



Evaluation Report

Final Evaluation

Strengthening Civil Organizations and Public Sector
Engagements in Somalia
(SCOPES) Project

Submitted to:

CARE International – Somalia/Somaliland



5th September, 2018

ACKNOWLEDGEMENT

DANSOM would like to greatly appreciate the staff and management of CARE for the outstanding organization, the vast range of documentation provided, and the exceptional assistance provided during this evaluation. We are particularly appreciative for the tremendous support received from Mohamed Hamud, Geoffrey Alala, Hodan Elmi and Abdulaziz Muse.

We would also like to show appreciation for the support received from the implementing partners (WARDI and MUDAN) on their engaged cooperation and support during this assignment. Getting in touch with the CSOs, KIIs and other respondents would not have been possible without their support.

Finally, our great appreciation goes to all the district council members, elders, key informants, youths, CSOs representatives and media houses for their availability and useful contribution. We are deeply inspired by those who in particularly challenging conditions keep on working towards a vision of a better future in Somalia.

LIST OF ACRONYMS AND ABBREVIATIONS

<i>ACAT</i>	Advocacy Capacity Assessment Tool
<i>AMISOM</i>	African Union Mission to Somalia
<i>CBOs</i>	Community Based Organizations
<i>CEWC</i>	Civic and Voting Education Working Committees
<i>CSO</i>	Civil Society Organization
<i>DANSOM</i>	Danta Somali Research and Consultancy
<i>DfID</i>	Department for International Development
<i>EU</i>	European Union
<i>EVC</i>	Every Voice Counts
<i>FGD</i>	Focus Group Discussion
<i>FGS</i>	Federal Government of Somalia
<i>IP</i>	Implementing Partner
<i>KII</i>	Key Informant Interview
<i>KYDNET</i>	Kaarkar Youth Development Network
<i>LOYAN</i>	Lower Shabelle Youth Alliance
<i>MoLYS</i>	Ministry of Labour, Youth and Sports
<i>NGOs</i>	Non-Governmental Organizations
<i>NIEC</i>	National Independent Electoral Commission
<i>NSAs</i>	Non State Actors
<i>OECD/DAC</i>	Organisation for Economic Cooperation and Development/Development Assistance Committee
<i>PYAN</i>	Puntland Youth Alliance Network
<i>PL</i>	Puntland
<i>PSG</i>	Peace and State Building Goals
<i>PUNSAA</i>	Puntland Non-State Actors Association
<i>SCOPES</i>	Strengthening Civil Organisations and Public Sector Engagements in Somalia
<i>SL</i>	Somaliland
<i>SNA</i>	Somalia National Army
<i>SO</i>	Specific Objective
<i>SOCENSA</i>	South Central Non-State Actors
<i>SWA</i>	South West Administration
<i>ToR</i>	Terms of Reference
<i>UN</i>	United Nations
<i>VfM</i>	Value for Money

TABLE OF CONTENTS	
LIST OF ACRONYMS AND ABBREVIATIONS	2
EXECUTIVE SUMMARY	4
SECTION ONE: INTRODUCTION.....	12
1.1 Context Information	12
1.2 Somalia Civil Society	12
1.3 SCOPES Project	14
SECTION TWO: EVALUATION METHODOLOGY	15
2.1 Objectives and Scope of the Final Evaluation	15
2.2 Data Sources and Data Collection Techniques	15
2.3 Evaluation Team.....	16
2.4 Data Analysis and Reporting	16
2.5 Data Quality Control	16
2.6 Ethical Considerations.....	16
2.7 Limitations and Constraints of the Evaluation.....	17
SECTION THREE: FINDINGS, ANALYSIS AND DISCUSSIONS	18
3.1 Relevance of the Project.....	18
3.1.1 Coherence to Context.....	18
3.1.2 Project Design.....	19
3.1.3 Robustness of Project's Theory of Change.....	19
3.2 Effectiveness of the Project	20
3.2.1 Achievement of Project Results and Objectives.....	20
3.2.2 Effectiveness of Project Approaches and Implementation Strategies	26
3.2.3 Effectiveness of Project Monitoring, Evaluation, Accountability and Learning systems	27
3.3 Efficiency of the Project	27
3.3.1 Value for Money/ Cost Efficiency	27
3.3.2 Timeliness of the Project.....	28
3.3.3 Efficiency in Partnerships and Project Management.....	28
3.4 Impact of the Project.....	29
3.4.1 Contributions to Somalia Compact.....	29
3.4.2 Advancing Inclusive and Political Dialogue.....	29
3.5 Sustainability of the Project	30
3.5.1 Ownership of Project Achievements and Institutional Capacities	30
3.5.2 Enabling Environment.....	30
SECTION FOUR: CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS	31
4.1 Conclusions	31
4.2 Best Practices and Lessons Learnt	31
4.3 Recommendations.....	31
ANNEXES.....	33
Annex 1: SCOPES Final Evaluation Matrix	33
Annex 2: SCOPES Results Framework with Indicator Values.....	35

EXECUTIVE SUMMARY

Introduction

Somalia is slowly recovering from more than two decades of instability and state fragility, with insecurity in the country continuing to limit access and provision of aid. The fragile context triggered development of a wide variety of Civil Society Organizations (CSOs) which are mainly working to restore trust between state and citizens, considering that Somali citizens never had the experience of an inclusive, accountable and responsive government and state.

Strengthening Civil Organisations and Public Sector Engagements in Somalia (SCOPES) project is a 26 months' intervention funded by the European Union and implemented by CARE in partnership with WARDI Relief and development Initiatives and MUDAN Youth Network. The final evaluation for the project was facilitated by DANSOM.

Methodology

The overall objective of this final evaluation is to assess SCOPES project performance and achievements against its overall and specific objectives, identifying best practices, lessons learnt and develop practical recommendations that would inform future programming, policy making and overall organizational learning. Evidence was gathered through literature review, in-depth interviews with 45 key informants, 11 focus group discussions with 69 youth representatives from CSOs and 237 individual survey at household level, across five districts: Garowe, Bosaso, Qardho (Puntland); Afgoi and Walawayne (SWA). The key informant respondents were mainly from CARE, implementing partners, local administrations, state level government, elders, women representatives and the media.

This report therefore presents the findings from the evaluation, clustered around five main criteria, as outlined in the ToR: relevance, effectiveness, efficiency, impact and sustainability.

Findings, Analysis and Discussions

1) Relevance of the project

Coherence to context

Capacity gaps within CSOs in Puntland and South West Administration (SWA) were revealed by the findings from capacity assessment, done during the initial stages of SCOPES, which concluded that most CSOs were below average in advocacy, research, strategic planning, policies analysis and formulation, program sustainability, government relations, and donor engagement. The project's strategy of developing grassroots CSOs by strengthening their capacities and networks was therefore relevant to the context and was also lauded by all the key informants and focus group discussions. For example, the director of planning, Bosaso municipality noted that this approach '*...encourages local CSOs rather than international NGOs to tackle their own communities' issues, and therefore paves the way towards increased ownership and sustainability...*'

The project strategies and actions were found to follow closely the government agenda, plans and priorities, and has produced important effects and impact on civil society organisations capacity primarily to deliver social services and to engage communities and all stakeholders in policy dialogue and peacebuilding. For example, the project was also found to be fully in line with the strategic objectives of Peace and State Building Goals (PSG) 1 (Inclusive Politics) of the Somali Compact, by enabling inclusive political processes at different levels of the society, promoting national and local level reconciliation and a political framework that allows for completing revisions to, and the adoption of, the federal constitution, which enabled successful elections in November 2016. An FGD with youths from Afgoi district stated that "*...we never thought we will get an opportunity to discuss and share our ideas on the constitution, the project gave us that opportunity...*"

Project design

The way SCOPES was conceived was determinant to its success. Participatory and consultative approach was found to have been followed during the design with CARE playing a facilitative and coordination role and the implementing partners (MUDAN and WARDI) playing mobilization role and providing inputs in needs prioritization, suggesting strategies for participation, providing guidance on nature of CSOs and different formal and informal structures that the project should work with and methodologies of creating ownership and sustainability. A key informant from Afgoi district noted that

‘...these consultations enabled appropriate contextualization of the project which attracted the communities, society, local authorities’ collaboration and participation.’ Given the vast consultation at community and government level, the project was able to identify and address the needs and gaps.

Robustness of the project’s Theory of Change

The project’s ToC is generally well structured and based on good contextual analysis and understanding of the situation in Puntland and SWA. The intervention logic was also found to be clearly articulated, coherently integrated and complementary towards attaining the overall objective. The evaluation team however noted that the results statements were not time bound, with some indicators lacking consistency to the result statement they were trying to measure, for example in result 2 where sustainable engagement between CSOs and government authorities at all levels is being measured using the number of forums/workshops held by the project rather than measuring sustainability. Some inconsistencies were also noted in the logical flow and links between closely related activities that should have built on each other. For example, the financial management trainings for CSOs (activity 3.13 in the work plan) should have preceded dialogues between CSOs and parliamentary committees (activity 3.9).

2) Effectiveness of the project

Achievement of Project Results and Objectives

Specific Objective/Outcome 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities

Analysis of Outcome indicator: SCOPES created space for inclusive and political dialogue on federalism by enabling CSOs and community inputs into the federal constitution and regular direct engagements between CSOs, local authorities and state governments at sector meetings, e.g. the Water Sanitation and Hygiene (WASH) sector cluster in Bosaso district that holds quarterly meetings with the local authorities, state and federal level representations. In Qardho district, the Kaarkar Youth Development Network (KYDNET) holds monthly meetings with the Mayor (with the next meeting scheduled for 15th July) where federalism is part of the agenda items discussed. PYAN executive director from Garowe district noted that *‘...we were not engaging on the federal constitution before, but this project has supported and enabled us to work with the parliaments and make better the relationship between Puntland authority and federal government. The project has enabled these engagements which were not existing before the project.’*

Analysis on Output Indicator 1.1: The project target of having more than 80% of trained CSOs demonstrate improved capacities assessment scores was not achieved, with only 56% being achieved. The CSOs generally think that their capacities have been improved, with 71% of the survey respondents reporting that the trainings were very useful. Executive Chairman of one of the CSOs in SWA noted that *‘...we only existed by name before the project but now we are functional organization with aim to achieve, and more united voice and unity among all the stakeholders.’* The finding further indicated that most CSOs still need a lot of support and capacity building in the areas of policy formulation, fundraising skills, financial management, research and technology.

Analysis on Output Indicator 1.2: Project target achieved: Two advocacy alliances (Puntland Advocacy Alliance and South West Advocacy Alliance) in place and actively engage with states’ authorities in influencing and monitoring policy formulation and implementation. The most important outcome under this result is the broad CSOs consultations and fora that have created cross learning, sharing of experiences and formation of platforms around key subsectors such as land and water. Another outcome is that CSOs inputs and engagements are appreciated by some local and state authorities, while others find these engagements quite impulsive. The Director for Planning, Bosaso municipality noted that *‘...after the project trained the CSOs, they engaged us and requested that the municipality annual plans be shared widely for approval. We agreed to this and that is what we did at the start of the year. The plans were shared with all communities and they approved. This improved ownership of the plans and they now trust us more.’*

Specific Objective/Outcome 2: Stimulate civil society engagement in finalizing a federal constitution

Analysis on Outcome indicator 1: Project target achieved, mainly by creating space for the needs of young women, men, IDPs and other minorities to be entrenched into the federal constitution. CSO groups participated in forums (for example Kaarkar Youth Development Network [KYDNET] and Lower Shabelle Youth Alliance [LOYAN]) and were able to highlight issues of interest to them including age at which a person can become the president of the federal government, age for one becoming adult, etc. Individual household level interviews also revealed that over 46% of the youths and women participated in the finalization of the constitution process. A common message that came out of the in-depth interviews is that these engagements ensured that the 30% quota allocated to women as stated in the Somali Provisional Constitution was taken into account. A district council member from Walawayne district noted that ‘...the young people are the drivers of conflict and therefore their voices need to be of the constitution. It was important therefore that they were educated on what’s the constitution, started very much at bottom level and build their levels up and step it up in the next level of engagement. It was a wonderful process of engaging the youth CSOs and minority who have never questioned before and were able to participate.’

Analysis on Outcome indicator 2: Only 61% of the assessed CSOs can be said to be effectively influencing policies and practices on behalf of women and youth. This was noted to be much stronger in Puntland than SWA. An example of effective influence on policy and practices was in Puntland where the CSOs and alliance networks (SWAA and PYAN) were able to influence the Puntland electoral college bill to include slots for youth and women in the composition of the delegates who were electing the MPs and senators in the 2016 elections. A total of 15 youths were members of the delegation, positively influencing the tradition where only elders constituted the Electoral College.

