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Sida Decentralised Evaluation

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Evaluation of Save the Children Sweden during Sida's contribution to Save the Children's humanitarian work 2013-2015

Final Report

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Table of contents

Abbreviations and Acronyms	7
Preface.....	8
Executive Summary	9
1 Introduction.....	12
2 Evaluation background and methodology	13
3 Findings.....	17
4 Conclusions	45
5 Recommendations.....	50
Annex 1 – Terms of Reference.....	52
Annex 2 – List of documents	57
Annex 3 – List of interviewees.....	60
Annex 4 – Evaluation Matrix	63
Annex 5 – Interview guideline.....	70
Annex 6 – Comments to the agreement results framework	73
Annex 7 – Lessons learned.....	81

Abbreviations and Acronyms

AMM	Award Management Manual
CO	Country Office
CP	Child Protection
CPIE	Child Protection in Emergencies
CRG	Child Rights Governance
DRR	Disaster Risk Reduction
CSO	Civil Society Organisation
ER	Emergency Relief
HST	Humanitarian Surge Team
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
MEAL	Monitoring Evaluation and Learning
MPA	Master Programming Agreement
MSF	Médécins Sans Frontiers
OCHA	Office for the Coordination of Humanitarian Affairs
RRM	Rapid Response Mechanism
SC	Save the Children
SCI	Save the Children International
SCS	Save the Children Sweden
SHARP	Swedish Humanitarian Active Response Personnel
SPP	Syria Partnership Programme
UNICEF	United Nations Children's Emergency Fund
UNWRA	United Nations Relief and Works Agency for Palestine Refugees
UNHCR	United Nations High Commissioner for Refugees

Preface

This evaluation was contracted by Sida through the Framework Agreement for Evaluation Services and conducted by the consortium led by FCG SIPU International AB, with partners ORGUT Consulting AB, TANA Copenhagen Aps, NCG, Itad Ltd and Sthlm Policy Group AB. SIPU led this assignment.

The study team consisted of the Team Leader Björn Ternström and key expert Ingela Ternström, and senior advisor Leif Danielsson. The report was quality assured by Eva Lithman and the project manager was Christian Carlbaum within the Evaluation Unit at SIPU.

The findings of the report are entirely the responsibility of the team and cannot be taken as expression of official Sida policies or viewpoints.

Acknowledgements

In the course of this evaluation we have had the privilege of interacting with a number of persons who have generously given their time and interest despite busy schedules. Furthermore the country offices were very helpful and welcoming during the evaluation team's visits to Mali and Lebanon. We wish to express our heartfelt thanks to all who contributed to this evaluation.

On behalf of the team,

Björn Ternström, Team Leader
Stockholm 14 September 2016

Executive Summary

Save the Children Sweden (SCS) is one of the few of Sida's humanitarian partner organisations that focuses on addressing the needs of children in humanitarian crises. SCS received framework funding from Sida in support of humanitarian work addressing the needs of children in humanitarian crises for the period 2013-2015, with additional funds for 2016. A new three-year framework agreement is under consideration for the period 2017-2019.

The objective is to assess SCS's capacity and role in achieving the expected results of Save the Children's humanitarian programmes 2013-2015 funded by Sida and to provide recommendations for a possible new long term collaboration. The evaluation shall be a complement to the organisational assessment carried out by SIPU International in 2013, by focusing on areas relating to organisational changes in SCI.

The evaluation was carried out in June – August 2016, by a team of two consultants and a senior advisor. Interviews were carried out with staff at Sida, SCS and SCI offices in Mali and Lebanon. The team visited the SC country offices in Mali and Lebanon.

KEY FINDINGS

Achievement of results has been assessed on the basis of reporting. Although there is a tendency of achieving or overachieving results, there are a number of results where achievement cannot be assessed due to missing targets or baselines. The reports fulfil basic requirements of the cooperation agreement, but does not provide all information requested in Sida's CSO guidelines. There are shortcomings relating to timing, analysis, editing, cross-checking information and presentation of results.

Both Sida and SCS state that they do not wish to force their partner organisations into using specific formats for reporting. This makes it difficult for the partners to know what is required in terms of content, scope and presentation.

The new SCI structure and its systems have entailed major changes for all Save the Children organisations. Host country representation and operations are now run by SCI, via SCI country offices, supported by the international headquarters in London and a network of regional offices. Thematic policy development, setting methodological standards and producing guidelines for SCI operations is the responsibility of the members through a system of global working groups. Members have focus areas for which they take responsibility and they depend on the other members for support in areas where they do not maintain capacity.

After the reorganisation, SCS's role in programme implementation is mainly related to fundraising, donor relationships, responsibility towards its donors for general oversight, programme development and to some extent monitoring of, and support to, the SCI country and regional offices managing programmes funded by SCS.

Instead, SCS has an important role in influencing policy development in SCI and to develop and implement tools and strategies in thematic areas where they have taken the lead or are part of SCI working groups. This work affects SCI's activities globally, not only in SCS funded programmes. SCS has lead roles in Child Protection, Child Protection in Emergencies, Child Rights Governance, Gender and Partnership Development.

The new SCI system has been rolled out and is being implemented globally, in SCI and in SC member organisations. The system is in place, but some adaptations are still needed and staff is still to some extent learning how to use its full potential. The changes have affected SCS in terms of technology, staff, management structure, standards, and control.

Quality assurance of programmes is now carried out by SCI. SCS contributes to quality both via discussions with country offices where they fund operations, via SCS-funded thematic advisors in regional and country offices and by influencing standards, systems and learning in SCI globally.

Similarly, SCS contributes to learning not only in the countries where they fund programmes, but throughout SC globally in the thematic areas they focus on (Child Protection, Child Protection in Emergencies, Child Rights Governance, Gender and Partnership Development).

Through their work in these thematic areas, SCS seeks to ensure that SCS vision and strategy impacts humanitarian programmes globally, not only in the countries where they fund humanitarian programmes. The focus is on ensuring that SCS thematic areas are considered in planning and implementation, rather than on results achievement of specific programme targets.

The added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components is evident from interviews with staff in SCS and SCI. It is not, however, evident from SCS's annual reports to Sida. The added value of these functions lie in SCS contribution to the thematic areas, by which they have an effect on SCI programming globally.

There are gaps in SCS internal management that affect the quality of reporting and other interaction with Sida.

CONCLUSIONS

The transition of SC from a loose network of independent members into an operational network able to apply the complementary thematic and fundraising skills through a jointly governed operational entity such as the SCI is impressive. We assess SCS ability to address the needs of children in emergencies to have improved significantly and globally.

There are several problems with SCS annual reports to Sida. This causes frustration in Sida and makes it impossible to fully assess the results achieved. The role SCS plays in influencing SCI is not obvious from the reports, hence this added value is not conveyed to the reader (Sida). Objectives, expected results and indicators in the results framework from the agreement between Sida and SCS are not internally coherent, do not specify targets and some are not measurable. As agreed targets for achievement are not clear it is not possible to assess if results are achieved.

The formal and technical components of the new SCI system have been implemented, but the use of them can still be improved. The rollout has implied significant changes and required major adaptations throughout the SC network, but also reduced overlap and duplication and increased focus on needs-based programming.

The new SCI system has changed the way SCS influences programming, from having direct control of operations in a few countries, to being able to let SCS's vision and strategy affect programming and implementation throughout SCI.

SCS would benefit from developing and sharing with Sida a theory of change that illustrates how the different ways they work as a member to contribute to SC's overarching goals.

1 Introduction

Save the Children is one of the few of Sida's humanitarian partner organisations that focuses on addressing the needs of children in humanitarian crises. The organisation's competence and experience working with child protection makes it an important partner for Sida. SCS has had multi-year agreements for development cooperation under Sida's framework allocation modality for Swedish Civil Society Organisations (CSO's) for a number of years, but the 2013-2015 agreement that is under review in this evaluation was the first multi-year programme support to SCS from Sida's unit for humanitarian assistance. SCS received additional funds for 2016 and a new three-year framework agreement is under consideration for the period 2017-2019. The multi-year agreements for humanitarian and development are managed by different sections and different key account managers in SCS. However, these two sections are being merged into an international department in the near future.

In 2013, there were major organisational reforms in Save the Children (SC). The reforms aimed to harmonise processes and quality standards for financial/grant management, annual planning and reporting, monitoring and evaluation, staff safety and security as well as cost sharing between all its members, such as SCS. Save the Children International¹ (SCI) is now the operational body, responsible for implementation of programme operations via Country Offices (CO). Save the Children members are responsible for fundraising and for programme content, geographical priorities and donor relationships. The members pool and share resources to manage thematic and methodological support, strategy, control and finance. The members no longer maintain host country bilateral representation but may second staff into the SCI structures at country or regional level. Policies and routines that are applied throughout the organization are produced by the head office in London together with the member organisations.

¹ SCI is a company limited by guarantee, and a charity registered in England and Wales (Charity). SCI is a wholly-owned subsidiary of Save the Children Association, a non-profit Swiss Association formed with unlimited duration under Articles 60-79 of the Swiss Civil Code. SCI is governed by the Board of directors and its bylaws. SCI has 30 member organisations comprised by local Save the Children associations such as SCS. The organisation's head office is in London and in addition to the head office there are 7 regional offices and 54 COs. Source: Ernst and Young 2015.

2 Evaluation background and methodology

An organisational assessment of SCS was carried out by SIPU in 2013, but due to organisational changes in Save the Children, certain issues could not be addressed and an additional evaluation was originally planned for 2015. For various reasons, the evaluation was postponed until 2016.

The purpose of the evaluation is to assess if and how SCS performs its role in relation to Save the Children's humanitarian work 2013-2015 (Sida's contribution number 52040446)². If not, what are the factors that hinder it from performing its role? If yes, how does it perform its role? It aims to provide recommendations to SCS and Sida for learning and further developing the collaboration, in order to ensure that humanitarian interventions are optimised in terms of effectiveness.

The objective is to assess SCS's capacity and role in achieving the expected results of Save the Children's humanitarian programmes 2013-2015 funded by Sida and to provide recommendations for a possible new long term collaboration.

The evaluation shall be a complement to the organisational assessment carried out by SIPU International in 2013, by focusing on areas relating to organisational changes in SC that have now been completed.

After discussions with Sida, Mali and Lebanon were selected for field visits. These two country offices have received support during the whole period, are still receiving support and are likely to remain active in the future. They represent one small and one large Country Office (CO), in a Francophone and an Anglophone country³. Both country offices have encountered problems with the implementation of changes in SC.

² Including the support to SCS in Syria.

³ In terms of how emergency response is managed by SCL.

The evaluation questions are listed below. An evaluation matrix, containing evaluation questions, key issues and comments based on the 2013 SIPU assessment, suggested methods and sources, was presented in the Inception Report.

- To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015?
- To what degree has the SCI-system been implemented and impacts the work of SCS in terms of programme monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and standardised between SCI and SCS?
- How is the quality assurance system of SCS functioning?
- How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?
- How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programmes?
- What is the added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components (including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian programme's overall expected results and ambition?

2.1 METHODOLOGY

The focus of the evaluation is the effects of changes that have been implemented during the past three years, and to some extent still are being implemented. This implies that not all effects are evident from documented sources, and we have to a large extent relied on interviews and discussions with staff at Sida, SCS and SCI for data collection.

A participatory approach has been employed, where the evaluation team has discussed evaluation issues with interviewees, rather than following strict lists of interview questions. The approach in interviews has been to assess the interviewees' perceptions regarding the evaluation questions and potential recommendations for improvements. The focus has been on qualitative rather than quantitative information. An interview guideline has been used to ensure that all evaluation questions are covered (see Annex 5).

The assignment has been implemented by a team of two consultants and a senior advisor, during the period June to August 2016. The team has visited the SCS office in Stockholm and SC Country offices in Mali and Lebanon.

The main methods used have been document review, interviews in person and via Skype, and group discussions. Interviews were loosely guided by interview checklists to ensure that all relevant topics are covered, but carried out in the form of discussions rather than questioning in order to balance steering the discussion and

allowing for flexibility. Notes were taken during interviews and key information was transferred into a team-internal evaluation findings matrix. In total, 31 persons were interviewed, distributed as follows:

Table 1 Interviewee distribution

Interviewee distribution	Female	Male	Total
Sida	5	0	5
SCS	5	3	8
SCI Mali Country office	1	7	8
SCI Lebanon Country office	7	6	13
Total	18	16	34

Documents received from Sida, SCS and SCI were scanned to assess relevance, relevant sections were read and information relating to evaluation questions were noted in the evaluation findings matrix. The documents reviewed include strategies and policies, cooperation agreements, narrative and financial reports, audit reports, descriptions of the award management system, etc. In total over 80 documents were received and reviewed. Lists of documents and interviewees can be found in Annexes 2 and 3, respectively.

The information gathered in interviews with the persons listed in the interviewee list, and via document review, is presented in the findings chapter. To ensure anonymity of interviewees, we do not present the source of information given by interviewees.

Further details regarding methodology and comments regarding specific evaluation questions can be found in the evaluation matrix (see Annex 4).

2.2 LIMITATIONS

The Terms of Reference specify that the evaluation should only focus on the humanitarian section of Save the Children, and only focus on SCI and country offices where relevant to the assessment of SCS. The evaluation shall not repeat the organisational assessment carried out by SIPU International in 2013, but rather function as a complement by addressing some of the outstanding questions of that review.

The evaluation has been carried out during the summer holiday period. The team has been able to have interviews in person with most interviewees despite this, but some interviews have been carried out via Skype or phone instead and some planned interviewees were not possible to reach. A visit to the SCI office in London was planned but, after agreement with Sida, this was cancelled as the number of relevant staff there was limited due to annual leave. Contact with relevant people for Skype interviews was sought but they were on leave during the evaluation period. SCI views expressed are therefore based on document review and interviews with field staff. This implies a potential SCS and field bias in descriptions of how the SCI functions.

The changes the team has been tasked to study are quite recent, and are still being cascaded through the organisational entities concerned. Therefore, although the new technical and administrative systems are in place, the full effect of the changes has not yet been reached.

It was agreed with Sida to let the analysis of the added value of the support to the HIF focus on a brief comparison with three other, similar, funds.

3 Findings

This chapter presents key findings related to each of the evaluation questions. Note on these are not the consultants' view, but summarise info collected during evaluation. The chapter is structured in line with the evaluation questions, with one section for each question. The sections begin with quoting the evaluation question, and then present and to some extent discuss findings. The sections vary in length, partly due to the scope of the respective evaluation questions but also because there is some overlap in the findings presented.

3.1 REPORTED ACHIEVEMENT OF RESULTS

To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015?

The analysis of Annual Reports has focused on the report for 2014: The team, as well as Sida interviewees, note that the Annual Report for 2014 is an improvement as compared to the 2013 report, and the report for 2015 has not been available for analysis. We have also analysed the results framework presented in the proposal for 2013-2015.

The analysis has similarly focused on reporting on Sida's support to SCS's humanitarian work, not the support for development work. The agreements are managed by different departments at both Sida and SCS, but they both use information retrieved from SCI's new Award Management System for their reporting.

The proposal for 2013-2015 includes support to five main areas: 1) Country specific programmes (Major Hum, agreed with Sida for each year separately), 2) the Rapid Response Mechanism, 3) Surge capacity and capacity building 4) Operational platform 5) Technical support and innovations. Administrative expenses are also included. The table below shows the aggregate budget as presented in the contract amendment 10 for 2013-2015.⁴ The agreement has been revised 10 times, e.g. to include Major Hum for 2014 and 2015, to adjust the amount for the Rapid Response Mechanism (RRM) and to change the deadline for the Annual Report 2014.

⁴ Sida, Avtalsändring 10, 2016, p. 2 & 3

Table 2 Budget as presented in the contract amendment 10, 2016.

Budget	2013	2014	2015
1) Country specific programmes (Major Hum)	57 000 000	71 000 000	68 680 000
2) Ebola respons in Guinea, Sierra Leone and Liberia		10 300 000	
3) Rapid Response Mechanism (RRM)	17 300 000	22 369 000	26 523 000
4) Surge capacity (SHARP⁵) and capacity building	4 009 000	8 038 000	10 120 000
5) Operational support to country offices, regional offices and SCI humanitarian team (Operational platform)	2 363 000	2 995 000	3 215 000
6) Technical/thematic support and innovations		1 755 000	1 807 000
7) Humanitarian Innovation Fund		5 580 000	5 580 000
Administration (7%)	5 556 000	8 548 000	7 640 000
Total	86 228 000	130 585 000	123 565 000

Major Hum is the support to SCI country programmes, and clearly the largest part of the budget. The number of countries covered has increased from seven in 2013 to twelve in 2015.

