

Report
Review cum Appraisal of Programme submitted to CISU
by International Aid Services – Denmark
Equal Educational Opportunities

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0. Executive Summary

IAS Denmark (IAS-DK) is a Danish NGO founded in 2000 as an umbrella for emergency and development activities undertaken by Mosaik (a network of Pentecostal churches in Denmark) in collaboration with their partners abroad. In 2015 CISU received a programme grant from CISU of DKK 12.8 mill for an Inclusive Education (IE) programme in Sudan, South Sudan, Tanzania and Kenya beginning 1 December 2015 for a 3-year period.

An application for a 3-year phase 2 of the programme is currently being prepared: a draft concept paper has been prepared by IAS and was submitted early February. The present assignment is undertaken at the request of CISU and offers a combined review and appraisal of the IAS-DK IE programme.

CISU requires that all RevApp reports apply CISU's twelve assessment criteria for programme grants. In addition, assignment ToR agreed by CISU and IAS-DK points to three main issues specifically relating to the IE programme to be assessed:

1. *IAS capacity to work with inclusive education* as a competent counterpart for relevant stakeholders and partners;
2. The extent to which a *programmatic approach has enhanced advocacy efforts*, which can lead to sustainable local level civil society organisations;
3. Possible synergies between *IAS humanitarian efforts and long-term civil society development*

Findings and recommendations from the review

IAS offers a substantial track record in working with IE during 17 years of project-focused interventions. During phase 1, the organisation has managed the transition from project to programme management very satisfactorily and IE programme members are aware of differences and similarities among the respective countries. Despite important differences, the four countries offer a conducive policy environment to promote the relevance of IE.

A CISU monitoring visit to IAS in 2016 considered IAS-DK a well-functioning organisation with adequate accountability measures and financial management systems and recommended measures such as streamlining and strengthening partner capacity in financial management.

The consultant agrees to the need to strengthen financial management at partner level. **The consultant further recommends that efforts be made to clarify the role of IAS country offices in financial management of IE activities.** Requirements related to managing programme funding to some extent differ from financial management of project grants by placing a larger emphasis on partner capacity.

Partnership issues in two of the four countries and the need to relocate field activities in South Sudan have meant that less attention has been paid to shared learning across IE programme members.

The overall strategy contained in the approved programme document for 2015-18 includes three programme objectives (PO) and this framework is assessed to have made up a relevant and effective strategy to accomplish the overall programme development goal. The relevance of the programme approach and results achieved in phase 1 are well in line with the Danida Civil Society policy.

Competencies available among the IAS-DK team complement the strong technical skills offered by the Nairobi-based MEAL coordinator and IE lead programme manager. At IAS country office level a relevant variety of competences are available. However, such resources have primarily been employed within the framework of the individual IE country programme, while these have so far not been shared across the four countries. There has been limited professional collaboration between

staff involved with IE activities and other IAS staff members in the four countries, and **the consultant recommends that more efforts are made to exploit potentials of working with other parts of IAS programme efforts in East Africa**, e.g. within the 'NEXUS' field, see below.

Overall, IAS continues to hold substantial collective experience in the IE field, yet this may not be exploited to its broad potential, and the substantial technical insight held by e.g. the IE lead programme manager may be put to its full use if efforts are shifted towards system maintenance rather than learning and development.

The IE programme has been challenged by ineffective relations between IAS-DK and the respective local IE partners in Kenya and Sudan. It is **recommended that IAS-DK reviews expectations to IE programme members to minimise the risk of similar tensions in the proposed phase 2 of the programme**. The four IE country efforts have each made significant contributions to forming effective local networks among relevant IE stakeholders offering space and capacity to groups, who might otherwise not have engaged to the extent now experienced.

The emphasis in the programme document to distinguish between countries 'depending on the existence and quality of the legal framework' has been replaced by a growing focus on addressing barriers to implementation. The consultant **recommends that more efforts be made during the remaining part of phase 1 to study differences and similarities across the four countries regarding such implementation barriers. The consultant further recommends prioritising efforts to promote synergy focusing on identifying shared learning across the four countries**.

The programme document and its ToC emphasise the importance attached to working with stakeholders at district and community levels to promote IE. Here effective relations have been built with relevant stakeholders, including government authorities

The programmatic approach has helped draw up plans for contextualised advocacy in the four countries and built capacity among programme members in this field. The IE programme has made it a choice during phase 1 to focus on 'recognising advocacy' confined to district and community levels and promising results are emerging with local formal duty bearers (FDBs) committing themselves to live up to obligations contained in national IE policy frameworks. Yet **IAS is recommended assessing how to exploit the potential for evidence-based advocacy at national level**.

The new MEAL framework seems relevant to programme objectives but **the consultant recommends IAS to consider a clearer prioritisation of efforts, at least for the remainder part of phase 1**. The IE programme would appear to have adequate monitoring and accountability systems in place, but **the consultant recommends that main efforts aim at identifying shared learning from phase 1**.

Findings and recommendations from the appraisal

The proposed phase 2 of the IE programme represents a continuation of the present programme, and the consultant considers this feasible and relevant, as there has been no major contextual changes and as phase 1 of the programme have delivered adequate results relative to aims and objectives outlined for the 2015-18 period.

The draft concept paper for 2019-21 is in accordance with the Danida Civil Society Policy and offers a good balance between capacity building, strategic service delivery and advocacy. As argued below **it is recommended that IAS aims for enhanced programme synergy in the next phase and makes adjustments to its advocacy efforts. IAS should further clarify overall programme management**, including the relevance of a continued reliance on a lead agency.

Concerning advocacy strategies, **it is recommended that the IE programme analyses the potential benefits of reaching out to a wider group of CSOs and other stakeholders**, including national NGOs and resource centres working with education agendas such as what IAS is currently planning in Sudan. While this may not imply that the group of actual IE programme members is expanded, working with alliances and a wider network of ad hoc partners may help enhance sustainability of programme efforts.

The preliminary ToC suggests that a distinction is made between South Sudan and Sudan on the one hand, and Kenya and Tanzania on the other hand because stable and fragile contexts respectively require distinct and different approaches. While the four country contexts span quite different challenges, the consultant considers the 'IE agenda' to be substantively comparable across the four countries to justify a programme approach as proposed by IAS.

The space for civil society and advocacy opportunities vary considerably across the four countries. **The consultant recommends that this be considered as implying strategic choices (e.g. based on a distinction between 'stability' and 'fragility') concerning the role of programme members and wider partnership relations as well as concerning advocacy. On the other hand, the programme document including the ToC should highlight the benefits and implications of a joint approach to IE in East Africa.**

IAS is proposing to replace the present dual approach to advocacy with the concept of 'constructive civic engagement'. While this new approach is more elaborate, it seems to require quite some capacity of IE programme members in phase 2. **The consultant recommends that the proposed new advocacy framework be carefully assessed concerning how local phase 2 advocacy efforts can build on the results and experience gained in phase 1. The consultant further recommends that IAS considers increasing its advocacy engagement with national stakeholders with the aim to enhance sustainability of local IE efforts by ensuring that these are known and backed at the national level.** This will require expanding its existing network to relevant individual national NGOs and resource centres as well as drawing on resources available internationally.

The consultant considers IAS a highly relevant actor to address NEXUS related challenges in light of the organisation's dual experience of working with humanitarian interventions as well as long-term civil society development. However, like many other actors IAS continues to organise its strategic thinking, fundraising and operational procedures so that these two fields are considered as distinct areas of interventions rather than adopting a more integrated approach.

In order to assist the preparation of a proposal for a new phase of the IE programme **the consultant recommends that funds available in the present programme budget for a final evaluation be used for**

- **A review of existing experience of the IAS Alliance members in working in fragile situations, including how IE interventions can best be undertaken in these situations** where beneficiary needs and operational opportunities may change with short notice.
- **A review of the contextual framework for IE by assessing primary education in the four countries as well as barriers for implementing the existing legal framework for inclusive education.**

1. Introduction

IAS Denmark (IAS-DK) is a Danish NGO founded in 2000 as an umbrella for emergency and development activities undertaken by Mosaik¹ in collaboration with their partners abroad. Individually, Pentecostal churches in Denmark have been engaged with evangelisation in developing countries since 1912 and have previously raised funds themselves for such purposes and humanitarian efforts.

IAS-DK has a membership of 35 churches with 4000 members in Denmark and is working in seven countries in Eastern Africa: Uganda, Somaliland, Ethiopia, South Sudan, Sudan, Kenya and Tanzania². The organisation is an active member of the IAS Alliance, founded in 1999 with IAS Sweden (IAS-S) as the largest of 14 members: Europe (3), USA, and 10 in Eastern Africa and the Sahel.

IAS-DK manages a portfolio of activities funded by CISU, Danish Mission Council Development Department (DMCDD) and a sizeable volume of resources raised by the organisation itself.³ The organisation lists annual average grant income of 5.4 mill DKK in 2016 og 2017 as relevant for the proposed second phase of the Inclusive Education (IE) programme 2019-2021, of which 60% is made up of income from the current phase of the IE programme (plus 6% from an individual CISU project grant), the remainder being DMCDD funded (11.5%) and from private funds (22%).

In 2015 IAS-DK received a programme grant from CISU of DKK 12.8 mill for an IE programme in Sudan, South Sudan, Tanzania and Kenya beginning 1 December 2015 for a 3-year period.⁴ The programme was built on extensive experience in IAS-DK of working with IE in the context of a series of individual project grants in the four countries plus Somaliland in the years prior to the programme start. CISU in 2015 had declined the inclusion of Somaliland in the joint IE programme, as the proposed local partners did not fulfil CISU criteria.

Parallel to IAS-DK, IAS-S has worked with inclusive education in Somaliland, Ethiopia and Tanzania, and expects that a 3-year IE programme covering these three countries will begin in May 2018 with funding provided from Swedish Mission Council (SMC) with Sida as the back donor. IAS-DK informs that the Swedish programme has been drawn up with substantial reliance on the approach tested in the CISU funded programme, though covering two distinct countries. Tanzania partners in the SMC funded programme are identical to the ones involved with the CISU funded programme and stakeholders from IE partners in Somaliland and Ethiopia have participated in the 2017 and 2018 annual IE conferences. The IE programme manager and the IE MEAL coordinator will both be shared among the two programmes. Terms of Reference (ToR) for the present assignment requests an assessment of the perspectives of merging the proposed phase 2 of the CISU funded programme with the SMC funded programme.

a. Scope of work

The present assignment has been undertaken in the period mid-February to end March 2018 and covers a combined review and appraisal of the IAS-DK programme on Inclusive Education in four countries in East Africa: Sudan, South Sudan, Tanzania and Kenya, as a basis for the present *RevApp* report. An application for a 3-year phase 2 of the programme is currently being prepared: a draft

¹ Since the 2014 capacity assessment report, Pentecostal churches in Denmark have agreed to form Mosaik to consolidate joint activities such as engagement in development work with partners abroad. IAS-DK serves as the institutional expression of this joint effort.

