

FINAL REPORT

Organisational Review of Humanity & Inclusion

NORDIC CONSULTING GROUP—NCG SWEDEN AB

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Assignment carried out for Norad by
Nordic Consulting Group—NCG Sweden AB

Team Leader: Ananda S. Millard, PhD

Team Member: Suzana Zivkovic

Quality Assurer: Ulf Färnsveden

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Disclaimer: The conclusions and recommendations in this report are clearly those of the Review Consultant, and do not necessarily reflect the opinion of Norad, Humanity & Inclusion or its members, or any of the individual persons consulted.

Acronyms and Abbreviations

ADEMO	Associação dos Deficientes Mocambicanos/ Association of Mozambicans with Disabilities
DPO	Disabled People's Organisation
FAMOD	Forum das Organizações de Pessoas com Deficiência/ Forum of Organisation of Persons with Disabilities
HI	Humanity & Inclusion (the operating name of the Federation Handicap International)
NCG	Nordic Consulting Group
Norad	The Norwegian Agency for Development Cooperation
ToC	Theory of Change
ToR	Terms of Reference

Executive Summary

This Review covers the work of Humanity & Inclusion, also known as Handicap International (HI). The review focuses explicitly on broader aspects of the organisation and their HQ and the specific work of the Mozambique Country office. The Review focuses on organisational structure, governance, financial/administrative management and cost-effectiveness, partnership and civil society strengthening of the grant recipient. This has been done by exploring four specific organisational abilities (Be, Organise, Do and Relate). This report provides recommendations that aim to improve planning and follow-up by Norad and by the grant recipients.

The review was conducted between June and November 2022 by a team of consultants representing NCG Sweden.

The main findings emerging from the assignment are detailed below.

Ability to be

HI has a very strong and well-established identity and international governance system and is recognised internationally. HI has a good assessment, compliance and oversight set of mechanisms that can give donors confidence in delivery and oversight. More specifically, the governance and management are complex but robust, and HQ can provide thorough oversight to country offices. This is done in relation to finance, HR, and operations. Although HI has exited from some countries and done so following clear plans, the long-term vision for its presence across countries is not clear. Specifically, it is not known if their objective is to remain, for example, in Mozambique indefinitely in their current capacity (large and robust office with operational activities) or if their role should change over time.

Ability to organise

HI's organisational mechanisms, including financial mechanisms, are strong. Its funding base is diverse, and its control mechanism is solid. The national offices have full oversight of local partners, and the HQ has full oversight over national offices.

Oversight includes a considerable array of policy documents, as well as staff systems that ensure reporting lines operate vertically (country-region-HQ) in a way that ensures multiple layers of checks and balances. This applies to financial, HR as well as operational activities. The compliance mechanism has in-built mechanisms to ensure compliance with donor demands.

Auditing processes are robust and in place, and there are no considered elements of financial concern. HI also has a mechanism to handle whistleblowing, but this would benefit from a stronger level of protection for the reporter.

From a value-added perspective, it is noted that the largest portion of financial resources is invested in the countries of operations, not HQ, but that proportionally the resources rest with HI in the country, not with their partners. This can be justified given the focus on capacity development, but it does illustrate that at the operational level, HI is the principal actor rather than its partners. The value of this at this time may be justifiable, but the merit of this model in the long term should be explored.

HI has a strong and positive relationship with government actors and is considered supportive of, and aligned with, government objectives. HI has been able to navigate

some of the challenges presented by working alongside government and supporting government systems (e.g. the education system).

Ability to do

HI has been, for the most part, able to deliver on activities planned. It has conducted a wide range of activities focusing on capacity development in the sector (support for DPOs) at a broad level, as well as direct programmatic activities. Clearly, some of the results are not yet documented, which is understandable given the short period lapsed since the start of the programme.

The choice of beneficiaries has followed an approach that is aligned with government priorities (e.g., ensuring that all children have access to education irrespective of disability). While this approach has led to the identification of schools where children that could benefit were enrolled, schools where HI partners worked appeared not to have followed the criteria as strictly. Indeed, the field visits observed that multiple schools received resources to upgrade even though they had no enrolled children that could use said resources. While this is aligned with the overall government objective, it does mean that other schools where children could use the resources at present were neglected.

Ability to Relate

This assignment has found that HI would benefit from the institutionalisation of mechanisms to improve its ability to engage with partners in a more democratic and effective way. It is noted that progress has been made and that the time to produce a proposal was limited. Still, this remains an area that can be improved.

Recommendations in full format

Recommendations for both HI and Norad are included in the full format below.

Recommendations for HI:

1. **Partnerships:** HI should improve its mechanisms to develop partnerships. While it can be understood that HI and partners have an unequal relationship, HI is, after all, the donor or donor representative. HI does miss opportunities to learn from its partners and does not consistently engage its partners in all processes that can serve to build capacity.
2. **Internal knowledge:** HI counts with a solid knowledge base within the country offices. Using this knowledge base more effectively in the design of interventions that are realistic and adapted to the local dynamics would be an asset. This will include a layer of complexity as different countries have different needs, but it would also make the programme more aligned with contextual realities.
3. **Support the development of a robust Civil Society sector:** HI supports the development of the capacity of local CSOs, and this is positive, but in environments where the CSO sector is so large (many small organisations that overlap in objective), HI should conduct a mapping of the organisations and of the areas they wish to concentrate their support on and select organisations which a) meet their existing criteria and b) can support the development of a robust sector. The development of a robust sector includes ensuring that organisations are robust and that they complement each other thematically.
4. **Exit strategies and partners:** HI should develop clear exit strategies or long-term stay strategies for engagement in different countries, on different subjects. These

should include a clear assessment of their partners and of how to support them in view of the strategy. Such a strategy may or may not denote the exit from a country, but rather focus on specific sectors (i.e., disability).

5. **Auditing:** It is recommended that HI consider rotating auditing firms on a more regular basis. For example, after the current contract of 6 years. This would be better aligned with good practice. In recognition of the challenges that HI experienced securing an auditing firm, it may be reasonable for HI to reconsider the budget currently allocated for auditing.
6. **Reporting and Whistleblowing:** HI should consider introducing an anonymous system to report misconduct that can also include reports from partners and end beneficiaries, and which is easily accessible and user-friendly. For example, a number that can be called. This would be a considerable asset to the organisation's transparency and learning mechanism and would increase the robustness of existing systems.

Recommendations for Norad:

Support the consolidation of the CSO sector: Norad should consider inviting actors such as HI to develop proposals that include a mechanism to consolidate national CSO landscapes as a mechanism to ensure that:

- a. the support provided is going to the organisations which can bring about real change, and
- b. all persons with disabilities are effectively included, both women and men, girls and boys.

This process is not just a question of reducing the number of organisations that get support through programmes such as HELASIA but also thinking strategically and carefully about who will get support, for how long and to what end, will help consolidate the sector and enable sustainable change. The ultimate objective of these efforts should be to ensure that persons with disabilities are effectively and coherently represented and that no group of persons with disabilities is overlooked.

Support the improved participation of local partners in project development and design: Norad should ensure that the project development process allows for the effective engagement of in-country partners; and that the programmes that include capacity development are ones that pursue long-term effective organisational strengthening that allows local partners to become solid players in the sector (have the organisational abilities to effectively represent persons with disabilities, manage activities, carry out activities and respond to contextual challenges/build partnerships (e.g. meet organisational abilities, at least at the basic level). The following steps should be pursued:

- a. The time between the call for proposals and the submission of proposals should allow for the effective identification and engagement of partners. Minimum four months from publication of ToR, with a min of 2 months pre-notice that the call will be issued.
- b. The tenderer must document how and when partners were engaged. This should include a clear description of how partners were identified and the process that has been undertaken to develop the proposal. For example: what type of engagement took place (e.g. meetings, workshops), who participated, for how

long, and what roles were played by each participant. Indeed, the preparation can in and of itself serve as an opportunity to build CSO capacity.

- c. The budget distribution between partners should be clear and should include a justification for the distribution that is directly tied to the overarching objective of the programme. If the focus is on capacity building only, then it can be justified that HI is a service provider (builder of capacity). However, if the intervention should enable (or increasingly enable) partners to play a more active role in the sector, this should also be reflected in the budget. The financial distribution should highlight the roles of the different entities, including the evolution of the relationship over the programme cycle.
- d. Progress reporting should include clear descriptions of partnership-related activities. Including reflection on how partnership can be improved and on the shortcomings that may have been experienced during the period reported.

1. Introduction

1.1 Background and Scope of Review

Organisational reviews form an integral part of Norad's grant management process and are usually commissioned in connection with the assessment of new applications. The reviews serve an important control and quality assurance function and should enable Norad to make informed decisions on the support provided and identify important dialogue and issues for follow-up. The organisational review covered in this report (hereafter "the Review") was commissioned by Norad.

The Review covers the work of Humanity & Inclusion, also known as Handicap International (HI). The review specifically focuses on broader aspects of the organisation and their HQ and the specific work of the Mozambique Country office. The Review largely covers the organisational structure, governance, financial/administrative management and cost-effectiveness, partnership and civil society strengthening of the grant recipient and provides some recommendations to ensure better planning and follow-up by Norad and by the grant recipients in possible future support to the organisation.

1.2 Brief Presentation of Funding

Humanity & Inclusion, also known as Handicap International (both are currently the operating names of the Handicap International Federation), receives funding from Norad through a single funding stream: Multi-country Projects. Through this stream, two projects are funded by Norad:

RAF-17/0036: Education in Mali, Niger and Burkina Faso. With a project lifecycle expanding from 2017 to 2022 and a total value of NOK 67,6 Million NOK. This project seeks to support children with disabilities as well as other marginalized children, their families, communities, school stakeholders, education authorities, and civil society organizations to successfully welcome and include marginalized children into mainstream schools in Mali, Niger, and Burkina Faso. This project was reviewed as a part of the "Sahel Portfolio Review: Supporting Civil Society in Education 2017-2021." Based on a discussion with Norad during inception, it was agreed that field data collection of this project would not be included in the organisational review and that, instead, the focus would be on the second project, presented below, and specifically on HI's work in Mozambique.