Surge Capacity and Capacity building includes SHARPs (Swedish Humanitarian Active Response Personnel), a SHARP officer/manager, a SHARP support officer, a Capacity building advisor, various staff costs, support to capacity building, the Education Cluster and the Humanitarian and Leadership Academy.

The budget for the Operational Platform includes an Operations advisor, Humanitarian analyst, Grants managers and various associated staff costs.

Technical support and innovations include a Child Protection advisor, a Monitoring Evaluation and Learning (MEAL) advisor, various other staff costs⁶ and support to implementation of Child Protection minimum standards.

⁵ Swedish Humanitarian Active Response Personnel. The name has since been changed to Humanitarian Surge Team (HST) in order to align it with SCI terminology.

⁶ Approximately 12% of total for technical support.

The first three components were included in previous agreements between Sida and SCS, but the operational and technical support are new components.⁷

Finding 1: SCS annual reports follow the structure of the agreement, report on the indicators presented in the proposal and provide some analysis of discrepancies

The reporting requirements are specified in paragraph 7 of the signed cooperation agreement between Sida and SCS. These consist of annual meetings, an annual results oriented narrative report, an annual financial report, a gender analysis to be submitted by 30 June 2014 and a narrative and financial final report to be submitted 31 December 2016.

Regarding the annual report⁸ on results, the agreement states that:

“Save the Children Sweden shall annually submit a results-oriented narrative report, which shall describe how the program objectives have been achieved and analyse any discrepancies in relation to the results framework. The annual report shall be available to Sida no later than 30 June 2014 and 30 June 2015. The reporting for the country-specific projects and RRM (component 1 and 2) shall relate to the results framework of each specific programme as presented in the approved programme description/application. There may be sample checks in connection with the reporting. The reporting for component 3 - 5 shall also relate to relevant parts of the program description (including to the results framework and action plan for SHARP).”

This is clear as to what should be included in the report, but is not very specific about format, level of detail etc. The annual reports follow the structure of the proposal to Sida, with a section on overall objectives and achievements and separate sections for the five key areas (see above). There is also a section in the reports on cross-cutting issues and gender. They report on the indicators presented in the proposal and to some extent analyse discrepancies. The analysis is very brief at the overall level but more detailed for Major Hum and RRM.

Finding 2: SCS has not fulfilled all reporting requirements of the 2014 CSO Guidelines

Addendum 3 to the agreement between Sida and SCS states that SCS shall also report in accordance with Sida’s CSO Guidelines. These guidelines, dated 2014-03-19, are much more specific regarding than the agreement and use the Swedish word for “shall” when describing the content of reports.

⁷ See “Underlag för beslut om insats”, p.6.

⁸ As requested in the Terms of Reference, the team has focused the analysis on the Annual Reports.

Review of the 2014 Annual Report shows that the requirements of the 2014 CSO Guidelines are not fully fulfilled: An analysis of risks is lacking, although there is a description of the systems in place for risk management. The report section on the overall result framework does not contain gender segregated data and the discussion on the organisation's contribution to the principles of non-discrimination is very brief. The report discusses SCS' effect on conflicts and environment, but lacks a discussion of the potential effect of these aspects on SCS. The requested analysis of how the organisation has affected, or may be affected by, HIV/AIDS is missing. The report does not at all mention HIV or AIDS, neither in the reporting on the overall framework nor in any of the project reports.

Finding 3: There are uncertainties regarding reporting requirements: the framework agreement is not very specific regarding reporting, and reporting requirements in the 2015 CSO guidelines are not expressed as demands

As mentioned above, the reporting requirements specified in the initial Sida SCS agreement are quite brief.

The CSO Guidelines, that give more detail about what should be included, were revised in 2015.⁹ The 2015 CSO Guidelines are written in English and are vaguer than the 2014 CSO Guidelines. The choice of words signal that this is something Sida appreciates, but does not require. The reporting section of the guidelines start by stating that (words underlined by the evaluation team):

“Sida’s reporting requirements are governed by the cooperation agreement between Sida and the organisation. Reporting to Sida should reflect the format and content of the proposal (including budget and results framework) as agreed upon in the cooperation agreement. The information below is intended to guide cooperation partners towards the information Sida desires in the reports to make it possible for Sida to assess the report (even if information is not formally required in the agreement).”¹⁰

This implies that the cooperation agreement is the ruling document regarding reporting requirements. Regarding the annual report, the 2015 CSO Guidelines state that:

“During an on-going multi-year agreement the organisation should submit an annual report, in accordance with article (5) of the cooperation

⁹ Sida, 2015, Guidelines for Sida support for Humanitarian action through civil society organisations (CSOs).

¹⁰ Sida, 2015, Guidelines for Sida support for Humanitarian action through civil society organisations (CSOs), p. 10.

agreement - Reporting and Recovery. In addition, the annual report should preferably include information as outlined below. [...]

In the annual report Sida appreciates reporting on partners' aggregated results per sector in accordance with Sida's humanitarian indicators: [list of indicators¹¹]

The report could also highlight examples of how the interventions can be considered to have contributed to the goals of the Strategy for humanitarian assistance provided through Sida as well as integrated DRR, ER, conflict sensitivity, gender and environment/climate considerations in the projects.^[12]

Sida also appreciates a short analytical overview of how the partner's work has progressed during the year, including information on organisational changes, including changes in policies and working methods and progress on Sida-partner dialogue issues during the reporting period."¹³

This implies that the reporting requirements specified in the agreement are mandatory, while the specifications in CSO Guidelines are not.

In interviews, Sida staff emphasised that Sida does not want to force its partner organisations into using specific formats and will adapt to the supported organisations' reporting format. Sida staff also noted that what is approved or commented upon in a report depends on the individual programme officer at Sida. No systematic comparison is made between organisations and there is no benchmarking or standard that can be used as reference. The evaluation team notes that this implies

¹¹ The indicators are:

- Nutrition: Number of acutely malnourished children (6-59 months) who have been provided therapeutic treatment/nutritional supplements.
- Health: Number of crisis-affected people who have gained access to health facilities. Number of children (6 months-15 years) who have been vaccinated against measles.
- Water and sanitation: Number of crisis-affected people who have gained access to adequately clean water and sanitation.
- Food: Number of crisis-affected families/people who have received food assistance.
- Protection: Number of crisis-affected people who have gained access to protection (incl. survivors of sexual and gender-based violence, children and prisoners).
- Non-food items: Number of crisis-affected people who have gained access to non-food items.
- Education: Number of crisis-affected schoolchildren who have got improved educational opportunities.
- Coordination: Number of crisis-affected people for whom humanitarian aid has been coordinated.
- Livelihood: Number of crisis-affected families/people who have received livelihood support.

¹² DRR: Disaster Risk Reduction, ER: Emergency Relief.

¹³ Sida, 2015, Guidelines for Sida support for Humanitarian action through civil society organisations (CSOs), p. 10.

that with changes in programme officer, the requirements on reports may change.¹⁴ Interviewees at SCS report that they find it difficult to know what Sida requires. The same insecurity regarding what is required was noted in interviews with SCI country office staff, where several interviewees stated that SCS feedback on reports was perceived as vague. The team further notes that this is a common reaction in organisations that have both Scandinavian and US/UK/EU donors.¹⁵ In contrast to fairly directive and detailed feedback from other funding sources, the directions from Scandinavian donors is often perceived as vague.

Sida notes that there have been a series of meetings to clarify requirements but SCS appears to have difficulty in establishing an institutional memory ensuring that comments do not need to be repeated.

Finding 4: There are several problems with indicators, targets and baselines in the overall results framework, which makes it difficult to assess achievement of objectives

A review of the 2013 and 2014 annual reports indicates that there is a strong focus on activities and outputs, rather than outcomes and impact, in both narrative reporting and the selection of indicators in the proposal to Sida. The output focus is also true of Sida's humanitarian indicators (refer footnote 12). There is a tendency to describe actions taken, funding provided and opportunities given, rather than results in terms of effect on beneficiaries. The report gives examples of *what* SCS has done, i.e. activities undertaken or funding granted, but there is limited information on *how* this has contributed to the programme objectives.

For example, in the overall section, Objective 1 states that: "SC has strengthened its ability to respond..." Result 1.1, linked to this objective, is that "Children have received more support..." and the indicators selected are for example "Number of beneficiaries reached" and "Number of man-months supplied". Although these indicators are reported on, they give little information about whether the objective is achieved. Furthermore, by using for example "number of man-months supplied" as an indicator, SCS implicitly assumes that these man-months contribute to the result and objective. Therefore, the selection of indicators implicitly assumes that provision of SCS's support will be effective. This may - or may not - in fact be true.

¹⁴ In comments to this report Sida notes that staff have guidelines and that decisions and motivations for them are documented, giving new staff access to predecessors' positions. The evaluation team notes that a relatively broad scope for individual interpretation remains.

¹⁵ Based on team members' previous experience of similar evaluations,

The team also notes that several objectives and results are vaguely expressed, for example “are better equipped” or “have improved”. As several indicators lack targets and many lack baselines, it is impossible to assess whether these objectives and results have been achieved.

For further details please refer to Annex 6 – comments to the agreement results framework.

Finding 5: Reporting on project-specific information lacks some components but, when possible to assess, targets seem to be achieved or surpassed

The report on project-specific information does not cover all issues specified in the CSO Guidelines. The reports on the programmes included in the Major Hum and RRM funding include sections on results, coordination and cross-cutting issues. However they do not include sections on Participation, Accountability, Monitoring and Evaluation.¹⁶

Several of the indicators do not have targets, hence it is not possible to assess the extent to which these targets are achieved. For results where both targets and achievements are expressed, there is a tendency towards overachievement. The Major Hum and RRM sections of the report do contain discussions of deviations from targets.

Finding 6: Reporting on Sida’s humanitarian indicators is done for Major Hum and RRM, but with some shortcomings

The annex to the annual report contains reporting on (some of) Sida’s humanitarian indicators for the support to Major Hum and RRM. However, some of the numbers reported do not match the information given in other sections of the report. The results of the thematic, capacity building and operational support components (components 3 to 5 in the budget above) do not seem to be considered in the aggregated results reporting on Sida’s humanitarian indicators.¹⁷

Finding 7: Reporting on surge capacity, operational platform and thematic support is brief, focuses on activities and does not adequately reflect the role of SCS in developing SCI strategy, policy and standards

¹⁶ In comment to the draft report SCS notes that the template for executive summary for Country Office was approved by Sida’s desk officer, and that participation, accountability monitoring and evaluation is summarised in the overall Result Framework.

¹⁷ In comments to the draft report, SCS notes that components 3 to 5 mainly has indirect reach, that reporting was done on both direct and indirect reach in the first annual report and that after discussions with Sida after that report, it was decided to report only on direct reach.

The reporting on SHARP is mainly a lists of deployments, the other components are described in more detail, but still with a focus on activities. The information provided in the report does not convey the full picture of SCS's role in e.g. Child Protection in Emergencies, Child Rights Governance and capacity building of partner organisations. The information we have received in interviews is presented below, especially in the section on the added value of these components.

Finding 8: Timing of reports is an issue

The annual reports that the team has reviewed are not dated, hence we cannot assess timing based on documents received. Interviewees at Sida, however, have noted that reports on the humanitarian framework agreement have not been delivered on time.¹⁸ Comparing with other organisations, Sida interviewees express surprise that SCS repeatedly delivers reports late. This is the case so often that it causes serious irritation.

Finding 9: Sida considers reports to be lacking in quality

Although interviewees at Sida note that the quality of reports have improved over the years, they give a series of examples of shortcomings. These include late delivery, inconsistency between report sections, and inappropriate use of gender markers as well as rudimentary, or complete lack of, analysis. Weak contextual understanding and/or presentation, analysis based on outdated data and a lack of analysis of likely consequences of specific projects' implementation on contextual factors were also highlighted.

It was also mentioned that SCS appeared to have had difficulties finding the right level of detail in reports. When reports had been found too long they had been edited but the editing had resulted in too much or the wrong information being removed making some sections and/or programming choices difficult to understand. Some comments related to basic errors such as incorrect summary of costs or reports sent in without information regarding which time period was being reported on.¹⁹

¹⁸ In comments to the draft report, SCS state that the 2013 and 2014 annual narrative reports were on time as well as 2014 audited financial report but that the audited financial report was late due to that the systems not yet harmonised. This was communicated with Sida. SCS further notes that the progress report for the Syrian programme report for 2014 was late due to the situation in the country and difficulties in finding an auditor, and that this was communicated to and accepted by Sida.

¹⁹ In comments to the draft report, SCS notes that the Annual Report for 2013 was not approved by Sida and had to be revised and that the Annual Report for 2014 was approved with only general comments.

3.2 IMPLEMENTATION OF THE SCI SYSTEM

To what degree has the SCI-system been implemented and impacts the work of SCS in terms of program monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and standardised between SCI and SCS?

Finding 10: The SCI-system has been implemented

SCS is a Swedish non-profit organisation that since 1999 is a member of Save the Children International. In 2013, SCI finalised a major organisational change, whereby SCI became the implementing organisation within the Save the Children network. The transition has involved all levels of the organisation. The first year was described by interviewees as a period of negotiation between the members to find minimum common views on a range of issues. This was followed by fundamental organisational changes transforming the entire structure and all management processes. Ernst and Young, in their review of the organisation in 2015, found the number of policies, manuals and routine descriptions to be vast and that members of staff at the country office they visited were struggling to keep updated and working according to the joint policies.²⁰ While this remains an issue, a systematic and stepwise process of dissemination, staff training and gradual implementation is clearly stabilising management processes at field level.

The evaluation team is impressed by the scope of the transformation undertaken. Today, overall strategy is governed by agreed long term goals; the three 2030 breakthroughs²¹. Significant variations still exist between country offices. For the SC movement as a whole the change process continues in the form of nine “change management processes” to be completed over the coming two years. According to interviewees, one of these concerns MEAL, within which new reporting processes, with greater outcome focus will be introduced from 2017.

Finding 11: The changes in the SCI-system has shifted direct control of operations to SCI

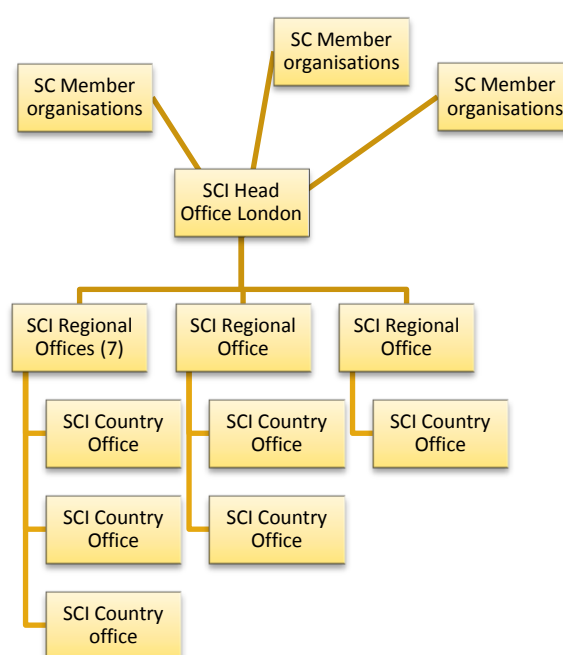
Before the changes, programmes were independently implemented by SC member organisations via their own local offices in programme countries. After the reorganisation, members (including SCS) no longer maintain independent country offices and no longer implement humanitarian programmes. Host country

²⁰ Ernst and Young, 2015.

²¹ Survive: No child dies from preventable causes before their fifth birthday; Learn: All children learn from a quality basic education; Be protected: Violence against children is no longer tolerated. Save the Children's global strategy: Ambition for Children 2030. Save the Children. and 2016 –2018 strategic plan

representation and operations are now run by SCI, via SCI country offices, supported by the international headquarters in London and a network of regional offices. After the reorganisation, SCS role *in programme implementation* is mainly related to fundraising, donor relationships, responsibility towards its donors for general oversight, programme development and to some extent monitoring of and support to the SCI country and regional offices where SCS funds programmes. The diagram below is a simplified illustration of the new SCI structure.

Figure 1 Simplified illustration of the new SCI structure



Finding 12: SCS's opportunities to affect strategy, policies and programming in SCI globally have increased

Thematic policy development, setting methodological standards and producing guidelines for SCI operations is the responsibility of the members through a system of global working groups. Members have focus areas for which they take responsibility and they depend on the other members for support in areas where they do not maintain capacity.