Analysis on Outcome indicator 3: The indicator is difficult to measure. The evaluation team therefore linked it to Outcome indicator 2 above, to provide 61%. The overall assessment is that SCOPES has done remarkably well by enabling valuable contributions by the CSOs and the platforms into policy formulations, implementation and improve accountability. The project also played an important role in attempting to coordinate and support CSO advocacy activities, all geared towards improving accountability of the power holders.

A good example was noted in Garowe district where the CSOs reported to have lobbied and succeeded on the decentralization of Maternal Child Health from the Ministry of Health to the local government, to enable better service delivery. In SWA, it was noted that a team of advisors from the CSOs had been constituted to advise the District Commissioner and ensure that service delivery was improved proportionate to the available resources. The CSOs reported to be using the score card to assess effectiveness of service delivery, something that they were not doing before SCOPES.

Specific Objective/Outcome 3: Engage civil society in preparing for and holding credible elections

Analysis on Outcome indicator 1: Two Civic and Voting Education Working Committees (CEWC) established, one in every region. In Puntland, the working group was launched on 6th August 2016 in Garowe, while in SWA it was launched on 24th October 2016 in Afgoi. Interviews with the Ministries of Labour, Youth and Sports in both Puntland and SWA noted that the working group was particularly important in identifying and action on challenges and problems encountered by stakeholders, improving transparency and accountability among stakeholders in civic education activities, and upholding cooperation among all stakeholders to produce a well-articulated approach towards the empowerment of the youth.

The evaluation team further concluded that the frequent (bi-weekly in most cases) dialogue sessions and consultations with communities facilitated by these working groups contributed to over 58% of the women and youths participating in the 2016 elections. Focus group discussions noted that the forums and the education materials disseminated to them helped them appreciate the importance of participating in the elections and provided a dialogue channel with the government.

Analysis on Outcome indicator 2: Relatively high level of satisfaction (73.8%) of women and youths with service and delivery mechanism for credible elections. This was strongly backed up by findings from focus groups where youths and women retorted that they were happy with the fact that for the first time they were part of the delegates choosing the leaders, which earlier was preservative of elders. The CSOs further noted that SCOPES helped them unite their voice, improve their skills on advocacy which they positively employed to meet the electoral body officials and discuss issues of youth and women.

The evaluation also concluded that aggregation of CSOs or working groups for having a common voice in front of political actors are in a development stage: particularly through the advocacy alliances and platforms. The platforms and their associated networks have been able to influence the electoral laws and the Somali Constitution process both in Puntland and SWA.

Analysis on Output indicator 2.1: Project target achieved: Two regional forums (1 in PL and 1 in SWA) were organized.

Analysis on Output indicator 2.2: Project target partially achieved: Two civic and voter education workshops were conducted; one in SWA and one in Puntland. Was further noted that In SWA, seven community dialogue/workshops were held at sub district level.

Analysis on Output indicator 2.3: Project target achieved: 83.5% of citizens (women – 81.4% and men – 85%) in target areas are aware of the on-going constitutional development and electoral processes. As a spillover effect of the project, the youths, women and marginalized groups reported that they also have improved capacities and are more aware of their rights.

Specific Objective/Outcome 4: Engage civil society in policy and budget development and implementation: improved demand on accountability

Analysis on Outcome indicator: Project target partially achieved at 61% of the CSOs, which translates to 53 CSOs. Through the project, civil society thematic coalitions and platforms in Puntland and SWA have engaged in a more structured dialogue with the Somali authorities (for example monthly consultative forums reported in both PL and SWA), but needs improvement to positively influence public policies. The evaluation team noted that these platforms and coalitions lack formal structures and capacity to engage downward across different clans and districts – a missed opportunity for enhanced citizen participation and increased legitimacy which would come from the inclusion of a wider range of geographical, clan, and sectoral representatives, and their consultative approach to policy formation. In addition to this, more effective civil society platforms have the potential to reduce clan dynamics within the communities. Another key outcome noted is the development and emergence of new organised actors, such the formation of groups of women, youth, IDPs and people with disabilities, e.g. association of women lawyers in Bosaso, which are also assuming a kind of autonomous dimension related to the possibility of representing local (or social group) interests in front of external actors such as local authorities or state government.

Analysis on Output indicator 4.1: Project target achieved. 84% of the assessed CSOs actively participate in social accountability processes. Findings from the evaluation also revealed that the project enabled increased demand for accountability and transparency from the government by increasing the effectiveness of CSOs to act as independent monitoring agents and advocates.

Improved capacities of the CSOs and strengthened unity of purpose increased CSOs capacity of influence. For example, the CSOs in PL use the SCORE card to evaluate performance of the local authorities and hold quarterly feedback meetings to provide these feedbacks to the authorities. As noted by the PUNSAA Advocacy Officer, ‘...this was made possible through the trainings we attended on financial management and advocacy...’ In an FGD in Afgoi, one of participants retorted “...we have been shown an easy way to hold our leaders accountable, and this has enabled us demand for our rights...”

Analysis on Output indicator 4.2: Project target achieved. In Puntland, through SCOPES support, the Ministry of Planning reviewed the draft Puntland NGO Act to provide a conducive working environment for the CSOs. A key informant from the Ministry of Constitution noted that CSO’s progressive transitioning role away from service provision to include advocacy to influence policies is

the result of increased capacity through training and exposure, as well as existence of structures/collations/platforms that support these engagements.

Effectiveness of Project Approaches and Implementation Strategies

SCOPES introduced a shift in strategy from working with CSOs as implementing agencies to 'actors' capable to manage resources or to represent local interests. One of the PUNSAA board members noted that donors often engage with Somali CSOs as medium agencies to implement their work only, but this project introduced a very interesting angle.

Training materials' quality was considered very high and suited to the training needs, with the participants being generally appreciative of the trainings and inter-regional visits.

Capacity building using a variety of tools and approaches produces better results, for example posting technical advisors within partner CSOs, organising exposure visits, promoting participatory approaches, linking associations with donors and accompanying their resource mobilisation efforts, are among the ways of working that were particularly relevant and most appreciated by the partners. It is certainly this variety of ways of working that allowed for a greater impact on local CSOs and for them being in the process of slowly shifting towards more "development-oriented" work.

Effectiveness of Project Monitoring, Evaluation, Accountability and Learning systems

The project benefited from technical support of a Senior M&E Officer and M&E Coordinator. Throughout the various knowledge management and MEAL activities, important knowledge and information were produced and made available on pertinent subjects such as peace processes, policy influence, social accountability, best practices in networking etc. It is important to note that perhaps most of this knowledge may have had a larger effect at an international level than in Somalia as the documents are mostly only published in English. The evaluation team noted that knowledge management and M&E activities were majorly centred within CARE. Involving partners in designing the tools that will measure their progress may be an opportunity of discussing and debating on the role of civil society. Thus, the definition of the 'dream CSO' and its action may be decided upon jointly. This could increase the partners' sense of ownership of the project, as they are the ones that set their own objectives as the CSOs. Self-evaluation would then be easier: if CSOs contribute in defining the criteria, they know where they stand more precisely. Then, they can include mid-term and long-term capacity-building objectives in their strategy, deciding together where they would like to stand in the future and which fields they want to improve in priorities.

3) Efficiency of the Project

Value for Money/ Cost Efficiency

The project ended without being either under or over spent with a burn rate of one (1), which indicated good budget management overall. The actual realized costs as compared with the planned costs/approved budget in terms of variance was realistic, although there were some small variances within the budget chapters, for example the local office, equipment and supplies chapters were overspent by 8%, other costs and services chapter which ideally are the programme costs were underspent by 3%. All these variances within the budget chapters as per the contract agreement are allowed for they are in line with the budget flexibility rule of 10%. The project manager and finance officers provided budget oversight and made the decisions about adjustments.

In many cases the assessment found per diems are paid as an incentive to support participation in local peace-making, training or capacity building activities. This was noted to be having a negative influence on motivation for attendance which should be because of the relevance of activities to the participant, not material gain. Costs of course can be covered, but CARE and partners should ensure that per diem is not paid as an incentive, either in the implementation of activities or to supplement salaries. CARE and partners can better improve the relevance of their activities and explore non-material incentives (e.g. recognition of participants in articles and free trainings) that can be used to incentivise and reward participation in activities, as well as liaise with peer agencies and other donors to ensure standards for the use of per diems are broadly established.

Timeliness of the Project

Given the Somalia implementation context, the project can generally be said to be timely, with minor delays on few activities, for example civic and voter needs assessment and training of trainers on draft federal constitution that were scheduled for Q1 of implementation.

Overall, partners faced two main challenges that hindered progress of service delivery in one way or another: 1) Internal factors contributed to delays in implementation. The factor mostly mentioned was the delays in disbursement by CARE; and 2) External factors: activities that required interaction with government officials at local, regional or state level, sometimes proved difficult. Both MUDAN and WARDI pointed to 'lack of political will' or 'political and institutions procedures' being a challenge. Indeed, influencing the political will of governments or institutions is outside their scope of influence, they said.

Efficiency in Partnerships and Project Management

CARE, as the lead grant applicant, was responsible for overall management, coordination and evaluation of the different activities implemented by the consortium partners. Mutual respect was found to exist between CARE and the partner organizations, with all partners appreciating CARE's constant and cordial way of communicating, flexibility and adopting itself to their needs. Selection of the two implementing partners (WARDI and MUDAN) was found to be strategically informed by their roles and capabilities. WARDI was found to be one of the active organisations in the Lower Shabelle region, with access to most districts and villages in SWA. MUDAN was however found not to enjoy much access to other regions within Puntland due to the understanding that it is an umbrella network for youths in Nugaal region. The project could have therefore benefitted more if it were implemented by the regional youth umbrellas for each region and/or PUNSAA, which enjoys membership across all regions in Puntland. Was further reported that official information and communication on the project are all in English, and this is often considered an obstacle by local organisations for accessing information.

4) Impact of the Project

Contributions to Somalia Compact

In Somalia, state-building cannot be separated from peacebuilding perspective: for Somali citizens, peace and stability emerge as a basic need. SCOPES project has notably introduced a strategic shift from institution building, to building reliable and sustainable governance systems allowing for representation of all social actors and community groups. The role of CSOs has therefore been upgraded from mere implementers of initiatives designed by international organisations into supporting the building of local agendas and their implementation at state and federal levels. In-depth interviews with most of the key informants from Puntland and SWA agreed with the fact that the shift of governance and state-building from an almost exclusive focus on 'government/local authorities positions' to a focus on setting and implementing policies to solve problems and conflict structural factors is resulting into increased pace in peacebuilding. In such a framework CSOs will be able to participate as legitimate actors both in nurturing political institution with knowledge and capacities related to identification of local needs and formulation of problem-solving policies and in giving a voice to local actors that are not represented.

Advancing Inclusive and Political Dialogue

Based on the literature review, focus group and in-depth interviews conducted, key impacts noted include: 1) increased number of CSOs (from 43.6% at baseline to 56.1% at final evaluation) and other local organisations with capacities and skills in advocacy, service delivery, policy analysis and peacebuilding; 2) alliances and coalitions of CSOs in local and sector platforms and networks emerged or have been revived, as a way to have an easier access to international resources and information; 3) peace processes at grassroots and sub-national level have been implemented, and facilitated through the provision of funding and technical expertise by SCOPES; 4) institutional and policy change has resulted in some significant improvements in the representation of youths and marginalised groups; and 5) legitimacy of CSOs and support they enjoy from their communities has been enhanced.

5) Sustainability of the Project

Ownership of Project Achievements and Institutional Capacities

According to both the local authorities, CSOs and community members, ownership and sustainability of achievements realised through SCOPES appears to be still low due to: 1) economic dependency of the CSOs and of their initiatives for peace and governance on international resources; 2) the fact that the project often adopted practices that tend to increase dependency of local actors, such as paying 'participation fee' and 'per diem' for attendance to meetings etc; 3) lack of a recognized juridical status of Somali CSOs that involves the impossibility for them to directly access donor resources, for example the EU; and 4) lack of defined local agendas independent from international lead agencies, plans and agendas.