RAF-19/0047: *Health, Education and Livelihoods Africa (HELASIA)*. This project period has a life cycle expanding from 2019 to 2023. The funding totalled 94,8 Million NOK. The project was initially designed to identify key challenges faced by people with disabilities in the three focus countries Ethiopia, Benin and Rwanda. In December 2020, the project was amended to include Madagascar and Mozambique with a budget revision that augmented funding by 43,8 Million NOK. Originally the project aimed to explore experiences and exchange learning to support the country, and later Africa-wide advocacy to support persons with disabilities. The overarching aim of this has been to seek the improvement of public policy and support efforts for inclusive education. The

extension of the project expanded its scope to include mental health. A mid-term review of this program was finalized in December 2021.

1.3 Brief Overview of the Project Partners

In Mozambique, the HELASIA project had three direct partners: Forum das Organizações de Pessoas com Deficiência/ Forum of Organisation of Persons with Disabilities (FAMOD), Associação dos Deficientes Mocambicanos/ Association of Mozambicans with Disabilities (ADEMO) and the Mozambican school system. HI has worked directly with and delivered support to all three partners.

Both FAMOD and ADEMO are associations that represent Disabled People's Organisations (DPO) in the country or chapters of DPOs (e.g., ADEMO). Both organisations have a considerable reach through the parties they represent/convene.

Both organisations are well-established within the disability landscape. However, despite successes in establishing schools and building an office, ADEMO has not managed to secure a sufficient level of professionalisation that would secure its long-term sustainability and secure support from foreign donors. These challenges appear to stem from a lack of knowledge (i.e., what is required for them to establish themselves as a credible entity, for example, the need for general assembly meetings, elections, etc.) and a lack of resources. The organisation was founded by persons who had disabilities themselves and wanted to support others with disabilities. ADEMO has been a partner of HI, according to their own records, from the time that HI started working in Mozambique. Most recently, as part of HELASIA, they have secured organisational development support (see Ability to Do).

FAMOD has been able to secure more support from foreign organisations, not least Norad, and has been able to establish itself as a credible and known player in the disability landscape in Mozambique. However, they struggle with limited resources to secure the organisational capacity (skill set) they need to respond to their obligations most effectively as an organisation and maintain systems which are in keeping with international donor demands. Specifically, their resources challenge their ability to provide competitive compensation packages, which in turn make them vulnerable to losing staff/skills and not being able to secure optimal skill sets.

2. Approach and Methodology

2.1 The Abilities Framework

This review was guided by the Abilities Framework, which provides for a holistic and multi-dimensional organisational assessment that extends beyond the existence of formalised policies, systems and procedures. The four “abilities” that an organisation needs to be effective and well-functioning are:

The **ability to be** relates to the organisation’s identity, leadership and governance.

The **ability to organise** relates to the availability of organisational systems, policies and procedures.

The **ability to do** relates to the relevance, effectiveness and sustainability of programmes and interventions, and

The **ability to relate** relates to the organisation’s capacity to build effective relationships with other organisations and constituents and adapt to changes.

The Abilities Framework has been operationalized through a review matrix (Annex B) that categorises the areas and issues outlined in the ToR according to the Abilities Framework. The classification is made in a pragmatic manner following the structure of the ToR. Although the Abilities Framework has a comprehensive scope, this review does not venture beyond the areas and aspects identified in the ToR and refined in the inception note.

Data collection was conducted through a mix-method approach involving:

- A desk review of HI-relevant strategies, internal regulations and guidelines, narrative and financial reports, and similar documents. Desk review also included documentation from partners and relevant reviews.
- Interviews with HI staff at the secretariat and the regional office, as well as the head of the board, were done remotely.
- Interviews with the staff in Mozambique, as well as selected partners in Mozambique.
- Schools, where activities have been conducted under the HELASIA programme either directly by HI or by a partner organisation were also visited. In total, four schools were visited.
- A complete list of the documents reviewed can be found in the Bibliography. A list of people interviewed and consulted during the assignment can be found in Annex C.

Figure 1 Overview of organisations included and project visits conducted

Counterpart	Field activity visited
HI office in Maputo	One school where HI works directly as part of the HELSIA programme.

Forum das Organizações de Pessoas com Deficiência (FAMOD)	At the time of the field visit FAMOD was not engaged in any activity engaging partners therefore none could be observed. However, the support provided was scrutinised through interviews.
Associação dos Deficientes Mocambicanos (ADEMO)	Schools where ADEMO has, with HELASIA funding, provided support. A fourth school supported received some support outside of the HELASIA project.

All interviews conducted respect the anonymity of the respondent. Therefore, no respondent is named, and where the category may violate anonymity, this is also omitted. The reviewers have, where possible, sought confirmatory data to support views, perspectives and opinions. However, it is important to underline that, in many instances, a very limited number of persons can respond to key questions. In those instances, people are targeted specifically.

This review included aspects of inclusion and gender, and efforts were directed at understanding how these perspectives have been considered in relevant contributions and partnerships. Inclusion and gender perspectives were integrated into evaluation questions as appropriate. How inclusion and gender dimensions have been treated by HI and its partners both internally and as part of projects was explored.

2.2 Context and Limitations

HI works across multiple countries, not least as part of the HELASIA programme, which is implemented across five countries. This means that there is a multitude of experiences across different countries based on the individual context and the capacity of partners. This review focuses on the experience in Mozambique and how the programme and organisation function at the Head Quarters (HQ). Therefore, it is important to underscore that the experience from Mozambique may be quite different from the experience and results that could have been recorded had other case studies been conducted.

3. Findings and Analysis

HI was born in 1982 in refugee camps in Cambodia. Its initial focus was on amputees. The organisation gained considerable renown as an agency focusing on the rights of persons disabled by landmines through the International Campaign to Ban Landmines. Its work, however, has expanded considerably from the provision of prosthetics to a far wider response to the needs of persons living with a disability and other vulnerable populations. The programme funded by Norad is a keen example of this.

3.1 Ability to Be: Organisational structure and governance

The “ability to be” implies that the organisation can maintain an identity reflecting important purposes, values and strategies, and leadership to direct and manage the organisation. Here the focus, as highlighted in the ToR, focuses considerable attention on the organization’s structure and governance.

3.1.1 Organisational Structure

HI was initially known as Handicap International. However, in 2018 the global Handicap International network changed its operating name to Humanity & Inclusion. The change in name, according to the interviewees consulted, reflected changes in the sector and how the organisation worked (sectors and approaches). It is noted that the name Handicap International, and Handicap for short, remains used informally and is associated with the organisation. It was also highlighted by some respondents that in francophone countries, the term “handicap” does not cause the conceptual challenges that it does in English (e.g., handicap vs persons with disabilities).

HI has a complex organisational structure which includes both management and governance elements. The management structure can be described as follows: HI is a federation that includes 51 programmes worldwide and eight national associations that are registered in the country of implementation and report to the HQ based in Lyon and the operational office based in Brussels. The HQ is responsible for oversight and strategic leadership, while the national offices, which do not have independent strategic authority, are charged with the operationalisation of activities.¹ HI’s governance structure is discussed in the next subsection.

In relation to the programme funded by NORAD, HI’s structure manifests in the following ways: First, the focus of activities is mandated by HQ, and the operational responsibilities for the programme lie with the national offices in the countries included in the programme. The conduct of activities, monitoring of activities, as well as the financial, personnel and partner management are all managed locally (e.g. country office).

All the activities/tasks listed above are overseen by a country director who is based in the country office. The programme also responds to a programme manager who is based in the Operations Office in Brussels. In addition, personnel, finance and control,

¹ Legally the Kenyan’s office has a more independent status than other country offices, but this reflects local requirements and not indicative of actual management structures or operations.

and Monitoring and Evaluation in the country are supported and overseen by the relevant units at HQ.

HI has a robust oversight structure, which impacts the way activities are done on the ground and ensures compliance with all regulatory requirements from the donor, in this case, Norad. The oversight structure also ensures that all legal requirements in France and in the country of operations are complied with.

The structure and oversight mechanism are, as noted above, robust, and this does incur clear costs. On the one hand, there is a considerable amount of oversight from HQ, which can be considered positive and valuable to the operations. On the other hand, this level of oversight requires person power.

HI has aimed to nationalise country offices, which serves to reduce costs. Deciding on value versus costs is difficult because it is a trade-off. While staff in Mozambique (the case study country), for example, may require limited follow-up because there is a high level of competence in the country, and it is possible to secure staff with considerable and solid experience, this is not the case across all countries.

Still, despite the considerable oversight and support from HQ, the investment (cost) of overheads is comparatively low. According to the 2020 Annual report, HI invested 86% of its resources in activities, while administrative costs only accounted for 6% and fundraising for 8%. The 2021 annual report notes an increase in fundraising costs by 1 percentage point to 9% and a decrease in operational activities by 1 percentage point to 85% of all resources. A more granular distribution of exactly how much of the resource base goes to field activities and indeed benefits the person with a disability is much harder to determine (see Ability to Do and Ability to Relate).

The data reviewed, both documents and interviews, does establish that HI is very well placed to deliver on its commitment to Norad. It counts with a strong thematic and administrative mechanism at HQ. In addition, in Mozambique, thematic and financial mechanisms are also in place. There have been some shortcomings in relation to personnel management documentation, but these shortcomings have been recognised, and the necessary resources have been allocated to ensure that the gaps in the documentation are swiftly filled (e.g. some personnel files are incomplete and currently being brought up to date).

The only staffing challenge noted in HI Mozambique pertained to human resource management. The shortcoming was identified, and resources have been secured. Therefore, there are no current areas of concern in terms of qualified capacity to execute necessary tasks (see also Ability to Relate).

3.1.2 Governance

HI is a large organisation with a somewhat complex organisation structure that has been designed in a way that promotes learning and collaborative decision-making within the organisation.

HI is a federation of eight member associations: Belgium, Canada, France, Germany, Luxembourg, Switzerland, the United Kingdom and the United States. The member associations elect a board of trustees that has oversight responsibilities to ensure

policies, guidelines, operational frameworks, and the strategic vision of the organisation are in alignment.

The Board of trustees also oversees any dispute between federation members and the accounts. The board is also responsible for recruiting the Managing Director of the federation, to whom some of the board's powers are delegated. In alignment with the responsibilities to recruit, the board is also responsible for oversight of the Managing Director of the federation.