A key role of SCS as an SCI Member organisation is thus in influencing policy development in SCI and to develop and implement tools and strategies in thematic areas where they have taken lead or are part of SCI working groups. This work affects SCI's activities globally, not only in SCS funded programmes. SCS has lead roles in Child Protection (CP), Child Protection in Emergencies (CPIE), Child Rights Governance (CRG), Gender and Partnership Development. In these areas, SCS work in two ways:

- At the global level, SCS provides support for global policy development, for example by taking on a lead role in SCI's global working groups.
- At implementation level, SCS provides hands-on technical support when needed and possible to resource, for example by seconding staff into regional or country offices, through trainings or by giving practical feedback to SCI staff in the field or at a distance. Note that this support is not limited to countries where SCS support programmes via Major Hum or RRM

For example, in West Africa SCI has Child Protection programmes/activities in several countries who has provided support to humanitarian programming in Mali. Although it is only in Mali that humanitarian activities are funded by SCS (Sida), the regional Child Protection Advisor who is a key person for the SCI Child Protection programme regionally, is a person recruited by SCS and seconded into SCI. The situation for the Amman based regional Child Protection Advisor is similar.

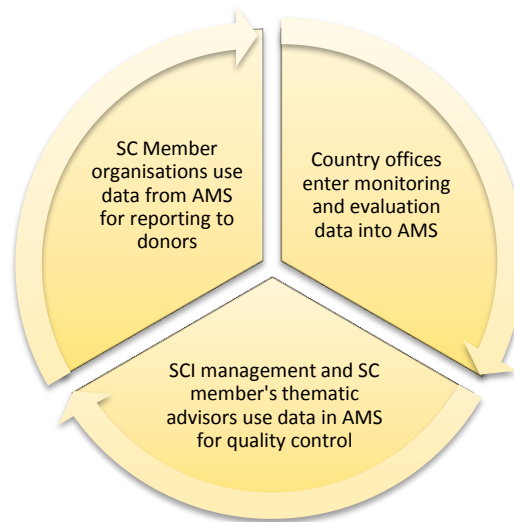
Finding 13: A number of new tools and systems have been introduced

The cooperation between SCS and SCI is regulated in an agreement between the two parties called the Master Programming Agreement (MPA). This agreement regulates the cooperation, roles and responsibilities of the parties in general. The Master Programming Agreement is complemented with separate agreements for funding to specific programmes/projects (Fund Summaries), such as the country programmes included in the Major Hum component of the agreement with Sida. The Master Programming Agreement states that the Fund Summaries must be adhered to by SCI.²²

The SCI tool for managing partnerships, agreements, reporting and quality assurance is a software called the Award Management System (AMS). The system is used by SCI and SC Member organisations for uploading and downloading documents, agreements, reports etc. as illustrated in the figure on the next side.

²² Based on SCS and SCI documents and Ernst and Young 2015.

Figure 2 Simplified illustration of the SCI Award Management System



The Award Management System is used for both development and humanitarian activities. The Award Management System is explained in an Award Management Manual (AMM). The Award Management Manual describes e.g. the process of approval of donors, states that country offices must undertake a range of monitoring activities to ensure efficient and effective implementation, notes that Members are responsible for providing country offices information about donor reporting requirements and that members should support country offices to produce "donor-compliant and evidence-based reports". The evaluation team notes that descriptions in the Award Management Manual are rather vague as to the specific requirements regarding e.g. the process of donor and partner assessments.

Finding 14: The introduction of the new SCI system has implied extensive changes at country offices

SCI country offices are led by a Country Director, with main responsibility for quality assurance in-country. The standard organisational structure of SCI country offices include units for:

- Award management unit: Award management process, proposals, coordination of amendments to proposals, ensure compliance, communication with SC Member organisations, reporting, etc.
- Programme development and quality unit: Develops programmes, cooperates with thematic advisors
- Operations unit: Logistics, security, etc.
- Support services unit: Finance, human resources, etc.
- Monitoring, evaluation and learning unit (in some SCI country offices, in others the function is part of for example support or programme development).

In the visited SCI country offices, the senior management team consists of the Country Director, heads of the above units and others as decided by the Country Director.

The roll-out of the new working model has been done at different times and speeds with Asia now described as well integrated in SCI and stabilised in the new structures. All staff throughout SC have had to learn the new systems. Many have had to switch employer, some have left and others are newly recruited. The ambition is that country office analysis of needs will be match globally with possible funding sources, shifting emphasis away from member and back-donor preferences towards the field assessment of existing needs. Last year was the first time this matching process was tested.

The two country offices visited by the team had not yet reached the stabilisation post transition that is reported from Asia. Below follows a description of the transfer process and current situation at the country offices in Lebanon and Mali.²³

Case Study 1: Lebanon Country Office

Lebanon used to be a country office of SCS, line managed from Stockholm, running development oriented programming with strong links to local partners, primarily Palestinian refugee based. It also hosted the SCS regional office for the Middle East.

The transfer of responsibility to SCI entailed closing both the country and the regional office. The new SCI structure recruited some staff from the former SCS structures. There were also examples of staff choosing to leave at that point. The transfer coincided with the escalation of the Syria crisis and a massive scale up of activities. Staff numbers went from a couple of dozen to 300, beneficiaries from 20,000 to 400,000, five new field offices were opened and massive funding was provided.

Interviewees describe this as a period dominated by efforts to catch up on all fronts. Government structures were in many ways dysfunctional and UNRWA's²⁴ and UNHCR's²⁵ roles in getting the response to function is described as crucial. It also influenced the operational choices made by SCI, such as the establishment of the five field offices. Some of these are now being backtracked, for example by merging field offices to lower costs.

²³ Based on interviews with staff at the two country offices and other key stakeholders.

²⁴ United Nations Relief and Works Agency for Palestine Refugees.

²⁵ United Nations High Commissioner for Refugees.

During the early stages of the response SCI staff faced the choice of investing in compliance systems or prioritising response delivery. Interviewees state that a conscious choice was made to give greater priority to delivery than to compliance and accountability to donors in the short term. Staff members were aware that this was a risk and received a critical internal audit as a result, but also stated that a recent follow-up to the critical audit had noted significant improvements.

In terms of organisational structure, the team noted that the new structures are now in place and the budgetary cycle beginning with programming and proposal writing in August/September is the first with all the new systems and structures in place. Significant investments had been made in establishing a management structure where the new roles and mandates were clear to all staff members. This included staff training on a range of issues, including gender and monitoring.

Four developments were noteworthy from a Sida perspective:

- There was a newly recruited dedicated gender officer (an investment described as influenced by SCS)
- There was a MEAL unit, the director of which was part of the senior management team (unusual in global terms for SCI where MEAL is often a subunit of Programme Development and Quality or Support/admin units). The unit had started systematic improvements, including training of staff and the introduction of MEAL challenges already in programme-project development (proposal) stages. Too early to comment on effects on results measurement.
- A separate, unofficial, unit; the Syria Partnership Programme, was being run in parallel/was hosted by/happened to have offices in the same building as the SCI Lebanon CO. This entity was supporting clusters of individuals/minor CSOs/emerging CSOs in Syria. Following a period of “seed financing” without stringent accountability, these organisations, in September of 2015, went through a process of systematic organisational self-assessment. The results were cross-referenced with SCI staff perceptions and resulted in an organisation-specific capacity development programme currently being implemented with a dynamic mix of face-to-face training, online courses, mobile phone card based material etc.
- The shift to SCI has implied less direct SCS relations with local civil society partners. Interviewees noted that during the scale-up SCI did not have a focus on maintaining or building such partnerships. However, with the current decrease in emergency activities and funding, planning was being refocused to strengthen such links. When doing so the SCI was able to draw on local partnerships that had been quietly sustained at SCS insistence and with their involvement, during the height of emergency response when SCI management was heavily involved in humanitarian delivery and paid little attention to partnership maintenance.

Case Study 2: Mali Country Office

While Lebanon has achieved great changes to date, Mali was still struggling with the transition. At the time of the evaluation (July 2016) an interim Country Director, the third Country Director so far this year, had just taken up his post. He was a senior SCI

manager called in following the sudden resignation (for personal reasons) of his newly appointed predecessor. A longer term appointee was expected in September. The interim Country Director was facing the challenge of sorting out a series of issues that had surfaced when the programming, staffing and internal control changes associate with the new SCI system began to take effect.

Experienced staff were frustrated with delays in implementation. They felt that these were caused in part by stricter internal controls, regarding for example documentation and procurement.²⁶ Staff adjustment difficulties were compounded by a move from significant operational manager control towards a management style requiring cross-functional input.

The old management structure of the country office was built around project based geographical units, with managers reporting to a Programme director who in turn reported to the Country Director. The new structure mirrors the global SCI system with an Award management unit, a Programme development and quality unit, an Operations unit, a Support services unit (including Finance, admin and HR) and a MEAL function.

The new structures were in place and the office was beginning to function in line with the new processes. Remaining administrative stabilisation, sorting out some roles and responsibilities and filling specific vacancies were estimated to be feasible to complete in the next two months allowing the new Country Director to take up her/his duties “with a clean slate”.

As was the case in Lebanon, that transition has taken place during a national emergency which necessitated a sizeable humanitarian scale-up in an environment where geographical challenges are compounded by serious, and dynamic, security risks. From an organisational change perspective, the similarities between Lebanon Country Office transition difficulties 18-24 months ago and those prevalent in Mali during the visit, are noteworthy.

SCS supported activities are undertaken in the northern conflict region. The Mali Country Office also runs large development programmes in regions south of Bamako, funded by Save the Children USA (USAID²⁷) and Save the Children UK (DFID²⁸).

²⁶ Meanwhile, the new controls had brought to light some integrity issues which, although described as minor, were mentioned as a factor in the replacement of the CD who left early this year.

²⁷ United States Agency for International Development.

²⁸ Department for International Development.

In response to queries regarding SCS support, child protection advisory services and approach to child rights governance were cited as influential. Such aspects of programming quality were also highlighted as comparative SCI strengths by staff members who were not aware of SCS role in providing these services. Requests by local authorities and other international stakeholders to expand the reach of child friendly spaces and of child rights awareness raising interventions were cited as examples of SC comparative advantage in terms of addressing children's needs in Mali. Efforts were planned or under way to develop the capacity to address such issues the SCI programming in the southern programmes.

Finding 15: SCS's role in programme development, monitoring and reporting has shifted from being operational to advisory in the country programmes they finance

According to interviewees at SCS, SCS's main input in programming is in the proposal writing stage, especially in "their" thematic areas. For SCI country offices where SCS funded programmes are being implemented, SCS participate in monthly meetings via phone/Skype to follow up on implementation. The SCI country office award manager responsible for communication with SC Member organisations gathers programme managers in a meeting, where SCS participates via Skype. SCS interviewees stated that these meetings help prepare the parties for reporting: When it is time for reporting, all parties are aware of reporting needs.²⁹

Before the organisational changes in SCI, SCS own staff, located at country offices, were responsible for reporting and monitoring. Now, SCI staff is responsible for these tasks, and reporting is done via the Award Management System. However, the Award Management System does not have a predefined detailed format for reports, and it is SCS's responsibility to ensure that reports comply with donor requirements and to inform the country office of reporting requirements. According to interviewees, the process is often that country offices upload a report into the Award Management System, get feedback from SCS and revise the report. The revised version is then used for reporting to Sida.

Interviewees in Mali and Lebanon note that feedback on reports is more in the form of open questions than as specific demands, for example by noting that a section of the report is not good enough, but not clarifying in what way or what type of changes SCS wants. The interviewees indicate that demands regarding reporting are less clearly specified by Sida and SCS as compared to some other SC members and

²⁹ This could be seen as contradicting the SC country office interviewees' statement that SCS's comments on reports tend to be vague, and SCS interviewees' opinion that it is difficult to know what Sida wants in reports.

donors, such as for example USAID that is very formal and detailed regarding reporting demands. Interviews further indicate that as Sida focuses on aggregation and analysis, rather than requesting information at the level of details, Sida's reporting requirements, and hence also SCS's requirements, are more difficult to express. One interviewee expressed that if the purpose of feedback is to help the SCI country offices develop as organisations, then less specified demands and more vague questions may be good in order to stimulate learning.

Finding 16: SCS's role has changed in several key areas

The changes in the SCI system can be grouped into the following key areas:

- *Technology*: Reporting etc. is done via the Award Management System instead of directly between country offices and SCS
- *Staff*: SCS does not have its own, line-managed, staff in the field (in SCI Regional and country offices). They do, however, have staff seconded into SCI at regional and country levels and, within their thematic areas, they lead the policy development process of SCI.
- *Management lines*: SCS does not have direct control over activities at country offices, but still participates in programme development and follows up via monthly meetings.
- *Standards*: SCS has to follow global SCI standards and does not have the same control over the systems they use as before, but SCS has been part of developing these global SCI standards, especially in "their" thematic areas.
- *Control*: SCS does not have direct control of implementation, they are not in charge of recruitments, job descriptions, programme development, budgets, etc., but their opinions and the investments they make in capacity development of staff may influence decisions to some extent (the team has encountered several concrete examples of this both in Mali and Lebanon).

Finding 17: Financial management, operational planning, monitoring and evaluation and reporting has to a large extent been harmonised and standardised between SCI and SCS

To the extent feasible, the new systems of SCI have been harmonised and standardised between SCI and SCS.³⁰ The process is on-going and the systems in question are developing over time. This implies some scope for SCS to influence future adjustments but also continuous need for SCS adaptation. The SCI country offices are at different stages of adaption to and implementation of the new systems.

Financial reporting is done via Agresso, award management is managed via Award Management System. SCI and SCS use the same Agresso system for financial

³⁰ Assessment based on interviews with SCS staff.

management and both are using the Award Management System. The changes seem to have been implemented as planned and the technical systems are in place. However, the systems are not yet used to their full potential and there is still need for training and room for further practical application of the systems.³¹ According to interviewees at SCS, the monthly Skype meetings are important complements to the IT-based systems.

Interviewees at SCS state that Agresso and the Award Management System can be linked and used together, but that this is not yet done by staff at SCS. The situation is similar at SCI country offices, where Award Managers are good at using the Award Management System and Finance staff are good at using Agresso, but they are still working on getting people to use the two systems together.

Interviewees at SCI indicate that there are difficulties reporting on a global level. SCI has developed what is referred to as the “2030 breakthroughs” focusing on three overall objectives, and is working on developing a way to report against these global breakthroughs.

On the management side the organisation monitors performance with the help of Key Performance Indicators. Interviewed staff are highly aware of these and they appear to have a significant impact as a management tool.

3.3 QUALITY ASSURANCE

How is the quality assurance system of SCS functioning?

Finding 18: The responsibility for detailed monitoring of activities, compliance with rules and regulations, partner assessments etc. has shifted from SCS to SCI

SCI is the implementing partner. Agreements between SCS and SCI regulate the parties' responsibilities, including quality assurance. The SCI Award Management Manual states that “Monitoring and Evaluation is a critical part of SCI’s program implementation and necessary to ensure we can evidence the impact of our work to donors and other stakeholders.”³² The SIPU 2013 evaluation³³ noted that the harmonisation of M&E had resulted in a set of “Global indicators” for programming in both humanitarian and development “contexts” as well as a child protection bank

³¹ Ernst and Young 2015 and interviews with SCS staff.

³² Award Management Manual p.28.

³³ Danielsson, L., 2013, Organisational Assessments of Civil Society Organisations (CSO) in view of possible qualification as Sida’s framework and/or strategic partner organisations: Save the Children Sweden, Final Report.

of indicators. These are being further developed and complemented with a system of grading the quality of reporting.

SCI's financial control systems include internal audits of 15 country offices per year, and visits by SCIs global auditors, KPMG, to a number of country offices each year³⁴. The selection of country offices for auditing is partly based on recommendations by Members and size of budget. In addition, audits are made of SCS funded operations in accordance with Sida requirements. It is unclear whether all audit reports are reviewed: According to the Travel Report, SCS reviews some of these audits, and SCI reviews all country office audits.³⁵ However, Ernst and Young reported in 2015 that they found indications that one country office audit report was not reviewed by SCI.³⁶

The same report by Ernst and Young in 2015 also notes several areas where the instructions and requirements in the Award Management Manual could be stronger and more detailed. According to the Ernst and Young report, SCS does not perform any regular control of reporting from the partners or of SCI's assessment of the partners. This is an intentional approach, as the delegation of internal control was a key component of the reorganisation of SC.³⁷ This is however a problematic approach as SCS agreement with Sida specifies that SCS is responsible for checking that audit reports have been delivered according to agreement in all subsequent transfers of funds.³⁸ The Auditor's Report on Factual Findings for both 2013 and 2014 note that SCS has not received all requested audit reports from SCI. The 2014 report notes that the audit reports lacking in 2013, had not yet been received at the time of the 2014 audit. This indicates that SCS has not been able to, or taken enough effort to, access these reports. This implies that SCS has not fulfilled its requirements towards Sida in this regard.

