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Sida Decentralised Evaluation

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Evaluation of the Open Fun Football Schools project in Iraq, implemented by Cross Cultures Project Association

Final Report

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

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Table of contents

Abbreviations and Acronyms	3
Preface.....	4
Executive Summary.....	5
1 Introduction.....	8
1.1 Purpose and mission	8
1.2 Methodology.....	9
1.3 Limitations	11
2 Background.....	13
2.1 CCPA and OFFS Background and Theory of Change	13
2.2 Iraqi Context.....	16
3 Findings.....	19
3.1 Relevance	19
3.2 Effectiveness	20
3.3 Efficiency.....	26
3.4 Impact, outcomes and sustainability.....	30
4 Evaluative Conclusions	35
5 Recommendations.....	37
5.1 Recommendations for Sida	37
5.2 Recommendations for CCPA.....	37
5.3 Recommendations for Al-Salaam and the football clubs in Iraq	38
Annex A – Terms of Reference	39
Annex B – Inception Report.....	43
Annex C – List of Persons Met	55
Annex D – Documents Consulted	57

Abbreviations and Acronyms

CCPA	Cross Cultures Project Association
CSO	Civil Society Organisation
DAC	Development Assistance Committee
DKK	Danish kroner
EUR	Euro
M&E	Monitoring & Evaluation
NCCI	NGO Coordination Committee for Iraq
NGO	Non-governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OFFS	Open Fun Football School
RBA	Rights-Based Approach
SEK	Swedish kroner
SIDA	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SWOT	Strengths, Weaknesses, Opportunities, Threats
TI	Transparency International
ToC	Theory of Change
ToR	Terms of Reference
UNAMI	United Nations Mission to Iraq
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

Preface

Sida's Iraq unit at the Department for Conflict commissioned this evaluation in October 2013 through Sida's framework agreement for reviews and evaluations. The evaluation covers The Open Fun Football Schools (OFFS) project in Iraq, implemented by Cross Cultures Project Association (CCPA), and funded by Sida since 2010.

The aim of the three-year project is *to make a contribution to fostering inter-community relations and civil society initiatives, and thereby contribute to peaceful co-existence, tolerance, equality, peace and stability in Iraq.*

The users of the evaluation are Sida, CCPA and Al-Salam Football School in Iraq.

Indevelop (www.indevelop.se) in collaboration with Tana Copenhagen (www.tanacopenhagen.com) undertook the evaluation between November 2013 – April 2014, with a field visit to Baghdad and Najaf in Iraq. The evaluation report was finalised after feedback from Sida and CCPA on the draft report.

The evaluation was carried out by Erik Bryld (Team Leader), Nadia Masri-Pedersen (Junior Consultant) and Saad Fathallah (National Consultant). Quality assurance was provided by Ian Christoplos while Jessica Rothman managed the evaluation process at Indevelop.

Executive Summary

This report presents the findings and conclusions of the evaluation of the Open Fun Football School (OFFS) in Iraq, which is run by the Cross Cultures Project Association (CCPA). The evaluation has been performed by Tana Copenhagen and Indevlop AB, as commissioned by Sida, implemented late 2013 till early 2014.

The evaluation is intended to inform Sida on the outcomes of the project and the probability of goal fulfilment by the end of the project period. The Terms of Reference (ToR) also requires the evaluation team (referred to as the team hereafter) to look into whether the project has been implemented in coherence with the project document and the CCPA Theory of Change (ToC), putting a special emphasis on the issue of sustainability.

The approach and methodology have been designed based on the ToR and a full explanation can be found in the Inception Report in Annex E. The key instrument for this evaluation has been the evaluation matrix, which has guided the evaluators in their work. This has been complemented by a Theory of Change (ToC) assessment aimed at confirming the project relevance and effectiveness. Methodologically, the team has triangulated desk reviews with semi-structured interviews, focus group discussions and a Strengths, Weaknesses, Opportunities, Threats analysis (SWOT) as well as a ToC workshop.

Key limitations to the evaluation first and foremost relate to the security situation. During the course of the evaluation, the security situation in Iraq deteriorated drastically, which meant that original plans of travelling to Fallujah had to be cancelled and field mission meetings were rescheduled or cancelled throughout the evaluation process. The security situation meant that the team had to rely more on using OFFS as intermediaries in identifying interviewees among children, trainers and parents of the project, rather than using a more randomised procedure. To avoid any additional bias, the team conducted all interviews and focus group discussions without the presence of OFFS and CCPA staff, and it is the team's assessment that the respondents provided open and frank responses.

The CCPA-implemented OFFS project in Iraq is one of the only grassroots level initiatives in the country working with sports as a means of promoting tolerance and coexistence. CCPA has been able to demonstrate that working with a bottom-up community process in Iraq is feasible, irrespective of the challenging security situation.

The OFFS project is clearly in demand among the beneficiaries and the ToC of strengthening a bottom-up civil society through a voluntary approach is unusual in the Iraqi context. OFFS has been able to be effective in this process. The degree to which

major societal changes aimed at mutual coexistence and tolerance have been achieved is only partly confirmed, primarily as a consequence of the fact that the communities targeted are in most cases not (as anticipated in the project assumptions) internally divided. However, the OFFS festivals that bring children from different sectarian backgrounds together does enhance the mutual understanding among the children in the different communities.

The project has facilitated the establishment of 111 clubs across Iraq and a network of instructors and trainers focused on implementing the non-competitive Fun Football pedagogical concepts, motivating the children to engage with each other by providing them with the space and opportunity to interact. OFFS has effectively contributed to establishing grassroots level civil society, i.e. football clubs, across Iraq and has increased the *intra*- and to some extent *inter*-community communication as targeted in the project document.

The effectiveness of including girls in the project and thereby contributing to gender equality and women's empowerment is less evident, which is primarily a consequence of the security situation and strong norms and practices limiting girls mobility in the Iraqi society. Some girls do participate in the football activities, but the number is limited and most parents do not give the issue particular attention.

The project is implemented in a non-discriminatory and participatory manner, but the clubs established are yet to be transformed into entities that operate in a manner that is fully transparent and accountable in accordance with the rights-based approach. This challenge is a reflection of the still very informal nature of the different clubs that are managed by an instructor and/or trainer with varying degrees of parent involvement and limited involvement of the local authorities. To comply with the rights-based principles, as well as to ensure longer-term sustainability and funding opportunities, the clubs will need to go through a formalisation process and the introduction of checks and balances through the establishment of e.g. club boards with broader representation. To further emphasise children's rights there are also opportunities of formalising the dialogue with the children through e.g. children boards or committees, which may be explored further.

In light of the number of schools established and the fact that these are still in operation, the cost-effectiveness of the project is assessed to be high compared to other projects in the sector, in particular taking into consideration the security challenges related to implementation in Iraq.

While it is too early to assess impact of the project, the establishment of the clubs and the fact that these are still operational and implementing OFFS type activities in accordance with the CCPA/OFFS pedagogical principles is an indication of the project having met its outcome objectives related to the development of a civil society as well as in enhancing the intra-community communication. The extent to which this will have a greater impact on the tolerance and co-existence in society is too early to assess. However, given the macro-scale of the on-going conflict and the fact that it is still escalating it is unlikely that the project in itself will have a major impact on promoting peace,

though it will provide an increased incentive to engage in intra-community dialogue in cases of risk of internal violent conflict. Furthermore, the promotion of coexistence, would require the project to be more inclusive by involving parents in the inter-community mobility and communication activities.

In terms of sustainability, the team found that a minimum level of funding is required to replenish equipment and provide for basic expenditures. The general challenge related to funding is still to be addressed properly and alternative avenues should be pursued further. A basic precondition for the cooperation with authorities, or donors for that matter, is however assessed to be dependent on a formalisation of the clubs.

Based on the findings the team recommends that CCPA and OFFS initiates a formalisation process, which will facilitate a higher degree of accountability and transparency and pave the way for resource mobilisation. This will furthermore strengthen the participation of girls in the football schools, which needs special attention in the gender-inequal context of Iraq. Finally, CCPA should continue the work of improving their M&E system to ensure that outcomes are properly captured. To enable the above to be finalised, it is recommended that Sida agrees to short-term additional funding against a clear implementation plan aimed at formalisation of the OFFS clubs and the development and implementation of a resource mobilisation plan.

1 Introduction

This report presents the findings and conclusions of the evaluation of the Open Fun Football School (OFFS) in Iraq, which is run by the Cross Cultures Project Association (CCPA). The evaluation is performed by Tana Copenhagen and Indevelop AB, as commissioned by Sida implemented late 2013 till early 2014.

In the following report, we present a brief overview of the methodology and limitations of the evaluation, followed by a presentation of findings, evaluative conclusions and recommendations for CCPA and Sida for the future.

The evaluation team would like to extend its appreciation to CCPA for the good cooperation, and the Al-Salaam Football School as well as the parents and children that throughout the evaluation contributed their time and resources to inform the evaluation team about the project. In particular, we would like to thank Falah Ashoor and Jamal Ashoor for their logistical support in arranging meetings in Baghdad.

1.1 PURPOSE AND MISSION

The evaluation¹ is intended to inform Sida on the outcomes of the project and the probability of goal fulfilment by the end of the project period. The Terms of Reference (ToR) also require the team to look into whether the project has been implemented in coherence with the project document and the CCPA Theory of Change (ToC), putting a special emphasis on the issue of sustainability.

Based on the purposes outlined in the ToR, the team agreed with Sida and the CCPA that main focus of the evaluation should focus on:

1. The **effectiveness** of the OFFS project and contribution towards meeting the expected goals as outlined in the project document, theory of change and the log-frame.
2. The **sustainability** of the project by looking at degrees of ownership of local partners and stakeholders, funding opportunities and the alignment with other donor initiatives and projects.

¹ Also labeled 'assessment' in the Terms of Reference (ToR).

3. And to the extent feasible², the **efficiency** of the internal monitoring and evaluation tools and systems used for the project, as seen from a results-based management perspective.

1.2 METHODOLOGY

The ToR of the assignment refers to effectiveness, efficiency and sustainability as well as outcomes. No direct reference is made to the two other OECD-DAC criteria of **relevance** and **impact**. This is assessed by the team as a realistic approach given the challenges with regards to budgetary, security and timing constraints. However, on the team's recommendation it was agreed that the **relevance** of OFFS should also be evaluated in the context of Iraq, and – as stipulated in the ToR – the relevance of the theory of change in this context. At the same time, rather than a strong emphasis on impact, which is difficult to assess in light of the limited implementation period and field level constraints, the evaluation has been more focused on **outcome** level. Furthermore, in addition to assessing whether/how the project promotes **gender equality** and is implemented in a **conflict-sensitive** manner, special attention has been given to the extent to which a **rights-based approach** (RBA) has been applied.³

The approach and methodology have been designed based on the ToR and a full explanation can be found in the Inception Report in Annex E. The key instrument for this evaluation has been the evaluation matrix, which has guided the evaluators in their work (a full version can be found in Annex C). This has been complemented by a Theory of Change assessment aimed at confirming the project relevance and effectiveness. To properly assess change over time and eventually evaluate outcomes (the OFFS ability to foster tolerance and contribute to peaceful co-existence), the evaluation team has reviewed and reconstructed the ToC of the support, based on document review as well as through interviews and workshops with CCPA (see ToC in the following section). The ToC exercise serves as a learning tool for the evaluation team as well as CCPA and facilitates a reflection of the results framework (and causality).

Interviews have been conducted using (a) a semi-structured interview guide aligned with the questions of the evaluation matrix presented above, (b) focus group discussions using a focus group discussion guideline, and (c) SWOT workshop with instructors and trainers of OFFS. This approach is aimed at ensuring that all questions are answered and

² The monitoring system is still to be implemented, and the assessment is therefore desk based reflections vis-à-vis the theory of change and findings of the evaluation.

³ The team notes that OFFS is not explicitly following a rights-based approach, but given that this is a key Sida priority, the team will take this into consideration.

at simultaneously leaves room for the respondent to go more in-depth with issues of particular importance.

The security situation in Iraq presented a special challenge for the team (see also section on limitations below). Prior to the data collection in Iraq, the team engaged in a dialogue with CCPA and Al-Salaam Football School regarding which football schools to visit⁴. The security situation did not allow for a completely random selection of sites to visit, so it was agreed that visits would be carried out in Baghdad and an additional site outside of Baghdad. Consequently, it was decided to split the field mission into two:

- 1) A mission conducted by the national expert, Saad Fathallah, with focus group discussions with children and parents in a city outside Baghdad, and
- 2) A full team mission with semi-structured interviews with key informants and focus group discussions with trainers and parents in Baghdad

For the national expert's mission the team judged that the main criteria for choosing a location outside of Baghdad would be that the national expert could access it without being in too much danger and somewhere that could be reached calculating two days visit in total. The school in **Al-Najaf** was chosen due to its relative proximity to Baghdad and because it was regarded as a 'highly conflicted area'. This visit however, showed that the demographic composition in Najaf was rather homogeneous (with a Shiite majority) and that the participation of girls in the football school was non-existent. The team thus believed that another location should be added to diversify the findings and adequately capture the diverse realities of OFFS.

