



LE GOUVERNEMENT  
DU GRAND-DUCHÉ DE LUXEMBOURG  
Ministère des Affaires étrangères  
et européennes

Direction de la coopération  
au développement et  
de l'action humanitaire

# Evaluation of six development NGOs accredited by the Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg

## Synthesis report of the evaluation HANDICAP INTERNATIONAL LUXEMBOURG (HIL)

EVAL/2013/01

Extract of the final version dated November, 15 2013 :  
Fact-sheet and Executive summary

*In 2013, the Directorate of Development Cooperation and humanitarian action of the Ministry of Foreign and European Affairs commissioned an independent evaluation of six development NGOs accredited by the Ministry of Foreign and European Affairs of the Grand Duchy of Luxembourg, included the NGO Nouvelle Pro Niños Pobres. The evaluation was conducted by the consortium Artemis/Insyde. The Ministry publishes below a summary of the main results of this exercise.*

*Observations, assessments and recommendations expressed in this document represent the views of the evaluators and do not necessarily reflect those of the Ministry.*



### FACT-SHEET

HIL	Established in	Accredited in	Framework agreement since	Co-financed since	Previous evaluation in
	1997	09/1998	2004	-	2007
Missions	Cooperation in international development and solidarity; integration and autonomy for disabled people, as well as help for rehabilitating people affected with regard to their physical, mental and/or social integrity or in circumstances of deprivation, in regions of the world where this is required.				
Expected results / axes of intervention	Preventing disabilities; making services available, which are adapted and accessible, in the activity sectors of the NGO; increasing capacities, promoting social participation; preventing and reducing the consequences of crises on people and communities and contributing to the organisation of aid.				
Financing tools	Donations, partnerships and framework agreement with the Ministry of Foreign Affairs.				
Strategy (AC3)	Sectoral concentration in what is fundamentally the Handicap International domain: disability circumstances in the context of poverty, conflict or risk of natural disasters.				
No. projects	26 + 1 (Bolivia) following revision in 2011.				
No. sectors	4 (re-adaptation of disabled people, deficiency prevention, social and economic inclusion and support for civil society).				
Budget Implementation rate	100% evaluation completed at the end of the framework agreement.				
<b>Results</b>					
Organisational audit	HIL has 10 salaried employees who work in administration / finance, communications and on the programmes. In the programmes sections, HIL has 3 technical experts of reference for the HI network (inclusive education, bomb/mine disposal and rehabilitation). For Luxembourg, this is an NGO of some considerable size.				
Strategic analysis	The extension of the fields of intervention (capacity building) requires the deployment of different technical expertise and means.				
Sample evaluation of projects	Sample: 3 projects in Cambodia. The 3 projects fit into the strategic framework of the local HI office in Cambodia and there is a good synergy between the 3 interventions. The format of the reporting set out by HIL is not optimal. There is no information available that enables the performance of the interventions to be assessed.				
<b>Conclusions</b>					
The NGO is well-structured and well-organised and benefits from the competences and strengths of an international network, particularly in accompanying interventions in the field (network support for the identification, preparation, implementation and monitoring of projects). Belonging to the Federation has its advantages but it also has its constraints. HIL has a proactive positioning within the Federation (technical experts of reference) as well as in the local context of Luxembourg. HIL has high capacity with regard to marketing and management / monitoring donations. The donations and number of donors are constantly increasing, which gives the NGO a very positive vision of its future.					
<b>Principle recommendations</b>					
Organisation	Improve the classification of documents				
Medium term	Greater appreciation of the experience gained through systematic restitution of the results from technical and monitoring missions				
Strategy	Regularly revisit the conditions of disengagement with the partners (targets in terms of autonomy and development of each of them)				
Projects	Improve the collection of information regarding the projects in order to feed the existing monitoring and evaluation systems and make them perform better				






## EXECUTIVE SUMMARY

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### 1 The mandate

This work has been carried out in the context of the service contract granted to Artemis, in a consortium with the company, InSyDe, to evaluate 6 NGOs that benefit from financial aid from the Ministry of Foreign Affairs either through co-financing or framework agreements. Beyond constituent questions of evaluation work, the mission also had to address the strategic approach linked to the development of the framework agreement proposal by the NGO, and the existing relationship between HIL and the Handicap International network. To do this, three operations have been carried out simultaneously:

-  An organisational and structural audit
-  An evaluation of the strategic and operational approach
-  An evaluation of a sample of projects in Cambodia.