Finding 19: SCS also contributes directly to quality assurance

The quality assurance by SCI is complemented by a number of activities undertaken by SCS directly, at different levels in the SC system and at different stages in the programme cycle. Ernst and Young 2015 notes that SCS performs many monitoring and capacity building activities aimed directly at SCI's country offices, but

³⁴ Covering approximately 40% of total expenses, according to Sida travel report, visit to SCI by Sida employee.

³⁵ Information from Sida travel report, visit to SCI by Sida employee.

³⁶ Ernst and Young, 2015, Report on the review of the internal control systems of framework organizations including their partner organizations - Save the Children Sweden.

³⁷ Ibid, p. 8 and 47.

³⁸ Paragraf 8 i avtalet mellan Sida och SCS.

recommends that SCS increase documentation of and formalise these activities. Interviews with staff at SCS and the visited country offices have provided us with a number of examples of the ways that SCS contributes to quality assurance:

At programme level, by:

- Participating in country offices' proposal development
- Participating (via Skype) in monthly steering group meetings in country offices where they support programmes
- Supplying technical advice and assistance via shorter or longer secondments of thematic advisors into regional or country level operations
- Field visits by SCS Thematic Advisors posted in SCS HQ or at SCI regional offices
- Giving feedback on reporting
- Internal audits. On occasion, SCS internal auditor has been used for country level audits³⁹ (partly to reduce costs).

At the global level, SCS contributes to improved quality of programming by

- Taking the lead on specific themes
- Participating in policy development at the global level. Thematic advisors employed or funded by SCS and positioned either in SCS HQ or in regional SCI offices contribute to policy development in the thematic areas that SCS have taken the lead on. These policies affect not only programmes financed by SCS, but programmes financed by other SC members and implemented in other countries as well, thereby having an impact on quality at a global level.
- Participating in developing quality criteria for the thematic areas where SCS is taking the lead. The criteria are then used by SCI for programme development, follow-up and reporting. One example is a toolkit for measurement of the level of trauma that is used in child-friendly spaces in Mali and that makes possible monitoring of change over time. Another example is a tool for measuring capacity development of local partners that has been developed by SCS and is used by SCI globally, for example in the Syria Partnership Programme (SPP) implemented by remote management by SC Lebanon.⁴⁰

³⁹ Example given by interviewee in Lebanon. SCS internal auditor was used for follow-up of an earlier, critical, audit. The reason stated was that it was less costly to use the SCS internal auditor than to hire an international quality local auditor.

⁴⁰ Ernst and Young 2015 p. 11, find the tool to be a "comprehensive and strong tool that would enhance both partner capacity assessment and the monitoring of the effects of capacity building measures for partners".

The impact of SCS on SCI policies and programmes is not obvious, and the theory of change for these activities is not well described in the annual reports.

A MEAL (monitoring, evaluation and learning) framework is being implemented by SCI, which will be used for rating of reports, etc. SCS started using it to grade incoming reports in late spring 2016.

Finding 20: SCS quality assurance efforts have serious gaps

Sida notes that, in a number of cases there have been basic lapses in SCS administrative diligence. Reports have been delivered late and without being dated, with incorrect summaries and with incoherence between sections. Furthermore, it is unclear to Sida if and how SCS follows up on comments made by SCI country office external auditors. Meetings around administrative issues and reporting result in SCS management comments/work plans to address issues that are of varying quality.

3.4 LEARNING

How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?

The operational planning is done at SCI regional and country offices. Hence, SCS does not operationally plan humanitarian programmes.

Finding 21: SCS is not in charge of operational planning, but lessons learned are incorporated in other ways

Interviews with SCS staff indicate that learning within SCS is both informal, through meetings, discussions etc., and formal. For example, SCS annually arrange a two-day workshops for SCS's regional thematic advisors, the HST and the humanitarian section. There is also a certain amount of learning in the annual reporting process, through field visit reports, through day-to-day contact with thematic advisors, various workshops, meetings field visits, and the global working groups for policy development.

Learning by SCS affects SCI programming when SCS participate in the programme proposal stage for SCI country programmes they intend to support, or where they have thematic advisors in place. SCS recruits, trains and seconds staff into SCI at regional and country levels. These advisors work within the thematic areas of Child Protection, Child protection in emergencies, Child rights governance, Gender and Partnership Development. When there is access to such persons in country and regional offices, their expertise is considered in proposal development.

Finding 22: SCS contributes to learning in SCI within "their" thematic focus areas

SCS also invests heavily in training SCI staff within their thematic field. Interviewees gave several practical examples where technical training and the resulting awareness raising had affected programming, in SCI and beyond. For example, SCI has been

entrusted the lead role in the Lebanon cash transfer consortium and staff trained in distribution methodologies have also been given an orientation on how to identify at risk children for referral to relevant social welfare institutions. Another example is from North Mali where external stakeholders noted the positive effects of Child Friendly Spaces and requested training and that the programming be geographically extended.

Interviews with staff at the visited SCI offices indicate that there are signs that SCS's contribution to knowledge in the areas of gender, partnership development, child protection, child protection in emergencies and child rights governance have affected not only programmes financed by SCS, but also programmes in other parts of Lebanon, Syria and Mali.

Much of the learning takes place as individuals observe an operational approach that works, and use it in their planning in the future. An example of this type of SCS-induced learning in SCI was given by an interviewee in Lebanon. This person had worked for a long time in SCI, starting out with the approach of “getting the food out”, but had over time been affected by SCS's attitude towards local partnership development. In the present situation this person noted that thanks to the legacy of SCS, there were existing relations to local partners upon which a long term strategy could be built. The person stated that if it were not for SCS, three years into the programme someone would have come to think of local partners, by which time established relationships would have died.

Another interviewee commented that SCI lacks an understanding of the role of civil society in humanitarian programming. All efforts at connectedness were oriented towards government institutions, the United Nations and international non-government organisations. They are now discovering the value and potential of local civil society through the interaction with SCS capacity building investments and efforts at developing relationships with civil society.

Learning is also institutionalised in policy development globally and in advice from SCS advisors, be they based in Stockholm or regionally. This type of learning has global effects that extend beyond SCI. Examples are the Inter-Agency Standing Committee (IASC)⁴¹ Child Protection Minimum Standards (CPMS) where SCS staff has played a key role in both development and, via the SCI Regional and Country Offices, roll-out of the Child Protection Minimum Standards. The standards have

⁴¹ Inter Agency Standing Committee. The Inter-Agency Standing Committee (IASC) is the primary mechanism for inter-agency coordination of humanitarian assistance. See <https://interagencystandingcommittee.org/>

been approved within IASC and will thus have a wide effect, including in e.g. UNICEF⁴² and UNHCR.

In the Lebanon SCI CO, an interviewee noted that the need for learning has been identified and a separate function established within the HR unit, which is systematising and organising the work based on needs identified together with managers and staff.

Finally, although not fully related to this evaluation, the team was informed that the setup of Child Friendly Spaces in Malmö in connection with the refugee crisis in Sweden was supported by SCS staff with experience from Syria. This can be seen as an example of implementation based on field to member learning.

3.5 IMPACT OF SCS'S VISION AND STRATEGY

How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programs?

Finding 23: SCS has an impact on humanitarian programmes via its work in specific thematic areas

As mentioned above, some of the SC member organisations have taken or been appointed to take lead on specific thematic areas. SCS has taken a lead role in the following thematic areas

- Child Protection
- Child Protection in Emergencies (CPIE)
- Child Rights Governance
- Gender
- Partnership Development

SCS is perceived by SCI interviewees as having a lead role, together with Danish SC, in Child Protection. In both visited country offices, staff noted the usefulness and influence of regional Child Protection Advisors seconded by SCS to SCI regional offices.

The presence of the Child Protection in Emergencies Advisor in Stockholm has allowed SCS to take a lead role in developing and rolling out the IASC Child Protection minimum standards, gradually impacting humanitarian programming globally (we have no way of assessing the influence of such standards).

⁴² United Nations Children's Emergency Fund.

The SCS Civil Society Advisor Humanitarian Context describes SCS Child Rights Governance efforts as primarily development programming related. The evaluation team notes that staff in both country offices visited mentioned Child Rights Governance elements in their humanitarian programming as examples of SCS influence.

According to the 2014 Annual Report, SCS has been in the forefront of gender mainstreaming and programming across SCI, played a key role in instituting the SCI Gender Equality Working Group and has been playing crucial role in developing the SCI Gender Policy and the Program Guidance and Toolkit.⁴³ The Humanitarian Innovation Fund has Gender as one of its focus areas. We encountered no specifically gender focused programming, but the country office in Lebanon cited SCS influence as important in establishing a dedicated gender officer in the staffing structure. The 2014 Annual Report comments that “all projects have been able to consider gender issues” but that this is not always reflected in the narrative part of the report⁴⁴. Meanwhile, Sida finds SCS gender input somewhat lacking.

Within the SC network SCS seeks to emphasise the role of civil society partners, highlighting the importance of local partner contextual knowledge and their ability to advocate on behalf of affected people. According to the Civil Society Advisor (who is co-funded by Sida’s CSO and Humanitarian frameworks), the SCS approach to strengthening civil society seeks to strengthen CSO’s complementary role in representing groups excluded from power, whether this exclusion is based on ethnicity, religion, gender or age. The Civil Society Advisor advocates for SCI to move from seeing local partners as relief sub-contractors, leading to preference for semi-professional implementers, towards giving preference to organisations representative of excluded groups. The underlying assumption is that such groups although perhaps operationally weaker in the short term emergency, are more likely to maintain a long term presence through development periods and emergencies alike.

The evaluation notes that in the context of Sida’s aim to contribute to synergies between development and humanitarian programming,⁴⁵ the SC network is a stakeholder active in both development and humanitarian interventions. This

⁴³ SCS Annual Report, p. 22(?).

⁴⁴ SCS Annual Report 2014, p.11(?).

⁴⁵ As reflected in for example Regeringskansliet, 2016, Regleringsbrev för budgetåret 2016 avseende Styrelsen för internationellt utvecklingssamarbete, sid 5, Uppdraget *Kapacitetsuppbyggnad och resiliens mot katastrofer*

represents a comparative advantage as compared with organisations such as OCHA, ICRC or MSF.⁴⁶

The evaluation team also notes that these efforts to exert influence within the SC are not clearly articulated in the annual reports. An explicit Theory of Change to guide and describe these efforts would make it easier to assess and understand the effect of these activities. The series of commendable initiatives and activities that are implemented could productively be joined into a concerted strategy based on a coherent TOC.

3.6 VALUE ADDED

What is the added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components (including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian program's overall expected results and ambition?

The support to capacity building consists of a Capacity building advisor, financial and technical support to partner development and support to the Education Cluster and the Humanitarian and Leadership Academy. The budget for the Operational Platform includes an Operations advisor, a Humanitarian analyst and Grants managers. Technical support and innovations include a Child Protection advisor, a MEAL advisor and support to the implementation of Child Protection minimum standards.

Finding 24: Sida's humanitarian funding to SCS gives Sida access to SCI's humanitarian programmes

SCI's Award Management Manual states that "SCI can only receive funding from the 16 international programming Members"⁴⁷ and "The contractual relationship for an award is always between the Member and the donor".⁴⁸

This implies that a key value added of Sida's support to SCS is access to SCI. The new organisational setup of SCI is intended to separate operations (responsibility of SCI) and funding and donor relationships (responsibility of SCI Members).

Finding 25: SCS influence has shifted from geographically based to thematic

In the old system SCS, by operating country offices independently, could fully influence what happened in a particular country context based on their own thematic experience and institutional presence. This also implied that a higher level of

⁴⁶ Office for the Coordination of Humanitarian Affairs, International Committee of the Red Cross and Médecins Sans Frontiers, respectively.

⁴⁷ Award Management Manual, p.11.

⁴⁸ Ibid p. 19.

contextual knowledge was transferred to SCS and was thereby, at least indirectly, made available to Sida. Conceptually this may be described as providing geographical influence. With this system SCS had very marginal influence over how other SC members implemented programming, even when they were active in the same country. There was also a significant level of administrative duplication as each member present in a host country set up their own operations and support systems.

With the introduction of the new structure it is SCI that maintains country offices. This reduces the country presence of SCS and lowers the degree to which they control operations and are able to maintain detailed contextual understanding. The same can be said for the other members who have also withdrawn their country presence. In exchange, joint offices have been established with significant potential for economies of scale. Simultaneously, the global governance processes that were established for the transformation to take place have entailed reviewing all members' experience and processing that into standards and guidelines being applied in all country offices.

SCS has been, and is, actively involved in these global policy-making processes partly funded by the Sida contribution. This implies that the SCS conceptual approach, thematic policies and experience now influences the methodologies and approaches used throughout the global SC network. A shift from geographically based to thematically based influence has taken place.

Finding 26: SCS supports the implementation of SCI's policies, strategy and programming at local and global level.

SCS seeks to influence SCI operations at global level through the policy and methodological processes taking place in the SCI members' global thematic working groups.

In selected areas, the organisation proceeds to roll-out new global level guidelines and standards throughout the network, as illustrated by the dissemination of the IASC Child Protection Minimum Standards. SCS has, with Sida funding, invested in capacity development cascading through regional offices to country office staff. The Child Protection in Emergencies advisor has spent much of her time over the past two years building the capacity of regional offices and selected CO staff on these minimum standards. The support given to interventions in both Mali and Lebanon was cited as an important influence on implementation design.

Local level programming in country offices is further influenced through the activities of the thematic advisors which either work from Stockholm or are seconded into SCI offices at regional or country level. Both country offices visited cited examples where such thematic support had resulted in changed approaches, new methodologies or quality improvements not only within SCI programming but also in partner organisation, local authority approaches and/or the programming of other organisations active in the same geographical areas as SCI.

Finding 27: The SCS management of the Humanitarian Innovation Fund is mainly administrative, the value added of Sida's support via SCS is too early to assess

The budget in the initial agreement between Sida and SCS for 2013 - 2015 did not include any support to the Humanitarian Innovation Fund, which is hosted by Save the Children. According to the SCS Annual Report 2014, the Sida support to the Humanitarian Innovation Fund targets programming in the area of gender based violence and innovations in general. 2014 was the start-up year, but the budget was not approved until December 2014 and the supported activities started in March 2015.⁴⁹

SCS interviewees commented that Sida's support to the humanitarian innovation fund has been channelled via SCS to SCUK at Sida's request, that it was previously transferred directly from Sida to SCUK, that Sida has direct thematic communication with SCUK.⁵⁰ The evaluation team notes that SCS appears to see its own role as limited to channelling funds. Sida expects SCS to fulfil a grants management role including quality assurance of narrative reporting, audit and financial control.

The consultant team has not made an assessment of the support to the Humanitarian Innovation Fund prior to it becoming part of the agreement with SCS, and therefore has little data to base findings regarding the actual added value of Sida's support to the Humanitarian Innovation Fund. The scarcity of information provided in the annual report and the information provided by interviewees indicate that the added value of funding the HIF via SCS may not be high without a thematic linkage as well. It gives Sida access to a way to support the initiative which Sida values very much.

A brief comparison of the HIF with similar initiatives is provided in the table below.⁵¹ The HIF differs from the others in terms of being already established (while the Global Humanitarian Lab and the Global Alliance for Humanitarian Innovation are still in their start-up phases), in a focus on humanitarian assistance (while the Innovation Exchange has a broader focus, in approach (the Global Innovation Exchange is a matchmaking database) and in terms of type and amount of funding

⁴⁹ Please note that it is not entirely clear from the annual report to what extent the reported activities were supported by Sida funds.

⁵⁰ In comments to the draft report, Sida notes the reason for funding the support to the Humanitarian Innovation Fund via SCS is mainly administrative and that SCS has a responsibility to fulfil its role as administrator of the support. Sida further comments that it is not likely that Sida will enter into a separate agreement for the support to the Humanitarian Innovation Fund.

⁵¹ The comparison is based on a brief review of the initiatives' homepages: <http://www.elrha.org/hif/home/>; <https://www.globalinnovationexchange.org/organizations>; <http://www.globalhumanitarianlab.org/> and <http://www.thegahi.org/>, all accessed in September 2016.

(the Global Innovation Exchange has a much broader range of sizes, sources and types of funding opportunities.

Table 3 Comparison between the Humanitarian Innovation Fund the Global Innovation Exchange, the Global Humanitarian Lab and the Global Alliance for Humanitarian Innovation.