² IAS-DK is also involved in projects in Greece and Nepal.

³ Note a size of own funds as share of total budget. Note on average annual turn-over 2014-16

⁴ IAS-DK expects to request for a no cost extension of this programme to 31 December 2018

concept paper prepared by IAS and submitted early February forms the basis for the appraisal part of the present assignment. A final concept paper for phase 2 of the IE programme will be submitted by IAS-DK by mid-April on the basis of this report, and if the CISU Appropriation Committee in May approves of the outline for a second phase of the programme, a final application will be submitted in September this year with activities beginning in January 2019, subject to final approval of Danish authorities.

The assignment is carried out with reference to ToR (annex A) and involves a desk study of key documents, interviews with informants from IAS-DK and CISU, participation in a partner seminar for IE programme stakeholders in Kenya and a field visit to Tanzania. Outputs from the assignment include a debriefing presentation at the Nairobi partner workshop, an inception note prepared in advance of the field visit to Tanzania (annex B), debriefing notes following the visit to Tanzania (annex C), and the present RevApp report. IAS and CISU are offered the opportunity to comment before the final report is to be submitted on 9 April.

Assignment ToR agreed by CISU and IAS-DK points to three main issues to be assessed in the report:

1. *IAS capacity to work with inclusive education* as a competent counterpart for relevant stakeholders and partners (considered as part of section 2: Review);
2. The extent to which a *programmatic approach has enhanced advocacy efforts*, which can lead to sustainable local level civil society organisations (considered as part of section 2: Review as well as section 3: appraisal).
3. Possible synergies between *IAS humanitarian efforts and long-term civil society development*; (considered as part of section 3: Appraisal)

Initially, IAS-DK and the consultant had agreed that the field visit would be undertaken in Sudan, as this would provide opportunities to assess IAS IE work in fragile contexts. However, government regulations in Sudan require that permission to visits districts outside of Khartoum can only be considered and decided upon after arrival in Khartoum and possible a week for processing the application.

Hence, field visit plans had to be rescheduled with short notice to Tanzania. In addition to these challenges, sudden flight changes furthermore meant shorter time in Dar es Salaam, and therefore an envisaged meeting with the embassy of Denmark could not take place. Furthermore, partner representatives from FPCT national office and ICD did not turn up during the time available. Yet meetings with programme stakeholders in Sumbawanga and Nkasi (Rukwa and Katavi region respectively) proved very informative and relevant for the assignment.

ToR suggests that the present study shall also assess the role of ITC in working with IE at community level. It has, however, been agreed with IAS, that this shall not form part of this assignment as there are no actual plans which the consultant could assess at this point in time.

Sustainability of smaller CSO groups as the ones working on community mobilisation in the present IE programme is a recurrent feature for many NGO interventions. The ToR points to assessing pros and cons of employing VSLA for the proposed next phase of the IE programme. It has been agreed with IAS that as there are no specific IAS plans available yet, this will be at a general level only.

Following this introduction, the report is structured into two main sections, each organised according to CISU assessment criteria for programme grant applications: 2, review of the current programme and 3, appraisal of the proposed phase 2. Where appropriate, specific recommendations are numbered and integrated into the relevant sections in **bold font**. The three main issues listed in the ToR (cf above) are addressed in separate subsections, cf the table of contents.

2. Review – including assessing programme performance in relation to CISU assessment criteria

a. Follow up on the capacity assessment and recent developments within IAS

Prior to approval of the IE programme grant for phase 1, an external consultant carried out a capacity assessment of IAS-DK in September 2014. The report considered IAS-DK to have adequate experience and capacity, while collaboration between IAS-DK and its partners were found to meet CISU criteria. Recommendations centred on further development of human resources with IAS-DK, developing an advocacy strategy, engaging more with strategic networks in Denmark and internationally, strengthening programme results framework and developing financial management procedures for handling suspicion of fraud.

IAS-DK has made a thorough follow-up to the report and its recommendations. This has been handled by the director and where relevant, efforts have involved the board. The most recent CISU monitoring visit to IAS in July 2016 (only about half a year into the current programme implementation) considered IAS-DK a well-functioning organisation with adequate accountability measures and financial management systems. While the overall assessment was positive, the report from the monitoring visit includes a number of recommendations regarding i.a. streamlining and strengthening partner capacity. Subsequently, IAS-DK is currently considering using funds for phase 2 of the programme for a Nairobi-based part-time roving financial controller who will help strengthen partner financial management capacity.

The consultant agrees to the need to strengthen financial management at partner level, though it has not been possible in this assignment to assess the relevance and effectiveness of that particular proposal. **[1:] The consultant recommends that more efforts be made to clarify the role of IAS country offices in financial management of IE activities** as requirements related to managing programme funding to some extent differ from financial management of project grants, around which IAS offices generally have designed their financial management procedures.

In general, the consultant considers information and assessments contained in the 2014 Capacity Assessment as still valid, but would like to draw the attention to the following areas where new developments in IAS add further to analyses previously carried out.

The Board of IAS-DK have received briefings on developments in the IE programme (the role of the board had been considered as part of the 2014 capacity assessment), though the board has not had an occasion to conduct an overall reflection of progress in the IE programme which is by far the most substantial of IAS-DK interventions. The board notes that an indirect effect of the programme grant has been that that less grant applications are presented for the board's consideration. While the board has discussed and approved of measures to prepare for advocacy efforts in relation to the IE programme, it considers such efforts mainly a matter for IAS programmes and partners in the South, hence only requiring updates and briefings to the board rather than substantive strategic discussions on the IE advocacy agenda.

In March 2018, a new corporate IAS Alliance communication strategy has been put in place on the initiative of and paid for by IAS-DK. It perceives of IAS efforts under three headings: *transform* covering development and humanitarian work with partners abroad; *serve* focusing on IAS core

constituency including support to Christian minorities and refugees; and *engage* highlighting fundraising and other efforts to involve volunteers and congregations in support of IAS work.

In 2015 IAS international network changed from IAS Association to the IAS Alliance with four 'legacy members': Sweden, Denmark, Germany and USA. Parallel to changes to the organisational structure a new global strategy, 'Fit for Purpose', was prepared. The strategy prioritises 'three thematic sectors': Integrated Water Resource Management (IWRM, still often referred to by IAS stakeholders as WASH); Inclusive Education (IE) and Civil Society Development (CSD) – essentially a continuation of priorities already in place during the 2014 capacity assessment. Like many other international NGOs, the IAS alliance classifies its work according to whether it is humanitarian or long-term development. IAS-DK considers the new organisational structure to have brought more clarity regarding IAS-DK contributions involving three areas: MEAL, staff security (Safety Management Systems, SMS) and IE.

b. Contextual development and relevance of overall approach

IAS offers quite a substantial track record in working with IE during a number of years of project-focused interventions. The move to a programme approach has necessitated a change towards more attention being paid to the overall policy environment and contextual changes. During phase 1, the organisation has managed this transition very satisfactorily and IE programme members are aware of differences and similarities among the respective countries. Despite important differences, the four countries all offer a policy environment acknowledging the relevance of IE as an effective approach in enhancing educational access of marginalised children.

Tanzania has offered a conducive environment for IE efforts at district and community level despite overall concerns that the country is experiencing a shrinking space for civil society. This experience is probably best explained by strong relations having been established in the past to local government authorities, but in addition, the IE field may yet be less politicised than other policy arenas. Progress in IE programme implementation is also due to strong partnerships among programme members. However, programme efforts are challenged by the remote location of IE intervention areas and a limited involvement of the national office of IAS-DKs historical partner FPCT. This means that it is less obvious how community and district level experience and evidence can be employed for national level alliances and advocacy, though the national partner Information Centre on Disability (ICD) provides a link to national policy debates on disability as a member of policy forum and with direct contacts to members of parliament.

Like Tanzania, Kenya also offers a positive IE environment and strong relations have been built with local authorities and civil society groups. Yet relations between the IAS IE programme and the long-term partner Life Ministry Kenya (LMK) turned sour and led to the eventual departure of the partner from the IE programme, yet a partnership between LMK and IAS-DK is continuing. It has required substantial resources from IAS Kenya as well as IAS-DK and resulted in a decision that IAS Kenya would take over the role of LMK as the IE programme local partner, in effect opting for a self-implementing modality rather than a partnership. Contrary to Tanzania, the IE Kenya programme is devoid of members operating at the national level.

Sudan is characterised by a policy environment promoting IE at the national level. Yet the overall scope for civil society and the role of INGOs like IAS is more constrained than in the other three countries. This regards limited possibilities of international IAS staff conducting field visits to the programme intervention area in Dilling, and it concerns limited space for civil society advocacy locally and nationally. Despite this constraining environment, the IE programme is making progress though government expectations to IAS contributions to assessment centres and local school infrastructure (categorised as hardware) remain subject to recurring discussions. IAS relations to its local IE partner Al Massar are reportedly less effective and IAS is considering a different role for the present IE partner (who is a significantly larger organisation than any of the other IE partner members) possibly by inviting one or more additional organisations for the proposed phase 2. Still, IAS-DK emphasises

that Al Massar has made commendable efforts in the target area in South Kordofan while also reviving a national cluster with the Government and UNICEF for IE.

In South Sudan, the IE policy framework may be less articulate and government institutions more lacking in capacity compared to the other three countries. Yet overall policy prospects for the IE programme have remained positive. However, the ongoing civil war has meant that during the course of the IE programme phase 1, IAS had to abandon the original intervention area in Yei (where an individual CISU funded project had been located and where IE programme funding was planned to replace the project funding). In stead, it was agreed with CISU to start project activities in Terekeka, hence not being able to build on past relations and capacity built during the project-funding period. This has caused delays and limited results in the present phase. The programme has also been affected by capacity constraints both at the IAS office and with the local IE partner National Christian Development Organisation (NCDO).

