

CCPA's Open Fun Football Schools Programme



EVALUATION STUDY

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CCPA's Open Fun Football Schools Programme

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The views expressed are those of the authors and do not necessarily represent the views of Sida or the Ministry of Foreign Affairs of Denmark. Errors and omissions are the responsibility of the authors.

Abbreviations

| | |
|---------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| CCPA | Cross Cultures Project Association |
| CSO | Civil Society Organisation |
| CEE | Central & Eastern Europe |
| DAC | Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD) |
| DBU | Danish Football Association |
| DGI | Danish Gymnastics and Sports Associations |
| DIF | The National Olympic Committee and Sports Confederation of Denmark |
| FIFA | Fédération Internationale de Football Association |
| FRESTA | The Peace and Stability Fund under the Danish Ministry of Foreign Affairs. It was replaced in 2004 by the current neighbourhood programme. |
| NFF | Norwegian Football Federation |
| NGO | Non-Governmental Organisation |
| OFFS | Open Fun Football Schools |
| Sida | Swedish International Development Cooperation Agency |
| SNG countries | Countries that are part of the Commonwealth of Independent States (CIS), an association of sovereign states formed in 1991 by Russia and 11 other republics that were formerly part of the Soviet Union. |
| UEFA | Union des Associations Européennes de Football |

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1. Introduction

1.1. Background

Cross Cultures Project Association (CCPA) started Open Fun Football Schools (OFFS) in post-war Bosnia & Herzegovina in 1998. Subsequently this evolved into a programme covering all the countries in former Yugoslavia. A regional OFFS programme for Caucasus/SNG countries was initiated in 2003. In the Middle East and Iraq CCPA has from 2005 carried out football schools. In total, activities have involved more than 250,000 children, 15,000 parents and 25,000 local volunteers, who have been trained as coaches and leaders on seminars of 3-5 days' duration¹.

Usually, OFFS is a five-day event organised during the summer vacation. Each school will involve 200 children from the age of 7 to 11 years and the aim is that at least 25 % of the children should be girls. Participating children are coming from two different – often antagonistic communities – and OFFS is organised in collaboration with the involved municipalities and school authorities. During the five days children play a lot different games – mainly organised on a football pitch, where they circulate between the various activities. Some of the exercises involve training in football skills. Most of the exercises train cooperation skills of the participants or introduce them to the joy of physical exercise in a new way. In many places follow-up activities are organised for children to come once a week to engage in OFFS activities for an hour or so².

Coaches involved with the actual activities with children undergo extensive training, focusing on how to conduct fun sports games with children and including elements on conflict resolution. Coaches are equipped with easy to use high quality manuals and the football schools are provided with footballs of a good quality and T-shirts etc. CCPA publications highlight how the organisation sees OFFS as an important opportunity for coaches and children to embrace democratic values and practices at community level.

¹ CCPA concept paper: Strengthening regional platforms for the open fun football schools' network. CCPA, October 2010.

² The team has been introduced to data on the frequency and distribution of these follow-up activities and it is apparent that there are quite significant variations regarding the extent to which these are carried out. Most often follow-up activities would take place within the context of a football club within an individual community due to logistical and financial constraints – and hence would not involve a continuation of joint engagement of children from different communities.

At its website CCPA is presented in the following manner: *'CCPA is a politically independent, non-profit humanitarian organisation that exists for the purpose of developing, participating in as well as implementing projects across cultural lines, which have as their main objective the promotion of reconciliation and integration among people through dialogue and collaboration'*. CCPA *'... is specialised in using children's grassroots football as a tool to stimulate peaceful co-existence, gender equality, tolerance and social cohesion between people living in divided communities'*.³

From 1998 funding for OFFS has been provided by the Nordic governments and UEFA. In 2005-09, funding from Sweden has averaged 25% of the total financial contributions whereas funding from Denmark stood at an annual average of 20%.⁴ Other major donors in the period under study were UEFA and Norway. From 2005 the OFFS donor portfolio for the Balkans and Caucasus has also included private companies and foundations though such corporate donations have been considerably less than bilateral donor funding.

The CCPA OFFS were evaluated by Denmark and Norway in 2004. The evaluation covered 10 countries and contained a very positive assessment of OFFS⁵. Sida commissioned a Financial and Management Audit of CCPA in 2006. The Audit did not lead to any critical remarks by the auditor⁶. The support to OFFS in Macedonia was also covered by a Sida Review in 2010⁷.

1.2. Purpose, scope and coverage of the evaluation study

Terms of Reference (Annex 1) identify the purpose of the evaluation study as providing Sida and the Danish Ministry of Foreign Affairs with input to upcoming discussions on whether or not support to the intervention shall continue and which lessons that can be used in policy work or when designing similar programmes and projects elsewhere. Accordingly, a main objective of the evaluation is to identify lessons learnt and good practice.

³ Cited from www.ccpa.eu/1-73-purpose.html and www.ccpa.eu/1-76-history.html.

⁴ Since 2008 contributions from Denmark to programmes on the Balkans and in Caucasus have been confined to funding for Kosovo (2009) and Georgia (2009-10).

⁵ CCPA Open Fun Football Schools. An Evaluation for Danida, the Ministry of Foreign Affairs of Norway and the CCPA-OFFS project. Final Report, November 8, 2004.

⁶ Ernst & Young. Report on Financial and Management Audit of CCPA, November 2006. The report concluded that *'The accounting and reporting is supported by an accounting system well adapted to CCPA's need to supervise and follow operations by activity, country or origin. The system also enables reporting of different projects during different periods meeting various donors' requirements'*.

⁷ Sida Review. Learning Study on the Achievements and Experiences of Projects on Inter-Ethnic Education and Youth Work in Macedonia. Sida Review 2010:14. April 2010.

The evaluation study has applied the DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability as a basis for the assessment. In particular, the evaluation has focused on the relevance of OFFS for the promotion of stated development and immediate objectives, and the sustainability of interventions supported with funding from Denmark and Sweden. OFFS' impact has not been addressed as this has been considered difficult to substantiate given the relatively small interventions carried out by CCPA and its partners and in light of the fact that few baseline data and impact indicators are available.

The evaluation study aims to document the extent to which CCPA has achieved objectives and applied methods and approaches as presented in proposals which have received funding from Denmark and Sweden. Furthermore, the present study presents learning to the funding agencies regarding how financial contributions to OFFS have served to develop organisational capacities and sustainability.

The evaluation study has been tasked to focus on the implementation of football schools since 2005, i.e. after the 2004 evaluation. The evaluation covers OFFS in the Balkans and Caucasus which involve 80-90% of the overall financial contributions to CCPA in the period 2005-09.

The assignment was initiated in November 2010 and completed in April 2011. Brief field visits have been carried out in November-December and the evaluation team further met with officials, CCPA representatives and other resource persons in Copenhagen and Stockholm.

The team would like to extend its sincere thanks to CCPA staff in Bosnia & Herzegovina, Serbia, Georgia and Denmark for generously supporting the assignment. Furthermore, the team appreciates the warm reception displayed by the many OFFS volunteers, children and parents involved with OFFS activities visited by the team. District and ministry officials, football federation representatives and officials from Sida and Ministry of Foreign Affairs, Denmark were equally willing to share experience and impressions from engaging with OFFS at many different levels.

2. Methodology

2.1. Approach

The evaluation study has combined a desk study of relevant documentation, interviews with informants in Copenhagen and Sweden and field visits to Bosnia & Herzegovina, Serbia and Georgia. The evaluation team has assessed strategies, annual reports and other relevant documentation prepared by CCPA. Furthermore, the team has accessed relevant background documentation provided by Sida, Danish Ministry of Foreign Affairs and CCPA.

Interviews have been conducted with staff at Sida and Danish Ministry of Foreign Affairs; staff at Swedish and Danish embassies/representations in the three countries covered by the evaluation; CCPA staff and Board in Denmark as well as CCPA managers and staff in the field in the countries visited; and key stakeholders (school authorities, football associations, relevant ministries and municipalities, CSOs). In addition, the evaluation team met with smaller groups of beneficiaries (children and parents).

During field visits as well as in Denmark and Sweden qualitative interviews were used as a major source of data gathering. This has involved applying a conversational model – often based on a semi-structured interview guide – with open, non-structured and non-standardised interviews thus going beyond a formal exchange of questions and answers.

Bosnia & Herzegovina, Serbia and Georgia were selected for field visits because of their significance for the OFFS interventions. Bosnia & Herzegovina was the first country in which CCPA carried out football schools in 1998 and the first CCPA branch office was opened in Sarajevo in 1999. Bosnia & Herzegovina, Serbia and Georgia (together with Macedonia) have the largest budgets in the CCPA network. Whereas the individual offices in the Balkans operate their own country programmes, the Georgia office in Tbilisi also manages OFFS programmes in Armenia, Azerbaijan, Moldova and Ukraine.

2.2. Focus and limitations of the evaluation study

Field visits were undertaken in November-December; hence outside of the main season of OFFS which are generally conducted in the month of August with

preparations undertaken in April-July. Thus, the evaluation team did not have the possibility to visit and observe the football schools as they are normally carried out. However, on the occasion of the field visits, CCPA branch offices together with local stakeholders organised football school activities to enable evaluators to get a first-hand impression.

The assignment has not allowed for an extensive use and interpretation of a wider range of indicators to assess outputs and outcomes of activities funded by Denmark and Sweden. The evaluation has been designed as an evaluation study with limited time available for field studies and for elaborating a detailed and specific methodology.

CCPA presents OFFS as 'an unconventional reconciliation project'⁸. The evaluation team notes that project documents and reports contain specific output indicators to monitor project progress. However, CCPA as well as its donors acknowledges that reconciliation may be a rather elusive goal where progress and achievements can be hard to assess. Assessing progress in regard to LFA matrixes contained in project proposals serving as the basis for donor funding is therefore methodologically feasible within the context of the present evaluation study.

However, it is quite a different matter to verify the extent to which donor contributions have enabled CCPA to make effective contributions to reconciliation in post-conflict societies. In other words: assessing impact of CCPA activities requires a much more refined methodology and intensive research efforts.⁹ This is not to belittle the 'claim to fame' that in the context of a recent history of severe social conflicts and continuing tensions, football schools have proven to be very motivating undertakings demonstrating the value of peaceful human encounters.

