

Ministry of Foreign Affairs – Danida

Review Report

Review and Capacity Assessment of

ADRA Denmark

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Abbreviations

ADRA	Adventist Development and Relief Agency
ADRA DK	Adventist Development and Relief Agency Denmark
BCR	Budget Control Report
CAP	Community Action Planning
CHS	Core Humanitarian Standards
CKU	Center for Kirkeligt Udviklingsarbejde (<i>Centre for Church-based Development</i>)
CO	Country Office (ADRA)
CSO	Civil Society Organisation
DKK	Danish Kroner
ECHO	European Civil Protection and Humanitarian Aid Operations
ERP	Enterprise Resource Planning
EU	European Union
FBO	Faith-Based Organisation
FFS	Farmer Field Schools
FMS	Farmer Market Schools
FORB	Freedom of Religion or Belief
FRU	Department for Financial Management of Development Cooperation (of the Ministry of Foreign Affairs of Denmark)
HCE	Department for Humanitarian Action, Civil Society and Engagement (of the Ministry of Foreign Affairs of Denmark)
HQ	Headquarters
IP	Inception Phase
IPE	Information and Public Engagement
LFA	Logical Framework Analysis
LNOB	Leave No One Behind
MEAL	Monitoring, Evaluation, Accountability and Learning
MENA	Middle East and North Africa
MFA	Ministry of Foreign Affairs of Denmark
NGO	Non-Governmental Organisation
PCM	Project Cycle Management
PD	Programme Document
PFS	Pastoralist Field Schools
QA	Quality Assurance
RDE	Royal Danish Embassy (in Addis Ababa)
RECODA	Research, Community and Organizational Development Associates
RIPAT	Rural Initiative for Participatory Agricultural Transformation
RT	Review Team
SDG	Sustainable Development Goals
SDA	Seventh Day Adventist
SPA	Strategic Partnership Agreement
ToC	Theory of Change
ToR	Terms of Reference
VfM	Value for Money
VSLA	Village Saving and Loan Associations

Executive summary

This report summarises the outcome of a review and capacity assessment of ADRA Denmark (ADRA DK) launched by the Ministry of Foreign Affairs (MFA) in March 2023 and presents recommendations to be discussed as part of the Annual Consultations and on-going dialogue between MFA and ADRA DK. The objective of the review is to assess the capacity of ADRA DK to implement the organisation's strategies and programmes and achieve agreed results under the MFA Strategic Partnership Agreement (SPA). Data collection included document review, a self-assessment workshop and case studies in May 2023 in Ethiopia and Yemen.

The overall review finding is that the strategic relevance of the SPA is confirmed and that ADRA DK reports delivery of agreed results to vulnerable and crises-affected target groups in all seven SPA countries, if with some delays of results achievement. Under-spending in 2022 to the scope of DKK 16.2 million, equivalent of 34% of the total SPA and top-up budget of DKK 60.6 million, is principally due to significant top-up grants received at the end of 2022 but also reflects delays of implementation found by the RT to principally relate to the programming contexts of South Sudan and Uganda.

Partner visits of the review team (RT) to the Somali Region of Ethiopia included exposure to nexus modalities such as crisis modifier, community action plans and farmer market schools, highlighted as signature interventions by ADRA DK, and found by the RT to confirm local relevance and a commitment to reducing donor dependency. This evidence underpins strategic ambitions to link humanitarian relief with self-reliance.

Such results were less evident in Yemen where cash-for-work was found to operate efficiently, and funding opportunities are evident, but context and partner arrangements found by the RT to be less conducive to ADRA DK making optimal use of its comparative advantage. Urban waste management gave limited evidence of an ADRA DK footprint as a faith-based organisation and its signature nexus expertise in linking relief to agricultural livelihood.

Modest ambitions on taking the well-documented and relevant output and results at local level to scale are found by the RT to accentuate ADRA challenges of localisation due to governance challenges of implementing partners that the RT identifies opportunities for ADRA DK to engage in. To optimise and take what the RT finds to be relevant results beyond the local level, a more focused geographical profile of the SPA with scaled-up engagements in contexts best suitable for the comparative advantages of ADRA DK might be worth to considering. Fewer locations would also free up staff resources at ADRA DK for technical expertise leadership.

Recommendation 1: *The RT recommends that ADRA DK aim for greater scope of impact by focusing its strategic niche on a smaller number of scaled-up engagements in the humanitarian-development-peace nexus where it can leverage comparative advantages of involving local faith-based partners and linking emergency relief with signature components such as Farmer Market Schools and Community Action Planning.*

Delivering local results is found by RT to precede wider leveraging of strategic priorities. Priorities are evident in local level implementation and cluster coordination, not least when it comes to delivery of support for livelihoods and resilience in a manner that reduces donor dependency. However, leveraging of policy priorities at global or national level beyond areas of intervention does not stand out as a strong point or a particular priority of ADRA DK.

Challenges and complexities of leveraging strategic priorities vis-à-vis the implementing ADRA partners and their faith-based constituencies in SPA countries are fully recognised by the RT but given ADRA DK's organisational set-up, the scaling social impact by galvanising powerful FBO-networks is found to be merited. The Board Chair of ADRA DK has already engaged with SPA partners. The RT sees potential to liaise with the wider ADRA network and facilitate policy dialogue with implementing partners and religious leaders in the SPA countries on issues such as inter-faith dialogue, peace and negative social norms for girls and women.

Recommendation 2: *The RT recommends that ADRA DK engage its Board of Directors and the wider network of ADRA International to programme for policy dialogue with implementing partners and their constituents of faith-based partners to explore opportunities to train and engage religious leaders on advocacy priorities such as the peace dimension of nexus engagements and inter-religious dialogue.*

Dialogue between ADRA DK and MFA is found to have intensified somewhat in recent years, not least with the priority to humanitarian action by the MFA and the increasing association of ADRA DK with nexus engagements in hard-to-reach emergencies. Strategic dialogue is appreciated by both sides. ADRA DK refers to a positive trend in how faith-based development engagement is perceived by the MFA. MFA on its side seems to associate ADRA DK less with faith-based engagement and more with presence in challenging contexts.

The SPA review in 2019 recommended ADRA to pursue diversification of its funding base. ECHO funding has been obtained, even if recent applications have not been successful. MFA funding continues to represent the highest share of funding. In 2022, total MFA funding represented 63% and the SPA grant represented 50% of total revenue.

Transition from SPA I to SPA II saw an increase in resources for public engagement from DKK 380,000 to DKK 760,000 per year, providing new opportunities to communicate results and engage wider target groups. The RT assessed animation films, articles and a recent podcast found to represent cost-efficient examples of easily accessible messages focusing on ADRA DK core supporters. Recent initiatives included faith-based promotion of SDGs, developed jointly with DanChurchAid, CKU and other faith-based partners and found by RT to merit further attention, possibly in the context of the CSO network for faith-based development.

Recommendation 3: *The RT recommends that ADRA DK build on its partnership with other Danish faith-based CSO's to expand joint-up information and public engagement initiatives reaching out at greater scale to its secondary target group of Christians in Denmark.*

Programming of the SPA focuses on strengthening resilience and capacity to cope in crisis through outcome areas on basic needs, protection, livelihood, and advocacy. In its SPA programme, ADRA DK commits to ensuring cross cutting focus on nexus thinking, including focus on peaceful co-existence, a human rights-based approach (HRBA), a specific focus on the rights of women, and an effort to target the most marginalised to leave no-one behind (LNOB).

ADRA DK works to focus their effort in hard-to-reach areas under-supported by duty-bearers and other donors. In the SPA ADRA has selected Yemen, South Sudan, Syria, Ethiopia, Sudan, Tanzania, and Uganda as programme countries. Overall, the RT finds that ADRA DK's programming and approach is sound and complies with MFA requirements for programme management and monitoring, but with scope to further institutionalise good practices.

The RT finds that ADRA DKs Theory of Change presents a clear intervention logic and a relevant balance between programme cohesion and contextual flexibility. Where present, the specific products, adds depth and value in relating to the level of technical implementation and ADRA DK could consider the relevance of elaborating products to capture key implementation modalities also in relation to basic needs and protection.

Recommendation 4: *The RT recommends that ADRA DK clearly integrate community empowerment in its ToC, expected outcomes, and approach - and use level of community development to develop a clear strategic approach to sustainability, phasing of ADRA support functions and eventual exit at community level.*

ADRA DK has relevant and sound project cycle management guidance, tools and formats. The 2019 review noted that reporting and documentation of results was mainly at output level. The results framework has a stronger focus on outcome level results and a clear logic between activities and outcomes.

ADRA DKs partnerships are with ADRA offices. In country offices where there are no Adventist communities (e.g. Yemen), country offices are established by the ADRA network and cannot be considered national civil society organisations. ADRA country offices in Ethiopia and Yemen characterise ADRA DK as a principled, loyal, and flexible partner. Countries visited showed strong ownership and commitment to partnership projects.

The aspect of localisation is included in “ADRA Denmark’s approach to civil society, partnership, and localisation, but there is scope for deepening guidance and practice, including reflections on the interplay between project supported community groups and formal or informal structures for decision making at overall community level.

Recommendation 5: *The RT recommends that ADRA DK strengthen the role of local civil society partnerships in project implementation, especially in contexts where the ADRA country office is not a national organisation and increase its focus on the role of community empowerment as a key element in its localisation strategy, through flexible funding modalities and locally driven funding priorities.*

ADRA DK is recognised within ADRA for promoting HRBA and introducing a focus on advocacy in project partnerships. Projects show a strong focus on gender in their design and selection of target groups. Projects visited have clear strategies for prioritisation and inclusion of women. In accordance with recommendations of the 2019 review, ADRA DK developed a paper outlining its “Approach to Working in the Humanitarian-Development-Peace Nexus”. The paper offers a relevant conceptual framework, but only limited project level guidance.

The RT finds scope for strengthening and consolidating good practices across projects. To remain organisational lean, but also to increase country level ownership and network level influence, ADRA DK could consider the potential for establishing and facilitating a learning community across current partners and other interested ADRA countries, supporting capacity building, learning and further development of guidance, reflecting ADRA DKs matrix between specific product manuals and priority approaches.

Recommendation 6: *The RT recommends that ADRA DK consolidate its practice of operational guidance in the form of manuals across its outcome areas and strengthen project guidance and learning across priority approaches, including identification of clear roles and responsibilities for internal expertise on guidance documents, partner capacity support and learning in relation to both products and approaches.*

ADRA DK has a transparent and efficient organisational governance structure but with challenges at implementing partner level. While RT finds this structure to operate efficiently and notes motivation by the Board of ADRA DK to engage more actively with implementing partners, impressions from ADRA Ethiopia and Yemen, recognised by MFA as implementing partners, were of more challenging governance structures, not least when it comes to the respective roles of ADRA and the SDA Church, localisation, and gender equality. Governance imperfections are recognised by ADRA DK. Motivation was noted by the RT in conversations with ADRA Ethiopia for ADRA DK to liaise with its Board and ADRA International to support governance reform and professionalisation of their implementing partner to prioritise focus on strategy implementation over pursuit of funding opportunities.

Recommendation 7: *The RT recommends that ADRA DK involve its own Board of Directors and the wider network of ADRA International to support organisational development for implementing partners, including policy dialogue, advocacy and training on the roles, responsibilities and competence requirements of Board, Secretariat and Church in professionalisation of organisational governance.*

ADRA DK were found by the RT to be competent and committed but also at a level where vulnerability is considerable, and programming capacity needs not fully met. These staffing levels were found by the RT to reflect an impressive degree of cost-efficiency and at the same time render the agency vulnerable in situations of longer-term illness or staff turnover.

The recommendation to refine its strategic niche and scale up programmes with high impact where it can best use its comparative advantage as an FBO and livelihoods-competent nexus would also allow ADRA DK to prioritise more staff resources for expertise leadership in technical priority areas. Relatively low levels of expenditure at HQ leave room for a modest expansion of staffing levels to strengthen capacity. It is relevant in this regards that the self-assessment workshop conducted in May 2023 as part of this review, identified staff capacity as a concern, rated as the most important organisational challenge by ADRA participants.

Recommendation 8: *The RT recommends that ADRA DK assess staffing to make ADRA DK more responsive to programming needs and less vulnerable to staff turnover by developing a plan for capacity strengthening defining responsibility for expertise leadership, adequate time to manage responsibilities and include partner-based expertise.*

Complaints, whistleblowing and safeguards are high on the agenda of ADRA DK, not least in light of the corrective action required by the Core Humanitarian Standards certification in 2022, and features on top of travel reports as an item discussed with implementing partners in the network. ADRA DK has reported three corruption cases to the MFA. The RT finds that cases are managed adequately. Anti-corruption, complaints mechanisms and good governance also featured prominently in ADRA DK documentation and were addressed during a partnership workshop organised by ADRA DK in Arusha in November 2022.