### 2 The NGO evaluated

HIL was created in 1997 and then very quickly obtained the agreement of the Ministry of Foreign Affairs in 1998. The relationship with the Ministry of Foreign Affairs began with the financing of two projects for the victims of conflicts and non-exploded ammunitions in Cambodia and Laos. Since then, 3 framework agreements have been signed with the Ministry of Foreign Affairs, with the proposal for a 4<sup>th</sup> having just been proposed in this last quarter of 2013.

The AC3, which was the subject of this evaluation, covers 27 projects in 22 countries. Of the 22 countries, 7 were from the target countries from the cooperation of Luxembourg (Cape Verde, Mali, Senegal, Burkina Faso, Nicaragua, Laos and Vietnam). The total amount of the framework agreement is EUR 11,706,036.76; it has been the subject of 3 adjustments which were documented and discussed with the Ministry of Foreign Affairs.

HIL is well-established in Luxembourg with regard to social mobilization around these activities concerning the NGO as well as in terms of more general topics of development in association with other NGOs in the country. HIL is the owner of its premises and welcomes other local NGOs. The relationship with the circle of NGOs and the technical assistance office is good.

The NGO has already been the subject of an evaluation financed by the Ministry of Foreign Affairs in 2007.

### 3 The approach and the methodology implemented

The improvement of the quality of interventions is the central concern of the work of evaluation. It is not a case of rating the actors involved but of helping them reviewing their practices, not only in their relationship with the Ministry of Foreign Affairs who finances them, but also in terms of their relationship with local partners who are implementing the projects in the field. The work of evaluation is an integral part of the project cycle and it is a one of its “natural” stage.

Work was launched in April 2013 with a kick-off meeting between the evaluation team, the Ministry of Foreign Affairs and the NGO. It was followed up by a documentary study (documents gathered from the NGO) and by a series of meetings at the head office of the NGO with the permanent team and the members of the board. This first part of the work was the subject of a discussion with the Ministry of Foreign Affairs and the NGO in June. The missions were organised in the field in June and September – at Phnom Penh, Siem Reap, Banteay Meanchey, Kep and Takeo.

This report is the synthesis of all the above.

The Artemis/InSyDe consortium mobilised several experts to contribute to the work on these organisational and strategic aspects (Marc Roure), on the project aspects (Vichetra Kong) and on the overall synthesis (Thierry Paccoud).

## 4 The results of the evaluation

### Organisational and structural audit

HIL is a member of the federation, Handicap International, which was set up in 2009 based on the HI network, initially started up in 1982. The federation now has 8 national associations, of which HI France (HIF) and HI Belgium (HIB) are the most important. The national associations are contractually linked (licence contract for the use of the HI brand and specific agreements between them for implementing projects) and work very closely together (identification, preparation, implementation, monitoring and evaluation of projects). HIL is specifically positioned in the network with a will to anchor itself securely in the local environment of Luxembourg.

HIL has 10 salaried employees, who work in administration / finance and communications and on the programmes themselves. In the programmes section, HIL also has 3 technical experts of reference for the HI network (including education, mine disposal and rehabilitation). For Luxembourg, it is therefore an NGO of a significant size.

Through its integration into the federation, HIL has a high capacity, not only with regard to the collection of funds but also their usage. The harvesting of funds is managed by a team of two full-time people assisted by volunteers on the basis of the HI “brand” and HIL can rely on a network of well-established donors, which is also growing.

### Strategic and operational analysis

The members of the board are particularly invested (and continue to be invested) in promoting the activities of the NGO and its anchorage within Luxembourg society. They have been able to build on a field of work that presented numerous advantages (languages, geographical location, secularism, etc.) and which was very open to development cooperation. It is a notable success for the NGO.

Within the federation, HIL has 3 technical experts of reference who also provide services to other members of the network. It is a specific positioning that enables intervention into the network beyond its representation in the bodies of the federation.