In the view of the consultant, IAS IE programme members have responded well to the above challenges. Yet partnership issues in two of the four countries and the need to relocate field activities in South Sudan have meant that less attention has been paid to shared learning across IE programme members. This has been further amplified delays in filling the MEAL coordinator position. Moreover, while IAS in phase 1 so far has been able to rely on effective relations to local IE stakeholders from the previous project interventions to the present programme phase, the IE programme may need to put more efforts into building alliances and wider networks to achieve outreach and sustainability of its advocacy efforts.

The overall programme strategy contained in the approved programme document for 2015-18 includes three programme objectives (PO)

- PO1 – Each country programme is ready to follow its country specific self-developed long-term advocacy strategy
- PO2 – Civil society groups in cooperation with the IE programme members promote social integration and advocate for the inclusion and retention of children with barriers to learning in education towards educational authorities as well as other relevant stakeholders
- PO3 – Moral and formal duty bearers and the IE programme members in each country are motivated to follow a country specific jointly developed plan for improvements to remove educational barriers.

This framework is assessed to have made up a relevant and effective strategy to accomplish the overall programme development goal '*Children facing barriers to learning in Sudan, South Sudan, Kenya and Tanzania enjoy recognition and inclusion in social structures and have access to educational opportunities that positively affect their life quality and development as human beings*'. The relevance of the programme approach and the results achieved in phase 1 are well in line with the Danida Civil Society policy.

The IE programme steering committee opted to appoint IAS-Tanzania the lead agency for the IE programme. Accordingly, IAS-TZ would report to the IE programme steering committee consisting of representatives of IAS-TZ, IAS-DK as well as a local partner identified on an annual basis among the programme members. While programme management from IAS-DK and the Nairobi-based lead programme manager appear to have been smooth, the actual role and responsibility of the lead agency has not been clear, though programme implementation does not appear affected by this.

Main issue 1: IAS capacity to work with inclusive education

The present assignment has assessed IAS capacity in IE, looking at IAS-DK as well as staffing at country level. In IAS-DK, responsibility for IE programme management remains with the Programme Department. During the course of the first years of the IE programme, two out of four staff members working with IE have been replaced but overall this transition appears not to have affected programme supervision and implementation, partly because IAS-DK staffing in general display a high amount of continuity. However, a higher degree of IE staffing continuity at HQ level would enhance learning in the programme and help strengthen programme synergy. IAS-DK emphasises that they consider learning a core responsibility for IAS-DK to undertake. Competencies available among the Copenhagen team appear to complement the strong technical skills offered by the Nairobi-based MEAL coordinator and IE lead programme manager.

IAS-DK has drawn on technical experience within IE among its Danish network (notably from 'efterskolen' in Mariager) while the organisation since 2013 has been a member of the Global Focus Education Network. Currently, plans are underway to strengthen this effort for the remainder of phase 1 and continuing into the proposed phase 2.

At IAS country office level a relevant variety of competences are available ranging from administrative and financial support and management backstopping to generic project and programme development experience as well as more specialised experience from education and special education. In the assessment of the consultant, the required competencies are available at country level. However, such resources have primarily been employed within the framework of the individual IE country programme, while these have so far not been shared across the four countries. The Nairobi-based lead programme manager has mainly carried out crosscutting technical advice and experience sharing. It was envisaged that the IE MEAL coordinator would fulfil a similar role, yet a protracted recruitment process has meant that this team member only joined the programme in March 2018.

While fora for professional exchanges among IAS programme staff are available, the consultant considers that there is scope for more professional collaboration between staff involved with IE activities and other IAS staff members in the four countries. Still, competencies from IAS work on civil society development (CSD) have proven relevant for IE work with local CS groups, in particular with IAS Tanzania. In part, this is due to IE efforts taking up only a small share of the overall IAS portfolio in Sudan, South Sudan and Kenya, which are dominated by humanitarian interventions and WASH related activities. Only in IAS Tanzania does IE make up a sizeable share of country programme activities. **[2:] The consultant recommends that more efforts are made to exploit potentials of working with other parts of IAS programme efforts in East Africa, e.g. within the 'NEXUS' field, see below.**

Staff changes in overall management and administrative staff at IAS offices in the four countries have also affected the IE programme and probably resulted in less integration between IE activities and other IAS priority areas. During the Tanzania field visit the consultant furthermore noted limited continuity with field staff in Sumbawanga and Nkasi. While monitoring and accountability systems continue functioning, there is room for improvement regarding the quality of reporting and learning across the IE programme provided that staff continuity can be improved.

Overall, IAS continues to hold substantial collective experience in the IE field, yet this may not be exploited to its broad potential, and the substantial technical insight held by e.g. the IE lead programme manager cannot be put to its full use if efforts are shifted towards system maintenance rather than learning and development.

c. Current IE programme performance in relation to CISU assessment criteria

The review has applied CISU programme assessment criteria 5-12 as points of reference. A systematic presentation of each criteria with regard to findings, analysis, conclusion and recommendations is presented below.

Criteria 5 – Strategic orientation: Strengthening civil society in the global South and relevance to the Sustainable Development Goals

In line with the programme document, the IAS IE programme has maintained a distinct focus on local civil society (CS) groups in the four countries. The programme focus has remained on civil society actors working at community and district level with limited involvement of national CSOs and no wider alliances. By involving a wide range of local CS actors, the IE programme has contributed to the diversity of civil society and support for local groups has enhanced their capacity and ability to engage with other actors, including local authorities.

As the SDGs were not in place as a regular framework during the drafting of the programme document in 2014-15, there is not explicit SDG reference in programme related reporting. Despite preceding the actual SDGs, the IE programme is considered to be well in line with the current SDGs 16 and 17. It is somewhat surprising that neither the programme document, nor the CISU initiated capacity assessment and appraisal in 2014 paid any attention to the ‘Salamanca statement’ – which since 1994 has provided a point of reference internationally to IE efforts. Still, actual IE efforts are well in line with international standards and approaches advocated by IE practitioners, and the IAS IE manual makes reference to this relevant framework.

Criteria 6 – Relevance of civil society partners and relevant networking/global connectedness

As argued above the IE programme has been challenged by ineffective relations between IAS-DK and the respective local IE partner in Kenya and Sudan. Substantial staff and management resources have been going into addressing tensions, notably in Kenya. This seems somewhat surprising, as all programme members in the four Africa countries had enjoyed prior relations to IAS-DK. While personal preferences and decisions have played a major role, it is still **[3:] recommended that IAS-DK reviews expectations to IE programme members to minimise the risk of similar tensions in the proposed phase 2 of the programme.** The existing IAS partnership manual (2013) would appear to offer a relevant basis for such an effort.

The four IE country efforts have each made significant contributions to forming effective local networks among relevant IE stakeholders offering space and capacity to groups, who might otherwise not have engaged to the extent now experienced.

Criteria 7 – Theory of Change and programme synergy

Working with Theory of Change as an overall approach to provide a strategic frame for programme activities was new to IAS in general and to the IE programme stakeholders in particular as programme implementation began in 2016. While experience is growing in this field, the ToC contained in the programme document has not been systematically employed as an effective means to communicate overall programme aims and methodologies among IE programme stakeholders.

Important differences exist among the four countries regarding the legislative IE framework. The emphasis in the programme document to distinguish between countries ‘depending on the existence and quality of the legal framework’ has been replaced by a growing focus on addressing barriers to implementation. The consultant agrees to this change of emphasis and **[4:] recommends that a**

review is carried out during the remaining part of phase 1 to study differences and similarities across the four countries regarding such implementation barriers. This could provide important programmatic synergy and stimulate shared learning.

After the IE programme inception conference in 2016, a first annual IE conference happened in March 2017 and will be followed by a second conference in April 2018. These joint meetings have served the important purpose of bringing programme members together to share experience.

In 2017, IAS-DK carried out a survey on synergy in the IE programme. The resulting report found rather low levels of synergy relative to initial expectations and ascribed these findings to relations between programme members. In particular, the report recommends enhancing mutual trust in the IE programme as a means to promote synergy. The consultant considers that this approach offers relevant insights to the IE programme effectiveness and *suggests that relational issues are further addressed by clarifying programme management structures, including the role of the lead agency* (see elsewhere in this report). Moreover, to the consultant it seems likely that less than expected synergy has also been caused by tensions observed between IAS-DK and the partners in Kenya and Sudan.

[5:] The consultant recommends to keep the present ToC in place for the remainder of phase 1 and to prioritise efforts to promote synergy focus on identifying shared learning across the four countries.

Main issue 2: The extent to which a programmatic approach has enhanced advocacy efforts

The programme document and its ToC emphasise the importance attached to working with stakeholders at district and community levels to promote IE. Apart from one example from Tanzania where national exam regulations have been modified to accommodate needs of disabled pupils, advocacy efforts have remained at local levels.

In Tanzania, South Sudan and Sudan the respective IE programme members work with CSOs having a nation-wide presence (FPCT and ICD in Tanzania, NCDO in South Sudan and Al Massar in Sudan) in addition to being engaged in the districts chosen by the IE programme. Yet, besides the case mentioned above collaboration has remained at district, community and regional levels. Here effective relations have been built with relevant stakeholders, including government authorities such as the District Education Office and the District Executive Director or their equivalent.

The programmatic approach has helped draw up plans for contextualised advocacy in the four countries and built capacity among programme members in this field (PO1, indicator 1). However, while the programme document refers to 'recognising advocacy' to be applied alongside 'confrontational advocacy', the latter has not yet been developed and tested. Few efforts have been going into assessing patterns of more systematic neglect by formal duty bearers of their obligations at local and national level. The IE programme has made it a choice during phase 1 to focus on 'recognising advocacy' confined to regional, district and community levels.

This seems an appropriate decision for phase 1, and promising results are emerging with local formal duty bearers (FDBs) committing themselves to live up to obligations contained in national IE policy frameworks. Yet **[6:] IAS is recommended to assess how to exploit the potential for evidence-based advocacy at national level** (whether using 'recognising' or 'confrontational' approaches). Likewise, IAS should consider the scope for applying a confrontational approach in relation to local FDBs. This is considered further in the appraisal section below.

Criteria 8 – Result Framework and M&E system

Available reports and other documents demonstrate that IAS has managed to move from a project management set-up to a programme management modality. While IAS country programmes in the four countries only display a limited involvement in IE programme management and supervision, IAS-DK have carried out relevant and effective monitoring and supervision visits of the four IAS programme members as well as the respective partners.