Enabling Environment

Local governance in both Puntland and SWA remains fragile, characterised by inadequate public service in front of community needs, presence of vested interests, access to services is often unequal especially among the minority, citizens are considered as beneficiaries both by local public authorities and by the agencies involved in service delivery. A major achievement on enabling environment from SCOPES is that the project has created '*neutral*' spaces for debate, discussions and for peace dialogue. The CSOs therefore need to maintain grassroots links and functions by playing key roles such as: 1) making local institutions more accountable, by monitoring the work and the activities of public authorities; 2) Improving quality of services, by promoting a better adaptation to local needs and demands, through: monitoring and evaluation of public services capacity to satisfy existing demands and needs, identification, testing and dissemination of good practices; 3) launching of local coalitions for the management of emerging issues, promoting collaboration between public, private and other actors, including traditional authorities; and 5) engaging in grassroots peace initiatives by providing possible solution to local conflicts and mobilising local public opinion in the framework of decision making processes, that would otherwise be based only on the interests of main involved actors.

6) Conclusions, Best Practices, Lessons Learnt and Recommendations

Conclusions

SCOPES project is particularly needed in the Puntland and SWA contexts, and was quite innovative at the time it was launched. Its objectives and results were found to be fully relevant to the needs of the civil society. Findings indicate that the project has largely achieved its Outcome and Output level targets. Within these achievements, the project impacted both policy making and political process, opening new spaces for dialogue between public authorities, CSOs and communities, creating space for peacebuilding at local level and increasing civil society capacities to intervene in the public arena. However, ownership and sustainability of achievements realised were found to be low. In terms of efficiency and value for money, the costs and utilization of funds as compared with the narrative reports were found to be realistic, with the project closing without being either under or over spent, which indicated good budget management overall. The project was also found to be generally on schedule, with minor delays on few activities.

Best Practices and Lessons Learnt

Some of the best practices and lessons learnt from the project include:

- a) Local studies, power analysis methods and tools generate valuable knowledge and information that helped CARE and partners better understand and respond to the local contexts and conflict actors and dynamics. This further ensured greater coherence with other projects, for example EVC and a governance project funded by UNDP in Bosaso, improving on effectiveness.
- b) Capacity building using a variety of tools and approaches produces better results. This includes posting of technical experts within the partner CSOs, organising exposure visits, promoting participatory approaches, linking networks with donors and accompanying their resource mobilisation efforts, are among the ways of working that were particularly relevant and most appreciated by the partners. It is certainly this variety of ways of working that allowed for a greater impact on local CSOs and for them being in the process of slowly shifting towards more 'development-oriented' work.
- c) Better definition of project results and outcomes with realistic targets can improve effectiveness. Sharing the project logframe with partner organisations and local counterparts is also

instrumental in getting all stakeholders to develop a shared vision of the project and a clear understanding of what is aimed at. It is also a way of improving the partnership by putting the partners in a position of responsibility towards achieving the objectives, rather than considering them as mere beneficiaries. Updating the logical frameworks can be a way to be flexible and to adapt to changes in the broader environment. However, such changes have to be discussed with all partners to make sure that all stakeholders are aware of the revised reference documents.

- d) Better partnership improves local ownership, relevance and sustainability of the project, for example working with the CSOs as actors capable to manage resources and to represent local interests.

Recommendations

Recommendations made by the evaluation team include:

- 1) Need to strengthen the use of online platforms for engagements and networking with the youths within Somalia and in diaspora. This may include creating a blog for feedback from the local partners and gathering information.
- 2) To be fully functional and legitimate, Puntland and SWA states must achieve a sufficient degree of inclusiveness and responsiveness to citizens. Within this aim, the CSOs need to continue their upward engagements while maintaining their grassroots links and functions such as fostering creation and development of local coalitions for solving local problems – including conflicts over local resources.
- 3) Need to shift from project based activities and locked-in symbiotic relations with the CSOs to institutional development processes that allow them to define long term programmes, develop consistent organisational cultures and agendas, positioning themselves in front of emerging dynamics at local, state and federal levels. This should be coupled by continued strengthening of CSOs capacities particularly on analysing local realities and defining policy agendas in an autonomous way from international partners.
- 4) Promote greater involvement and stronger role of CSO networks in sector coordination activities, for instance, calling the representatives of sectoral platforms and network to assume an active role in the management of existing sector coordination groups among development partners (assuming such a role can consist in taking the responsibility for the secretariat and for setting of meeting agendas) – however networks would need to have funding for playing such a role.
- 5) Given the vastness of the districts covered by the project and constant engagement required by the CSOs and other stakeholders, the IPs need to have working stations and project officers for each of the districts. Working with the umbrella youth alliances for each region to realize maximum effectiveness is recommended.
- 6) Civil society reliance on external funding is not sustainable; more strategies to ‘look inwardly’ in addition to membership fees for umbrella organizations e.g. Private Public Partnerships should be encouraged. Some private entities such as Hormud and Telesom telephone companies, Dahabshiil are already working with CSOs particularly during crisis to respond to emerging needs. Such opportunities could be explored for development goals.

SECTION ONE: INTRODUCTION

1.1 Context Information

Somalia is slowly recovering from more than two decades of instability and state fragility. Since 1991, cycles of internal conflict have fragmented the country, undermined its legitimate institutions, and created widespread vulnerabilities among the population. Life expectancy is extremely low, infant and child mortality extremely high, and number of internally displaced persons is over one million with nearly 80% in South Central Somalia, many of whom have been displaced for more than ten years.

As there are several existing studies on the dynamics of conflict in Somalia (often supported by the EU¹ and DfID²), we summarise some of the main drivers as identified in the reviewed literature:

- 1) Lack of inclusion of actors in political decision making, and control over benefits from resources and economy, national, sub-national and locally is often cited as the main driver of conflict and fractionalisation in Somalia.
- 2) Resource-based conflicts, including competition over land, water points and natural resources; intra-pastoralist and pastoralists versus agriculturalists, environmental degradation, water systems, lack of regulatory mechanisms, forcible occupation and re-acquisition of property.
- 3) Militarisation, including small weapons proliferation; clan/power influence on public institutions and police, demobilisation processes, human rights violations and lack of access to justice, impunity.
- 4) Internal sub-national conflicts on contested areas: Lower Juba, Mudug, Sool and Eastern Sanaag and Somaliland/Puntland border region; based both on national/ethnic claims and on the efforts to control natural resources.
- 5) Regional and international actors: the opposing military and proxy influence of states in the region, the war on terror actors and politicisation of aid and aid effectiveness.

The insecurity in the country continues to limit access to provision of aid, which coupled with long absence of a central government, has prompted Somali citizens to use their own resources, including traditional conflict resolution processes, to re-establish security, political and administrative arrangements in many locations, most notably in Somaliland.

Since 2012, the state formation process has advanced and now Somalia is divided into six states – Puntland (PL), Galmudug, Jubaland, South West, Hirshabelle and Somaliland (SL). The northern part of the country is shared between Somaliland and Puntland. Puntland is situated in the north-east of Somalia as a semi-autonomous administration and Somaliland lies in the north-west and declared itself independent. However, Somaliland is not recognised internationally as an independent state.

In December, 2017, the National Independent Electoral Commission (NIEC) launched a 5-year Strategic Plan outlining a roadmap for achieving ‘one-person, one-vote’ universal elections in 2020-2021 in Somalia. The federal government is currently working to implement the steps outlined in the strategic plan which includes drafting of electoral laws, plans for voter registration, political party registration, civic education on electoral processes, and participation of women in the democratic process as both voters and electoral officials.

1.2 Somalia Civil Society

In Somalia as elsewhere, Civil Society Organisations (CSOs) are often identified with Non-Governmental Organizations (NGOs) or with other “formal organisations” and are mainly seen as implementers of initiatives designed by international organisations, involved with delivering programmes rather than enabled to act as change makers, or catalysts for improvements in policy and practice.

Puntland is currently experiencing a relatively stable political situation, both concerning the political framework (democratic institutions exist, but the government is often assuming authoritarian attitudes, both concerning the political setting itself – i.e. reducing space for political opposition – and regarding other actors – such as NGOs and CSOs, that are seen or as a “tool” for governmental policy or as “political opposition”). Current interesting development processes, including:

- 1) an increasing decentralization, through the creation of local development councils at district level and further decentralised structures at village level;

¹ European Commission (2017), Towards an EU Response to Situations of Fragility: Engaging in Difficult Environments for Sustainable Development, Stability and Peace, European Commission, Brussels.

² DFID (2017). Annual Review - Somalia Stability Programme (SSP) report.

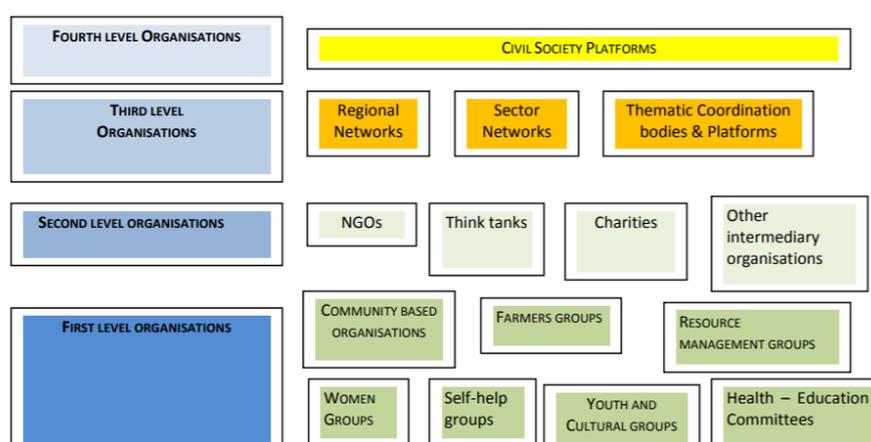
- 2) the opening of spaces for democracy, particularly related to the formulation and launching of the new political constitution and to the recent openness to federalism within the transition process;
- 3) development of new civil society organisations and new civil society actors, at local and at central level, that not always find an appropriate space within the existing organisational spaces.

SWA is characterised by more complex and unstable situation. While certain areas are under the control of the Federal Government or under local authorities that are linked and working closely with the Somalia National Army (SNA), other areas are under the control of African Union Mission to Somalia (AMISOM) and other areas are under the control of *Al Shabab* militias. In such a context, CSOs find themselves in a twofold condition. On the one hand, their mobility and possibility of action are very limited, as well as their security and the possibility to set up dialogue with political authorities (activists and leaders of civil society organisations). On the other hand, they developed an autonomous and proactive capacity and developed a social (and political) legitimacy that has not equal in the other areas of Somalia: as a fact, in many areas, local CSOs are the only actors able to deliver services and provide support and protection to people, and in other areas are the only actors able to face the “occupying” forces.

The long-standing conflict and lack of a functioning government in Somalia triggered development of a wide variety of CSOs, from urban based NGOs, respected think tanks and research bodies, to self-help groups at village level. During the war, most CSOs were recipient of international support, and have played significant role in the humanitarian responses, democratisation, peace building and reconciliation of Somalia, working in the fields of civic education, outreaches, women empowerment and other social sectors at large for service delivery. Moreover, advocacy and dialogue between CSOs and the Somali Government has been initiated particularly in the framework of the New Deal coordinating mechanisms.

The main role of CSOs in state building is to rebuild the trust between state and citizens, considering that Somali citizens never had the experience of an inclusive, accountable and responsive government and state. Operationally, CSOs in Somalia can be classified into four levels having been roughly articulated along a continuum from grassroots level to national and international levels. Such a continuum can be represented, by making reference to a model that was applied in CSOs mapping framework of the EU, and is simplified in diagram 1 below:

Diagram 1: Four levels of civil society actors in Somalia



An important aspect to be raised from the above framework is the choice to not differentiate between “service providing” organisation and “advocacy” organisations, mainly because of two reasons:

- 1) All CSOs in Somalia are in principle both “service providers” (even if the provided services consist of research and advocacy) and “advocacy organisations”
- 2) A formal distinction between “service provision” and “policy” or “advocacy” organisations is sometime emerging in second level organisations, while both in first degree organisations and in third and fourth degree organisations this distinction is very tricky: very often Community Based Organizations (CBOs) policy related activity is embedded in service provision, as well

as in many cases the policy activity of third and fourth level organisations needs to include service provision to be effective.

Geographically speaking, differences exist among CSOs in Somaliland, Puntland and South and Central Somalia. However, due to the fact that most of them have been involved since the fall of Siad Barre regime in common processes (such as those linked to international aid) many features are common in the different regions, while sometime a greater distance exists among the organisations that are based in urban and rural settings. Urban organisations (as most NGOs) have often similar features despite the fact of being based in different regions, and often common features are shared by these organisations because of their linkages with international communities and with Somali diaspora. The three regional platforms include: SOCENSA in South and Central Somalia, PUNSAA in Puntland and SONSAF in Somaliland.