In line with the ToR for this evaluation study (cf. Annex 1) the present report identifies lessons learned and good practice. During the Inception Phase it was agreed that out of the questions listed in the ToR two would be left out considering the overall timeframe for the evaluation and the limited time for field visits¹⁰. The

⁸ CCPA: Sustainability report 2005. Taarbæk, June 2006.

⁹ Cf. OECD's definition of impact: *The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended. This involves the main impacts and effects resulting from the activity on the local social, economic, environmental and other development indicators. The examination should be concerned with both intended and unintended results and must also include the positive and negative impact of external factors, such as changes in terms of trade and financial conditions.* OECD DAC Network on Development Evaluation: Evaluating development co-operation. Summary of key norms and standards. Paris 2010.

¹⁰ The two questions not included in the present report are: To which extent has internal learning within CCPA taken place – over time and between the countries and regions? And: To which extent has it been

remaining 16 questions are covered in the present report. Given the focus of the present assignment on the 2005-10 period the evaluation team further makes reference to the findings and recommendations of the 2004 evaluation report (cf. Annex 2) where appropriate.

possible to utilise the fact that CCPA has been present in number of very different countries for a number of years? How dynamic has the development of the OFFS concept been?

3. CCPA/OFFS evolution 2005-10

Since its inception in Bosnia & Herzegovina in 1998 CCPA has grown considerably with current operations in 12 countries in three regions involving 1000s of children and adults. This chapter provides a brief overview of the evolution of the organisation in 2005-10.

3.1. The 2004 evaluation

In 2004 Denmark and Norway jointly commissioned an evaluation of OFFS¹¹ which involved visits to 10 countries. As a part of the work with the evaluation an additional background paper was prepared on the theme of reconciliation¹². Generally speaking, the 2004 evaluation was very positive and the evaluation concluded the findings in the following way:

“This is an exceptional project. It has been effective and in specific, individual cases very impacting. It is highly relevant, particularly so in the country of its origin (Bosnia & Herzegovina). Its achievements are numerous, leading to prestigious international awards. Few projects combine the following strengths:

- *a strong practical, healthy and effective focus on children*
- *infectious and deeply rooted values, spirit, commitment and inspiration*
- *a sense of togetherness and communal involvement*
- *the depth of involvement by an impressively wide range of participants and supporters*
- *a large quantity of active participants, mostly volunteers, across seven countries*
- *and the quality of the concept, activities and the people involved*

The evaluation argued, however, that in order to achieve a new level of sustainability, the project should address a number of weaknesses and dilemmas (a list of 12 summary recommendations from the 2004 evaluation is annexed to this report (Annex 2)).

According to the CCPA Director, the organisation did not prepare an overall plan for how to follow-up on the 2004 evaluation and its recommendations. However,

¹¹ CCPA Open Fun Football Schools and evaluation. Final report 8th November 2004 by Pelle Kvalslund, David Nyheim and John Telford (Team leader).

¹² The paper was prepared by David Nyheim. Parts of the paper are annexed to the 2004 evaluation report.

the Board considered the report on several occasions and a range of separate initiatives were launched, including the drafting of individual strategic plans for the partner countries. In response to evaluation report recommendations, donors awarded CCPA multi-year grants the following years.

On the request of the evaluation team CCPA prepared a comprehensive list of initiatives addressing issues raised by the 2004 evaluation¹³. It is a main finding of this evaluation study that CCPA did not introduce substantial changes to how OFFS is organised, implemented or managed. However, in 2005-10 changes have been made in three main areas:

- A comprehensive seminar programme for instructors, coaches and others involved in the implementation of OFFS in order to reinforce existing approaches, methods and games as well as developing new ones.
- National strategic development processes in order to increase decentralisation of decision making and to enhance local fundraising¹⁴.
- Across CCPA programmes more emphasis is placed on communication. CCPA emphasises that interactive methods and bottom-up communication are applied to promote a child-centred approach.

3.2. Trends since 2005

The evaluation study points to the following six tendencies as main trends in the 2005-10 period. These tendencies are either supplementing or cross-cutting the issues that are being analysed in depth in other parts of the study.

Consolidation and continuity

The period since 2005 has been characterised by consolidation and continuity. The growth and expansion of the OFFS was much faster in the period covered by the 2004 evaluation. Very few senior staff members in national and regional offices have been replaced and although staff changes in the CCPA office in Copenhagen and among CCPA board members have occurred, these do not affect the overall picture of continuity.

Consequently, the international OFFS team know their job and each other very well. The bulk of OFFS managers has been involved with OFFS-activities ever since the programme started in their respective countries. On the other hand, this continuity

¹³ "Recommendations 2004 Evaluation Report" – response from the CCPA Director 8 December 2010.

¹⁴ An example of this is the fundraising manual which has been published as a part of the CCPA Administrative Guidelines. The satellite model (considered in Chapter 8 of this study) is a further example of the multi-stakeholder approach applied to promote sustainability.

has made it more difficult for CCPA to recruit new staff with specific competences that could assist in taking OFFS to a new level.

Development in approach and methodology

Under this heading two tendencies can be contrasted. Considerable efforts have been put into organising seminars for instructors, coaches and volunteers, e.g. revising the coaches' manual on a yearly basis. This has resulted in many people getting the opportunity to internalise the OFFS approach and to voice their comments and suggest big or small improvements. CCPA has also made considerable efforts to promote participatory and inclusive sports pedagogy.

On the other hand the evaluation team has observed that basic OFFS approaches have not changed substantially during the past five years. Adding to the above-mentioned staffing continuity this is explained by the fact that experienced CCPA staff members have been charged with responsibility to provide guidance and advice on the occasion of opening new country programmes. Rather than involving CCPA DK management, seasoned staff members from established country programmes have been called upon.

Governance

Initially, OFFS started as an idea, a project. At an early stage the now CCPA Director was advised by local resource persons, "that you better form an association"¹⁵. From the outset the main raison d'être of CCPA has been to run OFFS and thereby providing the organisational platform for OFFS related activities. CCPA is structured as a traditional association with a constitution, members, an annual general assembly and a board¹⁶. CCPA is an open membership organisation but members are very few and participation in annual general meetings normally does not go far beyond the board¹⁷. CCPA has informed the evaluation team that during the past year they have worked actively to recruit more support members for the CCPA, particularly in Denmark. CCPA's statutes were amended at the General Assembly in March 2010 to facilitate this process. The aim has been to increase awareness about CCPA's work, attract more private donors and engage more young Danish/European volunteers in CCPA's work in HQ and in the field.

Currently, CCPA's board comprises 10 male members – CCPA is aware of the desirable to also involve women at this level of the association. For an organisation like CCPA, which is neither big nor well known in Denmark, the board members

¹⁵ According to interview with the CCPA Director.

¹⁶ CCPA constitution March 2010.

¹⁷ According to interview with CCPA Board Chairman.

are remarkable well experienced and well connected. It seems to have been the strategy to have a board with connections in government, business, media and sport. Several members have been involved quite some years and they take active part in ensuring that activities still receive funding. The CCPA board now has its third chairman. The chairman of the first many years is still a member of the board. The present chairman was elected in 2009¹⁸.

Until 2010 the Norwegian Football Federation was represented in the CCPA. Support from the Norwegian Ministry of Foreign Affairs was channelled through Norwegian Football Federation (NFF), and NFF insisted that the football federations in the countries of operation should be directly involved in the implementation of OFFS (see more on that issue in Chapter 5).

The Danish Football Association (DBU) as well as DIF/The Danish Olympic Committee have become close partners of CCPA. The presidents of the two associations serve in their personal capacity on the CCPA board. DIF joined the board in 2010. According to CCPA, DIF contacted CCPA proactively and expressed their interest in being at the CCPA board. As CCPA contemplates its relationship to similar organisations in Denmark, they would consider The Danish Gymnastics and Sports Associations (DGI) to be the most relevant partner in Denmark. Initially, CCPA had tried to involve DGI in OFFS, but DGI was not interested¹⁹.

The CCPA board is not directly involved in the implementation of OFFS in the countries of operation. All country offices have national advisory boards engaging resource persons in debates on the organisation's work. The evaluation team met the advisory boards in Georgia as well as in the Balkans. Advisory board members are mainly drawn from football federations and other sport related institutions that the local CCPA office already was very familiar with²⁰.

¹⁸ According to interviews with the CCPA Board Chairman and Director.

¹⁹ According to interview with the CCPA Director.

²⁰ Meeting with OFFS Advisory Boards in the Balkans and Georgia.

Table 1. Introduction of OFFS in countries of operation²¹

| | |
|------|-----------------------------------------------|
| 1998 | Bosnia & Herzegovina |
| 2000 | Macedonia |
| 2001 | Serbia and Montenegro ²² |
| 2003 | Croatia, Georgia, Armenia and Azerbaijan |
| 2005 | Iraq, Jordan, Lebanon and Syria ²³ |
| 2006 | Kosovo and Moldova |
| 2010 | Ukraine |

New programme countries

In the period covered by the evaluation study, the expansion of OFFS activities to new countries has continued as six new countries were introduced in the first two years after the 2004 evaluation. Of these countries activities in Jordan and Syria were stopped again in 2007, as priorities of MFA DK changed in response to reaction to the Mohammed cartoons. And in 2010 OFFS opened up in Ukraine. Apparently, some of the expansion to new corners of the world has been encouraged by donors rather than being a result of an internal strategy process in CCPA.

Funding challenges

The table below shows the financial contributions to CCPA 2005-09 for the Balkans, Caucasus and the Middle East. All three Scandinavian governments have contributed considerably, the Danish contribution being the smallest of the three. Another trend worth noticing is that "others" are becoming more and more important.

²⁰ Based on information from the CCPA web site.

²² The activities in Montenegro have now stopped.

²³ The activities in Jordan and Syria stopped again in 2007.