Recommendation 9: *The RT recommends that ADRA DK issue its 2022 complaints report on their website and engage actively in anti-corruption efforts in relevant working groups of the ADRA network and specifically support and advise on internal competence development plans in SPA ADRA partner countries.*

Overall, the RT finds that ADRA has adequate financial management systems and procedures in place to manage the SPA grant. Some issues were identified during the review, and these are summarised in the sections below. In relation SPA budgets at partner level, staff are included with different percentages depending on the level of effort. This is according to the rules but then requires ADRA country offices to have time registration procedures in place. The RT reviewed procedures in Ethiopia and found that procedures were in place at headquarters but less so at field offices where the monthly salary costs were not allocated based on time sheets which is contrary to the rules.

Recommendation 10: *The RT recommends that ADRA DK apply a stringent approach in the yearly budget discussions with SPA partners vis-à-vis 'fair share' of overhead budget, staff allocations at HQ vs field level, and scrutinize funding of specific staff to ensure these meet programme needs. ADRA DK should also ensure partners address and adhere to compliance regarding time registrations.*

Budget procedures at HQ are well established and analysis of budgets vs. actual revenue in the past five years shows solid budget realism. At partner-level, budgets were usually agreed before the start of the financial year. For 2023, ADRA Ethiopia and ADRA DK had issues with budget agreements and hence no funding was received by ADRA Ethiopia until May 2023. ADRA Ethiopia confirmed that activities had been delayed, impacting results on the ground.

RT assessed monitoring plans and reports and discussed follow up at field level. Challenges remain with several SPA partners: ADRA Tanzania issues with simple accounting tasks, competences and continues to be dependent on ADRA DK funding. As such, it was not visible in the monitoring plans how the situation in Tanzania impacted on the frequency of visits. At ADRA Ethiopia, RT identified serious issues during field visit with payment procedures, reconciliation procedures, cash and cheque management.

Recommendation 11: *The RT recommends that ADRA DK continue to strengthen their financial monitoring by a) addressing the frequency of financial monitoring visits based on internal risk assessments; and b) ensuring financial management systems and procedures are reviewed all the way down to field office / partner level. Upon completion of financial monitoring reports, ADRA DK should continue to ensure adequate and timely follow up on the recommendations at ADCOM management level.*

The RT commends ADRA DK for advancing on the value-for-money agenda. The applied methodology on value-for-money assessments combines outcome harvesting and financial data. In the view of the RT, the methodological decisions made by ADRA DK disregard some of the other value-for-money elements, in particular economy and efficiency, and jumps straight to effectiveness combined with inputs. Results from important analyses and findings on efficiency gains and losses across FMS, FFS and other programme activities are missed.

At partner level, value-for-money approaches were discussed, and partners acknowledged that a proper methodology had not yet been developed and therefore no reports had been prepared. This indicates that this could merit further efforts within the ADRA network.

Recommendation 12: *The RT recommends that ADRA DK clarify its value-for-money methodology to include elements on efficiency of programme activities and analytical comparisons are made where possible. ADRA DK should also promote value-for-money in the wider ADRA network to disseminate learning.*

1. Introduction

This report summarises the outcome of a review and capacity assessment of the Adventist Development and Relief Agency Denmark (ADRA DK) launched by the Ministry of Foreign Affairs of Denmark (MFA) in March 2023. Recommendations are presented for discussion during Annual Consultations and the on-going strategic dialogue in line with the ‘Guidelines for the Administration of Strategic Partnerships Agreements 2022-2025’. These guidelines stipulate a review every four years of each Danish CSO with a Strategic Partnership Agreement (SPA) with the MFA. Opinions and interpretations presented in this report are those of the review team (RT)¹ and do not necessarily represent the views of ADRA DK or the MFA.

The objective of the review is to assess the capacity of ADRA DK to implement its strategies and programmes and achieve agreed results under the SPA. An inception report outlined the themes guiding the consultations in Denmark and data collection in May 2023, including case study of ADRA DK programming in Ethiopia and Yemen.

ADRA DK was established in 1987 as a faith-based Danish NGO. ADRA DK is part of the *Adventist Development and Relief Agency* network, founded in 1983 by the *Seventh-Day Adventist Church* to ‘serve humanity so all may live as God intended’. ADRA International currently provides development assistance and relief in 118 countries.

ADRA DK supports people in need regardless of their ethnicity, gender, sexuality, political affiliation, or religious association. In 2022 ADRA DK had an annual turnover of DKK 76 million and a focus on East Africa and the Middle East. ADRA DK has been a partner of the MFA since the 1990s and MFA remains the dominant funding source, even if ADRA DK also provides flexible funding beyond the SPA countries. In 2018, ADRA DK became one of the 18 Danish CSOs to qualify for a Strategic Partnership Agreement (SPA) with an annual budget of DKK 21 million for civil society and DKK 15 million for humanitarian action.

The combined SPA I budget of DKK 36 million saw an increase by 5.5 % to DKK 38 million per year when ADRA DK qualified for a second SPA in 2022. Activities were phased out in Malawi and now comprise Yemen, South Sudan, Syria, Ethiopia, Sudan, Uganda and Tanzania. In addition to the regular budget of DKK 38 million, SPA top-up grants totalling DKK 25.1 million were awarded during 2022 and 2023, allowing for response to humanitarian challenges, including – as a new engagement in the context of the SPA since 2022 - in Ukraine.

2. Approach and methodology

Focus of this review is to assess relevance, performance, and organisational capacity of ADRA DK as a strategic partner of the Ministry of Foreign Affairs. Terms of Reference (ToR) for the review incorporate comments from ADRA DK, were finalised on 29 March 2023 and are attached as Annex A. Scope of the review comprises overall organisational capacity and the totality of SPA engagements, including top-up grants and emphasis on Ethiopia and Yemen that were subjected to case study scrutiny from 22 May to 2 June 2023.

¹ The review team consisted of Verner Kristiansen (team leader), Jakob Kirkemann Boesen (programmes), Christian Søndergaard Krone (financial management) and Sanaa Khan (organizational development expert, supporting data collection in Yemen). Quality Assurance was carried out by Dorte Busch.

Data collection commenced on 1 May 2023 in levels of analysis that also structure this report:

- I. Strategy
- II. Programmes
- III. Organisation
- IV. Financial management

ToR were translated into a capability framework outlining dimensions, criteria, sources and questions, annexed to the inception report. The review has followed a two-pronged approach:

- **Accountability** - the review aims for accountability of funding by assessing progress against set objectives in the SPA application and results frameworks as reflected in reporting and through on-site visits to selected projects in Ethiopia and Yemen.
- **Utilisation** – the review aims to engage ADRA and MFA in reflections and discussion to increase ownership of findings. This is achieved through consultations, joint travel to field sites and interaction formats allowing for review questions to be asked and issues to surface beyond what is sparked by interview guides.

Utilisation-oriented activities included a self-assessment workshop on 8 May 2023 to extract perspectives from ADRA DK on key results and challenges of the partnership, including policy dialogue with the MFA and wishes for the outcome of the review. Priority wishes from ADRA DK workshop participants for the outcome of the review included:

- How to refine the definition of the niche and comparative advantage of ADRA DK?
- How to ensure adequate staff capacity, where to engage and invest more?
- How to manage localisation, crosscutting challenges, and anti-corruption in practice?

Data collection comprises review of documentation made available by MFA and ADRA DK and a total of 60+ interviews and discussions with ADRA DK, partners, stakeholders in the international network of ADRA, *European Civil Protection and Humanitarian Aid Operations* (ECHO) and – to also reach beyond the two case countries - an implementing partner in Tanzania, called *Research, Community and Organizational Development Associates* (RECODA).

As part of data collection, the RT travelled to the Somali region of Ethiopia while plans to visit Yemen had to be converted into virtual consultations with implementing partners as efforts by ADRA to obtain visa have not been crowned with success. Online interaction with implementing partners were complemented by key informant interviews and on-site data collection by the RT in-country expert Ms Sanaa Khan. A full overview of people consulted for interviews and discussions can be found in Annex B.

This review builds on previous assessments. The most recent MFA review of ADRA DK was undertaken in 2019 and included a field visit to Malawi. Overall, the review found that ADRA DK delivered results as agreed and found that the shift of emphasis in the portfolio from development towards humanitarian action called for the nexus principles to be clarified.

Progress on the recommendations were monitored during Annual Consultations where discussions have included localisation and the flow of funding to fragile contexts such as Syria. This review follows up on key themes of the 2019 review, not least in relation to the nexus, risk management and the programmatic value-add and staffing requirements of ADRA DK.

3. Strategy and public engagement

ADRA DK's strategic objective is to relieve human suffering, build resilience and support the capacities of people living in conflict or poverty to be active agents in their own development. This objective is translated into 4 SPA focus areas: 1) *Relieve human suffering during times of crisis and conflict*, 2) *Promote equal rights and opportunities for women and girls*, 3) *Improve the livelihoods of the poor and those affected by crisis*, 4) *Strengthen civil society to promote participatory and sustainable change*².

Strategic objective and focus areas of the SPA match MFA emphasis on humanitarian action, articulated as a policy priority to help more people where it is hardest. In 2021, Danish development policy for the first time referred to expanding the role of faith-based actors in the context of defending democracy and to promoting freedom of thought, conscience and religion for all religious communities, non-believers, and minorities³. ADRA DK positions itself as a faith-based organisation (FBO) with networks to amplify change and states in its application: *it is our added value that we have a close relationship with churches and communities of faith*⁴.

Overall, the RT finds strong evidence of strategic relevance of approaches to dependency-reduction community programming in Ethiopia and also points to challenges in Yemen where ADRA DK support only represents 2.5% of the ADRA Yemen budget and ADRA DK was not found to add much value as an FBO with nexus expertise in agriculture and livelihoods. Perspectives are presented for funding opportunities in a more focused strategic niche with scaled-up engagements in those locations where ADRA DK can work with its full ToC and scale up impact where there is a strong match with the comparative advantages of ADRA DK.

3.1 *Demonstrated results*

ADRA DK reports delivery of agreed results to vulnerable and crises-affected target groups in all its seven SPA countries, if with some delays of results achievement. Under-spending in 2022 to the scope of DKK 16.2 million, equivalent of 34% of the total SPA and top-up budget of DKK 60.6 million, is partly due to significant top-up grants received at the end of 2022 but also reflects delays of implementation found by the RT to principally relate to the programming contexts of South Sudan and Uganda.

The SPA II Annual Report for 2022 was not available at the time of review. In the assessment of the RT, ADRA DK's 'SPA Performance Report 2018-2021' represents a reliable and easy-to-follow account of progress, particularly when it comes to outputs at local level. Results tend to relate to shares of targeted populations, e.g. '75% of targeted people report on increased protection', rather than absolute numbers. Challenges arise where qualitative and quantitative data are combined to document performance of CSO holding duty-bearers to account. A total of 196 rights-related issues have been 'addressed by duty-bearers at community level' and 48 is indicated as the number of Community Action Planning (CAP) projects implemented. These figures are added up as an indicator result for 'community priorities addressed' of '244'⁵. RT reflections on results framework and results documentation are found in Section 4.3.

² ADRA Denmark's *Global Strategy 2020-2024*, p.3 and *Strategic Partnership Application*, page 5

³ MFA: *The World We Share* (2021), page 14 + page 18

⁴ ADRA Denmark *Strategic Partnership Application*, page 3

⁵ ADRA Denmark SPA Performance Report 2018-2021, page 6

RT observations from field visits to SPA-supported CAP in the Somali Region of Ethiopia such as crisis modifier, Village Savings and Loan Associations, and Farmer Market Schools, highlighted as signature nexus interventions by ADRA DK, underpinned by a full-time staff at HQ, confirm local relevance, impressive community resilience results, gender integration and commendable efforts to reduce donor dependency. These well-documented and observed results underpin strategic ambitions of ADRA DK to link humanitarian relief with a development perspective of increased resilience and self-reliance. In the terminology of the nexus concept that the strategy of ADRA DK subscribes to, the RT notes local results in two of the three dimensions of the nexus: humanitarian and development. Also, these results were evident in Ethiopia more so than in Yemen where cash-for-work was efficient and funding opportunities evident but where context and organisational partner arrangements were found by the RT to be less conducive and evidence of results with an ADRA DK footprint limited.