While the team was in Baghdad, it also became apparent that the OFFS football schools in Baghdad that were accessible with regards to the security situation were mainly located in Shiite-dominated areas. It was then decided that the additional location outside of Baghdad should be located in a Sunni-dominated area. The team suggested various locations and engaged in discussion with Al-Salaam Football School regarding the feasibility of visits. The main criteria for selecting the second location was the availability of the local trainers to receive the national expert on very short notice (two days) and the actual presence of girls in the football school, and finally, the security considerations and accessibility. While Kurdistan is known for being more liberal it was selected by the team as the place to visit due to the fact that it was Sunni-dominated, has a fairly high participation of girls in the clubs, and has other ethnic and sectarian conflicts than southern Iraq. Specifically, Sulemaniah was chosen, as there were several schools in the

⁴ While the map is not entirely updated, an overview of the OFFS football school locations in Iraq can be found here:
<https://maps.google.dk/maps/ms?msid=214098307189194013993.0004bd8b9c76a5cf79b27&msa=0&ll=35.274774,45.082397&spn=1.208565,2.469177&iwloc=0004c165d494b8757baa8>.

same area that could be visited. The national expert visited schools in Rania, Qalaat Deza and Halabja in Sulaymania.

In **Baghdad**, the team visited Al-Salam Football School on three occasions, and had planned to visit one to two other schools in Baghdad. One school was identified as possible to visit after consultations with the security company responsible for the team's safety. The school is located in **Rahmanieh** area. Furthermore, there were plans to visit a centre for children with disabilities also located in the same area. Prior to the visit it was, however, not possible to ensure the protection or clearance from the local leaders in the area, and the team thus had to cancel the trip to the children's centre and send a representative to carry out the interviews with children, parents and trainers at the football school.

What characterised the on-going dialogue with Al-Salaam Football Schools regarding which locations to visit was the high degree of flexibility. The team was looking into visiting many schools, and the Al-Salaam Football School were flexible to assist in arranging the visits even when it was decided to visit an additional location.

The team interacted with a total of 383 children, trainers, volunteers and key informants, as can be seen in the brief overview in table 1.1 below. A complete list of interviewees can be found in Annex A.

Type of interviewee	Women	Men	Total
Non-CCPA affiliated	0	7	7
CCPA/OFFS affiliated	6	4	10
Instructors	1	9	10
Trainers	2	48	50
Children	67	153	220
Parents	4	57	61
Volunteers	2	23	25

Table 1.1 overview of persons met in total of the two field missions

1.3 LIMITATIONS

The evaluation has been affected by a number of issues, which created limitations to the findings. However, the team is of the opinion that the evidence is sufficient and accurate enough to substantiate the findings presented in the report.

Key limitations to the evaluation first and foremost include the security situation. During the course of the evaluation, the security situation in Iraq deteriorated drastically, this turn of events among others meant that original plans of travelling to Fallujah had to be cancelled and field mission meetings were rescheduled or cancelled throughout the evaluation process.⁵

The security situation meant that the team had to rely more on using OFFS as intermediaries in identifying interviewees among children, trainers and parents of the project, rather than using a more randomised procedure. To avoid any additional bias, the team conducted all interviews and focus group discussions without the presence of OFFS and CCPA staff, and it is the team's assessment that the respondents provided open and frank responses.

Another constraint is the limited availability of written information to be used to triangulate evidence, both in terms of general reflections on conflict and conflict mitigation at local level in Iraq of which there is very limited information, as well as more specific Iraq related evidence from the OFFS/CCPA. The latter is to be expected given the setup of the project, but also limits the ability of the evaluation to draw lessons from the different activities implemented (see also findings in section 3 below).

Finally, the team has endeavoured to get as wide a representation of interlocutors as possible. While some institutions could not be accessed, the team did manage to meet a representation of interlocutors. Their reflections on their interaction with the OFFS and Al-Salaam have provided the team with a good representative sample of views from different stakeholders. However, the fact that OFFS in Iraq only has limited institutions to interact with also limits the number of potential informants.

Finally, due to security concerns, the team has first and foremost interviewed beneficiaries in areas identified and arranged by the Al-Salaam Football School. This is assessed to have had a positive bias on the interview sample, which has been taken into account in the analysis of the evidence.

⁵ As an example, a range of security incidents involving Improvised Explosive Devices on the second day of the field mission, meant that team were in lock down mode at the security compound.

2 Background

2.1 CCPA AND OFFS BACKGROUND AND THEORY OF CHANGE

The Open Fun Football Schools (OFFS) project is run by Cross Cultures Project Association (CCPA) and has been funded by Sida since 2010. CCPA, according to its own definition, is a non-profit project association that has specialised in using grass-roots sport - and in particular the Open Fun Football School project - as tool for 1) reconciliation and coexistence 2) active citizenship and club formation and 3) cross-sector crime prevention. CCPA works in what it calls 'divided' communities with 'joyful games' or 'community based sports' as the main tool for stimulating social changes and facilitating communication and collaboration between children and adults. CCPA has implemented projects in many parts of the world and most extensively in the Balkans. In the Middle East, CCPA has previously worked in Lebanon, Jordan and Syria and work now in Tunisia as well as Iraq.

The structure of CCPA consists of a General Assembly as well as a Board that supervises the work of the association. CCPA works with close links to representatives of mainly Danish sports associations and federations, but also politicians. In each of the countries where CCPA works, they furthermore have a network of local CCPA offices. In Iraq, CCPA is cooperating with Al-Salaam Football School since 2005. Al-Salaam is together with CCPA responsible for the OFFS-program in Iraq. The organisation is based in Baghdad, but has representatives in several cities around the country. CCPA and Al-Salaam Football School collaborate in implementing the project, with CCPA carrying the main technical and financial responsibility, project narrative and reporting to Sida and Al-Salaam managing and monitoring the project implementation on the ground.

The OFFS project in Iraq falls under the Swedish Country Strategy for Iraq covering July 2009 to December 2014, under the priority area 'democratic governance and human rights', which has the specific objective of achieving '*strengthened capacity of Iraqi actors to promote and respect human rights in Iraq, with a special focus on the enjoyment of human rights of women and children*' and; '*strengthened democratic state-building at different levels of society with a special focus on popular participation in decision-making processes*', the latter including support to peace-building activities.

This fits very well with the OFFS aim of the three-year project in Iraq, which is: '*To make a contribution to fostering inter-community relations and civil society initiatives, and thereby contribute to peaceful co-existence, tolerance, equality, peace and stability in Iraq*'

In Iraq, the OFFS project was started with the cooperation between CCPA and Al-Salaam Football School. The purpose of the cooperation was to stimulate the process of development, peace, stability and social cohesion in Iraq by strengthening friendships and sports cooperation among municipalities, football clubs, elementary schools, leaders, coaches and children, while promoting grassroots football and the basic principles of “sports for all”.

This should be done, by trying to reach the following two **project objectives**:



Figure 1 – OFFS' Project Objectives in Iraq

The project aims at conducting more than 36 Open Fun Football Schools in different regions of Iraq for thousands of girls and boys by the end of the project period. CCPA Iraq has also aimed at educating hundreds of volunteer trainers and 12 instructors in developing sports activities for children. Furthermore, several initiatives and conferences were to be held together with ministries, federations and municipalities to improve grassroots sports for children in Iraq.

Three national network seminars were planned for stakeholders with focus on a) female football, b) grassroots sports and c) community sports. On local level club seminars are organised for existing clubs and community members. The purpose of the OFFS is to facilitate friendship and sports co-operation between people living in divided communities, and CCPA Iraq's work aims at bringing together trainers, parents and children from different ethnic and social backgrounds. Each football school lasts five days and engages a minimum of 200 boys and girls from 7 to 11 years old, 15 coaches and 15 coach assistants and club officials - all volunteers.

The Theory of Change (ToC) has been developed based discussions with CCPA. This process has enabled the team to validate the ToC of the OFFS project in Iraq. The ToC presented in this document reflects the desired changes that the OFFS project aims to achieve in Iraq and the assumptions underlying the efforts made to achieve them. As outlined in the methodology section, the evaluation has been based on this ToC. Figure 2 below illustrates the overall ToC for the OFFS project in Iraq:

OFFS is developed on the overall assumption that peace is not just a central level decision, but also something which must be sustained at a local level through dialogue, reconciliation and conflict resolution. This dialogue and reconciliation is expected to challenge as well as create a bridge between ethnic, political or religious divisions in the targeted communities.

For OFFS, this process is initiated with the OFFS football schools, also labelled 'isles of opportunity'. In the football schools, people who have previously been in conflict (or have a high level of mistrust from surrounding conflict) are brought together to engage with each other in the roles as coaches, mothers and fathers, boys and girls and football enthusiasts.

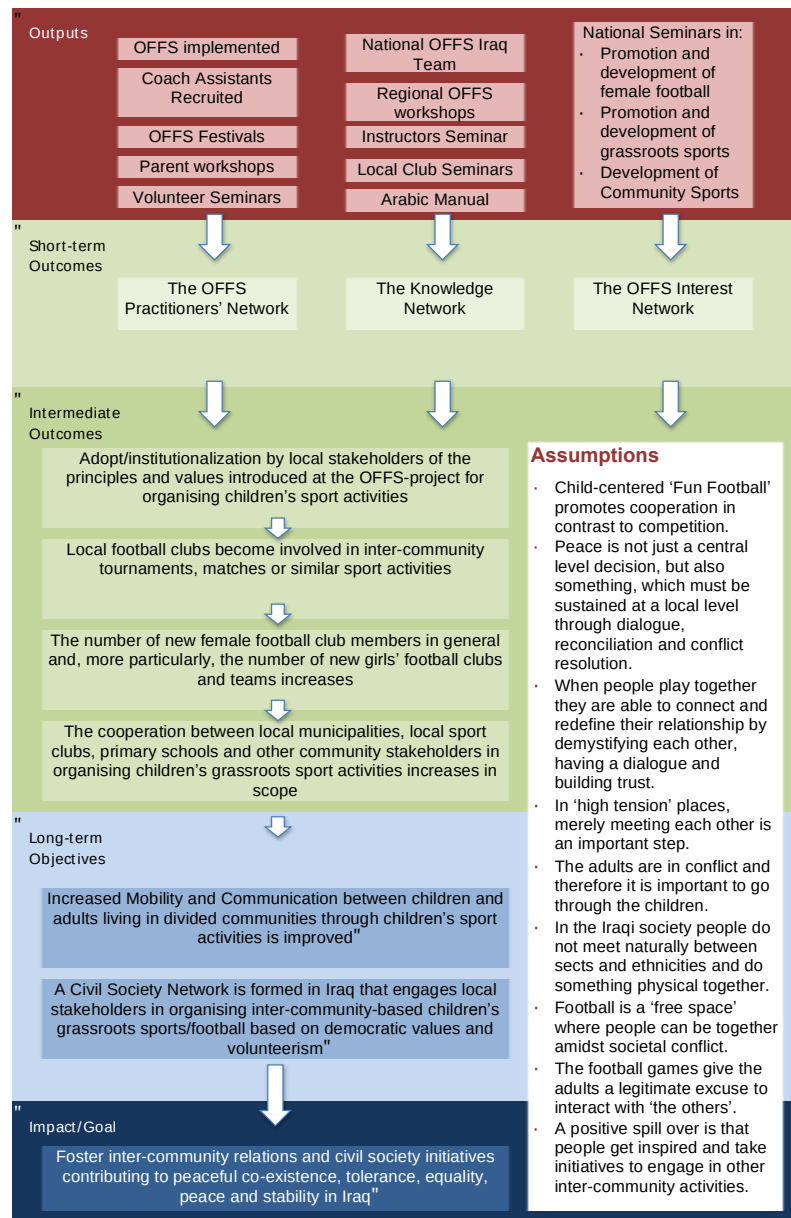


Figure 2 - CCPA Theory of Change logic

OFFS is based on the assumption that this interaction allows people to freely redefine their relationships as well as the perceptions they have of each other.

In the interaction people are able to enjoy positive experiences together that can pave the way for new relationships as well as increase the mutual trust. A positive spill-over effect is that people use the social capital generated to get inspired and take initiatives to engage in other inter-community activities. The vehicles for these positive experiences are football and other related games.

OFFS' work in Iraq is organised along three 'networks', a Practitioners', a Knowledge- and an Interest Network. The Practitioner's Network works with implementing the Football Schools and Seminars, recruiting trainer assistants and volunteers and training them as well as holding workshops for parents. The Knowledge Network focuses on the network of instructors and building their capacity for establishing football clubs and

structures in each community. The Interest network is intended to influence on policy level and try to advocate for the promotion of football at a grassroots level and using sports for development, including the promotion of female participation. CCPA through OFFS works on building the capacity of these networks to deliver the outputs expected in a sustainable way.

The approach is made feasible by building a network of local volunteers and trainer assistants who commit to engaging with OFFS and implement the project on the ground. OFFS believes in the importance of creating local ownership in order for the volunteers to implement the project and continue the work beyond the period of OFFS's engagement ensuring the sustainability of the project. The OFFS project is also implemented based on the belief that it is important to anchor the football schools in a strong cooperation with the local authorities. Consequently, they work to establish cooperation with local municipalities, primary schools and other community stakeholders.

The logical change pathway for OFFS in Iraq can be regarded as follows: **If** OFFS establishes an organisation in Iraq that identifies and trains instructors and graduate coaches (input), **then** local football clubs are established with inter-ethnic/religious compositions who meet regularly (output), **resulting in** enhanced mobility and communication between girls, boys and adults in divided communities **and in** local stakeholders forming inter-community social networks that in the long-term undertake children's football and games activities across the ethnic, religious and political divides (outcomes), **Finally**, contributing to peaceful co-existence, tolerance, equality, peace and stability in Iraq (impact).

