

*(Final Draft Report, December 2013S)*

# **Final External Evaluation of the Kasa II Initiative**

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**For:**

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### **Acronyms and Abbreviations:**

CARE	Cooperative for Assistance and Relief Everywhere
CBO	Community-based organisation
CEIA	Centre for Environmental Impact Assessment
CICOL	Civil Society coalition on Land
CMA	Centre for Media Analysis
CONIWAS	Coalition of NGOs in Water and Sanitation
CSPOG	Civil Society Platform on Oil and Gas
CSO	Civil society organisation
CSR	Corporate Social Responsibility
DAC	Development Assistance Committee (of OECD)
EU	European Union
FOE	Friends of the Earth
FWG	Forest Watch Ghana
GoG	Government of Ghana
ICCO	Inter-church organisation for development co-operation
ISODEC	Integrated Social Development Centre
LAP	Land Administration Project
NCOM	National coalition on Mining
M&E	Monitoring and Evaluation
NGND	Northern Ghana Network for Development
NRE	Natural resources and environment
NREG	Natural Resource and Environmental Governance
OECD	Organisation for Economic Co-operation and Development
RELBONET	Religious Bodies Network on Climate Change
SADA	Savannah Accelerated Development Authority
SMART	Specific, measurable, achievable, relevant and time-bound (indicator)
SNV	Netherlands Development Organisation
WACAM	Wassa Association of Communities Affected by Mining
WERENGO	Western Region Development Network of NGOs

## Summary, Conclusions and Recommendations

Kasa is a civil society platform for concerted engagement within the field of natural resources and environment (NRE) funded by various donors and implemented by CARE. Kasa was started in August 2008. Kasa II operated from November 2011 to December 2013.

*The overall assessment is that Kasa II has been very successful and has contributed to substantial results.*

**Relevance:** Kasa is relevant by addressing the need to develop a democratic Ghana that avoids the governance problems besetting a country like Nigeria; it responds to the needs of communities affected by exploitation of natural resources and extractive industries; it is recognised by Government of Ghana and development partners, who see the need for a concerted dialogue with civil society; and Ghanaian civil society who after some initial doubts as to ownership, sees the need for Kasa, and now want to assume full ownership.

**Efficiency:** In the first phase Kasa provided grants to civil society organisations. Due to lack of funding this has not been possible for Kasa II which has undertaken the following four functions:

- 1) Provision of a platform for coordination between civil society networks and for engagement with government where an annual review of the NRE sector has been the flagship.
- 2) Provision and sharing of information on NRE issues.
- 3) Capacity building of CSO networks and media through workshops and learning events.
- 4) Provision of a limited amount of funds for activities undertaken by CSOs - typically meetings and conferences held by networks.

**Effectiveness:** Kasa has contributed to achieving its two major objectives:

- 1) Good governance of Ghana's natural resources
- 2) CSOs and media able to put NRE on the political agenda

CSO representatives find that sharing of experiences and the cross-thematic learning within the platform has been decisive for their understanding of the issues and for undertaking concerted advocacy. At sessions focussed on organizational and advocacy capacity organised by Kasa the organisations found that their capacity had been increased considerably. Government stakeholders affirmed that civil society has become recognised as an important actor.

Media coverage of NRE issues is an indicator for ability to set the agenda in relation to the general public. According to the statistics on the percentage of articles in the press related to NRE issues the media coverage of NRE has increased considerably (from 1% in 2008 to 7 and 6% in the following years, peaking at 11% in 2011 and falling to 6% in 2012, which was an election

year). Media representatives met by the Evaluation Team attributed the major part of this change to the efforts made by Kasa.

The civil society networks have in the opinion of stakeholders used the Kasa platform to contribute decisively to the policies within the NRE sector. One of the important examples is the Petroleum Revenue Act passed in 2011 which provides accountability and oversight for the oil and gas sector. Civil society has contributed to changing the policies in other sectors as well. NRE CSOs have used the Kasa platform to make inputs into the Constitutional review process in Ghana. The necessary constitutional amendments and legislative reforms recommended are yet to be implemented although formally accepted by Govt. One of the major successes in this regard is the establishment of the people's ownership of land and natural resources.

**Impact:** Though impact cannot be measured systematically it is possible to provide a number of examples where civil society interventions/Kasa has contributed to ensuring local communities access to natural resources like forests, fish and clean water.

**Sustainability:** Kasa has contributed to a number of important results at policy level that will lead to improvements on the ground if civil society, the media and other stakeholders keep the pressure on the government and on private companies. Thus, the ability of civil society and media to continued engagement with government and the private sector is the key to sustainability of the results achieved. A platform for coordination and engagement with government is important for undertaking this role effectively.

The networks using Kasa are prepared to take full ownership. They see two ways for organising Kasa in the future: As an independent organisation or hosted by an existing network.

<b>Conclusions</b>	<b>Recommendations</b>
Kasa is fully in line with the Forestry and Extractive Industry Civil Society Support Programme which CARE Denmark and CARE Ghana are currently preparing. In fact Kasa should in the opinion of the Evaluation Team be the corner piece of such a programme.	1) <b>CARE</b> should include support to the functions currently provided by the Kasa secretariat in the programme currently prepared by CARE Denmark and CARE Ghana.
A Kasa fully owned by Ghanaian CSOs and media cannot be established immediately when Kasa II expires (31 <sup>st</sup> December 2013). CARE will need to extend operation of the Kasa secretariat for some months	2) <b>CARE</b> should extend support to the Kasa secretariat for 3 months to enable it to perform its basic functions at the current level while the Ghanaian CSO networks and media prepare taking over. Within this period the Kasa

## Conclusions

until the Ghanaian CSOs and media have decided how they will take over.

The CSOs and networks using Kasa are prepared to take full ownership.

Providing Kasa with resources for capacity building and funding for activities has the potential to create conflicts between Ghanaian CSO networks

It is important to consider the options for the institutional set-up of a CSO-owned secretariat carefully as the institutional set-up has important consequences for the sustainability and the effectiveness of the civil society platform.

Kasa has no system recording policy outcomes. CSOs find that issues taken up during the annual review of the NRE sector are not effectively followed up and traced after the review and that issues get lost over the years

The Donor Agreement directed Kasa to develop a funding strategy. Kasa will embark on providing CSOs with fund-raising skills. Kasa has not addressed the question of how and under what circumstances CSOs could and should source funding from government, the private sector and the general public.

## Recommendations

secretariat should focus on preparing a "State of NRE Governance" report based on evidence from CSOs work with communities and preparing civil society's fifth annual review of the NRE sector.

3) **CARE** should transfer the Kasa civil society platform and information resource centre to the Ghanaian networks working within the NRE sector on 1<sup>st</sup> April 2014.

4) **CARE** should in the future undertake two functions currently undertaken by the Kasa secretariat: (i) capacity building of CSOs and networks and (ii) provision of limited funds for their activities.

5) The **Ghanaian CSO networks and media** should decide on the institutional setup they want for a future Kasa: an independent registered organisation with its own offices and administrative procedures, or a secretariat hosted by one of the networks.

6) **Kasa** should develop a system for monitoring policy outcomes. This system should trace all policy issues raised as well as the ensuing policy changes over the years. The system should not necessarily contain quantifiable indicators.

7) **Kasa** should develop a strategy for the sourcing of funding from government, from the private sector and from donations from the general public.

# **1 Introduction**

## **1.1 The Context**

Environmental and natural resource depletion in Ghana undermines the livelihood of natural resources dependent communities. Women and girls are bearing the major costs of this. The extractive industries that are causing these damages are only paying a minor part of their revenues to government and very little trickles down to the communities.

Furthermore, with the rapid expansion of the extractive industry, mainly due to the start of oil and gas production, Ghana runs the risk of a political development like Nigeria and Angola where elite capture of the revenue, corruption and violent conflicts relating to the exploitation of natural resources are the order of the day.

Due to pressure from civil society organizations supported by Development Partners the importance of good governance and sustainable management of Ghana's natural resources especially of the recently found oil and gas has been put on the national development agenda as an issue with a direct bearing on development and poverty reduction.

In this context, the Government of Ghana launched a five-year Natural Resources and Environmental Governance (NREG) 2008-2012 programme to address governance issues related to the mining and forestry sector and to improve environmental management with the overall objective of ensuring economic growth, poverty alleviation, increasing revenues and improving environmental protection.

NREG recognised the importance of civil society in natural resource and environmental governance and envisaged a multi-donor support facility for CSOs in the sector. A large number of CSOs worked with natural resources and environment (NRE) and many of them had formed thematic networks. However, their voices were by and large cacophonous and some of them worked at cross-purposes. Due to this they were unable to engage in an effective dialogue on NRE with government and other stakeholders.

However, despite the obvious need to support civil society nothing was done until the Royal Netherlands Embassy in Accra, in collaboration with CARE, SNV and ICCO, decided to kick-start a two year pilot civil society support mechanism for the NRE sector.