At the same time, documentation of these local results of engagements ‘where others are not’ were noted during RT partner visits to be matched by a remarkable low levels of policy dialogue beyond the local level. Policy dialogue is far from easy in Yemen, yet ambitions to advocate for wider change might mitigate the risk of micro-level results remaining a drop in a very large ocean with plenty of community locations ‘where others are not’.

Modest ambitions on taking the well-documented and relevant output and results at local level to scale are found by the RT to accentuate ADRA challenges of localisation and capacity building of implementing partners that are touched upon in subsequent sections of this report. To optimise and take what the RT finds to be relevant results beyond the local level, a more focused geographical profile of the SPA with scaled-up engagements in contexts best suitable for the comparative advantages of ADRA DK might be worth to consider preparing for in a possible next phase of strategic partnership. Fewer engagement locations would also free up staff resources at ADRA DK for technical expertise leadership.

Recommendation 1: *The RT recommends that ADRA DK aim for greater scope of impact by focusing its strategic niche on a smaller number of scaled-up engagements in the humanitarian-development-peace nexus where it can leverage comparative advantages of involving local faith-based partners and linking emergency relief with signature components such as Farmer Market Schools and Community Action Planning.*

3.2 Leveraging of strategic priorities

Delivering local results is found by RT to precede wider leveraging of strategic priorities. Priorities are evident in local level implementation and cluster coordination, not least when it comes to delivery of support for livelihoods and resilience in a manner that reduces donor dependency. However, leveraging of policy priorities at global or national level beyond areas of intervention does not stand out as a strong point or a particular priority of ADRA DK.

RT consultations did give evidence of ADRA DK priority to engaging within the ADRA network. The Secretary General of ADRA DK was an active and appreciated member of the Board of ADRA Europe and ADRA DK have taken part in Technical Learning Labs, notably on agriculture, cash assistance and advocacy. ADRA EU saw ADRA DK as one of the three strongest offices in Europe with contributions to advocacy and HRBA. ADRA EU was aware of current staff turnover challenges but would welcome resumption of a more active role and this might be worth ADRA DK considering, not least on the programming side.

During RT data collection in the field, leveraging of priorities within the implementing partner network produces feedback to the effect that ADRA DK is a long-term and reliable partner providing flexible support, ‘avoids an imperialistic style’ (ADRA Ethiopia), listens and gives relevant input on community engagement and VSLA/FMS (ADRA Ethiopia) and provides useful training on relevant methodologies such as Theory of Change design (ADRA Yemen).

RECODA, a partner in Tanzania, in a key informant interview with the RT on 12 May 2023 pointed to Farmer Market Schools expertise as a key strength of ADRA DK. RECODA also appreciated the role in leveraging HRBA and found that safeguarding mechanisms such as whistleblowing was perhaps the single most important contribution by ADRA DK.

RT found potential for ADRA DK to engage more strategically with religious stakeholders. Advocacy for a stronger civil society in sustainable development and social accountability is a strategic outcome area of ADRA’s SPA II, yet the statement by ADRA DK in the SPA II application on a close relationship with churches and communities of faith was not found to be matched by RT field observations. Advocacy efforts were noted in South Sudan and Uganda, but limited evidence was found of peace-related results, notably in Ethiopia and Yemen, with strong performance in cluster coordination but modest ambition for policy dialogue beyond the local level. A potential partner for leveraging of the ADRA DK strategy priority of its Farmer Market School approach would be the WFP that the RT noted contacts with in the context of Ethiopia.

Challenges and complexities of leveraging strategic priorities vis-à-vis the implementing partners in the ADRA network and their faith-based constituencies in SPA countries are fully recognised by the RT and conditions will vary from context to context. However, given ADRA DK’s own organisational set-up, the potential for scaling social impact by galvanising powerful FBO-networks is found to be merited. The Board Chair of ADRA DK has already engaged with FBO and partners in SPA countries and the RT sees potential to build on this commitment and involve other members of the Board as well. Liaising with the wider ADRA network, ADRA DK may have potential to play a scalable role by stepping up much-needed policy dialogue and advocacy with implementing partners and religious leaders in the SPA countries to address issues such as inter-faith dialogue, peace-making, HRBA and negative social norms for girls and women.

Recommendation 2: *The RT recommends that ADRA DK engage its Board of Directors and the wider network of ADRA International to programme for policy dialogue with implementing partners and their constituents of faith-based partners to explore opportunities to train and engage religious leaders on advocacy priorities such as the peace dimension of nexus engagements and inter-religious dialogue.*

3.3 Strategic dialogue

Dialogue between ADRA DK and MFA is found to have intensified somewhat in recent years, not least with the priority to humanitarian action by the MFA and the increasing association of ADRA DK with nexus engagements in hard-to-reach emergencies. Strategic dialogue is constructive and appreciated by both sides. ADRA DK sees dialogue with the MFA as considerable in scope and has been represented at SPA Annual Consultations by the Secretary General, Heads of relevant departments (Finance, Programmes and Engagement) as well as, somewhat unusually, by the Chair of the Board.

Ad hoc dialogue also occurs with a degree of regularity between the Annual Consultations. Following a visit to Yemen in August 2022, ADRA DK gave a briefing to the MFA where HCE as well as the MENA department was present. ADRA DK has been participating in a range of meetings on OpenAid, SPA reporting and experience sharing. ADRA DK refers to occasional contacts at ministerial level and a positive reception of contributions to development policy on the role of faith-based actors in the Global South

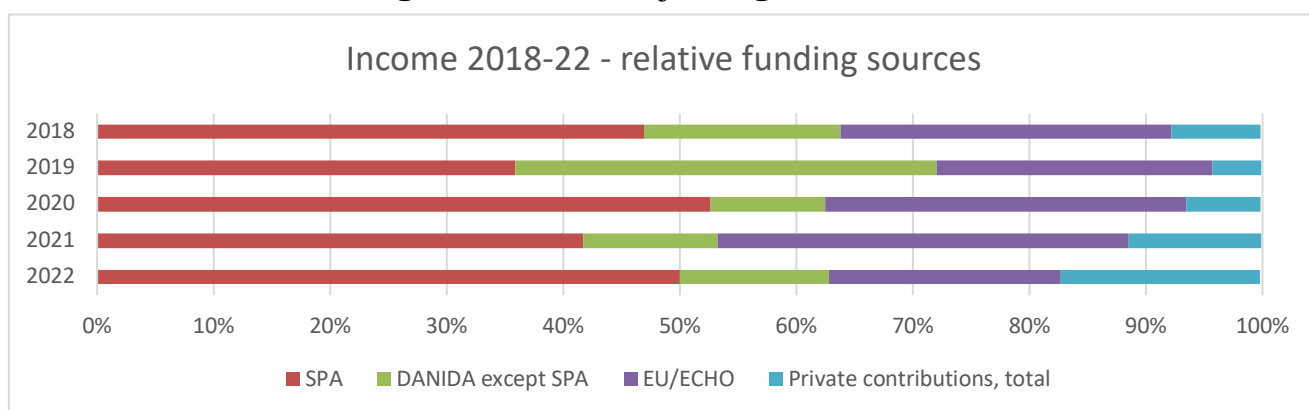
Overall, ADRA DK refers to a positive trend in how faith-based development engagement is perceived by the MFA. MFA on its side sees interaction with ADRA as modest in scope compared to the interaction with some of the other strategic partners and seems to associate ADRA DK less with faith-based engagement and more with presence in challenging humanitarian contexts. ADRA DK does some involvement in inter-faith dialogue in Uganda but not much explicit engagement on Freedom of Religion or Belief (FORB) and no recent interaction has occurred with the MFA Special Representative on FORB, although the intention was found by the RT to be there on both sides for contact to be established.

At country level, no contact was noted by ADRA Yemen with the Embassy of Denmark covering Yemen from Riyadh. In Addis Ababa, ADRA Ethiopia had taken place in regular seminars organised by the Embassy for all SPA-partners in the country. Between these sessions, interaction was minimal. A recent event focusing on the conflict in northern part of the country and the drought crisis was seen by both sides as useful. Moreover, skills-sharing on community programming was identified as a potential area of experience exchange during a meeting at the Embassy of Denmark in Addis Ababa where ADRA Ethiopia took part.

3.4 *Diversification of donor funds*

The most recent review in 2019 recommended ADRA to pursue diversification of its funding base through joint fundraising with partners and making use of SPA funding to apply for EU and ECHO funding. As shown in the figure below, ECHO funding has been obtained, even if recent applications have not been successful.

Figure 1: ADRA DK funding trends



ADRA DK revenue has fluctuated in the last five years averaging DKK 84 million per year. In 2022 total income was DKK 76 million, which was DKK 12 million lower than the revenue in 2021, mainly due to an ECHO grant expiring.

MFA funding continues to represent the highest share of funding, even if levels are now lower than a decade ago and the 2019 review notes that MFA funding has now dropped below the 70% it used to constitute. In 2022, total MFA funding represented 63% and the SPA grant represented 50% of total revenue. The RT finds diversification of funding to remain relevant. For 2023 ADRA DK expects revenue of DKK 77 million. ADRA DK have submitted joint funding applications with other ADRA members – as suggested by the previous review – and has obtained funding arrangements with ADRA Norway and ADRA Czech Republic as match funding for an ECHO grant but no larger-scale joint grants have come to fruition.

3.5 *Information and public engagement in Denmark*

The Head of Engagement of ADRA DK participates in SPA Annual Consultations and has managed a modest Information and Public Engagement (IPE) budget for SPA I with team of four also charged with other engagement activities. Transition from SPA I to SPA II saw an increase in resources for IPE from DKK 380,000 to DKK 760,000 per year, providing ADRA DK with new opportunities to communicate results and engage wider target groups.

Using an ‘ADRA Compass’, IPE priority is given to members of ADRA with Danish Christians as a secondary target group. MFA has encouraged ADRA DK to engage more with the general public, particularly so-called ‘yellow segments of sceptics’. ADRA DK is more inclined to prioritise target groups they have privileged access to with its limited IPE budget.

Figure 2: ADRA DK members, users and recipients

Followers/users/recipients	2019	2020	2021	2022	May 2023
Paying members	529	645	630	671	603
Regular contributors	978	1028	1022	-	926
Individual website sessions	16644	20419	23402	22685	8991
Facebook followers	-	-	-	-	4881
Newsletter recipients	1182	1246	1204	1146	1149

RT has assessed animation films, articles, a photo book and a recent podcast with footage from Karamoja and found to represent cost-efficient and clear examples of easily accessible messages focusing on ADRA DK core supporters. Recent initiatives have taken young SDA members on a visit to Uganda followed by an information caravan in Denmark and educational materials on faith-based actors in promotion of SDGs (Verdensmålsbogen), developed jointly with DanChurchAid, CKU and other faith-based partners and such patterns of network collaboration on outreach in Denmark are found by RT to merit expansion.

Supporters in Denmark are reported to favour the funding of schools and hospitals over humanitarian action and capacity strengthening of CSOs. RT also notes public profiling opportunities related to its presence in fragile contexts such as Yemen and Sudan that have been featured in public service media but not yet used to its full potential.

Recommendation 3: *The RT recommends that ADRA DK build on its partnership with other Danish faith-based CSO’s to expand joint-up information and public engagement initiatives reaching out at greater scale to its secondary target group of Christians in Denmark.*

4. Programmes and results

ADRAs SPA focuses on strengthening resilience and capacity to cope in crisis through outcome areas on basic needs, protection, livelihood, and advocacy. In its SPA programme ADRA DK commits to ensure cross cutting focus on nexus thinking, including focus on peaceful co-existence, a human rights-based approach (HRBA), a specific focus on the rights of women, and an effort to target the most marginalised to leave no-one behind (LNOB). ADRA works to focus their effort in hard-to-reach areas under-supported by duty-bearers and other donors. In the SPA ADRA has selected Yemen, South Sudan, Syria, Ethiopia, Sudan, Tanzania, and Uganda as programme countries. Overall, the RT finds that ADRA DKs programming and approach is sound and complies with MFA requirements for programme management and monitoring, but with scope to further institutionalise good practices. Overall, ADRA has followed up on recommendations from the 2019 review, albeit continued focus is relevant in some of the identified focus areas, as further elaborated in the sections below.

4.1 *Theory of change*

The overall ADRA objective on resilience in the face of crisis, stress, or shock, and the associated four outcome areas on basic needs, protection, livelihood, and advocacy are further elaborated in the ADRA ToC. This includes expected impact, outcomes, as well as key activities and approaches under each of the four outcome areas. Some of the outcome areas, especially outcome 3 on increased livelihood, are further expanded by elaborating associated products, such as Farmer Field Schools (FFS), Pastoralist Field Schools (PFS), Farmer Market Schools (FMS), Rural Initiative for Participatory Agricultural Transformation (RIPAT), Village Saving and Loans Associations (VSLA), and Community Action Planning (CAPs).