It is noted that the relationship between the Managing Director and the Board of Trustees Chairperson is very close, which in turn means that the Chairperson can only be someone with considerable time to invest in the position.

The board of directors is ultimately responsible for direct oversight over strategic and big-picture programmatic and financial matters and has the power/responsibility to dismiss the Managing Director if so required. The two roles are independent of each other, and their lines of responsibility are well established in HIs governance guidelines. The Managing Director of the Federation is responsible for day-to-day oversight and answers to the board.

Discussions conducted during this review suggest that securing competent people for the board who are willing to make the time investment required and to do so pro-bono is not easy and that this too plays a role in the selection of board members.

In 2014 a new layer of support and governance, albeit without decision-making power, was created. This body initially consisted of 3 thematic committees and has since been expanded to seven. Currently, the committees include: Operations, Advocacy, Institutional Funding, Fundraising and Communication, Finance, Cash-Flow Unit, Audit, and Human Resources. These committees are convened by a Board of Trustees members and are tasked with oversight and input related to their thematic area. The committees were developed to further strengthen oversight and discussion around key areas of work.

3.2 Ability to Organise: Management, Money Flow, Financial Management and Auditing

The "ability to organise" implies that the organisation can establish effective managerial systems and procedures and ensure that human and financial resources are available.

3.2.1 Management

In 2018, Norad conducted a review of HI, there were no significant negative findings, and hence there was no requirement to explore the degree to which the organisation is learning and has learned from previous assessments. However, the evaluation team

Box 1 - Board of trustees

Has 14 members from 7 countries. They are elected by the Federation, but their term is not specified.

The Board responds to the federal Assembly (composed by all the membership).

The board of trustees includes both male and female members in more/less equal numbers.

sought it relevant to note that HI has established an internal monitoring and oversight system that, while new, will be evaluating the work of country offices in the future. The system allows the office at HQ to identify what to focus on and when. The idea behind this system is to enable learning on a more active and continuous basis.

It is also worth noting that HI counts with a robust set of policies which cover anti-fraud and bribery; conflict of interest; child protection; disability, gender and inclusion; environment, incidents and crisis management, counterterrorism, safeguarding, and safety and security, as well as other areas such as Monitoring and evaluation, partner engagement, etc.

These documents set out a robust system to ensure that staff act in accordance with HI principles both within the HI offices and work environments and in relation to partners and beneficiaries. Clear mention is made of issues such as gender, harassment, and discrimination.

In relation to HIs engagement with the local and central government, a few aspects are worthy of highlighting. Engagement with the government, specifically in relation to education, is very close. Efforts are at two levels: first, directly with schools and school administrations and second, at a broader level with the education system. This engagement takes place both directly and through partner agencies. In the case of partners, such as ACAMO, it is worth noting that they have been engaged in the education sector, and even have some of their own schools, for many years. The relationship ACAMO has with schools and relevant authorities is very close, and HI is able to benefit from this. In addition, HI has its own direct relationship with the education system (the system as a whole and specific schools). The visits to schools supported by HI directly and by partners revealed a very open, dialogue-based relationship. Despite these efforts, there are challenges, for example, the disconnect between supporting the training of teachers (which has been secured through discussions at high levels of the education system) and the actual conduct of training, which requires that teachers have the time to attend training. These types of challenges are illustrative of an education system which is overstretched and are not indicative of a shortcoming on HIs side. On the contrary, HI makes considerable efforts to facilitate the identification of viable solutions to noted challenges (see sub-section 3.4).

3.2.2 Money flow

The costs of each office are dependent on the activities conducted in that office and the costs of conducting activities in any one country. Therefore, here the focus has been on the HELASIA programme specifically (see Figure 2).² What the figure clearly indicates is that most resources go to the country offices (e.g. 66%). The data also shows that the regional office utilises a considerable amount of resources for oversight (32%), but HI noted in comments to this document that these resources also account for the costs incurred by regional partners.

Moreover, it is worth noting that the projects, and HELASIA among them, have considerable support within the programme itself, which allows for overhead cost reductions. This suggests that the cost-value distribution within HI is fair because it suggests that most funds are spent at the country level on operations, while only 6% are used for overhead costs at HQ (see earlier presentation of overall fund distribution).

² 2019-2021 overview financial report. RAF-19_0047_Annex 1 Financial report

Further examination into the HELASIA resources shows that most resources have been invested in salaries or operational costs, which suggests a focus on the ground activities and their oversight.

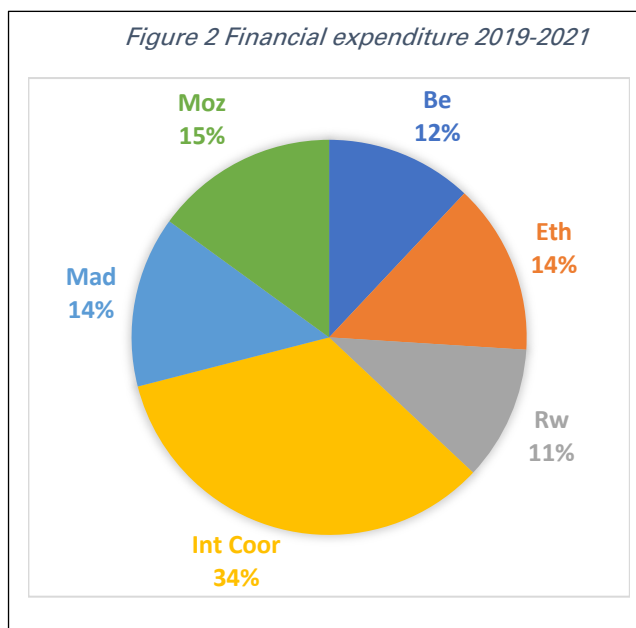
Also, notable 81% of resources have been used by HI, leaving 19% for its partners. This is understandable since HI is both conducting operations and building capacity, but it does highlight that the focus is on HI as an implementor, not on enabling national partners to increase their engagement and be more active in operational activities, with HI serving an oversight and monitoring role. In turn, this

means that the value of the support is considerable in relation to the immediate result of activities but renders less value in terms of enabling (test and invest) the increasing capacity of partners to grow as the programme develops.

The proportionally limited number of resources included in some of the supported countries can be indicative of local costs, local needs, absorption capacity or other factors. This review focused on Mozambique (case study), and therefore insights on other countries are limited (see Ability to Do and Ability to Relate). Indeed, this should require a much more in-depth analysis at the country level to determine if the proportion of funds provided per country is proportional to needs.

Salaries at HQ are established using common parameters that apply to all staff without distinction or prejudice and are disclosed internally. For each country, there is a country adjustment. The adjustment is either based on the global salary scale, plus an adjustment for the international staff or national salary scales for national staff. The salary scale is based on job title and level of seniority. Salary allocation is transparent, but salaries are not always transparent within the organisation (e.g. global compensation packages are known, but whether salary compensation packages are known at the country level varies from case to case).

It is noted that while HI adheres to strict and comprehensive guidelines to ensure that fair allocation of salaries for its own staff, the salary of partner staff that are funded through the programme are considerably lower than those used by HI within implementation countries. While the partner salaries adhere to their own guidelines, interviews revealed that the compensation packages of partners are established based on what they feel they can “afford”, not based on an assessment of what might be needed or be fair in the context. This is problematic for several reasons. First, it challenges the ability that partners have to secure highly competent staff. Second, it means that staff at partner agencies are likely to attempt to secure alternative employment which threatens the sustainability of the organisation (staff capacity retention). Indeed, given an opportunity, partner staff would rather secure employment with HI in the same country as they would then be better remunerated.



In addition, there was no indication that salaries considered gender. HI itself does monitor gender balance in the workplace and strives to improve gender balance, including in management positions. This objective and its pursuit are mandatory across all programmes. However, this does not address the broader issue of improving gender equality and also considering salaries in relation to gender. For example, what roles are most often filled by what gender and what the salary implications of this might be (e.g. which positions are held by women, the relationship between salaries and issues such as single parenting, Women headed households, etc.).

3.2.3 Financial Management and Auditing

HI has a solid financial basis. It is a well-recognised organisation that secures funding from multiple large donors and is also able to secure funds through campaigning directly from the public. Income over 2020 and 2021 has remained relatively stable (229 vs 235 million EUR, respectively), but the 2020 annual report noted a 7% increase in total revenue from the previous year.

Of the total funding secured for 2020, 25% came from public generosity and in 2021, 23%. These numbers suggest considerable funding stability. The financial reports, audits and annual reports show stable resources and no debts or notable deficits.

As can be deduced from the above data, most of the funds come from donors such as Norad. However, given the overall resources available and the budget of the HELASIA programme, Norad funding is proportionally small.

HI counts with clear and detailed procurement guidelines used both at HQ and in Mozambique (and other countries where they operate). So do their partners. Spot checks conducted in the HI office in Mozambique, as well as in the offices of both partners visited in Mozambique, suggested the existence of a transparent system for managing resources.

Moreover, the accounting systems used by HI and FAMOD are professional accounting systems that permit full accountability and transparency. The system used by ADEMO does not meet basic accounting standards. Still, it is important to note that a spot check at ADEMO showed orderly and well-kept books.

Indeed, the reason ADEMO does not count with a more robust system is the lack of resources. ADEMO receives very limited resources from HI, and while they have some opportunities to raise funds (i.e. they can rent their office space for functions), they do not have the resources needed to establish a robust accounting and administrative structure. Interviews with staff at ADEMO highlighted that they often lack the resources to pay for the salaries of their staff and associates.

In relation to funding irregularities and their resolution, HI has a policy on reporting irregularities and abuse. This mechanism can be used for financial or other irregularities. It details the procedure that staff must undertake if they wish to report an issue of any kind. The policy establishes a whistleblowing mechanism as well. The latter allows for a direct line to the Chairman of the Board and the Executive Director; however, the use of this avenue is ostensibly discouraged.

While, on the one hand, the procedure is robust, it is predicated on a level of trust. Not least, the HI whistleblowing channel encourages self-identification. Overall, what this

means is that employees must feel confident in and trust the processes if they are to make use of the resources available. Given the potential ramifications that reporting misconduct, financial or otherwise, can have, particularly in countries where employment opportunities are limited, the system, while robust, may discourage reporting. The aforementioned system in place is for HI staff only.