## **1.2 The Project**

The first phase of Kasa ("speak out" in Twi) was implemented from 1<sup>st</sup> August 2008 to 31<sup>st</sup> October 2010 by a consortium of CARE, ICCO and SNV. The lead partner, CARE, established the Kasa secretariat in a separate office

to indicate that it was a separate entity meant to serve and to be owned by Ghanaian civil society. In the first phase Kasa provided:

- a platform for civil society coordination and for engagement with government,
- capacity building for CSOs and for media, and
- grants to 30 CSOs and media for various NRE activities.

The pilot project was a success. The final evaluation concluded that Kasa had done remarkably well for a pilot project with effectively 18 months of implementation. Kasa had

- generated valuable contributions of CSOs to NRE policy formulation;
- facilitated and supported national CSO platforms on NREG;
- played an important role in CSO advocacy; and
- delivered valuable capacity building of CSOs.

Issues related to ownership and institutional set-up are barely mentioned in the evaluation, but it is mentioned that *“Legitimacy and representation has been a contentious issue in Kasa”*.<sup>1</sup>

CARE and ICCO financed Kasa in a transitional period, while the question of long-term support was considered and a proposal for a new phase was developed. A proposal for a four-year Phase II for Kasa based on a budget of € 4.6 million was developed in April 2011. According to this proposal Kasa II would not be very different from Kasa I in the sense that it would have roughly the same yearly budget, it would include a grants facility and it would be managed by a consortium of international NGOs lead by CARE. However, the project document envisaged certain measures for increasing ownership by the Ghanaian CSO networks:

- the CSO networks and media representatives would take part in a CSO and Media Representatives’ Committee that would play a major role in setting the agenda;
- from the middle of the project period the CSOs were to establish a CSO managed and owned secretariat for Kasa (designated the Kasa Long-term Secretariat). For some reason this unit was to be housed in a separate office building.<sup>2</sup>

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<sup>1</sup> Final Evaluation of Kasa, Nordic Consulting Group, page 40.

<sup>2</sup> The logic of setting up a kind of parallel entity to Kasa is not easy to grasp. The project document states that the new entity “will evolve as a self-coordinating entity by and for CSOs in the NRE sector in general, by the end of the Kasa II. Till then the Kasa PMT will also act as the secretariat.” (p. 20). (PMT = project management team). It is the opinion of the Evaluation Team that the project document was not realistic. Ghanaian CSOs have no incentives to establish a parallel secretariat in a separate

Kasa was recognised as a credible mechanism by Government and result had been achieved but despite of this the development partners in the NRE sector failed to fulfil their commitment for a multi-donor support facility for CSOs. By the end of 2011 CARE and ICCO finally decided to launch a light version of Kasa on the basis of their own funds. Kasa II became operational in November 2011 on the basis of a donor agreement between CARE and ICCO that set the end of the project at 31st December 2013 – a period of a little more than two years compared to the 4 years envisaged in the project document and with a total budget of a little more than one million €. <sup>3</sup>

### **1.3 Purpose of the Evaluation**

An evaluation is by definition mainly backward looking and according to the Terms of Reference (refer to Annex 1) it has to deal with the five OECD/DAC criteria: relevance, efficiency, effectiveness, impact and sustainability. The objectives of the evaluation emphasise assessment of Kasa performance and the extent to which the expected project outputs and outcomes have been achieved and the extent to which Kasa has influenced or provided a mechanism by which CSOs can influence policies and practices in the NRE sector in Ghana. However, the evaluation also includes a forward looking objective, namely assessment of stakeholders' perspectives for sustaining and strengthening Kasa as an independent CSO-owned mechanism for coordinated civil society engagement in the NRE sector of Ghana.

### **1.4 Approach and Methodology**

The Evaluation Team consisting of Ole Stage, Team Leader, and Immanuel Tettey, Local Consultant, started on 31<sup>st</sup> of October with a literature review and the development of an evaluation matrix. The assessment of the five DAC criteria is closely related to the intervention logic of the project. In order to assess the DAC criteria consistently the Evaluation Team reconstructed the intervention logic (refer to Section 2.2). When assessing results the Evaluation Team has not been able to distinguish between Kasa I, the transitional phase and Kasa II. This implies that the sections on effectiveness and impact deal with the effects of Kasa as a whole.

From 3<sup>rd</sup> to 20<sup>th</sup> of November they worked together in Ghana where they conducted interviews and discussions with CSOs participating in the Kasa platform, Kasa funders and project staff / secretariat and other stakeholders including NRE sector group members, and relevant Government agencies. They spent most of their time in Greater Accra, but 10<sup>th</sup> to 12<sup>th</sup> November they met stakeholders in northern Ghana, at Tamale. A few of the stakeholders were interviewed by telephone.

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office as long as the donor provided Kasa secretariat continued to undertake the functions they needed. Refer to section 4.1.5 on page 20 in the project document.

<sup>3</sup> ICCO committed € 300,000; CARE committed € 729,693.

On 18<sup>th</sup> of November the Evaluation Team presented its preliminary findings, conclusions and recommendations at a validation workshop which included some 40 stakeholders that provided their comments to the Team's preliminary results. On the 20<sup>th</sup> November the Evaluation Team took part in a workshop on CARE's future programme within the NRE sector in Ghana. Following this the members of the Evaluation Team reverted to their home bases (Accra and Copenhagen) where they prepared a draft report that was forwarded to CARE on 28<sup>th</sup> of November.

## 2 Findings and Conclusions

### 2.1 Relevance

*The extent to which the objectives of the project are consistent with beneficiaries' requirements, country needs and the policies of partners.*

Kasa emerged as a direct response to demands from development partners and Government of Ghana for a coordinated civil society engagement in NRE issues. When the Natural Resources and Environmental Governance (NREG) programme of the Government of Ghana was formulated in the years before 2007 the need for civil society participation in the national level policy dialogues was clearly expressed. NREG even committed itself to providing a multi-donor support facility for CSOs in the sector. The government representatives and the donor representative (EU) met by the Evaluation Team all corroborated this: all stated that they recognise Kasa and find the civil society engagement coordinated by Kasa relevant for the governance of natural resources and environment.

It should be added that, the fact that Ghana has become an oil and gas producing country has sharpened stakeholders' understanding of the need for good and transparent governance of revenues from extractive industries because they are aware of the problems a poorly regulated oil sector has rendered in Nigeria.

The fact that Kasa is a project implemented by – or a platform provided by – international NGOs did initially give rise to certain tensions and doubts concerning relevance among some of the Ghanaian civil society organisations that are to be considered Kasa's constituency, especially among the strongest and most well-functioning networks. Kasa's constituency is first and foremost the seven CSO networks, coalitions and thematic area working groups (in the remaining part of the report they are simply referred to as *networks*) in mining (NCOM), forestry (Forest Watch Ghana), land (CICOL), water and sanitation (CONIWAS), climate change and environment, oil and gas and fisheries. In addition to this Kasa also works with regional networks, a Religious Bodies Network on Climate Change and two media networks. The initial doubts concerning the relevance of Kasa as a civil society platform subsided during the 1<sup>st</sup> phase of Kasa and among the constituency there it is now the consensus that the platform will have to be fully taken over and managed by Ghanaian civil society itself.

The civil society platform provided by Kasa II is also relevant to the needs of communities affected by extractive industries. These communities are bearing the costs of the extractive industries: their forests are being cut, their water is polluted, fishing stocks are disappearing and they receive little if anything of the revenue from the industry (it has been calculated that communities who in principle own the forests only receive some 7% of the revenue paid by the timber companies). Civil society does fight for the interests of these

communities; however Kasa II has been endowed with fewer resources for this than Kasa I. Due to the grant mechanism, Kasa I was able to support activities at community level aimed at articulating and defending the interests of communities (evidence-based advocacy as well as pressure on government and companies for complying with the legal framework). However, it is the assessment of the Evaluation Team that even though Kasa II has to focus on influencing the policy framework at national level, because it does not have resources to supplement this with support for activities at community level aiming at defending local interests, this is important for local communities. Better policy framework is a precondition for improving the lot of local communities, it might not lead to immediate improvements, but chances are that it eventually will. Thus Kasa II is also relevant from the point of view of local communities.

All in all Kasa is found to be relevant: from the perspective of Government of Ghana and the development partners, who see the need for a concerted dialogue with civil society; from the point of view of Ghanaian civil society itself, who after some initial doubts now want to assume full ownership of the platform; based on the need to develop a democratic Ghana that avoids the governance problems besetting other resource rich-countries like Nigeria and Angola; as well as from the point of view of communities affected by extractive industries.