Overall, the RT finds that ADRA DKs ToC presents a clear intervention logic and a relevant balance between programme cohesion and contextual flexibility. Where present, the specific products, adds depth and value in relating the ToC to the level of technical implementation and ADRA DK could consider the relevance of elaborating products to capture key implementation modalities also in relation to basic needs and protection.

In the visual presentation of ADRA DKs ToC, “strengthening of civil society and local leadership” is presented as a cross cutting focus area. This is not similarly elaborated in the narrative ToC, nor is it captured in expected impact or outcomes in the SPA summary results framework. The document review presented several references to results related to strengthened local civil society or community structures and field visits, especially in Ethiopia, confirmed this as a relevant and significant results area. In the SPA Yemen projects, this focus area was not equally elaborated and constituted one of the key areas of untapped potential noted by the RT.

The RT finds that the focus on community organising and empowerment, especially in a context of primarily humanitarian funding and interventions, constituted a significant element in the value add of ADRA DKs ToC and central element in strengthening resilience and self-reliance in a context of increasing aid dependency syndrome. While ADRA DK has a number of promising practices and results and the approach permeates ADRA programming, there is also space to strengthen, structure, and more systematically ensure a focus on community organising and empowerment as an independent results area in ADRAs projects.

The 2019 review noted the long-term presence of ADRA in many communities and recommended that ADRA DK should strengthen the focus on sustainability planning and *exit strategies* for the communities and community groups receiving support through the SPA. The RT acknowledges that community development and empowerment takes time and that exit within a single SPA period may not be realistic. This does however not exclude strategic planning for sustainability and exit, both at the individual group and overall community level, allowing ADRA to support other groups or communities in the geographical area. A clearer elaboration of results related to group and community development could support ADRA DKs ability to strategically plan for graduation and eventual exit and could also support phasing and differentiation of ADRA interventions based on level of group or community development – ensuring that ADRA does not offer the same service and support in continuity.

Recommendation 4: *The RT recommends that ADRA DK clearly integrate community empowerment in its ToC, expected outcomes, and approach - and use level of community development to develop a clear strategic approach to sustainability, phasing of ADRA support functions and eventual exit at community level.*

4.2 Project cycle management

ADRA DK has relevant and sound PCM guidance, including tools and formats such as project document template, ToC guide, quarterly and annual reporting templates. The ADRA network has introduced an accreditation and licensing standard, that include several standards on quality programming such relevance, effectiveness, stakeholder inclusion, do no harm, etc. ADRA DK received its license in 2019 and also achieved CHS certification in 2022.

ADRA’s programme formulation template mirrors key expectations for programming, and recent accreditations testifies compliance with critical programming issues, the PME manual is largely focused on ADRA DKs key deliverables. Key issues in terms of progress and risks are well reflected in monitoring formats, and ADRA DK has integrated a clear emphasis on complaints handling in its monitoring through checklists and emphasis in its monitoring and reporting templates.

Other commitments and priorities arising from policies on e.g., localisation, gender, climate, conflict sensitivity, community development, are less pronounced. The RT observed minor gaps in commitments elaborated during field visits, such as absence of the CSO analysis required by the ADRA localisation strategy and climate or environmental assessment required by the ADRA DK climate strategy. ADRA DK has tested tools in Syria and Sudan and refers to plans to roll these out to other SPA countries. The RT, however, finds that there is space to strengthen guidance and monitoring of ADRA DKs own policy commitments and priorities with the PCM and associated tools, also at the level of partner implementation.

ADRA DK could consider updating their PCM manual with clearer expectations and guidance of partners relevant to ADRA DKs policy priorities. This could be supported by relevant check lists and templates to guide ADRA DK project approval, monitoring, or other key steps in the PCM or measures to structure accountability of ADRA DK policy commitments. This could include stronger practical guidance for partners on CSO analysis and related processes to strengthen partnerships for localisation, checklist encompassing priorities for project QA and sign off, reporting and monitoring formats, partner visits or other measures to structure attention and accountability to ADRA DK internal commitments. More structured guidance would also support new staff on how to support and monitor partners on these commitments.

4.3 Results framework and documentation

The 2019 review noted that reporting and documentation of results was mainly at output level. The results framework for the current SPA has a stronger focus on outcome level results and a clear logic between activities and outcomes. Indicators are supported by well-developed counting methodologies, contextualised at project level. The main focus of indicators is on reach and beneficiary self-assessment on improvements, including pre- and post-assessments in humanitarian activities. Baselines are to a large extent focused on reach or relative project related targets, which is technically sound, but does not provide a hard basis for quantification of changes in livelihood. Of the countries visited, baselines were not developed in Ethiopia due to time constraints, and the expectation was to use year one indicators as baseline.

Overall, the results framework, indicators, and approach to documentation is relevant and sufficient for project accountability, but does not support documentation of substantive outcome-level improvements in relation to e.g., livelihood or protection, relevant for learning, testing, and comparison of impact across programmes and piloted approaches.

At project level, some projects include more substantial indicators for tracing outcome-related improvements, e.g. level of milk production, level of cash per household, etc. Ongoing monitoring is supported by both thematic and project specific reviews and evaluation, as outlined in ADRA DKs Evaluation Plan. ADRA DK is also piloting outcome harvesting, which have been tested in Uganda and South-Sudan. These initiatives further support elaboration and documentation of outcome level results.

To strengthen potential for learning and ability to compare outcomes across projects and approaches, ADRA could consider developing a basket of more substantial indicators related to its key products and include these more systematically in projects level baselines and monitoring. Assessing not just number, but also level, quality, and sustainability of outcome-level improvements, would also be an important element of planned reviews and evaluations, to complement the focus on self-reported improvements in the summary results framework.

4.4 Partnership and local leadership

ADRA DKs partnerships are with ADRA offices. In country offices where there are no Adventist communities (e.g. Yemen), country offices are established by the ADRA network and cannot be considered national civil society organisations. ADRA country offices in Ethiopia and Yemen characterise ADRA DK as a principled, loyal, and flexible partner. Countries visited showed strong ownership and commitment to partnership projects. Processes of ToC and formulation were grounded in country priorities. Countries visited acknowledged ADRA DKs capacity support, training, dialogue, and bi-annual partnership workshops focused on learning across partners.

The RT finds that ADRA DKs contribution, capacity support, and imprint, was significantly more pronounced in Ethiopia than Yemen, where the former, beyond ToC and programming issues, also included provided training and support to introducing VSLA, FMS and FMA in the previous SPA programme. In Yemen, the primary thematic contribution was identified as training in ToC formulation and support in approaches to cash-for-work. Reflecting ADRA's limited engagement in advocacy, the partnership has played a more restricted role in facilitating access for local partners to policy or advocacy spaces at national or global level.

The observed practice of ADRA country offices establishing regional project offices with local staff, however, supports an element of localisation in project implementation. Both in Ethiopia and Yemen local project staff had regular and well-established relations with communities where projects were active.

The RT finds that there is scope for a more consistent approach to partnerships and strengthening focus on inclusion of national or local CSOs. The inclusion of civil society organisations in project implementations varies across projects, both in type (international, national, local) and number. In the SPA projects visited, Yemen had no partnerships and Ethiopia was implemented in cooperation with the international organisation VSF Suisse. Other projects in Uganda and Tanzania have several partnerships, including national and local civil society organisations. The level of localisation, based on status of ADRA country offices and inclusion of national and local partners, thus varies across projects. It is significantly challenged in the context of Yemen, with ADRA being an international civil society organisation implementing without any national partnerships.

Apart from partnerships with formal CSOs, the RT finds that ADRA's programming has potential for strengthening "hyper-localisation", understood as empowerment and capacity building of local community structures, combined with flexibility and local decision making on funding priorities. ADRA programming already includes some elements, most prominently in the CAP approach building capacity, supporting needs assessment, and allowing community structures to prioritise focus of funding support.

The inclusion of community committees in prioritising beneficiaries of humanitarian support is another relevant example. This aspect of localisation is included in "ADRA Denmark's approach to civil society, partnership, and localisation, but there is scope deepening guidance and practice, including reflections on the interplay between project supported community groups and formal or informal structures for decision making at overall community level.

Recommendation 5: *The RT recommends that ADRA DK strengthen the role of local civil society partnerships in project implementation, especially in contexts where the ADRA country office is not a national organisation and increase its focus on the role of community empowerment as a key element in its localisation strategy, through flexible funding modalities and locally driven funding priorities.*

4.5 HRBA, gender, and Leave No One Behind

ADRA DK is recognised within ADRA for promoting HRBA and introducing a focus on advocacy in project partnerships. The focus on advocacy was established in ADRA's 2009-2021 project Action for Social Change (ASC) and is an integrated element in the current SPA. Focus and results are documented by ADRA at project level and confirmed by field visits. Field visits however showed stronger emphasis in Ethiopia than Yemen.

The RT has not been able to establish impact at the ADRA network level. ADRA DK's focus is on a citizen-centred and non-confrontational approach to advocacy. While ADRA has elaborated overall policies and projects show attention to advocacy, as well as relevant results, there is less structured practical guidance or repositories for consolidating learning. In line with recommendations from the previous review it remains relevant for ADRA DK to consider how voices and priorities of local communities can be raised to national level advocacy forums and spaces for influence.

Projects show a strong focus on gender in their design and selection of target groups. Projects visited have clear strategies for prioritisation and inclusion of women. The ADRA Yemen project had specific activities focused on women's protection, and the project in Ethiopia showed strong case examples and results on women's leadership.

Mechanisms for targeting the most vulnerable, relevant to LNOB, was well elaborated for humanitarian activities, but less clear for development activities. ADRA's approach emphasises beneficiary interest and potential for sustainability as key considerations for e.g. VSLA, FMS, FMA. In some cases, e.g. Yemen small business development, it can be questioned if the balancing between LNOB and beneficiaries with existing capacity is skewed.

While the RT acknowledges the importance of commitment in the selection of beneficiaries for long term sustainability, it finds that ADRA DK could consider clarifying its procedures for targeting within its livelihood-focused activities.

4.6 *Nexus, conflict sensitivity, and climate adaptation*

In accordance with recommendations of the 2019 review, ADRA DK developed a paper outlining its "Approach to Working in the Humanitarian-Development-Peace Nexus". The paper offers a relevant conceptual framework, but only limited project level guidance. The SPA outcome areas enable ADRA DK partners to operate across the nexus by combining livelihood diversification activities, protection, and humanitarian response based on a flexible crisis modifier. The crisis modifier is a relevant nexus enabler for ADRA's projects operating in crisis prone areas, but the RT perceived a key value add of ADRA as introducing longer term initiatives for livelihood diversification, measures for self-reliance, and decreased dependency in contexts dominated by short-term humanitarian funding.

The Ethiopia project included a focus on climate adaptive agriculture, reflecting the crisis prone contexts with increasingly long drought periods combined with flash floods. This was a strong feature of the Ethiopia project, but much less pronounced in Yemen. Projects showed some attention to integrating attention to community cohesion and conflict prevention, but no in-depth analysis or practical guidance for programming has been observed in field visits.

ADRA DKs approach states a priority to work with communities as first responders. This was not strongly pronounced in the country programmes visited. Reflecting the focus on community empowerment in ADRA's overall approach, there is an untapped potential for strengthening localisation of responses. As a relevant initiative, ADRA informs that there are current plans to ensure stronger preparedness planning for the crisis modifier, including the development of response plans involving community structures already engaged in CAPS, VSLA and FMS. To further strengthen its nexus engagement, ADRA DK could further consider developing practical project level guidance for its crisis modifier and other nexus-related priorities to complement its policy paper and elaborate on how to ensure preparedness across its engagement and include communities as first responders.

4.7 *ADRA expertise and value add*

ADRA DK has adopted guides on CAPs, VSLAs, FFS, and PFS and have developed their own concept and guidance on FMS to support thematic interventions under its outcome areas. Programme related manuals were a key reference point for project interventions visited in Ethiopia and a clear and direct imprint of ADRA DKs support.

Current manuals relate mainly to the livelihood outcome, and other outcome areas are less developed in project specific guidance. With its ambition to operate across the triple Nexus, the RT finds that there is scope to further strengthen ADRA's capacity for operational guidance on basic needs and protection. Apart from outcome related products and manuals, ADRA DK has priorities for its programming approach in areas such as HRBA, gender, localisation, nexus, and climate. These are elaborated as policies at the level of project principles and commitments and provide more limited practical guidance for project formulation and implementation. There is an observed attention to principles guiding ADRA DKs approach in programming template and in observed focus and results in the field.