If a partner or beneficiary wishes to report misconduct or a concern, they must have access to the internet and be able to fill in a form online in English. Alternatively, if the issue pertains to Cuba or Syria, they will have access to a downloadable form in English, Spanish, French and Arabic. These are in non-editable PDF documents, which means the user needs to print, fill, and email the form back to HI (specified email). Although the person making the report can request anonymity, using an email makes the report traceable. Both the online form and the downloadable PDF (for Syria and Cuba) systems are extremely detailed and include considerable information on what the different terms mean. For example, clear distinctions between sexual harassment, sexual abuse and sexual exploitation; distinctions between discrimination, religious discrimination and racial discrimination; and many other terms. While on the one hand, these forms are complete, on the other hand, the complexity found in the forms and resources needed to use them makes it unlikely that a local partner with limited resources, or an end beneficiary with even fewer resources, will be able to use this type of service. The evidence collected in the field suggests that these mechanisms are not widely known.

Aside from the policy, there is a strict mechanism to report financial compliance. Prior to the pandemic also, visits from HQ to country offices (on a rotation, so not all countries every year) where systems were further checked were undertaken. The current system demands that the HI office account for all resources they utilise directly, as well as those used by their partners. This means that partners, as is the case with ADEMO in Mozambique, who do not have the resources to have solid financial mechanisms themselves are administered and overseen by HI Country Office directly. The financial documentation is then sent to HI HQ in full. This means that HI HQ does not do spot checks but checks all in-full scanned vouchers. A spot check of the system in Mozambique revealed a very well-administered, organised and transparent mechanism and workflow.

Moreover, the HI administrative structure has an internal system to ensure financial and programmatic compliance with Norad regulations. Indeed, this applies to all donors. The structure allows for a review of requirements and for the specification of requirements to country offices. Specifications to country offices, if new, are followed with relevant training and support to ensure clear and robust alignment with donor requirements. HI notes that while they do have systems to ensure they comply with all requirements, they have encountered instances where requirements by other donors are extremely cumbersome and resource intensive in some contexts. They did not note this as being the case with Norad.

HI is audited by an independent auditor. The most recent audit report was conducted by Ernst and Young, who held the role for 35 years. This year the auditors have changed to a French firm Mazars. Both firms are independent and registered entities that hold credentials for the conduct of audits in accordance with Internationally Accepted Standards (IAS). As per the audit report, the auditor's opinions were qualified. The audit reviewed showed no discrepancies or issues of concern. The auditing firm did not issue a management letter, and hence HI did not issue a response.

As noted above, all accounting is forwarded to HQ, where the audit is conducted. This means that the totality of expenses and resources are included in the central auditor report.

The contract that has now been signed with Mazars is for six years and will then be subject to renewal if all parties agree. In addition to the overall audit, HI can and does audit funds on request by the donor.

HI staff noted that the auditing task is a considerable one and the allocated budget is not. This makes their call for tenders not as competitive as other firms with similar demands. In turn, this limits the number of firms that bid for the task when a call for tender is made.

3.3 Ability to Do: Results Management, Civil Society Strengthening

The “ability to do” implies that the organisation can provide services that are relevant for and valued by its users and/or members.

3.3.1 Results management

The HELASIA program had a set of objectives which are directly tied to the pursuit of four SDGs. Specifically:

1. SDG 3: ensure healthy lives and promote well-being for all at all ages.
2. SDG 4: ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.
3. SDG 5: achieve gender equality and empower all women and girls.
4. SDG10: reduce inequality within and among countries.

In pursuit of these objectives, HELASIA focused on the following outputs:

1. OPD strengthening, which focused on organisational operational and technical capacities.
2. Improve OPD representation and data collection, which has allowed for an improved understanding of the disability sector/challenges in each country and supported relevant advocacy efforts as well as multistakeholder dialogue.
3. Training of service providers has included efforts such as the training of health workers and social promoters, as well as community members. In some contexts, this has also included efforts to train persons with disabilities in trades or income-generating activities.
4. Inclusive education through the training of teachers, male and female and upgrading of schools to facilitate access for children and adults with movement impairment.
5. Support for the development and support of national and regional advocacy strategies.

The HELASIA programme documentation highlights inclusivity and gender as central elements of their activities, including targets (i.e., those trained), beneficiaries (direct beneficiaries), and policies (ensuring that these are gender-responsive).

According to the mid-term evaluation, the programme has achieved some notable results, or at least there are good examples of successes. In relation to the objectives of this review, the most notable findings are the need for a more inclusive approach to sharing of information and decision making. Likewise the need for a clearer sustainability plan.

A limited review of activities conducted in Mozambique either directly by HI or its partners revealed the following:

Advocacy capacity: The HELASIA programme engages with FAMOD, which is a key organisation supporting persons with disability through advocacy. The relationship between HI and FAMOD is one of service delivery rather than an equal partnership. This remains so even though there are notable improvements from earlier years. HI highlights that FAMOD has been engaged in regional meetings, and efforts to include them have been made. These efforts are commended. However, unless partners are engaged in the development, design, and budgetary allocation decisions related to the interventions from the start, and capacities and compensation packages are comparable, challenges to support “equal partnership” will remain.

In relation to advocacy, specifically HI, through HELASIA was able to work with FAMOD to provide capacity development in advocacy to several DPOs. The aforementioned has responded to a critical gap in capacity. Organisations interviewed in Mozambique suggest that the support provided has been valuable, and indeed the ability that national organisations, such as FAMOD, have had to make clear headway in promoting the rights of persons with disabilities in the national arena is noted. Both FAMOD and ADEMO have been able to secure recognition at the national level in national platforms where issues of disability were under discussion. While this progress cannot be attributed in its totality to the support provided by Norad through HI, the support has certainly contributed.

The support provided to ADEMO and FAMOD has also been transferred to key DPOs in the country. This is also an important asset. However, how effective local DPO will be and how strong they are as institutions are factors that remain unclear (see Box 2). As pertains to advocacy, the monitoring focus is on the number of opportunities for advocacy that have been made available/facilitated/created.

Organisational development/capacity assessments: HI, has, through its work with FAMOD, initiated assessments of DPOs, which have in turn led to the development of strategies and work plans for these organisations, as well as the instituting of improved accountability and administration mechanism, such as regular meetings with their constituency and between the leadership.

Considerable discussions with respondents revealed a challenge with DPOs in Mozambique, specifically related to the increasing number of entities (see Box 2). In reference to this, HI notes that they do engage in an assessment of the DPOs they support and that they choose only those that appear strongest, or which demonstrate a willingness and experience to become active sector contributors. HI noted in comments to this report that specific attention is paid to diversity in nature, vision, mission, and approaches used by the different DPOs and that efforts to support synergies through the

support provided are made. Given the extensive discussions had on the ground, it seems that the efforts made thus far to identify a select number of DPOs and support these and, in doing so, ensure that the resources are focused on the entities which are most likely to succeed and by extension contribute to a reduction of CSOs that are less likely to contribute substantially can still be strengthened.

The support for developing capacities of DPOs has encouraged organisational strengthening. ADEMO, for example, has, through the programme, been strongly encouraged to develop guidance documents and to have general assembly meetings. Moreover, COVID-19 proved positive in some ways as it demonstrated to partner organisations that meetings could be held remotely and therefore noting the costs of gatherings as the prohibitive factor in having meetings was rendered invalid.

Measuring the results has shown a particular focus on outputs that can be more tangibly accounted for. The reporting does this well. However, what is less clear is what emerges from these results. In fairness, there are a limited number of examples of the conduct of activities which would suggest the professionalisation of organisations (ex. The conduct of general assembly meetings or election of leadership). However, in general, there is a limited effort in the reporting to assess what has emerged from the support provided or what might be expected.

Box 2: How many DPOs is enough, how many is too many

Based on discussions with HI and their partners in Mozambique it was found that in Mozambique, like in many other countries of the global south, the number of CSOs is considerable. Many are small enterprises with very limited resources, very limited organisational capacity and limited skill sets. While in some instances these organisations fulfil a niche role that is important, and hence size is not always indicative of importance, on the other there are many instances where organisations are born because: a) the founders are not aware of what else exists and establish an organisation to respond to a need which they are unaware is already responded to; or b) they are a break away organisation that is born from a disagreement within the management of one organisation which leads to the founding of one (or more) additional “competing” organisation; or c) the founders see the creation of a CSO as an opportunity to secure revenue, however limited. The problem with the above approach is that it leads to an overpopulated CSO landscape with unclear boundaries and competing priorities. Discussions with multiple respondents suggests that this, rather than strengthening the support to persons with disabilities dilutes the efforts made and leads to the inefficient and ineffective utilisations of overall resources. HI can play a role, through its support to capacity development, to reduce the number of viable organisations and by extension strengthen the sector.

The reporting does not clearly detail why a particular form of capacity support was provided or how the DPOs were chosen. These issues are critical questions that require more detailed and systematic reporting.

From the documentation available, it is not possible to know what the HELASIA strategy in Mozambique is as it pertains to strengthening the sector. Is the approach: anyone who knows more is progress? Or is there a clear strategy on who should be strengthened to what end to support what objective? This type of question is one that HI alone should not answer but one that would require a critical dialogue with its partners, such as FAMOD and ADEMO.

In relation to accuracy and objectivity of results: The field visit to activities revealed a mixture of results and experiences. These are presented below:

First, are the organisations being supported ones that can effectively represent persons with disabilities in the country. Both have a constituency and represent a considerable proportion of the population that is disabled. Each has networks and capacities.

Second, do the partner organisations have sufficient capacity to be recognised as reliable by foreign donors. In the case of Mozambique, the two partners were visited, FAMOD and ADEMO, have vastly different experiences. FAMOD has managed to secure sufficient funding and professionalise effectively so that its sustainability is clearer in the long term. ADEMO, on the other hand, has made strides to try to secure a degree of sustainability. They have, for example, managed to build a structure (their office) where they can host functions and hence generate some income. However, they have very limited resources and therefore have not been able to professionalise their accounting and management systems to the minimum degree needed to secure foreign funds.