1.3 SCOPES Project

Strengthening Civil Organisations and Public Sector Engagements in Somalia (SCOPES) project is a 26 months' intervention funded by the European Union and implemented by CARE in partnership with WARDI Relief and development Initiatives and MUDAN Youth Network.

The project's overall objective is to contribute to the development of an effective civil society engagement towards achievement of the strategic objectives of Peacebuilding and State-building Goal (PSG) 1 of the Somali Compact, namely achieve a stable and peaceful federal Somalia through inclusive political processes.

The project was implemented in Puntland and Lower Shabelle regions, focusing on four main specific objectives and three results. The specific objectives (SO) include:

- **SO1** – Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities;
- **SO2** – Stimulate civil society engagement in finalizing a federal constitution;
- **SO3** – Engage civil society in preparing for and holding credible elections by 2016;
- **SO4** – Engage civil society in policy and budget development and implementation: improved demand on accountability.

The three results that the project aimed at achieving include:

- **Result 1:** Strengthened capacities of CSOs in South West Administration (SWA) and Puntland (PL) to meaningfully engage in the political process in Somalia.
- **Result 2:** Sustainable engagement developed between CSOs and government authorities at all levels in the finalization of the federal constitution and the electoral process.
- **Result 3:** Improved involvement of CSOs in policy making and budget development

SECTION TWO: EVALUATION METHODOLOGY

2.1 Objectives and Scope of the Final Evaluation

The overall objective of this final evaluation is to assess project’s performance and achievements against project’s overall and specific objectives, identifying the best practices, lessons learnt and develop practical recommendations that would inform future programming, policy making and overall organizational learning.

The evaluation was conducted in five select districts: Garowe, Bosaso, Qardho (Puntland); Afgoi and Walawayne (SWA), following the OECD/DAC evaluation criteria by assessing relevance, efficiency, effectiveness, impact and sustainability of the project.

2.2 Data Sources and Data Collection Techniques

The evaluation used a mixture of both qualitative and quantitative methods to capture, analyze and present required information. Use of the mixed methods was informed by the nature of intervention being evaluated which calls for involvement of community based stakeholders, rigorous reflection on participants’ points of view and need for methodological flexibility that collects rich and comprehensive data. In this regard, mixed method ensured that limitations of one type of data are balanced by the strengths of another, allowed in-depth explanation of numeric data and data triangulation, thus detailed and accurate reporting.

Both primary and secondary data were collected through the following techniques:

<i>Literature/Desk Reviews</i>	This included review of project proposal, logical framework, M&E plan, Theory of Change, Interim narrative and financial reports, mapping and capacity assessment report of CSOs in SWA and Puntland, the Advocacy Capacity Assessment Tool (ACAT), baseline report for Every Voice Counts (EVC) program, and civic and voter registration needs assessment report. In addition to this, review of key government policy documents, web-pages and other relevant publications were undertaken.
<hr/>	
<i>Key Informant Interviews (KIIs)</i>	A desk review check list was developed and guided the entire desk review process. A total of 45 in-depth interviews were undertaken with focal persons within the partner CSOs (23), other NGOs (4) relevant state government and local authorities’ officials (8), media houses (4) and selected project staff from CARE and implementing partners (WARDI and MUDAN) 6). Purposive sampling technique was used to select the key informants, mainly to enable selection of participants who had critical information about the project, played vital roles in the implementation process and thus their experiences were particularly relevant to the evaluation.
<hr/>	
<i>Focus Group Discussions (FGDs)</i>	Key informant interview guides were used to guide the interviews. A total of 11 focus group discussions (FGDs) were facilitated with target community members (youths, (5) women (4) and minority groups (2) and CSOs. Members to FGDs were purposively sampled and where necessary, separate discussions were conducted for men and women.
<hr/>	
<i>Individual Interviews</i>	FGD guides were used to guide the discussions. This consisted of a survey on target community members (youths, women, men and representatives from minority groups) who in one way or the other participated in the project. A total of 237 respondents were reached across all the five (5) target districts using the community members’ questionnaire. Data was transmitted through the ONA mobile platform.

2.3 Evaluation Team

DANSOM deployed three technical experts from Nairobi to facilitate the entire evaluation. The experts were supported by two field teams (in Puntland and SWA). Each field team consisted of one supervisor and seven enumerators. The field teams were assigned roles including field data collection, translation services and data entry.

Prior to deployment, the team were taken through a short training in Garowe and Mogadishu mainly on the project background, evaluation objectives and data collection tools to be used.

2.4 Data Analysis and Reporting

As already mentioned above, quantitative data from the individual surveys were transmitted through the ONA mobile platform. The data were then analysed using Excel 2016 through tabulations (for frequency and percent distributions), running descriptive as needed by the variables of interest and disaggregating the data across different variables and subcategories of variables using crosstabs.

Qualitative data analysis involved identification, examination, and interpretation of patterns and themes in textual data and determine how these patterns and themes helped answer the evaluation questions. Key steps followed in analysing the qualitative data included:

- 1) Processed and recorded data immediately. As soon as data was collected, the information was processed and recorded immediately while the interaction was still fresh in the facilitators minds.
- 2) Data analysis began as soon as collecting the first piece of information began. This included reviewing the data and mentally processing it for themes or patterns that were exhibited.
- 3) Data reduction process of reducing and transforming raw data in order to identify and focus in on what is meaningful.
- 4) Undertaking content and thematic analysis to identify meaningful patterns and themes. Content analysis were carried out by coding the data, identifying their patterns and interpreting their meanings. Thematic analysis involved grouping the data into themes that helped answer the evaluation questions.
- 5) Conclusion drawing and verifications.

The reporting modalities espoused in the ToR have been observed keenly by DANSOM. This includes an inception report which was submitted on 20th June, 2018. Outline of this final report follows the evaluation criteria and sub-criteria outlined in the evaluation matrix.

2.5 Data Quality Control

Data quality is at the heart of all good evaluations and research. DANSOM therefore followed a set of strict quality control measures throughout the evaluation: from methodology design to data collection to analysis and reporting. The quality control measures that were put in place included:

- 1) Ensured each evaluation question is addressed in the questionnaire and discussion guides.
- 2) Included interactive questions during the discussions to boost respondents' engagement.
- 3) Ensured sampling plan is representative of the target groups of the project, and setting quotas to ensure that each target group was sufficiently represented.
- 4) Worked with professional translators for forward/backward translation from Somali language.
- 5) Fieldwork progress was monitored daily.
- 6) Data was cleaned for outliers, response biases and quality verbatim. Processed data was then checked against raw data.
- 7) Final report was reviewed to ensure all evaluation objectives are effectively addressed.

2.6 Ethical Considerations

The following ethical considerations and principles guided the collection, analysis and interpretation of data and information accessed throughout this evaluation assignment:

- 1) **Voluntary participation** in the evaluation where no one was coerced into participating in the process. Prospective participants were fully informed about the procedures and gave their consent to participate before being interviewed and invited into discussions.
- 2) Evaluation team did not put participants in a situation where they might have been at **risk of harm** (both physical and psychological) as a result of their participation.

- 3) Evaluation ensured participants **confidentiality**, their identifying information was not and will not be made available to anyone who is not directly involved in the evaluation, and as much as possible, the principle of **anonymity** applied.

2.7 Limitations and Constraints of the Evaluation

The entire evaluation and report writing processes were carefully undertaken to ensure that results accurately represent the reality and perceptions collected from the respondents. However, as with any social science work, there are some limitations to it:

- 1) Because of limited time, qualitative data was collected only with stakeholder directly involved in the project. No interview was conducted with federal or national authorities with whom the implementing partners are collaborating.
- 2) Difficult local conditions hindering the possibilities of carry out field work in Barawe and Marka districts. In SWA, security allowed for visits only to Afgoi and Walawayne districts, which meant that the team was not able to carry out data collection on local CSOs that would have provided stronger evidence, both on impacts and on the dynamics characterising Somali civil society. Such a situation increased the weight of indirect observation and resulted in the need of a greater and deeper consultation of key informants in Mogadishu and Garowe.

As stressed in the previous paragraph, despite these limitations, findings were verified through an iterative process, based mainly on the cross-checking of information from different sources, including key informants, documents and responses to the questionnaires.

SECTION THREE: FINDINGS, ANALYSIS AND DISCUSSIONS

The evaluation focused on five main criteria, as outlined in the ToR. They include relevance, effectiveness, efficiency, impact and sustainability.

This section of the report is articulated around each of these themes, by presenting an analysis and interpretation of the collected data through various means and sources, as discussed under section two above. The analysis and presentation of the findings further allow drawing of best practices, lessons learnt, conclusions and recommendations.

3.1 Relevance of the Project

Relevance of the project was assessed from three main perspectives: 1) relevance and coherence to context; 2) process of project design; and 3) robustness of project's Theory of Change (ToC).

3.1.1 Coherence to Context

SCOPES project overall objective of contributing to the development of a participative democracy in Somalia by developing a sustainable engagement between civil society actors and the public sector was found to be relevant within Puntland and SWA where the capacities of the CSOs to engage in policy and advocacy articulation is relatively weak. Findings from the CSOs capacity assessment, done during the initial stages of the project, revealed that CSOs had a below average score in advocacy, research, strategic planning, policies analysis and formulation, program sustainability, government relations, and donor engagement. Furthermore, most CSOs in Puntland and SWA are more charity oriented 'service providers' with less focus on policy and advocacy. This may be partly due to lack of capacity, knowledge and experience on development and advocacy practices.

The project's strategy of developing grassroots CSOs by strengthening their capacities and networks was also lauded by all the key informants and focus group discussions. For example, the director of planning, Bosaso municipality noted that this approach '*...encourages local CSOs rather than international NGOs to tackle their own communities' issues, and therefore paves the way towards increased ownership and sustainability...*'

The project was also found to be fully in line with the strategic objectives of PSG 1 (Inclusive Politics) of the Somali Compact, by enabling inclusive political processes at different levels of the society, promoting national and local level reconciliation and a political framework that allows for completing revisions to, and the adoption of, the federal constitution, which enabled successful elections in November 2016. An FGD with youths from Afgoi district stated that "*...we never thought we will get an opportunity to discuss and share our ideas on the constitution, the project gave us that opportunity...*"

In-depth discussion with one of the CARE staff revealed that the action was conceived as a building block in the process of constructing the medium to long-term vision of achieving a stable and peaceful Somalia through an inclusive process, by answering the immediate short term priority of facilitating and encouraging open communication and cooperation between all sectors of the Somali society.

At community level, Somali youths (particularly young women) and minority groups are frequently excluded from decision making processes. All focus group discussions with the youths connoted that they (the youths) represent majority of the population and yet felt so disenfranchised from political and decision making processes, which resulted to their inability to support the communities and illegal migration (*tahriib*) to seek better life opportunities elsewhere.

The project strategies and actions can therefore be said to follow closely the government agenda, plans and priorities, and has produced important effects and impact on civil society organisations capacity primarily to deliver services and to engage in policy dialogue and peacebuilding. These effects and impacts are discussed in details under effectiveness and impact subsections of this report.

Implementation of activities within Somalia context is always challenging particularly due to the volatile security situations. Districts within SWA experienced the most uncertainties and these were found to have been worked around by the project through change of implementation strategies. For example, the project team facilitated the CSOs in the inaccessible areas to come to the accessible areas for the trainings and discussions.

3.1.2 Project Design

Project design was reviewed in terms of role played by various stakeholders and extent to which the project identified and addressed the gaps.

The way SCOPES was conceived was determinant to its success. It was developed sequentially and collaboratively, departing from an assessment of needs and capacities onto concept notes, until arriving at a final design of the project, in a sound and structured process which involved different rounds of consultations with local authorities, CSOs and other key stakeholders. This allowed CARE, MUDAN and WARDI to mature and improve on their original ideas into a more pragmatic and feasible project which could be implemented within two years.