2.2 IRAQI CONTEXT

Iraq today is characterised by growing insecurity and violence continuing to weaken governance. Violent incidents have become almost a daily occurrence in many Iraqi cities in the form of car bombs, roadside bombs, suicide bombs, assassinations, sectarian killings, etc. According to the UN Assistance Mission to Iraq's data, the approximate average civilian casualties per month have been 650 persons since January 2013.

In 2005, the country experienced a new power-sharing deal in the shape of a new constitution. Major subsequent priorities have been to re-establish Iraqi government institutions in the context of a fragmented country, with many districts and communities having become divided due to fear and mistrust among different ethnic, religious and political groups. In 2006, the continuing underlying tensions around the country led to a peak in violence. The main factors behind the internal Iraqi conflict are the long tradition of Sunni dominance in a Shia majority country, as well as the aspiration for increased autonomy in the Kurdish provinces. Following the US-led invasion, the US tried to re-organise the internal power structures, by trying to bring all actors to the table, with an exception of previous Baath party members. This led to a withdrawal as well as a marginalisation of particularly the Sunni representatives, consequently leading to a Shiite majority in government.

In April 2010, the Iraqi government agreed upon a national development plan for 2010-2014. These efforts have however been threatened by unresolved conflicts and political tensions, obstructing necessary reforms that were expected to contribute to modernising the public sector, creating economic growth and carrying out adequate decentralisation. The continuing violence in addition to financial and administrative corruption makes attempts at reconciliation and national dialogue on the country's direction more difficult.

According to Human Rights Watch, human rights conditions in Iraq continued to deteriorate in 2013. The security situation remains volatile as sectarian tensions continue to deepen. Incidents have included a bombing at a football field on June 30 2013 that killed 12 people, mostly boys under 16.⁶

2.2.1 Civil Society

Historically, Iraq has limited experience with independent civil society organisation⁷. During the rule of Saddam Hussein and the Baath party, civil society was allowed little independence and was, to the extent that there were organisational structures, part of the regime or controlled by it, possibly with the exception of religious charities and professional associations. According to the 'NGO Coordination Committee for Iraq' (NCCI), an autonomous body created by NGOs working in Iraq, CSOs became more commonplace in Iraq after 2003. They took up the role of intervening in conflicts and began to play an important role in supporting the citizenry and improving life conditions by compensating for gaps in service provisions, while promoting democratic practices in a country that had experienced decades of dictatorship. NCCI was also one of the many stakeholders involved in elaborating bylaws to the new NGO law adopted in 2010. This was an important political and institutional step to promote civil society.

The capacity as well as the outreach of civil society in Iraq is still limited. According to the NCCI, limited capacity, limited access to neutral funds, and the distrust of the Iraqi Government, are among the elements weakening CSOs. The CSOs moreover, face a dubious legal environment, poor cooperation with the public authorities, as well as a lack of community understanding about their own role. CSOs in Iraq generally lack credibility in the public⁸. The CSOs operate in an environment traditionally made up of religious and tribal ethics, and therefore face challenges in their efforts to build a democratic space that is more comprehensive and inclusive.

⁶ World Report 2014 Iraq, Human Rights Watch, 2014.

⁷ Iraq's Civil Society in Perspective, April 2011, NGO Coordination Committee for Iraq.

⁸ The Voice of Civil Society in Iraq, January 2011, National Democratic Institute.

2.2.2 Women's Rights

Previous gains in women's rights in Iraq have now been rolled back due to the deterioration of security, which in consequence has promoted a rise in tribal customs and religious political extremism. Iraqi women cite the lack of personal security as the biggest threat they face⁹. A quick glance at the state of women's rights in Iraq presently reveals that the biggest challenges to women's rights are:

- Lack of political participation at national as well as local level. Besides the fact that the Iraqi constitution guarantees a 25% representation in the parliamentary seats, it has not resulted in greater inclusion or support for women's issues in the overall political agenda¹⁰.
- Low participation in the labour force (14%) is likewise an obstacle for the effective participation of women in Iraqi society.¹¹
- General violence against women, particularly in the domestic sphere.

2.2.3 Children

Ten years on from the US-led invasion, children are falling behind in education, according to a new Statement report¹² from War Child from May 2013. According to the same report, Iraq has turned out to be one of the most hostile environment for children, with around 100 incidents of child mortality daily. Almost half of Iraq's population is aged under 18 years. It is estimated that about 3.5 million children are affected by poverty in Iraq. According to UNICEF, 5.3 million Children in Iraq are still deprived of many rights, even though Iraq has officially ratified the Convention on the Rights of the Child in 1994. A majority of these are experiencing at least one violation of their fundamental rights and a mere 10% of all children have most of their rights fulfilled.¹³ The lives of young girls in Iraq are likewise heavily constrained by the security situation as well as the increase in conservatism. Young girls do not have the same possibility to move around the cities and towns nor to participate in activities outside their homes. Particularly in the public sphere, girls are affected by the conservative culture that dictates that girls should not play sports in public. Most recently, a contentious draft law is being considered in the Iraqi parliament that if approved could allow young girls as young as nine to get married. The enforcement of such a law would increase the risk for the girls in Iraq¹⁴.

⁹ www.madre.org

¹⁰ Women in Iraq Factsheet, March 2013, United Nations Assistance Mission for Iraq.

¹¹ Women in Iraq Factsheet, March 2013, United Nations Assistance Mission for Iraq.

¹² Mission Unaccomplished - Iraq 10 years on, May 2013, War Child.

¹³ The most common child rights violations as identified by UNICEF are: inadequate access to and promotion of health services; lack of access to quality education; violence against children in schools and families; psychological trauma from years of extreme violence; discrimination; prolonged detention in juvenile facilities; insufficient attention to the special needs of children with disabilities and who are not in their family environment; and lack of access to information and participation in cultural life.

¹⁴ <http://www.parliament.iq>.

3 Findings

The findings are presented in accordance with the OECD-DAC evaluation criteria related to relevance, effectiveness, efficiency, impact and sustainability.

3.1 RELEVANCE

R.1 Is the theory of change of the OFFS relevant to the Iraqi context?

As is evident from the context section above, Iraq is a country marred by years of war and internal conflict. Consequently, the overall objective of contributing to peaceful co-existence is relevant to the OFFS context.

To assess the relevance of the ToC we focus on (i) the relevance to the beneficiaries, as well as (ii) the relevance to the plausibility of meeting the objectives of the intervention. The first is assessed against the expressed needs of the beneficiaries interviewed and the latter is assessed in relation to the relevance of the assumptions underpinning the ToC. In other words, if the assumptions are confirmed the ToC is relevant to the context.

In terms of relevance to the beneficiaries, OFFS provides an opportunity to activate the children in the local communities surrounding the clubs, something which is otherwise non-existent in Iraq and thus a break from the on-going conflict. All interviewees expressed appreciation of this initiative and the activities and outputs are evidently, from the findings of the evaluation, in high demand. The underlying objective of the ToC of using the clubs as a means to create tolerance and co-existence is less pronounced, however all interviewed agreed that football is a space free from sectarian and ethnic strife in Iraq. Thus in part confirming one of the assumptions of the ToC.

Similarly, the parents and trainers confirmed the appreciation of the 'Fun Football' concept where there is a pedagogical focus on creativity, learning and generally having fun rather than explicitly seeking results in terms of winning football matches. Interviews with the children similarly document the appreciation of this and thus confirms the assumption.

Another key assumption, that the team can confirm is that the OFFS approach, which builds on voluntarism, can be used as a vehicle for grassroots level civil society development. There is very limited independent civil society in Iraq (which is not political or religious), and the fact that OFFS has been able to inspire and facilitate the establishment of OFFS clubs across Iraq based on a high level of volunteerism is thus unique to the context and underpins this branch of the ToC.

There are however a set of assumptions that are more difficult to confirm by the evaluation. This is in particular relevant to the notion of divided communities in Iraq ad-

dressed through the project. While the on-going conflict is exacerbating the ethnic and in particular the sectarian divisions at community level, the conflict is in many places beyond community level.

Very few of the interviewees had experienced local sectarian violence or division within their communities prior to or during the OFFS implementation. In only two cases did the parents refer to enhanced interaction between Sunnis and Shias following OFFS implementation. The team has thus only been partly able to confirm the underlying assumption of OFFS working with and improving relationships in or between divided communities. This interaction is also aimed at bringing the communities from different areas together. There was among the interviewees limited *inter*-community animosity and thus the assumption of division between the different communities was less notable.

Similarly, the assumption that fun football gives the adults an excuse to meet can only be partly confirmed as: (i) the parents are only in a few cases engaged in the club activities, and (ii) the willingness for cross-sectarian interaction is not an immediate barrier in most of the clubs according to parents interviewed by the team.

The limited internal division in the communities targeted by the club is a reflection of (i) the segregated communities in Iraq, and (ii) the fact that the clubs are established on a voluntary basis. The team saw pictures and documentation of some divided communities targeted by OFFS, which showed a conscious decision to reach out to these, however the majority seem to be selected through a network process.

3.2 EFFECTIVENESS

- Es.1 Is the project effective in fostering cross-cultural communication and mobility between divided communities in Iraq?
- Es.2 Is the project effective in establishing a network for girls and boys of the targeted age-group; practitioners; experts; and stakeholders?
- Es.3 To what extent is the project effective in ensuring gender equality and women's empowerment?
- Es.4 Is the project effective in applying a rights-based approach to development and how?
- Es.5 Is the project planned, implemented and sustained in a conflict sensitive manner?

OFFS has delivered the bulk of the inputs as planned in accordance with the project document during the project period. The effectiveness of the delivery of these inputs are assessed against key elements in the CCPA/OFFS ToC. These include (i) the networking and interaction of the stakeholders and beneficiaries of the project, as well as (ii) the effectiveness in delivering against policies and requirements of Sida related to gender equality and the application of the rights-based approach.

3.2.1 Cross-cultural communication and mobility between divided communities

As the ToC outlines OFFS builds on the assumption that communities in Iraq are divided and that enhanced cross-community (and intra-community) communication and mobility, i.e. interaction, will allow for increased mutual understanding contributing to peace and stability (see full ToC above). While the on-going (and past) conflict is

fuelled by sectarian and ethnic strife, the data from the field research show limited *intra-* and *inter-*community conflict in the areas targeted. All communities are affected by the on-going conflict, but this is assessed by the team based on the interviews to be more as an external threat than an internal issue, i.e. the interviewed communities do not experience internal violence, but violence imposed externally, i.e. none had – or would admit to having – experienced ethnic or sectarian violence within their community or between neighbouring communities.

Most of the clubs interacted with were located in sectarian homogeneous areas, while those within sectarian mixed areas had lived in the same community for decades without internal ethnic strife. Only one of the clubs had experienced intra-community conflicts in the last ten years. Nonetheless, parents and trainers of two of the 14 clubs interacted with explained that the work of OFFS has brought children with different religious backgrounds closer together.

All clubs interacted with expressed a great appreciation of the tournaments arranged between the different clubs through the OFFS festivals¹⁵. Though none of them identified any previous animosity between the communities, they did express that they now had increased understanding of the situation in the other communities. However, as parents are in most cases not involved in the work of the clubs (trainers and volunteers excepted), the effectiveness of inter-community (as well as intra-community) communication primarily focuses on children and with limited effectiveness at the parental level.

The children interviewed through focus group discussions in general expressed appreciation of having access to new friends in their community and in the other clubs they had visited. Similarly, some parents expressed appreciation of the fact that their children (mostly boys) were meeting other children irrespective of sectarian background and ethnic origin.

In short, OFFS *has* been effective in enhancing the intra- as well as inter-community mobility and communication through (1) the establishment of OFFS clubs around the country, and (2) the OFFS festivals, which brings the children together across communities. It has in some cases enhanced the mutual understanding and appreciation of between communities.

¹⁵ A celebration of football by the OFFS clubs, with emphasis on the CCPA pedagogical approach of joy and cooperation.

3.2.2 Establishing and using a network approach

The project strategy defined in the CCPA/OFFS project application to Sida refers to the creation of three specific networks: (1) The Practitioner network; (2) The Knowledge network; and (3) The Interest network.

Assessing the degree to which OFFS has been effective in establishing the networks will depend on: (a) the definition of a network, i.e. when is the structure in place to a degree in which it can be defined as a general network, and (b) whether the purpose of the network is being fulfilled (or is expected to be fulfilled).

A network of the OFFS type defines social relations between individual actors and organisations in this case centred around (i) the common interest in children's football, (ii) the OFFS pedagogical approach, and (iii) a willingness to use this across ethnicities and sectarian strife in Iraq. For the network to be meaningful and contribute effectively to the objectives of OFFS, the network must in its totality cooperate towards these common goals. This does not necessarily mean that all parts of the network are equally engaged over time for this purpose, as there can be different levels of commitment. However the objective of the network must be that the joint efforts contribute to OFFS effectiveness.

The Practitioners network

The Practitioners network is *de facto* a set of networks – one for each club, which are tied more loosely in a greater network, used for tournaments and OFFS festivals. The team interacted with trainers, assistant trainers and volunteers from 14 different clubs across Iraq, who all showed a high degree of commitment to the OFFS's principles and pedagogical practices. These persons (of which all but one were men) are the backbone in the operation of the individual clubs that effectively plan, coordinate and train the children in their respective clubs.