Third, to what degree does the ever-increasing number of associations and entities representing persons with disabilities add value to persons with disabilities? A critical question that emerges from the case of Mozambique is the sheer number of organisations that appear to exist. All those interviewed agree that establishing CSOs is relatively simple. They also agree that many organisations are led by individuals who see the advantage of having their "own" organisation instead of joining an existing one. Indeed, there is a benefit. Respondents also agree that securing resources for a couple of salaries is not so difficult. The result of this dynamic is an ever-increasing number of very small organisations with limited, if any, capacity.

From a capacity development perspective, the high number of CSOs presents some important challenges: how should an organisation such as HI choose its partners? What role can it play in strengthening the agencies that have a chance of becoming strong? And what role can HI play in shaping the DPO landscape in different countries.

Discussions with a wide range of actors in Mozambique, including persons with disabilities, suggest that these questions are critical to the development of the disability sector and to ensuring that all persons with a disability have equal access to resources and to the support they need.

Operational Activities: Under HELASIA, HI conducts some activities directly, and others are executed through their partners. In Mozambique, a key partner is ADEMO.³

³ It is important to underscore that the engagement with ADEMO has also focused on building the organisation's capacity, not only as an implementor for HI.

Specifically, inclusive education is an effort which focuses on supporting an environment that is inclusive of all learners and pays specific attention to children, boys and girls, who have disabilities.

The support provided to inclusive education in Mozambique, the case study country, has been able to train teachers and administrators and provide consistent oversight/guidance to 20 schools. HI's own assessment notes that 80% of teachers trained use the knowledge they secured in their daily teaching experience.

The results related to inclusive education aim to assess how much teachers use the knowledge they receive, while the recording of results in relation to capacity development focuses on outputs (number of training sessions, number of attendees, number of organisations included, etc.).

A visit to a school that was supported and a discussion with senior School Management responsible for the programme, as well as engagement with two children who were pupils at the school, revealed that the training appeared to have been valuable in increasing teacher knowledge and understanding around disabilities.

The operational activities overseen by ADEMO presented some challenges. It is recognised that resources came late and had to be spent within a short period of time. Therefore there was considerable pressure to deliver. However, all schools visited raised questions about broader relevance and efficiency.

Specifically, all schools visited had ramps built to enable access with wheelchairs, and in all full or partial sanitation for persons using wheelchairs had been built. However, none of the schools had current pupils who could use the improved facilities. In the discussion, all agreed that there are schools which have pupils who could have benefited from the resources created immediately.

The above experience presents a challenge. The schools supported have very limited resources, to begin with. Two of the three schools were in some stage of disrepair. Given the general state of disrepair, it is unclear if the new resources will even be useful in the future when they may be needed.

Moreover, the focus on the building of resources in schools that do not need them immediately, but not in schools that do seems ill-planned. On the one hand, it can be argued that doing this is still positive as it raises awareness and fulfils obligations of inclusion. On the other hand, it can be argued that given the considerable need, a focus on places where the utility could be immediate would be better.

Clearly, the support provided is aligned with the governmental aim of making all schools disability friendly. Hence it cannot be argued that the selection was "wrong," indeed, HI notes that the selection was made with the relevant Education authorities and that they themselves conducted a rapid assessment prior to the provision of support. The comments to this report suggest a disconnect between the comments provided to the report and the experience on the ground. It is important to underline that the schools that HI works with directly do appear to have children who require support. In schools which have been supported through ADEMO, however, the immediate need for the support was challenged by respondents.

Overall programme objective: Aside from the achievements noted above, all involved acknowledge that the objective of the HELASIA programme is to build capacity and that doing this is a time-consuming exercise. Still, some changes were noted. The children

that were engaged during the school visit noted that they were included in in-class work, which is a positive sign.

Programme design and participation: The development and design of programmes appear to be largely top-down. The degree to which HI has capitalised on the experiences of its partners and their own knowledge in the country appears to be limited. While it is certainly the case that more democratic processes are more time-consuming, interviews conducted suggest that there is considerable capacity at the country level, with partners and national staff, that has not been effectively capitalised upon. HI has noted, in comments to this report, that they are aware of this challenge and are in the process of taking steps to address these concerns, including the development of an action plan that will aim to take steps to ensure learning from partnerships is capitalised on and that lessons learned training are incorporated into the implementation of the HELASIA programme.

3.3.2 Civil society strengthening

The HELASIA programme is focused on increasing the thematic capacity of the partner organisations, as well as of the beneficiary groups, for example, the inclusive education support teachers and schools with both training and infrastructure. These efforts have focused on the provision of resources for both boys and girls. In addition, through HELASIA, HI has been able to strengthen the knowledge base of DPO organisations as it pertains to management structures and governance, as well as advocacy. The programme has also included service delivery itself (i.e. the training of teachers, done by HI directly, and the upgrading of schools to facilitate inclusion conducted by partners).

The results of these efforts are varied. The reporting from HI notes that progress is visible, although, for the most part, this progress is recorded at output level (number of DPOs trained, number of teachers trained, number of schools upgraded with access ramps of disability accessible toilets -where relevant data is disaggregated by gender). The real-world outcomes of these efforts are less clear. This is understandable, given the short time span of the project thus far (e.g. Mozambique was integrated into the HELASIA programme in 2021).

Still, organisations which are not HI's direct partners, but rather DPOs working in the country, have received capacity development support through the programme. The degree to which this capacity has been absorbed and utilised or can be utilised in the future, is unknown at this time. The data available does not record follow-up that may serve to establish how the DPOs, which have received support, have been able to capitalise on it.

At the same time, it is worth noting that the programme is young and that change in the way society thinks about persons with disabilities, in schools or otherwise, requires consistent support if it is expected to generate change.

3.4 Ability to Relate: partnerships and Responsiveness

The “ability to relate” implies that the organisation can respond and adapt to new demands among its users and changing needs in society and retain standing (legitimacy) among its stakeholders.

HI counts with a considerable network, not least the HI federation itself. In addition, they work with partner organisations in their country of operations. Currently, they have operational activities in 59 countries (including 51 programmes and eight national associations), which by extension means a network of national organisations in all (or most) of those countries.

HI, does not, however, have a network of partners in Norway. Their HQ is in France and Belgium, and their histories have not included an expansion of the federation into Nordic countries. However, historically they were an important member of the International Campaign to Ban Landmines and, as such, have a connection with Norwegian organisations who have also focused on the landmine issue, such as the Norwegian Red Cross and Norwegian People’s Aid.

The roles and relationships may differ in different countries. However, the experience from Mozambique shows a rather clientelist relationship. While the relationship is appreciated, respectful and amicable, there is limited evidence of continued dialogue and two-way learning.

In Mozambique, there were indications of an improved relationship in terms of inclusion and learning. However, the evidence does not show a real institutional shift. This may be attributed to how large HI is, to begin with, and how difficult it may be to develop a mechanism to ensure inclusivity beyond the HI organisation's confines. However, being able to develop a strong inclusivity mechanism to capitalise from the partnerships in-country and develop strong two-way partnerships that are as democratic as possible would be a considerable asset. As noted earlier, HI has noted that some efforts in this direction are in the making.

Despite the lack of strong democratisation in existing relationships, as noted above, the partnerships have been effective in some key ways:

First, **inclusive education**, which centred around partnerships with schools, has been a critical step forward in introducing important concepts within the government school system. While HI has worked directly with 20 schools, they have been able to support the district-level management of the school, which can have a trickle-down effect. This engagement has also included a degree of engagement of school councils, which by extension include members of the community. The effort, overall, aims to slowly shift the perceptions around persons with disabilities. In turn, this is expected to have a direct impact on school children. HI measures the progress made by quantifying the number of children who are directly affected through, for example, the use of personal education plans. Interviews with children benefiting from these processes suggested that the efforts have been able to improve the quality of education of beneficiary children.⁴

⁴ Only two children were engaged in a single school. These observations while interesting are not indicative of the experience elsewhere.

A clear challenge for HI with training for schoolteachers and staff is time resources. Teachers note that the training is useful, as does management, but the time resources needed to attend training is difficult to secure.

The efforts to support inclusive education have, however, expanded beyond the work with schools directly and included a much broader dialogue in the disability sector and with other key actors, such as government agencies, UNICEF and the Together for Inclusion (TOFI) programme, another programme funded by Norad. These efforts can become important multipliers for ensuring that inclusive education becomes more widely known and more widely practised.

Second, **partnerships with ADEMO and FAMOD** have enabled HI to expand its reach through the networks of the organisations they have partnered with. By working with these two entities, HI has been able to multiply its reach considerably.

Moreover, while the lack of continued and robust engagement between parties in the co-creation of projects and programmes has been inconsistent, there have been opportunities for collaborative engagement.⁵ These should not be overlooked; the identification of research focus conducted with FAMOD is an example.

Third, effectively working with partners (see conclusions and recommendations) and ensuring that these entities can effectively respond to the local demands in the long term is a critical aspect of partnership and responsiveness. This is an area that is in the overarching objective of HELASIA, but as noted earlier, it has not been effectively and consistently streamlined into the way HI engages with partners.

As mentioned earlier, the engagement with partners and assurance of inclusion of their views and perspectives, and by extension of those who they represent, has been inconsistent. While respondents noted an improvement, it is important to underline that the mechanism to ensure an effective and democratic decision-making process needs further attention. Thus far, the mechanism to ensure the representation of multiple views is inconsistent and not embedded into the organisational landscape of HI (see recommendations).

HI has considerable knowledge based on extensive experience (worldwide) and a long presence in specific countries. In Mozambique, for example, the country office has a long history, and most of the staff are nationals, in line with HIs staffing approach.

Their recruiting mechanism is very thorough, and they are able, through their compensation plan, to attract competent national staff. This enables them to have an improved understanding of local dynamics and be responsive to these. This is all positive, and indeed if the expectation is that HI continues to have a direct presence in the CSO landscape of countries where they work in perpetuity, this might be a sufficient approach to contextual responsiveness. However, if the long-term objective is to exit from countries where they currently operate as local systems develop and are strengthened, then there are some elements that require more considered attention.

A specific concern with the HI programme is around the realistic ability that the programme has to support the development of national organisations. On the one hand, supporting national organisations to become stronger can mean the reduction of the need for an organisation like HI (e.g. the stronger the local entities become may come

⁵ It is noted that the time for the development of the proposal was limited and hence the opportunity for engagement in the development of HELASIA limited (see recommendations)

to question the need for an international NGO). Therefore, there is an inherent conflict between these two objectives: on the one hand, to support national capacity, and on the other, to preserve its own longevity.