Innovation Fund	Purpose and type	Theme	Funding availability
The Humanitarian Innovation Fund	Supports organisations and individuals to identify, nurture and share innovative and scalable solutions to the challenges facing effective humanitarian assistance. Research to identify needs, grants to support developing solutions.	Humanitarian, Core funding, WASH and Gender Supported by the Swedish, UK and the Netherlands governments.	Different types of grants, from Small, up to 20 000 GBP to scaling up grants, up to 400 000 GBP.
The Global Innovation Exchange	A marketplace that connects funders, innovators, users and solution seekers and gives them the tools to maximize their ability to meet the largest, most pressing development challenges.	Wide range of sectors and topics. Large number of partners.	USD 1 000 to 100 000 000 in various forms (grants, awards, venture capital, loans etc.)
The Global Humanitarian Lab	A multi-stakeholder innovation lab (digital fabrication on a global scale) to develop humanitarian solutions for and with the affected populations. The Global Humanitarian Lab acts both as an incubator to develop ideas into solutions and an accelerator to scale solutions for the humanitarian sector. Inaugurated May 2016.	Humanitarian challenges. Partnership of leading humanitarian organisations, public-and private-sector entities, networks, as well as the global crowd.	No info found
The Global Alliance for Humanitarian Innovation	A network comprised of governmental actors, knowledge institutes, businesses and humanitarian organizations, bringing together a unique combination of resources, expertise and capabilities. The HIF is one of the initiating members. In the start-up phase.	Focus on addressing (humanitarian) challenges no single actor would be capable of addressing on their own.	No info found

4 Conclusions

Evaluation Question 1: To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015?

It is not evident from annual reports that SCS is achieving the intended outcomes as described in the agreement between Sida and SCS. However, based on information from other sources the evaluation team concludes that SCS is contributing to the functioning of the SC Humanitarian delivery system. For results about which sufficient information is provided in the annual reports, the team assesses that intended results are achieved or overachieved.

The annual reports fulfil the requirements of the initial agreement between Sida and SCS and, to a large extent the 2015 CSO Guidelines and to a lesser extent 2014 CSO Guidelines. There could be a more thorough analysis of discrepancies and the treatment of gender is regarded as substandard by Sida. The evaluation notes, however, that there are shortcomings in the agreed upon results framework and that there is a lack of clarity and understanding between Sida and SCS regarding reporting requirements.

The overall results framework agreed upon between Sida and SCS has several shortcomings which affect the extent to which results achievement can be assessed, such as lack of targets or baselines for several indicators. Existing indicators are primarily output focused, which is in line with Sida's humanitarian indicators to which SCS need to relate. Both proposal and reporting focus on activities undertaken or funding and services provided (be they advisory to the SCI or targeting end-users i.e. affected children). Little is said about effects on the organisation, its partners or the end beneficiaries (i.e. organisational or beneficiary outcomes). Several indicators lack precision or clear definition e.g. "have improved". Objectives, expected results and indicators in the results framework from the agreement between Sida and SCS are not internally coherent, do not specify targets and some are not measurable. We conclude that, due to the lack of specificity in the objectives agreed in the framework, reporting at global level does not provide data making it possible to assess whether agreed results were achieved. For details please refer to Annex 6 – comments to the agreement results framework.

Aggregating, or even summarising, results from multiple, highly divergent contexts is notoriously difficult. Project level reporting is more specific but also suffers from output focused indicators and lack of baseline values. When possible to assess, targets are exceeded more often than not reached. Major Hum and RRM reporting follows formats are not fully in line with Sida's CSO Guidelines and figures from these sections do not always match overall figures reported elsewhere.

The team concludes that the reporting on surge capacity, the operational platform and thematic support in no way conveys the level of influence SCS manages to exercise in its thematic areas of interest. The reporting is in significant contrast to the impression received when interviewing key informants in SCS and SCI. The team believes that presenting such non-project support in the form of a cohesive strategy, preferably in the form of a documented Theory of Change, would enhance the impact of the various activities undertaken, allow prioritisation and help Sida understand how SCS contributes to the quality of SCI humanitarian interventions.

Both Sida and SCS state that they are intentionally vague in their reporting requirements, and both argue that the reason is that they do not want to impose their own systems on their respective partner organisation. The team concludes that failure to comply with the reporting requirements is a source of irritation at Sida. Together with SCS's expressed sense of uncertainty as to what requirements are applicable and the use of words indicating preference rather than requirement in the 2015 CSO Guidelines, the team concludes that Sida's intention to be flexible with regards to reporting has negative side effects. Greater clarity on requirements would be beneficial to both parties. SCS would then need to be realistic and open in discussion regarding what they can and cannot provide.

The persistent issues with SCS internal timing and quality of reporting to Sida are damaging to the SCS brand and need immediate management attention.

Evaluation Question 2: To what degree has the SCI-system been implemented and impacts the work of SCS in terms of program monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and standardised between SCI and SCS?

The team concludes that the SCI system has been formally implemented and is in the process of radically transforming the functioning of SC operations. Different country offices are at different levels of maturity but the basics of the system are in place in terms of formal agreements, staffing, IT systems, policies, financial rules etc.

The transformation from a number of autonomous SC members working sometimes in parallel and with duplication, sometimes missing significant needs entirely, into an operational single entity within which the members have accepted and aligned themselves with an agreed distribution of task and focus areas, is highly impressive.

The evaluation concludes that SCI and SCS systems have, to a large extent, been harmonised. Work remains related to the interaction between the systems (for example the award management and financial systems) rather than between SCI and SCS, as well as in terms of staff ability to exploit the potential of these tools.

The team concludes that there are significant changes in all aspects of SCS's international roles and responsibilities. Noteworthy changes that have taken place are

related to formal agreements (from implementing to governing/supporting), technology (IT systems), country office staff (now SCI line managed), operational control (from direct to indirect), standards (bound to follow global rules, but also participates in developing these), and awards management (programming, monitoring, reporting).

In terms of effectiveness the team concludes that the SCI system contributes to quality of response in the long run by allowing member's comparative thematic advantages to be applied to all humanitarian interventions as illustrated by child rights, minimum standards and partnerships approaches being applied in Mali and Lebanon. Similar examples exist based on other members thematic focus on e.g. logistics, education in emergencies, surge capacity etc. In implementation the application of standard guidelines, approaches and joint support systems imply economies of scale that are likely to have improved internal effectiveness in SCI. The decrease in the number of SC offices implies a decrease in costs in terms of duplication of efforts, administrative capacity etc. at country level. Having SC operations under joint operational management also implies improved coordination with the Humanitarian system as a whole, for example by simplifying interaction with the cluster system and host governments. These economies of scale are mainly within SCI and SCI country offices. SCS should see decreased costs if they fund fewer country offices and if they co-fund country offices with other member organisations.

In the short run, the transition period has absorbed significant managerial and staff capacity. As we do not know what would have been the situation without the transition, we have little data on to what extent this has impacted effectiveness but conclude that the longer term effects are likely to significantly outweigh the short term challenges encountered.

In terms of efficiency a similar distinction needs to be made; the organisational transformation has implied confusion, large investments of management and staff time to introduce the new systems, some loss of competence though staff rotation etc. Nevertheless, the evaluation team is convinced that the economies of scale, improvements in coordination and potential for more rapid spread of innovation and learning will significantly improve efficiency in the long run.

From a SCS perspective, the transformation has resulted in diminished geographical influence, as compared to the former system of SCS maintained country offices. In consequence, SCS contextual understanding in specific countries has declined. It also means that there has been a decline in the organisation's ability to keep up with rapid changes in context, changes that are prevalent in both rapid onset disasters and in the variations of intensity in protracted emergencies.

On the other hand, in the former system, SCS had little, if any, influence over the operations of other SC members. As guardians of SCI and active participants in the development of SCIs policies and guidelines within the thematic areas where SCS

chooses to apply itself, the organisation has gained influence over the global operations of SCI. SCS strengthens this influence by investing in advisory services to SCI; from Stockholm and through secondments into SCI structures at regional and country level.

The evaluation concludes that there has been a significant shift in the character of SCS influence.

Evaluation Question 3: How is the quality assurance system of SCS functioning?

The operational responsibility for quality assurance no longer rests with SCS. However, SCI draws upon SCS capacity, and that of other members, in order to assure (and develop) quality of programming. The evaluation assesses this influence to be significant, although poorly reflected in reporting to Sida.

SCI's systems for financial control are assessed to be well designed and of appropriate complexity. Audit comments, management action prompted by inappropriate actions, as well as interviewee's complaints about the increased workload due to the application of the new systems for financial control, indicates that they are being implemented and functioning satisfactorily. There are, however, shortcomings relating audit reports from to some country offices, as indicated in the SCS Auditor's report.

The team notes that SCS has failed to address a series of quality lapses in reporting. The issues related to timeliness and basic fact checking in reports clearly need to be handled within SCS.⁵² The issues related to quality and type of analysis as well as actuality of contextual descriptions need further discussion both with Sida and with SCI. Management is better placed than external evaluators to identify underlying causes of lapses to date.

Evaluation Question 4: How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?

The SCS is a relatively small SC member in terms of financial contributions. This limits its ability to demand change in the way that members backed by massive funding can. SCS's approach to influencing SCI is via learning in SCI. This appears to be based on a combination of clear thematic priorities and utilisation of Sida's willingness to fund softer, advisory based influence, backed by piloting made feasible through relatively flexible and long term funding. This seems to be effective in terms

⁵² The evaluation team bases its findings on a review of Annual Reports. In comments to the draft report, Sida notes that quality lapses in reporting not only concern annual reporting but also tables, RRM request, budgets, questions etc.

of contributing to individual and organisational learning in both SCS and SCI, as evidenced by the examples cited above. SCS incorporates lessons learned into operational planning via its global policy development work, via its work in selected thematic areas (from advocacy to guideline/standards development to training and dissemination) as well as via the advice given to country offices during planning and implementation.

Evaluation Question 5: How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programs?

The impact of SCS on programming has shifted from being significant in limited geographical areas (former SCS host countries) but limited at the global level, to being limited in individual country programming but significant in selected thematic areas at global, regional and country levels. This implies that SCS's internal visions, ambitions, long term plans and strategies have less impact than before on the humanitarian programmes that are funded by SCS, but more impact on SC programmes overall. Concrete positive examples include child protection in emergencies, child rights governance and civil society partner relationship management.

Evaluation Question 6: What is the added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components (including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian program's overall expected results and ambition?

The SCS influence on the thematic aspects of programme design throughout SCI global operations would most likely not be possible without Sida support. SCS appears particularly influential in Child Protection in Emergencies and in advocating for an enhanced role for civil society in humanitarian operations. This is clearly in line with Sida's ambitions to develop synergies between development and humanitarian assistance, in particular in protracted emergencies. The evaluation team does not have sufficient information to fully assess the added value of Sida's funding to SCS in support of the Humanitarian Innovation Fund, but notes that there is a difference in approach, scope and type of support as compared to some similar initiatives.

5 Recommendations

Recommendation 1

Sida is recommended to enter into a new multiyear framework agreement with SCS, building on the experience gained to date. The new agreement should have a more coherent and more measurable results framework. Please refer to Annex 6 for details.

Recommendation 2

Sida and SCS are recommended to base the next framework agreement on a mix of outcome and activity /output targets. Outcome feasibility, measurability and specificity needs to be balanced against cost and country office capacity. When proposed outcome targets are not measureable for contextual or cost reasons, the SCS and Sida agreement should explicitly describe assumptions regarding how output targets used will influence outcome target achievement. If such assumptions are clear and the output targets SMART⁵³ in structure, they can be used as proxy indicators for the outcomes sought.⁵⁴

Recommendation 3

Sida is recommended to require that SCS develops a documented Theory of Change, based on a cohesive strategy, in order to access non-project support. This may be broad and directional for the full framework period, but should be specified in the form of SMART objectives on a rolling bi-annual basis. Recommendation 2 should be applied when developing the Theory of Change. SCS and Sida need to clarify mutual expectations regarding the difference between humanitarian systems development support (such as leading the development and dissemination of the Child Protection Minimum Standards), compensation for fulfilling Sida roles (“outsourcing”, HIF might be an example of this) and core funding support where Sida contributes to SCS overall capacity in recognition of their value added in the overall system. (Please also refer to recommendation 5 below)

Recommendation 4

SCS is recommended to invest in improving its ability to describe its influence over SCI to Sida in both programme descriptions and reporting. The recommended Theory of Change based strategy would support such efforts.

⁵³ SMART = Specific, Measurable, Agreed, Realistic and Time-bound.

⁵⁴ See examples in Annex 6

Recommendation 5

SCS should immediately prioritise establishing a functioning compliance and quality check to ensure that reporting is delivered on time, to basic standards (reporting period, dated, coherent, sums arithmetically correct). Lack of clarity, organisational changes, non-delivery from the field and other explanations for non-performance on such basics should be regarded as issues to be dealt with at senior management level if they persist. The evaluation team suggests that the internal auditor be involved in securing this process and that systematic principles from existing quality assurance systems such as COSO or ISO be applied. At a minimum communication with Sida should be documented and each interaction should result in a management response to issues raised. Given the basic nature of many of the frustrations voiced, this may productively be quite detailed, setting SMART goals for action needed.

Recommendation 6

SCS is recommended to clarify to Sida how it will ensure that its (SCS's) external auditors' comments regarding country office external auditors' comments are follow-up and acted upon in the future.

Recommendation 7

Sida is recommended to develop an arena for comparing reporting between organisations with framework agreements. A system which supports basic benchmarking of important aspects could give flexible guidance to reporting organisations and Sida. This would also address the current risk that desk officers are free to assess quality but lack fixed criteria for doing so thus introducing an element of unpredictability. Sida should also differentiate between required and value added reporting.⁵⁵

Recommendation 8

Sida should, jointly with SCS, explore if SCI is, and can be further supported to develop, programming in support of Sida's aim to contribute to greater synergies between development and humanitarian programming. SC is a partner with a comparative advantage in developing such synergies, given their operations in both development and humanitarian contexts.

⁵⁵ In comments to the draft report Sida mentions the Grand Bargain from the World Humanitarian Summit and the efforts towards a common reporting format for all major humanitarian donors. Follow up interview with SCS revealed little SCS/SCI engagement in that process at the present time. New SCI MEAL process is being launched 2017.

Annex 1 – Terms of Reference

Terms of reference for the evaluation of Save the Children Sweden during Sida's contribution to Save the Children's humanitarian work 2013-2015 (Sida's contribution number 52040446)

Date: 2016-04-22

1. Background

Boys and girls are often the most vulnerable and discriminated against during times of humanitarian crisis. Children are at high risk of abuse or subject to violence in emergencies. It is essential that humanitarian interventions address children's needs and ensure that children's rights are protected.

Save the Children Sweden is one of the few of Sida's humanitarian partner organisations that focus on addressing the needs of children in humanitarian crises and has competence and experience working with child protection. Sida's contribution supporting Save the Children Sweden's (SCS) humanitarian work 2013-2015 specifically aims at addressing child protection needs in sudden onset and protracted humanitarian crises. Also other sectors may be included depending on the particular humanitarian needs, as well as Save the Children's capacity and comparative added value to respond, in the given situation.

An organisational assessment of SCS and other possible strategic partners of Sida, was carried out by SIPU International (enclosed, Annex A). A decision was taken by Sida in 2013 to include SCS as a strategic partner for humanitarian support. Decided upon in 2013 (enclosed, Annex B), this contribution was the first where Sida's unit for humanitarian assistance considered a multiannual program support to SCS through different components. Previous to 2013, the support to SCS mainly included three different types of contributions regulated in separate agreements: country specific projects, Rapid Response Mechanism (RRM), and surge capacity.

As an organisational restructuring was being implemented within SCS at the time of the SIPU evaluation, the assessment was not able to provide recommendations on several key topics such as Save the Children's internal management and control, as well as capacity to achieve and report results on its humanitarian programs (see for instance SIPU report, pp. 57-62). Instead it was recommended that a review would be done a couple of years later in order to assess the impact of the organisational change.

Based on the SIPU organisational assessment and Sida's experience working with Save the Children, Sida identified a series of issues in dialogue with SCS that would need to be addressed during the agreement period 2013-2015 (enclosed, Annex C).

The organisation: Save the Children

Save the Children has gone through a major internal reorganisation, as a result of the creation of Save the Children International (SCI) in 2013. The reform aims to harmonise processes and quality standards for financial/grant management, annual planning and reporting, monitoring and evaluation, staff safety and security as well as cost sharing between all its members, such as SCS.

SCI is the operational body, responsible for implementation of program operations. Save the Children members on the other hand, are responsible for program content, geographical priorities and donor relationships.

The members manage thematic and methodological support, strategy, control and finance. As such, it is expected that SCS influence operational planning and implementation through its monitoring of SCI work, as well as being responsible to assess and quality assure submissions to Sida.

The international department of SCS consists of four sections: the office of the international program director, the thematic section, the humanitarian section and the section for business development and grant management. In addition there are three geographical area directors, responsible for country and regional program contents and budgets in their specific regions, both for development and humanitarian programs.

The humanitarian section is headed by a director, managing several humanitarian advisors (thematic), the surge capacity unit as well as the grant management unit through the deputy director. The unit for humanitarian assistance at Sida maintains regular and frequent contact at a program manager level with the key account manager for Sida at SCS.