Table 2. Donor contributions 2005-09²⁴

| DKK | 2005 | 2006 | 2007 | 2008 | 2009 | Total |
|--------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| Denmark | 6,740,330 | 4,592,561 | 2,833,187 | 824,252 | 3,865,852 | 18,856,182 |
| Norway | 5,227,530 | 6,321,928 | 5,399,587 | 3,438,510 | 4,594,273 | 24,981,828 |
| Sweden | 5,411,719 | 5,479,705 | 5,582,080 | 2,845,951 | 3,278,788 | 22,598,243 |
| UEFA ²⁵ | 2,869,055 | 2,806,780 | | 4,842,500 | 1,450,000 | 11,968,335 |
| Others | 845,059 | 844,759 | 1,829,523 | 3,884,115 | 4,009,846 | 11,413,302 |
| Total | 21,093,693 | 20,045,733 | 15,644,377 | 15,835,328 | 17,198,759 | 89,817,890 |

Other donors include: Finland, football associations and Ministries of Youth & Sports, FIFA, local sponsorship, municipalities, US Embassy and corporate sponsors.

Since 2005 CCPA has put considerable efforts into developing a sustainable financial structure. This issue will be dealt with in more details in Chapter 8. At this point it is worth noticing that while overall financial sustainability have not been achieved during the five-year period covered by this study, progress has, however, been made when it comes to ensuring funds from municipalities participating in OFFS.

Development of new CCPA-activities in addition to OFFS

The 2004 evaluation suggested that CCPA should embark on other activities in addition to OFFS. The most prominent example of a new project activity has been 'Things Talk'²⁶. This is an activity teaching 10-12 year olds about waste while using waste for creative projects. Things Talk was launched prior to the COP 15 Conference in Copenhagen in 2009. Furthermore, CCPA has also embarked on new activities which are more related to OFFS-activities. Examples of this have been: parents' workshops, girls' football network seminars, Senior Grassroots Leaders Academy, street sport and Novo Nordisk cups.

²⁴ Sources: CCPA's annual report 2007 and annual accounts 2005-09.

²⁵ UEFA contribution for 2008 also includes the 2007 contribution.

²⁶ See www.thingstalk.net

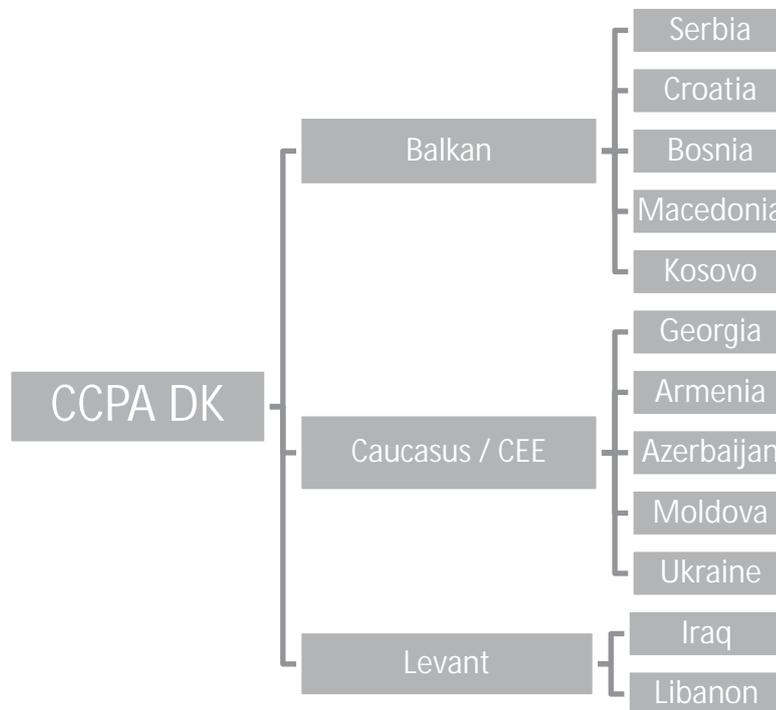
4. The Balkans and Caucasus

This chapter provides brief regional and country context for CCPA's running of football schools in the two regions covered by the evaluation study.

4.1. Programming logic of CCPA

The overall structure of its operations is depicted in the diagram below.

Figure 1. CCPA branch office structure as of 2010



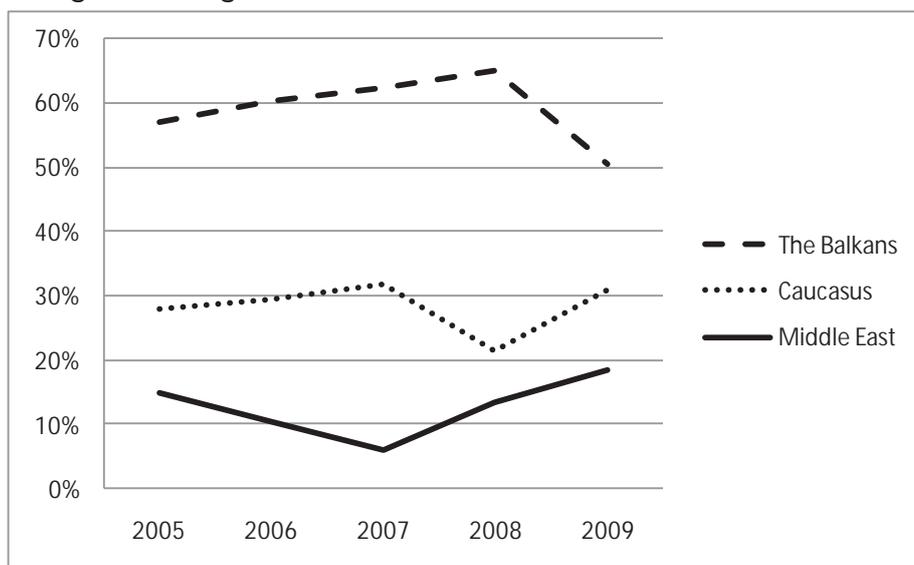
As CCPA is motivated to work with people in divided communities, its modus operandi has also involved programming at regional levels in order to be well-placed to address conflicts stemming from tensions between different countries. The above diagram depicts the programming logic and the belief that football schools in the current 12 individual countries of operation share common challenges and working environment and therefore are grouped in three different regions. It is only in Caucasus where reporting lines imply that regional programme management authority is vested in the office in Tbilisi. CCPA branch offices in the Balkans and Middle East each report directly to CCPA in Denmark.

4.2. The Balkans

OFFS grew out of a concern that to resolve tensions and conflicts in the countries of the former Yugoslavia a formal peace agreement would not suffice: there was a need for people to meet and re-establish former ties²⁷. Accordingly, it has remained a priority for CCPA to conduct a number of cross-border schools bringing together children from communities in Ex-Yugoslavia now separated by national borders. Currently about 20% of football schools in the region are cross-border operations whereas 80% involve children from communities within the same country.

The logic of ethnic demarcation in Bosnia & Herzegovina and Kosovo makes interventions such as OFFS very valuable, as local communities continue to be separated hampering simple communication and interaction.²⁸ On the other hand, in Croatia and Serbia the urge to use football schools to overcome ethnically based separation may be much less than in Bosnia & Herzegovina. As illustrated by Figure 2 below, measured in terms of allocation of donor contributions the Balkans has remained the largest of the three CCPA regions.

Figure 2. Regional distribution of financial contributions



²⁷ [Through the OFFS projects people have] *'repaired bonds with others including their former colleagues [from before the war]. By bringing children from their villages and towns and cities they got a chance to meet again, and what is more important, they easily continued their cooperation afterwards. The continuance of the friendships confirmed that people with sport background have a special way of thinking in common cutting across every race and ethnicity and national boundaries'* www.ccpa.eu/1-323-bosnia-og-herzegovina.html.

²⁸ Though the legal basis for such divides is less pronounced in Macedonia and South Serbia, similar ethnic division are found here.

In the Balkans OFFS have been organised on the basis of offices established in Sarajevo (1999), Skopje (2000), Belgrade (2001), Zagreb (2003) and Pristina (2006)²⁹. In legal terms offices have been set-up as branch offices of an international NGO and operations have been classified as 'humanitarian assistance'. This has provided opportunities for tax exemptions, e.g. in regard to importation of sports equipment to be used on the football schools.

Socio-political developments in the Balkans have moved from the immediate post-conflict emphasis on peace, reconstruction and reconciliation to a wider agenda of economic growth and employment creation in preparation for EU accession. Western governments have changed policy priorities as exemplified by the announcement of the closing of the Danish embassy in Sarajevo in 2011 and the Danish government's move from FRESTA³⁰ funding of NGO activities such as CCPA to the current neighbourhood programme³¹.

Donor support to democracy and human rights has moved away from working with civil society actors per se towards channelling support through government institutions, e.g. public sector administration or justice sector reforms³². This changing environment has also had implications for CCPA, as donor funding of CSOs have dwindled, with Kosovo as the major exception. Currently, the outlook for future bilateral donor funding of OFFS is mixed, while EU funding could be an exception. However, CCPA attempts to access EU funding from Brussels have proved fruitless, and no renewed efforts have been made in 2005-10 at the level of local EU delegations in the respective countries.

CCPA offices in the Balkans have not given priority to engaging with NGO networks or other civil society actors outside of the 'sports sector'. As such they may not be part of efforts to promote an enabling environment for the voluntary sector, and they remain outside of parallel civil society efforts to share experiences and develop new approaches to conflict resolution.

²⁹ Prior to setting up of a separate office in Kosovo, operations were managed by the CCPA Belgrade office.

³⁰ FRESTA was a programme by the Danish government to promote peace and stabilisation in the Balkans. It was replaced in 2004 by the current neighbourhood programme.

³¹ Cf. the following quote from the current strategy 2008-12: *An ongoing challenge is to bring countries outside the European Union as close as possible to the EU and Denmark. The Neighbourhood Programme of the Ministry of Foreign Affairs of Denmark will assist in promoting Europe's integration (...), p. 4 in Strategy of the Danish Neighbourhood Programme 2008-12.*

³² Cf. e.g. Ministry of Foreign Affairs, Sweden: Strategy for development cooperation with Bosnia & Herzegovina, January 2011-December 2014. Stockholm, June 2010.