Throughout the design process, CARE was found to have played a facilitative and coordination role mainly of bringing the stakeholders together and providing technical guidance to help dissect the key issues and develop sound theory of change for the project. This was enabled by CARE's operational experience in diversity of implementation and local presence by reaching and working with remote and marginalized communities. Review of design documents reveal that CARE dedicated a multifaceted team of staff that included thematic experts, who engaged with various stakeholders, community members and local authorities in consultative design workshops. During an in-depth interview, the MUDAN Executive Chairman noted that '*...CARE staff helped us, the community members and even the authorities see things differently by bringing different perspectives into the table.*'

This role enabled coordination between the different actors and drivers of conflict at community level, and for them to understand different perspectives and needs within the society. For example, bringing the elders and youths together to understand their different perspectives and needs within the society, and the importance of peaceful co-existence. A key informant from Afgoi district noted that '*...these consultations enabled appropriate contextualization of the project which attracted the communities, society, local authorities' collaboration and participation.*'

The implementing partners (WARDI and MUDAN) were found to have played key roles during the design phase including: needs prioritization, suggesting strategies for participation, providing guidance on nature of CSOs and different formal and informal structures that the project should work with and methodologies of creating ownership and sustainability. In addition to this, the partners played a mobilization and linkage role, by ensuring all voices of the youths, minorities and elders were factored into design process. For example, MUDAN is the legitimate authority for young people within Puntland, and thus were able to bring in the voices across the regions and give guidance on what implementation strategies work where, when and how. Individual household level survey confirmed these findings with 76% of respondents confirming that their communities/ CSOs were involved in the design.

Given the vast consultation at community and government level, the project was able to identify and address the needs and gaps. In-depth interviews with most of the elders, women and local authority officials seemed to agree with the hypothesis that youths have been absent from decision making mainly because of their lack of understanding of governance and decision making processes thus have no stamina to analyse or critique policies or decisions made. On the other hand, the elders seemed to feel that engagement of youths and women in decision making is not necessary and this should be their mandate. A women's key informant lamented that young women especially from the minority are marginalized, and considered to be nomadic and not part of clan system. SCOPES was designed to counter these stereotypes at community level, strengthen capacities by building leaders within the youth groups to strengthen their abilities to understand federalism, engage the government and enable upward demand for accountability from the power holders.

3.1.3 Robustness of Project's Theory of Change

A robust and clear ToC can improve effectiveness of any intervention by providing clarity, rigour, transparency, improving targeting, and allowing projects to be reviewed and challenged constructively and thus adjusted when necessary.

The project's ToC was found to be generally well structured and based on good contextual analysis and understanding of the situation in Puntland and SWA. The intervention logic was also found to be clearly articulated, coherently integrated and complementary towards attaining the overall objective of the

project which focuses on contributing towards development of effective engagement of civil society towards achievement of the strategic objectives of the Somali Compact.

To ensure that the overall objective was achieved, the project designed four specific objectives/Outcomes and three results/outputs. The outputs and activities were found to be logically linked to one another, feed to each other and perfectly aggregating into the outcome. For example, activities under results one were found to perfectly fit under and contribute to achievement of specific objective one; activities under results two were designed to contribute to specific objectives two and three; and activities under results three contributed towards achievement of specific objective four.

The evaluation team however noted that the results statements were not time bound, with some indicators lacking consistency to the result statement they were trying to measure, for example in result 2 where sustainable engagement between CSOs and government authorities at all levels is being measured using the number of forums/workshops held by the project rather than measuring sustainability. Some inconsistencies were also noted in the logical flow and links between closely related activities that should have built on each other. For example, the financial management trainings for CSOs (activity 3.13 in the work plan) should have preceded dialogues between CSOs and parliamentary committees (activity 3.9).

The risks and assumptions identified were found to be relevant the context and nature of project activities being implemented. However, the assumptions did not cover the potential interconnections in the sector components within which the respective CSOs are working.

3.2 Effectiveness of the Project

In response to the ToRs, the evaluation has assessed the extent to which the expected outcomes and outputs have been achieved.

Despite the difficult conditions for project implementation that are related to persistent conflict in South and Central Somalia and to the political environment of Puntland, SCOPES has been generally effective in advancing inclusive political dialogue between federal and state governments, and stimulating CSOs engagements in the constitution making processes, the 2016 elections and in policy, budget development and improved accountability.

3.2.1 Achievement of Project Results and Objectives

Analysis on the achievement of the project results will be undertaken under each of the specific objectives/outcome.

Specific Objective/Outcome 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities

Outcome 1 had one indicator, one Output with two indicators as follows:

- ❖ **Outcome indicator:** Increased inclusive dialogue on federalism between CSOs, the federal government and emerging and existing administrations, including the Interim South West Administration (ISWA) and Puntland (PL) state.
- ❖ **Output indicator 1.1:** % of trained CSO and grassroots organizations demonstrate improved capacities assessment scores in networking, advocacy, coalition building, social movement and policy formulation (Target: 80%).
- ❖ **Output Indicator 1.2:** Number of advocacy alliances formed that actively engage with states' authorities in influencing and monitoring policy formulation and implementation (Target: 1 in PL and 1 in SWA).

Analysis Outcome Indicator:	on	The overall evaluation assessment is that the project created space for inclusive and political dialogue on federalism between the CSOs, federal and state governments by fostering structured dialogue and formalised consultation between youth-led CSOs and their networks and state/local administration.
<i>Increased inclusive dialogue federalism between CSOs,</i>	on	Interviews with the district council members noted that the main mechanism to ensure better relationship between federal and member state governments is the constitution which defines the rights of the people and powers of the federal government. On this

the federal government and emerging and existing administrations, including the Interim South West Administration (ISWA) and Puntland (PL) state.

front, the CSOs have made important contributions at local and state levels and have gained recognition in terms of regular consultations and representation, through the vehicles and platforms that have been created, inter alia as a result of SCOPES. The government has also engaged more directly with CSOs at regular sector meetings since SCOPES, e.g. the Water Sanitation and Hygiene (WASH) sector cluster in Bosaso district that hold quarterly meetings with the local authorities, state and federal level representations. In Qardho district, the Kaarkar Youth Development Network (KYDNET) holds monthly meetings with the Mayor (with the next meeting scheduled for 15th July) where federalism is part of the agenda items discussed.

PUNSAA Advocacy Officer reported that engagements between the CSOs, state and federal governments were limited before the project, but SCOPES enabled these active engagements which are still continuing to date. The same perspective was reported in SWA. A key informant from Walawayne district noted that *'...in the beginning, the relationship between federal and member states was skeptical and there were feelings that the federal government was over shadowing the roles of state governments. But now there is clarity in roles and the relation is improving. Federal government holds meetings sometimes in Baidoa and delegations also leave Baidoa and go to Mogadishu. The relation is improving.'*

PYAN executive director from Garowe district noted that *'...we were not engaging on the federal constitution before, but this project has supported and enabled us to work with the parliaments and make better the relationship between Puntland authority and federal government. The project has enabled these engagements which were not existing before the project.'*

The project can thus be said to have created important inroads especially in terms of consultations and mobilising CSOs to engage in inclusive political dialogue and initiate processes of social reconciliation to restore trust between communities.

Analysis on Output Indicator 1.1:

% of trained CSO and grassroots organizations demonstrate improved capacities assessment scores in networking, advocacy, coalition building, social movement and policy formulation.

The project worked with 67 CSOs to build their capacity on advocacy using the Advocacy Capacity Assessment Tool (ACAT). The trainings covered range of topics including Human Resources, Internal Management Systems, advocacy, governance and public finance management.

The CSOs generally think that their capacities have been improved, with 71% of the survey respondents reporting that the trainings were very useful. An Executive Chairman of one of the CSOs in SWA noted that *'...we only existed by name before the project but now we are functional organization with aim to achieve, and more united voice and unity among all the stakeholders.'*

The project target of having more than 80% of trained CSOs demonstrate improved capacities assessment scores was not achieved, with only 56% being achieved. This therefore indicates the need for continued capacity building support to these CSOs in order to build on the achievements already made. Matrix below summarises the findings:

Capacity Parameters	Capacity Assessment Scores	
	Baseline value	Final evaluation value
Networking and external linkages	59%	82.6%
Ability to engage in advocacy	45.7%	61%
Ability to formulate policies	15.2%	20.8%
Ability to engage the communities	54.4%	60%
Average proportion of target CSOs	43.6%	56.1%

The finding further indicated that most CSOs still need a lot of support and capacity building in the areas of policy formulation, fundraising skills, financial management, research and technology. As point of comparison of the two states, the Puntland CSOs have stronger advocacy capacities in terms of government relations than those in SWA. This can be attributed to the relatively new administration in SWA, where as in Puntland

	the government has been operating for more than 18 years. In this period of stable administrations, the CSOs in Puntland formed some sort of relationship with the government.
Analysis on Output Indicator 1.2:	Project target achieved: Two advocacy alliances (Puntland Advocacy Alliance and South West Advocacy Alliance) in place and actively engage with states' authorities in influencing and monitoring policy formulation and implementation. It is also important to note that as the state formation process evolves, the newly formed regional administrations and emerging Federal Member States represent a growing challenge to coordination within the CSOs and platforms, particularly South Central, owing to its vastness and related political ambiguity in the processes. A fully fledged federal state system may also mean that a national level forum with adequate representation of all regions is absent, and therefore engagement with the government and representation at national level may not be effective.
<i>Number of advocacy alliances formed that actively engage with states' authorities in influencing and monitoring policy formulation and implementation</i>	<p>The project facilitated strategic level meetings, regional conferences, radio talk shows and exchange visits that ensured that the advocacy alliances and platforms were actively engaging with authorities. The most important outcome under this result is the broad CSOs consultations and fora that have created cross learning, sharing of experiences and formation of platforms around key subsectors such as land and water. Another outcome is that CSOs inputs and engagements are appreciated by some local and state authorities, while others find these engagements quite impulsive. The Director for Planning, Bosaso municipality noted that '<i>..after the project trained the CSOs, they engaged us and requested that the municipality annual plans be shared widely for approval. We agreed to this and that is what we did at the start of the year. The plans were shared with all communities and they approved. This improved ownership of the plans and they now trust us more.</i>'</p> <p>A frequent comment from government officials is that CSO engagements need to be informed by deeper analyses of facts that present trends and gaps which should be presented as position papers at sector meetings to make engagements more useful to them. Over and above presenting papers, CSOs should give feedback on performance of the authorities at sector level. Presenting issues is important, but does not in itself lead to any results, calling for consistent engagements.</p>

Specific Objective/Outcome 2: Stimulate civil society engagement in finalizing a federal constitution

Outcome 2 had three indicators as follows:

- ❖ **Outcome Indicator 1:** The federal constitution is responsive to the needs of young women and men, women, IDPs and minorities.
- ❖ **Outcome Indicator 2:** # (%) of CSOs effectively influencing policies and practices on behalf of women and youth.
- ❖ **Outcome Indicator 3:** # (%) of CSOs holding public authorities and other power holders accountable.

Analysis on Outcome indicator 1: Findings indicate that the project target for this indicator was achieved, mainly by creating space for the needs of young women, men, IDPs and other minorities to be entrenched into the federal constitution.

The federal constitution is responsive to the needs of young women and men, The project gave opportunity to different CSOs groups especially to youth women and minorities to study the draft federal constitution and provide their input on issues they were not comfortable with. Through these forums, the youths and women highlighted many issues ranging from age at which a person can become the president of the federal government, age for one becoming adult, etc.

women, IDPs and minorities. Individual household level interviews revealed that over 46% of the youths and women participated in the finalization of the constitution process. A common message that came out of the in-depth interviews is that these engagements ensured that the 30% quota allocated to women as stated in the Somali Provisional Constitution was taken into account.

A district council member from Walawayne district noted that ‘...the young people are the drivers of conflict and therefore their voices need to be of the constitution. It was important therefore that they were educated on what’s the constitution, started very much at bottom level and build their levels up and step it up in the next level of engagement. It was a wonderful process of engaging the youth CSOs and minority who have never questioned before and were able to participate.’

Analysis on Outcome indicator 2: Only 61% of the assessed CSOs can be said to be effectively influencing policies and practices on behalf of women and youth. This was noted to be much stronger in Puntland than SWA.

(%) of COs effectively influencing policies and practices on behalf of women and youth. An example of effective influence on policy and practices was in Puntland where the CSOs and alliance networks were able to influence the Puntland electoral college bill to include slots for youth and women in the composition of the delegates who were electing the MPs and senators in the 2016 elections. A total of 15 youths were members of the delegation, positively influencing the tradition where only elders constituted the electoral college.

Interviews with the key informants also concluded that: involvement of the CSOs in peace processes has greatly increased; policy involvement of CSOs is growing—particularly on specific policy areas (i.e. education, health, gender, etc.); capacities of many CSOs greatly improved; service provision to disadvantaged people was often assured by CSOs.

Analysis on Outcome indicator 3: This indicator is difficult to measure. The evaluation team therefore linked it to Outcome indicator 2 above, to provide 61%.

(%) of CSOs holding public authorities and other power holders accountable. The overall assessment is that SCOPES has done remarkably well by enabling valuable contributions by the CSOs and the platforms into policy formulations, implementation and improve accountability. The project also played an important role in attempting to coordinate and support CSO advocacy activities, all geared towards improving accountability of the power holders.