According to IAS, it has been a challenge, though, to work with an effective MEAL framework. While considerable efforts were put into establishing the framework in 2016-17 (a comprehensive 17 page document + a four page work plan only finalised in January 2018), constraints in recruiting for the envisaged MEAL coordinator position to be based with the IE lead agency in Arusha have delayed the application of the MEAL framework. After the unexpected departure of the person first recruited, the position was moved to the IAS Nairobi office but has only been filled by March 2018.

Accordingly, monitoring and supervision visits undertaken by IAS-DK staff and the IE lead programme manager have had to fill this gap. These efforts are considered adequate for programme

management purposes and have ensured that implementation momentum has been maintained. Yet major attention during the said visits has remained on partnership relations in Sudan and Kenya and on relocating programme activities in South Sudan.

The MEAL framework seems relevant to programme objectives but **[7:] the consultant recommends IAS to consider a less ambitious approach, at least for the remainder part of phase 1.** The IE programme would appear to have adequate monitoring and accountability systems in place, yet there is a need for more efforts to promote *learning* within each of the four country programme components and – as importantly – across the four countries to promote *joint learning* thereby enhancing programme synergy. While the MEAL framework should obviously continue to serve as a framework to support monitoring and accountability in the remaining part of phase 1, **[8:] the consultant recommends that main efforts aim at identifying shared learning from phase 1.**

Criteria 9 – A human rights based approach (HRBA)

In the assessment of the consultant, the IE programme has effectively embraced an RBA agenda and linked that to existing legislation in each of the four countries.

While capacity building has been carried out by the respective programme partners of local CS groups, the latter are generally yet to start carrying out mobilisation and awareness-raising activities at a larger scale in the targeted communities.

The programme aims to work with three distinct beneficiary groups within the overall group of children facing barriers to learning (CFBL): children with special educational needs (CSEN), nomadic children, and the girl child. While CSEN make up 100% of beneficiaries in South Sudan and Tanzania, in Sudan and Kenya the two other groups make 78-100% of beneficiaries. Yet, very limited specific experience seems to have been gained with these two distinct groups. Programme efforts across the four countries have targeted the CSEN group.

[9:] The consultant recommends that the IE programme in the remaining part of phase 1 critically considers what targeted efforts and specific methodology are required to effectively address needs of the two above beneficiary groups. This would also provide a basis for determining whether a programmatic focus on three distinct groups of beneficiaries should be maintained in the proposed phase 2 of the programme.

Criteria 10 – Sustainability

Programme efforts have benefitted from the prior experience of IAS and its partners working with IE projects. Further, as part of activities related to PO1, additional capacity has been built in this group. Hence, programme members have gained adequate capacity to work with IE related issues. Based on the Tanzania field visit and reports provided by IAS the consultant assesses sustainability to be high regarding both work of individual CS groups (programme objective 2) and the assessment centres (programme objective 3).

Sustainability of local *networks* of CS groups is less straight forward to assess, yet the outlook appear promising as local IE programme efforts appear to have a strong rooting in the communities and with local government authorities where the programme is operating. For the remainder part of phase 1 this does not require targeted efforts.

Criteria 11 – Financial resources and Cost level

Initially, finalising budgets for country programmes took a lot longer than anticipated in 2016 when the programme began. In August 2017, CISU agreed to a budget revision. Since then no request has been presented from IAS to CISU for subsequent adjustments. According to IAS, spending is currently lower than what would have been the case with a linear allocation of financial resources.

As mentioned above, IAS-DK has had to address a number of shortcomings in IAS Country office and IE partner financial management systems and day-to-day bookkeeping. Accordingly, IAS-DK has spent more resources than anticipated on financial management and there is a need to address this proactively, though realistically it will only happen in the proposed phase 2 of the IE programme.

Mobilisation of contributions from government partners has been achieved but the situation varies considerably across the four countries. Kenya and Tanzania have generally progressed well while in particular in Sudan there has been a need for quite some ‘wheeling-and-dealing’ with government authorities so that IE programme contributions are matched with government resource allocation. In South Sudan, the change from Yei to Terekeka is rather recent making it difficult yet to assess if government contributions are forthcoming.

Criteria 12 – Popular engagement and development education

As envisaged in the programme document IAS-DK has involved stakeholders from the wider Mosaik network in Denmark. New guidelines to promote the engagement of volunteers have been drawn up.

Concerning the IE programme, IAS-DK has emphasised relations to Pentecostal educational institutions in Denmark, notably ‘efterskolerne’ in Mariager. Teachers specialised in Inclusive Education are drawn upon in regard to developing IE approaches, e.g. with regard to teacher training courses offered to teachers in model schools and at assessment centres in the districts where the IE programme is engaged.

In the assessment of IAS-DK, the organisation is increasingly visible and approachable in relation to its core constituency among Pentecostal congregations and institutions in Denmark.

3. Appraisal – including assessing proposal for a phase 2 in relation to CISU assessment criteria

a. Feasibility and appropriateness of the proposed outline of the new phase

Overall, the proposed phase 2 of the IE programme represents a continuation of the present programme, e.g. in regard to the three new programme objectives

- PO1 – Each country programme follows its context specific pathway and display an increased reflective practice as catalysts in the process of seeing vibrant and sustainable civil society organisations.
- PO2 - CS groups work to promote the inclusion of vulnerable children in social structures and their equal educational opportunities with the right support.
- PO3 - Formal duty bearers and CS groups are collaborating to implement initiatives ensuring quality inclusive education for all at pre- and primary school level

The consultant considers this continuity in programme efforts feasible and relevant, as there has been no major contextual changes and as phase 1 of the programme have delivered adequate results relative to aims and objectives outlined for the 2015-18 period. The draft concept paper for 2019-21 is in accordance with the Danida Civil Society Policy and offers a good balance between capacity building, strategic service delivery and advocacy. As argued below **[10:] it is recommended that IAS aims for enhanced programme synergy in the next phase and adjusts its advocacy efforts. IAS should further clarify overall programme management**, including the relevance of a continued reliance on a lead agency.

In the current IE programme phase 1, little reference is made to wider trends in the education sector in each of the four Eastern African countries and the possible implications of this for IE programme efforts. The consultant notes that in all the four countries increasing primary school enrolment is a decisive government priority. In effect, IAS and its programme partners has been able to successfully piggyback on this arguing that education opportunities should also be accessible to children with disabilities.

Yet, in situations with rapidly growing primary school enrolment (notably in Tanzania where a government circular in 2015 declared that all school fees be abolished with effect from 2016) the result is intense competition for scarce financial, physical and human resources. Accordingly, there is a risk that eventually, marginalised groups like disabled children will effectively loose out unless effective advocacy is carried out. **[11:] The consultant recommends that IAS undertakes an analysis of such relevant contextual education sector trends and their potential implication for IE programme goal accomplishment.** This can be carried out as part of the proposed review previously mentioned to assess implementation barriers to IE legislation.

b. Proposal for a phase 2 in relation to CISU assessment criteria

The appraisal has applied CISU programme assessment criteria 5-12 as points of reference. A systematic presentation of each criteria with regard to findings, analysis, conclusion and recommendations is presented below.

Criteria 5 – Strategic orientation: Strengthening civil society in the global South and relevance to the Sustainable Development Goals

As argued above the draft concept paper maintains the focus (in PO2) of supporting CS groups promoting the inclusion of marginalised children in primary education. Considering the results of phase 1 this is found to be a relevant approach, and the programme effectively engages with quite a diverse range of CS groups, though the role of secondary moral duty bearers (if carried forward from phase 1) could be clarified.

In preparation for phase 2, extensive reference is made to the Sustainable Development Goals (SDGs), notably no 4, 16 and 17 with less reference to SDG 5 and 10. The consultant considers this a relevant and effective means of locating the IE programme in the appropriate national and international context. Considering how IE programme efforts can contribute to accomplishment of a select number of SDG targets can provide a good platform for advocacy efforts and further demonstrate, how the programme makes its limited yet distinct contributions to the fulfilment of national priorities in each of the four countries. The consultant further suggests that IAS considers including references to the existing international framework for inclusive education, e.g. as provided by the Salamanca statement and ongoing work undertaken by the Global Partnership for Education. The consultant welcomes that IAS-DK has now approached the Global Campaign for Education with the aim of stepping up collaboration, not least at the level of the four IE programme countries.

Criteria 6 – Relevance of Civil society partners and relevant networking/global connectedness

As mentioned above the first phase of the programme has been constrained by anxieties and conflicts in partner relations leading to IAS-DK terminating collaboration with the Kenyan partner LMK and shifting implementation responsibility to IAS-Kenya. In Sudan, there are considerations to change the role of the national IE programme partner as IAS embarks on phase 2 of the IE programme.

As previously recommended, IAS should review and communicate expectations to IE programme members prior to embarking on phase 2 of the programme.

As argued below in regard to advocacy strategies [12:] **it is recommended that the IE programme analyses the potential benefits of reaching out to a wider group of CSOs and other stakeholders**, including national NGOs and resource centres working with education agendas. While this may not imply that the group of actual IE programme members is expanded, working with alliances and a wider network of ad hoc partners may help enhance sustainability of programme efforts. This may involve efforts in each of the four programme countries, IAS-DK approaching relevant actors working with education in Denmark and the IE programme connecting to relevant international NGO networks.

Criteria 7 – Theory of Change and programme synergy

The draft concept paper prepared by IAS prior to this assignment contains a preliminary ToC. Here it is suggested that in order to embrace the quite considerable variations across the four countries a distinction is made between South Sudan and Sudan on the one hand, and Kenya and Tanzania on the other hand. The draft concept paper argues that stable and fragile contexts respectively require distinct and different approaches. While the four country contexts span quite different challenges, the consultant considers the 'IE agenda' to be substantively comparable across the four countries to justify a programme approach as proposed by IAS.

Still, the space for civil society and advocacy opportunities may vary considerably across the four countries. **[13:] The consultant recommends that this be approached as implying strategic choices (e.g. based on a distinction between ‘stability’ and ‘fragility’) concerning the role of programme members and wider partnership relations as well as concerning advocacy. On the other hand, the programme document including the ToC should highlight the benefits and implications of a joint approach to IE in East Africa.**

The link between the IE programme and the wider IAS Alliance seems to have been limited during the first phase, though exchanges have happened with IE projects in Ethiopia and Somaliland. An IE programme covering Tanzania (overlap with IAS-DK funding), Somaliland and Ethiopia funded by IAS-S with a grant from SMC is expected to take off in May 2018. According to IAS, the new programme has drawn extensively on approaches and experience from the CISU funded programme. The consultant considers that there is good scope for collaboration and a possible later merger between the two programmes.