## 2.2 Efficiency

*A measure of how well resources/inputs are converted to results.*

### 2.2.1 Project Design

The intervention logic described in the project document contains the following elements summarised below:

- **Goal** : Contribute to poverty reduction through good natural resource governance
- **Specific objective**: CSO and media strengthened and work in a concerted manner for good natural resource governance
- **Outcomes**:
  - 1) Enhanced CSO and media coordinated and concerted engagement,
  - 2) Strengthened capacity of CSOs/ emerging networks,
  - 3) Increased media coverage of NRE issues,
  - 4) Kasa secretariat owned by local CSOs,
  - 5) Grant mechanism
- **Outputs**: 17 in all.

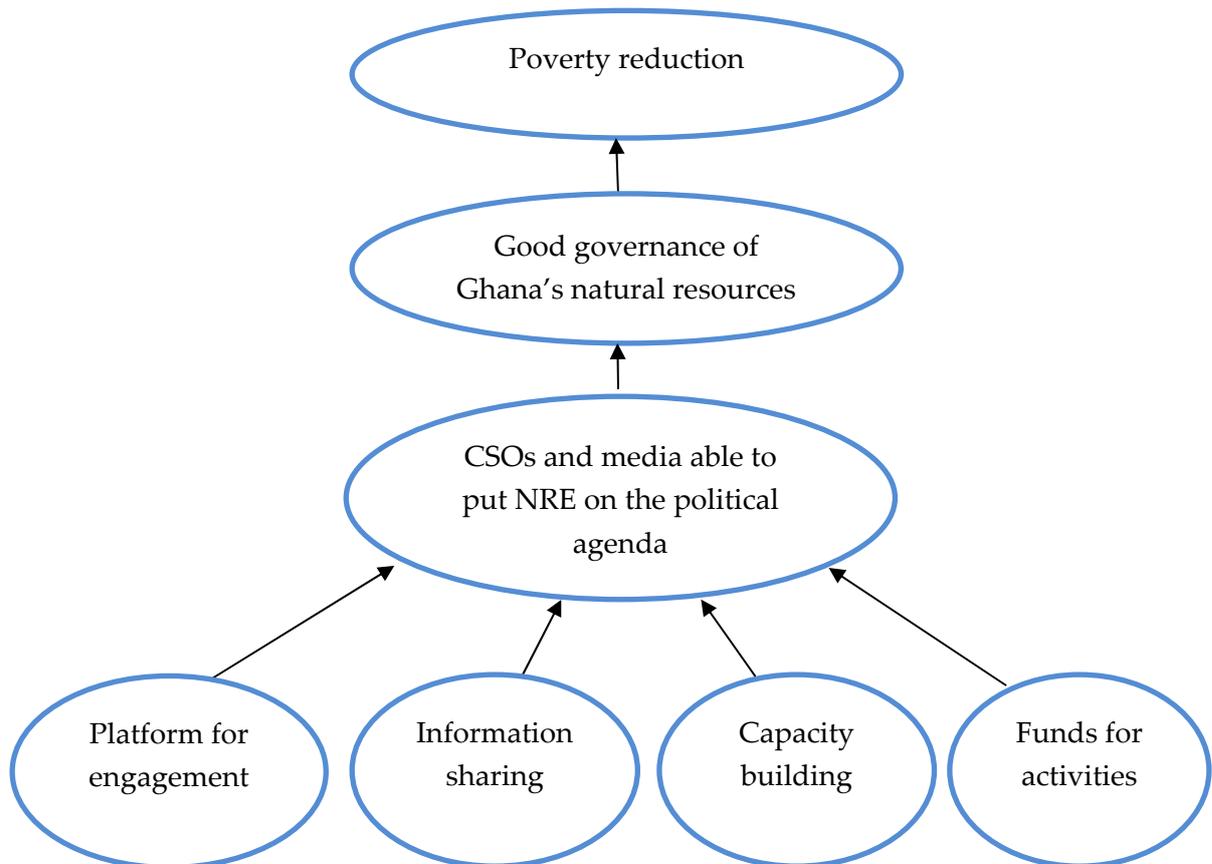
The intervention logic in fact contains as much as five levels because the goal in itself contains two separate objectives on different levels: good natural resource governance is to contribute to poverty reduction (a result chain). Outcomes 1 and 2 seem to overlap with the specific objective: "CSO and

media engagement” seem to be indistinguishable from working for good natural resource governance; and “strengthened capacity of emerging networks” seems not to be distinguishable from CSO and media strengthened. Furthermore, the outcomes do not appear to be at the same level. Indeed a results chain exists between three of the outcomes: the grant mechanism (outcome 5) is building capacity of CSOs emerging networks (2) which leads to enhanced coordinated and concerted engagement (1).

The situation is further complicated by the fact that the donor agreement signed by CARE and ICCO in November 2011 defines a set of results with indicators and targets not clearly linked to the intervention logic above. Already in December 2011, the two donors signed an addendum, which redefines some of the results, indicators and targets agreed one month earlier.

The Evaluation finds that the intervention logic presented in the project document for Kasa II does not provide an easy to grasp summary. The intervention logic does as argued above not follow the rules for constructing logframes<sup>4</sup> and this makes it complicated. The Evaluation Team has therefore attempted to reconstruct the intervention logic in the figure below.

**Reconstruction of the Intervention Logic of Kasa II:**




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<sup>4</sup> Intervention logic must be based on clear causal relations from one level to another. No causal relations between results at the same level. No causal relation within an objective. None of these rules were followed in the design of Kasa II.

## 2.2.2 Project Resources

**Financial:** Kasa II has, as mentioned, had a much smaller budget than anticipated. Due to this Kasa II has not established a mechanism for providing grants to civil society organisations and media operating within the field of NRE. However, Kasa II has managed to provide some funding support to a few CSOs/networks for specific activities. (e.g. NGND, CEIA, CSPOG/ISODEC, WERENGO, Fisheries Alliance, RELBONET).

**Back-up services from CARE:** The Kasa II secretariat is an extension of CARE. The staff members are employed by CARE and the secretariat benefits from administrative back-up functions undertaken by CARE (e.g. procurement and financial control).

**Staff:** The project document envisaged a secretariat with 7 staff. Currently the secretariat has 5 staff members. However it has to borne in mind that the grants component has not been implemented and that there are less funds for activities than anticipated. It is the assessment of the Evaluation team that secretariat is adequately staffed – and that the staff members are well qualified for the tasks they are undertaking.

## 2.2.3 Functions Undertaken by the Kasa Secretariat

The Kasa secretariat does in the opinion of the Evaluation Team essentially undertake four functions:

- 5) Provision of a **platform** for coordination between civil society networks and for engagement with government. This is what is symbolically pictured in the Kasa logo: it provides a microphone/loud-speaker to civil society.
- 6) Provision and sharing of **information** on NRE issues.
- 7) **Capacity building** of CSO networks and media through workshops and learning events.
- 8) Though Kasa is unable to provide grants for the CSOs operating within the NRE sector it has been able to provide a limited amount of **funds for activities** undertaken by CSOs. The activities funded are typically meetings and conferences held by the networks.



While going through these functions the outputs produced under each of these functions will be assessed against the targets of the Donor Agreement made by CARE and ICCO.

**Platform:** This function is highly focused on the Annual CSO NRE Sector Review which is considered Kasa's flagship. It brings together more than 100 representatives to examine the perspectives of civil society on the NRE sector, especially their analysis of achievements, gaps and challenges. The annual review forum synthesizes and consolidates CSOs perspectives on progress of

NRE governance and presents this in a communique. This communique includes a number of recommendations for priority actions directed at government. This CSO review takes place prior to and feeds into a Government-led annual NRE sector Review. Annual reviews have taken place every year since 2010. The Donor Agreement states that a review should take place every year, this target has been met – an annual review has been held since 2010.

An annual forum on NRE between civil society and parliamentarians has also been envisaged. Due to the fact that 2012 was an election year Kasa did not succeed in organising this forum in 2012. The forum for 2013 is planned to take place at the end of November 2013. However, considering the current state of the preparation process, it does not look like the forum with the Parliamentary select Committees will come on.

The Donor Agreement specifies that two position papers be prepared per year. Kasa has surpassed this by preparing and distributing 18 position papers/press releases in 2012 and 2013.

The Annual CSO NRE Sector Review must be regarded as very successful as it enables civil society representatives to make well founded interventions to the government-led annual review<sup>5</sup> and it seems that the annual reviews have contributed to considerable results (refer to Section 2.3 Effectiveness). However, it appears that the follow-up of these annual events could be improved. Networks met by the Team indicated that after the two annual reviews (the CSO led and the ensuing Government led) little is done to follow up upon the recommendations made by civil society and the commitments made by government. It seems that Kasa could contribute to better follow up e.g. by organising regular forums to follow up upon the recommendations made. It was also indicated that over the years some of the issues got lost, something that might be addressed by better tracking of the issues.