The RT however finds that there is scope for strengthening and consolidating good practices across projects. This could be a combination of more practical guidance for each specific approach, but also be reflected as cross-cutting priorities integrated in current product manuals, to ensure that these are consistent with ADRA's approach and commitments. It should be supported by a clear strategy and approach for how ADRA DK supports expertise and capacity development with country partners, including expertise roles and division of task within ADRA DK. To remain organisational lean, but also to increase country level ownership and network level influence, ADRA DK could consider the potential for establishing and facilitating a learning community across current partners and other interested ADRA countries, supporting capacity building, learning and further development of guidance, reflecting ADRA DKs matrix between specific product manuals and priority approaches.

Recommendation 6: *The RT recommends that ADRA DK consolidate its practice of operational guidance in the format of manuals across its outcome areas and strengthen project guidance and learning across priority approaches, including identification of clear roles and responsibilities for internal expertise on guidance documents, partner capacity support and learning in relation to both products and approaches.*

5. Organisation and administration

ADRA DK has a transparent and efficient organisational governance structure but with challenges at implementing partner level. This section recommends mitigating action whereby ADRA makes use of its comparative advantage as an FBO. The Board of ADRA DK has appointed a modest-sized secretariat, found by RT to operate efficiently but with challenged capacity on the programming side meriting a needs assessment and action plan. ADRA DK has achieved Core Humanitarian Standards (CHS) certification for three years, although with need for corrective actions relating to complaints mechanisms and unreserved internal certification of organisational standards by ADRA Europe. Anti-corruption is receiving increasing attention and the RT points to the need to publish complaints reports and engage more actively in anti-corruption across its international networks.

5.1 Organisational governance

ADRA DK was established in 1987 and is governed by a Board of Directors comprising seven members elected by a General Assembly (comprising representatives from 42 SDA Church congregations and members of ADRA) for a three-year period and no upper limit to reappointments. The Chair of the Board of ADRA DK since 2014 is also the Chair of the SDA, though this is not a formal requirement. The Board comprises development, financial and management professionals and some with SDA affiliation. The Board takes part in management-level staff recruitment and plays a role in risk monitoring, in line with recommendations of the 2019 review of ADRA DK, using a format approved by the Board.

The Board appoints a Secretary General to run the Secretariat in charge of day-to-day implementation of activities. The Secretariat comprises four organisational departments: (a) Finance, (b) Administration, (c) Programme and (d) Engagement. The Secretary General and the heads of the four departments make up the senior management group known as ADCOM.

While RT finds this structure to operate efficiently and notes motivation on the side of the Board of ADRA DK to engage more actively with implementing partners in the global South, impressions from ADRA Ethiopia and Yemen, recognised by MFA as implementing partners, were of more challenging governance structures, not least when it comes to the respective roles of ADRA and the SDA Church, localisation, and gender equality. The Board of ADRA Ethiopia had two female members out of eleven and were keen for ADRA Ethiopia to focus its activities on schools and health facilities for the SDA community of Ethiopia. Such priorities would challenge HRBA priorities of ADRA DK and ADRA Ethiopia. The Board of ADRA Yemen had no female members and all six men on the Board were expatriates.

Governance imperfections are recognised by ADRA DK, and motivation was noted by the RT in conversations with ADRA Ethiopia for ADRA DK to liaise with its own Board of Directors and ADRA International to support governance reform and professionalisation of their implementing partner to prioritise focus on strategy implementation over pursuit of funding opportunities.

Recommendation 7: *The RT recommends that ADRA DK involve its own Board of Directors and the wider network of ADRA International to support organisational development for implementing partners, including policy dialogue, advocacy and training on the roles, responsibilities and competence requirements of Board, Secretariat and Church in professionalisation of organisational governance.*

5.2 Career development and staff retention

ADRA DK were found by the RT to be competent and committed but also at a level where vulnerability is considerable, and programming needs not fully met. Staffing levels of the four departments of ADRA DK have seen only minor fluctuations during the past five years and remain at a relatively modest level of just over 17 full-time employees at the time of review. The administration department comprises an experienced staff member working part time and is shown below combined with the finance department.

Full-time employees	2019	2020	2021	2022	2023
Secretary General	1	1	1	1	1
Programme department	8,7	9,3	10,4	9,1	9
Engagement department	3,3	3,5	3,2	3,5	3,5
Admin and finance department	3,2	3,3	3,7	3,5	3,7
ADRA total	16,2	17,1	18,3	17,1	17,2

These staffing levels were found by the RT to reflect an impressive degree of cost-efficiency and at the same time render the agency vulnerable in situations of longer-term illness or staff turnover. The RT notes that within the past half year, three out of five heads of department (finance, programmes and engagement) left ADRA DK and in the programme department, where staffing levels have dropped during the past few years, two desk officers have left while another staff member is on long-term leave of absence for health reasons.

By way of explanation, the HR Director reflects that ‘ten years ago, three-quarters of our programming staff was development and one quarter humanitarian. Now it is the other way around and humanitarian staff are more challenging for us to retain’. The finance department staff comprise experienced staff and has not experienced high turnover, although financial controllers generally are in high demand.

The 2019 review recommended an assessment of the adequacy of staffing. ADRA DK has indicated in its response that this has been addressed but without giving details on how. ADRA DK has presented a capacity matrix to the RT listing core function, strategic focus area and specific crosscutting capacities such as agriculture, faith-based and gender equality. Project managers typically combine country and thematic responsibility, but ADRA DK also has a staff devoted to technical expertise on agriculture and livelihoods.

The matrix covers all non-admin staff but was produced for the present review and is found by the RT to merit more comprehensive reflections and discussions with staff on mitigating action to knowledge-sharing, structured learning repository and a plan for capacity strengthening. Such an action plan could include dispersed expertise in priority areas, as RT was informed that a bi-annual partner meetings most recently conducted in Arusha in November 2022 also include technical learning that could be built upon to increase involvement and ownership.

The RT recommendation presented in Section 3.1 for ADRA DK to refine its strategic niche and scale up programmes with high impact where it can best use its comparative advantage as an FBO and livelihoods-competent nexus would also allow ADRA DK to prioritise more staff resources for expertise leadership in technical priority areas. Relatively low levels of expenditure at HQ, as outlined in Section 6.1, leave room for a modest expansion of staffing levels to strengthen capacity. It is relevant in this regards that the self-assessment workshop conducted in May 2023 as part of this review, identified staff capacity as a concern, rated as the most important organisational challenge by ADRA participants.

Recommendation 8: *The RT recommends that ADRA DK assess staffing to make ADRA DK more responsive to programming needs and less vulnerable to staff turnover by developing a plan for capacity strengthening defining responsibility for expertise leadership, adequate time to manage responsibilities and include partner-based expertise.*

5.3 Guidelines and efficiency

RT scrutiny of administrative procedures and consultations with management and staff confirmed the impression of a modest-size and cost-efficient organisation operating in accordance with MFA SPA requirements. RT impressions of competent and experienced administrative staff and procedures have been confirmed in 2022 when ADRA DK was certified against the ‘Core Humanitarian Standard on Quality and Accountability’ (CHS) for a three-year period. The 2022 report also highlights minor corrective actions to be solved for the organization to keep its certification, including in the areas of complaints and feedback, information of communities and ensuring that vulnerable groups are considered by partners.

ADRA DK does not have a tradition for collective agreements but – supported by advice from trade unions - entered a local company agreement (‘husaftale’) in 2022. The agreement is integrated into the ADRA DK Staff Manual (‘Personalehåndbogen’) and renewed every two years. An ADRA DK Works Council (‘Samarbejdsudvalg’) comprises three representatives from management and three from staff appointed by the respective departments. Key themes in recent years have included the local company agreement, increased transparency around salary pay supplements (‘tillæg’) and opportunities for staff to work from home.

Code of Conduct comprises 12 specific policies on issues ranging from safeguarding over security to anti-corruption. The RT finds guidelines clear and adequate and notes that staff adhere to requirements to sign up to these once a year⁶.

Recruitment and HR policies of ADRA DK follow national law. Some staff members are affiliated with the SDA Church, but RT was informed it plays a lesser role today than 10-15 years ago. However, a distinct feature of the organisational culture are devotions three days every week. Devotions are organised as 15-minute sessions that can have religious or non-religious content but always ends with prayer and is conducted jointly with the SDA Church once a month. Participation in devotions is voluntary but are highlighted by staff to be well-attended and add a unique sense of community for people working for ADRA DK. A staff survey is conducted regularly and confirms the RT impression of an accommodating workplace embracing senior staff as well as a few staff on flexible conditions.

⁶ ADRA Staff Manual, p. 18 and verified in key informant interview with HR director.

5.4 *Anti-corruption*

Complaints, whistleblowing and safeguards are high on the agenda of ADRA DK, not least in light of the corrective action required by the CHS certification in 2022, and features on top of ADRA DK travel reports as an item discussed with implementing partners in the network.

ADRA DK has reported three corruption cases to the MFA. A recent case dates to 2022 and involved ADRA Malawi. The case was identified by a whistle-blower sending an email to ADRA DK. The suspicion led to a monitoring visit and an external investigation, pointing to undocumented expenses of DKK 85,000, mismanagement, cases of nepotism and irregularities. This case did not involve Danish funds but contributed to a decision by ADRA DK to eventually end the relationship with ADRA Malawi. The RT finds that the case was managed efficiently.

Anti-corruption, complaints mechanisms and good governance more broadly also featured prominently in ADRA DK documentation and were addressed during a partnership workshop organised by ADRA DK in Arusha in November 2022. ADRA DK staff highlight that these issues also play a role during financial monitoring visits although only two cases had been reported in the past four years (Malawi in 2020 and Uganda in January 2023). As anti-corruption is a key Danish priority, it was discussed how this could be promoted further through proactive steps by ADRA DK through its international network.

In 2021 ADRA DK issued a complaints report⁷ on their website. The report addressed the complaints received by each of the current SPA partners. The 2022 complaints report is not yet available.

Recommendation 9: *The RT recommends that ADRA DK issue its 2022 complaints report on their website and engage actively in anti-corruption efforts in relevant working groups of the ADRA network and specifically support and advise on internal competence development plans in SPA ADRA partner countries.*

⁷ [2021 ADRA Complaints report](#)

6. Financial management

Overall, the RT finds that ADRA has adequate financial management systems and procedures in place to manage the SPA grant. Some issues were identified during the review, and these are summarised in the sections below.

6.1 Financial systems and procedures & compliance with SPA guidelines

ADRA DK have recently updated their ERP system to Microsoft Business Central with relevant use of dimensions, job module, workflows, and third-party integrations, and with automated calculation of OH, link to time registration system and calculation of HR costs, overview of projects, balance of grant, matching funds etc. Expenditure data from partners are also being entered on a monthly basis from the monthly reports (BCR reports), which enables ADRA DK to have updated expenditure data from partners. The auditor of ADRA DK (EY) was interviewed and considered the ERP setup “best in class” when comparing with similar organisations.

The finance manual was recently updated (April 2023) and contains well-described processes and procedures. In relation to programme related costs and the description on how these are being allocated, a note has been developed to highlight how costs were being allocated. The note on time registration and costing procedures was reviewed and found in line with guidelines.

In relation to localisation, ADRA DK have not experienced challenges in relation to funding to be spent at HQ (max 20 pct) as a relatively large share is already being transferred to partners. According to the 2022 SPA accounts, 14.8% of the funds were spent at HQ.

The ADRA network applies and promotes the accounting system called “Sun Plus”, which gives benefits when compiling and streamlining reporting procedures across the network.

6.2 Budgeting

Budget procedures at HQ are well established and analysis of budgets vs actual revenue in the past five years shows solid budget realism (off-budget on average 3%, but with variations in both directions). Looking specifically at the SPA budget 2022, this was off target by DKK 16.2 million which is transferred to 2023, mainly due to top-ups of DKK 12,5 million received in Nov 2022 and Jan 2023 and due to low HQ spending in South Sudan and Uganda.

At partner-level the budgets were usually agreed before the start of the financial year. For 2023 ADRA Ethiopia and ADRA DK had issues with budget agreements and hence no funding was received by ADRA Ethiopia until May 2023. ADRA Ethiopia confirmed that activities had been delayed and this impacted results on the ground.