However, it is advisable that the SMC programme takes root in the two ‘new’ programme countries of Ethiopia and Somaliland, which would appear to offer quite challenging country contexts for a regional programme aimed at strengthening the position of civil society and promoting RBA agendas by means of advocacy efforts. It is furthermore important for IAS-S to accumulate experience of working with a programme approach. Hence, **[14:] the consultant recommends that no merger between the two programmes be aimed at during the proposed phase 2** of the CISU funded programme. Efforts should focus on sharing experience and possibly developing common approaches to working with IE across the six countries thereby paving the way for a possible joint programme beyond 2021.

Main issue 2: Prospects for how a programmatic approach can enhance advocacy efforts

The role of 'other moral duty bearers' (MDBs) – in the programme document referred to as 'secondary MDBs' (relative to the 'primary MDBs': parents, teachers and school leadership) – has been less conspicuous in phase 1 apart from involving local disabled peoples organisations (DPOs). **[15:] IAS is recommended to clarify what role such stakeholders (religious leaders and other CSOs/CBOs according to the present programme document) can play in the proposed phase 2.** This may be a matter of having adequate reporting formats in place to capture their actual role and contribution and/or it can be a matter of assessing the extent to which such groups can add value relative to groups who are already involved with the established local networks.

In preparation for phase 2 of the IE programme IAS is proposing to consolidate the present dual approach to advocacy ('recognising' and 'confrontational') by using the concept of 'constructive civic engagement' (cf the paper 'main strategic choices'). While this approach is more elaborate and already tested by Organisation of African Instituted Churches (OAIC), it seems to require quite some capacity of IE programme members in phase 2. **[16:] The consultant recommends that the proposed new advocacy framework is carefully assessed in regard to how local phase 2 advocacy efforts can build on the results and experience gained in phase 1. [17:] The consultant further recommends that IAS considers how to document and address potential cases of more systematic neglect by FDBs in regard to obligations contained in national IE policy frameworks.** This would also include assessing the continued relevance of working with the 'confrontational' approach to advocacy.

It is not clear from the material prepared by IAS in advance of the phase 2 application whether the programme aims to take its advocacy efforts beyond community and district levels as was the case in phase 1. In line with current IAS-DK efforts to engage with the Global Partnership for Education and the Global Campaign for Education, i.a. by strengthening links to IE country programme members, **[18:] the consultant recommends that IAS considers increasing its advocacy engagement with national stakeholders with the aim to enhance sustainability of local IE efforts by ensuring that these are known and backed at the national level.** This will require expanding its existing network to relevant individual national NGOs and resource centres as well as drawing on resources available internationally. This could involve forming or joining existing more loose networks and ad hoc alliances and/or inviting a limited number of relevant actors to engage as full programme members.

Criteria 8 – Result Framework and M&E system

The draft concept paper proposes to replace the existing five programme indicators with a total of eight themes to serve as a basis for drawing up baselines, milestones and programme targets. The draft results framework presented is yet very sketchy and it is not immediately apparent how the proposed eight themes would make a difference relative to the existing five indicators applied in phase 1.

While the themes – when considered individually – are relevant to the proposed three POs, the consultant notes that half of the eight themes relate to PO3, the objective concerning the collaboration between IE programme members and government authorities. The consultant suggests that when elaborating the results framework a better balance of themes relative to POs are arrived. The consultant further cautions that while monitoring and accountability has worked reasonably well during phase 1 (partly as a result of systems built during past IE project implementation) there is a need to enhance efforts to generate learning from the reporting and results framework. **[19:] The**

consultant recommends that a results framework and the accompanying M&E system for phase 2 be developed as an integral part of reviewing the present MEAL framework.

Criteria 9 – A human rights based approach (HRBA)

The draft concept paper proposes that in phase 2, the IE programme should maintain its focus on three distinct beneficiaries: children with disabilities, nomadic children and the girl child. However, the paper does not spell out if any changes in approach will be pursued relative to phase 1. As argued above, the IE programme has reported quite limited distinct efforts with regard to working with specific beneficiaries such as nomadic children and the girl child during the current phase 1. On this background, **[20:] the consultant recommends that IAS critically assesses the relevance of continuing a focus on three distinct groups of beneficiaries.**

As argued above IAS is assessed to have relevant experience and systems in place to apply an RBA agenda in relation the access of children with disabilities to primary education. **[21:] The consultant recommends that IAS identify linkages between the proposed SDG efforts (as outlined in the paper ‘Main strategic choices’) and its existing IE related RBA work.**

Criteria 10 – Sustainability

As argued above, programme members generally have adequate capacity to shoulder responsibilities concerning the proposed phase 2 of the IE programme. However, in order to advance the IE programme advocacy agenda (cf above) there may be a need for more efforts to build capacity in regard to PO1, theme 2.

It is a notable accomplishment during phase 1 (and as a result of previous efforts using individual project grants) that individually, local CS groups appear sustainable and without a need for targeted efforts to build their capacity and wider sustainability. Accordingly, while acknowledging that families with children with disabilities are among the most marginalised and vulnerable in local communities, **[22:] the consultant recommends that tentative IAS focus on further building capacities among local CS groups.**

It may be relevant, however, as part of preparations of phase 2 to consider how a growing role of CS networks locally and nationally in the four programme countries to enhance advocacy can be sustainably pursued.

Criteria 11 – Financial resources and Cost Level

The budget note presented together with the draft concept paper maintains allocations among the four countries along the lines of the approved budget for phase 1: Tanzania having the largest share with app. 50% more resources than South Sudan getting the smallest share of budget resources. Global activities will now account for only 8% of the budget whereas in phase 1 close to 14% have been allocated to this purpose.

Overall, the budget outline for phase 2 seems to propose a continuation of existing budget priorities in phase 1, though the absence of more details means that a more detailed analysis cannot be carried out at this stage.

As argued above the consultant agrees to IAS-DK proposals to address existing shortfalls in financial management systems and capacity among IAS offices as well as other programme members.

Criteria 12 – Popular engagement and development education

Recently, Pentecostal churches and organisations in Denmark have agreed to change their networking and collaboration structures. This has implied that IAS-DK is now considered an acknowledged entity alongside e.g. joint Pentecostal educational institutions in Denmark. According to IAS-DK, this can be seen in the form of enhanced private donations from local congregations.

IAS-DK has also strengthened relations with Frikirkenet – a network for a wider range of Danish churches including but limited to Pentecostal congregations. This provides IAS-DK with more opportunities to enhance its popular anchorage.

Main Issue 3: Synergies betw. IAS humanitarian efforts and long-term civil society development

The consultant considers IAS a highly relevant actor to address NEXUS related challenges in light of the organisation's dual experience of working with humanitarian interventions as well as long-term civil society development. Moreover, the fact that the IAS alliance has chosen to work in the region of Eastern Africa / Sahel confronted with a number of fragility related challenges calls for the organisation to consider how it can design its interventions and partnerships to move along the humanitarian ↔ development continuum.

However, like many other actors IAS continues to organise its strategic thinking, fundraising and operational procedures so that these two fields are considered as distinct areas of interventions rather than adopting a more integrated approach. **[23:] The consultant recommends IAS to undertake a review of existing experience of the IAS Alliance members in working in fragile situations, including how IE interventions can best be undertaken in these situations** where beneficiary needs and operational opportunities may change with short notice.

The IAS Alliance 2015 strategy demonstrates valuable experience of working in fragile environments in most of the ten programme countries. Yet, the alliance is yet to develop a strategic approach to responding to NEXUS related challenges. While emergency relief and humanitarian interventions make up a sizeable share of IAS overall portfolio, the alliance has done relatively little to document its record and experience outside of individual interventions. To strengthen its NEXUS related work there is a need to document experience as well to develop effective approaches in how to work with fragility.

At the core of such an assessment should be a better understanding of evolving beneficiary needs and how IAS can best position itself to respond to a changing environment. Rather than prioritising organisation and programmatic flexibility as an end in itself, this should be considered a means to working more effectively with local communities affected by fragility and instability.

In the IE context, this would involve a review and analysis of how disabled children, their families and the wider communities are affected by fragility, e.g in terms of food security, political repression or insecurity, which could ultimately lead to displacement and a growing need for protection efforts. While all of this may not qualify for support in the context of a proposed IE grant, it is important to provide such a contextual analysis as a basis for considering how IE interventions can continue to deliver results in fragile situations.

The present draft concept paper proposes to address fragility in a number of different manners. The consultant considers suggestions to distinguish between stable and fragile contexts when devising media strategies a relevant concern, and the same is the case for the call for more efforts in regard to supporting community resilience, though such efforts should be clearly linked to IE programme efforts and objectives. On the other hand, the consultant considers the proposed measures to introduce the IAS 'Safety Management System' aimed at staff security should be considered at the operational level rather than forming part of the overall strategic framework now to be drawn up.

The above proposed review would eventually serve to update and sharpen IAS-DKs position on 'development work in fragile states and situations', currently confined to 15 lines contained in the IAS-DK 2015 'Developmental Position Paper'.

4. Annexes

a. Terms of Reference



CIVIL SOCIETY FUND (CSF)

Aarhus 7/2 2018

Generic Format for
TERMS OF REFERENCE
REVIEW cum PRE-APPRAISAL TO PREPARE FOR A
NEW PROGRAMME PHASE:
International Aid Service

Background regarding review cum pre-appraisal of International Aid Service (IAS) (here after *the applicant organisation*) programme "*Increased Life Quality for Marginalized Children Facing Barriers to Learning through Greater Educational Opportunities, Recognition and Social Inclusion*"

For CISU to consider and eventually approve of an application for a grant for a new phase of a programme, the applicant organisation and its partners must have demonstrated, through efforts in regard to the ongoing programme phase that the current grant is managed satisfactorily and that programme objectives are achieved and implementation is managed effectively and adjusted to experience gained.

Accordingly, CISU requires a programme review to be undertaken focusing on what has been achieved during the course of the implementation of the current programme and whether the programme remains strategically relevant to civil society in the context of intervention. The review shall further confirm that the applicant organisation and its partners have the required capacity to manage and implement the programme in light of i) the assessment carried out when the CISU appropriation committee approved the current grant and ii) the proposed programme continuation.

