea.

External audit

Arrangements have been provided to ensure that the scope of services of the external audit companies will continue until the ongoing agreements are running out. Global audit requirements will be established by SCI. This will include specific audit instructions from donors like requirements for performance audit and antifraud and corruption measures. The arrangements for future external audit services seem to have been handled suitable in order to mitigate risks for providing an inadequate scope of audit services.

Local performance audit

It has been confirmed that SCI's audit arrangement will be able to take on responsibilities to conduct performance audit according to SCD's and MFA's requirements. The current performance audit of projects is conducted by SCD's audit company in Denmark based on audited project accounts and project completion reports made in Bangladesh. This arrangement doesn't seem suitable for making more in depth assessments of the project documentation and

results and for providing a platform for learning of better practices of activities which could add value for money in terms of making the programmes and projects more efficient and effective. On the other hand, a more in depth and locally arranged performance audit based on the existing set up would increase the cost of audit considerably. It is therefore recommended to consider how such a more locally based performance audit could be arranged within SCI and the future Global Assurance set up. This arrangement could benefit from experiences of good practices across SCI countries collected by the Global Assurance.

Policies and procedures for actions in case of anomalies or suspected abuse of funds

Principles and procedures and awareness of handling of cases are well integrated in operations and in relation to implementing partners. Two cases examined have been handled according to policies and procedures. Special audit and investigations have been put in place to investigate the materiality and evidence of the cases. The external audit arrangement is supervising risks of misuse of funds during their project audit. SCI has a well-developed system based on non-tolerance principles on corruption and procedures of taking immediate action similar to the ones applied by SCD and required by MFA.

Time registration

All SCI employees must submit accurate time sheets. The time registration is connected to the payroll system and supervised by the grant management team. Measures are taken to apply time registration based on existing principles and procedures and specific documentation required by MFA.

Annex III: Debriefing Note: Pakistan

1 Coherence and Relevance of SC Pakistan's Programme

1.1 Strategy for Danish Humanitarian Action and Support to Civil Society

Disasters in the last decade (man-made and natural) have meant that SC (as well as other organisations) has scaled up its humanitarian activities in Pakistan in terms of providing relief and recovery assistance across a range of clusters. SCI-PAK's responses in southern Pakistan seem to be aligned to guiding principles for Humanitarian Action. SCD has participated actively in providing resources, including the latest disasters, namely the 2010 and 2011 floods. Activities funded during those events are in line with the Strategy for Danish Humanitarian Action.

SCD engagement in Pakistan is visible and highly appreciated. SCI-PAK is involved in an extensive array of DRR related activities, some of which are already implemented, while others are on the design stage. SCD has contributed actively to SCI-PAK's ongoing activities, both in terms of technical support from Copenhagen and funding (recovery phase in Punjab). However, while the person leading DRR in SC-Pak is highly skilled and can potentially lead SC to become a leading DRR organisation in Pakistan, the capacity in the country office is still low in terms of number of staff members dedicated to DRR. SCI-PAK will mainstream and integrate DRR into all core activities, both development and humanitarian. However, given the capacity constraints and the fact that DRR is a new area to SCI-PAK (especially in Pakistan), there is a need to revise the scope of DRR activities. Prioritising quick wins and learning from specific interventions might be a way forward.

The mission focused primarily on humanitarian assistance and overall organisational issues. Overall, it can be concluded that the engagement with NGOs at national and local level is within the Strategy for Danish support to civil society, although the focus and application of the guidelines reviewed could be improved. Due to the humanitarian response in Pakistan, about 50 % of SC's programme is on development, and in humanitarian assistance the government is the most important strategic partner.

2 Humanitarian Assistance

SCI-PAK's monitoring, evaluation, accountability and learning framework (MEAL) provide programme managers, donors and not least population with information concerning delivery of assistance. The system seems innovative and is one of the few examples of humanitarian organisations using structured accountability mechanisms for beneficiaries – mostly organisations are more concerned with donor accountability. Complaints mechanisms are available wherever SCI-PAK implements activities and complaints are followed up on by programme managers (either locally or central level – depending on the nature of the complaint). MEAL also provides managers with regular feedback from the field and enables them to take timely corrective action. The MEAL system is an independent unit within SCI-PAK, meaning that information does not go directly to programme managers, ensuring more transparency and independence. SCI-PAK management is very supportive of MEAL, this being one of the key aspects for its success. More analysis will be provided in the final report.