A good example was noted in Garowe district where the CSOs reported to have lobbied and succeeded on the decentralization of Maternal Child Health from the Ministry of Health to the local government, to enable better service delivery. In SWA, it was noted that a team of advisors from the CSOs had been constituted to advice the District Commissioner and ensure that service delivery was improved proportionate to the available resources. The CSOs reported to be using the score card to assess effectiveness of service delivery, something that they were not doing before SCOPES.

Specific Objective/Outcome 3: Engage civil society in preparing for and holding credible elections

Outcome 3 had two indicators at outcome level, and one Output with three indicators as follows:

- ❖ **Outcome indicator 1:** # of service delivery mechanisms ('Civic Education Working Groups) established and/or strengthened to respond to the needs and rights of women and youth.
- ❖ **Outcome indicator 2:** Level of satisfaction of women and youth with service delivery mechanisms.
- ❖ **Output indicator 2.1:** # regional forums, and district levels forums on federal constitution held (Target: 2 Regional -1 in PL, 1 in and SWA and 7 districts).
- ❖ **Output indicator 2.2:** # civic education workshops/forums held in PL and SWA (Target 3 in PL & SWA & 26 sub-district (14 in SWA and 12 in Puntland).
- ❖ **Output indicator 2.3:** 40% of citizens in the target areas report awareness of the on-going constitutional development and electoral processes including election dates and elective positions.

Analysis on Outcome indicator 1: Two Civic and Voting Education Working Committees (CEWC) were established, one in every region. In Puntland, the working group was launched on 6th August 2016 in Garowe, while in SWA it was launched on 24th October 2016 in Afgoi.

of service delivery mechanisms (Civic Education Interviews with the Ministry of Labour, Youth and Sports noted that the working group was particularly important in identifying and action on challenges and problems encountered by stakeholders, improving transparency and

Working Groups) established and/or strengthened to respond to the needs and rights of women and youth. accountability among stakeholders in civic education activities, and upholding cooperation among all stakeholders to produce a well-articulated approach towards the empowerment of the youth.

The evaluation team further concluded that the frequent (bi-weekly in most cases) dialogue sessions and consultations with communities facilitated by these working groups contributed to over 58% of the women and youths participating in the 2016 elections. Focus group discussions noted that the forums and the education materials disseminated to them helped them appreciate the importance of participating in the elections and provided a dialogue channel with the government.

Analysis on Outcome indicator 2 Relatively high level of satisfaction (73.8%) of women and youths with service and delivery mechanism for credible elections. This was strongly backed up by findings from focus groups where youths and women retorted that they were happy with the fact that for the first time they were part of the delegates choosing the leaders, which earlier was preservative of elders. The CSOs further noted that SCOPES helped them unite their voice, improve their skills on advocacy which they positively employed to meet the electoral body officials and discuss issues of youth and women.

Level of satisfaction of women and youth with service delivery mechanisms

The evaluation also concluded that aggregation of CSOs or working groups for having a common voice in front of political actors are in a development stage: particularly through the advocacy alliances and platforms. The platforms and their associated networks have been able to influence the electoral laws and the Somali Constitution process both in Puntland and SWA.

Analysis on Output indicator 2.1 Project target achieved: Two regional forums (1 in PL and 1 in SWA) were organized.

regional forums, and district levels forums on federal constitution held

Analysis on Output indicator 2.2 Project target partially achieved: Two civic and voter education workshops were conducted; one in SWA and one in Puntland. Was further noted that In SWA, seven community dialogue/workshops were held at sub district level.

civic education workshops/forums held in PL and SWA

The CSOs played a critical role in the preparation and holding of the 2016 general election. This ranged from lobbying with elders to include youth and women the in electoral college who were electing the MPs and senators. bringing together youth and elders to discuss on the obstacles the youth are facing. This has led to increase in number of youth and women MPs and Senators.

Analysis on Output indicator 2.3 Project target achieved: 83.5% of citizens (women – 81.4% and men – 85%) in target areas are aware of the on-going constitutional development and electoral processes.

40% of citizens in the target areas report awareness of the on-going constitutional development and electoral processes including election dates and elective positions.

Awareness levels were noted to be relatively uniform across all the regions, indicating a good spread of project activities and awareness campaigns across these regions (Bari [76.6%], Karkaar [83%], Nugaal [82.5%] and Lower Shabelle [87.5%]).

As a spillover effect of the project, the youths, women and marginalized groups reported that they also have improved capacities and are more aware of their rights.

Specific Objective/Outcome 4: Engage civil society in policy and budget development and implementation: improved demand on accountability

Outcome 4 had one indicator at outcome level and one output with two indicators as follows:

- ❖ **Outcome indicator:** Number of CSOs demanding for transparency and holding government authorities accountable (Target: 87 CSOs).
- ❖ **Output indicator 4.1:** Proportion of trained CSOs actively participate in social accountability processes (Target: 80%).
- ❖ **Output indicator 4.2:** SWA and PL authorities adapt and operationalize accountability framework that recognise youth, women, and minorities as autonomous actors and partners in public policy formulation.

Analysis on Outcome indicator Project target partially achieved at 61% of the CSOs, which translates to 53 CSOs.

Number of CSOs demanding for transparency and holding government authorities accountable (Target: 87 CSOs). Through the project, civil society thematic coalitions and platforms in Puntland and SWA have engaged in a more structured dialogue with the Somali authorities (for example monthly consultative forums reported in both PL and SWA), but needs improvement to positively influence public policies.

The evaluation team noted that these platforms and coalitions lack formal structures and capacity to engage downward across different clans and districts – a missed opportunity for enhanced citizen participation and increased legitimacy which would come from the inclusion of a wider range of geographical, clan, and sectoral representatives, and their consultative approach to policy formation. In addition to this, more effective civil society platforms have the potential to reduce clan dynamics within the communities.

Internal organisation dynamics, such as lack of transparency, presence of unaccountable leaders, and lack of spaces for constituency participation to decision making were noted as some of the bottlenecks faced by some CSOs, which jeopardises representativeness and inclusivity. The possibility to support state-building is therefore strongly conditioned by the possibility to remove internal obstacle to CSOs representativeness and openness. Resources should therefore be devoted to support CSOs relate more effectively with their constituencies – and their platforms - more accountable, representative and inclusive. Strengthening of self-regulatory system/mechanism within the platforms/networks has the potential to increase CSOs credibility with government and subsequent relations. This could ensure a more structured engagement process, and better CSO representation in public debates.

Another key outcome noted is the development and emergence of new organised actors, such the formation of groups of women, youth, IDPs and people with disabilities, e.g. association of women lawyers in Bosaso, which are also assuming a kind of autonomous dimension related to the possibility of representing local (or social group) interests in front of external actors such as local authorities or state government.

Analysis on Output indicator 4.1 Project target achieved. 84% of the assessed CSOs actively participate in social accountability processes. Findings from the evaluation also revealed that the project enabled increased demand for accountability and transparency from the government by increasing the effectiveness of CSOs to act as independent monitoring agents and advocates.

Proportion of trained CSOs actively participate in social accountability Improved capacities of the CSOs and strengthened unity of purpose increased CSOs capacity of influence. For example, the CSOs in PL use the SCORE card to evaluate performance of the local authorities and hold quarterly feedback meetings to provide these feedbacks to the authorities. As noted by the PUNSAA Advocacy Officer, ‘... this was made possible through the trainings we attended on financial management and advocacy...’ In an FGD in Afgoi, one of participants retorted “....we have been shown an easy way to hold our leaders accountable, and this has enabled us demand for our rights....”

Even as the CSOs engage in social accountability, they need to have well defined structure of engagement including mechanisms in order to improve coordination, reduce competition in mandate and ensure complementary engagement.

Analysis on Output indicator 4.2 Project target achieved. In Puntland, through SCOPES support, the Ministry of Planning reviewed the draft Puntland NGO Act to provide a conducive working environment for the CSOs.

SWA and PL authorities adapt and operationalize accountability framework that recognise youth, women, and minorities as autonomous actors and partners in public policy formulation. Focus group discussions and in-depth interviews with key informants from SWA highlighted that the authorities have opened up their doors and consulting with the CSOs and communities. An example was given in Afgoi where the local authorities revised tax rates after consultation with the CSOs and communities. The youths noted that they are still pushing for new businesses to be tax exempt. These sentiments were confirmed by the members of district council.

A key informant from the Ministry of Constitution noted that CSO's progressive transitioning role away from service provision to include advocacy to influence policies is the result of increased capacity through training and exposure, as well as existence of structures/collations/platforms that support these engagements.

It is also relevant to underline the existence of an emerging group of professional civil society organizations (i.e. academia and think-tanks) which have contributed to and are vital to drive the development agenda. This groups continue to support evidence based advocacy and have the potential to the reduce clan interference in CS groups. The Diaspora also plays key role, which needs to be better acknowledged into the bigger scheme for CSOs.

3.2.2 Effectiveness of Project Approaches and Implementation Strategies

CARE and the IPs adopted analytical model in identifying institutional capacity building needs of CSOs, and managed to capitalize well on the capacity assessment done initially on the CSOs, which provided clear areas of capacity gaps. The model considers capacities not just as the application of knowledge and skills, but as the ability to show action and outcomes from organisational processes from both within the organisation and in their environments.

CARE traditionally conducts a needs assessment prior to the course planning, and an ex-ante and an ex-post-tests during the course, and then follow up with participants after the trainings. However, this methodology was not applied in SCOPES training courses, mainly due to unexpected and uncontrollable events which are an integral part of operations in Somalia. Participants to these trainings generally rated their satisfactions with the trainings at 4 out of the possible 5 points.

SCOPES introduced a shift in strategy from working with CSOs as implementing agencies to 'actors' capable to manage resources or to represent local interests. One of the PUNSAA board members noted that donors often engage with Somali CSOs as medium agencies to implement their work only, but this project introduced a very interesting angle.

The participants were generally appreciative of the trainings and inter-regional visits. Some highlight that they learnt new advocacy and management techniques, and have in particular benefitted from the good practices presentations/discussions by peer organisations, as well as on the exchange of information and experience that naturally occurs during such events. The participants further reported that they found concrete assignments on design of advocacy useful, and that they have subsequently applied some of the acquired techniques.

Training materials' quality was considered very high and suited to the training needs and the Somali context, consisting in general of slides and information packs (e.g. documents, case studies). Training manuals were very practical and were often translated from English into Somali. Upon observation, all content and manuals were specifically prepared or adapted for these sessions.

Capacity building using a variety of tools and approaches produces better results, for example posting technical advisors within partner CSOs, organising exposure visits, promoting participatory approaches, linking associations with donors and accompanying their resource mobilisation efforts, are among the ways of working that were particularly relevant and most appreciated by the partners. It is certainly this

variety of ways of working that allowed for a greater impact on local CSOs and for them being in the process of slowly shifting towards more “development-oriented” work.

To deal with these different dimensions, this evaluation notes three main capacity areas that require further focus:

- a) the individual skills, which is linked to professional capacities and to strategic leadership; and where training and traditional capacity building activities should produce the desired outcomes;
- b) the organisational internal dynamics, that include the presence of organisational conditions allowing making the most of individual skills and available resources, with specific attention paid to the aspects of identity, as well as to the criteria of efficiency and effectiveness; in this case, rather than training and capacity building activities, institutional development dynamics should be activated within the concerned organisations;
- c) the organisation’s interactions with other actors and the context, in which the capacities to interact with the environment and to manage available opportunities and possibilities are the focus of the process; this would not require capacity building activities but rather initiatives addressing the social, political and legal environment in which organisations participate. Another perspective is capacity building on advocacy skills and thematic clusters as first steps towards establishing “owned” networks – In this case, intensive capacity-building on advocacy skills should come before setting-up networks.

3.2.3 Effectiveness of Project Monitoring, Evaluation, Accountability and Learning systems

The project benefited from technical support of a Senior M&E Officer and M&E Coordinator. Throughout the various MEAL activities, important amount of knowledge was generated, both through research activities carried out by the project and through collaboration with civil society organisations and institutions of higher learning.

Knowledge was produced and made available on pertinent subjects such as peace processes, policy influence, social accountability, best practices in networking etc. It is important to note that perhaps most of this knowledge had a larger effect at an international level than in Somalia as the documents are mostly only published in English.