4. Conclusions and Recommendations

4.1 Conclusions

Ability to be

HI has a very strong and well-established identity and international governance system and is well established internationally. They count on a strong assessment, compliance and oversight set of mechanisms that can provide donors with confidence in delivery and oversight. More specifically, the governance and management are complex but robust, and HQ is able to provide thorough oversight to country offices.

There is no evidence that HI has explored how it envisions its future in relation to its presence in different countries. While some fluctuation in presence in different countries is noted, it is unclear, for example, what its long-term vision is for a country like Mozambique, where there are opportunities for national organisations to become sustainable actors with international partnerships, if they receive the right type of support and capacity.

Ability to organise

HI's organisational mechanism, including financial mechanisms, are strong. Its funding base is diverse, and its control mechanism is solid. The national offices have full oversight of local partners, and the HQ has full oversight over national offices.

Oversight includes a considerable array of policy documents, as well as staff systems that ensure reporting lines operate vertically (country-region-HQ) in a way that ensures multiple layers of checks and balances. This applies to financial, HR as well as operational activities. The compliance mechanism has in-built systems to ensure compliance with donor demands.

Auditing processes in place are robust, and there are no considered elements of financial concern. HI also has a mechanism to handle whistleblowing, but this would benefit from a stronger level of protection for the reporter.

Ability to do

HI has been, for the most part, able to deliver on activities planned. It has conducted a wide range of activities focusing on capacity development in the sector (support for DPOs) at a broad level, as well as direct programmatic activities.

However, there are important questions around priority setting and mechanisms to identify targets and measure progress effectively. Specifically, the time available to determine where to deliver support, for example, has proved problematic. In relation to upgrading schools to facilitate access for children with impaired movement, the time to identify the target school was limited, which by extension meant that support was

provided to the locations where it was most convenient (e.g. where agreements were in place, actors knew each other, etc.) rather than in places where they were most needed. HI notes that the information was collected from the government and verified by them, but the field visit showed that locations identified by partners did not meet the same criteria as met by HI-identified locations or the criteria mentioned by HI (i.e. that the support provided was immediately used). Notably, all support is aligned with the national objective of making all schools accessible to children with disabilities.

Other work, such as capacity development of DPOs and support to strengthen advocacy competence, has generated some clear results amongst main partners, but the impact on smaller organisations is less clear.

The results are not indicative, however, of the competence or effort by HI. Indeed, HI demonstrates a solid knowledge base and capacity. Far more likely is the need for the considerable time and effective/realistic assessment of the organisations receiving support.

Ability to Relate

This assignment has found that HI would benefit from the institutionalisation of mechanisms to improve its ability to engage with partners in a more democratic and effective way. While this is highlighted here, it is also critical to note that respondents have seen progress in recent months and that this was an issue mentioned in the mid-term and acknowledged by HI as an area requiring attention. This suggests that HI is both self-reflective and willing to institute mechanisms that will improve its ability to deliver. Still, while the progress is commended, the review team notes that a recommendation is still warranted.

4.2 Recommendations

Recommendations for HI:

7. **Partnerships:** HI should improve its mechanisms to develop partnerships. While it can be understood that HI and partners have an unequal relationship, HI is, after all, the donor or donor representative. HI does miss opportunities to learn from its partners and does not consistently engage its partners in all processes that can serve to build capacity.
8. **Internal knowledge:** HI counts with a solid knowledge base within the country offices. Using this knowledge base more effectively in the design of interventions that are realistic and adapted to the local dynamics would be an asset. This will include a layer of complexity as different countries have different needs, but it would also make the programme more aligned with contextual realities.
9. **Support the development of a robust Civil Society sector:** HI supports the development of the capacity of local CSOs, and this is positive, but in environments where the CSO sector is so large (many small organisations that overlap in objective), HI should conduct a mapping of the organisations and of the areas they wish to concentrate their support on and select organisations which a) meet their existing criteria and b) can support the development of a robust sector. The development of a robust sector includes ensuring that organisations are robust and that they complement each other thematically.

10. **Exit strategies and partners:** HI should develop clear exit strategies or long-term stay strategies for engagement in different countries. These should include a clear assessment of their partners and of how to support them in view of the strategy.
11. **Auditing:** It is recommended that HI consider rotating auditing firms on a more regular basis. For example, after the current contract of 6 years. This would be better aligned with good practice. In recognition of the challenges that HI experienced securing an auditing firm, it may be reasonable for HI to reconsider the budget currently allocated for auditing.
12. **Reporting and Whistleblowing:** HI should consider introducing an anonymous system to report misconduct that can also include reports from partners and end beneficiaries, and which is easily accessible and user-friendly. For example, a number that can be called. This would be a considerable asset to the organisation's transparency and learning mechanism and would increase the robustness of existing systems.

Recommendations for Norad:

Support the consolidation of the CSO sector: Norad should consider inviting actors such as HI to develop proposals that include a mechanism to consolidate national CSO landscapes as a mechanism to ensure that:

- c. the support provided is going to the organisations which can bring about real change, and
- d. all persons with disabilities are effectively included, both women and men, girls and boys.

This process is not just a question of reducing the number of organisations that get support through programmes such as HELASIA but also thinking strategically and carefully about who will get support, for how long and to what end, will help consolidate the sector and enable sustainable change. The ultimate objective of these efforts should be to ensure that persons with disabilities are effectively and coherently represented and that no group of persons with disabilities is overlooked.

Support the improved participation of local partners in project development and design: Norad should ensure that the project development process allows for the effective engagement of in-country partners; and that the programmes that include capacity development are ones that pursue long-term effective organisational strengthening that allows local partners to become solid players in the sector (have the organisational abilities to effectively represent persons with disabilities, manage activities, carry out activities and respond to contextual challenges/build partnerships (e.g. meet organisational abilities, at least at the basic level). The following steps should be pursued:

- e. The time between the call for proposals and the submission of proposals should allow for the effective identification and engagement of partners. Minimum four months from publication of ToR, with a min of 2 months pre-notice that the call will be issued.
- f. The tenderer must document how and when partners were engaged. This should include a clear description of how partners were identified and the process that has been undertaken to develop the proposal. For example: what type of

engagement took place (e.g. meetings, workshops), who participated, for how long, and what roles were played by each participant. Indeed, the preparation can in and of itself serve as an opportunity to build CSO capacity.

- g. The budget distribution between partners should be clear and should include a justification for the distribution that is directly tied to the overarching objective of the programme. If the focus is on capacity building only, then it can be justified that HI is a service provider (builder of capacity). However, if the intervention should enable (or increasingly enable) partners to play a more active role in the sector, this should also be reflected in the budget. The financial distribution should highlight the roles of the different entities, including the evolution of the relationship over the programme cycle.
- h. Progress reporting should include clear descriptions of partnership-related activities. Including reflection on how partnership can be improved and on the shortcomings that may have been experienced during the period reported.

Annex A: Terms of Reference

Terms of reference organizational review of Humanity and Inclusion (HI)

1) Purpose and scope

As part of Norad's management of cooperation agreements, Norad periodically performs organisational reviews. This review will serve as an important control and quality assurance function and should enable Norad to take informed decisions on support and identify important dialogue and follow-up issues. The review shall provide recommendations to ensure better planning and follow-up by Norad and by the grant recipients.

This specific review will be broad, will cover the time from 2019 until today, it will include the standard aspects of an organizational review, however, we ask the review team to put special emphasis on cooperation with local partners. Field work should be conducted in Niger and Mozambique.

2) Background

Humanity & Inclusion (the new name of Handicap International) is a 40-year-old independent organization working in situations of poverty and exclusion, conflict and disaster. HI work alongside people with disabilities and vulnerable populations, taking action and bearing witness in order to respond to their essential needs, improve their living conditions and promote respect for their dignity and fundamental rights. With local partners, they implement programs in health and rehabilitation and social and economic integration. HI advocates for the universal recognition of the rights of people with disabilities through national planning and advocacy.

HI has been a partner with Norad since 2017. Norad currently have 2 agreements with HI:

RAF-17/0036: Handicap International Federation (HI), Inclusive Education in Mali, Niger and Burkina Faso. Project period: 2017-2022. Total amount: NOK 67,6 MNOK. This project seeks to support children with disabilities as well as other marginalized children, their families, communities, school stakeholders, education authorities, and civil society organizations to successfully welcome and include marginalized children into mainstream schools in Mali, Niger, and Burkina Faso. This project was reviewed as a part of the ["Sahel Portfolio Review: Supporting Civil Society in Education 2017-2021."](#)

RAF-19/0044: *Health, Education and Livelihoods Africa (HELASIAM)*. Project period: 2019-2022. Total amount: 94,8 MNOK. The project will identify key challenges faced by people with disabilities (PWD) in the three focus countries Ethiopia, Benin and Rwanda. A

programme of experience-exchange/learning will feed into country-level and, eventually, Africa regional advocacy for change for PwD. The outcome of the project will be that public policies provide equal access to inclusive services for PwD. Addendum entered in December 2020 to extend the project to Madagascar and Mozambique for NOK 43 800 000. The extension has a special focus on inclusive education and mental health. A mid-term-review of this program was finalized in December 2021 (1900484-127).

A partner assessment was conducted in April 2018 by staff from Norad's civil society department (p360-1700474-75). The review was limited to a desk review of key documents and a visit to the Humanity & Inclusion's Head Office in Lyon. A field visit was recommended, though not possible to carry out mainly due to Covid-19. This organisational review should therefore give extra attention to the cooperation between HI and their local partners on the ground.

3) Assessment criteria/questions

Full organizational review

The review shall describe, analyse, and assess the full organization under review, including following aspects: 1) Organisational structure; 2) Governance; 3) Cost efficiency; 4) Financial management; 5) Results management, including Atlas contribution to enhancing the rights of persons with disabilities; 6) Contribution to strengthening civil society;

The consultants shall, as part of their call-of response submit a suggested set of review questions/the suggested review matrix to be used. The review questions/matrix submitted shall be based on the methodology presented in the tender documents for the framework agreement. The final version of the review questions/matrix shall be approved by Norad.