2.1 Coherence and Relevance of strategic frame with that of the Regions of Origin

So far SCI-PAK has not implemented ROI activities in Pakistan⁵⁴. However, regional conflicts, the 2009 displacement crisis and displacements caused by 2010-2011 floods makes Pakistan a potentially relevant country for ROI initiatives, especially with regards to its first objective⁵⁵. Analysis of interventions in other countries will shed more light on this question.

2.2 Coherence and Relevance with objectives and priorities of Denmark's for protracted emergencies in priority countries

Adherence to Geographic Priorities

Pakistan is a geographic priority country under the protracted emergency scheme. The country does however experience protracted situations and vulnerable populations are likely to be further exposed to an increasing level of natural hazards and potential internal conflicts. Analysis of interventions in other countries will shed more light on this question.

Adherence to sector and thematic priorities

Other countries fulfill these priorities and some examples will be assessed during the reporting phase.

Coordination and Clusters

SCI-PAK participates actively in clusters from district level to national level. SCI-Pak is co-lead on the education cluster together with UNICEF, as mandated under the humanitarian reform process. SCI-PAK is very active at district level where there are few international organisations present and coordination-support at this level is key as local coordination- and emergency capacity is limited and presumably insufficient.

2.3 Timeliness

SCD support, through Danida funding, for 2011 floods was swift and enabled SCI-Pak to mobilise a fast response. Through Danida's bilateral emergency funding mechanism, SCD supported SCI-Pak who became the first international organisation reaching the population in the affected areas of southern Sindh. The funding was particularly appropriate as the GoP at central level was reluctant to request international assistance (and once again slow in recognising that they could not cope with the consequences of the extreme weather situation).

2.4 Protection in Emergencies

Through Child Friendly Spaces (CFS) and Temporary Learning Centres (TLC), SCI-Pak actively engages in protection of children. Mechanisms for identifying children with trauma or stresses are in place and SCI-PAK has developed guidelines and training materials for both relief and recovery phases. While these can help promote protection services, quality is an issue particularly during relief phases due to limited time for training of 'child protection officers' (SCI Pak staff) as well as CFS supervisors (mostly young people identified within affected communities).

⁵⁴ Activities in Pakistan are mainly targeting Afghan refugees in northern areas of the country and are implemented by another Danish NGO

⁵⁵ Improve living conditions and protection for targeted groups of forced migrants including refugees, IDPs, rejected asylum seekers and host populations

2.5 *Bridging the gap between relief and development*

There are potentials for bridging the gap between relief and development since SCI-Pak (and Bangladesh) operates with both development and emergency programme. This would, however, require that SCI-PAK's development programmes be geographically oriented towards hazard prone areas. However, current development programmes are mainly targeting northern areas of Pakistan and there is a need to refocus some of those interventions in order to gain more synergy between humanitarian action and development. SCD has supported 2010-floods recovery interventions in Punjab, and while they prolong service delivery for affected population throughout the established recovery phase (officially ending December 2012), GOP's low prioritisation of certain service deliveries will challenge sustainability of these and other recovery activities. A more flexible humanitarian funding mechanism could pave the way for innovative approaches that would enhance SCI-PAK's ability to close the relief/development gap. The new humanitarian framework between MFA and SCD should take this into consideration – hence ensure that targeting includes disaster prone areas in southern Pakistan (these are most prone to different hazards). Synergy between development and humanitarian programming will enable SCI-Pak and partners to address vulnerabilities from a more holistic approach, hence contributing to increased resilience among Pakistani population in disaster prone areas.