The evaluation team noted that knowledge management and M&E activities were majorly centred within CARE. Involving partners in designing the tools that will measure their progress may be an opportunity of discussing and debating on the role of civil society. Thus, the definition of the ‘*dream CSO*’ and its action may be decided upon jointly. This could increase the partners’ sense of ownership on the project, as they are the ones that set their own objectives as the CSOs. Self-evaluation would then be easier: if CSOs contribute in defining the criteria, they know where they stand more precisely. Then, they can include mid-term and long-term capacity-building objectives in their strategy, deciding together where they would like to stand in the future and which fields they want to improve in priorities.

3.3 Efficiency of the Project

From experience, efficiency of programmes and projects in Somalia appear to be influenced by the conflict situation. Costs tend to be higher on the whole, and high insecurity conditions often lead to changes in planned activities with an important increase in costs.

3.3.1 Value for Money/ Cost Efficiency

The total project budget was EUR 1,066,667, of which 75% (EUR 800,000) was contributed by the EU and 25% (EUR 255,667) by consortium partners (CARE, MUDAN and WARDI).

The project ended without being either under or over spent, which indicated good budget management overall. The actual realized costs as compared with the planned costs/approved budget in terms of variance was realistic, although there were some small variances within the budget chapters, for example the local office, equipment and supplies chapters were overspent by 8%, other costs and services chapter which ideally are the programme costs were underspent by 3%. All these variances within the budget chapters as per the contract agreement are allowed for they are in line with the budget flexibility rule of 10%. The project manager and finance officers provided budget oversight and made the decisions about adjustments.

The ratio of direct costs: total support costs and indirect costs is 61:31:07 respectively, and this is appropriate for the budget flexibility rule of 10% in all budget chapters was adhered to and there were no huge variances in the actual budget utilised as compared to the approved budget.

The costs and utilization of funds as compared with the narrative reports were found to be realistic. For example, utilization in result one was 106%, result two 95% and result three 93%. This shows that there were some small budget deficits in results one which was contained by budget optimization across the program costs chapter. Generally, the budget consumption in all result areas was utilised well despite the small variance in each result, but the overall result area consumption has been adhered to and it's coherent with the approved budget.

In many cases the assessment found per diems are paid as an incentive to support participation in local peace-making, training or capacity building activities. This was noted to be having a negative influence on motivation for attendance which should be because of the relevance of activities to the participant, not material gain. Costs of course can be covered, but CARE and partners should ensure that per diem is not paid as an incentive, either in the implementation of activities or to supplement salaries. CARE and partners can better improve the relevance of their activities and explore non-material incentives (e.g. recognition of participants in articles and free trainings) that can be used to incentivise and reward participation in activities, as well as liaise with peer agencies and other donors to ensure standards for the use of per diems are broadly established.

3.3.2 Timeliness of the Project

Given the Somalia implementation context, the project can generally be said to be timely, with minor delays on few activities, for example civic and voter needs assessment and training of trainers on draft federal constitution that were scheduled for Q1 of implementation.

Overall, partners faced two main challenges that hindered progress of service delivery in one way or another:

- 1) Internal factors contributed to delays in implementation. The factor mostly mentioned was the delays in funding by CARE.
- 2) External factors: activities that required interaction with government officials at local, regional or state level, sometimes proved difficult. Both MUDAN and WARDI pointed to 'lack of political will' or 'political and institutions procedures' being a challenge. Indeed, influencing the political will of governments or institutions is outside their scope of influence, they said.

3.3.3 Efficiency in Partnerships and Project Management

CARE, as the lead grant applicant, was responsible for overall management, coordination and evaluation of the different activities implemented by the consortium partners. Mutual respect was found to exist between CARE and the partner organizations, with all partners appreciating CARE's constant and cordial way of communicating, flexibility and adopting itself to their needs. When asked to rate their relationship with CARE, partners gave an average of '4 – very good' on a 5-point Likert-scale, mainly because of availability to provide support, address issues that may arise and answer last-minute questions. "The relationship between CARE and our staff has broken the barrier of bureaucracy, I can just go and visit the project manager without prior notice. This cordial relationship helps make our work easier" (MUDAN Project Officer).

Selection of the two implementing partners (WARDI and MUDAN) was found to be strategically informed by their roles and capabilities. WARDI was found to be active organisations in the Lower Shabelle region, with access to most districts and villages. MUDAN was however found not to enjoy much access to other regions within Puntland due to the understanding that it is an umbrella network for youths in Nugaal region. The project could have therefore benefitted more if it were implemented by the regional youth umbrellas for each region and/or PUNSAA, which enjoys membership across all regions in Puntland.

A few misunderstandings were also noted, leading to a perception of 'ambiguity' and 'bias'. A number of CSOs claimed that they did not understand the criteria used for the partners' selection. It is possible that CARE and partners did communicate on this, but that the information was not well understood. As the evaluation team did not find a written list of criteria, it is difficult to draw clear conclusions on this.

A small number of CSOs seem not to have been strongly involved, as they mainly benefited from training courses but not from the deeper capacity-building processes. Some of them noted that they needed training courses in more specific topics (environment issues, disabled children education, etc.) which were not provided, therefore they became less active in the project. Was further reported that official information and communication on the project are all in English, and this is often considered an obstacle by local organisations for accessing information.

3.4 Impact of the Project

SCOPES impacted both policy making and political process, opening new spaces for dialogue between public authorities, CSOs and communities, creating space for peacebuilding at local level and increasing civil society capacities to intervene in the public arena. A growing involvement of civil society in local peace-making processes is apparent; particularly in supporting the local based traditional peace processes.

3.4.1 Contributions to Somalia Compact

In Somalia, state-building cannot be separated from peacebuilding perspective: for Somali citizens, peace and stability emerge as a basic need. SCOPES project has notably introduced a strategic shift from institution building, to building reliable and sustainable governance systems allowing for representation of all social actors and community groups. The role of CSOs has therefore been upgraded into supporting the building of local agendas and their implementation at state and federal levels. In-depth interviews with most of the key informants from Puntland and SWA agreed with the fact that the shift of governance and state-building from an almost exclusive focus on 'government/local authorities positions' to a focus on setting and implementing policies to solve problems and conflict structural factors is resulting into increased pace in peacebuilding. In such a framework CSOs will be able to participate as legitimate actors both in nurturing political institution with knowledge and capacities related to identification of local needs and formulation of problem-solving policies and in giving a voice to local actors that are not represented.

3.4.2 Advancing Inclusive and Political Dialogue

Based on the literature review, focus group and in-depth interviews conducted, the following key impacts were noted:

- a) Capacity has been improved in a number of CSOs through the many capacity building activities as well as the involvement of WARDI and MUDAN (local organisations) as implementing partners. This has resulted in increased number of CSOs and other local organisations with capacities and skills in project implementation and service delivery, and in policy analysis and peace-building. Paradoxically – according to many informants - these capacities and skills seems to be developed to a greater extent in SWA, where international NGOs have more difficulty to act directly.
- b) Alliances and coalitions of CSOs in local and sector platforms and networks emerged or have been revived, as a way to have an easier access to international resources and information, as a way to facilitate capacity building and transfer, and as a way to have a greater influence on local authorities and on policies at local and sub-national level, particularly concerning women and youth. The existence of these many networks was the basis for setting regional and district platforms and advocacy alliances by SCOPES.
- c) Peace processes at grassroots and sub-national level have been implemented, and facilitated through the provision of funding and technical expertise by SCOPES. With civil society support a number of local peace initiatives have been launched, involving local actors – particularly the elders, youths and the representatives of clans and local authorities – both in Puntland and SWA.
- d) Institutional and policy change has resulted in some significant improvements in the representation of youths and marginalised groups, in Qardho district for instance where 21 council members (out of the total 29) are youths below 35 years. At state level, amendment of the electoral law lowered the age of elected representatives and provided for inclusion of women in political bodies.
- e) The legitimacy of CSOs and support they enjoy from their communities has been enhanced. The evaluation noted that involvement of the CSOs in project activities and advocacy initiatives has resulted in a greater legitimacy in front of communities, and in their capacity to gain their support. Often community support and social legitimacy of civil society are perceived as a threat

by local political authorities. The threat of mobilising people at grassroots level has been referred by some informants as an important tool used by women organisations for influencing politicians.

3.5 Sustainability of the Project

This parameter of the evaluation looked at the likelihood of the project achievements and successes to be sustained even after the project has exited.

3.5.1 Ownership of Project Achievements and Institutional Capacities

According to both the local authorities, CSOs and community members, ownership and sustainability of achievements realised through SCOPES appears to be still low. This is due to different reasons, such as:

- a) The economic dependency of the CSOs and of their initiatives for peace and governance on international resources, and lack of exploration of new sources of funding, particularly for supporting peace and governance initiatives. Private resources and resources provided by 'unconventional' sources, e.g. international Islamic aid agencies, are mainly for addressing humanitarian support and provision of basic services.
- b) The fact that the project often adopted practices that tend to increase dependency of local actors, such as paying 'participation fee' and 'per diem' for attendance to meetings, provision of financial support covering all costs of activities on the field and payment of very high salaries to qualified people so that it is often impossible for local CSOs to find qualified local resources, and producing a competition based on the possibility to pay high salaries that tend to increase costs.
- c) Lack of a recognized juridical status of Somali CSOs (particularly NGOs) that involves the impossibility for them to directly access donor resources, for example the EU.
- d) Lack of defined local agendas independent from international lead agencies, plans and agendas. Key informants noted that even the actions concerning setting of local agendas for constitution setting and for elections appear very much linked to international pressures.
- e) The fact that despite the consultation activities promoted during project design, projects are sometimes identified and designed according to donors' priorities and programmes, so that in many cases local demands and priorities are only partially considered.

3.5.2 Enabling Environment

While peace and stability can be often found at local level in Puntland and SWA, local governance remains fragile in most districts, characterised by inadequate public service in front of community needs, presence of vested interests, access to services is often unequal especially among the minority, citizens are considered as beneficiaries both by local public authorities and by the agencies involved in service delivery. The evaluation team further noted the traditional institutional authorities play an important governance role, but are normally unable to produce structural changes when these are requested for solving problems in a permanent way.

A major achievement on enabling environment from SCOPES is that the project has created '*neutral*' spaces for debate, discussions and for peace dialogue. The CSOs therefore need to maintain grassroots links and functions by playing key roles such as:

- a) Making local institutions more accountable, by monitoring the work and the activities of public authorities.
- b) Improving the quality of services, by promoting a better adaptation to local needs and demands, through: monitoring and evaluation of public services capacity to satisfy existing demands and needs, identification, testing and dissemination of good practices.
- c) Launching of local coalitions for the management of emerging issues, promoting collaboration between public, private and other actors, including traditional authorities.
- d) Engaging in grassroots peace initiatives currently carried out by traditional leaders and public administration, by providing to public actors evidences on the possible solution to local conflicts, so producing a space for the integration among different interests, and mobilising local public opinion in the framework of decision making processes, that would otherwise be based only on the interests of main involved actors.

SECTION FOUR: CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

4.1 Conclusions

SCOPES project is particularly needed in the Puntland and SWA contexts, and was quite innovative at the time it was launched. Its objectives and results were found to be fully relevant to the needs of the civil society. Findings indicate that the project has largely achieved its Outcome and Output level targets. Within these achievements, the project impacted both policy making and political process, opening new spaces for dialogue between public authorities, CSOs and communities, creating space for peacebuilding at local level and increasing civil society capacities to intervene in the public arena. However, ownership and sustainability of achievements realised were found to be low.

In terms of efficiency and value for money, the costs and utilization of funds as compared with the narrative reports were found to be realistic, with the project closing without being either under or over spent, which indicated good budget management overall. The project was also found to be generally on schedule, with minor delays on few activities.

4.2 Best Practices and Lessons Learnt

Some of the best practices and lessons learnt from the project include:

- a) Local studies, power analysis methods and tools generate valuable knowledge and information that helped CARE and partners better understand and respond to the local contexts and conflict actors and dynamics. This further ensured greater coherence with other projects, improving on effectiveness.
- b) Capacity building using a variety of tools and approaches produces better results. This includes posting of technical experts within the partner CSOs, organising exposure visits, promoting participatory approaches, linking networks with donors and accompanying their resource mobilisation efforts, are among the ways of working that were particularly relevant and most appreciated by the partners. It is certainly this variety of ways of working that allowed for a greater impact on local CSOs and for them being in the process of slowly shifting towards more 'development-oriented' work.
- c) Better definition of project results and outcomes with realistic targets can improve effectiveness. Sharing the project logframe with partner organisations and local counterparts is also instrumental in getting all stakeholders to develop a shared vision of the project and a clear understanding of what is aimed at. It is also a way of improving the partnership by putting the partners in a position of responsibility towards achieving the objectives, rather than considering them as mere beneficiaries. Updating the logical frameworks can be a way to be flexible and to adapt to changes in the broader environment. However, such changes have to be discussed with all partners to make sure that all stakeholders are aware of the revised reference documents.
- d) Better partnership improves local ownership, relevance and sustainability of the project, for example working with the CSOs as actors capable to manage resources and to represent local interests.