4.3. Caucasus

When OFFS was introduced in Caucasus in 2003 it deliberately aimed at full integration with national football federations. Most staff members were recruited from “football circles” and OFFS was at the outset rooted in the football world in the three countries. To some extent this reflected experience from the Balkans where CCPA had initially set up associational structures separate from the football federations and hence had experienced difficulties in subsequently aiming at integration with the national federations (cf. Chapter 5).

For various reasons it was obvious that the regional hub for OFFS in Caucasus should be placed in Tbilisi and CCPA programmes in Caucasus have maintained a more distinct regional structure than the other two OFFS regions. Communication with CCPA in Denmark and most financial transactions go via Tbilisi to and from the other national offices in the region.

For CCPA offices in Armenia and Azerbaijan having meetings and activities taking place in Georgia make a lot of sense. Due to the frozen conflict between Armenia and Azerbaijan, citizens from the two countries cannot go to the other country but can benefit from using Georgia as a venue for bilateral contacts.

The continuing conflict between Armenia and Azerbaijan is one example of the need for reconciliation and for re-creating contacts between communities which have been cut off from each other. Other examples are the conflicts concerning the two Georgian breakaway regions Abkhazia and South Ossetia. In addition to that, the population in Georgia as well as in Azerbaijan is ethnically quite heterogenic. On the other hand, the level of ethnic diversity is quite low in Armenia.

The above examples parallel the experience of CCPA in the Balkans and hence provide ample justification for the relevance of OFFS in Caucasus. However, unlike in the Balkans the continuing conflict between Armenia and Azerbaijan poses substantial logistical difficulties in promoting exchange and collaboration between communities in the two countries³³. In addition to Georgia, Armenia and Azerbaijan, the OFFS programme in Moldova as well the newest programme in Ukraine is also coordinated from Tbilisi. As of late, it has also been considered to seek donor funding to OFFS programmes in Central Asian republics and that this initiative could be led by the Tbilisi office³⁴.

³³ Still, in Caucasus cooperation is facilitated by the fact that Russian can be used as a common language.

³⁴ Interview with the CCPA Director.

5. Relevance

5.1. Rationale of Open Fun Football Schools

The Open Fun Football School³⁵ concept has from the outset attracted considerable interest. In communities deeply affected by violent conflicts and social upheavals there is a strong desire to restore normality. The idea to engage children from divided communities in joint sports activities demonstrate that peace have returned and people can once again live in harmony. Children aged 7 to 11 years are playing together rather than against each other, they experience that sport can be fun and not only harsh discipline and repeated drills. And more importantly, football schools are organised according to the 'twin city' principle, implying that different groups are represented.

The implementers of the activities seem well conversant with the rationale of OFFS and the higher goal of creating 'cross cultural' contacts³⁶. However, such aspects and the aim to address divisions among communities seem less pronounced in the training seminars and in the manual which both have a strong emphasis on games and sports activities as such. Likewise, the evaluation team observed that when asked to list main CCPA achievements OFFS stakeholders referred to a long list of positive developments in relation to football and 'sports for all' activities for boys and girls. Generally, issues concerning peace and reconciliation appear quite low on such lists³⁷.

The evaluation team therefore observes that there is a quite distinct difference between the overall aim on the one hand and actual achievements highlighted by the stakeholders on the other hand. The former is what has often formed the basis for the decision of donors to support this endeavour while the latter normally is why the activities are appreciated on the ground. Naturally, part of this difference can be

³⁵ From interviews with respondents during its field visits the evaluation team has learned that "open" and "fun" could be considered as more important components of the OFFS-concept than "football". And maybe that is what makes the activity interesting and appealing. OFFS is rather playing a lot of interesting games than it is training Football with a big F.

³⁶ According to talks with OFFS coaches who met with the team in the Balkans and Georgia.

³⁷ According to interviews with OFFS stakeholders in the Balkans and Caucasus. However, it should also be noted that when the team for instance asked a group of internal stakeholders from all over Caucasus to pick one picture card among many which in their view represented OFFS, everybody picked a card signalling peace, understanding dialogue or the like. Nobody picked sport or football images. Furthermore, OFFS programme managers from Armenia and Azerbaijan highlighted that OFFS offer opportunities for people from their two countries to meet as a unique opportunity.

explained by that fact that it is easier for stakeholders to spot significant changes within sport for all than with regard to peace and reconciliation. But this is not merely a matter of “measurability”. CCPA has focused its practical work and engagement with local communities on practical and sports related activities, whereas conflict resolution has not featured in a prominent position.

CCPA in February 2011 presented to the evaluation team a paper ‘CCPA’s Conflict Management Approach – a conceptual point of departure’. This provides an articulation of what CCPA terms its ‘indirect approach’ to conflict management. The two-page presentation can provide a very relevant platform for elaborating to internal stakeholders and to donors CCPA perceptions that *‘conflicts host a negative spiral fuelled by feelings such as hatred fear, mistrust, hate speech and chauvinistic nationalism. To help turn around this negative spiral and stimulate peace-building and constructive processes in the self and between people, the OFFS offer ‘fun games and physical activity as tool’*. The evaluation team considers this a very important starting point for sharpening CCPA’s overall focus on conflict resolution and the role that sport activities can offer.

5.2. Diversity across CCPA countries of operation

Generally speaking, OFFS activities can be said to be quite relevant in the countries of operation – judged by the overall aim as well as by the achievements on the ground. Judged by the overall aim, there is no doubt that the concept was very relevant, especially in the Balkans when the idea was conceived in the late 90’s³⁸. In the Balkans – and in other communities which have just emerged from conflicts – there is a significant appeal, and programmes such as OFFS demonstrate a return to normality. In turn, this will often instil hope and positive expectations that divisions and upheavals are now a thing of the past.

There is considerable variations across CCPA countries of operation regarding the extent to which it is possible and relevant to implement the OFFS activities in strict accordance with the original aims and principles as initially formulated in Bosnia & Herzegovina more than 10 years ago. As mentioned elsewhere, Armenia is a clear example of a country, where e.g. the twin city concept does not seem to be very feasible or relevant as the experienced conflict was not caused by divisions within the Armenian society but between Armenia and Azerbaijan. Because of the continuing tensions between the two countries it is indeed not feasible to conduct cross-border football schools in any significant scale apart from bringing smaller groups of children together in Georgia. Despite this, regional and national OFFS staff

³⁸ When the team asks the CCPA management of concrete examples of how OFFS has made a difference in regards to peace and reconciliation, it is almost only stories from the Balkans they tell.

proved eager to convince the evaluation team that they follow CCPA principles and procedures rather than to exemplify how they had made necessary modifications to the initial OFFS concept³⁹.

One can argue that there is still a strong relevance in pursuing the overall aim of OFFS in Caucasus in the future. In the present political environment political elites are more interested in keeping the conflicts running than in solving them⁴⁰. In such an environment it can be difficult to implement the OFFS-concept in a “textbook manner”. On the other hand, the present political situation in countries in Caucasus is likely to produce a quite significant need for reconciliation in the future.

With the exception of Kosovo and Bosnia & Herzegovina the remaining countries in the Balkans each face a quite different agenda as economic development and EU-accession rather than reconciliation feature high on national agendas.

The way the concept is being implemented – i.e. the focus on the sports’ perspectives in seminars and manuals makes it useful to look at the relevance of the most significant achievements – sport for all activities for children of a magnitude and a quality which draws the attention of many external stakeholders. Open and fun sport for all activities with good equipment, targeted at children and implemented by well-trained coaches are a rare commodity in all the countries of operation. An example of this is Georgia where the numbers of specialised sports associations have been reduced considerably in the post-Soviet era while physical education in schools has been under pressure⁴¹. The contribution to sport for all for children by OFFS is highlighted by internal stakeholders and appreciated by external stakeholders such as football federations and Ministries of Sport. It seems that very little is done by other actors in this field.

Concerning the overall aim of OFFS to promote reconciliation there are other actors – mainly CSOs – working within this area⁴² but a mapping of such actors has been beyond the scope of the evaluation study. When asked about CSOs working with reconciliation and peace CCPA staff in the Balkans and in Caucasus seemed unfamiliar with that scene⁴³.

It is an important finding of the evaluation study that CCPA has used funding from Denmark and Sweden to sustain and deepen its original approach than to test

³⁹ Interview with national and regional CCPA staff in Caucasus.

⁴⁰ Interviews with international stakeholders in Tbilisi.

⁴¹ Interview with CCPA officials in Tbilisi.

⁴² Interviews with international stakeholders in the Balkans and in Caucasus.

⁴³ Interviews with CCPA staff in the Balkans and in Caucasus.

innovations to its core concept. Considerable efforts have gone into organising seminars and revising the OFFS manual. It should be emphasised that such a focus is in line with project proposals presented to the donors. In follow-up to the 2004 evaluation one could have expected somewhat more attention paid to e.g. further developing reconciliation approaches. However, apparently this has not featured in donor dialogue with CCPA which have been dominated by concerns regarding sustainability (cf. Chapter 8)⁴⁴.

CCPA has remained focused on its original *raison d'être*: to work with communities affected by social upheavals and conflicts stemming from tensions between ethnic groups. The evaluation team would like to point out that to maintain its relevance CCPA by means of the twin city approach may want to place special emphasis to address growing social gaps between poor and better off communities.⁴⁵

5.3. CCPA choice of partners

Main partners in OFFS implementation are municipalities and local football clubs and according to findings from field visits the evaluation study concludes that to organise local football schools these are indeed very relevant and obvious partners to CCPA endeavours. Municipalities are committed to OFFS to an extent that they are willing to contribute financially to the football schools (cf. Chapter 7).

In addition to institutional relations to municipalities, OFFS also maintain personal relations to parents and to leaders of local football clubs. Likewise, regional structures of the national football federations are also involved in Caucasus while this is not the case in the Balkans.

According to the strategy laid out by the CCPA management in Denmark – strongly inspired by the Norwegian representative in the CCPA board – considerable efforts have been invested in trying to anchor OFFS in the national football federations. In Caucasus this has resulted in OFFS maintaining close relations to national football federations. The closest relation is in Armenia where OFFS is 'embedded' in the federation, the least close relation is in Georgia whereas relations in Azerbaijan is somewhere in between. In Caucasus relations to national football federations play a significant role for CCPA in conducting football schools.