**Information:** It was envisaged that the Kasa website interfaced with social media would be the key node for information exchange. This has not happened: information on the page is to a large degree out of date and it is not connected to social media. However, Kasa has used e-mails to distribute a lot of useful information to the affiliated CSOs. The secretariat finds NRE-related articles in the press, scans them and sends copies to the CSOs in addition other strategic NRE related policy documents and resource manuals.. According to the organisations met by the Team, these media clippings are very useful for keeping the organisations up to date. Especially

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<sup>5</sup> An EU representative told the Team that he had been very impressed by the quality of the intervention made by civil society organisations at the government-led annual review.

the organisations in the North, who tend to be the most isolated, greatly appreciated the information.<sup>6</sup>

Kasa has contracted Centre for Media Analysis (CMA) to monitor the coverage of NRE in the media. CMA makes short summaries of media stories. These summaries are also distributed to the CSOs affiliated to Kasa via e-mail. Furthermore, CMA is engaged by Kasa to conduct media research on extent and nature of media coverage of NRE issues in Ghana. This includes statistics of the annual media coverage of NRE (refer to section 2.3).

Kasa provided information to the media by holding three media roundtables and two briefings (the target defined by the Donor Agreement was four media roundtables). A media award given for best environmental reportage is to sharpen media attention to NRE issues.

Kasa has planned to prepare State of the Environment Reports. However, in 2012 EU published a thorough report on the state of the environment in Ghana and Kasa therefore decided not to prepare such a report in 2012. It is now planned to prepare a report focussing on NRE governance issues seen from the point of view of communities. The Evaluation Team is of the opinion that it would make sense for Kasa to make this kind of report based on its specific comparative advantage.

**Capacity building:** Kasa has conducted 13 learning events - more than the target of 12 in the Donor Agreement. These events were focussed on organisational governance, financial accountability, strategic planning, climate change, policy advocacy as well as substantive issues within NRE. More than 500 participants from networks in the NRE sector took part in the learning events.

Five learning events were conducted for media professionals (against the target of two of the Donor Agreement). The number of participants in these events was 200.

In addition to the learning events focussed on specific subject matters Kasa has undertaken two broader capacity assessment sessions (one in 2012 and one in 2013). These sessions focussed on organizational and advocacy capacity of networks in the NRE sector (the index values prepared at these sessions are presented in Section 2.3). According to the Donor Agreement 3 networks were to take part in an assessment, but Kasa surpassed this target by including 10 networks. These sessions have included shared learning and peer reviews that participants have found are important inputs for the further development of their organisations and networks.

**Funds for activities:** Although a grant mechanism was never established Kasa has provided limited funds for activities. Kasa has provided funds for

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<sup>6</sup> This system was established by the M&E specialist. Although the attempt to establish an overall system failed some of his efforts actually succeeded.

regular meetings among its affiliated networks and has contributed funds for revival and strengthening of some networks, including RELBONET and regional networks such as WERENGO and NGND. In addition to this two media have been provided with funds for undertaking investigative journalism – which seems to meet the target for support to two coordinated media field trips stated by the Donor Agreement<sup>7</sup>. It appears that these contributions from Kasa have been quite catalytic.

Kasa has by and large produced the outputs defined in the Donor Agreement. In some cases the target has been greatly surpassed. However, in two cases, the outputs are not (yet) produced: the yearly State of the Environment Report and the annual meeting with parliamentarians.

#### **2.2.4 M&E, Reporting and Planning**

The unwieldy nature of the intervention logic made it, in the opinion of the Team, extremely difficult to establish a monitoring framework. The Donor Agreement between CARE and ICCO specified that Kasa was to develop a detailed M&E framework by 31 January 2012 and that this was to include SMART indicators for CSO network capacity and changes in targeted NRE policies. In addition to this a baseline was to be undertaken. However, the Kasa secretariat did not succeed in developing this kind of framework.

Until June 2012 the Kasa secretariat had an M&E officer who prepared a complex proposal for a monitoring framework.<sup>8</sup> This framework was way too difficult to implement but the secretariat did not succeed in developing an operational M&E framework responding to the requirements of the Donor Agreement between CARE and ICCO.

Thus, the project has been left without a monitoring *system*. The outputs have been recorded, and a number of outcomes related to changes in policies are recorded in the annual report to donors (the only report that the Kasa secretariat is required to produce) together with information on media coverage of NRE and self-assessments of organisational capacity facilitated Kasa Secretariat for the CSOs networks that Kasa II works with. However, there is no systematic recording of policy outcomes and this has had negative consequences for policy implementation.<sup>9</sup> Several of the CSOs met have found that issues taken up during the annual review of the NRE sector were

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<sup>7</sup> The Donor Agreement might have referred to a field trip for more media – it is not clear from the wording.

<sup>8</sup> The proposal was a document of 36 pages. The logframe was a table covering 7 pages. The proposal specified that data was collected quarterly, also in cases where this made no sense like for % forest cover of the country or the % of GDP lost due to environmental degradation!

<sup>9</sup> CARE points out that Kasa has conducted media monitoring, commissioned research on media coverage, conducted annual assessments of capacity of CSOs, hold semi-annual performance reviews, conduct monitoring visits etc. etc. On the basis of this CARE concludes emphatically that Kasa has a functioning M&E system.

not effectively follow up and traced after the review and that issues also get lost over the years. The Evaluation Team tried to put all the four annual review reports and communiqués facilitated by Kasa back to back for comparative analysis and found that it is indeed difficult/impossible to trace the issues over the years. An outcome monitoring system<sup>10</sup> might have facilitated this task. Outcome monitoring could have been focussed on recording all issues raised in relation to government (and others) and on tracing the ensuing changes (if any) in government policies. Such a system would in our opinion have been a useful tool for CSOs trying to influence government policies. Such a system does not contain easily quantifiable indicators but it yields data that is meaningful and useful for project implementers.<sup>11</sup>

### 2.2.5 Project Oversight and Management

**Project oversight:** The project document defined the governance structure described in the diagram below. Two organs were to provide oversight the Programme Board (with a Grants Sub Committee) and the CSOs Representatives Committee. However, due to the lack of funds a grants mechanism was not established and CARE decided not to establish the Programme Board, for whom responsibility for processing of grants was to be a major task. The consequence was that the CSOs Representatives Committee, which is constituted by representatives from each of the seven thematic networks listed in Section 2.1, became the organ providing oversight. This has simplified the governance structure, and it has given the CSOs a greater sense of ownership to Kasa II. The CSOs Representatives Committee has definitely been able to set the agenda for the secretariat's work. However, this committee has not addressed specific technical problems, like the absence of a monitoring framework corresponding to the requirement of the Donor Agreement; in this field project oversight has been weak.<sup>12</sup> Likewise the supervision from the donors CARE Danmark and ICCO seem to have been relatively weak; neither do they seem to have addressed these problems.

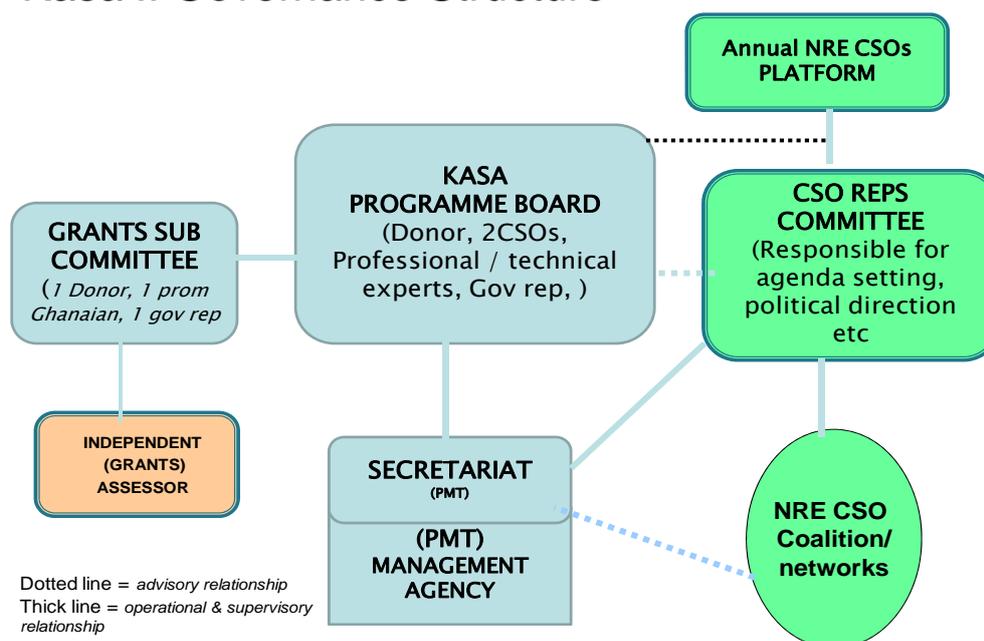
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<sup>10</sup> By 'outcome monitoring' we mean monitoring of results above output level focussed on the 'middle level' objectives in the revised intervention logic for Kasa II: 'CSOs and media able to put NRE onto the political agenda' and 'Good governance of Ghana's natural resources'. We are not referring to monitoring of the 'outcomes' described in the original intervention logic for the project.