3 Organisational Capacity

SC Pakistan is the largest INGO operating in the country and is a significant player in emergency and even development interventions. The combined portfolio of the 2012-2015 Country Programme is more than 110 mio USD annually. The SC Pakistan office has in practice since May 2011 been operating as under one SCI-PAK Management, although legally and formally, the CO is under leadership of SC US, while some expatriate staff still belong to SC UK. A challenge to SCI PAK is that GoP does not recognise SCI as legally registered NGO. The CO has reaped the first benefits of 'operating as one SC', with only one programme entity and unified functions across the organisation. The CO has made significant gains in overall direction, strategy, values and vision, mission. It is not possible for the reviewers to assess the benefits in terms of programme quality, performance and efficiency gains, but positive signs that the units have already integrated staff, methods and tools and approaches are noticeable.

A positive aspect discernible during the mission is that the relevant and timely Technical Assistance has been provided on request to the SCI-PAK, both from SCI's regional office and HO in London, but also drawn from SCD and other SC members.

3.1 *Systems and reporting*

The existing financial and human resource management systems are inherited from the 'old' SC members (SC UK and US in particular), and the CO has to operate these systems until the rather comprehensive financial and administrative SCI-PAK systems are fully implemented.

Thus, the CO operates one grants and another financial management system, until the two are taken over by the new unified SCI-PAK system. The CO seems to be well positioned to undertake both the old and the new system. Time registration is undertaken, but manually.

SCI-Pak operates a detailed grant tracking and reporting system. Concerning SCD, only the project completion reports for the MFA humanitarian aid grants were available, containing mainly generic indicators. This makes them difficult to monitor and report on. SCI PAK issues very regular aggregated (joint donor) Situation Reports from the Flood Relief Emergency Response, both in 2011 and 2010.

3.2 Overall programme

The 2012 Country Action Programme is a first attempt to align the SC Pakistan programme to the new SCI Global Initiatives and undertake a common programmatic and emergency response. Although this CAP is rather unfocussed and carries significant 'inherited' projects and interventions from existing commitments, the attempt is laudable. The overall strategic advantage is the leverage with which SCI-PAK can ensure joint funding for the planned interventions from various SC members. The programme provides the possibility of channeling funds to various thematic areas. In terms of negotiations and influence vis-à-vis the government and other INGOs and UN, a 100+ mio \$ programme carries considerable weight.

SC Pakistan is thus fully aligned to the new the CAP process, as prescribed in the SCI overall strategy. A major challenge for SCI-PAK is that education and protection clusters are not activated (by decision of National Disaster Management Authority) until a revised response appeal may be launched, meaning that resources for those two areas are scarce and must be raised within the SCI structure.

4 Partnerships

SCI-PAK is in the process of developing a comprehensive new Partnership Strategy, drawing on international SCI experience as well as the SCI-PAK's own rich experience from programming SC Members working in the country since 1979. This strategy will feed into the established SCI Working Group on Global Partnerships, and be informed by other SC CO's experience.

SCI-PAK operates with Strategic, Core and Project Partnerships. Strategic partners include UNICEF, NDMA, and various GoP departments. A large portion of SC Pakistan's partners is with government departments, given the Humanitarian Aid focus of the programme. These partnerships are not programmatic, but kept to maintain working relations in order to meet broader goal. Core and Project partners are primarily with CSOs, in which SC Pakistan invests substantial resources to build their capacities.

The SC Pakistan draft partnership strategy (under development) and the policy papers and guidelines available generally conform with the Strategy for Danish support to civil society, but available guidelines are not very precise and it is assumed that the strategy will provide the necessary overall guidance to make them operationally feasible.