Moreover, CISU requires that an appraisal be carried out of the proposed new phase of the programme as laid out in the Concept Note submitted to CISU by the applicant organisation. The appraisal involves an examination of the proposed programme, including Theory of Change as well as monitoring, rights-based approach, innovation, cost-efficiency, sustainability and programme-related information work. This also includes the extent to which the Concept Note adequately incorporates lessons learned from the ongoing phase as well as and recent contextual changes.

Throughout the assignment CISU programme Guidelines constitute the point of reference.

1.1 The applicant organisation's previous programme phase learning and track record

Summary of the *programme organisation's* key learning in previous programme phase is described in Annex 5 "Programme status report year 2" document.

Previous experience and interventions of the applicant organisation are furthermore described in the Track Record Document attached as annex 1.

1.2 The applicant organisation's proposed new programme phase summary

The proposed new programme is described in the Concept Note developed by the applicant organisation.

1.3 Funding level

The funding base calculated as average annual budget is DKK 3,541,088 year 2016 and DKK 3,500,000 year 2017. The total amount for the proposed programme is DKK 12,600,000 (DKK 4,200,000 per year in 2019, 2020 and 2021).

1.4 Issues to consider in the preparation of a programme (identified jointly by applicant organisation and CISU)

Based on the lessons learned from phase 1 and the track record the following main issues are to be included in the scope of work for this assessment/appraisal.

[Maximum of three main issues which may be either in addition to the 12 criteria in the Programme Guidelines or selected criteria requiring particular attention]

- **Capacity:** In the event inclusive education remains thematic focus in new programme, assess the extent IAS has sufficient knowledge and capacity working on inclusive education in order to act as a competent counterpart for relevant stakeholders and local partners. Assess the extent IAS engage in relevant strategic networks in Denmark and internationally on inclusive education with a focus on SDG 4 (Quality education).
Medium priority – Assess the feasibility of VSLA as a component in the programme to address the core problem of poverty and motivation of the caregivers while considering the concern that it will remove the focus from the advocacy efforts addressing the unrealised rights of the children with disabilities (SDG 10.1/10.2/10.3).
Low priority – Assess the relevance of the promotion of ICT (with an emphasis on skills training of CWD) and access to the internet at model schools showing commitment to the implementation of Inclusive Education (SDG 4.4.1/4.a.1/17.8).
- **Strategic relevance:** In view of IAS has partnerships in both vulnerable and stable contexts, and both work with humanitarian and long-term development, gives scope for programme interventions in the humanitarian-development nexus, e.g. with a focus on resilience. An appraisal should explore possible linkages and synergies between IAS humanitarian and development plans, strategies and projects/operations.
- **Programmatic approaches:** How IAS with different partners and projects as a programme organisation tap into the synergy this generates and apply this for targeted context relevant advocacy interventions, and to secure sustainable local level civil society organisations that is likely to be sustained beyond the lifespan of the programme.
High priority - Would the added value with a merger in 2020- 2021 between the SMC funded IE Programme and the CISU funded IE Programme be worth the effort and risk with consideration of synergies, streamlined structure, cultures and donor priorities (SDG 17.16/17.17).

Objective

The review cum appraisal aims at:

- extracting and assessing lessons learned in the current phase of the programme with a view to improving future activities as well as assessing documented performance and results achieved so far.
- review the applicant organisation's capacity in light of the new programme
- appraising the proposed new programme phase as to assess the relevance and appropriateness of the proposed new programme phase in relation to its strategic relevance and programmatic approach

The resulting report shall present a substantive analysis and clear recommendations for the applicant organisation to address when preparing a Management Response, the final concept note and subsequently programme document that will be submitted to CISU's Appropriation Committee.

2. Outputs

2.1 Inception note

Prior to the field visit the consultant shall share with CISU and the applicant organisation a brief note of app. 2-3 pages of findings from the desk study and issues to be explored further during field visits

2.2 Debriefing note

A debriefing note will be presented for programme partners and other relevant stakeholders upon conclusion of the field visit.

2.3 Debriefing workshop

A debriefing workshop presenting main findings and recommendations to the applicant organisation and CISU. The final report shall reflect inputs given during the workshop.

2.4 Report

A combined review cum appraisal-report (of maximum 15-20 pages excluding annexes) which:

- includes an executive summary of max 3 pages summarising main findings and recommendations including whether it is concluded that the applicant organization is found to have the capacity to manage a programme
- is clearly divided into a REV/review analysis section and an APP/appraisal section
- includes clear recommendations on both review and appraisal issues including recommendations on adjustments to be made in the programme document presented separately
- includes the following annexes: ToR, List of main stakeholders, documents consulted and other relevant annexes identified by the consultant.

3. Scope of work

The ToR for the assessment/appraisal should include, but not necessarily be limited to the assessment criteria listed in annex 1 to the programme guidelines and main issues deriving from the track record (see item 1.4. above).

[If one or more elements are left out of the final ToR, it should be justified].

3.1 Review of ongoing programme phase:

Overall performance and strategic approach

Re: Applicant organisation: assess how follow up on the capacity assessment has taken place as part of the programme – including organisational structure and management, professional capacity, role as civil society actor in Denmark, networking and international affiliations.

Re: Contextual developments, programme implementation and results: assess the contextual developments and how they have been addressed by the programme. Assess progress made towards the achievement of documented programme phase 1 results at objective and output levels, including how the results relate to the Danida Civil Society Policy.

Re: Programme strategy and synergy: assess the appropriateness of the programme strategy as presented in the Concept Note and how it is relating to the Danida Civil Society Policy. Assess the programme synergy, including coherence between programme components.

The review shall be based on the approved programme document and assess its achievement and current status relative to CISU programme assessment criteria 5-12. The review shall furthermore draw on the Annex 5: “Programme status report year 2” document

The consultant will present findings on programme achievements and key learnings based on the review of the programme phase 1.

3.2 Appraisal

The appraisal of the proposed new programme phase is to be based on the review of key learning in phase 1 (cf TOR 4.1) and the Concept Note submitted by the applicant organisation. The appraisal will assess the feasibility and consider the appropriateness of the proposed outline/elements of the new phase. The appraisal will provide the basis for the development of the programme document, provided that a new phase is to be recommended by the approbation committee. The appraisal will be using CISU programme assessment criteria 5-12 as points of reference. A systematic presentation of each criteria with regard to findings, analysis, conclusion and recommendations is required.

Based on the above, the consultant will present the appraisal of the proposed new programme phase outline/elements in the form of an overview summarizing conclusions in relation to the assessment criteria. Recommendations shall be presented so as to assist the applicant in enhancing the quality of the Programme Document as well as to assist CISU appropriation system in subsequently assessing how the applicant has addressed the recommendations.

4. Method

The review cum appraisal will include, but not necessarily be limited to, four main methods: i) desk review of relevant documents, ii) group and individual interviews with relevant stakeholders, iii) field visit (if relevant) and iv) debriefing workshop with applicant organisation and CISU.

The review cum appraisal will combine work in Denmark and a field visit to a selected programme country/region. Involvement of additional southern partners can be done either via phone/skype.

The field visit to a selected programme country/region should if possible involve two or more core partners. CISU may decide to not include a field visit as part the assignment, e.g. if this is not feasible because of reasons regarding logistics, calendar scheduling, security concerns etc, or if a visit is assessed to not provide value added relative to already available information.

4.1. Document analysis

- List all relevant documents

4.2. Group and individual interviews with relevant stakeholders

Should at least include:

- *The applicant organisation* Board, staff and/or volunteers (in Denmark and the target areas)
- Relevant implementing partners
- Relevant Danida staff
- Relevant CISU staff
- Responsible CISU assessment consultant
- *[Include others as found relevant]*

4.3. Field visit

List core activities:

- Interviews with partners at both operational (secretariat) and political level (Board) and if possible target group representatives
- Debriefing meeting/workshop

4.4. Debriefing workshop presenting draft report attended by

- Applicant organisation BoD, staff and/or volunteers
- Relevant CISU staff

5. Team

The assignment requires a consultant with extensive experience from working with development CSOs, preferably in the context of partnerships between Southern and Northern CSOs. Further, strong analytical skills are required to compile and process large amounts of data from documents and interviews. Excellent communication skills are necessary in order to engage with a variety of different stakeholders. Prior experience from conducting capacity assessments and programme appraisals is considered a valuable asset. Likewise, specific geographical and thematic experience corresponding to the proposed focus areas of the programme will be prioritised in the shortlisting of an external consultant

6. Management of the review cum appraisal

CISU is commissioning the present assignment and the CISU management is responsible for contracting issues, for signing TOR and for the final approval of the review cum appraisal report.

The appointed CISU advisor is responsible for briefing the consultant about the task and the day to day administration and arrangements.

The assigned CISU assessment consultant will be invited to comment on both TOR and draft report.

There is an absolute maximum ceiling of DKK 150.000 all inclusive for this assignment. The assignment will have to be planned and invoiced within this absolute ceiling.

7. Time schedule

Estimated 12-15 working days including field visit.

Proposed time schedule for Review cum Appraisal		
Time	Task	Participants involved
15-16.02.18	Desk review	
22-24.02.18	Interviews/ field visit – IAS workshop in Nairobi, Kenya De-briefing 24/2	IAS DK PM and FM, IAS IE PM, IAS Country Programme staff, Programme Partners.
04-09.03.18	Field visit – It will be decided 24/2 if the visit will be to Sudan, Tanzania or Kenya. De-briefing 9/3	IAS IE PM, Partner(s), IAS Country Programme staff.
	Interviews	IAS DK representatives.
22.03.18	Draft report	
03.04.18	Comments to draft report	
05.04.18	Final report	
10.04.18	Debriefing workshop, Copenhagen	IAS DK representatives, IAS IE PM (Skype), CISU representatives ???