In the Balkans this relationship is quite different. National football federations have displayed cautious and rather distant interest in CCPA. To the extent that regular

⁴⁴ Interviews with CCPA staff.

⁴⁵ CCPA has informed the team that that 25% of all direct beneficiaries (children) in 2010 belonged to disadvantaged/vulnerable groups such as refugees/IDPs, children with special needs, orphans, welfare recipients etc.

relations have been established this is, according to CCPA staff in the region, primarily because such relations have enabled football federations to access UEFA funds to promote grassroots football. However, the football federations – in the Balkans and in Caucasus – do not share CCPA’s focus on reconciliation. In the Balkans the established football federations have been uneasy to accommodate CCPA within their own organisational structures as grassroots football stakeholders may challenge existing power balances within the federations⁴⁶.

Furthermore, in Caucasus and the Balkans alike, national football federations generally maintain an elitist approach to football focusing on the national team, FIFA tournaments, Champions League and income generated from transfer payments in regard to professional football players.

In Caucasus and the Balkans CCPA maintains relations to government institutions – mainly ministries of youth, culture and/or sports. Azerbaijan and Armenia are examples of countries with a close relationship to authorities. In Armenia the government has agreed to implement OFFS in all schools.

In none of the countries covered by the evaluation study does CCPA maintain regular relations to CSOs working with reconciliation and peace. The CCPA management in Denmark has until now been quite firm on the “football-federation-strategy” and argued that the differences in organisational culture between the CSOs and the “football circles” would be too immense. CCPA is now in the process of reconsidering its approach to engaging with the national football federations.

The CCPA management in Copenhagen has made a strong point in emphasising that programme management is decentralised to a very large extent in the “OFFS-family”⁴⁷, something which field visits have served to confirm. On the other hand, core OFFS concepts are applied in a rather uniform manner across the country programmes.

⁴⁶ In Bosnia & Herzegovina the football federation has been confronted with UEFA demands to rectify management problems and claims of corruption to avoid having its membership suspended, which is what happened in April 2011.

⁴⁷ Interviews with the CCPA Director.

6. Effectiveness

6.1. Structures and procedures of CCPA

Structures and procedures to carry out open fun football schools have proven to produce impressive results in the countries of operation. The evaluation team observed how streamlined and often uniform approaches enable the organisation to engage large numbers of children in the five-day football schools which form the bulk of CCPA's portfolio. While the gender balance varies considerably across individual activities, CCPA overall has achieved its goal of a minimum of 25% of participants to be girls.

Since 2008 CCPA no longer produces a corporate annual report as monitoring and assessments are left to branch offices. The website www.ccpa.eu contains a wealth of data and reports as well as information on OFFS methodology. Statistics are, however, not always presented in the same format but the table below illustrates the volume of OFFS activities.

Table 3. Volume of OFFS activities⁴⁸

| | | <i>Activity levels since start of operations → 2009</i> | | No. of volunteers in 2009 |
|------------------------------------|------------------|---------------------------------------------------------|-----------------|---------------------------|
| | Operations since | No. of football schools | No. of children | |
| Bosnia & Herzegovina | 1998 | 216 | 44,850 | 2,677 |
| Serbia (incl. Kosovo + Montenegro) | 2001 | 232 | 42,548 | |
| Macedonia | 2000 | 177 | 36,351 | |
| Croatia | 2003 | 126 | 26,336 | |
| Georgia | 2003 | 95 | 17,618 | 1,353 |
| Armenia | 2003 | 77 | 14,880 | |
| Azerbaijan | 2003 | 74 | 13,898 | |
| Moldova | 2006 | 40 | 7,680 | |
| Total | | 1,037 | 204,161 | 4,030 |

Proposals presented for donor funding emphasise quantifiable indicators such as the above and the evaluation team found that systems have been put in place to monitor performance based data generated by individual football schools. Focus is on the number of schools carried out, the number children involved and the target

⁴⁸ CCPA brochure 2010.

that girls should make up a minimum of 25% of OFFS participants. A further priority field for CCPA is the emphasis placed on the involvement of volunteers.

6.2. Working with reconciliation in post-conflict countries

What – for e.g. Nordic donors – distinguishes OFFS from more conventional sports activities is CCPA's insistence to locate OFFS in what they consider post-conflict countries with the stated aim to promote reconciliation and normalisation of everyday life⁴⁹.

The evaluation study finds it hard to substantiate whether this broad and rather elusive aim has indeed been achieved as a result of the football schools. CCPA uses the twin city approach to ensure that OFFS brings together *'football clubs, leaders, coaches and children from minimum two municipalities (...) representing hostile population groups organise an Open Fun Football School jointly'*⁵⁰.

It was, however, hard to find further evidence of a more systematic CCPA effort to work with issues relating to reconciliation:

- Staffing at CCPA branch offices tend to prioritise competencies and experience relating to football and other sports activities. During the period under study CCPA has gradually put in place better administrative systems but staff members met by the team did not have substantive experience working with conflict resolution and reconciliation.⁵¹
- At seminars for coaches and other youth leaders emphasis is on methods to organise the schools as well as introduction of aspects of sports pedagogy. Accordingly, no apparent follow-up has been made to the recommendation in the 2004 evaluation to reinforce *'training methods, materials and approaches, especially around the principles of reconciliation and sport-for-all'* (page 7).⁵²
- Members of CCPA's advisory boards bring substantial experience from the field of sports (e.g. being lecturers/professors in the faculty of sport) but boards have not been used to draw in experience on post-conflict issues.

⁴⁹ *'Everything that Cross Cultures does have something to do with building relations between people who have been in conflict with each other. We use the children's grassroots sport as a tool to build friendships and sport cooperation in divided communities in our aim to contribute to the normalization of the everyday life in the post conflict countries.'*

The reason for using sports as a tool to stimulate peaceful co-existence, gender equality, tolerance and social cohesion in the countries and communities affected by war and ethnic conflict is that the sports ground is a neutral place to meet. Sport creates a free space, where the focus is on the joy of the game, and everyone are players instead of different nationalities.'

<http://www.ccpa.eu/1-88-sport-og-relation-building-.html>

⁵⁰ CCPA brochure 2010.

⁵¹ Still, one should not underestimate that the twin city approach requires CCPA staff to apply substantial diplomatic skills when bringing different stakeholders together to organise joint football schools.

⁵² The team considers efforts regarding 'sports for all' successfully accomplished. There is thus a striking difference between efforts relating to sports vs. efforts regarding reconciliation. The 2004 evaluation report called for CCPA to undertake reconciliation efforts using *'custom-designed, professional guidance and training to be based on careful, thoughtful reflection'* (p. 21). The team has found little evidence of such deliberate efforts.

- There is little evidence from field visits undertaken for this study that CCPA offices have selectively identified geographical regions which could offer partnerships of particular relevance for conflict resolution, e.g. by means of targeting poor districts, communities with a high concentration of particular ethnic and social groups etc.
- The twin city approach is not being used systematically to further relations between the children (or other community stakeholders) beyond what is required to run the five-day football school⁵³.

6.3. Partnerships and relationship building

CCPA offices have made considerable efforts to extend their outreach to a wide network of relevant stakeholders at municipal levels, and branch office staff in some cases proudly quoting statistics demonstrating a national coverage of 80% or more. Extending contacts to as many municipalities as possible have been an end in itself and results achieved are indeed quite remarkable. However, efforts to extend geographical coverage may obscure priorities stemming from a focus on selecting communities primarily on the basis of their relevance in a reconciliation perspective.

The main modality has been to approach municipal authorities and signing a 'letter of mutual intent' between CCPA, local authorities and other relevant stakeholders. This agreement outlines roles and obligations of the various actors, notably getting local government officials to guarantee in kind as well as cash contributions. In return the letter commits CCPA to offer training of coaches and youth leaders as well as equipment necessary for running the football schools.

In kind contributions required to run a football school include provision of lunch for participating children, access to football stadium, and guaranteed attendance of app. 200 children (with minimum 25% being girls). Normally, cash contributions amount to € 1,500 for a five-day football school. This amount is aimed at recovering CCPA branch office costs to mobile volunteers and organise training activities prior to the football schools. The mentioned in-kind contributions are estimated to equal approximately € 2,500.

CCPA has used the letters of mutual intent as an effective modality for collaboration between local stakeholders: municipal authorities, the football clubs, parents, and school teachers.

⁵³ The 2004 evaluation suggested that '*The project needs to continue to emphasise the selection of schools on the basis of their significance to reconciliation*' (p. 30). The team has found little evidence of such a programming priority although a range of individual examples to that effect exist.

National CCPA branch offices in the Balkans and Caucasus all have OFFS as their predominant activity, hence funding from Nordic governments are not part of a larger puzzle of financial contributions helping CCPA organise a variety of activities and interventions.

From the perspective of the existing sports culture, grassroots football as offered by CCPA serves to complement conventional sports which generally tend to promote an elitist culture. Usually, local football clubs have been perceived as merely instruments for recruiting a very limited number of talented children for careers in the national league. CCPA's emphasis on a sport for all approach offers an inclusive child-centred methodology providing space and appreciation of all stakeholders.

Findings from field visits demonstrate that OFFS fulfil very significant needs in local communities. In CCPA countries of operation there is very little tradition regarding leisure time activities rooted in associations such as local sports clubs. Especially when local schools are closed during summer vacation, parents and authorities are concerned to 'keep children off the streets', i.e. to prevent them from street crime etc. The football schools clearly offer a relevant alternative to this.

More importantly, support from CCPA serves to reinvigorate community-based sports activities by means of generous donations of sports equipment as well as providing access to training of local coaches. As local football clubs have virtually no financial resources, nor relevant equipment, CCPA's involvement offers an attractive basis for enhancing and sustaining associations well beyond the short time span of the actual five-day summer football schools.

7. Efficiency

7.1. Efficiency of decentralisation and costs

CCPA has put in place management structures capable of delivering activities and output as foreseen in donor approved project proposals. In line with recommendations from the 2004 evaluation report CCPA has during the period under review carried out decentralisation by transferring programme management decisions to branch offices. This has happened to an extent whereby CCPA since 2007 no longer has produced a corporate annual report which may limit management oversight and sharing of experience across country programmes.