<sup>11</sup> Quantifiable indicators for policy advocacy are rarely useful or meaningful for the implementers.

<sup>12</sup> Kasa has benefitted from CARE's various systems, which means that various output like the monitoring plan has been through CARE's quality control mechanism. These systems have benefitted Kasa, but they are by definition segmented functions and cannot be compared to project oversight which has to be done from a holistic point of view.

## Kasa II Governance Structure



**Management:** Despite the problems with design and monitoring, and the potential for conflict with Ghanaian civil society the management of the Kasa secretariat has been able to steer the project free of difficulties. An open and consultative style has been adopted which has contributed to the CSOs gradual assumption of ownership. At the same time the management has kept a clear focus on the Kasa flagship, the annual review, and on capacity building.

### 2.3 Effectiveness

*The extent to which the project's objectives were achieved or are expected to be achieved, taking into account their relative importance.*

This section does assess how far Kasa II has achieved the two objectives in the middle of the intervention logic:

- Good governance of Ghana's natural resources
- CSOs and media able to put NRE on the political agenda

**Capacity to put NRE on the agenda:** Starting with the second objective, which is focussed on capacity and recognition, the networks and CSO representatives met by the Evaluation Team stated that the sharing of experiences and the cross-thematic learning that takes place within the platform has been decisive for their understanding of the issues. The various CSO networks, coalitions and thematic area working groups in mining (NCOM), forestry (Forest Watch Ghana), land (CICOL), water and sanitation (CONIWAS), climate change and environment, oil and gas and fisheries became more informed about happenings and the state of affairs in the

individual thematic areas. Furthermore, the inter-connectedness and strong relationships between the different thematic areas became evident. Thus for instance, information sharing between Forest Watch Ghana (forestry), NCOM (mining) and CONIWAS (water and sanitation) on the clearing of a patch of forest for gold mining purposes and the resultant pollution of rivers which act as sources of drinking water for communities strengthens the case for joint action in advocacy and policy engagements. Thus the capacity of the CSOs to fully comprehend the nature of the problems, their dimensions and ramifications, and the mechanisms for policy engagement has been strengthened.

Individual CSOs have recounted the confidence gained through their participation in the Kasa platform. This has enabled them to raise issues with State institutions such as metropolitan, municipal and district assemblies (MMDAs). One CSO representative summed Kasa's effort aimed at enhancing the capacity of civil society with the following words: *'Kasa is the best thing that has happened to civil society in the NRE sector'*.

At the sessions focussed on organizational and advocacy capacity organised by Kasa (refer to Section 2.2.3) the participating organisations found that the capacity of their organisations had been increased considerably.

Civil society clearly found that its capacity had been enhanced but did other stakeholders find that they had become able to put their issues on the agenda? The government stakeholders and the donor representative met by the Evaluation Team affirmed that this was the case. Civil society has, according to them become recognised as important actors. A representative from the Forestry Commission described how civil society organisations have become recognised and how they are therefore able to put issues onto the agenda: *'We used to see civil society as antagonistic, and they were in fact always criticizing us. Among other things they were always alleging that we were corrupt. But now with the annual reviews they have become more constructive. We have among other things come to appreciate the work civil society are performing with the communities. They have a much better interaction with communities than we have. Community members are generally afraid of FC people wearing uniforms that look like military. Thus in many cases we now ask CS organisations to help us inform and sensitise communities in relation to new policies. Criticism can still be hard, but it keeps us on our toes, it makes us work on solving the issues raised.'*

The representative from EU, who had attended the Government of Ghana's summit on NRE, described Kasa's intervention here as 'outstanding'. Kasa's participation in the Government summit seems to be a good indicator for its recognition and ability to put issues on the agenda. At the earlier summits Kasa was given a modest slot to present its views. However, the time allotted to Kasa has been steadily increasing as has the number of people from civil society invited to take part.

There are a number of other examples of civil society networks being invited by government to take part in working groups or to contribute to deliberations:

- The Coalition on Land (CICOL) for instance has representations at all levels of the Land Administration Project (LAP) being implemented by government.
- The climate change and environment working group has been regularly invited to and has contributed meaningfully on climate change policy discussions.
- The Civil Society Platform for Engagement on the Savannah Area Development Authority (SADA), which has been established with support from Kasa, has a strong representation on the SADA steering committee.

#### Media Coverage of NRE Issues

2008	2009	2010	2011	2012
1%	7%	6%	11%	6%

Source: Centre for Media Analysis (CMA)

Media coverage of NRE issues is an indicator for ability to set the agenda in relation to the general public. According to the statistics on the percentage of articles in the press related to NRE issues the media coverage of NRE has increased considerably. The table shows that in 2008 a mere 1% of the articles dealt with NRE. This increased to 7 and 6% in the following years and peaked at 11% in 2011. It fell to 6% in 2012, which was an election year. Media representatives met by the Evaluation Team attributed the major part of this change to the efforts made by Kasa<sup>13</sup>. This indicates that Kasa has been quite successful although it is unlikely that it will reach 15% in 2013 which the donor agreement has set as target.

**Policy changes:** Has the recognition and the ability to put issues on the agenda of civil society/Kasa led to policy changes within the natural resources sector? Stakeholders met by the Evaluation Team were able to point to a number of areas where civil society networks in their opinion had used the Kasa platform to contribute decisively to the policies within the NRE sector.

One of the important examples is the Petroleum Revenue Act passed in 2011 which ensured accountability and oversight for the oil and gas sector. Revenue reports are regularly made and scrutinised by the Public Interest and Accountability Committee that supervises the area and which comprises

<sup>13</sup> The change must be attributed to activities under Kasa I and the transitional phase.

a representative of civil society and community based organizations.<sup>14</sup> This institutional arrangement ensures that the revenues are channelled to the GoG budget and that Ghana does not repeat the mistakes of countries like Nigeria and Angola.

The laws on mining are less advanced but civil society has contributed to changing the policies in this sector as well: after a review of the fiscal regime of the mining sector the royalty has been increased from 3 to 5%. In addition to this the law on tax of windfall is being revised (though it has currently been put on hold due to resistance from the mining industry), and the Minerals Commission is currently making guidelines for corporate social responsibility (CSR), in addition to a draft mining policy.

The Climate Change and Environment Working Group, which is one of the seven networks constituting Kasa has quite successfully advocated for a GoG policy on climate change and has succeeded to influence the content, the policy's section on the role civil society has essentially been written by this network.

Finally civil society has used the Kasa platform to influence the review of the Constitution which is currently ongoing. One of the major successes is establishment of the people's ownership: it is now stated that land and natural resources are owned by the people and are vested in the President in trust for and on behalf of the people of Ghana. If these and other recommendations that have been accepted by government are finally reflected in the revised constitution and the relevant legislative changes effected, then a good basis for governance of natural resources will be ensured. There is still an opportunity for CSOs to build sustained pressure for government to finalise the constitutional review.

## 2.4 Impact

*The positive and negative effects, intended as well as unintended in relation to the impact group.*

The project document defines the impact group as natural resource-dependent Ghanaians. Impact cannot be measured by this Evaluation in a systematic way as Kasa has not monitored the livelihoods of its impact groups, a baseline does not exist and the Evaluation Team has not been able to collect data at community level. There are, however, indications of positive impacts from the policy changes mentioned in the section on effectiveness (2.3).<sup>15</sup>

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<sup>14</sup> The Committee comprises a broad range of organisations that are normally categorized as civil society like the Trade Union Congress, Ghana Journalists Association, Ghana Bar Association, two representatives from religious groups etc.

<sup>15</sup> The Evaluation Team has not identified unanticipated positive or negative impacts of the project.

Two policies that civil society have promoted have maintained fishing resources of communities: a law has barred trawlers from certain waters near the coast, and the Ministry of Fishing has defined a minimum mesh size of fishing nets to protect the juvenile fish and help to preserve fishing stocks. The coastal communities that have been informed about these measures by civil society organisations make sure that the law is enforced by reporting the ones that break it to the authorities.

Another example is that communities have been given better access to forest resources (and administrative permits for logging have been reduced) due to the policy changes that civil society has worked for. The impact of these policies seems to be better access to food for community members.

Finally GoG has recently done more to stop illegal mining due to pressure from civil society. The reduction in illegal mining would result in reduction of the pollution of water resources caused by illegal mining – with the impact women and girls can continue to collect water from nearby sources and do not have to walk long distances to collect water.

The activities of CSOs in the mining sector have empowered communities and they are able to challenge illegal acquisition of their farm lands, demand their rights to fair, prompt and adequate compensation. Communities affected by mining are now environmentally more vigilant, especially in detecting and exposing mining companies that are polluting their water bodies. Eg Newmont Ghana had to pay a fine of GH¢ 7million (about \$5 million) for cyanide spillage in its Ahafo mines in near Kenyasi in the Brong Ahafo region of Ghana, and affected communities had 45% of the fine for their community development needs.