Particular attention should be given to reviewing the following aspect and issues:

- 2) Governance:
 - Assess the cooperation between HI and local partner organisations.
 - HI and partners' guidelines and compliance for including OPDs in design and implementation of programmes.
 - Level and nature of involvement of OPDs in the design and implementation of programmes.
 - Take spot checks to assess HI's partnership with local and central government.
- 6) Civil society strengthening: Hereby partner organizations for persons with disabilities (OPDs) in particular.

4) Methodology

The following sources of information should be used in the review: Document reviews; phone/video interviews of grant recipient's management and staff/sub-

grantees/other donors; remote spot checks of systems⁶; remote spot checks of projects or grant recipients; field visits with face-to-face interviews and physical spot checks etc.

As a minimum, the following should be interviewed and reviewed (through visit or remotely):

- HI's head office in Lyon.

Options for fieldwork, one country should be visited: Which country to do field work in should be decided in dialogue with the consultants. The consultants local contacts, language skills, experience with work in the country, security training, field visit for the Atlas review and other factors will impact which country to choose.

Option 1 Mozambique:

- HI main office in Maputo, Mozambique
- Local partner Forum das Organizações de Pessoas com Deficiência (FAMOD) in Maputo, (1 MNOK).
- Local partner Associação dos Deficientes Moçambicanos (ADEMO) in Maputo, (441 000 NOK)
- Visit 1 or more project implementation sites.

Option 2 Niger: TRAVEL ADVICE ISSUED FOR AREAS OUTSIDE THE CAPITAL.

- HI's main office in Niamey, Niger.
- Visit one or more of the following institutional partners in Niamey, Niger:
 - Department of Pre-School and Primary Education (DEPP)
 - General office for Education (DGE)
 - Niamey Regional Department of National Education (DREN)
- Visit one or more of the following and associative partners in Niamey, Niger:
 - Niger Federation of Disabled People (FNPH)
 - Niger Coalition of Trade Unions Associations and EPT Campaign NGOs in Niger/"ASO/EPT Niger"
 - NGO For the Sponsorship of Disabled Children (OPHEN)
- Visit 1 or more project implementation sites within Niamey.

Is there a need for an inception report? Norad believe the deviation from the standard matrix will be limited, hence an inception report might not be needed.

This will be decided in dialogue with the consultants.

We ask that the team has the following competence:

- Master's Degree in relevant field, including demonstrable experience in evaluation techniques, including logical framework approach, participatory M&E methods that examine causal relationships using quantitative and qualitative data such as process tracing or contribution analysis, among others.
- At least 5 years of experience.

- We ask that the team include expertise, through a team member or external collaboration, on inclusion of persons with disabilities and disability rights. We encourage to include a person with disability in the team.
- Proficiency in English and Norwegian and ability to deliver high quality analytical reports.
- Depending on location for fieldwork, the team should have proficiency in either French (Niger) or Portuguese (Mozambique).

5) Budget, timeframe, and reporting:

- Budget: Combined budget ceiling (for review of both Atlas and HI) is 750 000. A tentative distribution between the two is 350 000 NOK for HI and 400 000 for Atlas, given Atlas is a bigger partner with a more complex structure. A draft budget shall be part of the response letter from the consultants. (Fixed price is also an option)
- A draft workplan shall be part of the response letter from the consultants. Deadline for the final report is 10th of October 2022.
- The final report shall present conclusions backed by reference to findings and give clear recommendations. The report shall include a summary.

Annex B: Review Matrix

The ToR demonstrate that each of the organisational reviews, of which this one focuses on HI, need to explore all 4 abilities, and as suggested in the Tor also explore the relationship between these. Taking this and the specific questions listed in the ToR the following is suggested (See tables overleaf). Where a specific focus is for one organisation (i.e. in this case Atlas Alliance) this has been specified and marked in bold. Other broader questions denote the type of questions that will be explored in the effort to respond to the overarching objectives of the assignment. That is to explore the: 1) Organisational structure; 2) Governance; 3) Cost efficiency; 4) Financial management; 5) Results management; and 6) Contribution to strengthening civil society.

A. Ability to Be

Review areas	Review aspects and questions from ToR	Indicators	Assessment methods/sources
1. Organisational structure and Governance			
Organisational structure	<ul style="list-style-type: none"> Assess the organisational structure related to international development work of each grant recipient. Assess the role and responsibilities of each organisational segment (including headquarters, any regional offices, local representatives and local partners). Assess the value added versus costs of each organisational segment (including headquarters, regional offices, local representatives and local partners) (to be analysed in conjunction with cost effectiveness as outlined below). Assess the capacity and competence within Norad's grant recipients to support implementation of the programme (both thematically and administratively). To what extent are the organisations adequately staffed in relation to their tasks and responsibilities (technical expertise, country knowledge, monitoring and evaluation, financial management etc.)? Atlas: Explore and describe the organisational structures and systems, including different responsibilities and roles, and opportunities for synergies. 	<ul style="list-style-type: none"> Extent to which the organisational structure effectively supports the grant recipient's mission, strategy and delivery of its programme, and any changes in this regard Extent of influence on the allocation, use and implementation of inputs exerted by different organisational entities and selected local partners Level of experience and competence demonstrated by the management and staff with regard to the focus areas and countries of work and the administration of the programme (M&E, financial management, etc.) Extent to which the organisation is fully staffed (no vacancies) and experience regarding staff turnover or attendance problems Existence of transparent system for recruitment of personnel The above indicators will respond to the issue of synergies listed in the previous quadrant, but this will be specifically highlighted in the assessment, review and report. 	<p>Review of</p> <ul style="list-style-type: none"> Statute, organisational chart and strategic plan Agreements with local partners Programme and project proposals and progress reports Programme budgets and financial reports Staffing plan/lists CVs/professional staff profiles Prior evaluations, reviews and audits <p>Interviews with</p> <ul style="list-style-type: none"> Managers and staff Board members Selected local partner organisations
Governance	<ul style="list-style-type: none"> Assess the governance structure of the organisation, its components and relations. If applicable, assess the composition of the Board, the competencies of each Board Member, and the process of appointment to the Board. Assess to what extent there is separation of duty between the Board and the Management of the organisation. Assess to what extent the Board is able to exert quality control and spending control over the operations of the organisation. 	<ul style="list-style-type: none"> Extent to which the governance structure has been formalised, effectively operationalised, and ensures accountability, transparency and participation Extent to which Board membership is politically neutral, gender balanced and adequate for carrying out mandated duties Existence of clear division of roles and responsibilities between the Board and management of the organisation (and limitations on the power of management) Existence of a process whereby Board members are elected through a transparent process for a defined time period by the organisation's membership Extent to which the Board reviews, deliberates and approves the organisation's strategic plan, programmes and projects, budgets and financial reports 	<p>Review of</p> <ul style="list-style-type: none"> Statute and organisational chart Minutes from Board meetings and annual members' meetings List of Board members Board regulations Job description of Executive Director Board reports <p>Interviews with</p> <ul style="list-style-type: none"> Board members Executive Director

B. Ability to Organise

Review areas	Review aspects and questions from ToR	Indicators	Assessment methods/sources
2. Cost-efficiency and financial management			
Management	<ul style="list-style-type: none"> • Ability to respond to and integrate learnings from the previous organisational review or similar process (mainly Atlas). 	<ul style="list-style-type: none"> • Review of management response to organisational review and documentation of meeting demands. 	Review of <ul style="list-style-type: none"> • Relevant documents depending on the recommendations made Interviews with (depending on recommendations made) <ul style="list-style-type: none"> • Managers and staff • Board members • Selected local partner organisations, may require phone calls to other countries, such as Malawi, for example
Money-Flow Analysis and Cost-Efficiency	<ul style="list-style-type: none"> • Assess the amount and share of costs spent by headquarters, any regional offices, local offices/representatives and local partners. Assess the costs versus added value of each cost segment analysed. • Assess the level of overhead/administration costs at each administrative level. • Assess the reasonableness of the cost levels for salaries, travel, <i>per diem</i>, use of allowances and benefits (at headquarters, any regional offices, local offices/representatives and local partners, with detailed analysis of local partners in the selected countries). • For the selected local partners, what is the share of funding from Norway versus other donors and locally generated funds? 	<ul style="list-style-type: none"> • Share of Norad funds used for covering different types of costs at all levels of operations • Share of administrative costs incurred in Norway in relation to total programme costs covered by Norad's contribution • Share and amount of funds sub-granted to local partner organisations and/or used for implementation of local projects • Extent to which salary levels, allowances and benefits are market-based and formalised in policy subject to regular review • Existence and application of travel regulations ensuring cost-efficiency and not exceeding the ones established by the Norwegian government • Share of Norad funds in relation to the total income of selected local partners • Extent to which planning of inputs is done with due consideration to costs (existence of policies and practices to ensure cost-efficiency) 	Review of <ul style="list-style-type: none"> • Financial reports to Norad • Grant recipient's consolidated financial report for the last year • Detailed accounting data • Salary policy and pay roll documents • Salary market surveys commissioned by the grant recipient • Travel policy and regulations • Annual financial reports of selected local partners Interviews with: <ul style="list-style-type: none"> • Financial Manager • HR Manager • Programme staff