Branch office staffing and budget principles remain quite uniform and not subject to accommodating local diversity. Each branch office is staffed by two staff members: an administrator and a person charged with substantive responsibility for the content of OFFS related activities. They are usually assisted by a part-time staff member providing logistical support. Uniform staffing and financial management procedures reduce the complexity of corporate management responsibility but may not in the medium-term promote cost-effectiveness and solutions tailored to local needs and opportunities. There is scope for a more consistent decentralisation to branch offices to reduce uncertainty regarding discretion enjoyed by individual offices to pursue their own strategic and operational choices.

The evaluation team considers current costs of organising OFFS related activities as efficient if viewed in the context of promoting local sports activities throughout the football season. If, however, costs are considered solely in the context of running a five-day activity (such as the typical length of a football school) this is a rather expensive undertaking. On the other hand, there is strong evidence that CCPA contributions to local football clubs (training of coaches, the actual football schools, donations of equipment etc.) play a critical role in boosting and sustaining local capacities to run a continuous programme of sports activities for children throughout the season. The team has noted that staff salaries and fees for volunteers/instructors make up quite substantial parts of overall budgets and recommends (in line with the 2004 evaluation) that renewed efforts are made to pursue cost-effective arrangements taking into consideration the local environment.⁵⁴

⁵⁴ CCPA has informed the evaluation team that local salary levels are carefully levelled between UN/EU salaries and local salaries. However, the team still believes that this can push staff cost to unsustainable levels.

7.2. Engaging with local partners

CCPA branch offices have made important progress in engaging with local partners to promote grassroots sports activities for children. The Mutual Letter of Intent has provided an efficient platform for a clear division of labour among the involved parties and there is a general appreciation of CCPAs contributions to local communities. Successful football schools require smooth cooperation between community stakeholders – and CCPA is in this regard placed aloof of such local dynamics. Reports suggest that in general such arrangements yield important results and do not require intensive involvement of CCPA branch office staff. In general the setup is a contractual relationship providing few opportunities for CCPA to engage in issues relating to promoting participation, accountability and local democracy in community football clubs. Should CCPA decide to engage more directly in processes relating to conflict resolution and reconciliation it is likely that a more value-based dialogue with local stakeholders will be required.

7.3. Voluntarism

In its strategy papers and project proposals submitted to international donors CCPA embraces the concept of voluntarism, a feature which does not have a strong tradition in associational life in its countries of operation. In the Tito and Soviet era regimes tended to perceive organisations as instruments of the ruling party and vehicles for mobilisation around centrally determined objectives. Likewise, organisations were run by paid functionaries with no or limited space for volunteer engagement. As a result of violent conflicts and social upheavals previous organisations collapsed or withered away and currently local associational life remains weak with limited capacity. In this context engagement of volunteers is both an essential precondition for running local grassroots sports associations as well as a deliberate means of instilling a new momentum of bottom-up dynamics.

At community level CCPA's insistence on volunteer involvement is generally appreciated and produces efficient output. Yet in relation to national football federations this tends to provoke anxieties and concerns as federation officials may be reluctant to engage with informal, non-hierarchical partner associations. Moreover, CCPA has maintained its organisational identity as that of a branch office of an international humanitarian non-governmental organisation. To further promote the concept of voluntarism CCPA may be required to accommodate its structures to allow for national membership organisations to emerge, engaging volunteers and others who ascribe to CCPA ideals and values. This would have important governance implications for national CCPA offices and for the wider CCPA network as such.

The evaluation team further notes that CCPA branch offices have established practices following which CCPA instructors receive regular payments in the form of fees for services offered to the organisation. On the other hand, CCPA does not pay voluntary coaches and leaders for their often quite substantial efforts.

7.4. Efficiency of programme concept

As noted in Chapter 6, CCPA has put in place effective approaches ensuring the delivery of outputs as envisaged in project proposals and plans. The evaluation team further notes that there is a discrepancy between the substantial attention paid to sports pedagogy and on the other hand the rather scant priority attached to working deliberately with reconciliation methods.

Most of CCPA project activities happen at the level of tangible sports activities, which from a project management and effectiveness point of view may make good sense as this enables stakeholders to strive for tangible output as a result of the interventions. From an efficiency point of view, though, the evaluation study is concerned that little attention is being paid to how efforts at this very manifest level relate to broader outcomes aimed for in regard to reconciliation and integration. This may lead to lost opportunities of promoting reconciliation, e.g. by not engaging relevant actors.

8. Sustainability

8.1. Organisational sustainability

CCPA and its partner organisations have consistently demonstrated capacity to design and implement grassroots sports activities in line with the OFFS concept. However, CCPA branch offices lack the required capacity to work more consistently with reconciliation in line with the overall mandate and programming logic of CCPA. This capacity gap could potentially be offset by a corresponding strategic choice of partners but CCPA branch offices do not engage with other stakeholders such as CSOs and research centres with demonstrated capacities in the field of reconciliation.

In follow-up to the 2004 evaluation CCPA Denmark has pushed for enhanced organisational sustainability by means of clarifying how the football schools relate to a variety of different stakeholders as depicted in the 'satellite model' with its different 'galaxies' (cf. the figure "Children's Grassroots Football Universe" at <http://www.ccpa.eu/cc>). This has proven an effective approach in communicating to CCPA stakeholders how OFFS requires the engagement of different actors.

CCPA's sustainability strategy has involved approaching national football federations to locate grassroots sports in the context of well-established national associations with a substantial outreach and a stable organisational framework. Progress in this field has, however, been uneven. In the Caucasus region CCPA successfully approached federations from the early days of its work resulting in a high degree of cooperation and integration of grassroots activities in the work of the football federations. On the other hand, in the Balkans branch offices have committed substantial resources in order to engage with the federations, though with very limited results. There is a need to revisit the overall strategy of seeking an integration of CCPA's grassroots football efforts with the national federations. Probably a more flexible approach is called for allowing branch offices to pursue organisational sustainability strategies reflecting local conditions and opportunities. During the course of the present evaluation study CCPA informed that such efforts are now in the making.

8.2. Financial sustainability

From 2005 to 2009, the overall financial contributions to CCPA have declined by some 20%. This should be seen in the context of the number of countries covered by CCPA has grown from seven in 2004 to 12 in 2010. There has been a marginal decline in the share of core institutional donors (the governments of Norway, Sweden and Denmark) in the total budget from 82% in 2005 to 77% in 2009, mainly due to falling Danish contributions and growing local resource mobilisation (according to CCPA amounting to € 1 million in 2010). Declining institutional donor funding has meant reductions in regional networking over the past two years as it has proven difficult to raise local and corporate funding for this purpose to compensate for the decline in donor funding. The evaluation team further observed that responsibility for fundraising in regard to institutional donors to a large extent have remained with CCPA Denmark. Thus, there are missed opportunities to enhance financial sustainability by approaching embassies and delegations of relevant donors other than Denmark, Norway and Sweden in the respective countries of operation.

On the other hand, CCPA has mobilised growing financial contributions from local municipalities who also contribute considerable in kind resources to OFFS.⁵⁵ Such efforts have aimed at getting municipal partners to offer cash contributions to offset CCPA costs of seminars and networking. The results are quite successful, especially when considering the fact that overall local government financing have been experiencing difficulties in light of the global economic crisis in recent years. There is now a need to further extend such efforts, e.g. by raising regular annual membership fees from parents who send their children to OFFS activities.

CCPA branch offices in recent years have approached the corporate sector (often international companies with their headquarters in Scandinavia) to raise funds for equipment and for sponsorship of special events, often in the context of the OFFS Plus concept. The results have been mixed, partly because prospects for raising such contribution on a corporate social responsibility ticket have been an uphill struggle in the context of the global financial crisis.

8.3. Organisational identity

In the countries of operation CCPA is present by virtue of offices registered as a branch of an international humanitarian NGO with headquarters in Denmark. This has enabled the organisation to maintain tax exemption and other privileges but may

⁵⁵ CCPA Croatia has been a frontrunner in this regard as this country has been the first to experience the end of institutional donor funding. Experience has been mixed – with some impressive results generated but below budget expectations, partly because of declining corporate contributions.

also constrain efforts to further anchor organisational identity and operations in the local context.

Establishment of national 'Advisory boards' have broadened CCPA outreach to relevant national sport institutions and resource persons but this has not been accompanied by vesting decision-making power with these boards and their composition and agendas appear predominantly sports focused with little or no attention to reconciliation. However, a further clarification of the mandate of these boards could hold promising prospects for increased local OFFS ownership.

Substantial resources have been invested in nurturing regional networking and a common organisational identity across individual country programmes. This has yielded impressive results – both in the form of ownership and by means of a recurrent refinement and development of OFFS approaches. OFFS 'family members' have played a significant role in advising new CCPA programmes. Anecdotal evidence further suggests that regional networking and identity built by the OFFS programme have promoted reconciliation and peace-building.

It is uncertain if CCPA can accommodate more than football schools – as proposed in the 2004 evaluation. However, branch offices are currently embarking on a range of opportunity-driven fundraising initiatives with little or no guidance and direction from CCPA DK. This is taking place under the heading of the 'OFFS Plus' concept⁵⁶. A growing reliance on local fundraising opportunities requires a careful balancing act involving on the one hand a continued – and necessary – drive to enhance local anchorage. On the other hand a more diverse financing also represents challenges to OFFS corporate identity and seems to offer fewer resources for reconciliation efforts relative to sports activities.

⁵⁶ Cf. CCPA Concept Paper October 2010: *'national OFFS networks could design and deliver tailor-made community programmes upon local request and funded by sponsors/donors locally. These community programmes could incorporate topics such as a) community policing, b) environmental awareness campaign, c) healthy lifestyles or) gender equality in sports depending on the local needs – the so called OFFS PLUS concept.'*

9. Conclusions and recommendations

9.1. Relevance of the OFFS concept

In the six-year period covered by this evaluation study CCPA has continued to demonstrate the immediate appeal and relevance of the OFFS concept. The organisation has further extended its reach to involve a total of 12 countries in four different regions: the Balkans, Caucasus, CEE and Middle East/Iraq. In the individual countries of operation CCPA works with effective branch office structures to engage a wide range of partners as football schools involving thousands of children every year are carried out.