## 2.5 Sustainability

*The continuation of benefits from the project after it has been completed. The resilience of the organisational capacities that have been built.*

Kasa has, as mentioned, contributed to a number of important results at policy level. However, these policies will only lead to improvements on the ground if civil society, the media and other stakeholders keep the pressure on the government and on private companies that are to implement and act according to these policies. Thus, the ability of civil society and media to continued engagement with government and the private sector in order to defend the interests of local communities and to protect the environment is the key to sustainability of the results achieved. A platform for coordination and engagement with government (which has up to now been provided by the Kasa secretariat) is important for undertaking this role effectively. Without such a platform civil society would easily revert to contradictory voices and conflicting actions.

A key question to be addressed is how far the networks within the NRE sector are interested in taking over this platform? Do they have ownership to

the platform? And will they in fact have the capacity to take over the platform?

Only one of the networks met by the Evaluation Team found that there are still issues related to ownership and legitimacy of Kasa; all the others stated that they feel that they have ownership to Kasa. It appears that the establishment of a CSO and Media Representatives Committee as an agenda setting mechanism has indeed increased the feeling of ownership.<sup>16</sup> But as they also stated that they wanted 'an independent Kasa', they indicated that Kasa is not yet fully theirs (it is obviously still in the hands of CARE) but that they wanted to take on full ownership. Not all had clear ideas on how Kasa could be taken over by civil society, but some indicated that they preferred Kasa as an independently registered organisation under a board of representing Ghanaian civil society. Two networks stated that they preferred the Kasa platform being hosted by an existing network, one of them emphasised that they wanted to avoid creating an 'extra layer of CSO bureaucracy'.

Kasa II has in other words succeeded in creating ownership within Ghanaian civil society. But it has not yet established the CSO managed and owned secretariat envisaged by the project document<sup>17</sup> and it has not yet prepared a clear plan for a sustainable platform (Kasa) owned by the local CSOs – which the Donor Agreement had directed it to do. However, the CSO and Media Representatives Committee has recently embarked on preparing such a plan.

The Evaluation Team is of the opinion that it is important to consider the options for the institutional set-up of a CSO-owned secretariat carefully as the institutional set-up has important consequences for the sustainability and the effectiveness of the civil society platform.

A future Kasa fully owned by the Ghanaian civil society is envisaged to be governed by a board appointed by CSO networks and media, but the secretariat can be organised in two ways:

- As an independent organisation: This is the way CONIWAS and NGND are organised.
- Hosted by an existing network: This is the way Forrest Watch Ghana has been set-up, it is hosted by the organisation Civic Response. Another example is the Oil and Gas Platform, which is hosted by ISODEC. Such an arrangement need not be permanent after a number of years the board or an annual general meeting might decide that Kasa will be hosted by another network (rotation).

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<sup>16</sup> This feeling of ownership among the CSOs must also be seen as the result of the flexible and consultative style of the Kasa secretariat Management.

<sup>17</sup> Kasa has taken important steps by preparing draft plans for post 2013.

The two different institutional set-ups have different implications for the practicalities of meeting the needs of a future Kasa. A majority of the networks and organisations seemed to prefer setting up an independent organisation, but none of them had yet analysed the all implications of the two options. The different practicalities for setting up and operating Kasa are described in the table below:

**Practicalities for Setting up a Kasa fully Owned by Ghanaian CSOs:**

<i>Requirement</i>	<i>Setting Kasa up as an independent organisation</i>	<i>Hosting Kasa by an existing network</i>
Registration	Kasa has to be registered	No need for registration
Office facilities	Kasa will rent an office and acquire and operate office equipment	Kasa will pay the hosting organisation for use of office space and equipment. Will probably need to acquire and operate some additional equipment as well.
Staff	Kasa will employ its own professional and support staff	Kasa will employ its own professional staff. The hosting organisation will provide support staff. Kasa will pay for this service.
Administrative systems (e.g. for procurement and accounting)	Kasa will have to define its own administrative systems	Kasa will (in principle) use the administrative systems of the hosting organisation

The consequences of the two options need to be carefully studied and compared before a final decision is made. The Evaluation Team has provided a comparative summary of the two options in the table on the next page.

**Consequences of the Options for the Future Institutional Set-up of Kasa**

<i>Issue</i>	<i>Independent Kasa</i>	<i>Kasa hosted by network</i>
Cost	Considerable fixed costs for rent and for facilities	Low fixed costs. Lower costs in general due to the economies of scale of using systems and facilities of host.
Resilience and sustainability	With scarce funds Kasa will be caught in a trap where all available funds have to be used for paying the fixed costs with nothing for activities. This will put sustainability at risk because network members and donors will be disinclined to support an organisation that does not perform.	With scarce funds Kasa will be able to downscale its costs to enable it to focus sharply on core or priority activities. However if the host organisation gets into trouble due to lack of funds, conflicts within the organisation, this will affect Kasa too. In the medium term Kasa would then have to move to another host
Funding opportunities	Kasa can source from funds from donors	Kasa is unable to source directly for funds from donors because it is not registered. However, it could decide to register.
Accountability to members and conflict potential	Member networks may fear (with or without reason) that Kasa will avoid accountability to members and pursue the secretariats own interests by competing with them for scarce resources. Providing Kasa with resources for capacity building and funding for activities has the potential to aggravate such conflicts.	Member networks may fear (with or without reason) that the hosting organisation will avoid accountability to members and pursues its own interests by diverting common resources to its own network activities. Providing Kasa with resources for capacity building and funding for activities has the potential to aggravate such conflicts.

The Evaluation Team is of the opinion that two of the resources currently provided to the CSOs and media by the Kasa secretariat, capacity building and funds for activities, have the potential to generate conflicts within a Kasa fully owned by Ghanaian CSOs. However, these resources need not be provided by a future Kasa fully owned by Ghanaian civil society and media; the (temporary) support mechanisms might in the future be undertaken by CARE in order to avoid (suspicion of) corruption /favouring of own interests and the conflicts generated by this. It is therefore important to consider unbundling the functions currently performed by Kasa (platform for NRE advocacy and coordination, provision of information, capacity building of CSOs and media, and provision of means for activities).

A Kasa fully owned by Ghanaian CSOs and media cannot be established when Kasa II expires (31<sup>st</sup> December 2013). CARE will need to extend operation of the Kasa secretariat for some months until the Ghanaian CSOs and media have decided how they will take over. When they take over they will need financial support as well as technical assistance. Through technical assistance CARE should ensure that the technical skills and knowledge of the current Kasa secretariat is transferred to the future secretariat.

It is important to emphasise that Kasa is fully in line with the Forestry and Extractive Industry Civil Society Support Programme which CARE Denmark and CARE Ghana are currently preparing. In fact Kasa should in the opinion of the Evaluation Team be seen as a corner piece of such a programme.

The Donor Agreement directed Kasa to develop a funding strategy for civil society and media mechanisms with '*possible contributions of private sector, government and other donors*'. Kasa has recently embarked on this issue and the main point of the strategy seems to be providing CSOs with fund-raising skills, which will enable CSOs to source funds more effectively from the Western donors and the grant mechanisms they have established; they are currently the only sources of funds for civil society. While fund-raising undoubtedly is a useful skill for the Ghanaian CSOs Kasa seems to have begged the difficult question of how and under what circumstances CSOs could and should source funding from government, from the private sector or from donations from the public. The consequence seems to be that the Ghanaian CSOs will not source for alternative funding but will remain dependent on Western donors. However, due to the fact that Ghana has become a middle-income country Western donors will be withdrawing. Sourcing funds from Western donors only will therefore hardly provide for long run sustainability.

### 3 Recommendations

- 1) **CARE** should include support to the functions currently provided by the Kasa secretariat in the programme currently prepared by CARE Denmark and CARE Ghana.
- 2) **CARE** should extend support to the Kasa secretariat for 3 months to enable it to perform its basic functions at the current level while the Ghanaian CSO networks and media prepare taking over. Within this period the Kasa secretariat should focus on preparing a “State of NRE Governance” report based on evidence from CSOs work with communities and preparing civil society’s fifth annual review of the NRE sector.
- 3) **CARE** should transfer the Kasa civil society platform and information resource centre to the Ghanaian networks working within the NRE sector 1<sup>st</sup> April 2014.
- 4) **CARE** should in the future undertake two functions currently undertaken by the Kasa secretariat: (i) capacity building of CSOs and networks and (ii) provision of limited funds for their activities.
- 5) The **Ghanaian CSO networks and media** should decide on the institutional setup they want for a future Kasa: an independent registered organisation with its own offices and administrative procedures, or a secretariat hosted by one of the networks.
- 6) **Kasa** should develop a system for monitoring policy outcomes. This system should trace all policy issues raised as well as the ensuing policy changes over the years. The system should not necessarily contain quantifiable indicators.
- 7) **Kasa** should develop a strategy for the sourcing of funding from government, from the private sector and from donations from the general public.