8. Annexes

Obligatory annexes:

- Annex 1: Track record document (compiled by CISU)
- Annex 2: Calculating current portfolio (format available on www.cisu.dk/program)
- Annex 3: Programme document phase 1
- Annex 4: Assessment Committee Note (phase 1)
- Annex 5: Programme Status Reports, year 1 and 2
- Annex 6: Budget status
- Annex 7: Previous reviews, capacity assessments, evaluations etc.
- Annex 8: Organizational strategy

Additional annexes:

BU notat og ansøgning (godkendt)	15-1508-PR-dec	Increased Life Quality for Marginalized Children Facing Barriers to Learning through Greater Educational Opportunities, Recognition and Social Inclusion
BU notat og ansøgning (Afvist)	15-1508-PR-sep	Increased Life Quality for Marginalized Children Facing Barriers to Learning through Greater Educational Opportunities, Recognition and Social Inclusion
Dansk tilsyn/CISU	2017	Bolette Kornum/Solveig Nielsen
Capacity Assessment of International Aid Services Denmark and appraisal of Programme Document	2014	Dorthe Skovgaard Mortensen

Dokumenter sendes elektronisk til konsulent fra CISU sekretariat

b. Inception Note

Inception note

*Review and Pre-Appraisal of CISU funded programme on Inclusive Education
Sudan, South Sudan, Tanzania, Kenya 2016-18*

Lars Udsholt, External Consultant

1. Assignment: Scope and purpose

The present assignment was begun on 15 February and covers a combined review and appraisal of IAS-DK programme on Inclusive Education in four countries in East Africa: Sudan, South Sudan, Tanzania and Kenya, as a basis for a *RevApp* report. The programme received a 3-year grant from CISU and began operations in December 2015. It is expected that it will be subject to a no-cost extension until end of December 2018. An application for a 3-year phase 2 of the programme is currently being prepared: a draft concept paper prepared forms the basis for the appraisal part of the present assignment, and if CISU Appropriation Committee in May approves of the plan, a final application will be submitted in September this year.

The assignment is carried out with reference to ToR (annex no 1) and involves desk study of key documents, interviews with informants from IAS-DK and CISU, participation in a partner seminar for IE programme stakeholders in Kenya and a field visit to Tanzania (cf Annex 2 for ToR for the field visit). This inception note will be followed by a draft *RevApp* report. IAS and CISU are offered an opportunity to comment before the final report is to be submitted on 5 April.

This note is based on a first reading of key documents and the consultant's attendance of the partnership workshop in Nairobi 22-24 February. It is shared with IAS and CISU prior to the field visit to Tanzania 5-9 March. The note indicates preliminary findings only and identifies issues which will be subject to further assessment during the remainder of the assignment. The assignment ToR covers the full range of issues to be addressed in the *RevApp* report.

2. Review

As part of the preparation of the first phase of the programme, CISU requirements included that a **capacity assessment** of IAS was carried out. It is the view of the present consultant that the positive assessment of IAS-DK contained in the capacity assessment of 2014 in general terms is still valid, a view which is also shared by CISU. IAS has provided an overview of how the organisation has followed up on the recommendations and these will be reviewed and summarised in the *RevApp* report. The consultant expects to further assess the extent to which IAS is involving its Danish constituency in the linking to the IE programme activities. Moreover, the consultant will assess current capacity at the IAS offices in Brande and Copenhagen and the division of labour between these offices and IAS offices in the four programme countries, including the role of the roving Nairobi-based programme coordinator.

Available reports and other documents appear to certify that IAS has successfully managed to move from a project management set-up to a programme management modality. This will be further dealt with in the *RevApp* report. According to IAS it has been a challenge, though, to establish an effective **MEAL** framework and the consultant shall pay further attention to this.

The present programme builds on past IAS-DK experience from working with inclusive education in the four countries concerned (and in Somaliland which had initially be included in the IAS application but which was eventually not made part of the programme). The country contexts (e.g. differences stable/fragile situation) and the choice of partnership modalities have varied, and accordingly country specific implementation choices have therefore had to be put in place. Yet, the immediate assessment is that a programme approach remains relevant across the four countries but that more can be done to enhance synergy and shared learning. While programme management from IAS-DK and the Nairobi-based programme coordinator appear to have been smooth, there is uncertainty regarding the role of the **lead agency**, IAS-TZ.

Programme activities have been carried out in line with the programme document although **work plans** have had to be reworked because of local constraints. These include the civil war in South Sudan, which has necessitated a move from Yei to a new community in Terekeda. Problems between IAS and Lifeministry, the IE partner in Kenya, meant that the partnership was terminated by IAS-DK and IAS-Kenya is now self-implementing. In Sudan, authorities have several times not allowed expatriate staff to visit the project site in South Kordofan.

While capacity-building has been carried out by the respective programme partners of local civil society groups the latter are generally yet to start carrying out mobilisation and awareness-raising activities in the communities. Limited experience seems to have been gained regarding working with **specific beneficiaries** identified in the programme document for phase one (nomadic children and the girl child) with programme efforts mainly focusing on children with disabilities.

Currently, IAS-DK, the four IAS country offices in the region and its IE partners are set for a **busy 2018** as they complete activities (including a number which are behind schedule), prepare an application for a CISU supplementary grant focusing on fragility and resilience, whilst drawing up plans for a phase two three year IE programme.

3. Emerging Issues for Appraisal of Phase 2 Concept Paper

CISU ToR emphasises the importance of the IAS programme approach to enable **synergy** to be achieved by means of combining a range of community activities and project interventions within a larger strategic framework. CISU suggests that this is provided by a programme Theory of Change (ToC) but leaves it to IAS to decide how this is best achieved. The draft concept paper prepared by IAS prior to this assignment contains a preliminary ToC – and this was further discussed at the above-mentioned partner workshop 22-24 February.

The draft ToC suggests that in order to embrace the quite considerable variations across the four countries a distinction is made between South Sudan and Sudan on the one hand, and Kenya and Tanzania on the other hand. It will be a challenge for IAS to address this diversity (presented as a coice between **stability and fragility**) while still maintaining a common thrust in a joint approach to IE in East Africa.

The present assignment will further assess **IAS Capacity in IE**, looking primarily at staffing at country level. Here a relevant variety of competences are available ranging from administrative and financial support and management backstopping to generic project and programme development experience as well as more specialised experience from education and special education. In the preliminary assessment of the consultant the required competencies are available at country level, yet it is unclear to what extent these are shared across partners and countries.

The first phase of the programme has been constrained by some anxieties in **partner relations** leading to IAS-DK abandoning relations to the Kenyan partner and moving to self-implementation. In

Sudan there are considerations to change partner as IAS embarks on phase 2 of the IE programme. The assignment will assess the strength and relevance of IAS partner relations and the varied implementation modalities proposed for the new phase.

The link between the IE programme and the wider **IAS Alliance** seems to have been limited during the first phase, though exchanges have happened with IE projects in Ethiopia and Somaliland. An IE programme covering Tanzania (overlap with IAS-DK funding), Somaliland and Ethiopia funded by IAS-Sweden with a grant from Swedish Mission Council is expected to take off in May 2017. According to IAS, the new programme has drawn extensively on approaches and experience from the CISU funded programme. The consultant will assess the scope for collaboration and a possible later merger between the two programmes. Links between IAS IE activities and other IAS activities (WASH and humanitarian interventions) seem to have been very limited during the first phase of the IE programme.

Assignment ToR emphasises the importance attached to IAS and the IE programme demonstrating how programme stakeholders can bridge the gap often experienced between humanitarian interventions and long-term support for civil society development as happening in the first phase of the IE programme (the so-called '**Nexus**' approach). IAS-DK has expressed a strong efforts in enhancing work in this field and has recently applied for a supplementary CISU grant to prepare work in this field.

The present study shall not assess the said grant application but will look into the potential and capacity available in the IE programme in this field. IAS-DK had proposed that the field visit focused on Sudan as this would offer an interesting case of the challenges and opportunities. However, authorities in the country could not confirm that the consultant would obtain a travel permit to visit South Kordofan within the time available for the field visit. Accordingly, the field visit had to be rescheduled to Tanzania – and the '**Nexus**' perspective will now be based on a desk study of available documents from IAS.

ToR suggests that the present study shall also assess the role of **ITC** in working with IE at community level. It has, however, been agreed with IAS, that this shall not form part of this assignment as there are no actual plans which the consultant could assess at this point in time.

Sustainability of smaller CSO groups such as the ones working on community mobilisation in the present IE programme is a recurrent feature for many NGO interventions. The ToR points to assessing pros and cons of employing **VSLA** for the proposed next phase of the IE programme. The consultant will explore this further – but as there are no specific IAS plans or experience available yet, this will be at a general level only.

The concept paper provides extensive reference to the **Sustainable Development Goals (SDGs)**, notably no 4, 16 and 17 with limited reference to nos 5 and 10. The consultant will address the relevance and effectiveness of this in relation to how advocacy strategies can be pursued at national and international levels drawing on the experience and agendas emerging from the proposed IE programme.

Considering that limited achievements seem to have been gained with regard to working with specific beneficiaries such as **nomadic children** and the **girl child** during phase 1, the consultant will assess the relevance and effectiveness of the proposed continuation of these efforts in phase 2.

Lars Udsholt / Accra / 2 March 2018

c. Debriefing Notes after field visit to Tanzania

*Review cum Appraisal for IAS programme on Inclusive Education
in Sudan, South Sudan, Kenya and Tanzania
February – March 2018*

Debriefing notes from field visit to Tanzania 5 – 9 March 2018

Background

With funds from the Danish government, International Aid Services together with partners in East Africa has been implementing the above three-year programme in four East African countries.

The present grant covers 2016-18 and an application for a new phase 2019-2021 is currently being prepared. The donor CISU (www.cisu.dk) has requested that an external consultant carry out a review cum appraisal to assess progress in the current programme as well as to appraise plans for the new programme.

Field Visit to Tanzania

The external consultant, Lars Udsholt, has been visiting Tanzania 5-9 March and met with programme stakeholders in Dar es Salaam, Sumbawanga and Nkasi. His programme was organised by IAS Tanzania with their office in Arusha, who serves as the lead agency for the current programme, as well as the IFI office in Sumbawanga.

As initial plans for the field visit to cover the IE programme in Sudan could not be carried through, there was little time to prepare for the visit to Tanzania. In addition to these challenges, sudden flight changes furthermore meant shorter time in Dar es Salaam, and therefore an envisaged meeting with the embassy of Denmark could not take place. Furthermore, partner representatives from FPCT national office and ICD did not turn up during the time available. Yet meetings with programme stakeholders in Sumbawanga and Nkasi (Rukwa and Katavi region respectively) proved very informative.

The following points summarise preliminary findings from the consultant's visit. Contents in note have been shared with staff from the IFI office, IAS Tanzania, the IE programme technical coordinator and FPCT Sumbawanga at a debriefing meeting 9 March. Comments provided to the present note will be addressed in the draft RevApp report.

The consultant would like to express his great appreciation for the support and openness offered during the entire visit, both from the IAS staff (the regional Nairobi-based programme manager and the Arusha-based IE focal point accompanied the consultant throughout the visit) as well as from IFI staff based in Sumbawanga and Nkasi. Similarly, other programme stakeholders in the two districts readily shared observations and reflections.