Funds from Sida are channelled from SCS to SC offices around the world. SCS continues to take full responsibility for the programs funded by Sida. In the different countries SCI chose different implementation structures and strategies depending on the context. In some contexts SCI is a self-implementing organisation, while in others SCI uses local partners as direct implementing partners (through sub-agreements).

The evaluation is important to be carried out well in advance of the end of the year as Sida plans to enter into new long term agreements with humanitarian partners from 2017. Sida has entered into a new agreement with SCS for a fourth year for 2016 in order to bridge the gap until a possible new agreement with SCS is in place. The support 2013-2015 is therefore important to evaluate with regard to experienced strengths and weaknesses in order to understand causes and probabilities for possible future support, given the stakeholder's interest to receive funding (Save the Children)

and for Sida to as effectively as possible ensure child protection in humanitarian crises.

An effective humanitarian response, for Sida, entails that, at any given moment the most cost-effective solution to a humanitarian crisis is supported. Cost-effectiveness is achieved when, at a given time and in a specific situation the most optimal response to achieve the expected results is chosen. Accountability arises as the conclusions and recommendations of the evaluation are operationalised for improved, current and future, humanitarian assistance funded by Sida.

2. Evaluation Purpose

The purpose of the evaluation is to assess if and how SCS perform its role in relation to the ongoing support 2013-2015 with Sida. If not, what are the factors that hinders it from performing its role? If yes, how does it perform its role? It aims to provide recommendations to SCS and Sida for learning and further developing the collaboration, in order to ensure that humanitarian interventions are optimised in terms of effectiveness.

The objective of this evaluation is to assess SCS's capacity and role in achieving the expected results of Save the Children's humanitarian programs 2013-2015 funded by Sida and to provide recommendations for a possible new long term collaboration.

3. Evaluation Question

The evaluation is guided by and will answer the following top-level questions:

- To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015 (enclosed year 2014, Annex D)?
- To what degree has the SCI-system been implemented and impacts the work of SCS in terms of program monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and standardised between SCI and SCS?
- How is the quality assurance system of SCS functioning?
- How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?
- How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programs?
- What is the added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components (including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian program's overall expected results and ambition?

4. Delimitations

A full organisational review of Save the Children was conducted 2012-2013 by SIPU International according to a number of set criteria. This evaluation is not intended to repeat the same evaluation, however as the SIPU-evaluation was not able to assess certain processes

of SCS due to the SCI-system reorganisation, this evaluation will aim to complete some of the outstanding questions of that time.

The evaluation will only focus on the humanitarian section of Save the Children. As the agreement partner is Save the Children Sweden, the evaluation will also only focus on SCI and country offices where relevant to the assessment of SCS.

In 2015, SCS operates in 12 different countries (enclosure, Annex E), besides interventions funded through the RRM and activities in Sweden aiming to achieve the expected results of the operational, technical and capacity building components.

For the country specific project it is not expected that the consultants engage in program monitoring in order to measure project results. Rather, the purpose is to determine the extent of the new SCI-structure in place, how program monitoring and reporting processes to SCS and general quality assurance of submissions from project level to Sida work. It may also provide the opportunity to determine SCS capacity and influence to achieve program objectives under the current contribution.

5. Stakeholder Involvement

Sida finances the evaluation and manages the administration of the evaluation agreement. Sida approves the reports in collaboration with SCS. The evaluators communicate directly with SCS for carrying out the assignment. The Swedish Embassies abroad can only be expected to provide limited support. The Consultants provide the services in accordance with the ToR and carries out the assignment within the agreement period.

6. Conclusions, Recommendation and Lessons Learned

The final report of the evaluation is expected to deliver conclusions, lessons learned (how and why) and recommendations on the Sida-contribution supporting Save the Children's humanitarian work 2013-2015. It is also expected to provide recommendations for a possible new long term agreement between Sida and SCS.

7. Approach and Methodology

The consultants are expected to conduct the evaluation through a utilization focused approach.

8. Time Schedule

The evaluation is expected to be conducted between June-September 2016 (from contracting to delivery of final report). The expected starting date of the contract is 1 June 2016. The final draft of the report shall be ready and presented to Sida by 10

September 2016. The final draft shall be possible for Sida to use in a professional way.

9. Reporting and Communication

- Inception report by 10 June 2016
- Draft report by 25 August 2016
- Final draft report and presentation by 10 September 2016
- Final report at the latest 3 weeks after submission of Sida's comments

10. Resources

The ceiling amount for the assignment is SEK 500,000.

11. Evaluation Team Qualification

See Call-off enquiry for more details

- Knowledge and experience of humanitarian field work.
- Experience in working in a team and in assignments requiring facilitation
- Experience (through at least two similar assignments) in evaluating organisational processes of CSOs, including systems for internal management and control.
- Professional experience (through at least one assignment) from protection programs in humanitarian interventions.
- Proven ability of clear and concise written reporting in the English language
- At least one member of the team shall have professional knowledge of the Swedish language as some background information will be in Swedish

12. Annexes

- A. SIPU organisational assessment of Save the Children, March 2013.
- B. The Sida-approved project documents for Save the Children's project in CAR 2015.
- C. Dialogue issues
- D. Annual report to Sida/HUM for 2014, Save the Children
- E. List with countries and budget for the 2013-2015 Sida support through SCS

Annex 2 – List of documents

Question marks in the list indicate unclear or missing information.

- Battistin, F., 2016, Lebanon Cash Consortium (LCC) - Impact Evaluation of the Multipurpose Cash Assistance Programme
- Bennett, J., 2014, Award Management Manual – Additional Guidance
- Danielsson, L., 2013, Organisational Assessments of Civil Society Organisations (CSO) in view of possible qualification as Sida's framework and/or strategic partner organisations:
Save the Children Sweden
Final Report
- Ernst and Young, 2015, Report on the review of the internal control systems of framework organizations including their partner organizations - Save the Children Sweden
- McAloon, 2015, Evaluation Report SCI ECHO Shelter Grant
ECHO/SYR/BUD/2014/91000
- Ministry for Foreign Affairs, Sweden, 2015, Sweden's Regional Strategy for the Syria Crisis 2016 – 2020
- Moubayed, L.G., 2016, Final evaluation report end of project evaluation - shelter assistance with weatherproofing and wash upgrades for syrian refugees living in substandard buildings
- No info, 2015, Evaluation of Lost Generation Initiative: Addressing the Education and Protection Needs of Syrian Refugee Children in Lebanon
- PWC, 2015, Independent Auditors Report Sida Hum Frame 2014
- PWC, 2015, PwC Report of factual findings HUM 2014
- PWC, 2015, Independent auditor's report 2014
- PWC, 2014, Independent auditor's report to SCS
- Regeringskansliet, 2011, Rädda liv och lindra nöd - policy för Sveriges humanitära bistånd 2010–2016
- Regeringskansliet, 2011, Strategi för humanitärt bistånd genom Styrelsen för internationellt utvecklingssamarbete (Sida) 2011 – 2014
- Regeringskansliet, 2016, Regeringsbrev för budgetåret 2016 avseende Styrelsen för internationellt utvecklingssamarbete, sid 5, Uppdraget Kapacitetsuppbyggnad och resiliens mot katastrofer
- Save the Children Lebanon, 2014, BPRM Evaluation Report
- Save the Children Lebanon, 2015, Norad Evaluation Report
- SC, ? , Minimum Standards for Child Protection in Humanitarian Action (CPMS)

SC, ?, SCI HUM TOL ChildProtectionStandardTool EN

SC, ?, Organisational MEAL Framework Frequently asked questions

SC, ?, Summary of Changes to the Core Operations KPIs & Management Information Indicators for 2016

SC, ?, Save the Children's global strategy: Ambition for Children 2030

SC, 2015?, Ambition for Children 2030

SC?, 2016, Org MEAL Framework levels and qualifying statements MASTER 100616

SC, 2016, SCI International Program Department Organogram

SC, 2016, Introducing the Organisational MEAL Framework

SCS, ?, Sida Frame Report 2013

SCS, ?, Annual Report 2014 II 151231

SCS, ?, Save the Children Sweden Annual Report 2014 Country Specific Programmes (Major Hum) Rapid Response Mechanism Projects (RRM) Thematic programmes Humanitarian Innovation Fund (HIF)

SCS, ?, Proposal to Sida - Major Hum 2014

SCS, 2013, Save the Children Sweden Strategic Humanitarian Partnership Proposal 2013-2015

SCS, 2014, SCS 2013

SCS, 2014, SCS Management Response auditor's report and auditor's memorandum 2013

SCS, 2015, Management Response to auditor's report and auditor's memorandum 2014

SCS, 2015, SCS Financial Report 2014 Sida Hum 150930

SCS, 2015, Financial Report 2014 II 151231

SCS, 2016, Section for Humanitarian Support (Organigram)

SCS, 2016, Save the Children Annual Meeting, Sida 2014

SCS, 2016, PPM/PRIME A Global System for Save the Children to Manage Programs/Projects

SCS, 2016, IP Centre Organisational Chart February 2016

SCS, 2016, Organigram HUM CF 160512

SCS, 2016, Staff at the International Programme Department (IPD), Head Office

SCS and SCI, 2014, SCS and SCI Amended and restated master programming agreement

Sida, 2016, Mötesanteckning Sida's Humanitarian Partner meeting

Sida, ?, allocation 2013-2015 RB

Sida, ?, SIDA's HUMANITARIAN ALLOCATION PROCESS 2016

Sida, ?, Dialogfrågor Rädda Barnen Sverige - Sida 2013-2015

Sida, ?, Application form for Sida's 'Minor Humanitarian Frame' Funding Stream

Sida, ?, Annex 1: logical framework

Sida, ?, Sida Major Hum 2015 - Revised, Full Proposal

Sida, ?, Overview Guidelines for Sida support for Humanitarian action through CSO organisations - information to be provided to Sida

Sida?, 2013, Basis for Decision on Contribution - Save the Children humanitarian support 2013-2015

Sida, 2013, Avtal mellan Sida och Rädda Barnen om stöd till radda barnens humanitära arbete under 2013-2015

Sida, 2013, Avtalsändring 1 Sida HUM Frame 2013-2015

Sida, 2013, Avtalsändring 2 Sida HUM Frame 2013-2015

Sida, 2014, Avtalsändring 3 2014 140506 MH 2014

Sida, 2014, Avtalsändring 4 2014 140707 New RRM pott

Sida, 2014, Avtalsändring 5 2014 141023 New RRM Pott 141023

Sida, 2014, Avtalsändring 6 2014 141124 HIF Ebola

Sida, 2014, Reserapport Pakistan

Sida, 2014, Anvisningar för Sidas stöd till humanitära insatser genom civilsamhällsorganisationer (CSOs)

Sida, 2015, Avtalsändring 7 150429 MH 2015

Sida, 2015, Avtalsändring 8 150715

Sida, 2015, Avtalsändring 9 151202

Sida, 2015, Guidelins for Sida support for humanitarian action through civil society organisations (csos)

Sida, 2015, Gender Equality in Humanitarian Assistance

Sida, 2016, Avtalsändring 10 160219

Sida, 2016, Save the Children framework agreement 2016 - Beredning av insats, slutgiltig

Sida, 2016, Travel Report Ethiopia March 2016. Radda Barnen, SCI

Sida, 2016, Letter to humanitarian partners from Director, Hum dept Per Lundberg

Tjernström, M., 2016, Reserapport Plan International and SCI

Various confidential documents

Various documents relating to the operations in Mali

Annex 3 – List of interviewees

Name of interviewee	Position	Organisation	Date	Location/ Mode
Sida				
Ms Annlouise Olofsson	Programme Officer Unit for Humanitarian Assistance Department for Asia, North Africa and Humanitarian Assistance	Sida	160601 160722 160907	In person and Telephone
Ms Lisa Mossberg	Programme Officer/ Gender Adviser Unit for Humanitarian Assistance	Sida	160707	Interview
Ms Maja Tjernström		Sida	160707	Interview
Ms Minna Strömberg	HUM (Syrien)	Sida	160707	Interview
Ms Dana Dodeen	Regional Programme Manager	Sida, Embassy in Amman	160803	Skype
SCS				
Ms Monica Billgren	Key Account Manager - Sida hum	Save the Children Sweden	160706	Interview
Mr Jesper Hansén	Biträdande Humanitär Chef	Save the Children Sweden	160706	Interview
Mr Magnus Heden	Head of Planning, Evaluation, Accountability and Learning	Save the Children Sweden	160720	Skype
Ms Eva Molt	SCS Area Director Africa	Save the Children Sweden	160708	Interview
Ms Maria Mikkelsen	Grant Manager (Libanon) och systemansvarig	Save the Children Sweden	160708	Interview
Ms Caroline Veldhuizen	Senior Child Protection in Emergencies Advisor SC Global CPMS focal point	Save the Children Sweden	160706	Interview
Ms Jeanette Lundberg	Civil Society Advisor Humanitarian Context	Save the Children Sweden	160818	Skype

ANNEX 3 – LIST OF INTERVIEWEES

Mr Prashan Thalayasingam	Advisor, Humanitarian MEAL	Save the Children Sweden	160909	Skype
SCI Country office Mali				
Mr Moussa Traore	Child Protection officer	Save the Children Country Office, Mali	160712	Telephone
Mr Modibo Bamadio	Senior MEAL advisor Mali	Save the Children Country Office, Mali	160711	Interview
Mr Kevin Novotny	Acting CD since a week Mali	Save the Children Country Office, Mali	160711	Interview
Ms Henriette Wolf	Programme Quality and Business development manager	Save the Children Country Office, Mali	160712	Interview
Mr Daniel Lamahdu	Programme Coordinator (North)	Save the Children Country Office, Mali	160712	Skype
Mr Douiti Diake	Programme Operations Director	Save the Children Country Office, Mali	160712	Interview
Mr Daniel Lamadokou	Area North Operations Manager	Save the Children Country Office, Mali	160712	Interview
Mr Diarra Sidiki	Advisor Resilience, Food Security and Livelihoods	Save the Children Country Office, Mali	160711	Interview
SCI Country office Lebanon				
Mr David Sims	Deputy Country Director and Programme Development and Quality unit director	Save the Children Country Office, Lebanon	160714	Interview
Ms Claudia Pasotti	Awards Management Unit Director	Save the Children Country Office, Lebanon	160715	Interview
Ms Racha Chedid	Finance director	Save the Children Country Office, Lebanon	160714	Interview
Ms Claire Lecandey	Programme manager SPP	Save the Children Country Office, Lebanon	160714+15	Group interview a and b
Mr Tarek Daoud	SPP MEAL Manager	Save the Children Country Office, Lebanon	160714+15	Group interview a and b
Ms Rowaida Barfakheretdeen	CB Manager	Save the Children Country Office, Lebanon	160715	Group interview b
Ms Dana Shdeed	MEAL Director	Save the Children Country Office, Lebanon	160714	Group interview c

ANNEX 3 – LIST OF INTERVIEWEES

Mr Hussein Zehri	MEAL Manager	Save the Children Country Office, Lebanon	160714	Group interview c
Mr Ahmad Halablab	Awards manager	Save the Children Country Office, Lebanon	160714	Interview
Mr Nadeem Khadi	Deputy Country Director	Save the Children Country Office, Lebanon	10714	Interview
Ms Lyn Eid	Partnership Manager	Save the Children Country Office, Lebanon	160715	Interview
Mr Daniel Lamadokou	Area North Operations Manager	Save the Children Country Office, Lebanon	160715	Interview
Ms Rana Kharat	Child Rights Specialist	Save the Children Country Office, Lebanon	160715	Interview

Annex 4 – Evaluation Matrix

Evaluation Question	Note from previous SIPU evaluation	Method and source
To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015 (enclosed year 2014, Annex D)?	<p>The SCS application 2013–2015 to Sida includes five global programmes covering the themes: child rights governance; children’s right to protection; health and nutrition; education; and DPRR. The focus of these programmes was well founded within SCS and in line with the intentions within the Swedish Government's policies and thematic priorities. SCS management and staff showed good knowledge of the humanitarian strategies and also understanding of the humanitarian principles and contexts This was deemed as a good starting point for achieving the results.</p> <p>While SCS can prove a strong capacity in reporting on results, the capacity to report on long-term outcome level results by partner organisations was deemed not as strong and the partner results could be more emphasised.</p> <p>The harmonisation of</p>	<p><u>Reported achievements</u></p> <p>Key focus on quality of reporting and quality of reporting vs. quality of implementation. The evaluation shall not assess results in the field.</p> <p>Initial review of the 2014 annual report indicates that there is a strong focus on activities and outputs, rather than outcome and impact, in both reporting and selected indicators. There is a tendency to describe actions taken and opportunities given, rather than results in terms of impact on beneficiaries. There is also little analysis of discrepancies between target and achievement at the overall level.</p> <p><u>Questions (examples):</u></p> <p>Do reports to Sida reflect achieved objectives and targets?</p> <p>Do reports to Sida provide sufficient information for assessing results achievement (output-outcome-impact)?</p> <p>How can reports be improved to better reflect achieved results and enable understanding of causes for deviations⁵⁶?</p> <p>How have the global indicators been integrated in the SCI PME and how do they contribute to better result-based reporting?</p> <p>To what extent have the strengthening in humanitarian capacity that took place in</p>

⁵⁶ Including e.g. qualitative indicators/results and analysis.