4.3 Recommendations

Some of the recommendations made by the evaluation team include:

- 1) Need to strengthen the use of online platforms for engagements and networking with the youths within Somalia and in diaspora. This may include creating a blog for feedback from the local partners and gathering information.
- 2) To be fully functional and legitimate, Puntland and SWA states must achieve a sufficient degree of inclusiveness and responsiveness to citizens. Within this aim, the CSOs need to continue their upward engagements while maintaining their grassroots links and functions such as fostering creation and development of local coalitions for solving local problems – including conflicts over local resources.
- 3) Need to shift from project based activities and locked-in symbiotic relations with the CSOs to institutional development processes that allow them to define long term programmes, develop consistent organisational cultures and agendas, positioning themselves in front of emerging dynamics at local, state and federal levels. This should be coupled by continued strengthening of CSOs capacities particularly on analysing local realities and defining policy agendas in an autonomous way from international partners.

- 4) Promote greater involvement and stronger role of CSO networks in sector coordination activities, for instance, calling the representatives of sectoral platforms and network to assume an active role in the management of existing sector coordination groups among development partners (assuming such a role can consist in taking the responsibility for the secretariat and for setting of meeting agendas) – however networks would need to have funding for playing such a role.
- 5) Given the vastness of the districts covered by the project and constant engagement required by the CSOs and other stakeholders, the IPs need to have working stations and project officers for each of the districts. Working with the umbrella youth alliances for each region to realize maximum effectiveness recommended.
- 6) Civil society reliance on external funding is not sustainable; more strategies to ‘look inwardly’ in addition to membership fees for umbrella organizations e.g. Private Public Partnerships should be encouraged. Some private entities such as Hormud and Telesom telephone companies, Dahabshiil are already working with CSOs particularly during crisis to respond to emerging needs. Such opportunities could be explored for development goals.

ANNEXES

Annex 1: SCOPES Final Evaluation Matrix

Evaluation Criteria	Evaluation Questions	Summary Analysis
Relevance	1.1 How appropriate was the project design process to the local context? 1.2 How did the project adopt to the changing local political conditions? 1.3 Are the project activities aligned to the local policies and respective government/authorities' agenda? 1.4 How relevant and effective were the project organizational structure and partnerships in achieving intended results? 1.5 How did the project coordinate with or compliment other similar actions in the field –geographically and thematic. 1.6 What was the extent of identification and incorporation of real gaps by the project? 1.7 To what extent were the identified gaps and needs addressed by the project?	<p>The project's strategy of developing grassroots CSOs by strengthening their capacities and networks was therefore relevant to the context and was also lauded by all the key informants and focus group discussions.</p> <p>The project strategies and actions were also found to follow closely the government agenda, plans and priorities, and has produced important effects and impact on civil society organisations capacity primarily to deliver social services and to engage communities and all stakeholders in policy dialogue and peacebuilding.</p> <p>Given the Somalia implementation context, the project can generally be said to be timely, with minor delays on few activities.</p> <p>Both MUDAN and WARDI pointed to 'lack of political will' or 'political and institutions procedures' being a challenge.</p>
Effectiveness	2.1. To what extent has the project results (Outcomes and Outputs) been realized? 2.2. To what extent has the project's overall objective and specific objectives been realized? 2.3. What facilitated or undermined the implementation of the activities and achievement of the results? 2.4. How true was the envisaged Theory of Change in light of the project implementation? 2.5. What were the levels of effectiveness of the various implementation approaches, methodologies and tools employed? 2.6. How effective is the project Monitoring, Evaluation, Accountability and Learning systems?	<p>SCOPES has been generally effective in advancing inclusive political dialogue between federal and state governments, and stimulating CSOs engagements in the constitution making processes, the 2016 elections and in policy, budget development and improved accountability.</p> <p>CARE and the IPs adopted analytical model in identifying institutional capacity building needs of CSOs, and managed to capitalize well on the capacity assessment done initially on the CSOs, which provided clear areas of capacity gaps. The model considers capacities not just as the application of knowledge and skills, but as the ability to show action and outcomes from organisational processes from both within the organisation and in their environments.</p> <p>SCOPES introduced a shift in strategy from working with CSOs as implementing agencies to 'actors' capable to manage resources or to represent local interests. One of the PUNSAA board members noted that donors often engage with Somali CSOs as medium agencies to implement their work only, but this project introduced a very interesting angle.</p> <p>Capacity building using a variety of tools and approaches also enabled a greater impact on the CSOs and for them being in the process of slowly shifting towards more "development-oriented" work.</p> <p>The project benefited from technical support of a Senior M&E Officer and M&E Coordinator. Throughout the various MEAL activities, important amount of knowledge was generated, both through research activities carried out by the project and through collaboration with civil society organisations and institutions of higher learning.</p>
Efficiency	3.1 What is the average overhead ratio for the project (% of total support and indirect costs / total direct project costs)? 3.2 What is the average (%) IP contribution into direct and indirect project costs contributions? 3.3 How did the actual realized costs compare with the planned costs/budget,	<p>The project ended without being either under or over spent, which indicated good budget management overall. The actual realized costs as compared with the planned costs/approved budget in terms of variance was realistic, although there were some small variances within the budget chapters. All these variances within the budget chapters as per the contract agreement are allowed for they are in line with the budget flexibility rule of 10%.</p>

	<p>and what are the main reasons for any differences?</p> <p>3.4 To what extent has the project activities within the work plan been implemented?</p> <p>3.5 How realistic were the project plans and targets?</p>	<p>The ratio of direct costs: total support costs and indirect costs is 61:31:07 respectively, and this is appropriate</p> <p>The costs and utilization of funds as compared with the narrative reports were found to be realistic.</p> <p>Given the Somalia implementation context, the project can generally be said to be timely, with minor delays on few activities.</p> <p>Mutual respect was found to exist between CARE and the partner organizations, with all partners appreciating CARE’s constant and cordial way of communicating, flexibility and adopting itself to their needs.</p> <p>Selection of the two implementing partners (WARDI and MUDAN) was found to be strategically informed by their roles and capabilities. A few misunderstandings were also noted, leading to a perception of ‘ambiguity’ and ‘bias’. A number of CSOs claimed that they did not understand the criteria used for the partners’ selection. A small number of CSOs seem not to have been strongly involved, as they mainly benefited from training courses but not from the deeper capacity-building processes.</p>
Impact	<p>4.1 To what extent has the project contributed to achievement of a stable and peaceful Somalia through an inclusive process?</p> <p>4.2 What are the intended positive or negative impact or consequences realized from the project?</p> <p>4.3 What technical impacts have been realized by the project on the CSOs ability to participate, effectively monitor and influence governance and policy processes?</p> <p>4.4 With regards to capacity building, how are the CSOs acting different and how they have applied the skills obtained (what is the overall result of the capacity building).</p>	<p>SCOPES impacted both policy making and political process, opening new spaces for dialogue between public authorities, CSOs and communities, creating space for peacebuilding at local level and increasing civil society capacities to intervene in the public arena. A growing involvement of civil society in local peace-making processes is apparent; particularly in supporting the local based traditional peace processes.</p> <p>The role of CSOs has therefore been upgraded into supporting the building of local agendas and their implementation at state and federal levels. In-depth interviews with most of the key informants from Puntland and SWA agreed with the fact that the shift of governance and state-building from an almost exclusive focus on ‘government/local authorities positions’ to a focus on setting and implementing policies to solve problems and conflict structural factors is resulting into increased pace in peacebuilding.</p>
Sustainability	<p>5.1 What’s the level of ownership of project results at local level?</p> <p>5.2 What are the indications that the intervention results are likely to be sustainable?</p> <p>5.3 Is there an enabling environment to support the ongoing positive impacts?</p> <p>5.4 What are the contributing factors and constraints that require attention to improve prospects of sustainability of the outcomes and potential for replication of the approach?</p> <p>5.5 What’s the degree of commitment of all parties involved to take over technically, financially and managerially?</p>	<p>According to both the local authorities, CSOs and community members, ownership and sustainability of achievements realised through SCOPES appears to be still low.</p> <p>While peace and stability can be often found at local level in Puntland and SWA, local governance remains fragile in most districts, characterised by inadequate public service in front of community needs, presence of vested interests, access to services is often unequal especially among the minority, citizens are considered as beneficiaries both by local public authorities and by the agencies involved in service delivery.</p> <p>A major achievement on enabling environment from SCOPES is that the project has created ‘neutral’ spaces for debate, discussions and for peace dialogue.</p>

Annex 2: SCOPES Results Framework with Indicator Values

Results Statements	Indicators	Target	Indicator Value from Final Evaluation
Overall Objective/ Impact: To contribute to the development of effective engagement of civil society towards the achievement of the strategic objectives of Peace and State-building Goals (PSG) of the Somali Compact.	CSOs are actively influencing decision-makers in ways that will benefit excluded groups, particularly young women and men, IDPs and minorities	Directional indicator	Project created space for inclusive and political dialogue on federalism between the CSOs, federal and state governments by fostering structured dialogue and formalised consultation between youth-led CSOs and their networks and state/local administration.
Specific Objective/ Outcome 1: Advance inclusive political dialogue to clarify and settle relations between the federal government and existing and emerging administrations and initiate processes of social reconciliation to restore trust between communities	Increased inclusive dialogue on federalism between CSOs, the federal government and emerging and existing administrations, including the SWA and PL state	Directional indicator	Project enabled increased dialogue on federalism between CSOs, the federal government and states (SWA and PL)
Result/Output 1.1: Strengthened capacities of CSOs in SWA and Puntland to meaningfully engage in the political process in Somalia	% of trained CSO and grassroots organizations demonstrate improved capacities assessment scores in networking, advocacy, coalition building, social movement and policy formulation	80% of the trained CSOs	56% of the trained CSOs
	2 advocacy alliances formed that actively engage with states' authorities in influencing and monitoring policy formulation and implementation.	2 advocacy alliances (1 in PL and 1 in SWA)	2 advocacy alliances formed (Puntland Advocacy Alliance and South West Advocacy Alliance)
Specific Objective/ Outcome 2: Stimulate civil society engagement in finalizing a federal constitution	The federal constitution is responsive to the needs of young women and men, women, IDPs and minorities		
	# (%) of CSOs effectively influencing policies and practices on behalf of women and youth	No target	61% of the CSOs
	# (%) of CSOs holding public authorities and other power holders accountable	No target	61% of the CSOs
Specific Objective/ Outcome 3: Engage civil society in preparing for and holding credible elections	# of service delivery mechanisms (Civic Education Working Groups) established and/or strengthened to respond to the needs and rights of women and youth	No target	2 Civic and Voting Education Working Committees formed (1 in every region)
	Level of satisfaction of women and youth with service delivery mechanisms	No target	High level of satisfaction (73.8%)
Result/Output 3.1: Sustainable engagement developed	# regional forums, and district levels forums on federal constitution held	2 Regional (1 in PL and 1 in SWA) and 7 districts	2 regional forums and 7 district level dialogues conducted

<p>between CSOs and government authorities at all levels in the finalisation of the federal constitution and the electoral process</p>	<p># civic education workshops/forums held in PL and SWA</p>	<p>3 in PL and SWA 26 sub-district (14 in ISWA and 12 in Puntland)</p>	<p>2 civic and voter education workshops conducted (1 in every region) 7 community dialogues conducted in SWA</p>
	<p>40% of citizens in the target areas report awareness of the on-going constitutional development and electoral processes including election dates and elective positions</p>	<p>40% of citizens</p>	<p>83.5% of citizens (81.4% women and 85% men)</p>
<p>Specific Objective/ Outcome 4: Engage civil society in policy and budget development and implementation: improved demand on accountability</p>	<p># of CSOs demanding for transparency and holding government authorities accountable</p>	<p>87 CSOs</p>	<p>53 CSOs (61%)</p>
<p>Result/Output 4.1: Improved involvement of CSOs in policy making and budget development</p>	<p>Proportion of trained CSOs actively participate in social accountability processes</p>	<p>80% of trained CSOs</p>	<p>84% of trained CSOs</p>
	<p>SWA and PL authorities adapt and operationalize accountability framework that recognise youth, women, and minorities as autonomous actors and partners in public policy formulation</p>	<p>Directional indicator</p>	<p>Accountability frameworks partially adopted in SWA and PL through review of NGO Act</p>