Country	ADRA DK share of total ADRA office revenue (2022)
Syria	20,5%
Uganda	20,0%
Sudan	18,4%
Ethiopia	15,0%
South Sudan	5,0%
Yemen	2,5%
Tanzania	Not yet available

The RT requested data on the relative size of the ADRA DK funding at country level. The data below shows that ADRA DK have a higher funding share in Syria/Sudan whereas the ADRA DK funding going to Yemen and South Sudan represents a much smaller share of their portfolios. This is not only relevant when assessing the impact delivered by ADRA DK, but also when discussing

how large a share of the administrative costs ADRA DK should be funding. In Yemen, for instance, ADRA DK are currently paying 5% of senior management salaries, and a 5 % overall admin fee is being budgeted for 2023. This is twice the level of the ADRA DK funding share.

The RT assessed the 2022 budget of ADRA Ethiopia and compared Full Time Employee data between ADRA and VSF (the local partner). As indicated by the table, a larger share of ADRA staff was placed in Addis when comparing with VSF. In the future budget discussions considerations on geographical location should also be addressed by ADRA DK.

Ethiopia: overview of Full Time Employees (FTEs)

Organisation	Addis	Gode	Total
ADRA	4,7	14,3	19,0
VSF	0,1	7,3	7,4
Total	4,8	21,6	26,4

In relation SPA budgets at partner level, staff are included with different percentages depending on the level of effort. This is according to the rules but then requires ADRA offices to have time registration procedures in place. The RT reviewed procedures in Ethiopia and found that procedures were in place at headquarters but less so at field offices where the monthly salary costs were not allocated based on time sheets which is contrary to the rules. In Yemen staff allocations were allocated to overall “Financial/HR services”. One instance (Ethiopia) where one staff member was fully financed by SPA but had cross-cutting responsibility (Prog. Coordinator for livelihoods and food security) hence also involved in other donor-financed projects.

Recommendation 10: *The RT recommends that ADRA DK apply a stringent approach in the yearly budget discussions with SPA partners vis-à-vis ‘fair share’ of overhead budget, staff allocations at HQ vs field level, and scrutinize funding of specific staff to ensure these meet programme needs. ADRA DK should also ensure partners address and adhere to compliance regarding time registrations.*

6.3 Controlling and financial monitoring

The RT held discussions with finance staff who explained the controlling procedures at HQ. While structured procedures and budget update formats have been developed by ADRA DK and is aligned with local financial reporting systems (Sun Plus), the RT found that partners at times had challenges meeting deadlines and submitting correct BCR reports. This was

supported by data from the below information from the ADRA DK internal reporting overview. The system keeps track of BCR reports received from the SPA partners, some had to submit several reports (due to top ups).

Month	May/22	Jun/22	Jul/22	Aug/22	Sep/22	Oct/22	Nov/22	Dec/22	Mar/23	Apr/23
No of delayed BCRs	4	1	6	2	2	3	8	2	4	9

The data shows that in reality the BCR reports are delayed for all SPA partners. Also, the content of the monthly ‘reporting package’ to be submitted to ADRA DK differ from partner to partner, for instance not all partners submit bank statements.

In light of the above, ADRA DK should consider – jointly with the SPA partners – to clarify pros and cons regarding the BCR reporting frequency and content and then revise procedures thus enabling all partners to meet deadlines. At the same time, the RT finds that the ‘reporting package’ should be streamlined and be the same for all partners.

The review in 2019 highlighted the need to strengthen financial monitoring. The RT has assessed the recent monitoring plans and reports and discussed follow up progress at field level. Challenges were identified with two SPA partners during the review: ADRA Tanzania (which is a new partner) has issues with simple accounting tasks, competences, continues to be dependent on ADRA DK funding, and is lacking progress on recommendations. And as such, it was not visible in the planning of financial monitoring visits how the situation in Tanzania impacted on the frequency of visits. At ADRA Ethiopia, RT identified serious issues during field visit with payment procedures, reconciliation procedures, cash management and cheque management.

Recommendation 11: *The RT recommends that ADRA DK continue to strengthen their financial monitoring by a) addressing the frequency of financial monitoring visits based on internal risk assessments; and b) ensuring financial management systems and procedures are reviewed all the way down to field office / partner level. Upon completion of financial monitoring reports, ADRA DK should continue to ensure adequate and timely follow up on the recommendations at ADCOM management level.*

6.4 Reporting and audit

ADRA DK has established financial reporting procedures to senior management and the board, which seem to work well. Reporting on SPA spending and status on/consequences of BCR reporting delays seem yet to be in place. SPA audit procedures are managed by EY (ADRA auditor) both at HQ and at partner-level. EY explained about delays in this process and challenges to apply performance audit elements. Interview with EY confirmed unqualified report and no major issues in recent years. At field level auditor reports were reviewed by the RT. Interestingly, the local auditors apply different sampling sizes – from 2 pct in Ethiopia to 80 pct in Yemen.

For the 2023 audit, ADRA DK should discuss how to streamline processes across all their partners with DK auditors. BDO has been selected as the DK auditor going forward, as MFA had expressed that EY had been the auditor for too long.

6.5 Value-for-money assessments

The RT commends ADRA DK for advancing on the Value for Money agenda. The applied methodology on value-for-money assessments combines outcome harvesting and financial data. The RT discussed the concept with programme and finance staff and interviewed the VFM consultant who had been contracted to support ADRA DK in the development of the methodology and preparation of a number of reports.

In the view of the RT, the methodological decisions made by ADRA DK disregard some of the other value-for-money elements, in particular economy and efficiency and jumps straight to effectiveness combined with level of investment/inputs. With this decision, the RT finds that results from important analyses and findings on efficiency gains/losses across FMS, FFS and other programme activities are missed.

At partner level, value-for-money approaches were discussed, and partners acknowledged that a proper methodology had not yet been developed and therefore no reports had been prepared. This indicates that the wider ADRA network is not yet focusing on value-for-money assessments, something the RT finds could merit further work.

Recommendation 12: *The RT recommends that ADRA DK clarify its value-for-money methodology to include elements on efficiency of programme activities and analytical comparisons are made where possible. ADRA DK should also promote value-for-money in the wider ADRA network to disseminate learning.*

Annex A: Terms of Reference



**MINISTRY OF FOREIGN AFFAIRS
OF DENMARK**
Danida

Terms of Reference SPA 2022-2025 reviews

Regarding Review and Capacity Assessment of ADRA Denmark

The Consultant must perform the Services in accordance with the Client's requirements and as agreed as part of the "Framework agreement for reviews of Strategic Partnerships 2022-2025".

Background and introduction

In keeping with the <http://um.dk/da/danida/samarbejsspartnere/civ-org/adm-ret/strategiske-partnere/> <http://um.dk/da/danida/samarbejsspartnere/civ-org/adm-ret/strategiske-partnere/> guidelines for the administration of Strategic Partnerships (SPA) 2022-2025, the MFA conducts a review within a 4 year period of each Danish CSO with a Strategic Partnership. The objective of this review is to assess the overall organisational capacity of ADRA Denmark with a view to implement strategies and programmes and achieve agreed results under the engagement with the MFA.

Presentation of ADRA Denmark

ADRA Denmark is a faith based relief and development assistance organisation established by the Adventist Church in Denmark. ADRA Denmark is an independent organisation that supports people in need regardless of their ethnicity, political affiliation, or religious association. The annual turnover of ADRA Denmark in 2021 was DKK 86,3 million representing an increase of DKK 17,9 million as compared to 2020.

The overall objectives of ADRA Denmark is to relieve human suffering during times of crisis and emergency; to promote equal rights and opportunities for women and girls; to improve livelihoods of the poor and those affected by crisis and; to strengthen civil society to promote participatory and sustainable change. ADRA Denmark works within the humanitarian-development nexus with a focus on ensuring complementarity and coherence across its acute life-saving assistance and more long-term development work. Finally, ADRA Denmark applies a human rights-based approach to address the underlying and structural causes of marginalisation and poverty.

In addition to life-saving assistance ADRA Denmark's humanitarian efforts support individuals, households and communities to withstand, adapt and quickly recover from stresses and shocks. ADRA Denmark also focusses on protection by promoting protection strategies and the right to safety and dignity among crisis-affected populations. Civil society activities have a strong focus on livelihoods support, including support to VSLA's and climate smart agriculture, and on locally-led advocacy to promote the rights of citizens, civil society and women and girls in particular.

In 2020 ADRA Denmark was approved as ECHO partner for a seven-year period. Today, ECHO provides almost a third of ADRA Denmark's budget, and ECHO funding is used to fund projects together with funding from the Danish Ministry of Foreign Affairs (MFA). ADRA Denmark achieved CHS verification CHS certification in November 2022.

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

Engagement(s) with MFA

ADRA Denmark has been a partner to the MFA for many years. From 2012 to 2017 the partnership was implemented with reference to a Humanitarian Partnership Agreement and a Framework Agreement (2013-2017). From 2018 to 2021 ADRA became one of 18 Danish civil society organisations to qualify for a 4-year strategic partnership agreement (SPA). The SPA with ADRA Denmark included an annual budget of DKK 21 million to civil society activities and DKK 15 million for humanitarian action. While respecting the independence of each organisation, the introduction of the SPA modality was meant to ensure that MFA partners more directly contributed to the priorities of Denmark's first consolidated strategy for development cooperation and humanitarian action, *The World 2030* (launched in 2017).

At the end of 2021, ADRA Denmark was awarded a new SPA from 2022 to 2025. The overall purpose of the SPA 2022-2025 is to support the current strategy for Danish development cooperation "*The World We Share*" (launched in 2021). *The World We Share* sets out the foundation for Denmark's development cooperation from 2021 to 2025, that is democratic values and human rights, and presents two main priorities. First, to prevent and fight poverty and inequality, conflict and displacement, irregular migration and fragility. Second, to lead the fight to stop climate change and restore balance to the planet with a focus on climate adaptation, climate resilience, the environment and biodiversity.

Similar to SPA 2018-2021, annual commitments under SPA 2022-2025 are subject to parliamentary approval. Different to SPA 2018-2021, SPA 2022-2025 no longer involves separate commitments for civil society activities and humanitarian action. Instead, partners are awarded one commitment to support a more holistic, adaptive and integrated approach to programming in line with the Adaptive Management and Doing Development Differently approach. Finally, SPA 2022-2025 involves two types of partnerships. Cross-cutting partnerships which are expected to address all strategic priorities and thematic partnerships which are mainly focused on one of three strategic priority areas namely democratic values and human rights, fragile contexts and displacement and climate and green solutions.

For ADRA Denmark SPA 2022-2025 is a thematic partnership focused on fragile contexts and displacement with a yearly budget of DKK 38 million. This budget is used to support projects in seven countries, namely Yemen, South Sudan, Syria, Ethiopia, Sudan, Tanzania and Uganda. As outlined in ADRA Denmark's application, the overall objective of the current partnership with the MFA is to "relieve human suffering, build resilience and support the capacities of people living in conflict or poverty to be active agents in their own

development”. As part of their application, ADRA Denmark submitted separate strategies on how to support partnerships and local leadership, innovation, gender equality, girls and women’s rights, inclusion of children and young people, greening of engagements, global and local connectedness and coordination, public engagement in Denmark as well as how ADRA Denmark plans to work within the HDP-nexus following the principles of a HRBA and LNoB.

In addition to their pre-determined budget, ADRA Denmark has received a number of SPA top-up grants during 2022 and 2023. Combined, these amount to DKK 25,1 million and support ADRA Denmark’s response to new humanitarian needs and global challenges including in Ukraine, the Horn of Africa, Syria, Yemen (food insecurity) and Sudan (climate change-related loss and damages).

Main conclusions from previous MFA reviews and annual consultations

The most recent MFA review of ADRA Denmark took place in 2019. The review found that ADRA Denmark delivered results as agreed and presented 12 recommendations to improve operations and the partnership between ADRA Denmark and the MFA further. While follow up on some recommendations is an on-going process, ADRA Denmark has made substantial progress on several recommendations.

As part of the call for applications to SPA 2022-2025, the MFA undertook an in-depth desk assessment of ADRA Denmark’s application focusing on the organisation’s capacity, strategic relevance and approaches. The assessment found ADRA Denmark to be a qualified partner. At the same time, the assessment pointed to some areas where ADRA Denmark could further demonstrate its capacity including integration of innovative approached, risk based financial management and monitoring of effectiveness and efficiency.

Annual consultations between ADRA Denmark and the MFA were carried out in November 2022. The consultation provided ADRA Denmark with an opportunity to present results achieved throughout the previous SPA period and gave way for discussions around the on-going partnership between ADRA Denmark and the MFA. Besides formal approval of ADRA Denmark’s final results reporting for SPA 2018-2021 and financial accounts 2021 the MFA provided constructive feedback on ADRA Denmark’s results reporting, fundraising, financial management, auditing procedures and public engagement. Finally, ADRA used the consultation to highlight challenges related to flow of funds to Syria, IATI reporting, auditing requirements for projects funded through SPA and other donors and the consequences of CHS certification to operations and localisation.