These recommendations are operationalized in the plan for establishment of a New Kasa secretariat presented in the table on the next page.

**Plan for Establishment of a New Kasa Secretariat during 2014**

<i>Time</i>	<i>Ghanaian CSOs/the New Kasa secretariat</i>	<i>CARE/the old Kasa secretariat</i>
Jan - Mar 2014	Decide on the institutional setup for a future Kasa before 1 <sup>st</sup> February and elect a board.  February and March: - Recruit staff, - hire office facilities, - procure office equipment.	Support the Kasa secretariat to enable it to perform its basic functions at the current level. The Kasa secretariat focus on - preparing a "State of NRE Governance" report based on evidence from CSOs work with communities and - preparing civil society's fifth annual review of the NRE sector.
Apr - Jun 2014	The new Kasa secretariat takes over on 1 <sup>st</sup> April. Management and administrative procedures are defined and established	Provide technical assistance for transfer of systems to the new Kasa secretariat
Jul - Dec 2014	Develop a strategy for the sourcing of funding from government, from the private sector and from donations from the general public.  Develop a system for monitoring policy outcomes.	Provide technical limited technical assistance to the new Kasa secretariat in specific fields  Provide capacity building to CSOs and networks working with NRE  Provide funds for activities to CSOs and networks working with NRE

## **Annex 1: Terms of Reference for External Final Evaluation of the Kasa II initiative**

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### **I) KASA BACKGROUND**

IN RECENT YEARS GHANA ECONOMIC GROWTH RATE HAS BEEN COMPARATIVELY, IMPRESSIVE. IN THE LAST FIVE YEARS GHANA GDP HAS EXPANDED AT AN AVERAGE RATE OF OVER 7% PER ANNUM. Ghana depends heavily on natural resources and the environment for national growth and development. However, environmental and natural resource depletion present a major threat to fulfilling Ghana's growth and poverty reduction efforts. The World Bank estimates the land degradation and deforestation from the key driver's of Ghana's economic growth to be equivalent to about 2 % GDP in 2010. however, the total cost of environmental degradation is as high as 10 % of GDP in 2010 considering the impacts of the unsustainable productive base of the economy on human, natural and social capital lost annually through unsustainable use of the country's forests, wildlife, land resources, fisheries and public health-related costs from water supply and sanitation and indoors and out door pollution.<sup>2</sup> while Ghana is commended for making tremendous strides towards the attainment of the five of the millennium development goals (MDPs) by 2015, the negative impacts of the GDP growth drivers threaten Ghana's effort at meeting MDG 7 on Environmental Sustainability to reverse the loss of environmental resources, reduce biodiversity loss especially number of species facing extinction, the proportion of the population without sustainable access to safe drinking water and basic sanitation.

Civil society organizations have for several years advocated for sustainable management and good governance of Ghana's natural resources. With the sustained pressure of civil society organizations, the support of Development partners and with the recent discovery of oil in Ghana, the importance of good governance and sustainable management of Ghana's natural resources has gained centre stage as a national development issue that has a direct bearing on development and poverty reduction.

The Government of Ghana, in recent years, started pursuing a systematic and comprehensive policy direction that recognizes the importance of natural resource and environmental governance to national development and poverty reduction. This policy direction is reflected in the Natural Resource and Environmental Governance (NREG) Program which started in 2008. The NREG Programme is a recipient mechanism for multi-donor sector budgetary support to the Government of Ghana (GoG), through a frame work of priority policy objectives, benchmarks and targeted actions addressing governance issue in Forestry & Wildlife, Mining and Environment. NREG is expected to support governance reforms in the sector and contribute to poverty reduction and sustainable economic growth.

Within the NREG Sector Budget Support, Government and Development Partners recognise the important role of civil society in natural resource and environmental governance in Ghana, and the need to establish a civil society sector support mechanism to enhance effective participation and social accountability within the NRE sector. This recognition gave birth to Kasa as civil society support mechanism in the NRE sector.

The Royal Netherlands Embassy in Accra, in collaboration with CARE, SNV and ICCO supported the establishment of a two-year pilot civil society support mechanism for the NRE sector, called “Kasa”. Kasa (which also means “*to speak out*”) is a NRE sector specific support mechanism for CSOs to facilitate civil society participation and evidence-based advocacy for good governance of Ghana’s Natural resources and the environment.

## **II) KASA PROJECT DESCRIPTION**

Kasa is the civil society support mechanism that aims to promote evidence-based research and advocacy in the Natural Resource and Environment sector. Kasa seeks to provide capacity building support and platforms for Civil Society and Media organizations coordinated engagement with government and concerted advocacy for equitable access, accountability and transparency in Natural Resource and Environmental Governance (NREG) in Ghana with the purpose of reducing poverty. The Kasa initiative started in August 2008 as a two year pilot ending in 2010. 2011 was more of a transition phase for Kasa, during which some key activities including the participatory design of the Kasa phase II proposal was completed, with fundraising and implementation being roll-out. The second phase of Kasa (2011-2013) is currently being funded by ICCO, CARE Denmark and DANIDA..

**The Kasa phase II design** document had envisaged a long-term programme which will continue to bring all sub-sectors and non-state actors together for constructive dialogue and efforts towards more accountable, transparent and responsive governance of the environment and natural resources in Ghana.

The ***Goal of Kasa:*** Contribute to poverty reduction through responsive, accountable and transparent Natural Resource Governance, which ensures active participation of citizens, protects the rights of women, the poor and vulnerable in the extraction and management of Ghana’s natural resources and the environment. In short, Kasa aspires to contribute to poverty reduction among natural resources dependent communities, through improved natural resources and environmental governance in Ghana.

***The Specific objective (purpose) of Kasa is that:*** Civil society and media organisations are strengthened and work in a concerted effort, advocate for equitable access, accountability, transparency and citizens participation in natural resource and environmental governance in Ghana.

### ***Anticipated Outcomes / key results areas:***

**Outcome 1:** Enhanced civil society and media proactive and concerted engagement for the development and implementation of pro-poor policy and legislation in the NRE sector.

**Outcome 2:** Strengthened capacity of emerging NRE networks and coalitions of civil society/media organisations to effectively advocate for equitable, transparent and accountable NRE governance.

**Outcome 3:** Increased media coverage of NRE issues for public awareness and advocacy at national, district and community levels.

**Outcome 4:** Kasa Secretariat develops into an effective local CSO- owned and managed initiative with a long term perspective

**Outcome 5:** An effective and responsive NRE sector focussed grant mechanism supporting NRE CSOs, and media advocacy on NRE Issues, in place.

Kasa II implementation is being funded by ICCO and CARE Denmark. CARE in Ghana provides strategic management and operational support for Kasa secretariat. This current funding phase is for the period November 2011 to December 2013. However, this current funding does not cover the grants components of the project as was envisaged in outcome 5 and 4.

The Strategies adopted by the Kasa initiative has mainly been:

- Provide and manage Grants to support Media and CSOs research and evidence-based advocacy for equity, transparency and accountability in the NRE sector.
- Capacity enhancement to ensure effective advocacy for improved governance of the NRE sector in Ghana. This included strengthening individual NRE CSOs and their networks and coalitions for concerted and coordinated advocacy on NRE policy related issues.
- Communication and Outreach to facilitate and disseminate relevant information amongst partners and stakeholders in the NRE sector and facilitating active participation of the media in reportage on NRE issues.
- Forums and platforms for CSO coordinated engagements on NRE issues, including forums for sharing and learning, forums for annual NRE sector reviews and analysis of policy issues for strengthening joint advocacy efforts, and platforms for engaging with government, sector donors;

#### **THE PURPOSE AND SCOPE OF THE EVALUATION**

This is primarily an external evaluation of Kasa within an end of ICCO's and CARE DK's current funding phase for Kasa; ending December 2013. The overall aim of the evaluation is two-fold - **Accountability** to funding partners and other stakeholders; and also **Learning**. Accountability in terms of performance or extent of achievement against agreements with Kasa donors; and Learning in terms of the lessons and stakeholder perspectives for sustaining and strengthening Kasa beyond its current funding phase.

The purpose of the external evaluation is to assess the relevance and effectiveness of the Kasa initiative as a civil society support mechanism within the NRE sector of Ghana. The evaluation is intended to generate knowledge and experiences / lessons from Kasa's implementation and how this could inform options for sustaining and strengthening Kasa as an independent CSO-led and CSO-owned long term support mechanism for coordinated civil society engagement in the Natural Resource and Environment sector of Ghana.