From supporting victims of poverty, conflicts and disasters, the target audience in certain countries evolved towards reaching all people suffering from a disability (this was successful in Cambodia). This is accompanied by a change in approach in interventions which, instead of being directed towards the beneficiaries (“doing”) is nowadays orientated towards the strengthening of capacities in favour of local partners (“making them do”). It should be highlighted that the transition is not neutral and that it has implications, particularly in terms of the type of expertise and the means to deploy in the field. Very good technicians are not necessarily good organisers / trainers; the areas where support is required are less technical and more organisational or programmatic. The federation is improving its capacity to adapt to these changes through the deployment of means for the “direction of technical resources” and the carrying out of in-house training.

### Sample evaluation of projects:

Three projects have been the subject of a rapid evaluation on-site: support to the local NGO, CABDICO, for operations in supporting families and communities of disabled people (CAMB1); supporting rehabilitation centres in Siem Reap and Takéo (CAMB3); and the Happy Child project (CAMB4).

All the AC3 actions in Cambodia are directed towards supporting people in circumstances of disability. They are part of the interventions of the HI network in the country that started up, for most of them, more than 20 years ago. However, there is currently no credible and reliable official figure on the number of people concerned, or on the cause or nature of the disability. Monitoring of the project is therefore only carried out on input and results indicators and there is no analysis of performance and/or impact. It is to be noted that the consideration of collecting project information is particularly limited with CAMB3, and that it is slightly better with the other projects. The HI federation has launched a review of this subject. It should be noted that the collection of information on disability is difficult as, even if certain international standards exist in this area, traditional surveys of households do not give precise appreciation of the nature and severity of the disability.

## 5 Conclusions and good practices

Generally speaking, and in comparison with the other Luxembourg NGOs working in development, HIL is one of the NGOs that is well-structured, well-organised and benefits from competences and economies of scale that being part of an international network may provide. This gives HIL a stature and back-up (technical and financial) that enables it to secure its operations and professionalise its staff. The methods are tried-and-tested and the processes well-oiled, particularly with regard to the preparation of the framework agreement.

The preparation of the framework agreement is also a good practice to add to the assets of HIL: the former framework agreement is the subject of a review taking the form of a meeting in the course of which the directors and the monitoring and project support team give its overall appreciation on the implementation of the projects of the framework agreement, and draw the lessons to be integrated into the next framework agreement. The review concerns the various characteristics of the framework agreement: duration, types of projects, thematic axes, geographical axes, transverse activities and means.

## 6 Recommendations

Recommendations
<b>General</b>
<p>Pursue the review already initiated on establishing gateways with the Luxembourg based actors supporting disabled people (NGO and government) to exchange information and experience.</p> <p>Think about the geographical concentration of interventions across the framework agreement, focused around the partner countries of the Luxembourg cooperation</p>
<b>Organisational</b>
<p>Complement the monitoring indicators for the framework agreement projects with global indicators to procure an overall view of the monitoring and control schemes. Present the dates of monitoring missions, of the production of reports, of the evaluations for all projects and for the whole duration of the framework agreement in the same table,</p> <p>Set up a document classification system, which enables the identification of the nature of a document (monitoring report, technical report, study, evaluation, etc.), the successive versions of these documents (1st draft, revised field version, revised HQ version, final version, etc.), the authors, the dates of production, the languages and other characteristics.</p>
<b>Strategic</b>
<p>Maintain the strategy set up by the current board, with a balance between the contribution of volunteers and that of professional staff, particularly for its advocacy and anchoring in Luxembourg</p> <p>In preparing the framework agreement, make the analysis / review of the previous framework agreement a more rigorous operation, which is documented above and beyond the current comparative table</p> <p>Have a better understanding of the experience acquired in the field via regular restitutions from the field in Luxembourg and as a result of the missions</p>
<b>On projects and partnerships</b>
<p>Among HIL project managers (as well as their partners in the HIL network), promote the systematic collection and analysis of information based on the target populations (disabled persons) and the context (local and sectoral) of the operations, in order to enable the appreciation of the results and of the performance of the activities implemented</p> <p>Open up the transversal activities of the framework agreement to local partners outside the staff of the HI network.</p> <p>Improve the reporting system on the project activities and harmonise use. Step outside the strict parameters of the logical framework and allow the option of comparing successive periods. Limit the number of those involved in monitoring the project</p>