The OFFS concept remains unique and impressive in the Balkans and Caucasus and CCPA has managed to offer children across the two regions an attractive opportunity to engage in local sports activities. This has happened in a context of local football associations being weak and with non-existent or very poor equipment; football conventionally being perceived as an elite sport; and municipalities having very few resources and a long range of competing claims to address. On this backdrop support from CCPA has served to reinvigorate community-based sports activities by means of generous donations of sports equipment as well as providing access to training of local coaches.

CCPA has managed to establish and maintain an effective network of coaches and leaders across its countries of operation and the bonds and friendships thus created have served to break down enemy images and promote reconciliation. CCPA has made effective use of its network to develop and sustain the unique approach to grassroots sports activities promoting an inclusive and engaging methodology based a high degree of voluntary involvement.

OFFS have remained relevant in the countries of operation – judged by the overall aim as well as by the achievements on the ground. CCPA has remained focused on its original *raison d'être*: to work with communities affected by social upheavals and conflicts stemming from tensions between ethnic groups. To maintain its relevance CCPA may want to address more directly other types of community divisions, e.g. groups who are politically and economically marginalised. While efforts are undertaken in this field more could be done to demonstrate benefits of using sports for all activities to reconcile tensions stemming from social and political inequity.

9.2. Sustainability

From 2005 to 2009, overall financial contributions to CCPA have declined by some 20% in the context of the number of countries covered by CCPA has grown from seven in 2004 to 12 in 2010. There has been a marginal decline in the share of core institutional donors in the total budget from 82% in 2005 to 77% in 2009. On the other hand, CCPA has successfully mobilised growing financial contributions from local municipalities who also contribute considerable in kind resources to football schools. There is now a need to further extend such efforts, e.g. by raising regular annual membership fees from parents who send their children to OFFS activities.

Apart from mobilising financial resources from local partners CCPA's sustainability strategy has also involved approaching national football federations to locate grassroots sports activities in the context of well-established national associations with substantial outreach and stable organisational frameworks. Progress in this field has, however, been uneven. In Caucasus CCPA successfully approached the federations from the early days resulting in a high degree of cooperation and integration of grassroots activities in the work of the football federations. On the other hand, in the Balkans CCPA branch offices have committed substantial resources in order to engage with the federations, though with very limited results. There is a need to allow for a more flexible approach where branch offices pursue sustainability strategies according to local conditions and opportunities.

Responsibility for fundraising in regard to institutional donors to a large extent has remained with CCPA Denmark. Thus, there are missed opportunities to enhance financial sustainability by approaching embassies and delegations of relevant donors in the respective countries of operation.⁵⁷ Some efforts have been made to approach private corporations (often international companies with their headquarters in Scandinavia) with the result that 30% of the financial contributions has come from private donors and corporations, though contributions from UEFA make up the largest share. As part of a continued decentralisation there is a need to further boost roles, responsibilities and competencies at branch offices in the field with regards to fundraising and financial management. This is required in order to enhance financial sustainability.

9.3. Promoting reconciliation by means of OFFS

Part of the uniqueness of the OFFS approach is CCPA's insistence to locate the football schools in what they consider post-conflict countries with the aim to

⁵⁷ Obviously, core institutional donors such as MFA DK and Sida will usually decline to offer support at mission level when funding is granted from HQ levels.

promote reconciliation and normalisation of everyday life. It is a general experience that it is hard to verify that well-intended efforts by CSOs such as CCPA do indeed promote reconciliation as this is a rather elusive aim and local stakeholders may have little influence on overall societal trends determining whether conflicts are resolved and societal upheavals reversed or stabilised.

CCPA uses the twin city approach to bring together groups from divided communities. During field visits it was, however, hard to find further evidence of a more systematic CCPA effort to work with issues relating to reconciliation:

- Staffing at CCPA branch offices prioritise competencies and experience relating to football and other sports activities and staff members met by the team did not have substantive experience working with conflict resolution and reconciliation.
- At CCPA seminars emphasis is on methods to organise the schools as well as introduction of various aspects of sports pedagogy. The 2004 evaluation report had called for CCPA to undertake reconciliation efforts using *'custom-designed, professional guidance and training to be based on careful, thoughtful reflection'* (p. 21) but the evaluation team found little evidence of such deliberate efforts.
- The twin city approach is not being used systematically to further relations between divided communities beyond the five-day football schools.

A recent short paper from February 2011 holds potential to provide a framework for CCPA's reconciliation efforts. The evaluation team recommends further efforts to explore and demonstrate how such an 'indirect approach' to conflict resolution can complement other efforts in the field of conflict management.

This may imply a more varied strategy distinguishing between countries having recently emerged from violent conflicts on the one hand and on the other hand situations where everyday life has returned and the challenge of bridging community divides together may look very differently. Such an approach may also include a more considerate strategy for engaging in new countries of operation. Finally, the evaluation study recommends that CCPA approaches other actors who can provide different experience with reconciliation by integrating such dimensions more directly at CCPA seminars as well as at the football schools themselves. Cultivating such contacts may also enable CCPA to pursue advocacy efforts jointly with other stakeholders in situations where this would help resolve tensions that threaten stability and peace.

Annex 1: Terms of Reference

October 19, 2010
Danida File: 104.A.1.e.129.

Evaluation Study of CCPA'S Open Fun Football Schools Programme

Commissioned jointly by Sida and the Danish Ministry of Foreign Affairs

Background

Cross Cultures Project Association (CCPA) started the Open Fun Football School (OFFS) in post-war Bosnia & Herzegovina in 1998. In the subsequent years the project has transformed into a regional programme for Balkan also including Macedonia (in 2000), Serbia (in 2001), Croatia (2003), Montenegro (2001) and Kosovo (2009). In parallel a regional OFFS programme for Caucasus/SNG countries was initiated in 2003 starting with Georgia and since expanded to Armenia and Azerbaijan in 2004, Moldova in 2006 and Ukraine/Crimea in 2010. Also in the Middle East and Iraq CCPA has from 2005 carried out football schools.

At its website CCPA is presented in the following manner: 'CCPA is a politically independent, non-profit humanitarian organisation that exists for the purpose of developing, participating in as well as implementing projects across cultural lines, which have as their main objective the promotion of reconciliation and integration among people through dialogue and collaboration.⁵⁸ And CCPA '... is specialised in using children's grassroots football as a tool to stimulate peaceful co-existence, gender equality, tolerance and social cohesion between people living in divided communities.'⁵⁹

From 1998 to 2004 a majority of programme funding of OFFS was provided by the Nordic governments, UEFA, UNHCR and ECHO. The budget 1998-2004 for the OFFS programme on Balkan was close to DKK 40 million of which approximately DKK 13 million were funded by Denmark⁶⁰.

⁵⁸ Cited from the website of CCPA.

⁵⁹ Cited from the website of CCPA.

⁶⁰ Project Document. Open Fun Football Schools, Balkan 2005. CCPA, 1. August 2005.

In 2005, a Project Document was approved for OFFS on Balkan 2005-07 with a total budget of DKK 36 million of which Sweden and Denmark would fund DKK 9.3 million and DKK 8 million respectively. Another main donor was Norway with DKK 10.5 million. From 2005 the OFFS donor portfolio for Balkan and Caucasus has also included private companies and foundations e.g. from Novo Nordisk, Statoil, Villum Kann Rasmussen Foundation and Mercy Corps, though such corporate donations have been considerably less than bilateral donor funding.

The development objectives in the Project Document from 2005 were:

- To promote tolerance, peaceful coexistence and coherence among the various population groups in the Balkans
- To promote the development of an active and tolerant civil society

The Project Document did also contain more specific immediate objectives, including a strategy for achieving these immediate objectives, and explicit outputs and a logical framework.

In addition, Denmark has since 2005 under the Neighbourhood Programme supported OFFS activities in Kosovo (2008), in Georgia (2009 and 2010) and in Moldova (2010). The size of each of these appropriations has been approximately DKK 900,000 with basically the same objectives as those contained in the project document from 2005. These appropriations do to varying degrees include explicitly formulated outputs, activities and indicators.

Under the Danish Arab Partnership Programme football schools have been supported in various countries in the Arab region with almost DKK 8 million since 2005.

In June 2005 Sida approved a request for support from CCPA regarding OFFS in Bosnia & Herzegovina, Croatia, Macedonia, Serbia & Montenegro, Georgia, Armenia and Azerbaijan. Sida's contribution was SEK 21 million from a total budget cost of SEK 66 million and with an implementation period of three years, 2005-07. In May 2008 Sida decided to continue the support in Georgia, Bosnia & Herzegovina, Kosovo, Macedonia and Serbia with SEK 10.7 million during the period 2008-10. In June 2009 Sida approved an additional support of SEK 4.4 million to CCPA for OFFS in Moldova during the period of 2009-12. The OFFS in Ukraine was added to the list of countries that was approved for Sida support in

June 2010, with a sum of SEK 6 million and a project period that will last until June 2013.

According to CCPA each football school is based on the involvement of two municipalities and four football clubs. Municipal partners must be drawn from different sides of an ethnic divide or other dividing lines. The schools are conducted as games for children in mixed teams of approximately 16 children, each team including children from both municipalities and all football clubs.

It is the aim of CCPA to establish basic regional structures for the training of instructors and trainers in order to ensure that the involved persons act on the basis of a common programme of training and experience across ethnic and other dividing lines.

Additionally, national organisational structures should be developed for organising the football schools. Each structure is to be maintained through an implementation office responsible for logistics and practical matters related to the football schools. Local offices are involved in all phases of the implementation and are envisaged gradually to assume responsibility for national activities, thus ensuring sustainability of national structures.

OFFS objectives have continued to evolve during the existence of the programme.

The CCPA Open Fun Football Schools were evaluated by Denmark and Norway in 2004. The evaluation covered 10 countries and contained a very positive assessment of OFFS⁶¹. Sida commissioned a Financial and Management Audit of CCPA in 2006. The Audit did not lead to any critical remarks by the auditor⁶². The support to OFFS in Macedonia was also covered by a Sida Review in 2010⁶³.