The Practitioners network is, according to the CCPA application to Sida, expected to be comprised of 'volunteers, schoolteachers, parents, sports clubs, community organisations etc.' However, not all these groups are active in the networks. Among the groups who participate less actively are the parents. While some parents have participated in a start-up workshop, most of the interviewed parents met for the first time in a joint setup at the focus group discussion with the team. Some fathers would occasionally 'hang out' around the football pitches, but their contribution to the running of the clubs or the implementation of practices of OFFS is not evident from the interviews. Most parents showed little interest in the club and stated that they were satisfied as long as the children were pleased with the club (parents from one club were the exception to this general finding). Similarly, the team found little evidence of involvement of community organisations and schoolteachers, although some attempts had been made. According to the interviewed instructors and trainers, the cooperation with local schools has proven challenging, as the schools must work with formal approvals from the authorities for this cooperation to take place. OFFS clubs have not been able to obtain these papers.

The Practitioners network is thus active and working with the OFFS practices around the clubs as evidenced in the geographical locations subject to the evaluation. While the networks are narrower in their scope than anticipated in the application, they are nonetheless the backbone of the OFFS implementation and the primary contributor to the establishment of the fun football schools. This change from the concept was in part acknowledged by CCPA in the ToC workshop and is not assessed to have had any major influence on the delivery of the OFFS outputs.

The Knowledge network

The Knowledge network is defined as being comprised by the national OFFS instructors in Iraq as well as colleagues in related CCPA OFFS type schools in the region and in the Balkans. In practice, the network has been implemented as two-track process in which CCPA has been joining OFFS type schools from the region to share and learn lessons from each other, after which the local networks have been implementing these on the ground. In the first years of the project these have worked as formalised meetings through CCPA, but as funding dries up the network will be confined to Iraq.

The interaction the team has had with the instructors in Iraq showed a high degree of mutual understanding of the OFFS approach from most of these and a clear appreciation of being jointly engaged in the project. The OFFS-arranged tournaments have contributed to establishing the links between the instructors, and their willingness to come and meet the team in Baghdad is an indication of their joint commitment. The interaction in the network beyond the OFFS funded activities has been limited. This is assessed to be a consequence of the financial impact travel has for the instructors, not a disinterest in continued cooperation.

The Knowledge network is assessed to be the single most effective contributor to achieving the OFFS outputs and contributing to the objectives of the project, given the high degree of commitment of the members (primarily trainers) of the network in facilitating the establishment and support to the clubs through the joint understanding of the OFFS pedagogical practices.

This network, combined with the Practitioners network, has effectively resulted in the most substantial contribution to immediate objective 2, related to developing a civil society network in Iraq.

The Interest network

The Interest network is supposed to be a broad network of different representatives at national and local level (including government institutions, media, private sector and sports clubs) interested in peace and stability and in the use of sports for peace. The network will promote this through input to national policy development as well as local level initiatives.

Al-Salaam Football School, as well as a few of the other clubs, have been able to establish strong links with key institutions such as the Baghdad Governorate, the Ministry of Youth and Sports, and the Football Association of Iraq as well as the local municipali-

ties. These are important contacts in securing permits and in resource mobilisation efforts. The links are however all bilateral, and the cross-institutional network working with sports for peace has not been established, primarily due to lack of interest and commitment by the other stakeholders.

3.2.3 Gender equality and women's empowerment

CCPA, aware of the Iraqi context, in its application to Sida reduced its normal 25% female participation goal (the minimum requirements at the OFFS in a European context) to 15%. The team assess that even this target in the Iraqi context is too ambitious. As is evident from the context section above, gender inequality in Iraq is amongst the worst globally, which is also evident from the field data of the evaluation. Interviews with parents, trainers and children indicate substantial reluctance to *allowing female participation* in sports activities (or public activities in general) where boys are also present (of all interviewees and participants in focus group discussions only a few expressed a commitment to increasing girls participation).

Female participation is generally low, although OFFS' own statistics show a female participation of 13%. This is above the team's own observations, which is assessed to be a consequence of the fact that the female participation is substantially higher in Northern Iraq (Kurdish dominated) than in the remaining parts of the country. In Al-Najaf and Rahmaniya, which are both more conservative areas, no girls are allowed to participate in OFFS activities according to focus group discussions with parents and children. At the football festival attended by the team on the Al-Salaam compound one out of ten groups (or roughly 10%) on the football pitch were girls.

The cultural practices and norms are a barrier to girls' participation. Interviews and focus group discussions confirmed the challenges of allowing girls to engage in football across the board. The challenge becomes more evident as the girls age. Observations of the team showed that the bulk of the girls involved in the OFFS were below ten years of age, while the boys were up to age of 16. Few of the parents interviewed were genuinely interested in allowing their teenage girls to interact with boys let alone be seen in public playing sports. Key barriers to girls inclusion included:

- 1) The fact that girls and boys play at the same time on the same premises;
- 2) Lack of access to separate toilet and changing room facilities for girls;
- 3) Lack of access to an indoor/closed football arena where girls can play alone;
- 4) Security in general for girls on the premises;
- 5) Security in transport to and from the football pitch;
- 6) Lack of formal government recognition of the girls' participation in OFFS.

Irrespective of these challenges to girls' participation, OFFS have two female instructors and a number of female assistant trainers, and some clubs have specific girls teams. In lieu of the pronounced gender imbalances and cultural practices the team assesses that the ability to involve even some girls in football and establishing female teams with female trainers is unusual in the Iraqi context. The OFFS is thus effective in making a change for some girls in Iraq and setting examples for others, even if the targets are not

reached. The lack of commitment by parents does however pose a hindrance to longer term results in this area.

The interviews also indicate that it may be feasible to increase effectiveness by e.g. providing more private space for girls through securing playing days or hours for girls only, or allocating designated parts of the pitches as girls only areas. This will of course influence the objective of bringing boys and girls together, but may at least allow girls to venture beyond the private confines of the family property. Finally, some parents expressed an interest in promoting other types of sports, which are more compliant with the cultural practices in Iraq, such as volleyball.

3.2.4 Applying a rights-based approach

The OFFS project does not explicitly commit to applying a rights-based approach to development, but the assessment is made in light of Sida's focus on it.

The project complies with some of the key elements in the rights-based approach. First and foremost, the principle of *non-discrimination* is core to the project, which aims at bringing together people from different religious and ethnic backgrounds and reaching out to girls as well as boys. The mixed composition in some of the clubs and the strive to bringing the different groups together at the festivals is an indication of this. Focus group discussions with trainers and parents also clearly revealed an understanding that football and its application in the OFFS context is not about religion or ethnicity. This statement was made explicitly in all focus group discussions.

Similarly, when it comes to *participation*, this is evident from the high degree of voluntarism in the project. Adults and kids participate at own free will and through an explicit expression of willingness to do so. The gates to the football fields are open, and the trainers try to accommodate as many children as feasible. When new clubs are established these again are based on the voluntarism of the trainers in the respective areas of establishment.

When it comes to *transparency* and *accountability* the picture is slightly more blurred. The informal nature of the different clubs established (or inspired) through OFFS are in most places run by the instructor or the trainer in the area. There is no board or any mechanism to provide democratic oversight or inherent checks and balances. The instructor or trainer is the penultimate decision-maker and responsible for the clubs. This is a consequence of the high degree of voluntarism from a few individuals in establishing the clubs, which eventually means that those who volunteer initially, eventually become those who decide in the long run. There is no established system for parent involvement, nor for example a children's board. However, the parents interviewed are generally well satisfied, with limited interest in getting involved, and the children express a high degree of appreciation of their trainers and assistant trainers. Thus the limited degree of accountability and transparency is not an immediate concern for the users, but the longer-term consequences of this lack of checks and balances is not considered at club level.

3.2.5 Degree of conflict sensitivity

Application of a *conflict sensitive approach* means that the project as a minimum works according to ‘Do No Harm’ principles, and preferably works to minimise conflicts. The latter is an objective of OFFS and is included in the design of the project.

Bringing different religious and/or ethnic groups together could be a potential conflict trigger, but the project has been able to counter this challenge and no conflict escalation has been documented. Interviews and focus group discussions point to three ways that the project applies a conflict sensitive approach:

- 1) The pedagogical approach focusing on football as play and less so as a game with winners and losers, means that the children focus on the cooperation on the football field and less so on the competitive elements. Children interviewed clearly expressed satisfaction with football as a fun game rather than a competition;
- 2) Similarly, the pedagogical approach includes elements of ethical learning directly through the teachings from the trainer, and indirectly by having the children play together across sectarian and ethnic differences (though the actual experienced conflict between these are already limited as described above);
- 3) By building on voluntarism and having an approach of letting those who are interested join the clubs, the OFFS sends a signal of inclusivity and creating local ownership. However, this may be challenged over time without a more formalised introduction of accountability and transparency in the club management.

The effect of the conflict sensitivity was evidenced by the team, which was not in a position to identify any animosity or dissatisfaction between or within clubs in any of the interviews or focus group discussions. Having said that, as mentioned in the beginning of this section, the degree of internal conflict in the club or between the clubs interacting was generally low at the outset of the project.

3.3 EFFICIENCY

Ey.1 Is the OFFS project cost-efficient in its implementation?

Ey.2 To what extent is the project management and implementation setup efficient, including the cooperation with and use of Iraqi partners?

Ey.3 Can the planned OFFS system of impact tracking contribute to improved implementation of the project and in tracking expected and unexpected results?

For this evaluation, efficiency is assessed against cost-effectiveness defined as input per output; organisational setup related to cost-effectiveness and degree of lean management, and; finally the ability to provide the project management with the information required to deliver quality outputs.

3.3.1 Cost-effectiveness

The OFFS project is from the outset designed as a lean project with limited expenditures for staff and infrastructure in Iraq. The costs reflect a high degree of voluntarism and the

decision of refraining from establishing actual offices at local level or hiring of international staff.

Salary expenditures in Iraq are limited to 15% of the total project expenditure. This low percentage is a consequence of the limited salaries provided to the management in Iraq and the small monthly fees provided to football trainers. Most importantly is, however, the substantial number of volunteers involved in the implementation of the project, which keeps the costs down.

The third largest expenditure in the budget is for trainer seminars at regional and international level (combined a total of DKK 882,000 or 11%). This activity is appreciated by the participants and seen as an essential means of cross-fertilisation of ideas and lessons learned. While the utility is difficult to fully assess, the participation is an important element in motivating staff when salaries or perks are either non-existent or less attractive.

The largest expenditure in the budget is the administrative costs in Copenhagen. The operational budget combined with the administration fee adds up to a total of 36% of the budget. The actual funding level in DKK is assessed to be realistic vis-à-vis the overall salary level in the NGO sector in Denmark, and a minimum of funding for coordination, monitoring and financial management is required to ensure effective project implementation and limit fiduciary risks. Nonetheless, 36% is above Sida standard levels of 20% in stable countries¹⁶, but is explained and justified by the low salary costs at Iraq level *de facto* giving a disproportionately higher share of overall allocations to the CCPA headquarters in Denmark. The 2012 audit report specifically looks at the management costs in Denmark and ‘find no reason to challenge this allocation’¹⁷.

Comparing the management costs to NGOs operating in fragile environments where costs close to 50% are more the norm, the OFFS costs are assessed to be low. This is in part a consequence of the limited use of security related costs at Iraq level, for national staff as well as limited security overheads when international staff undertake monitoring visits (a total of 75 non-Iraq national field monitoring days were spent in Iraq throughout the project period¹⁸).

The project is highly reliant on national staff for implementation, which limits the costs. The team has not found evidence to suggest that more thorough field mission monitor-

¹⁶ See among others Sida’s evaluation of NIR by Indevlop and Tana Copenhagen, 2013.

¹⁷ Deloitte - CCPA Annual Report 2012

¹⁸ According to e-mail from CCPA 27 March 2014.

ing is needed, however, this is primarily a consequence of the ability of national staff and cannot necessarily be replicated in a similar setup.

3.3.2 Organisational setup

The lean approach, which is reflected in the management costs is evident from the project setup. CCPA has decided to rely on local staffing and volunteers, which in effect means that there is a very limited international management presence in the project.

As a consequence of this setup, CCPA is highly reliant on the ability of the partner in Iraq (Al-Salam Football School and in particular Falah Ashoor) in delivering in accordance with the plans. However, as evidenced from the section above the input targets have been reached, which in principle suggests a high level of efficiency.

In the long-term, the lean setup may be a challenge in terms of sustaining the efficiency. Currently, the clubs run without more formalised management setups to ensure accountability and transparency. The leaders of the club (the trainer and/or instructor) are the penultimate responsible persons, who are not held accountable to any authority. The clubs operate without *de facto* checks and balances and the active involvement of parents and other stakeholders from the community as well as the authorities. This in principle allows for potential misuse of authority and may risk undermining the relationship with the parents and eventually the children in the clubs.

3.3.3 Project monitoring and impact tracking

The project progress has thus far been monitored using an input and activity monitoring system. This system provides a detailed overview of the number of participants involved in all key activities in the OFFS project cycle. The data is gender disaggregated and where data has been available also provides an overview of the ethnic, age and social composition of participants.

The data however, is not fully complete. As an example, the total number of children recorded is 6,985, while the total number in the age registration is 4,107, and the social background registration shows a total of 1,601. This is a consequence of the fact that OFFS only started recording age and social background in year 2 and 3. The inconsistencies or lack of data are limitations to its use.