	<p>monitoring and evaluation resulted in a new set of 16 global indicators for development context and 6 global indicators for humanitarian context. In addition to this, within the thematic area of child protection, a “Child Protection bank of indicators” has been developed, in an effort to standardise monitoring of various aspect of child protection programming. The strengthening in humanitarian capacity in 2011/2012 was a sign of the SCS restructuring to meet its ambition to become one of the top three organisations globally to deliver for children and their families in emergencies. This capacity build-up was deemed to enable SCS to meet the SCI strategy with stronger profile in humanitarian assistance and capability to meet humanitarian goals of emergency prevention, rapid deployment, and early recovery.</p>	<p>2011/2012 contributed towards achieving intended results?</p>
<p>To what degree has the SCI-system been implemented and impacts the work of SCS in terms of program monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and</p>	<p>In the new SCI set-up, field offices will be managed by SCI and all partner management responsibilities will be transferred to SCI. The SCS Planning, Monitoring and evaluation (PME) guide will no longer be applicable and instead the SCI PME will be guided by the Management Operating Standards for country offices and other Standard Operating Procedures</p>	<p><u>Implementation of new SCI system</u> Is the new SCI-system implemented and integrated into SCS, and has it affected program management (including planning, monitoring and evaluation, and reporting. Additional question: Are there effects on results achievement and implementation (effectiveness), or mainly on administration (cost-efficiency).</p> <p>Questions (preliminary): Has the new SCI system been implemented (at different organisational levels/entities)?</p>

standardised between SCI and SCS?	<p>encompassing partner management and design, monitoring and evaluation (DME).</p> <p>In 2013 the budgeting process for international activities was coordinated by SCI for the first time. Each SCI member is responsible for fund raising from the public, for the collection of funds from national donor agencies, and other private donors in their own country. Thus, SCS is responsible for the funds from Sida and the relation to Sida. SCI Centre coordinates the management of funds between member organisations and country and regional Offices. The SCS PMDb⁵⁷ was to be gradually replaced by the AMS⁵⁸ starting 2013. The Agresso business system was used by both SCS and SCI. While the SCI system was considered to be more elaborate it was expected that the SCS system was going to be upgraded to improve the linkage with the AMS. The SCS internal control system was based on the COSO⁵⁹ framework and was assessed to be working well.</p>	<p>What parts are not implemented/were more difficult to implement?</p> <p>Describe process of harmonisation and standardisation?</p> <p>What has been main effects of the new system (good and bad)?</p> <p>What is effect of new system on: Planning/implementation/results achievement?</p> <p>Is there a difference between systems used for development and humanitarian interventions? Effects of this?</p> <p>Particurlarily: How has the intregration with the Agresso system worked out, has it been upgraded on the SCS side, did that show any specific improvements in the management of Sida funds.</p> <p>The conversion from the PMDb system to the AMS system: Has it been concluded any specific effects, good or bad? Is it concluded or are both systems running concurrently?</p> <p>The internal control system at SCS: has it been undergoing any specific and systematic changes since the changeover. How is SCS managing to audit and keep a trail of the funding from Sida?</p>
How is the quality	The mechanisms for quality	<u>Quality Assurance</u>

⁵⁷ SCS Project Data Management System

⁵⁸ SCI Award Management System

⁵⁹ Committee of Sponsoring Organizations of the Treadway Commission

assurance system of SCS functioning?	<p>assurance are changing as SCS's role in programme management will shift from programme implementation to thematic and methodological support, strategy, control and finance. Thematic support and leadership to programmes and partners are to be carried out by SCS thematic advisors. The SCS quality assurance system was based on a process oriented system with a structured and systematic approach. The system was a comprehensive set of internal control, RBM and a monitoring and evaluation framework. In 2012 it was not linked with the Agresso system but was expected to be when the AMS was implemented. AMS was expected to be a hub in the Quality assurance system.</p> <p>Risk analysis was mainly carried out by regional and country management. SCS staff had knowledge and understanding of risk analysis and management, but it was assessed that more detailed tools for risk and conflict analysis could be further developed.</p> <p>Potential improvement area in 2012 was an effective complaint mechanism for</p>	<p>Does the new SCI system allow SCS to have control of quality, how is this done if reporting is from country offices to SCI London office.</p> <p><u>Questions (preliminary):</u></p> <p>Compare quality assurance before and after new SCI system, what are main improvements/losses?</p> <p>Does SCS have same ability to assure, assess and affect quality as before?</p> <p>What is key focus/aspects of SCS's quality assurance system?</p> <p>How does quality assurance ⁶⁰take place in practise?</p> <p>The SCS PME system was regarded as comprehensive fulfilling the requirements for quality assurance - has it been replaced and is the new framework as effective?</p> <p>Are there any specific differences in the QA system in terms of the development cooperation and partner management viz-à-viz humanitarian assistance. How is this integrated into the AMS and the MOS/SOPs.</p> <p>Has there been any changes to the risk and conflict analysis, do-no-harm, and the complaint mechanism since 2012</p>
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⁶⁰ Including financial administration and follow-up of audits.

	<p>partners.</p> <p>In 2012 there was a need for a more institutionalised approach for “do-no harm” analysis.</p>	
How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?	<p>SCS viewed the use of evaluations important for learning and/or accountability and control purposes.</p> <p>The four year strategic planning, together with the one-year operational planning approach, as well as the operational follow-up and evaluation process, was well-structured and systematic, and involved all management levels: the SCS Board and the membership level. Lessons learned were incorporated into this process.</p> <p>In the SCI framework it was expected that there would be a stronger link between SCS and partners thematically, but a weaker link when it comes to partner management during the implementation.</p> <p>Thematic advisors located at the regional offices provided support to local partners involved in the Child Governance and Child Protection areas. The participation of partners and local stakeholders in designing the programming was ensured through the use of thematic advisors.</p> <p>A Partner Engagement Guide was under development and was expected to contribute to the professionalization of partners in humanitarian field.</p> <p>The MEAL approach</p>	<p><u>Learning</u></p> <p>Is there learning within SCS and different units of SCS (SHARP should facilitate learning), (how) is learning reflected in SCS programming. Can SCS affect SCI programming?</p> <p>Questions (preliminary):</p> <p>Describe the process of learning in SCS/SCI/Cos</p> <p>What is the main sources/methods/reasons of learning?</p> <p>Where in the organisation does learning take place?</p> <p>What is the role of SHARP/other expertise in learning?</p> <p>Give examples of how learning has affected programming</p> <p>In what ways can SCS affect learning in SCI?</p> <p>Is there opportunity for SCS to stimulate learning in Cos? How has this changed as a result of the new SCI systems?</p> <p>Is SCS maintaining its process of evaluations and is it integrated into the learning process. Has the SCI integration had any effect on this process.</p> <p>How are the thematic advisors and the MEAL contributing to the learning process as compared to prior to the SCI.</p>

	developed by SCS is a harmonised M&E and reporting system contributing to enhanced quality, accountability and learning.	
How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programs?	<p>The key results presented in the SCS's reporting were in line with its mission, strategy and goals, and reported outcomes were used for reflection and for learning purposes, for improving future performances. External evaluations and reviews of SCS underline that SCS has contributed significantly to moving the child protection agenda forward through relevant strategies, capacity building, the development and advancement of concepts and approaches.</p> <p>A rights based approach (non-discrimination, participation, transparency and accountability), a gender perspective and poverty reduction and first of all the promotion of children's rights, are the foundation of SCS, and mainstreamed in each of its activities and operations, in a well elaborated, integrated and synthesised manner. These existential values, approaches and perspectives are a condition sine qua non for project approval.</p>	<p><u>Impact of SCS's visions etc.</u></p> <p>Are SCS's visions etc. reflected in the intended, and achieved, results of humanitarian programs, how is this affected by the changes in SCI?</p> <p>The question can be interpreted either as asking about the scope for SCS to impact key areas of programmes (e.g. gender), or about how SCS's vision etc. contribute to whether intended results are achieved. Preliminary discussions with Sida suggest that the key question is whether SCS can, and is successful in, promoting their visions etc. in both planning and implementation of humanitarian programmes. This would then link to the issue of value added.</p> <p>Questions (preliminary):</p> <p>How are SCS visions etc. reflected in SCI programmes, activities, strategies...</p> <p>Has the SCS visions and core values changed as an effect of the SCI and if so to what effect?</p> <p>Has the changes in SC and new SCI systems affected SCS's ability to promote their visions and core values etc. humanitarian programmes?</p> <p>Are SCS's visions etc. contributing to results achievement in humanitarian programmes?</p>
What is the added value of Sida's humanitarian funding to support SCS capacity building, operational and technical components	SCS was regarded as an important actor in the coordination processes with other international actors. It was also regarded to be a strong emergency response	<p><u>Value added</u></p> <p>What is added value of providing humanitarian support through SCS? What is added value of support to the other activities included in the frame agreement, and does this contribute to overall results.</p>

<p>(including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian program's overall expected results and ambition?</p>	<p>organisation.</p> <p>The SCS major contribution was that all activities are based on children's perspective.</p> <p>Other value-adding aspects of the SCS programming were thematic advice and support, technical advice and networking.</p> <p>SCS was proved to have strong capacity and emergency preparedness through it Emergency Standby Teams (EST) playing an important role to be a timely and competent responder for the rights and needs of children in emergencies.</p> <p>SCS had a clear policy, strategies and guidelines describing its role and approach related to capacity development. Capacity assessments and trainings are provided to all relevant staff and to the SCS partners. The learning culture and strategy could be stronger.</p> <p>The new humanitarian assistance set-up in SCI was expected to provide a better coordination among the SC members by avoiding duplication and faster response to needed assistance. The effectiveness of the SCI framework and implementation of a series of procedures and protocols need to be assessed.</p>	<p>Questions (preliminary):</p> <p>In what ways do SCS contribute to increase the overall quality/results achievement/impact of the funded humanitarian programmes?</p> <p>What is the role and relevance of HIF?</p> <p>Compared to other similar initiatives?</p> <p>Other areas where SCS adds value? (E.g. outside SC, in Cos, etc.)</p> <p>What is the main added value of the other components of the humanitarian frame agreement?</p> <p>In what ways do the activities in Sweden contribute to humanitarian programmes (quality/effectiveness/etc.)?</p> <p>The development of the Humanitarian capacity is pivotal to the evaluation. Has the build-up from 2012 continued?</p> <p>Is the EST still playing an important role? Is its role changing?</p> <p>Has the coordination of humanitarian assistance improved? Less or no duplication, faster response etc. Is there any evidence to support that the SCI framework has been able to achieve the targets that were set?</p>
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Annex 5 – Interview guideline

Evaluation question/issue	Questions
Reported achievements	
To what degree does the contribution achieve intended results based on the Annual Reports 2013-2015 (enclosed year 2014, Annex D)?	Key focus on quality of reporting and quality of reporting vs. quality of implementation. The evaluation shall not assess results in the field.
	Are results achieved?
	Do reports to Sida reflect achieved objectives and targets?
	Do reports to Sida provide sufficient information for assessing results achievement (output-outcome-impact)?
	Cross-cutting issues - reported results
	How can reports be improved to better reflect achieved results and enable understanding of causes for deviations[1]?
Implementation of new SCI system	
To what degree has the SCI-system been implemented and impacts the work of SCS in terms of program monitoring and reporting? To what degree has financial management, operational planning, monitoring and evaluation and reporting been harmonised and standardised between SCI and SCS?	Is the new SCI-system implemented and integrated into SCS, and has it affected program management (including planning, monitoring and evaluation, and reporting).
	Additional question: Are there effects on results achievement and implementation (effectiveness), or mainly on administration (cost-efficiency).
	Has the new SCI system been implemented (at different organisational levels/entities)?
	What parts are not implemented/were more difficult to implement?
	Describe process of harmonisation and standardisation?
	What has been main effects of the new system (good and bad)?
	What is effect of new system on:
	Planning/implementation/results achievement?
	Is there a difference between systems used for development and humanitarian interventions? Effects of this?
Quality Assurance	
How is the quality assurance system of SCS functioning?	
	Does the new SCI system allow SCS to have control of quality, how is this done if reporting is from country offices to SCI London office.
	Compare quality assurance before and after new SCI system, what are main improvements/losses?

	Does SCS have same ability to assure, assess and affect quality as before?
	What is key focus/aspects of SCS's quality assurance system?
	How does quality assurance [6]take place in practise?
	The SCS PME system was regarded as comprehensive fulfilling the requirements for quality assurance - has it been replaced and is the new framework as effective?
Learning	
How does SCS incorporate lessons learned into operational planning and how does it inform SCS programming?	Is there learning within SCS and different units of SCS (SHARP should facilitate learning), (how) is learning reflected in SCS programming. Can SCS affect SCI programming?
	Describe the process of learning in SCS/SCI/Cos
	What is the main sources/methods/reasons of learning?
	Where in the organisation does learning take place?
	What is the role of SHARP/other expertise in learning?
	Give examples of how learning has affected programming
	In what ways can SCS affect learning in SCI?
	Is there opportunity for SCS to stimulate learning in Cos? How has this changed as a result of the new SCI systems?
Impact of SCS's visions etc.	
How does SCS's internal vision, ambitions, long term plans and strategies impact the achievement of expected results of the humanitarian programs?	Are SCS's visions etc. reflected in the intended, and achieved, results of humanitarian programs, how is this affected by the changes in SCI?
	The question can be interpreted either as asking about the scope for SCS to impact key areas of programmes (e.g. gender), or about how SCS's vision etc. contribute to whether intended results are achieved. Preliminary discussions with Sida suggest that the key question is whether SCS can, and is successful in, promoting their visions etc. in both planning and implementation of humanitarian programmes. This would then link to the issue of value added.
	How are SCS visions etc. reflected in SCI programmes, activities, strategies...
	Has the changes in SC and new SCI systems affected SCS's ability to promote their visions etc. humanitarian programmes?
	Are SCS's visions etc. contributing to results achievement in humanitarian programmes?
	Cross-cutting issues
Value added	
What is the added value of Sida's humanitarian funding to support	What is added value of providing humanitarian support through

SCS capacity building, operational and technical components (including the humanitarian innovation fund, HIF)? To what degree do these components contribute to the achievement of the humanitarian program's overall expected results and ambition?	SCS?
	What is added value of support to the other activities included in the frame agreement, and does this contribute to overall results.
	In what ways do SCS contribute to increase the overall quality/results achievement/impact of the funded humanitarian programmes?
	What is the role and relevance of HIF? Compared to other similar initiatives?
	Other areas where SCS adds value? (E.g. outside SC, in Cos, etc.)
	What is the main added value of the other components of the humanitarian frame agreement?
	In what ways do the activities in Sweden contribute to humanitarian programmes (quality/effectiveness/etc.)?

Annex 6 – Comments to the agreement results framework

The terms of reference ask us to comment on achievement of results based on reports. The evaluation notes that reports refer back to agreed ambitions in the framework agreement but concludes that very little can be said about achievement of results.

It is important to differentiate between whether results have been achieved and whether results can be assessed based on agreed indicators and reports provided. This annex seeks to clarify further our contention that little can be said about achievement of results based on the reports.

The results framework contained in the agreement between SCS and Sida contain overall objectives, expected results and indicators to be used. These are presented below and commented on. The table is followed by comments and suggestions on how to improve.