Evaluation purpose

Provide Sida and the Danish Ministry of Foreign Affairs with an input to upcoming discussions whether support to the intervention shall continue or not and with lessons that can be used in policy work or when designing similar programmes and projects elsewhere.

⁶¹ CCPA Open Fun Football Schools. An Evaluation for Danida, The Ministry of Foreign Affairs of Norway and the CCPA-OFFS project. Final Report November 8, 2004.

⁶² Ernst & Young. Report on Financial and Management Audit of CCPA, November 2006.

⁶³ Sida Review. Learning Study on the Achievements and Experiences of Projects on Inter-Ethnic Education and Youth Work in Macedonia. Sida Review 2010:14. April 2010.

Evaluation objectives

A main objective of the evaluation is to identify lessons learnt and good practice. The evaluation shall assess the implementation of the football schools since 2005, i.e. after the evaluation of CCPA in 2004.

The evaluation will use the DAC evaluation criteria of relevance, effectiveness, efficiency and sustainability as a basis for the assessment. In particular, the evaluation will have a focus on the relevance of OFFS for the promotion of the stated development and immediate objectives, and the sustainability of the interventions supported with funding from Sweden and Denmark. The evaluation will not address the broader issue of OFFS impact as this is considered difficult to substantiate given the relatively small interventions carried out by CCPA and its partners, and in light of the fact that few baseline data and impact indicators are available.

The evaluation shall document the extent to which CCPA has achieved objectives and applied methods and approaches as presented in proposals which have received funding from Denmark and Sweden. Furthermore, the evaluation shall present important learning to the funding agencies regarding how financial contributions to series of project based interventions have served to develop organisational capacities and sustainability.

Output

The outputs will comprise:

- A short inception note outlining the specific methodology. A detailed evaluation matrix should be included. The inception note will be discussed with Sida and the Danish Ministry of Foreign Affairs before the field work is initiated.
- An Evaluation Study not exceeding 40 pages (excluding annexes) covering the project activities from 2005. The Evaluation Study should comply with Danida's Evaluation Guidelines (2006), Sida's Evaluation Manual (2007 edition) and DAC's Quality Standards for Development Evaluation (2010) and include i.a. a short executive summary, methodology, lessons learned, conclusions and recommendations. The report is to be delivered in drafts and final versions and in the format for Danida's Evaluation Studies. The final report should be submitted not later than two weeks after comments to the draft version has been received from Sida and the Danish Ministry of Foreign Affairs.

Scope of work

The evaluation will cover the period 2005-10 and only focus on support provided to OFFS-activities in the Balkans, Moldova and Caucasus.

The evaluation will be based on a desk study of relevant documentation, interviews and field visits to Georgia, Bosnia & Herzegovina and Serbia.

Relevant background documentation will be provided by Sida, Danish Ministry of Foreign Affairs and CCPA. Background documents from Sida and Danish Ministry of Foreign Affairs will include strategies, policies, programme documents/appropriation notes and available progress reports. In addition, the Evaluation Team should study strategies, annual reports and other relevant documentation prepared by CCPA.

Interviews should be conducted with staff of Sida and Danish Ministry of Foreign Affairs; staff of Swedish and Danish embassies/representations where relevant in the countries covered by the evaluation; CCPA staff and Board in Denmark as well as CCPA managers and staff in the field in the visited countries; and key stakeholders (school authorities, football associations, relevant ministries and municipalities, CSOs). In addition, the Evaluation Team should explore the feasibility of conducting focus group discussions with smaller groups of beneficiaries (children and parents). Interviews (and focus group discussions if carried out) will be based on questionnaires prepared before the visits.

Fieldwork should be carried out in Bosnia & Herzegovina, Serbia and in Georgia. This will enable evaluators to meet CCPA partners for in-depth discussions regarding the relevance and sustainability of the supported interventions, including getting feed-back on the findings from the conducted desk studies.

Before the departure to the selected geographic areas, the Evaluation Team shall in cooperation with CCPA establish a meeting schedule with key stakeholders, ensuring that relevant persons at relevant levels are available during the field visit.

It is a part of the inception phase of the evaluation to develop a more detailed set of evaluation questions to be organised in an evaluation matrix. The table below provides a preliminary set of evaluation questions.

| Evaluation Criteria | Preliminary evaluation questions |
|---------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Relevance | <p>Are the activities relevant in light of local and national priorities, needs and possibilities – and what are emerging trends in the region affecting future relevance of the CCPA approach?</p> <p>To what extent have DK/SE funding supported piloting of innovative approaches?</p> <p>Has CCPA selected the most relevant local partners in the countries covered by their operations?</p> <p>To which extent has internal learning within CCPA taken place – over time and between the countries and regions?</p> <p>To which extent has CCPA been able to react to changing realities in the communities, countries and regions?</p> <p>To which extent has it been possible to utilise the fact that CCPA has been present in number of very different countries for a number of years? How dynamic has the development of the OFFS concept been?</p> <p>To which extent are the evolving objectives of the OFFS consistent and clear to CCPA stakeholders?</p> |
| Effectiveness | <p>Have activities carried out with Danish and Sida financing led to the intended outputs and outcomes including the gender dimension?</p> <p>To what extent have grant holders engaged with other relevant institutions, e.g. local and national organisations, national authorities, other civil society associations to enhance the outreach of activities?</p> <p>How do activities undertaken with support from Denmark and Sweden link to other on-going activities (complementarity, synergy, added value)?</p> |
| Efficiency | <p>Have the activities been implemented as planned (e.g. timeliness), and have allocated resources been put to good use?</p> <p>Have activities supported been based on a clear division of labour among the involved partners?</p> <p>To which extent has CCPA and its Danish and international contacts contributed with added value to the local, national and regional activities in OFFS?</p> |
| Sustainability | <p>Have CCPA and partner organisations demonstrated the required capacity to design and implement activities in line with</p> |

| | |
|--|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>their mandate, prior experience and scope of the respective activities?</p> <p>What efforts have been undertaken to assess and address capacity gaps? Has CCPA contributed to developing the required capacities of partner organisations and how has this affected organisational sustainability?</p> <p>Has the support led to increased local ownership of the initiatives, or is it track to do so (considering time frames)?</p> <p>What progress has been made with regard to financial sustainability? To what extent is it likely that key stakeholders will prioritize the OFFS and their role as promoters of peace and reconciliation in the future when funding from Denmark and Sweden is coming to an end?</p> |
|--|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

Management of the evaluation

The evaluation will be managed by the Evaluation Department of the Danish Ministry of Foreign Affairs. A reference group will be established with participation of Sida's Evaluation Secretariat and relevant departments in Sida and in the Ministry of Foreign Affairs, Denmark.

The Evaluation Team will be responsible for the findings, conclusions and recommendations of the evaluation.

A process consultant will be contracted by the Evaluation Department of Danish Ministry of Foreign Affairs. The process consultant will act as a resource person for the evaluation and assist the Danish Ministry of Foreign Affairs in conducting quality assurance of the evaluation.

The process consultant will participate in the field visits.

Evaluation team

The Evaluation Team will consist of Mr. Lars Udsholt (team leader) and Mr. Bent Nicolajsen, capacitate.

Time schedule

The evaluation will be carried out October 2010-February 2011. A draft inception note shall be submitted to Danida's Evaluation Department by 15 November 2010. A draft Evaluation Study shall be submitted to Danida's Evaluation Department by 7 January, 2011. It is envisaged that comments from Sida and Danish Ministry of

Foreign Affairs can be provided at the latest by January 21, 2011, implying that a final Evaluation Study report shall be submitted to Danida's Evaluation Department at the latest February 7, 2011.

Annex 2: Recommendations 2004 evaluation report

| Recommendations 2004 Evaluation report <i>(drawn from List of Summary Recommendations, pp. 7-9 – wording shortened in some cases)</i> | |
|-------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. | All levels to „protect the core concept of the OFFS by, for example, reinforcing training methods, materials and approaches, especially around the principles of reconciliation and sport-for-all |
| 2. | Continued and significantly increased decentralization of decision-making to national offices. Each should produce a strategic plan, including steps towards nationally self-raised funding |
| 3. | Copenhagen to provide guidance and support on strategic planning and fundraising, reiterating core values, and spell-out what roles, authority and responsibilities will be de-centralized to the regional and national levels and what will be retained at Copenhagen |
| 4. | As part of national strategic plans combine local fundraising with cost-cutting (e.g. analysis of funding from national institutions and international donors locally, combined with consideration of seasonal staffing systems, less or cheaper procurement, etc.) |
| 5. | Copenhagen to take practical steps to differentiate the OFFS project from the CCPA organization: <ol style="list-style-type: none"> a) appoint OFFS Project Manager b) organize CCPA as a multi-project, multi-region INGO, not just a single-project organization c) seek other projects as a complement to the OFFS d) differentiate CCPA logos and „image from those of OFFS |
| 6. | A management review to be conducted in all offices to look at required skills and knowledge in each office |
| 7. | CCPA to consolidate the Copenhagen operation into a single location |
| 8. | All offices to improve the ratio of females in senior positions, including in the CCPA central organization |
| 9. | De facto regional coordination to be formalized into two regional groups |
| 10. | Though CCPA should seek new projects, expansion of OFFS project should be approached with caution during this consolidation phase |
| 11. | Consider adding a non-Danish, Nordic representative to the CCPA board, preferably a female |
| 12. | Donors to continue their crucial support by: <ol style="list-style-type: none"> a) Funding in line with strategic plans and gradual phase-over emerging from this sustainability process b) Exploring increased „multi-year“ funding, to provide greater stability for the phase-over process c) Gradually decentralizing their funding, to encompass individual, national office contracts d) Promoting OFFS to donors or sources of funding (both internal to their own organizations and externally, e.g. EU and UN bodies) e) Funding directly to CCPA/OFFS, rather than through intermediaries (so as to consolidate the organization) f) Pacing their encouragement towards sustainability and regional coordination in line with the pace of the national offices g) Recognizing their diversity of interests and resources, and being willing to fund in an eclectic manner h) Continuing to meet about and engage in the sustainability phase of the project |

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