The input type of data is needed for CCPA to monitor a project like OFFS and to document budget activities and use these for financial checks as well. However, the nature of the data collection at the input level is insufficient to provide an overview of the results of the project. OFFS is implemented in short cycles and as soon as the funding for each cycle has ended, the tracking is stopped. It is with the current data thus not feasible to assess how many children are still part of the football clubs, how many trainers are still engaged, how many parents are meeting, etc., thus limiting the data usefulness for assessing outcomes and sustainability queries.

The limited data availability at outcome level is also one of the main reasons that CCPA is in the process of developing a new monitoring and results system, which the team has had an opportunity to assess in a current draft format.

CCPA is in the process of developing a monitoring and results tracking system focusing on the community changes that OFFS has contributed to. The draft (July 2013) provides a comprehensive overview of suggested preparatory activities in the full OFFS project cycle. The initial stages in this project cycle are more closely aligned to a project definition process than an M&E process as such, as the proposed questions relate to identifying basic information, which in principle could lead to a restructuring of the project beyond the current OFFS setup (e.g. questions such as what major needs the community has and how change will take place). These questions are relevant for any basic needs assessment, but do not relate much to the concept and principles of the OFFS. Nonetheless, the information will be useful in informing the design of an M&E system.

The system presents a number of indicators (eight categories of these) to be used for baseline and results tracking. The categories are assessed to be relevant to the OFFS context and the so-called ‘specific representation’ is equally relevant to OFFS. However, the sample questions presented are in most cases vague in their definition allowing for substantial self-interpretation by interviewees as well as the interviewer, or are simply too complicated, which is assessed to provide inaccurate responses. Examples include: ‘what is the value of these friends to you?’, (ii) ‘how are the gender roles in your community and what should change?’, and (iii) ‘Has the OFFS program changed your attitude or decision-making process when confronted with tense or difficult situations with parents and community members from different ethnic /social/cultural groups?’

The qualitative nature of the questions does allow for qualitative reflections, but this also requires a considerable capacity among the interviewers to understand and reflect on the questions. While the nuances emanating from these questions are of importance, their open nature makes comparability and aggregation difficult.

To be truly useful questions would need to be reformulated to become of a more SMART¹⁹ nature, i.e. short and concise, with limited opportunity for (mis)interpretation and a more real ability to cross-check and compare. CCPA is in the process of moving in that direction and the evaluation team has had access to a sample from Crimea (Ukraine), which is moving in this direction, however with a need for further simplification.

¹⁹ Specific, Measurable, Achievable, Relevant and Time-bound.

3.4 IMPACT, OUTCOMES AND SUSTAINABILITY

As the OFFS is effective in meeting most of the objectives, the degree and probability of achieving outcomes and impact are closely linked to sustainability of the results. These are therefore presented in the same chapter.

- I.1 Has the project resulted in an improved (perceived) inter-ethnic and/or inter-sectarian understanding by the participants and their relatives?
- I.2 Is there evidence to suggest an improved (or probability of) basis for peaceful inter-community/sectarian co-existence and respect for gender equality as a result of the project?
- I.3 Are there intended or unintended spin-off effects of the project, which contribute to the project objective?

- S.1 Are the networks and clubs established sustainable beyond the project period?
- S.2 Are the outcomes of the project assessed to be sustained in the future as well?

As reflected in the ToR as well as in the inception report, it is too early to assess the impact of the project and only to some extent feasible to assess outcomes. This is particularly evident for some of the newer clubs that have only been in existence for the last six months. However, the combination of relevance, effectiveness and sustainability of the activities (or lack thereof), provides a good indication of the outcomes of the project.

As is evident from the effectiveness section above, OFFS has been able to enhance the interaction within the communities and in some instances between them. There is an increased appreciation among the interviewees of the community children's participation in joint football sessions. It is too early to assess the sustainability of this enhanced understanding, but in the war-torn society in Iraq OFFS is one of the few non-school related activities, which bring children from different segments of society together. However, as internal division in the communities visited and clubs interviewed are already minimal, and the *intra*-community understanding (and regular interaction) is already present, OFFS becomes a complement to this process.

With respect to *inter*-community co-existence, none of the clubs interviewed expressed divisions or animosities towards the other communities participating in OFFS festivals prior to OFFS or after.²⁰ The OFFS has provided an opportunity to travel and meet other

²⁰ The Al-Salaam school has an image of a festival with divided communities celebrating together, showing one of the very few examples of inter-community division. In this case the Team was told that OFFS has (at least during the festival) been able to bridge the gap between the communities and establish a joint school.

clubs across Iraq, which does provide a better mutual understanding, but the impact of improved co-existence is less evident at this early stage.

OFFS has contributed to an increase in mobility and communication, and with the relative sustainability of at least some of the clubs the communities have a high probability of continuing sending the children to OFFS inspired clubs, which will continue to increase intra-community communication at children level.

As the funding of geographically spread tournaments is discontinued it is however less realistic to assume continued mobility between the clubs. The limited attention to children's reflections among the (in most cases less attentive) parents, means that a substantive outcome related to coexistence is assessed to require a higher degree of parent involvement.

The outcomes when it comes to gender equality and women's empowerment are less evident. Some girls are being sent to OFFS clubs, but the number is limited and the less committed attitude of the parents interviewed is an indication that the probability of longer term impact or even medium-term outcome beyond those of the girls participating in the project currently is unlikely.

The project, however, has some important intended and unintended spin-off effects, which are making a contribution to development in Iraq and are likely to have an impact for the children involved and their community. This includes:

- 1) The creation of the first elements of a grassroots level civil society. Iraq has a very poor record of civil society with limited grassroots initiative. The formation of the clubs is thus one of the only non-religious or political grassroots level initiatives, which reaches out to the local community. The clubs are respected and could presumably be developed over time to form the basis of a more sustainable formal sports structure and community related civil society;
- 2) The OFFS clubs provide one of the only non-school related activities for the children (mostly boys) in the targeted communities. This has two immediate benefits: (i) it provides the children with a break from their war affected daily lives and allows them to play and make friendships in accordance with the UN convention on the rights of the child, which outlines the right to leisure, creation and cultural activities; and (ii) it 'keeps the children off the streets' and engaged in activities which are healthy and provides them with the 'appropriate ethics'.²¹

²¹ The latter includes a better understanding of the need to keep a clean and tidy local environment, which the Team observed by children picking up garbage in the football field.

- 3) Finally, parents and trainers interviewed expressed an appreciation of the children's improved performance in school and credited this with the discipline and ethics encouraged through the football training.

The CCPA/OFFS Iraq project application to Sida has limited reflections on sustainability, and in particular financial sustainability. However, the design does implicitly provide a sound basis for working on securing sustainable structures and outcomes beyond the project period. Most important are:

- 1) The minimal operational cost per school, where most trainers operate for free (or with a minimum contribution covering transport etc.) and in locations where no rental fee or major maintenance is required. This setup means that a bare minimum of funding is required to continue to operate the clubs beyond the Sida funding proposal;
- 2) The high reliance on voluntarism in the clubs is a contributing factor to ensuring ownership and continued commitment to the operation of the clubs.

Irrespective of the lean design and well thought intentions the team has found that there are obstacles for ensuring sustainability of the outputs and outcomes of the project.

3.4.1 Sustainability of networks

The Practitioners network in its current light version of instructors and trainers is assessed to have a high probability of sustainability at the local level. All members interviewed expressed a commitment to the OFFS approach and their interaction observed by the team at the OFFS event is evidence of a coherent network with well-established internal links. The lack of future funding is likely to result in less cross-country meetings, however the team assesses that the local networks in the individual clubs will remain based on the high level of local voluntarism. Securing additional funding would allow for the cross-country network to do the same. The Knowledge network has been fully operational with OFFS funding, as this dries up the regional cross-country networks are expected to fade out. However, the national members of the network are now linked and in regular dialogue, which is assessed to be in the interest of the participants to continue beyond the OFFS funding period.

With respect to the interest networks, the fact that these have never really been operational eventually means that they are not sustainable. However, the bilateral links between Al-Salaam and the national and local authorities, football clubs, and e.g. the University of Baghdad enables Al-Salaam to access information and policy makers, which may be useful in the future to e.g. benefit from the latest pedagogical research from the University or request for permits and funding from the authorities.

3.4.2 Sustainability of clubs

It is evident from the interviews in the field that a minimum donation to renew basic equipment and supply footballs is a requirement from most of the interviewed trainers and volunteers to enable a continued operation of the clubs. This is the minimum requirement, while most interviewed trainers also express a need for securing long-term access to football fields and in some cases physical infrastructure to allow for training.

The latter is particularly important for securing girls' participation in the future as well (as mentioned above).

There is a continued need for financial input (if minimal) to ensure longer-term sustainability of clubs. The team assesses that some clubs will continue to exist for the medium-term but are unlikely to be sustained without access to proper equipment as well as a playing field. Some clubs, like Al-Najaf, have also seen a decline in the participation of children, which can in part be attributed to the lack of financial injections.

Al-Salaam, as well as CCPA, has been approaching local and national government agencies as well as the more formal football clubs to explore opportunities for continued funding. All of these interviewed by the team expressed a genuine interest and appreciation of the efforts, objectives, achievements and commitment of Al-Salaam, which has also resulted in 'one-off' grants to a football pitch and basic infrastructure in the past. However, none of the interviewees were able to commit to continued longer term funding to the clubs. The team has however, been presented with communication to the Iraq Ministry of Sports, which show discussions of possible funding of the clubs in the future.

This opens up for a more sustainable solution. Al-Salaam, as well as CCPA, are still working with the authorities to identify funding opportunities, but these were not secure at the time of the evaluation. At the same time more commercial opportunities, such as seeking funding from the private sector through for example the 'zakat' Muslim donation practices could be explored.

The understanding, yet limited immediate commitment from the local authorities, is also partly a consequence of the voluntary grassroots level approach in the establishment of the OFFS clubs. The clubs are created on a voluntary basis by committed locals (which is a primary generator for short- to medium-term sustainability), and only at the second stage involve the local authorities in the setup. This allows the local authorities to provide verbal appreciation, but also means that the initiatives are not included in the planning and budgeting from the outset. Thus the ownership is limited with the local authorities who will then need to be convinced through an advocacy process at a later stage. Some local authorities are showing an interest in professionalising the schools to become 'for profit', i.e. by focusing on building professional football players and seek transfer financing, which again is likely to undermine the community profile of the schools.

A barrier for the sustainability is the lack of legal registration of the clubs in Iraq. The team has not been able to assess the formal legal requirements, however interviews with the clubs indicate the following barriers: (i) lack of ownership of premises, (ii) requirement of (informal) political affiliation, as well as (iii) reluctance from club leadership to involve local authorities in the operations of the club.

3.4.3 Sustainable outcomes

The extent to which the outcomes are sustainable will depend on the ability of the clubs to continue their activities. If the clubs continue to operate (as foreseen), the process of enhanced interaction and communication in the communities will continue (immediate objective 1). This is thus dependent on the sustainability of the contribution to the development of a local level civil society (immediate objective 2), which eventually depends on the survival of the clubs presented above. Without further funding and inputs some of these may slowly disintegrate, while there is a high probability that establishing a more permanent income base will substantially increase the sustainability.

4 Evaluative Conclusions

The CCPA implemented OFFS project in Iraq is one of the only grassroots level initiatives in the country working with sports as a means of promoting tolerance and coexistence. CCPA has been able to demonstrate that working with a bottom-up community process in Iraq is feasible irrespective of the challenging security situation.

The OFFS project is clearly in demand among the beneficiaries and the ToC of developing a bottom-up civil society through a voluntary approach is unusual in the Iraqi context, but OFFS has nonetheless been able confirm this part of the ToC. The degree to which major societal changes aimed at mutual coexistence and tolerance can be promoted through the OFFS ToC is however only partly confirmed, primarily as a consequence of the fact that the communities targeted are in most cases not internally divided. However, the OFFS festivals bringing different communities together do enhance the mutual understanding of the different communities.

The project has facilitated the establishment of 111 clubs across Iraq and a network of instructors and trainers focused on implementing the non-competitive Fun Football pedagogical concepts, motivating the children to engage with each other by providing them with the space and opportunity to engage. The degree of voluntarism in this process is high in an Iraqi context, which is an impressive feat in the civil society context of Iraq as well as a key element in ensuring the sustainability of the project.

The degree of confirmation of the ToC in many ways reflects the degree of effectiveness of the project. OFFS has effectively contributed to establishing grassroots level civil society, i.e. football clubs, across Iraq and has increased the *intra*- and to some extent *inter*-community communication as targeted in the project document.

The effectiveness of including girls in the project and contribute to gender equality and women's empowerment is less evident, which is primarily a consequence of the security situation and strong norms and practices *de facto* limiting girls mobility in the Iraqi society. Some girls do participate in the football activities, but the number is limited and most parents are not giving the issue particular attention. However, additional efforts aimed at providing opportunities for girls to participate could still be explored though the most effective means are likely to further segregate girls and boys in the school.

The project is implemented in a non-discriminatory and participatory manner, but the clubs established are yet to be transformed into entities that are fully transparent and accountable in accordance with the rights-based approach. This challenge is a reflection of the still very informal nature of the different clubs that are managed by an instructor and/or trainer with varying degrees of parent involvement and limited involvement of the local authorities. To comply with the rights-based principles as well as to ensure

longer-term sustainability and funding opportunities, the clubs will need to go through a formalisation process and the introduction of checks and balances through the establishment of e.g. club boards with broader representation. To further emphasise children's rights there are also opportunities of formalising the dialogue with the children through e.g. children boards or committees, which may be explored further.