Objective

The objective of the review is to assess the overall organisational capacity of ADRA Denmark with a view to implement the organisation’s strategies and programmes and achieve agreed results under the engagement with the MFA. The review should thus overall assess the capacity, performance and strategic relevance of ADRA Denmark as a strategic partner. The review includes assessment of cross-cutting elements from the information note and guidelines. The review should be able to stimulate learning and provide evidence for relevant organisational development and cross-cutting analysis. Finally the review should

include findings and recommendations for ADRA Denmark to follow-up upon and as critical input to the on-going dialogue between MFA and the organisation.

Scope of work

Since strategic partners are different organisations with different modes of operation the issues listed below will be examined to the extent relevant to the organisation in question. This will be further specified in the *Inception Report*.

Strategic level

The review should take stock of the organisation's strategic orientation and strategic relevance since engaging in the Strategic Partnership with MFA. This includes, but is not limited to, an assessment in the following areas:

1. Demonstrated results of (or progress towards) the outcomes set out in the ADRA Denmark Strategic Partnership and hence the contribution to achieving relevant strategic priorities outlined in the Information Note.
2. Potential and ability of ADRA Denmark to influence and leverage its strategic priorities and programmatic approaches into and through international alliances/network. This includes participation in overall strategic planning processes, ability to influence and coordinate within these alliances/networks and the value-added (in both directions).
3. Potential and ability to coordinate, cooperate and engage in strategic dialogue with relevant stakeholders locally, nationally and globally, including with the MFA and other strategic partners. This may include relation to/engagement with UN cluster coordination and consolidated appeal systems.
4. Potential and ability to attract other donor funds and increased diversification of donor base. This includes relevance and willingness to administer funds from other humanitarian budgets, e.g., pooled humanitarian funds under the Strategy for Danish Humanitarian Action as well as funds from other donors.
5. The organisation's information and public engagement in Denmark, including proactive role in engaging the Danish public and strengthening general level of understanding of and support to Danish development assistance. It includes the organisation's engagement of membership/constituency in setting strategic directions, accountability towards constituency, and engagement of volunteers.

Programmatic level

The review will assess ADRA Denmark and a *sample* of alliance/country offices and local partners' capacity and ability to design, implement, monitor, learn from and ensure relevance of (results delivery) its programmes under the engagement with the MFA. This includes, but is not limited to, an assessment in the following areas:

1. Effectiveness and efficiency of ADRA Denmark's overall programme cycle management in terms of design, planning, implementation and monitoring in order to achieve agreed results as part of the Strategic Partnership. This includes division of roles and value-added between ADRA Denmark, alliance/country offices and local partners. It also includes adaptiveness to changing needs and contexts.
2. Quality and relevance of project and risk management systems
3. Quality, relevance and application of the organisation's results management and MEL-systems, including assessment of the overall ToC, the country/regional/thematic/global ToCs and results framework for the Strategic Partnership. This should include a sample of detailed results frameworks underpinning programmes financed under the engagement with the MFA. The review should assess whether it allows for tracking of progress towards the outcomes and objectives of the partnership, how results/data are regularly tracked and reviewed by management, and how the organisation systematically learn and adapt from its ongoing programming.
4. Delivery and documentation of results against stated objectives and outcomes. The extent to which ADRA Denmark has delivered (progress towards) results under the Strategic Partnership. A part of this is a review of selected case stories, that the organization has submitted as part of the SPA portfolio-level results system (for Open Aid). The assessment of results delivery includes an assessment of value for money and quality assurance systems and mechanisms.
5. Assessment of programmatic approaches including:
 - a. Effectiveness and relevance of partnership and local leadership approach. This includes an assessment of the achievements and progress within the organisation's Local Leadership Strategy, that is being updated each year as part of the annual reporting to the MFA and an overall assessment (if not included as part of the organisation's own Local Leadership Strategy) of how the organization is performing on the five core elements as outlined in the Information Note (1. Partnerships, 2. Financial resources and support, 3. Capacity, 4. Participation and leadership and 5. Coordination, policy and advocacy). It also includes assessment of choice of partners, including new and informal actors, as well as sustainability considerations/exit strategies.
 - b. Effectiveness and relevance of the organisation's humanitarian, development and peace nexus approach. If relevant, it includes approaches to develop capacities of communities, national and local organisations, local authorities and other actors, to prepare for and respond to crises.
 - c. Ability to strengthen locally rooted innovation and develop new approaches, technologies, knowledge products, and partnerships to improve outcomes. This includes capacity to promote and scale up innovative practices and partnerships.

- d. Application of HRBA and Leaving No-One Behind, including focus on vulnerable people's and marginalized groups' needs, rights, dignity and voice. The role of these groups also as active drivers for sustainable development. If relevant, it includes effectiveness of and engagement with duty bearers and other actors to facilitate humanitarian assistance and protection.
- e. Focus on gender equality, girls and women's rights in ADRA Denmark's programmes and/or as cross-cutting priorities especially related to participation, representation and leadership. The organisation's partnership with women-led and Women Rights' organisations and, if relevant, focus on SRHR, education, decent work, and gender-based violence.
- f. Meaningful inclusion of children and young people, including focus on rights, empowerment, voice, meaningful participation and representation. It also includes the promotion of opportunities for children and youth e.g. education and jobs.
- g. Greening of engagements in terms of integration of climate, nature and biodiversity concerns in programming and/or as cross-cutting priority e.g. by applying a do-no-harm principle or by working specifically with e.g. green transition, locally-led adaptation, nature based solutions, and access to sustainable energy sources in humanitarian contexts.

Organisational/administrative level

The review will assess ADRA Denmark and a *sample* of alliance/country offices and local partners' administrative and organisational capacity to deliver results under the engagement with the MFA. This includes, but is not limited to, an assessment of systems, resourcing and track record in the following areas:

1. Adequacy of resourcing of management and technical staff in ADRA Denmark and, where relevant, the organisation's country/alliance offices in relation to programmatic requirements. This includes, where relevant, systems and resourcing to ensure relevant humanitarian capacity (including surge and backstopping) from ADRA Denmark.
2. Strategies and systems in place for recruitment, capacity strengthening and career development/staff retention.
3. Strategies and systems in place for ensuring the safety & security of staff (also working in fragile contexts), e.g. procedures and contingency plans.
4. The capacity to manage and implement projects in fragile contexts with due consideration of the principle of "do no harm". If relevant, status of the organisation's process towards achieving CHS verification.

5. Whistleblower-mechanisms and safeguarding guidelines, procedures and practices related to PSEAH, code-of-conduct and prevention of other forms of unethical behaviour of staff.
6. Anticorruption policies and practices, including established procedures for managing suspected irregularities and adherence to MFA guidelines.
7. Accountability and feedback mechanisms of interventions at all levels including beneficiaries.
8. Compliance with IATI reporting requirements.

Financial management level

The review will assess the adequacy, transparency and quality of the financial management setup, systems and procedures of ADRA Denmark, and a *sample* of alliance/country offices and local partners, and how the set-up contributes to the achievement of the results. This includes, but is not limited to, assessment of:

1. Financial systems and procedures (incl. budgeting, accounting, auditing and reporting). The degree to which the current financial management setup promotes the overall objectives of the organisation and obligations in the Strategic Partnership.
2. Overall quality of financial audits, adherence to applicable audit standards and organisational capacity to follow-up on findings.
3. Internal control and quality assurance procedures and systems, including division of financial management responsibilities, segregation of duties, and flow of funds.
4. Time registration systems and cost allocation mechanism.
5. Budgeting, budget monitoring, accounting and reporting systems and procedures, including financial monitoring of funds delegated to country operations and local partners and timely financial reporting.
6. Financial governance, competencies and staff to support financial processes and management.
7. Financial monitoring plans, systems and procedures, reporting and follow up, including financial monitoring of alliance/country offices and local partners. Considerations of a risk-based approach to monitoring.
8. Guidelines for partners, partner mapping, choice of partners, due diligence, monitoring of activities and local auditing
9. Compliance (donor guidelines); adherence to MFA guidelines
10. Adequacy of established procedures to promote Value for Money (economy, efficiency, effectiveness) throughout the value chain, including consideration on salaries, usage of activity specific technical assistance on all levels, administration costs, procurement, transparency, adaptability, reporting and environmental impact.
11. Transparency (openness in reporting, IATI, output-based budgeting) and financial accountability.

During the assessment of the areas mentioned above, any recommendations and/or important findings in previous financial monitoring reports, process action plans, reviews, notes/comments from auditors, should be touched upon in order to secure due progress in any implementation of financial management initiatives.

Deliverables (output)

Three outputs are expected from the Consultant:

1. Inception report (not exceeding 10 pages, excluding annexes) based on the desk study and key informant interviews, which will serve as a presentation of the main issues to be addressed, the sampled projects and countries as well as detailing and fine-tuning the methodology and work plan.
2. Debriefing presentation (PowerPoint) based on the data collection and field mission, which will present the preliminary findings, conclusions and recommendations for discussion with the MFA and the organisation.
3. Review report (draft and final) (not exceeding 20 pages, excluding annexes), including an expected maximum of 12 recommendations.

Timing and Methodology

The review will be organised in four phases (inception and data collection, field mission and data collection (continued), debriefing and reporting) according to the following timeline (tentative):

Phases	Methodology and main activities	Output	Timing
Inception and data collection	The review will be based on a <i>sample</i> of programmes under the Strategic Partnership to be identified as part of the inception phase. Meeting with MFA to clarify methodology and division of work. Preparatory desk study to analyse key documents and initial key informant interviews with the organisation. The desk assessment will be based on documentation relevant to the above Scope of Work from the MFA, the organisation and the organisation’s partners. It will include strategies, programme documentation (incl. SPA agreements) and relevant organisational policies, strategies, procedures and guidance documents. At the financial management level, primary attention in the presentation of findings will be given to the most pressing challenges	Inception report	Day 1-15

	<p>identified by the review team. This will also guide the methodological approach during the review process and sampling.</p> <p>Based on the desk study and key informant interviews, the team will draft an inception report presenting the main issues to be addressed, the sampled programmes and countries as well as detailing and fine-tuning the methodology and work plan.</p> <p>Meeting with MFA to discuss draft inception report.</p> <p>Inception meeting/workshop with the organisation.</p> <p>Data collection, interviews and workshops with key staff at the organisation's premises, as well as meetings with the MFA and other relevant resource persons in Denmark.</p>		
<p>Field mission and data collection (continued)</p>	<p>Data collection and interviews (continued). Meetings with sampled alliance/country offices and local partners in minimum two countries to assess in practice how policies, strategies, programmes and approaches have been implemented, results achieved and overall organisational and financial performance.</p> <p>The planned field missions will be used to assess performance and validate findings from the desk study and interviews in Denmark at field level by looking at selected projects implemented by the organisation and/or alliance/country offices as well as assess the status of implementation at country level of the Local Leadership Strategy of the organisation.</p> <p>Where possible, this part of the review will assess the link between the organisation's support to projects in the field and the organisation's strategic work in general.</p> <p>The purpose of the visits is to review the effectiveness of specific projects and practices as illustrative cases and the support to local and national partners, which will inform and validate the review of the organisation strategies, plans and activities in practice.</p>	<p>(Input/data for analysis)</p>	<p>Day 15-30</p>

	During field missions, local and national partners and stakeholders will be interviewed.		
Debriefing	Separate debriefing meetings with the MFA and the organisation.	Debriefing presentation (PowerPoint)	Day 30-40
Reporting	Draft reports for discussion and comments by MFA and the reviewed organisation. Finalisation of report and approval by MFA.	Review report (draft and final)	Day 40-60

All members of the RT must be available for the review period. The TL is expected to be available on a full-time basis in the periods indicated. The exact timeline of the review process will be defined as part of the final ToR for each review.

Qualifications and Competence of Staff

A Review Team (RT) of three international consultants and two local consultants (one per country) will perform the review. One of the international consultants will be the team leader (TL) of the review with reference to the MFA.

The composition of the RT for this review will be:

International Consultants:

- Verner Kristiansen, team leader
- Jakob Kirkemann Boesen, programmes
- Christian Krone, financial management

Conflict of interest: Consultants (company and team members) should document that they have no/or have had no substantial (e.g. extensive or senior level) affiliation to ADRA Denmark, which might constitute a conflict of interest.

Budget and level of effort

In Appendix 3, the Consultant has specified the Ceiling Amount for fees and the Client has fixed the Ceiling Amount for reimbursable expenses per review.