The below summary from the field visit has been organised on the basis of ToR developed at the partner meeting in Nairobi 22-24 February and drafted by the consultant prior to the visit (Annex 1).

1. Assessing how the programme relates to the Tanzania **country context**

- The Inclusive Education (IE) programme is designed to effectively address relevant issues in light of IE needs, the policy framework of the government of Tanzania and the capacity of programme stakeholders. The programme has also made good progress in regard to activities scheduled in

work plans etc., though quite a tight programme of activities are required to complete the present phase at the end of 2018.

- Relevant advocacy efforts have started building on constructive relations to *district* officials. It is less clear to what extent the IE programme in Tanzania has yet built similarly strong relations to relevant stakeholders at *national* level (Dodoma and Dar es Salaam based actors). IAS acknowledges that working in geographically remote regions of Rukwa and Katavi provides a challenge, and is considering whether in a new programme phase may benefit from some field interventions located closer to decision-makers in Dodoma.
 - Following a presidential decree regarding free primary education the Tanzania education system is experiencing significant pressures on existing capacity as class sizes can exceed 200 pupils whereas current policy sets a ceiling of 50 students in each class. This implies a general pressure on resources and may limit teacher possibility of applying inclusive education techniques taught as part of IE programme activities
 - Observers are concerned that Tanzania in recent years have experienced a shrinking civic space, a trend that has also made church leaders speak up. Arguably, this has not yet affected the IAS programme, in part due to the programme operating primarily at district level where effective relations to government authorities have been built. Probably, inclusive education and access to primary education for disabled children may be less contentious territory.
2. Mapping and assessing **relations** between key stakeholders: IAS country programme, partners, CS groups, government partners
- The current IE programme builds on past CISU funded project efforts to promote inclusive education in the present Rukwa and Katavi regions. Whilst initial efforts were based on a strong partnership with FPCT, current activities in the context of the IE programme involve a considerably wider range of stakeholders.
 - The programme in Sumbawanga and Nkasi thus has built effective relations to relevant government authorities, including the District Executive Directors, and the District Educational Officer. This has enhanced programme effectiveness and paved the way for government commitments to allocate resources required for sustaining inclusive education efforts.
 - As IAS by means of the IE programme has widened its network to include a wider range of CSOs (DPOs, PTAs etc.) the role of FPCT is no longer as pivotal. This may call for broader strategic discussions between IAS Tanzania and FPCT, both concerning the IE programme specifically and the future role of FPCT as a preferred partner.
3. Assess how the IE programme is located within the **IAS Tanzania country programme**
- Relative to the three other IAS country programmes involved with the CISU funded IE programme, the share of IE activities in the overall IAS-TZ portfolio is the largest. Partly, this is explained by the fact that other IAS country programmes contain a higher volume of humanitarian interventions, partly by the limited volume of WASH related activities in Tanzania.
 - It seems evident that IAS Tanzania successfully employs experience and best practice from its CSD activities when supporting local CS groups in the context of the IE programme. This includes basic capacity building efforts and working to ensure sustainability of small groups and networks which otherwise can become highly dependent on external funding.
 - Yet to upscale advocacy efforts from local to national levels IAS-Tanzania may need to engage with a wider range of stakeholders when entering a terrain which in Tanzania currently is quite volatile. Despite the fact that IAS Tanzania enjoys registration as a local CSO, its recent history and identity as an international NGO may require skilful alliances with like-minded actors in conducting advocacy efforts at a larger scale than what has so far been practised.
 - The consultant noted that IAS Tanzania staff and staff in the IFI office in Sumbawanga generally would hold relevant competences in regard to managing programme activities. Specialised IE

competencies are sourced from the regional programme manager, a technical staff member located within the IAS Kenya office. The present IAS Tanzania country director also offers technical experience in IE but may only be available to a very limited extent for IE teacher training given her management responsibilities and her contributions may be more relevant when enhancing advocacy efforts. As noted below there seems to be a need to improve the volume and quality of reporting from the IFI office in Sumbawanga.

- The consultant noted that there has been a rather high turn-over of staff at IAS Tanzania and in particular in the IFI office in Sumbawanga. While this can be compensated by extra efforts there is a risk of lack of continuity at a crucial point in time when outcomes should be assessed to promote learning in the programme.

4. **Local CS groups** relevance, effectiveness and sustainability

- The brief field visit did not provide an opportunity to assess outputs and outcome of activities undertaken in regard to CS groups. Yet, the consultant noted that in both Sumbawanga and Nkasi strong local networks have been built engaging relevant local actors including parent-teacher associations (PTAs), disabled persons organisations (DPOs), representatives of relevant local government authorities, assessment centre staff etc.
- So far, efforts have focused on building capacity of these stakeholders to engage in awareness raising at community level and to enhance government responsiveness to local IE efforts. It will be interesting to follow how this capacity is translated into effective outcomes leading to higher levels of primary school attendance of disabled children.
- While sustainability cannot yet be measured the groups present emphasised that the network as well as the individual groups were not dependent on continued financial support from the IE programme, yet the opportunity for joint meetings was much appreciated.
- Outreach efforts have been helped by working with local media, i.e. the government run FM radio stations in each of the two districts. According to the stakeholders this has proven an effective strategy to enhance community outreach and as complementary to other efforts in this field.
- It was encouraging to meet with two of the children's groups who engage in community efforts and help by providing a welcoming environment for new enrolments of disabled children. The IE programme labels such efforts as 'advocacy', yet it is probably more appropriate to consider this as part of community awareness raising.
- The consultant noted that there is apparent less if any cases of CS groups making a deliberate effort of documenting examples of neglect by authorities in providing a conducive environment for inclusive education. While the extent of such problems is not known it may be relevant to consider how community stakeholders could pay more attention to this field.

5. Identify relevant **learning** emerging from the first two years of operation

- Within the context of the IE programme in East Africa, Tanzania enjoys a strong standing relative to the situation in the three other countries. This can be explained by stability in partner relations, and the opportunity to create results in the context of a conducive government policy framework. Thus, in Tanzania IAS has successfully built on an established record of IE experience.
- While the field visit itself did not allow for a more detailed assessment of the quality of reporting the consultant observed little narrative documentation of programme activities and noted limited written reflections on progress made, challenges experienced and lessons learned. The IFI office could do more to highlight e.g. the conditions that has helped bring about the existing effective relations to local authorities. Similarly, while the extent of teacher training is documented, little evidence is provided regarding the effect this has had on classroom teaching practice or regarding the running of assessment centres.

Lars Udsholt / 9 March 2018

*Review cum Appraisal for IAS programme on Inclusive Education
in Sudan, South Sudan, Kenya and Tanzania
February – March 2018*

Terms of Reference for field visit to Tanzania 5 – 9 March 2018

Background

With funds from the Danish government, International Aid Services together with partners in East Africa has been implementing the above three-year programme in the four East African countries.

The current grant covers 2016-18 and an application for a new phase 2019-2021 is currently being prepared. The donor CISU (www.cisu.dk) has requested that an external consultant carry out a review cum appraisal to assess progress in the current programme as well as to appraise plans for the new programme.

Field Visit to Tanzania

The external consultant, Lars Udsholt, is visiting Tanzania 5-9 March and shall be meeting with programme stakeholders in Dar es Salaam and Sumbawanga. His programme is organised by IAS Tanzania, who serves as the lead agency for the current programme. The following issues will be studied in further details during the consultant's visit.

1. Assessing how the programme relates to the Tanzania **country context**
 - Does the Inclusive Education (IE) programme deal with the relevant issues in light of IE needs, policy framework etc.
 - Is the programme engaging the relevant actors (other CSOs, government institutions etc.)
 - Advocacy efforts: what has been accomplished; have effective relations to government authorities been established
2. Mapping and assessing **relations** between key stakeholders: IAS country programme, partners, CS groups, government partners
3. Assess how the IE programme is located within the **IAS Tanzania country programme**
4. Meet with and learn from **local CS groups** regarding the relevance, effectiveness and sustainability of IE supported activities
5. Identify relevant **learning** emerging from the first two years of operation

IAS Tanzania IE programme coordinator Allan Kamnde can be contacted for further information

IAS Tanzania: +255-752-199488; +255-684-005617

EMAIL: ias-tanzania@ias-intl.org

Field Visit Programme

Monday 5 March

08.10 Arrival Dar es Salaam from Accra
10 – 12 Meeting IAS Tanzania Country Director and IE Focal Point
15.30 Departure Dar es Salaam for Mbeya
18.00 Check-in Hotel Mbeya

Tuesday 6 March

08.00 Departure from Mbeya to Sumbawanga
15.00 Arrival Sumbawanga
16.00 Brief meeting with IFI Team Rukwa and Katavi Regions

Wednesday 7 March

District Education officer
Primary school, including Model assessment centre, children's club, teachers trained
Visit primary school 2
1630 Departure for Nkasi district
18.00 Arrival Nkasi

Thursday 8 March

Acting DED, Nkasi District
Primary school, including Model assessment centre, children's club, teachers trained
Visit primary school 3
Return drive to Sumbawanga

Friday 9 March

08.30 Debriefing meeting with IFI team
10.00 Departure Sumbawanga for Mbeya
17.25 Departure Mbeya for Dar es Salaam
21.40 Departure Dar es Salaam for Accra

- d. List of main stakeholders (not yet drafted) - DET VIL VÆRE GODT - INDGÅR I ToR
- e. Documents consulted (not yet drafted) - DET VIL VÆRE GODT - INDGÅR I ToR
- f. Schedule of assignment (not yet drafted) - DET BEHØVER DU IKKE

g. Acronyms and Abbreviations

CISU	Civil Society in Development (Denmark)
CFBL	Children facing barriers to learning
CSEN	Children with special educational needs
CS	Civil society
CSD	Civil Society Development
DMCDD	Danish Mission Council Development Department
DPO	Disabled Peoples Organisation
FDB	Formal duty bearer
IAS	International Aid Services
IAS-DK	International Aid Services - Denmark
IAS-S	International Aid Services - Sweden
ICD	Information Centre on Disability (Tanzania)
IE	Inclusive Education
LFK	Life Ministry Kenya
MDB	Moral duty bearer
NCDO	National Christian Development Organisation (South Sudan)
PO	Programme Objective
SDG	Sustainable Development Goal
SMC	Swedish Mission Council
ToR	Terms of Reference