Annex IV: Key questions for consultations: SC IP⁵⁶

(i) Overall issues related to new Strategy and business model:

- What have been the gains and challenges in implementing the Strategy so far? What is foreseen (in terms of gains and challenges) for the next short- to medium term?
- Why was this business model selected (country offices registered as ‘international’) over one with nationally registered offices that can also tap into decentralized funding in-country (e.g. the ActionAid model)? What are the image/legitimacy implications in-country and among national partners for the chosen model? What are the reactions among national partners to date?
- What are the programmatic links – from SC IP’s perspective – between Global Initiatives and other Global Programming? How is thematic programming foreseen to get sharpened given the broad nature of the six selected areas?
- To what extent are SCI in-country offices allowed to set priorities? (E.g. can they ‘refuse’ to take on Member funding if it overstretches their capacities to deliver? Who decides?)
- Clarification of interfaces between SC IP and members (such as SCD). How is duplication in effort and coordination at different levels best avoided? How are additional layers (IP, regional offices) adding value without creating additional bureaucracy/delaying the response?
- Main contribution and ‘niche’ placement of SCD in this new global SC architecture: What are the views of SC IP office? Are SCD’s areas of expertise well known among other members, and if so, in what areas? Could it be further sharpened, and if so, in what way?
- How does SCD advocate for Danish development policies and best practices among SC partners? What is the role of the SC IP office to ‘negotiate’ among members to establish global SC policies and identify best practice?

(ii) Organisational financial and management capacity and transition:

- Are there signs of increased cost effectiveness in places where the new SCI structure has been rolled out? (e.g. Bangladesh) What savings are foreseen at country and international levels?
- How will the home donor and lead donor system be implemented? Is it possible to do financial forecasts?
- Are there budget targets linked to the overall expected Outcomes? How are funding gaps filled (role of SC IP)?
- What are the current challenges/opportunities for strengthened human resource and management systems at the global, regional and national levels?
- The grant management system and funding, including budget management, external audit, internal control and internal audit (global assurance): What is the status of the transition into new systems and procedures? What are some challenges/opportunities?
- How is the time registration system currently being applied? Has it led to changes/efficiencies?
- What is the quality and availability of policies and procedures for actions in case of anomalies or suspected abuse of funds? How are such situations actually handled within the broader SCI system?

(iii) Partnerships in development:

Internal SC partnerships:

⁵⁶ Refers to SC IP headquarters in London, and the SC IP Regional Office in Singapore.

- How are internal partnerships facilitated and formed? What is the role of SC IP in linking e.g. a SC member / donor (e.g. SCD) with an SCI country office?
- How will the SC member's own priorities in terms of approach and method determine how programmes are implemented in the 'recipient' country?
- How are partnerships between different SCI country offices developed or facilitated (e.g. exchange of experts between country offices)? Who decides?

External partnerships between SCI and local implementing partners:

- Are there any common criteria for selecting national/local partners? Do they differ for development and humanitarian operations? (if so, how?)
- Is SC IP aware of different approaches/criteria for working with external partners among SC Members? What are the dominating views on this for humanitarian as well as development work?
- How does the approach to working in partnership with others change throughout the continuum of a crisis (from preparedness and DRR, to the sudden onset of a crisis through to early recovery and long-term development)? Are there policies and best practices in place? What is SC's comparative advantage to others?

(iv) Humanitarian assistance:

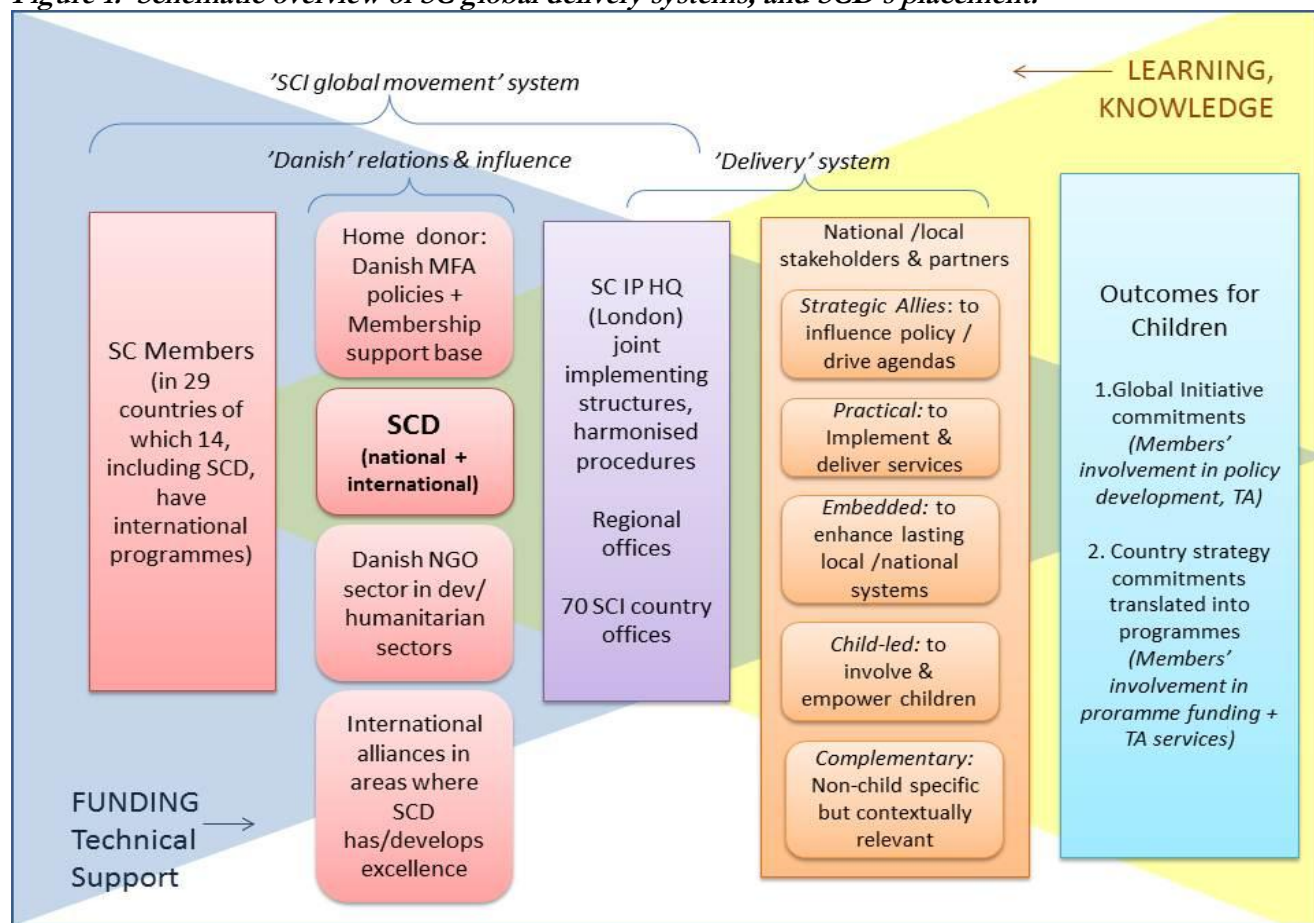
- What are the linkages between Global Initiatives and emergency operations? How to ensure that the grey area of 'linking relief, rehabilitation and development' (LRRD) is covered strategically and programmatically – especially for protracted crises?
- What is the SC role and 'niche' in early recovery? (What is the present situation vs. what is foreseen for the future)?
- According to SC IP, what are the SCD core competences and added value in humanitarian operations? Do they have sufficient capacity to deliver? What is needed to make them an efficient partner?
- What is, according to SC IP, SCD's capacity to bring new knowledge, funding and human resource capacity into the SCI system?
- What are the criteria for determining the future 'priority countries' for SCI?

(v) Monitoring & Evaluation

- How does SC IP foresee a unified M&E and reporting system? At what levels is it possible to aggregate?
- How are quality 'outcomes' (as opposed to outputs or 'total reach') being measured and reported?
- What are the implications for a unified M&E system for Members (such as SCD)?
- How will accountability to partners and beneficiaries be strengthened (downwards accountability)? How will joint learning be encouraged (between SCI-partners)?
- To what extent can country offices come up with their own monitoring approaches, indicators and tools that are locally adapted?
- What are the mechanisms (in place or planned) for identifying good practices? How are partners (internal and external) involved in such exercises?