In light of the number of schools established and the fact that these are still in operation, the cost-effectiveness of the project is assessed to be high compared to other projects in the sector, in particular taking into consideration the security challenges related to implementation in Iraq.

While it is too early to assess impact of the project, the establishment of the clubs and the fact that these are still operational and implementing OFFS type activities in accordance with the CCPA/OFFS pedagogical principles is an indication of the project having met its outcome related to the development of a civil society as well as in enhancing the intra-community communication. The extent to which this will have a greater impact on the tolerance and co-existence in society is too early to assess. However, given the macro-scale of the on-going conflict and the fact that it is still escalating it is unlikely that the project in itself will have a major impact on promoting peace effectively, though it will provide an increased incentive to engage in intra-community dialogue in cases of risk for internal violent conflict. Furthermore, the promotion of co-existence, will require the project to be more inclusive by involving parents in the mobility and communication activities.

The low cost levels and high degree of voluntarism of the projects should in principle also be a main factor in ensuring sustainability of the OFFS facilitated clubs. However, a minimum level of funding is required to replenish equipment and provide for basic expenditures. Dialogue has been initiated with the local authorities but this has only been successful in 1-2 clubs. The general challenge related to funding is still to be addressed properly and alternative avenues should be pursued further. A basic precondition for the cooperation with authorities or donors for that matter is however assessed to be dependent on a formalisation of the clubs.

CCPA with its OFFS project has been able to demonstrate that grassroots civil society enhancing opportunities for children and promoting cross-sectarian/ethnic activities is feasible in Iraq. The activities are in demand and appreciated across the board. However, the clubs facilitated by the project are at a delicate period where future funding and a more formalised setup is needed for the outputs and outcomes to become sustainable and eventually have a longer-term impact.

The OFFS activities in Iraq have proven that local level community projects are implementable and can deliver results irrespective of the high levels of insecurity in Iraq. The project meets an immediate need of children in Iraq and can serve as an inspiration for future Sida programming in the country.

5 Recommendations

The recommendations have been drafted to enable Sida, CCPA and the Iraqi OFFS clubs to learn from the evaluation.

5.1 RECOMMENDATIONS FOR SIDA

The following recommendations to Sida should be viewed in light of fact that a decision has already been made to phase out Sida funding to CCPA and OFFS in Iraq:

- 1) The OFFS activities in Iraq has proven that local level community projects are implementable and can deliver results irrespective of the high levels of insecurity in Iraq. The project meets an immediate need of children in Iraq and should be used by Sida as an inspiration for future programming in the country.
- 2) The reporting by CCPA to Sida is input-oriented and does not live up to Sida's requirements for Results-Based Management. The team recommends that Sida as part of its project assessment prior to funding assesses the monitoring and reporting system of the NGO supported and if found inadequate ensure that an RBM compliant system is developed during the inception phase of the project.

5.2 RECOMMENDATIONS FOR CCPA

CCPA and the OFFS clubs are tightly linked as OFFS is anchored in CCPA and the clubs are an offspring of the project, it may thus be difficult to distinguish the recommendations between the two. The team has however decided to do so in light of the independence of the individual clubs in Iraq. The recommendations to the two groupings should however be read in light of the project continuum from CCPA to the individual clubs. Recommendations to CCPA include:

- 1) The most immediate need of the OFFS project is to ensure a sustainable funding source by the end of the Sida project period. CCPA should continue its efforts in supporting the OFFS clubs (and in particular the Al-Salaam Football School) in securing funding preferably through Iraqi authorities. Similarly, additional funding for continuing the cross-sectarian/ethnic tournaments should be pursued.
- 2) To enhance transparency and accountability of the individual clubs and adhere to HRBA standards CCPA should advise the clubs on the establishment of more formal management structures. These should focus on ensuring checks and balances and providing enhanced participation of parents and children in the decision-making in the clubs. More formal structures will also assist in im-

- plementing the previous recommendation related to resource mobilisation, since more formal structures and systems to ensure transparency and accountability are standard funding requirements for most NGOs and donor agencies.
- 3) To further substantiate the ToC related to mobility and communication, CCPA should work more specifically on involving the parents in the football schools and the daily work of the clubs. Parents should be engaged in planning and implementing the schools, and representatives should join in the inter-community tournaments and OFFS events.
 - 4) Continue to work for the establishment of an output and outcome-based monitoring and evaluation system, which is simple and provides indicators, which are SMART.

5.3 RECOMMENDATIONS FOR AL-SALAAM AND THE FOOTBALL CLUBS IN IRAQ

The football clubs will all individually need to continue the process of building their own organisational structures and basis for future operations independent from CCPA. Recommendations towards this includes:

- 1) Increase the formalisation of the clubs through a formal registration procedure to allow for outside funding, resource mobilisation at local level and formalised cooperation with other Iraqi institutions.
- 2) As part of the formalisation process and to enhance the internal accountability of the football clubs they should work to establish more formalised internal structures. This should include the establishment of a club board (preferably with participation of parents and key interest groups, such as the local authorities) as well as internal accounting and auditing procedures.
- 3) Engage actively in mobilising local government resources to fund the activities of the individual clubs in the future.
- 4) Seek alternative funding mechanisms not yet explored (be creative), such as e.g. charging a fee from the parents of the participating children (as one club in Kurdistan has been able to do); arrange car boot sales; or seek private sponsorships.
- 5) More actively pursue solutions to enhance girls participation. This includes: (i) more structured dialogue with the parents, (ii) consider 'girls only' football hours at the field, and finally (iii) a formalisation as requested by the parents to legitimise the girls participation. The latter would also ensure parents involvement in school management, which again is likely to enhance their willingness to allow the girls to participate.
- 6) Consider the establishment of a children's advisory board where representatives from the children in the individual club can be consulted on the football club activities and present their suggestions.

Annex A – Terms of Reference

1 Intervention Background

The Open Fun Football Schools (OFFS) project is run by Cross Cultures Project Association (CCPA) and funded by Sida since 2010. CCPA has received Sida funding since 2004 for similar activities in Balkan, Moldova and Caucasus. These programs were subject to a Sida-commissioned evaluation 2010. The main conclusions from the evaluation 2012 were that the OFFS concept is relevant. The concept is described as "... a unique approach to grassroots sports activities promoting an inclusive and engaging methodology based on a high degree of voluntary involvement". It is suggested that CCPA addresses more directly other types of community divisions, e.g. groups who are politically and economically marginalised. Secondly, it is recommended that CCPA develops further the ability to demonstrate benefits of using sports for all activities to reconcile tensions stemming from social and political inequity. Thirdly it is suggested to extend efforts to strengthen the sustainability of the football schools by raising funds locally. There are also recommendations linked to the assessment that the football schools could do more to explicitly include reconciliation and conflict resolution aspects in the work. Note that the Iraq program was not part of this evaluation.

The aim of the three-year project is ***to make a contribution to fostering inter-community relations and civil society initiatives, and thereby contribute to peaceful co-existence, tolerance, equality, peace and stability in Iraq.***

Project objectives:

- Mobility and communication between children and adults living in divided communities is improved through the means of children's sports activities.
- A civil society network in Iraq is formed engaging local stakeholders in the organisation of inter-community-based children's grassroots sport/football based on democratic values and volunteerism.

The security context in Iraq makes follow-up of the program on the ground difficult for all parties. Sida, as well as the Embassy and CCPA are limited in undertaking to the project sites, but also – for Sida – visits in Iraq in general.

CCPA has developed a tool for monitoring and evaluation that is currently progressively taken into use in the different project countries. The ambition behind the system is to provide tools for scrutinising the fundamental assumptions behind the CCPA approach and track behavioural change, changing attitudes etc. CCPA and Sida are interested to get a second opinion on the relevance and feasibility aspects of the new tool.

2 Evaluation Objective and Scope

The current country strategy covers the period 2009-2014. It is not expected that Sida will continue funding CCPA after 2014. Consequently, the aspects of sustainability be-

come of particular interest and importance. The evaluation is expected to contribute to an assessment of to what extent the project is implemented in coherence with the program document and the CCPA theory of change as expressed in the narrative program proposal and the log frame, with specific regard to sustainability issues.

The purpose is twofold:

- to provide information to Sida on outcomes of the program so far and probability of goal fulfilment.
- to provide recommendations to CCPA on how to adjust the implementation in order to strengthen effectiveness, efficiency and sustainability.

3 Organisation, management and stakeholders

The key stakeholders are Sida, the Embassy of Sweden in Baghdad, and CCPA with its partners in Iraq – Ministry of Youth and Sports and the Al-Salaam Football School. Sida is responsible for the elaboration of the ToR. Consultation with CCPA has taken place.

The consultants are expected to organize a start-up meeting to present the methodology and an outline of the process for Sida and CCPA, preferably together. Sida and CCPA shall be given the opportunity to give input and their view on the suggested plans.

The field visits will be planned in close dialogue and cooperation with CCPA. A participatory approach will be applied during the field visits. Project staff, volunteers and participants will be involved in the evaluation and a debriefing session where preliminary conclusions are presented, will take place at the end of the field visit.

A draft report will be presented to Sida and CCPA and both parties will be given the opportunity to provide comments. Comments from Sida and CCPA shall be handled by the consultants within five working days. The final report is to be approved by Sida within twenty working days.

4 Evaluation Questions

The following questions shall be answered by the evaluation:

- What aspects of the implementation of the project could be adjusted in order to strengthen the effectiveness? What aspects could be adjusted in order to strengthen the efficiency?
- Is the project contributing to sustainable results?
- Are the project activities contributing to the expected outcomes – is the theory of change relevant?
- Is the system for follow-up relevant and useful to track results (both positive and negative results)?
- Does the project promote gender equality? What could be done in order to strengthen the gender perspective of the project?
- Is the project planned, implemented, and followed-up in a conflict sensitive manner?
- Is the monitoring system, that CCPA is initiating and currently taking into use, providing a relevant basis for follow-up and evaluation?

5 Recommendation and Lessons Learned

The evaluation report shall provide recommendations addressed to the different stakeholders – Sida, CCPA, Al-Salam Football School and (possibly) others regarding how the project can be adjusted in order to be more efficient, effective and sustainable. The evaluators can also formulate recommendations to address relevance issues, if there are findings that point to problems with the fundamental theory of change and approach.

6 Methodology

The evaluators shall suggest a methodology and present to CCPA and Sida prior to initiate the evaluation. The main part of the data collection will be done during a field visit to the project – in accordance with what is feasible given the security situation. Discussions with other actors within the thematic area of reconciliation and youth work, with participants, volunteers and project staff will be part of the field work. Other parts of the work contain desk study.

7 Time schedule and Reporting

Call-off procedures and contract signed: August 26

Inception report, September 15

Draft report, November 10

Final report, December 2

A seminar to present the findings and the preliminary recommendations shall be organised by the consultants in consultation with Sida and CCPO within one week of the due date for the draft report. The methodology used must be described and explained in the final report. Any limitations shall be made explicit and their consequences discussed.

The evaluators should be instructed to adhere to the terminological conventions of the OECD/DAC Glossary on Evaluation and Results-Based Management as far as possible. The reports shall be written in English and not exceed 25 pages.

8 Resources

The call-off proposal shall suggest the resources needed including one visit to Baghdad, one or two other places in Iraq and, if relevant, to Copenhagen.

The time-frame for the assignment is maximum six consultant weeks in total. Sida counts five working days per consultant week.

9 Evaluation team Qualification

The team suggested should include consultants with:

- Documented experience of and skills within project evaluation
- Experience from dialogue and peace-building work
- Communication skills in Arabic
- Experience from work in Iraq

It is important that the competencies of the individual team members are complementary. The competence requirements should correspond to the choice of methodology

10 References

Program document

Assessment memo, Sida

Evaluation of CCPA (Balkan program)

Annual progress report CCPA 2012

Annex B – Inception Report

1. Introduction

Indevelop has been contracted by Sida to undertake the evaluation of the Open Fun Football Schools (OFFS) project, which is implemented by Cross Cultures Project Association (CCPA). Tana Copenhagen and Indevelop will carry out the evaluation jointly. This inception report outlines the suggested approach and methodology for the evaluation as well as reflections on the Terms of Reference (ToR) and the implementation planning.

This report has been prepared based on preliminary discussions with Sida and CCPA and on an initial document review. Chapter 2 will present a background for this evaluation. Chapter 3 presents an assessment of the scope as indicated in the ToR and Chapter 4 focuses on the relevance and evaluability of the evaluation questions. Finally, Chapter 5 presents the approach and methodology suggested to carry out the evaluation, including a revised work plan that will serve as a management tool for the evaluation process for both Sida and the evaluation team.

2. Background

This chapter presents the background for this evaluation, including a brief outline of the Sida-CCPA cooperation and the Open Fun Football Schools (OFFS) project as well as an introduction to the Iraqi context in which CCPA is implementing.

2.1 Background on the Sida-CCPA Cooperation

The first Swedish Iraq cooperation strategy (2005-2008) gave priority to support for civil society, and is continued in the 2009-2014 strategy.

The Open Fun Football Schools (OFFS) project is run by Cross Cultures Project Association (CCPA) and has been funded by Sida since 2010. CCPA, according to its own definition, is a non-profit project association that has specialised in using grassroots sport - and in particular the Open Fun Football School program - as tool for 1) reconciliation and coexistence 2) Active citizenship and club formation and 3) Cross-sector Crime Prevention.