<p>Financial management</p>	<ul style="list-style-type: none"> • What is the annual income/revenue? And its income sources? Is the income/funding predictable? • How solid is the organisation? Any deficits? How large is the equity in relation to assets? What are the assets/debts? • What do the most recent financial statements tell us? What are the levels of cash, debtors, creditors and other outstanding liabilities? <p>Assess the procurement guidelines and level of compliance with such guidelines.</p> <ul style="list-style-type: none"> • Assess the financial guidelines and accounting system and level of compliance with such guidelines (refer to Norad’s checklist regarding financial management) • Assess the systems and procedures in place for preventing, revealing and handling financial irregularities and corruption, and the level of compliance with such systems and procedures. Is there regular communication and training on staff responsibilities in relation to reporting fraud, bribery and corruption? What areas of the organization/activities contain the most risk for corruption? • To what extent do the above-mentioned guidelines and actual practice comply with the requirements set out in the agreement with Norad? • Assess follow up with suggestions made (re financial compliance) – (Atlas) 	<ul style="list-style-type: none"> • Extent of recurrent, long-term and diversified funding available (including the volume of reserves) • Existence of guidelines and mechanisms that ensures competitive and transparent procurement of goods and services <p>Comprehensiveness of financial management guidelines (e.g. covering information on division of roles in financial procedures, budgeting and financial reporting, payment instructions, accounting policies, other internal controls)</p> <ul style="list-style-type: none"> • Existence of segregation of duties within financial procedures, e.g. between accounting and handling of cash • Existence of transparent and standardised procedures for the management of bank and cash holdings • Extent to which accounting is done in a specialised accounting software/database • Existence of regular and timely reports and reconciliations of accounting and bank records • Existence of an up-to-date assets register • Existence of a comprehensive and transparent system for providing, managing and following-up sub-grants to local partner organisations • Extent to which corruption and fraud is prevented, detected and actively followed-up at all levels 	<p>Review of</p> <ul style="list-style-type: none"> • Most recent annual financial report of the grant recipient • Procurement guidelines and records • Financial management guidelines • Anti-corruption/fraud policy • Most recent annual financial report of the selected local partners • Agreement with Norad • Agreements between the grant recipient and selected local partners <p>Interviews with</p> <ul style="list-style-type: none"> • Financial Manager • Executive Director • Selected local partner organisations <p>Spot checks:</p> <ul style="list-style-type: none"> • Application of procurement guidelines • Application of financial management guidelines • Accounting system • Assets register
<p>Auditing process</p>	<ul style="list-style-type: none"> • Is there an annual audit of the organization as an entity? Were there any significant matters / weaknesses brought up in the last audit? • Who performed the audit (which company)? Are they independent chartered/certified or state-authorized public accountants? For how long has this auditor been responsible for this organisation? • Are the audits conducted in accordance with internationally accepted standards (IAS)? • Are sub-grants audited as part of the overall audit? • Did the auditor submit a management letter? Did management prepare a response? Are there any significant findings? • Verify that local audits are performed and that the last audit opinion was unqualified. • Describe the audit process from local audit to the 	<ul style="list-style-type: none"> • Existence of an audit policy requiring annual financial audits of a certain type and standard • Extent and nature of significant matters brought up in the most recent financial audit • Qualification of auditor • Audit standards applied • Scope of the grant recipient’s audit • Existence of an auditor’s management letter and management response • Existence and nature of local audits • Existence of instructions from the grant recipient’s auditor to local auditors and related quality assurance mechanisms 	<p>Review of:</p> <ul style="list-style-type: none"> • Audit policy • Most recent annual financial audit • Auditor’s certification • Most recent auditor’s management letter • Grant recipient’s management response to most recent audit • Local audit reports • Audit instructions to local auditors <p>Interviews with:</p> <ul style="list-style-type: none"> • Financial Manager • Financial Managers of selected local

	<p>consolidation at the central level.</p> <ul style="list-style-type: none"> • Assess whether audit instructions are given from the auditor at the central level to the local auditor(s) and further direct communication between the two actors. • Assess whether the auditor at the central level performs any quality assurance of local audits. 		<p>partner organisations</p>
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C. Ability to Do

Review areas	Review aspects and questions from the ToR	Indicators	Assessment methods/sources
4. Results achieved			
Results management	<ul style="list-style-type: none"> To what extent are the objectives and targets for the selected programmes achieved? Assess the quality of the reported results by reviewing the organizations' systems and practice for data collection, analysis, quality assurance and reporting. To the extent possible, verify the accuracy and objectivity of selected reported results in the field. To what extent can reported results be attributed to Norad's grant recipients' economic and technical contributions to the selected programs? To what extent have Organisations for Persons with Disabilities (OPDs) been involved in development and design of activities (HI)? How are the rights of PWD being enhanced (Atlas)? 	<ul style="list-style-type: none"> Extent to which the grant recipient together with local partners have achieved expected outcomes and contributed to changes at the beneficiary level, as indicated in reports to Norad Existence of a M&E system with problem/theory of change analysis, results matrixes, SMART results, baselines, data collection plans and tools, M&E budget, management response and organisational learning mechanisms Extent to which the results reported to Norad correspond to the ones reported by selected local partner organisations and articulated by target group representatives Existence of a clear causal relationship between the grant recipient's inputs and the achieved Outcomes Documented processes of engagement of OPD including guidelines and the detail that these include (level of engagement and nature of engagement) Documentation on progress on the file of rights of PWD. 	<p>Review of:</p> <ul style="list-style-type: none"> Narrative reports to Norad Selected local partners' narrative reports to the grant recipient Results frameworks at strategic, programme and project level Spot checks of documents demonstrating OPD engagement <p>Interviews with:</p> <ul style="list-style-type: none"> Programme staff/M&E officer Selected local partner organisations <p>Focus group discussions with:</p> <ul style="list-style-type: none"> Representatives of target group in selected country
Civil society strengthening	<ul style="list-style-type: none"> To what extent has the grant recipient contributed to strengthening the administrative and financial management capacity of their partners? Which activities are the partners engaged in? Do they include service delivery, advocacy, a combination of the two, or other activities? If the partner organisations are conducting advocacy at the local or national level in the target country, what results have they obtained? To what extent can this be attributed to their partnership with the grant recipient? Has the partnership benefitted other civil society organisations in the target country beyond the formal partner(s) of the grant recipient? Within strengthening of OPDs and advocacy work, to the extent possible, verify the accuracy and objectivity of selected reported results in the field. 	<ul style="list-style-type: none"> Extent to which the selected partner organisations have developed and improved systems for administration and financial management with support from the grant recipient Extent to which selected local partner organisations have: <ul style="list-style-type: none"> influenced or informed decision making conducted action-oriented research promoted and defended the interests of specific groups been engaged in policy debates formed alliances and coalitions to coordinate action generated public awareness on particular topics Extent of positive and measurable changes for CSOs at the country level that can be linked to the grant recipients and its local partners interventions <ul style="list-style-type: none"> Documented material showing accuracy and objectivity of reported results. 	<p>Review of:</p> <ul style="list-style-type: none"> Narrative reports to Norad Selected local partners' narrative reports to grant recipient Prior evaluations and reviews <p>Interviews with:</p> <ul style="list-style-type: none"> Programme staff Selected local partner organisations <p>Focus group discussions with:</p> <ul style="list-style-type: none"> Representatives of broader civil society in selected countries

D. Ability to Relate

Review areas	Review aspects and questions	Indicators	Assessment methods/sources
3. Partnership management and responsiveness			
<p>Partnerships and responsiveness</p>	<ul style="list-style-type: none"> • What partnerships, alliance and networks do the grant recipient maintain in Norway, internationally and in the selected countries? • What are the roles and perceived relationships with these partners? • To what extent has the grant recipient built effective partnerships in practice? • How participatory is the grant recipient’s programming process? • What is done to ensure that target group’s needs, and views are reflected in the programming process? • How responsive is the grant recipient’s programming to emerging developments? 	<ul style="list-style-type: none"> • Extent of cooperation, coordination and synergies tapped with other NGOs, government actors, private sector, academia, etc. • Extent to which choice of partners is justified and based on considerations related to legitimacy, capacity and sustainability • Extent to which local partnerships are built on: <ul style="list-style-type: none"> - trust and accountability (complementary strengths, joint decision-making) - clarity in project management (joint goals, agreed indicators clear division of roles) - shared perceptions and values - mutual support - transparency (in information flows, financial matters, commitments, etc.) - personal relationships • Extent to which programmes and plans are based on a credible context analysis and consultations with local partner organisations and target groups 	<p>Review of:</p> <ul style="list-style-type: none"> • Strategic plan • Partnership strategy • Capacity building policy • Programme and project documents and reports • Risk logs <p>Interviews with:</p> <ul style="list-style-type: none"> • Partners in Norway • Selected local partner organisations <p>Focus group discussions with:</p> <ul style="list-style-type: none"> • Representatives of target group and broader civil society in selected countries

Annex C: Persons Interviewed

C1: Remotely

Name	Position	Gender	Date of Meeting
Mr. Jean-Noël Dargnies	Chairman Federal Board of Trustees	M	06.09.22
Mr. Stanislas Bonnet	Institutional Funding Director	M	13.09.22
Mr. Mickael Poulain	Chief Financial Officer	M	16.09.22
Mr. Pierre Gallien	Director of the 3i (Innovation, Impact and Information) Division (incl. partnership policy)	M	20.09.22
Mr. Dominique Delvigne	Geographical Director (incl. for Mozambique)	M	20.09.22
Mr. Olivier Benquet	Geographical Director (incl. for the multi country HELASIA project)	M	20.09.22
Ms. Céline Blay	Human Resources Director	F	20.09.22
Ms. Estelle Pourcelot	Head of Internal Audit	F	22.09.22
Hans De Block	Institutional Partnerships Advisor	M	18.08.22
Griet Van de Voorde	HELASIA project coordinator based in Kigali	F	18.08.22
Yamina Issad	Operations Officer based in Lyon	F	18.08.22

C2: Mozambique

Name	Position	Organisa tion	Gender	Date of Meeting
Henriqueta Mola	Project Manager	HI	F	29.08.22
Jan Mangumbule	Inclusive Education Officer	HI	M	29.08.22
Cristina Langa	Inclusive Education Agent	HI	F	29.08.22
Baltasar Ussaca	Operational Coordination	HI	M	29.08.22
Ali Cossing	Technical Unit and MEAL	HI	M	29.08.22
Sandía Abuxahama	MEAL specialist	HI	F	29.08.22
Herminia Xerinda	Human Resources	HI	F	29.08.22
Issufo Fahardine	Logistics	HI	M	29.08.22
Cecília Manhanga	Finances	HI	F	29.08.22
António Nhantumbo	President	ADEMO	M	30.09.22
Farida Gulamo	Executive secretary	ADEMO	F	30.09.22

Annex D: Project Visits

Project	Organisation
1 School -Inclusive Education	HI
3 Schools -Inclusive Education ⁷	ADEMO

⁷ In comments to this report, HI noted that one of the schools visited with ADEMO was not supported through HELASIA. It is noted that ADEMO had been informed that all schools selected should be included in the HELASIA program, and that they were free to choose ones that were logistically easiest to reach.

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