Annex V: SCD Placement in the Global SC System

Figure 1: Schematic overview of SC global delivery systems, and SCD's placement.



The above scheme (Figure 1) outlines the different overlapping SC systems from the perspective of SCD's placement within it. SCD belongs to the 'global movement' of SC Members in 29 countries, of which 14, including SCD, have international programmes. It brings into the system its own national and international programming priorities which are reflected in its home donor policies (Danish MFA) and the priorities of its national membership support base. It is also an actor among other Danish NGOs in the development and humanitarian sector with whom they both collaborate and 'compete' for institutional funding and/or individual or corporate donations. Finally, at SCD level, partnerships include collaborations with other nationally or internationally based organisations in areas where SCD has (or is developing) technical expertise and 'programming excellence' that it can bring into the broader SC system (e.g. Unicef in the area of Education in Emergencies).

SC Members channel money and technical expertise into the SC 'delivery system' which consists of SCI at different levels of operation. Conversely, outcomes and learning from country operations (which should integrate GI commitments) should flow back through the system.

Funding Members do not need to go through the hierarchical structures of SC IP to do programming, but – where they already have an engagement in the country – can contact a CO directly to develop grant proposals or programmes (the 'express lane'). COs, however, officially report to regional offices (ROs) and further up to SC IP headquarter level, and provide programming donors with reports and monitoring data according to the donor requirements.

Most of the COs work with external partners as part of the ‘delivery structure’ in one or several functions. Some partner functions encountered during this review are outlined in the graph (strategic, practical, embedded, child-led or complementary to SC focus). However an organisational policy for SCI on partnerships is currently being developed.⁵⁷

Somewhat outside of the delivery systems in an advisory capacity are four Membership-funded and two SCI-led Global Initiatives (GIs) on the six priority themes in the strategy. The task of these Global Initiatives is to infuse knowledge and best practices into the system, and to advice on how to best incorporate the theme into the different Country Strategies and programmes. Global initiatives report back to their own funding Members, not to the IP implementing structure.

SC Members retain a primary responsibility for developing thematic programming and providing technical advice through GIs and other directly supplied or seconded technical assistance (TA). The assumption is, however, that sharper programmes which “*deliver more for children will be the result of SC IP*”⁵⁸ because of the way processes have been harmonized, structures merged, and mechanisms put in place to match Members’ programming interests with country opportunities and needs.

⁵⁷ A SC Working Group on partnerships – in which SCD participates – is currently developing SCI guidelines.

⁵⁸ Save the Children International Programmes, Power Point presentation explaining status of the transition, August 2011.

Annex VI. Compiled key findings & recommendations

I. Strategy & capacity to deliver

Key findings	Recommendations
<p>1. Quality and outcome focus: The advantages of operating as one SC system in terms of effective delivery are evident. Yet, given various potential challenges and gains at an overall strategic level, the new SCI framework will need to be tested and adjusted over a period of time through a process of <i>self-critical organisational learning and review</i>. This is particularly important in relation to assessing improvements in terms of quality in programming and outcomes for children given that the initial focus in developing the SC IP has been mainly on structure, systems, and reach (and less on programming methods and quality which have been the responsibility of the global initiatives).</p>	<p>Organisational learning and self-reflection should be prioritized in the next stage of organisational transition (beyond 2012). For SCD, it will be important to ensure that standards in terms of applying a rights-based approach to programming are upheld also under the new SC IP implementation framework.</p>
<p>2. SCI's Member Service (MS) is established to ensure adherence to established procedures and act as 'clearinghouse' for information across SCI. Its role in the transition phase (new systems, procedures) is undoubtedly valuable, but beyond this phase it should be avoided that MS becomes an additional function or bottleneck.</p>	<p>SCI and the COs should regularly review MS and its cost effectiveness - to ensure that MS is not a parallel function but effectively taps into programme support and communication. A transformation of the service into capturing internal learning, knowledge management and facilitation of information sharing could in the longer term be feasible, but if so, this needs to be reflected in its composition, staff and mandate.</p>
<p>3. Contribution to SCI emergency Surge Capacity. The technical capacity of existing and new SCD staff within the humanitarian section will have to take high priority. SCD already has a number of skilled experts, both in SCD head office as well as in the field.</p>	<p>SCD's skills-base (thematic and process) should be critically revisited and further aligned to future needs and profiling of SCD in line with the current reorganisation and desired future profiling in SCI's Global Surge Capacity.</p>
<p>4. Best fit of SCD expertise to SCI: Development of technical expertise in the newly reorganized SCD will have to be monitored and regularly assessed.</p>	<p>SCD should identify competency and capacity gaps to find the 'best fit' to the SCI system in line with SCD's International Strategy</p>
<p>5. Thematic orientation, not country focus: A flexible, more thematically oriented programme division will be better suited to the new SCI set-up with the six GIs. A too narrow country focus will be limiting for SCD in the new structure in terms of up-scaling and applying best practices within the global SC movement. In the future, SCD needs to house relevant expertise to more</p>	<p>There will be less need, or justification, to retain the traditional country desk focus and country coordination functions within SCD. Geographic expertise should reside across thematic and process experts and be anchored in the planning section as a counterpart to SC IP implementation structures. In-house clusters of thematic and process experts should carefully match SCD</p>