A detailed budget of reimbursable expenses for the review must be prepared by the Consultant and submitted to the Client as part of this Annex 1. Reimbursable expenses not listed in Annex 1 shall not be remunerated by the Client.

Reimbursable expenses must be itemized in accordance with Section 13.04 of the Agreement:

- International travel
- Local travel

- Subsistence allowance
- Other project related expenses

The level of effort (working days) is specified by the Consultant in Appendix 1. The exact number of working days may be decreased and/or re-distributed among RT-members, and/or local consultants in field visits and will be decided upon during the inception phase and subject to the finalised methodology developed in the inception report.

Management

The TL of the RT will refer to the MFA team leader from the responsible unit. Moreover, the RT may be accompanied by MFA staff as resource persons when relevant at the expense of their own department.

The TL of the RT is responsible for delivery of the outputs required and for internal management of the consultant team.

The team leader from MFA will be overall in charge of the assignment in the responsible unit the MFA. However, the RT may have multiple points of contacts.

The RT will be under direct management and supervision by the team leader of the responsible unit.

MFA will closely liaise with the RT throughout the review process.

Background documents

MFA documents:

- The World We Share: Denmark's Strategy for Development Cooperation
- The World 2030: Denmark's former Strategy for Development Cooperation and Humanitarian Action
- Information Note for Strategic Partnerships 2022-2025
- Guidelines for Strategic Partnerships 2022-2025 with Danish Civil Society Organisations (August 2022)
- Minutes from two latest annual consultations
- Last Review report of ADRA Denmark, including latest updated management response
- Summary of the most recent financial monitoring visit of ADRA Denmark including latest updated management response
- Any other relevant documents

ADRA Denmark documents:

- Strategic Partnership documents (application, Results Framework, ToC, Budget etc.)
- Relevant strategies, policies and guidelines
- Annual results reports

- Audited financial statement and management letter
- Financial management guidelines and manuals
- Organisational policies, guidelines and manuals, including the code of conduct
- Documents related to capacity development, e.g. annual plans and tool papers
- Organisational structure
- Thematic review reports and tracer studies
- Any other relevant documents

Annex B: Programme and persons consulted

ADRA DK: May and June 2023

Programme staff: Agyedho Bwogo, Freja Schurmann Munksgaard, Laura Nielsen, Karina Lyng, Bjørn Johansen, Søren Theilgaard, Karen Ansbæk

Finance staff: Hanne Winther, Kristel Krøll Thomsen, Agnar Jacobsen

Leadership staff: Jens Vesterager, Jon Kristiansen, Poul Michael Fanøe, Nils Rechter, Signe Lund Christensen

Dato	Tid	Hvem	Hvad
01.05.23	13-15.30	Review Team, UM, ADRA Leadership team + SPA Coordinator / MEAL Adviser	Kick-off møde
04.05.23		Møder efter behov	Åben
Mandag			
08.05.23	10-12	Leadership team + SPA Coordinator / MEAL Adviser	Præsentation af ADRA og SPAen: Det vi ikke havde med på kick-off mødet + svar på spørgsmål fra konsulenterne
08.05.23	13-15	Leadership team + SPA Coordinator / MEAL Adviser + evt. Controller	Workshop: self-assessment Faciliteret af konsulenterne
08.05.23	16-17	Bestyrelse: Thomas Müller & Monica Neesgaard	Organisation og ledelse
Tirsdag			
09.05.23	9-11	Programme Coordinators + SPA Coordinator / MEAL Adviser	Jakob & Verner: Programme cycle management incl. MEAL
09.05.23	11-12	Administrationschef	Verner: HR
09.05.23	13-15	Økonomichef + Controllers	Parallelmøde, Christian + Kasper: ADRAs økonomi og styringen af denne
09.05.23	13-14	Secretary General	Parallelmøde, Jakob & Verner
Onsdag			
10.05.23	9-10.30	Programme Coordinator Yemen, SPA Coordinator / MEAL Adviser, Programme Director	Præsentation af Yemen
10.05.23	10.30-12.00	Programme Coordinator Ethiopia, SPA Coordinator / MEAL Adviser, Programme Director	Præsentation af Etiopien

10.05.23	13-14	SPA Coordinator / MEAL Adviser, Programme Director	Parallelmøde, Jakob: Partnerskaber, lokalisering, nexus tilgang
10.05.23	14-15	SPA Coordinator / MEAL Adviser, Programme Director	Parallelmøde, Jakob: Gender, HRBA, LNOB
10.05.23	13-16	Møder efter behov	
Torsdag			
11.05.23	9-11	Accountant / Controller(s)	Parallelmøde, Christian + Kasper: Økonomi
11.05.23	9-11	Kommunikationsteamet	Parallelmøde, Verner: Kommunikation og engagement
11.05.23	9-10	Agriculture & Climate Programme Adviser SPA Coordinator / MEAL Adviser, Programme Director	Parallelmøde, Jakob: Innovation, Greening (Agriculture & Climate)
11.05.23	13-14	Medarbejderrepræsentanter: Laura + Hanne	Parallelmøde, Verner
11.05.23	14-15	ADRA International: Joao Martin	Parallelmøde, Verner: ADRA Netværket
11.05.23	13-16	Møder efter behov	
Fredag			
12.05.23	9-10	Revisor (via Teams)	Christian
12.05.23	11-12	SPA Coordinator / MEAL Adviser, Programme Director, Finance Director	Value for Money approach, Teams møde
31.05.23	10-11	Francesca D'Emidio, consultant on Value for Money	Christian
12.5.23	13-14	ADRA DK MFA desk officer Kristian Westad Bertelsen	Verner
12.5.23	9-10	Samarbejdspartner: RECODA	Verner
15.5.23	16-17	Special Representative, Freedom of Religion or Belief, MFA – Ambassador Ms Julie E. Pruzan	Verner
12 juni	13-15	Debrief efter rejse	Alle

Data collection - Ethiopia May 2023

Date	Time	What	Visitors	Persons to meet
21.05.23	Evening	Departure from CPH		
22.05.23	10.00	Arrival Gode	Verner, Jakob, Christian, Karen	
22.05.23	14-18	Field visit to Kayane	Verner, Jakob, Christian, Karen	VSLAs FFS / FMS groups CAP committee members Kebele chairperson
23.05.23	8.30-13	Field visits to Birlays		
23.05.23	8.30-13	Meetings with Accountants	Christian	Fardousa Sharif (Accountant)
23.05.23	10.00	Arrival of Andreas	Andreas	
23.05.23	15-16.30	Meetings at ADRA Regional Office in Gode incl. VSF Suisse - Introduction - Security - Presentation of BOLDER / IDRR by ADRA and VSF - Questions & Answers	Verner, Jakob, Christian, Andreas, Karen	Key ADRA staff: Nadir Adan (Head of Regional Office), Samson Shiferaw (SPA Project Coordinator), Abdullahi Sheik Ahmed (Project Manager), Ali Gelle (Livelihood Officer), Najma Mohamed Shide (Livelihood Officer), Fardousa Sharif (Accountant), Abdirisak Aden (MEAL Officer), Key VSF staff: Redwan Getachew (VSF Senior Project Manager), Nega Alemu (VSF Livestock manager)
23.05.23	16.30-17.30	Visit to Zonal Office	Verner, Jakob, Christian, Andreas, Karen	Zonal Head, Disaster & Early Warning Officer, Gode Woreda Administrator, Shebelle Zone Livestock Officer, Women & Children Officer
24.05.23	8.30-12	Field visits to Digino	Andreas, Karen	VSLA FFS / FMS groups Kebele chairperson
24.05.23	16-17.30	Meetings with other stakeholders	Jakob, Andreas,	Abdirahim Garad (OCHA), Tarmindi Abullahi (SOS), Bedri Yousuf (Mercy Corps), Ahmed Abdi Mohammed (WFP), Ahmed Abdi (SCI), Mohammed Shukri (OWDA), Ahmed Abdiwadi (AAH)
24.05.23	15-18	Meeting on narrative + indicator reporting	Karen	Redwan, Abdirisak, Abdullahi, Samson
24.05.23		Return to Addis	Verner, Christian	

25.05.23	8.30-9.15	Debrief with ADRA Regional Office, Gode	Jakob, Andreas, Karen	Gode office staff
25.05.23		Meeting with Board Chair / Board member	Verner	
25.05.23		Meeting with ADRA HQ - Organisation, HR, Finance Address: Addis Abeba, Kirkos Kifleketema, Kebele 01 House number 372, Ras Desta Damtew Road. Office Telephone + 25115512212	Verner, Christian	Zerihun Awano (Programme Director) Elias Getahun (HR Director) Alebachew Belaineh (Finance Director) Controllers
25.05.23	15-16	Meeting with auditor	Christian	
25.05.23		Return to Addis (arrival 13.30) + meetings at ADRA HQ	Jakob, Andreas, Karen	Zerihun, Alebachew, Elias
26.05.23	9-10.30	Meeting with VSF Suisse	Jakob, Verner, Christian, Andreas, Karen	Kebadu Simachew Belay (Director), Wesinew Adugna (Head of Programmes), Fisseha Abenet (Programme Quality Manager)
26.05.23	11.30-13	Meeting with Danish Embassy	Jakob, Verner, Christian, Andreas, Karen	Siv Behrendt (Team Leader Bilateral Affairs), Tigist Kebede Ayalew (Senior Programme Officer)
26.05.23	13-14.30	Meetings with ADRA HQ: Any outstanding matters Debriefing	Jakob, Verner, Christian, Andreas, Karen	Zerihun Awano (Programme Director)

Data collection Yemen - May 2023

Data collection is conducted as a hybrid with the core Review Team participating online while in-country review consultant Ms Sanaa Khan participated in all meetings in person and joined staff and local partners of ADRA Yemen as she visited project sites.

Monday 29 th of May			
Time (Yemen) DK one hour behind.	Topic	Participants	Status
10:00-12:00	Presentation of ADRA Yemen	Review Team, Thierry van Bignoot (Country Director), Sahar Nuraddin (Project Manager), Moses Kondowe (Chief of Party), Murtadha Barakat (Senior Business Development Manager), Emily Kinyanjui (Deputy Finance Director)	
12:00-13:00	Presentation of SPA (ELC) project	Thierry van Bignoot (Country Director), Sahar Nuraddin (Project Manager), Moses Kondowe (Chief of Party), Emily Kinyanjui (Deputy Finance Director), Murtadha Barakat (Senior Business Development Manager), Review Team	
13:00-14:00	BREAK		
14:00-15:30	Finance	Rosa Rakotoarivelo (Finance Director), Emily Kinyanjui (Deputy Finance Director), Review Team	
15.30-16.30	HR	Lamis Al-Kuhlani (HR Director), Amjed Abdulraman (HR Coordinator), Ali Saber (HR Manager), Review Team	
Tuesday 30 th of May			
10:00 – 11:00	Organisation/Senior management/board	Marc Coleman (Board Chairman), Thierry van Bignoot (Country Director), Nagi Khalil (Board member), Review Team	
11:00-13:00	Programme	Sahar Nuraddin (Project Manager), Ammar Nadeen (MEAL Officer), Murtadha Barakat (Senior Business Development Manager), Moses Kondowe (Chief of Party), Review Team	
13:00-14:00	BREAK		
14:00-15:00	Stakeholders	Local government/council: Saif Ali, Sahar Nuraddin (Project Manager), Sana Khan (Consultant)	

15:00-16.00	Senior Management	Thierry van Bignoot (Country Director), Emily Kinyanjui (Deputy Finance Director), Moses Kondowe (Chief of Party), Lamis Al-Kuhlani (HR Director), Rosa Rakotoarivelo(Finance Director)	
Wednesday 31 st of May			
10:00-11.00	Project management /Management Team	Sahar Nuraddin (Project Manager), Ammar Nadeem(MEAL Officer), Mohammed Al-Sallami(MEAL Coordinator), Review Team	
11.15-12.00	MEAL	Sahar Nuraddin (Project Manager), Ammar Nadeem(MEAL Officer), Mohammed Al-Sallami(MEAL Coordinator), Review Team	
12:00-13.00	BREAK		
13:00-15:00	Project site/interview w. CfW participants, Livelihoods of last year and Community Initiative incl. project stakeholders.	Sahar Nuraddin (Project Manager), Sanaa Khan	
13:00-15:00	Financial Controlling	Rosa Rakotoarivelo(Finance Director) , Emily Kinyanjui (Deputy Finance Director), Christian	
15.15-16.30	Close-up meeting	Thierry van Bignoot (Country Director), Murtadha Barakat (Senior Business Development Manager), Moses Kondowe (Chief of Party), Sahar Nuraddin (Project Manager), Emily Kinyanjui (Deputy Finance Director)	