The OFFS project in Iraq falls under the Swedish Country Strategy for Iraq covering July 2009 to December 2014, which focuses on two areas of cooperation:

- Democratic Governance and Human Rights
- Trade, Industry and financial systems

This OFFS project is assessed in relation to the first area ‘democratic governance and human rights’, which has the specific objective of achieving:

“Strengthened capacity of Iraqi actors to promote and respect human rights in Iraq, with a special focus on the enjoyment of human rights of women and children” and; “Strengthened democratic state-building at different levels of society with a special focus on popular participation in decision-making processes”, the latter including support to peace-building activities.

This fits very well with the OFFS aim of the three-year project, which is: ‘To make a contribution to fostering inter-community relations and civil society initiatives, and thereby contribute to peaceful co-existence, tolerance, equality, peace and stability in Iraq’

This Sida Memo from July 2010 makes a positive assessment of the project as regards to relevance, effectiveness and cost-efficiency, feasibility, sustainability, risk management and follow-up methodology and thus it was proposed that Sida make a contribution of SEK 8,644,000 to CCPA for the OFFS project for a 3-year period starting December 2010.

The current Swedish country strategy is expected to be facing out, therefore causing Sida to expect to discontinue funding CCPA after 2014.

2.2 The Open Fun Football Schools in Iraq

In Iraq, the OFFS project was started with the cooperation between CCPA and Al-Salaam Football School. The purpose of the cooperation was to stimulate the process of development and peace and stability and social cohesion in Iraq by strengthening friendships and sports cooperation among municipalities, football clubs, elementary schools, leaders, coaches and children, while promoting grassroots football and the basic principles of “sports for all”.

This should be done, by trying to reach the following two project objectives:



Figure 3 – OFFS' Project Objectives in Iraq

The project aims to conducting more than 36 Open Fun Football Schools in different regions of Iraq for thousands of girls and boys by the end of the project period. CCPA Iraq has also aimed at educating hundreds of volunteer coaches and instructors in developing sports activities for children. Furthermore, several initiatives and conferences were to be held together with ministries, federations and municipalities to improve grassroots sports for children in Iraq. Three national network seminars were planned for stakeholders with focus on a) female football, b) grassroots sports and c) community sports. On local level club seminars are organised for existing clubs and community members.

The purpose of the OFFS is to facilitate friendship and sports co-operation between people living in divided communities, and CCPA Iraq's work aims at bringing together trainers, parents and children from different ethnic and social backgrounds. Each football school last four days and comprises a minimum of 200 boys and girls from 7 to 11 years old, 15 coaches and 15 coach assistants and club officials - all volunteers.

See the link below for an overview of the CCPA Iraq activities in different cities around Iraq:

<https://maps.google.dk/maps/ms?msid=214098307189194013993.0004bd8b9c76a5cf79b27&msa=0&ie=UTF8&t=m&ll=33.94336,43.967285&spn=10.382324,19.709473&source=embed>

2.3 Iraqi Context

The year 2013 has marked the 10-year anniversary of the US led invasion to Iraq and the fall of Saddam Hussein as well as start of the period of occupation that followed. In 2005, the country experienced a new power-sharing deal in the shape of a new constitution. Major subsequent priorities have been to re-establish Iraqi government institutions in the context of a fragmented country, with many districts and communities having become divided due to fear and mistrust among different ethnic, religious and political groups.

In 2007 the continuing underlying tensions around the country led to a peak in violence. The main factors behind the internal Iraqi conflict are the long tradition of Sunni dominance in a Shia majority country, as well as the aspiration for increased autonomy in the Kurdish provinces.

In April 2010, the Iraqi government agreed upon a national development plan for 2010-2014. These efforts have however been threatened by unresolved conflicts and political tensions, obstructing necessary reforms that should aim at modernising the public sector, creating economic growth and carrying out adequate decentralisation. The continuing violence makes attempts for reconciliation and national dialogue on the country's direction more difficult. This means that a democratic public sector has yet not been consolidated, even with a democratically elected government ruling the country. One of the biggest obstacles to development is the widespread corruption at all levels in the system. According to Transparency International's (TI) list of corrupt countries in 2012, Iraq ranked 169 out of 174.

In TI's Human Development Index for 2011 Iraq ranks number 132 out of 187. While Iraq in principle is characterised as a middle-income country, the main development challenges remain: 1) excessive dependence on oil as the main income source 2) substantial needs in infrastructure reconstruction and rehabilitation 3) declining standards of living and growing poverty levels. The rising poverty (as well as previous wars and instability) in Iraq has caused four million people (out of approximately 32 million inhabitants) to live in 'food insecurity' and in need of humanitarian assistance. More than two million people are displaced inside Iraq and over two million Iraqis are refugees in

neighbouring countries. The challenges are characterised by lack of employment opportunities, access to water and electricity, health services and education.

Armed violence is nonetheless the greatest threat facing Iraqis. This violence has become almost a daily occurrence in many Iraqi cities in the form of car bombs, roadside bombs, suicide bombs, assassinations, sectarian killings, etc. According to the UN Assistance mission to Iraq's data, the approximate average civilian casualties per month has been 650 persons since January 2013. Since May, this year, Iraq is again witnessing an escalation of violence all over the country, equivalent to the 2007-2008 levels. Iraq is expecting to hold its national elections in April 2014, something which may contribute to a further increase in instability.

Civil society in Iraq

Historically, Iraq has little experience with civil society organisation. During the rule of Saddam Hussein and the Baath party, civil society was allowed little independence and was, to the extent that there were organisational structures, part of the regime or controlled by it, possibly with the exception of religious charities and professional associations. According to the 'NGO Coordination Committee for Iraq' (NCCI), an autonomous body created by NGOs working in Iraq, CSOs became commonplace in Iraq after 2003. They took up the role of intervening and began to play an important role in supporting the citizenry and improving life conditions by compensating for gaps in service provisions, while promoting democratic practices in a country that had experienced decades of dictatorship. NCCI was also one of the many stakeholders involved in elaborating bylaws to the new NGO law adopted in 2010. This was an important political and institutional step to promote civil society.

The capacity of civil society in Iraq is still limited. According to the NCCI limited capacity, limited access to neutral funds, and the distrust of the Iraqi Government, are among the elements weakening CSOs' objectives. The CSOs moreover, face a dubious legal environment, poor cooperation with the public authorities, as well as a lack of community understanding about their own role. Despite these challenges, CSOs are increasingly recognized by international stakeholders as vital in Iraq's recovery process and improving governance.

There is a potential for civil society to play a more active role in contributing to changing the structural relations in society to support an enabling environment for reconstruction and reconciliation. The CSOs operate in an environment traditionally made up of religious and tribal ethics, and therefore face challenges in their efforts to build a democratic space that is more comprehensive and inclusive. Effective civil society participation towards peace-building, reconstruction, reconciliation and development is essential to the success of Iraq's longer-term development.

3. Assessment of scope of the evaluation

The scope of the evaluation is based on the directions given in the ToR and the dialogue on the proposal between Sida and Tana/Indevelop.

3.1 Reflections on the ToR

According to the Terms of Reference (ToR), the assessment will provide information to Sida on the outcomes of the programme and the probability of goal fulfilment by the end of the project period. We also understand that the assessment should focus on to what extent the project has been implemented in coherence with the programme document and the CCPA theory of change, putting a special emphasis on the issue of sustainability.

Based on the purposes outlined in the ToR, we suggest that the main focus of the evaluation will be on:

1. The effectiveness of the OFFS project and contribution towards meeting the expected goals as outlined in the programme document, theory of change and the logframe.
2. The sustainability of the project by looking at degrees of ownership of local partners and stakeholders, funding opportunities and the alignment with other donor initiatives and projects.
3. And to the extent feasible, the efficiency of the internal monitoring and evaluation tools and systems used for the project, as seen from a results-based management perspective.

The ToR refers to effectiveness, efficiency and sustainability as well as outcome. No direct reference is made to the two other OECD-DAC criteria of relevance and impact. This is assessed as a realistic approach given the challenges with regards to budgetary and timing constraints (as mentioned below). Nonetheless, the team suggests that we evaluate the relevance of OFFS in the context of Iraq, and – as stipulated in the ToR – the theory of change. Rather, than a strong emphasis on impact, which is difficult to assess in light of the limited implementation period and field level constraints, the evaluation will focus on outcome level. ‘Impact’ will though to the extent possible be included when assessing the outcomes of the project.

Since Sida does not expect to continue funding of CCPA, this evaluation will put a special emphasis on the issue of sustainability of the project, as requested in the ToR. Furthermore, the team suggests an approach aimed at ensuring learning for CCPA vis-à-vis their future work in Iraq.

With regards to the fieldwork in Iraq, the ToR suggests one visit to Baghdad and one or two other places in Iraq. As stated in the ToR, the team acknowledges the challenges in carrying out fieldwork and data collection in Iraq due to changing security conditions. Given these security circumstances, as well as the difficulties in obtaining visa, the team will make extensive use of the expertise of the national consultant to assist with the implementation of the assignment. We thus suggest that the implementation is divided into two phases of which the first focuses on interviews with beneficiaries led by the national consultant. This then feeds into the second phase with a broader scope of interviewees using the information from the first phase to inform the interviews in the second phase.

Finally, in addition to assessing whether/how the project promotes gender equality and implements in a conflict-sensitive manner, we suggest including special attention to the extent to which a rights-based approach has been applied.

3.2 What to evaluate

The OFFS programme funded by Sida is expected completed by December 2013, and impact cannot be expected to be fully attained with such short intervals. However, implementation is on-going, and in most areas the planned workshops have been completed and the football clubs are up and running. This means that the team can assess the initial effects of the implementation.

In addition, special attention will be given to evidence of outcomes or the probability of the same. The latter will be assessed based on the assumption that if the activities of OFFS are (i) relevant to the context, (ii) effective in producing the planned outputs, and (iii) have the basic institutional arrangements in place to ensure sustainability, the project is likely to have a high probability of producing desired outcomes.

The team will thus work with actual evidenced outcomes and probabilities of the same.

3.3 Utilisation and audience

The recommendations should serve to provide recommendations to primarily CCPA (and Al-Salam Football School) on how to adjust implementation in order to strengthen effectiveness, efficiency and sustainability. The recommendations should furthermore address relevance and approach related to the theory of change.

For Sida, the evaluation will feed into the knowledge base on civil society in Iraq as well as globally as well as providing input to future programming.

4. Relevance and evaluability of evaluation questions

With the considerations outlined in the sections above in mind, we feel confident that the assignment is feasible and suggest it be implemented based on the methodology and implementation plan outlined in this document. That is, the time and resources available are assessed to suffice to make a qualitative evaluation in line with the ToR, however with a focus on outcome rather than impact.

The scope of the evaluation means that the findings will be based on desk studies combined with key informant interviews. The evaluation will thus first and foremost rely on qualitative data, but relate to quantitative data as well.

4.1 Data availability

The team has received information from CCPA assessed to be relevant to the evaluation. In addition, the team will draw on external assessments of the situation in Iraq, and cross-check with the information from CCPA.

In addition to the documents received from Sida and CCPA, the team will undertake its own context related desk research and combine this with the data collection on the ground.

The field level data collection will come in two phases. Phase (1) will be led by the national consultant and will target direct participants in three categories: (i) direct beneficiaries (sports participants/youths), (ii) parents, (iii) trainers and organisers. Phase 2 will comprise all team members under the leadership of the team leader and will target all categories, including the phase 1 categories, but with special emphasis on national and local government authorities and related stakeholders.

CCPA has suggested to organise a day's workshop in Baghdad attended by 50-80 local volunteers from different regions of Iraq, where the evaluation team can lead the afternoon session using it for data collection for the evaluation e.g. through plenary discussion, individual or group interviews, workshops etc. The evaluation team appreciates and has accepted this suggestion if security arrangements allow.

4.2 Assessment of evaluation topics and suggested evaluation questions

The team has worked to develop evaluation questions based on those outlined in the ToR. To ensure full alignment with the OECD-DAC criteria and enable an approach in accordance with the OECD-DAC quality standards, the team has suggested a revision of the evaluation questions. These are presented in table 4.1 below.