flexibly act on opportunities within the broader SC system within its priority areas.	priorities.
<p>6. Fundraising & administration of funds: Future fundraising possibilities in general may be a challenge in the future given the limitations in institutional funding from 'home donors'. Yet, SCD has successfully tapped into EU funding recently and is expanding its corporate funding base.</p>	SCD should continue to explore and build up its capacity for increased institutional funding within its areas of thematic expertise and also make use of SCI's fundraising supporting capabilities. SCD should also further explore links with CSR, particularly for its EYE programme as a means towards diversifying funding sources.

II. Partnerships & programmes

Key findings	Recommendations
<p>1. New SCI Partnership Policy: The draft TOR of the SCI Working Group on Partnerships, the draft SCI Assessment and Selection criteria as well as SCD's Policy Paper (2011) are void of 'exit strategies' for partners. Examples reviewed confirm that in practice exiting from a partnership is quite difficult.</p>	SCI should ensure that exit strategies are always included in partnership agreements, also with existing 'old' partners under review. The 'transformation stages' (or stages of partnership maturity) should be better defined
<p>2. Innovative, Strategic Partnerships. In Bangladesh, on the CSR funded Work2Learn project, SCD has played a key role as knowledge broker/facilitator: A very innovative way of involving partners and linking delivery to policy advocacy.</p>	SCI Bangladesh/SCD should use this as model for how to work strategically with partners and bring fruitful engagement in partnerships into the wider SC movement.
<p>3. Regular reviews of the partner portfolio mix around specific change processes are not practiced at the moment by SCD/SCI. The partnership functions should be taken into considerations in such reviews in order to assess the overall specific change (see paragraph 80 for details)</p>	When engaging in specific policy or other social change processes, SCI should carry out such regular portfolio reviews, basing these on the function and type of partners being engaged
<p>4. Useful monitoring: Even when monitoring processes were participatory and consultative, also including children (as in the Bangladesh former SCSD programme), the monitoring data reported were often outputs-oriented, or aggregating less meaningful, measurable indicators that could not be used for a nuanced programme response or learning.</p>	<p>The quality of the evidence-gathering/monitoring <i>process</i> should be reflected in the type and quality of data generated. Processes should include a mix of quantitative and qualitative indicators, and having evidence socialized and discussed with children's groups and other stakeholders to enable immediate collective/community/duty bearer action to occur.</p> <p>A review of how different monitoring systems within SC link up and feed into organisational learning will be helpful towards the end of the transition period, so that the 'new SC' does not only monitor for accountability (as is its current aim), but also 'manages for results'.</p>