Objective:	Expected results:	Indicators:	Evaluators' comments:
Objective 1: Humanitarian response – Save the Children has strengthened its ability to respond to the humanitarian need of children in emergency situations	(I) MH/RRM/Surge': Children affected by humanitarian crises have received support based on humanitarian need	a) Number of direct and indirect beneficiaries reached in responses supported by Sida via Save the Children Sweden [2013 baseline year] b) Number and size of Save the Children Sweden managed humanitarian grants funded by Sida given to humanitarian responses (2012: No of grants: 28 Total budget: 78 MSEK) c) Number of man-months of surge capacity supported by Sida provided to humanitarian	The objective is <i>Outcome</i> focused. Strives towards capacity development of SC as tool for humanitarian response. Unclear if object of intervention is SCS or the Save the Children Movement (including members and SCI). The expected result is <i>input</i> focused (support, not effect on children). Seeks to describe possible consequences of achieving the objective. The indicators have a clear SCS focus: a) Has baseline but no target. Says nothing about whether needs are addressed. Does not differentiate between “people reached with hygiene messages” and “children given long term personalised psycho-social support”. Quantitative and <i>output</i> focused (but with

		<p>responses [2012: 24]</p> <p>d) Number of categorized Save the Children humanitarian responses benefitting from Save the Children Sweden operational support supported by Sida [2013 baseline year]</p>	<p>ill-defined output).</p> <p>b) Has baseline but no target. Assumes effect on needs. Measures ability to attract funds and indirectly number of humanitarian crisis globally. Quantitative and <i>input</i> focused.</p> <p>c) Has baseline but no target. Assumes effect on needs. Quantitative. <i>Output</i> focused in relation to the object of the intervention (SCS) and <i>input</i> focused in relation to the end beneficiaries.</p> <p>d) Has baseline but no target. Assumes effect on needs. Quantitative. <i>Output</i> focused in relation to the object of the intervention (SCS) and <i>input</i> focused in relation to the end beneficiaries.</p>
<p>Objective 2: Child Protection – Children affected by humanitarian crisis are protected against violence, neglect, exploitation and abuse</p>	<p>(I) Surge/Technical support: Save the Children and other child protection agencies are better equipped to meet the needs of children in emergencies, and respect, protect and fulfil their rights to protection from violence, neglect, exploitation and abuse</p> <p>(II) Technical support: The CP Minimum Standards has been accepted as official Companion Standards to the core SPHERE Handbook</p> <p>(III) MH/RRM: The CP Minimum Standards are used in humanitarian responses supported by Sida for quality assurance of Child Protection stand-alone interventions</p> <p>(IV) Technical support: The CP Minimum Standards are known and used by humanitarian agencies in humanitarian action</p> <p>(V) MH/RRM/Operationsupport/</p>	<p>e) Number of children accessing child protection services in Save the Children humanitarian responses supported by Sida [2013 Baseline year]</p> <p>f) Share of humanitarian responses supported by Sida via Save the Children Sweden implementing the Child Protection Minimum Standards [2012: OJ]</p> <p>g) Number of humanitarian staff trained on Child Protection Minimum Standards with Save the Children Sweden support [2012: OJ]</p> <p>h) Number of man-month Child Protection SHARPs have been working for UNICEF and UNHCR respectively [2012: Unicef: 11 UNHCR: 17 (EST staff)]</p>	<p>The objective is <i>Outcome</i> focused. Its target group (object of the intervention) is at least fifty million children globally. No delimitation is made. No definition of what the ambition for “protected” should be.</p> <p>The expected result (I) is <i>input</i> focused, relates to capacity building of SC and unspecified “other Child Protection agencies”. These are to be made “better equipped”. There is no definition of what this means.</p> <p>The expected result (II) relates to acceptance of Child Protection Minimum Standards. There is no definition of what this means. There is no specification of whom should accept or by when. <i>Input</i> focused if children are seen as the object of the intervention.</p> <p>The expected result (III) relates to use of Child Protection Minimum Standards for quality assurance of stand alone Child Protection humanitarian responses supported by Sida. There is no definition of what “use” means (refer to? Define programming? Separate monitoring? Include as requirement in agreement? Ambition level?). <i>Input</i> focused if children are seen as the object of the intervention.</p> <p>The expected result (IV) relates to knowledge of and use of Child Protection Minimum Standards by humanitarian agencies (unspecified)</p>

	<p>Surge/Technical support: Child protection is mainstreamed in other humanitarian sectors of intervention in Save the Children emergency responses supported by Sida.</p> <p>(VI) Surge: UNICEF and UNHCR has a stronger ability to live up to their Child Protection- related responsibilities</p>	<p>in humanitarian action (unspecified). There is no definition of what “knowledge of” or “use” means. <i>Input</i> focused if children are seen as the object of the intervention.</p> <p>The expected result (V) relates to mainstreaming of Child Protection into Sida supported SC humanitarian responses in other sectors. There is no definition of what “mainstreaming” means (refer to? Define programming? Separate monitoring? Include as requirement in agreement? Ambition level?). <i>Input</i> focused if children are seen as the object of the intervention.</p> <p>The expected result (VI) relates to the capacity of UNICEF and UNHCR to live up to their Child Protection related responsibilities. There is no definition of what “live up to” means. The result is not time bound and refers to capacities of organisations that are not party to the agreement. <i>Input</i> focused if children are seen as the object of the intervention.</p> <p>Indicator e) Has baseline but no target. No ambition level for “accessing”. Quantitative and <i>output</i> focused.</p> <p>Indicator f) Has baseline (zero) but no target. Measures application of standard in programming. Unclear if share of funding volume or number of interventions is referred to. Assumes effect on needs. Quantitative and <i>input</i> focused if children are seen as the object of the intervention.</p> <p>Indicator g) Has baseline but no target. Assumes effect on needs. Measures ability to train humanitarian staff. Quantitative and <i>input</i> focused if children are seen as the object of the intervention.</p>
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			Indicator h) Has baseline but no target. Assumes effect on host organisations and indirect effect on needs. Quantitative and <i>input</i> focused if children are seen as the object of the intervention. (may also be seen as <i>output</i> if SCS capacity building is regarded as the object of the intervention).
Objective 3: Civil Society –Save the Children's civil society partners are empowered to participate in and contribute to humanitarian responses	<p>(VII) MH/Surge/Technical Support: Civil Society partner organizations in Save the Children Sweden core countries (Bangladesh, Cote d'Ivoire, Ethiopia, Kosovo, Lebanon, oPt, Pakistan, Peru, Philippines, Senegal, Sudan, Yemen, Zambia) have increased capacity to act, including funding, in the event of a humanitarian situation</p> <p>(VIII) Surge/Technical Support: Civil Society partner organizations in Save the Children Sweden core countries have capacity to deliver child protection responses in the event of a humanitarian situation</p>	<p>i) Number of civil society partner organisations in Save the Children Sweden priority countries that have received Sida funded support, including financing and capacity building, to respond to humanitarian crisis [2013 baseline year]</p> <p>j) Number of civil society partner organisations that have received capacity building support from Save the Children Sweden on CP Minimum Standards [2012:0]</p>	<p>The objective is <i>Outcome</i> focused. Strives towards empowerment of SC's civil society partners. No definition of empowerment beyond "participate and contribute to".</p> <p>The expected result (VII) is <i>outcome</i> focused. It is somewhat delimited geographically but does not define "increased capacity".</p> <p>The expected result (VIII) is <i>outcome</i> focused but does not define "capacity to deliver child protection responses".</p> <p>Indicators:</p> <p>Indicator i) Is <i>input</i> focused. Quantitative, has baseline but no target. Assumes effect of input.</p> <p>Indicator j) Is <i>input</i> focused. Quantitative, has baseline but no target. Assumes effect of input.</p>
Objective 4: Accountability –Save the Children has strengthened its accountability to children beneficiaries subjected to	<p>(IX) Technical Support: Children participate actively and systematically, safely and appropriately, in the planning, delivery and evaluation of humanitarian responses supported by Sida</p> <p>(X) Technical Support: Children benefit from impartial and non-</p>	<p>k) Number of humanitarian responses supported by Sida that include effective participation of boys and girls in the planning and delivery of programs [2013 baseline year]</p> <p>l) Number of humanitarian responses supported by Sida that have included measures</p>	<p>The objective is <i>Outcome</i> focused. Strives towards strengthening of SC's accountability. No definition of what strengthening means.</p> <p>The expected result (IX) is <i>outcome</i> focused and relatively clear in content. Does not define target group.</p> <p>The expected result (X) is <i>input</i> focused, input from which children are to benefit. How is not defined, except that it should be impartial and</p>

humanitarian responses	<p>discriminatory Save the Children humanitarian responses reaching the most vulnerable</p> <p>(XI) Technical Support: Humanitarian responses supported by Sida are planned and implemented in a way taking into consideration the needs of boys and girls</p> <p>(XII) Technical Support: Accountability to children are mainstreamed within the design and implementation of humanitarian responses supported by Sida</p>	<p>specifically aiming at reaching the most vulnerable children [2013 baseline year]</p> <p>m) Number of humanitarian responses supported by Sida where the needs of boys and girls respectively have been expressly mentioned in plans and reports [2013 baseline year]</p> <p>n) Number of complaints mechanisms in place in humanitarian responses supported by Sida [2013 baseline year]</p>	<p>non-discriminatory.</p> <p>Expected result (XI) is <i>input/output</i> focused (depends on whether the organisation or the children are seen as the object of the interventions). “Taking into consideration” is not defined.</p> <p>Expected result (XII) is <i>outcome</i> focused if the organisation is seen as the target and <i>input</i> focused from the perspective of beneficiaries.</p> <p>Indicators:</p> <p>k) Is <i>outcome</i> focused. Has baseline but no target. ”Effective” not defined.</p> <p>l) Is <i>output</i> if SCS is the object, <i>input</i> focused if children are the object. No ambition level for “measures”. Has baseline but no target.</p> <p>m) Is <i>output</i> (in terms of planning and reporting) focused. Has baseline but no target.</p> <p>n) Is <i>input</i> focused. No ambition level for mechanisms. Has baseline but no target.</p>
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Based on the above analysis the team concludes that the agreement between Sida and SCS fails to specify which results are to be achieved. It is therefore not possible to, on the basis of annual reports submitted, to assess achievement of results.

Planning and reporting at project level is more consistently activity and output focused. As noted in the text, when possible to assess such results are generally achieved or over achieved. Please note that the above difficulties in achieving coherence between outcomes, activities and outputs in no way are unique to SCS. An overdependence on output and activity reporting is common among organisations and agencies implementing humanitarian interventions. See for example:

Ternstrom et.al. *Nepal Joint Response to the Earthquakes in April and May 2015*.

The response was implemented by eight of the Dutch Relief Alliance member organisations: CARE, Cordaid, ICCO, Oxfam Novib, Save the Children, Tear, Terre des Hommes and World Vision. Strongly activities and output focused programming and reporting. (April 2016), Or

Ternstrom et.al. *External evaluation of ACT Alliance response to typhoon Haiyan* which noted that most programming and all reporting was on activities or output level results: organisations involved were Christian Aid, ICCO, Lutheran World Relief, Norwegian Church Aid, National Council of Churches in the Philippines (Sept 2015)

It may not be possible, for contextual or cost reasons to measure outcomes in humanitarian contexts. In such circumstances, SCS and Sida need to agree on measurable output indicators that can be used as proxy indicators for the outcome result sought (several of the indicators listed above appear selected to achieve that goal!). The use of output indicators to assess outcome goals requires underlying assumption to be made explicit and clear targets for the outcome indicators chosen. Two examples are given below to illustrate this:

Example 1 :

Outcome goal targeted is:

“Improved welfare for children in SCI intervention areas” (not measurable, no baseline but indicates overall intension agreed, object of intervention is beneficiaries in the form of children)

Underlying assumptions made, and agreed, regarding outputs likely to affect the outcome sought are:

Children need for example WASH, nutrition, protection against communicable diseases, a trusted guardian, support in addressing trauma, a non-discriminatory social context.

SCI/SCS and Sida agree on SC comparative advantage and focus of programming is derived from that – in this example the latter three needs.

SMART output targets are set for each focus need, such as:

SC will, in collaboration with local authorities and other partners, ensure that:

- 100% of unaccompanied children in SCI operation areas are registered within three months of project initiation
- 80% of unaccompanied children in SCI operation areas are linked with a trusted guardian within five months of project initiation and temporary solutions have been found for the rest
- 80% of teachers, relief distribution staff and relevant local authority staff have been given basic orientation on how to identify and refer child trauma cases within three months of project initiation
- Sufficient trauma handling resources to handle referred cases have been mobilised within one months of project initiation. Resources are reviewed and adjusted on a monthly basis.
- 100% of headmasters and 80% of teachers, relief distribution staff and relevant local authority staff have been given basic orientation on child rights and how to act in the face of common expression of discrimination within three months of project initiation
- The SCI complaints response mechanism (assumed to be in place with two weeks of project initiation) includes dissemination of non-discrimination messages and registers, and acts upon, complaints.

Example 2:

Overall outcome goal targeted is:

“Improved SCI humanitarian responses thanks to increased SCS capacity to support Humanitarian response” (object of intervention is SCI humanitarian responses, tool SCS capacity)

Underlying assumptions made, and agreed, regarding outputs likely to affect the outcome sought, are:

SCI humanitarian responses have the following gaps.....x,y,z

SCI/SCS and Sida agree on SC comparative advantage and focus of SCS strengthening is derived from that.

SMART output targets are set for how SCS will affect each identified SCI gap, such as:

SCS will, by providing X support, ensure that SCI humanitarian responses (Delimitation to certain responses) attain the following quality standards:

- SCS will, by Jan 2017, have supported SCI to established indicators and monitoring protocols for ensuring SCI compliance with Child Protection Minimum Standards.
- SCS will, by June 2017, have supported SCI to integrate these indicators and monitoring protocols into the SCI MEAL process.
- By June 2018, 80% of interventions comply with Child Protection Minimum standards within three months of project initiation

Annex 7 – Lessons learned

Sustained focus, based on comparative advantage, has effect

SC Sweden's focus on child protection in emergencies and child rights pays off in terms of recognition of the organisations competence in this area. This in turn results in an increase in demand for its services. The organisation also has a reputation for understanding the potential role of civil society, specifically for regarding local NGOs as potential partners rather than as delivery mechanisms. The willingness to invest in civil society in host countries is mirrored by Sida and a group of, primarily Northwest European, donor agencies. The evaluation team regards such institutional focus as an important way for SC Sweden and Sida to complement and improve the quality of humanitarian interventions globally. The team recommends continued support over the long term for Sida partners that can show similar comparative advantage.

Results frameworks need stricter criteria and joint Sida-partner conceptual work

The evaluation points to challenges regarding results frameworks. We find gaps in the clarity of programming design and feasibility of assessing results achievement. Such problems are in no way unique to SC Sweden or Sida. Throughout the sector there is an ongoing debate regarding how best to describe and assess achievements and value for money. Common to many of these discussions is the lack of cohesion (clear logical links) between overall outcome goals and the output produced by projects or interventions. Partly this is because, in relation to the overall outcome goals, the projects are marginal. Nevertheless there is ample scope for improving the cohesion of the results frameworks and/or theories of change presented in proposals and agreed by donors. In consequence, Sida should invest further in the agreement negotiation phase with its various partners to ensure cohesion of results frameworks. This should also include requiring either measurable outcome indicators or a series of SMART output indicators with logical argumentation why these can be used as proxies for the outcome goals sought.

Reporting costs should be questioned and reduced

Regarding reporting, broadly defined, the evaluation team notes that:

- both donors and implementing agencies/NGOs are investing heavily in layer after layer of data collection, compilation, reporting, editing, aggregating, reediting, analysing thematically for one donor, geographically for another etc.;
- the implementing agencies are spending money, time and competence to remain compliant with diverse donor requirements that are often open to interpretation (we are flexible, but this is not what we want...);
- much of the monitoring that takes place is done for compliance reasons while much of the data collected could be productively utilised for day-to-day

programme development by managers if the links between line managers and monitoring/evaluation people were better developed;

- lack of clarity in specifications regarding what needs to be reported on, combined with inevitable staff turnover in both implementing agencies and donor institutions, creates duplication of effort, lowers quality and increases frustration on both sides.

The evaluation team believes that the whole reporting structure should be revisited to increase efficiency. This could include:

- better defining Sida “flexibility” in relation to partners’ own reporting systems;
- assessing reporting costs at all systems levels in order to judge whether they are reasonable or not;
- exploring how reporting requirements can be adjusted to increase value for money, e.g. less reporting (frequency, detail etc.) when a methodology that has been proven in other contexts;
- donor and partner agency agree on a more limited number of key indicators to be reported on;
- assuming better, SMART, indicators, the scope for reporting based on summation of un-edited project data is likely to increase;
- more resources should then be made available for baseline surveys and follow-up for pilot projects.



Evaluation of Save the Children Sweden during Sida's contribution to Save the Children's humanitarian work 2013-2015

The objective of this evaluation was to assess Save the Children's (SCS) capacity and role in achieving the expected results of SCS's humanitarian programmes 2013-2015 funded by Sida and to provide recommendations for possible new long term collaboration. The evaluation complemented the organisational assessment carried out by SIPU International in 2013.

The evaluation concluded that SCS ability to address the needs of children in emergencies to have improved significantly and globally. SCS would benefit from developing and sharing with Sida a theory of change that illustrates how the different ways they work as a member of Save the Children international contributes to SC's overarching goals. The evaluation recommends among others that Sida enter into a new multiyear framework agreement with SCS. The new agreement should have a more coherent and more measurable results framework.