Table 4.1 Revised evaluation questions for OFFS/CCPA

Evaluation topic identified in ToR	Comment	Suggested evaluation question
Relevance		
Is the theory of change relevant?	The team agrees with the formulation, and suggest this question is included under the relevance criteria	R.1 Is the theory of change of the OFFS relevant to the Iraqi context
Effectiveness		
What aspects of the implementation of the project could be adjusted in order to strengthen the effectiveness?	The team suggests a revision of the effectiveness questions to align these closer with project activities and expected outputs (and outcomes as presented in Es.1-Es.5	Es.1 Is the project effective in fostering cross-cultural communication and mobility between divided communities in Iraq
Are the project activities contributing to the expected outcomes	Ibid	Es.2 Is the project effective in establishing a networks for girls and boys of the targeted age-group; practitioners; experts; and stakeholders
Does the project promote gender equality? What could be done in order to strengthen the gender perspective of the project?	Slight revision suggested as presented in Es.3	Es.3 To what extent is the project effective in ensuring gender equality and women's empowerment
	Es.4 has been included in light of the HRBA focus of Sida	Es.4 Is the project effective in applying a rights-based approach to development and how
Is the project planned, implemented, and followed-up in a conflict sensitive manner	The team agrees with the formulation	Es.5 Is the project planned, implemented and sustained in a conflict sensitive manner

Evaluation topic identified in ToR	Comment	Suggested evaluation question
ner?		
Efficiency		
What aspects could be adjusted in order to strengthen the efficiency?	The team suggests that the efficiency questions is divided into (i) cost-effectiveness and (ii) management efficiency as presented in Ey.1-Ey.2	Ey.1 Is the OFFS programme cost-efficient in its implementation
		Ey.2 To what extent is the project management and implementation setup efficient, including the cooperation with and use of Iraqi partners
Is the monitoring system, that CCPA is initiating and currently taking into use, providing a relevant basis for follow-up and evaluation?	Slight revision suggested	Ey.3 Can the planned OFFS system of impact tracking contribute to improved implementation of the project and in tracking expected and unexpected results
Is the system for follow-up relevant and useful to track results (both positive and negative results)?	Suggested merged with evaluation question above and covered under Ey.3	
Impact (outcome)		
	There are no direct references to impact in the evaluation questions of the ToR. However, the team suggests that where feasible this is assessed against the suggested I.1-I.3 questions	I.1 Has the project resulted in an improved (perceived) inter-ethnic and/or inter-sectarian understanding by the participants and their relatives
		I.2 Is there evidence to suggest an improved (or probability of) basis for peaceful inter-community/sectarian co-existence and respect for gender equality as a result of the project
		I.3 Are there intended or unintended spin-off effects of the project, which contribute to the project objective
Sustainability		
Is the project contributing to sustainable results?	Suggested split into two: (i) focusing on institutionalisation (S.1), and (ii) focusing on specific outcomes (S.2)	S.1 Are the networks and clubs established sustainable beyond the project period
		S.2 Are the outcomes of the project assessed to be sustained in the future as well

5. Proposed approach and methodology

The approach and methodology have been designed based on the ToR and as presented in the proposal. The key instrument for this evaluation will be the evaluation matrix, which will guide the evaluators in their work. This will be complemented by a Theory of Change (ToC) assessment aimed at confirming (or disputing) the programme relevance and effectiveness.

5.1 Theory of Change assessment

To properly assess change over time and eventually evaluate outcomes (the OFFS ability to foster tolerance and contribute to peaceful co-existence), the evaluation team will review and reconstruct the Theory of Change (ToC) of the support, based on document review as well as through interviews with CCPA. Based on this, the team will develop a visual overview of the intervention logic.

The ToC exercise serves as a learning tool for the evaluation team as well as CCPA and facilitates a reflection of the results framework (and causality). The programme has been operating for three years in Iraq and the results framework and the theory of change is likely to have evolved over time to meet the realities. This change can be reflected – as well as the relevance of this – through a ToC exercise.

The evaluation team will develop an initial hypothesis regarding the ToC over the next week and use this as a basis for discussing the vision and expected results of OFFS with CCPA.

5.2 Evaluation matrix

The major evaluation tool designed for this evaluation will be the evaluation matrix. The matrix is aligned with the OECD/DAC criteria, and the team will use the OECD/DAC definitions of relevance, effectiveness, efficiency, impact and sustainability.

The matrix is an internal evidence tool, which ensures that all responses and desk work are captured and triangulated in accordance with the evaluation questions, and that these can be derived and aggregated for the report. All team members will use the same format for the data collection to ensure that all areas are covered and that there is consistency in the application of the methodology. A sample of the matrix is presented in table 5.1 below, while the two matrices (once for each evaluation) are presented in Annex 2.

Table 5.1 Matrix to be used for the evaluation of the OFFS /CCPA

Suggested evaluation question	Answer from desk analysis or interview	Date and initials	Source	Comment
Relevance				
Effectiveness				
Efficiency				
Sustainability				

Suggested evaluation question	Answer from desk analysis or interview	Date and initials	Source	Comment

The matrix will serve as a background tool for the evaluation team and will not be shared beyond the team to ensure anonymity of interviewees. The full matrix is presented in Annex 2.

Interviews will be conducted using (a) a semi-structured interview guide aligned with the questions of the evaluation matrix presented above (still being designed), and (b) focus group discussions using a focus group discussion guideline (a first draft version to be used in phase (a) of the evaluation is presented in Annex 4). This approach is aimed at ensuring that all questions are answered and at the same time leave room for the respondent to go more in-depth with issues of particular importance.

5.3 Triangulation and sampling strategy

To enable the highest level of objectivity and ensure an evidence-based approach, the team will apply a method of triangulation in the evaluation as presented in table 5.2 below.

Table 5.2 Triangulation of evidence

Source	Explanation
Desk review	Examination of documents from CCPA/OFFS (e.g. internal documents such as statutes, strategic documents, annual reports, audits, studies and mid-term reviews, evaluations, DNA-document), Sida (Sweden's country cooperation strategy, other relevant Swedish policy documents, field mission reports, annual reports of CCPA, OFFS support documents and evaluations) and partners (Government of Iraq, civil society, donors, etc.). Advantage: efficient way of obtaining information. Limitation: difficult to assess validity and reliability of secondary data
Semi-structured interviews with CCPA and Al-Salam Football School staff	Advantage: flexible in-depth approach. Easy to implement. Limitation: risk of biased presentation and interpretation of the interviewee
Questionnaire interviews and focus group discussions with OFFS beneficiaries and stakeholders involved in the OFFS evaluation	Advantage: direct information from source. Limitation: risk of bias
Semi-structured interviews with stakeholders of relevance to OFFS but not formally part of the OFFS implementation (such as Government officials, local government, other sports clubs)	Advantage: flexible in-depth approach. Easy to implement. Limitation: risk of biased presentation and interpretation of the interviewee less outspoken

The same questions will be addressed through all three approaches presented in the table above and be assessed against each other.

Interviews will be conducted using the evaluation matrix as a semi-structured interview guide (based on Annex B). This approach is aimed at ensuring that all questions are answered and at the same time leave room for allowing the respondent to go more in-depth with issues of particular importance.

5.4 Implementation plan

The implementation of the methodology will follow three distinct phases.

- 1) Inception phase (November-December 2013). The objective of the inception phase is to ensure that the grounds are established for a successful implementation of the assignment. This objective is achieved through, (i) methodology development, (ii) desk analysis of all relevant material in accordance with the assessment questions, and (iii) meetings with CCPA and Sida to assess information requirements, and agree on evaluation methodology. The findings from the desk analysis have been used for this inception report. Desk studies have included internal CCPA, OFFS and Sida documents such as reports related to progress including previous evaluation studies, the project document, field mission reports, progress reports, publications, etc. (still being collected and therefore reviewing is still in progress and will be included in final report).
- 2) Implementation phase (December-February 2013). This phase will be divided into two: (i) phase A will involve field mission to selected sites by the national consultant in the team. He will undertake the field mission in selected OFFS implementation sites interacting with beneficiaries through semi-structured interviews. The findings from this field work will be processed and analysed by the team and feed into phase B of the implementation, and thus help shape the further analysis.

Phase B of the implementation will be undertaken by the full team and involve key informant interviews with national and local levels decision-makers and interaction with beneficiaries through e.g. focus group discussions at local level.

- 3) Analysis and validation phase. The objective of the analysis and validation phase is to synthesise findings and have these validated. Once all the information has been compiled the team will analyse the data in accordance with the methodology and draft findings. The findings will be compiled into the two draft evaluation reports and submitted for quality assurance in accordance with the QA system proposed in this proposal.

An updated implementation plan can be found in Annex 1.

5.5 Security

The evaluation will require a mission to Iraq, which has high levels of insecurity for undertaking fieldwork. Indevelop and Tana Copenhagen have extensive experience with implementing missions in fragile and conflict settings. These experiences will be applied for this mission. The general principles of engagement are the following:

- 1) Based on the most recent security updates, the field missions will be approved by Indevelop and Tana management. Updates are based on UN security reports and lo-

cal networks. In this case the team requests that the Swedish Embassy provides latest security updates (or reliable sources) before and throughout the mission.

- 2) The team members should be provided the same level of security as similar international diplomatic missions while in the field.
- 3) Transport in Baghdad will be with Close Protection and armoured vehicles, provided by the security company ‘Vesper Group’.
- 4) Accommodation will be in a Vesper Group compound.
- 5) Any team member may decide to withdraw/disengage from a field mission at any point in time for security reasons.
- 6) All team members have appropriate insurance for working in Iraq.

Annex C – List of Persons Met

Name	Position	Organisation
Helena Bådagård	Programme Officer	Sida's Iraq Unit
Anders Levinsen	Managing Director	CCPA
Berit Jelsbak Mortensen	Senior Programme Officer	CCPA
Rang Shawkat Barawy	Middle East Coordinator	CCPA
Ayse Kosar	SSP Coordinator	CCPA
Rasmus Hjort Petersen	MENA Regional Intern	CCPA
Stina Wahl	Controller	CCPA
Khalida Popal	Intern	CCPA
Falah Ashoor	Founder	Al-Salaam Football School
Jamal Ashoor	Country Coordinator	Al-Salaam Football School
Shaker Mohammad Awdeh	Regional Director	Ministry of Youth and Sports
Saleh AlJazaeeri	Guvenor	Baghdad Guvenorate
Abbas Alewy	Director of Sports Department	Baghdad Guvenorate
Kamal Zagayer	Director	Football Association of Iraq
Muayad Jassen	University Professor	Baghdad University - College for Physical Education
Odey Rubaee	Director of Sports Department	Baghdad University - College for Physical Education
Hicham Hamdan Abbas	University Professor	Baghdad University - College for Physical Education
10 persons (age 16-58)	Intstructors/Trainers	Al-Salaam Football School
50 persons (age 16-58)	Intstructors/Trainers	OFFS Football Schools from all over Iraq (Bagdad Schools: Rahmanieh, Hi al Amel, Nadi el Hussein, Madinet el Sader, Al Karkh, Al Mahmoudieh. Outside Baghadd: Dour, village of Al-Najaf, Su-leimaniah)
30 girls (age 4-16)	Children	Al-Salaam Football

		School
30 boys (age 12-17)	Children	Al-Salaam Football School
35 mixed adults (age 22-70)	Parents to children playing football	Al-Salaam Football School
26 boys (age 6-10)	Children	Al-Najaf
35 boys (age 12-17)	Children	Al-Najaf
7 men (age 24-51)	Parents	Al-Najaf
62 boys (age 10-17)	Children	Suleimaniah (Kurdistan)
37 girls (age 10-17)	Children	Suleimaniah (Kurdistan)
18 adults (24-40)	Instructors and Coaches	Suleimaniah (Kurdistan)
9 mixed adults	Parents	Suleimaniah (Kurdistan)
5 adults	Municipality representatives and the local community	Suleimaniah (Kurdistan)
Hewa Qarani Abdullah	The mayor of Rania District	Suleimaniah (Kurdistan)
Khaldoun (skal lige tjekke mine noter)	Children	Rahmanieh (Baghdad)
10 men	Parents	Rahmanieh (Baghdad)
17 adults	Instructors and Coaches	Rahmanieh (Baghdad)
25 young people	Volunteers	Rahmanieh (Baghdad)

Annex D – Documents Consulted

Documents received from Sida:

- 2010 Assessment Memo of the Open Fun Football Schools - a Peace building project in Iraq 2010-2013 with a proposed Sida contribution of 8,6MSEK over 3 years.
- Baseline questions for Open Fun Football School Leaders, 2011.
- Agreement on cooperation with Municipality/Football club/school regarding Open Fun Football Schools in Iraq 2011.

Documents received from CCPA:

- 1st Progress Report December 2010 - March 2011 – *submitted March 2011*
- 2nd Progress Report March 2011 - February 2012 – *submitted April 2012*
- 3rd Progress Report March 2012 - February 2013 – *submitted April 2013*
- Annual Project Implementation Plans annexed progress reports
- 2010 Sida Project Application for the Open Fun Football Schools in Iraq.
- 2011 Evaluation of CCPA's Open Fun Football Schools in the Balkans, Danish Ministry of Foreign Affairs.
- OFFS Iraq project monitoring data 2010-2013:
 - ✓ Summary sheet 2010-2013 OFFS beneficiaries
 - ✓ Summary sheet 2010-2013 OFFS seminars delivered
 - ✓ 2012-data sheets
 - ✓ 2011-data sheets
 - ✓ 2010-data sheets

Field photos from OFFS Iraq 2011 and 2012 illustrated activities and beneficiaries

Articles on OFFS Iraq from Danish and Iraqi media 2011-2012

Maps of OFFS locations in Iraq 2011-2012

Webpages:

- <http://www.ccpa.eu>
- <https://www.facebook.com/CCPAIRAQ>
- www.iraqinationality.gov
- <http://www.parliament.iq>
- www.Al-Monitor.com
- www.madre.org
- <http://www.iq.undp.org>
- <http://www.unhcr.org>
- www.worldbank.org/Iraq
- <http://www.hrw.org/middle-eastn-africa/iraq>

<http://www.transparency.org/country#IRQ>



Evaluation of the Open Fun Football Schools project in Iraq, implemented by Cross Cultures Project Association

This report presents the findings and conclusions of the evaluation of the Open Fun Football School (OFFS) in Iraq. The project has facilitated the establishment of 111 clubs across Iraq focused on implementing the non-competitive football. OFFS has effectively contributed to establishing grassroots level civil society, i.e. football clubs, across Iraq and has increased the intra- and to some extent inter-community communication. The work is conflict sensitive, participatory, but still not sufficiently accountable and transparent as well as still challenged in ensuring a higher degree of girls' participation in activities. The project however remains highly cost-effective.

To ensure sustainability and promote transparency and accountability, the evaluation recommends a formalisation of the clubs and increased involvement of parents in the management of the same. This will also improve opportunities for girls' participation.

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