Key findings	Recommendations
<p>5. Managing for results from a rights-based perspective: Across SCD operations, and in particular in the visited Bangladesh programme, the human rights-based (child rights) perspective was apparent in the programme design, but was less noticeable in the way programmes were monitored and managed.</p>	<p>The graduated realization of rights and the closing of capacity gaps between rights holders and duty bearers should be more explicitly and systematically monitored across SC programmes. Not only development outcomes (number of children benefitting from a given service), but also process outcomes should be monitored. SCD's lead role in CRG could be an entry-point to introducing a rights-based perspective to programme monitoring.</p>
<p>6. Monitoring and Accountability in emergencies: The Pakistan MEAL provides SCD with good opportunities to strengthen its accountability – especially in terms of aid provided to affected populations. If further strengthened and more focus is put on outcome monitoring, SCD can advance significantly on its own outcome monitoring. Experiences from Pakistan can be disseminated to inform SCI on good M&E and accountability practice.</p>	<p>Support MEAL in Pakistan to include outcome monitoring and disseminate emergency monitoring and accountability experiences within SCI</p>
<p>7. DRR: Ongoing and future DRR activities must carefully measure scope against existing capacities. DRR is a relatively new activity for SC and in-house experience is still incipient – especially implementing DRR through emergencies or through a child centred approach.</p> <p>There is currently too much emergency focus on SCD's DRR focus. While emergencies can often 'kick-start' DRR focus and consciousness to do something, sustainable solutions and effective disaster risk management must be promoted through development or recovery programmes.</p>	<p>Through global working group and direct relations with COs, SCD should promote a more progressive approach to DRR where DRR plans or implementation is directly linked to CO's capacities.</p> <p>SCD must ensure a more balanced DRR approach where significant resources and capacities are allocated within development programmes through the civil society framework agreement.</p>
<p>8. Bridging Relief and Development: In Pakistan, SCD supports some recovery activities within education and DRR. Whilst the proposed activities seem appropriate (only assessed through desk study), the team found that they were detached from SCI's overall development programme activities in Pakistan, hence losing out on the opportunity to strengthen relief and development activities <i>and</i> SCI's advantage being a dual mandate organisation.</p>	<p>In close dialogue with COs and by strengthening the focus of the Humanitarian Framework Agreement, SCD should actively promote more focus on bridging relief and development efforts in protracted situations in focus countries.</p>
<p>9. Humanitarian Framework Application: The application does not contain an overall set of objectives and defined outcomes, describing what will be achieved in 2012-14. A clear link between the SCI programme, SCD's strategic priorities and the framework application needs to be established. The application represents</p>	<p>The partnership agreement between MFA and SCD on humanitarian assistance should reflect a more coherent thematic programme with a strengthened humanitarian scope and flexibility in allocating resources according to needs as defined by COs.</p>

Key findings	Recommendations
<p>efforts from SCD to apply key focus areas to protracted contexts in selected focus countries. While the concept notes (annexes to the general application) reflects SCD's core emergency areas they follow traditional project approaches and could have a stronger humanitarian focus, with more flexible and strategic programmatic approach.</p>	<p>The proposal should include objectives for SCD's humanitarian support and expected outcomes that would guide interventions in protracted situations</p>

II. Finance and administration

Key findings	Recommendations
<p>1. General financial and management systems: Systemic orientation has been provided to the staff. Additionally capacity building and training will be rolled out in the near future according to a pre assessment plan. This will also include orientation about specific donor requirements.</p>	<p>In order to reduce the risks of important failures in the beginning of the operation and to ensure that internal control and audits are carried out properly, it is recommended that this process is monitored carefully. The suggestion for having an internal evaluation of the actual performance conducted by the Global Assurance after 6 months period of implementation seems to be a good idea.</p>
<p>2. Local performance audit: The current performance audit made in conjunction with the financial audit doesn't seem suitable for making more in depth assessments of the project documentation and results that could add value for money in terms of making the programmes more efficient and effective and less costly. On the other hand, the cost of audit would increase considerably if a more in depth and locally arranged performance audit based on the existing set up should be conducted.</p>	<p>It is recommended to consider how such a more extended locally based performance audit could be arranged within SCIP and the future Global Assurance set up. This arrangement could benefit from experiences of good practices across countries collected by the Global Assurance.</p>