#### **The immediate Objectives of evaluation is to:**

- a) Assess Kasa performance and the extent to which the expected project outputs and outcomes have been achieved; in particular, **evaluate the current project funding phase with its actual results against:**
  - i. the objectives and result agreements as formulated in the Specific Contract Terms and Conditions between ICCO and CARE for the implementation of the Kasa initiative,
  - ii. the results at outcome level that were expected according to the objectives and results agreements for Kasa funding.
- b) Assess the relevance of the Kasa framework and the extent to which Kasa has influenced or provided a mechanism by which CSOs can influence policies and practices in the NRE sector in Ghana
- c) Identify and assess Kasa stakeholders' perspectives and opportunities for sustaining and strengthening Kasa as an independent CSO-led and CSO-owned long term support mechanism for coordinated civil society engagement in the NRE sector of Ghana.
- d) Identify lessons learnt and provide recommendations on how this could inform the operations of the Kasa initiative beyond the current funding phase.

### III) KEY FOCUS AREAS AND SOME EVALUATIONS QUESTIONS TO BE ADDRESSED

The evaluation may be guided by key questions including the following:

1. **Relevance** (significance and adequacy of project design /approach and linkages to priorities and needs of sector and stakeholders)
  - *Was the project design relevant and worthwhile, given the situation that the project was intended to address?*
  - *How relevant was the project outputs towards its purpose and goal?*
  - *Can / Is Kasa relevant to CSOs **without its sub-grants component?** And how?*
  - *How relevant and effective were the management / institutional arrangement / partnerships for the delivery of the Kasa initiative? Etc. etc.*
  - *How do Kasa stake holders perceive the relevance of Kasa to their work and needs*
2. **Effectiveness** ( achievement of project deliverables and results) and **efficiency** (*how result were achieved given resources available*)
  - *To what extent has Kasa contributed towards its outcomes and longer term goals?*
  - *Have the expected outputs been achieved? Why or Why not?*
  - *How efficiently were resources used towards achieving Kasa's goals and outputs?*
  - *How do the kasa stakeholders rate performance of the kasa project?*
  - *What roles are CSOs currently playing or prepare to play to contribute to effectiveness and efficiency of kasa*
3. **Impact / effects of the project** (Has Kasa made any impact or effect?)
  - *What developments/outcomes within the NRE sector can be associated with the Kasa project intervention? or the activities of kasa supported CSOs.*
  - *Whether and how the NRE sector and the NREG policy framework has been informed or influenced by kasa / any of the CSOs in Kasa, or, Kasa platforms or media interventions?*
  - *Have there been any unanticipated positive or negative consequences of the project? Why did they arise?*
4. **Sustainability** of the outputs and outcomes
  - *Can the achieved outputs and outcomes be sustained after the project funding to ensure continued impacts? Why or Why not?*
  - *How do the initial funders of Kasa (and other stakeholders in NRE sector) see the future of the kasa initiative and whether it will be worthy of their continued support?*
  - *What are the opportunities and strategies for sustaining and strengthening Kasa as an independent CSO-led and CSO-owned long term support mechanism for coordinated civil society engagement in the NRE sector of Ghana. What institutional / management arrangements do CSOs prefer to enhance ownership and sustainability of kasa? Etc.*
5. **Lessons learned**
  - *What lessons can be drawn from Kasa that inform the operation of a long term support mechanism for civil society organisations in the NRE sector.*

### IV) PROPOSED EVALUATION METHODOLOGY

The evaluation will be led by an external consultant working with a local consultant. The external consultant will identify / suggest the local consultant to work with and this must be agreed by both Kasa PMT and external consultant. Alternatively CARE could identify and suggest possible external and national consultants who meet the requirement and apply the necessary CARE consultancy contracting process.

The consulting team will be appropriately independent from the Kasa initiative and CARE and conduct the evaluation from an informed ‘outsider’ perspective.

The evaluation will comprise of analytical and participatory processes including the following:

- Review of project documentation and related documents on the NRE sector: this will includes NREG documents, Kasa II project design documents, Kasa donor contracts/agreement, Kasa annual progress reports, FEICS Program Documents, Kasa Workshop reports, etc. etc.
- Review and analysis of CSOs’ involvement and role in NRE sector over the evaluation period;
- Field visits, interviews and discussions with CSOs participating in the Kasa platform
- Conduct interviews with, Kasa funders and project staff / secretariat
- Interview other stakeholders including ENR sector group members, and relevant Govt. agencies.
- A validation workshop with Kasa stakeholders
- The consultants may propose additional methods of conducting this evaluation.
- The evaluation report should not be more that 50 pages excluding annexes.

**V) EXPECTED OUTPUTS/DELIVERABLES FROM CONSULTANT**

- Interested consultants should respond with a statement of eligibility and availability for this assignment (including CVs and fee rates and a brief proposed approach)
- Review and comment on the draft TOR with the Kasa team to finalize the TOR-content reflecting any proposed changes in methodology and process plan.
- Conduct documents / literature reviews, field visits and interviews for data collection and analysis.
- Present key findings to Kasa stakeholders at a validation workshop on **18th** November 2013,
- Submit Draft evaluation report to CARE / Kasa PMT by **28th** Nov. 2013,
- Submit a Final Evaluation Report by **11th** December 2013, incorporating feedback from client., and in line with

**EVALUATION REPORT GUIDELINES (SEE APPENDIX ATTACHED)**

The evaluation report should not be more than 50 pages excluding annexes. The contents of the report should address the objectives and issues in the TOR and should include and executive summary which can be used independently. For detail guide on the structure of the report see appendix A attached, ICCO guide on evaluation report.

**VI) DRAFT TIME FRAME / Itinerary for Kasa II Evaluation.**

Date	Activity
<b>31<sup>st</sup> Oct- 1<sup>st</sup> Nov 2013</b>	Preparations and literature reviews
<b>3<sup>rd</sup> Nov. 2013</b>	External consultant arrive Ghana
<b>4<sup>th</sup> -8<sup>th</sup> Nov, 2014</b>	Team Commence fieldwork including meeting with CARE/Kasa Staff, stakeholder interviews etc. in addition to documents analysis.
<b>10<sup>th</sup> Nov. 2013</b>	<b>Travel to Tamale on Sunday</b>

<b>11<sup>th</sup> – 12<sup>th</sup> Nov. 2013</b>	Continue stakeholder interviews in Northern Ghana.
<b>12<sup>th</sup> Nov. 2013</b>	<b>Travel from Tamale to Accra by evening flight</b>
<b>13 - 14<sup>th</sup> November 2013</b>	Follow ups meetings (if any) and Preparations for validation workshop
<b>16<sup>th</sup>-17<sup>th</sup> November</b>	Free weekend
<b>18<sup>th</sup> November 2013</b>	Stakeholder validation workshop
<b>19<sup>th</sup> November 2013</b>	Consultants' Participation in CARE's FEICS Evaluation validation meeting- half-day.
<b>19<sup>th</sup> November 2013</b>	Departure of external consultant in the evening
<b>28<sup>th</sup> November 2013</b>	Submission of draft evaluation report by 28 <sup>th</sup> November 2013
<b>4<sup>th</sup> December 2013</b>	Client Feedback to consultant on draft Kasa evaluation report by 4 <sup>th</sup> December 2013
<b>11<sup>th</sup> December 2013</b>	Submission of final Kasa evaluation report by 11 <sup>th</sup> December, 2013.

## VII ) QUALIFICATIONS OF CONSULTANT(S)

A team of two consultants is required. One must be external / international consultant to lead the process, working with national (Ghanaian) consultant.

The Consulting team should have the following qualification and skills:

- The team should have demonstrated knowledge, experience and skills in assessing civil society capacity building and policy advocacy initiatives or grants mechanisms.
- The team should have considerable experience in designing qualitative and quantitative monitoring and evaluation processes and in evaluating development programmes.
- Knowledge of Civil society, the NRE sector, and governance issues internationally and nationally (in Ghana), especially experience with CSO engagement in the NRE sector and in decentralization context will also be an advantage
- Familiarity with CSO funding initiatives in Africa
- Demonstrated experience in facilitating reflective learning and action sessions
- Demonstrated experience in utilizing participatory approaches.
- Strong communication, documentation and presentation skills.
- Demonstrated experience in Project review and evaluations of similar kind
- The team must be appropriately independent from the Kasa initiates or CARE. ie should not have been involve in Kasa initiative in any way that may affect the purpose an independent external evaluation exercise.
- Professional experience in organisational development (OD) and capacity building of civil society sector.
- The consultant should have at least a Master's Degree or equivalent qualification in any of the social sciences with at least 5 years post qualification experience in conducting similar exercises.



## Annex 2: Persons met and Itinerary

DAY	NAME OF ORGANISATION	REPRESENTATIVE
<b>TUESDAY,5/11/13</b>		
9:00 am	FORESTRY COMMISSION	Oppong Sasu
10:00 am	ISODEC/Oil & Gas Platform	Dr Manteaw
11:00 am	SSF	Louis Acheampong
11:30 am	Western Region Network of NGOs (WERENGO)	Kwame Mensah
<b>WEDNESDAY,6/11/13</b>		
9:00 am	MLNR	Yunus Macdana
10:00 am	WACAM	Hannah Owusu Koranteng
11:00 am	CEIA	Samuel Obiri
1:00 pm	FA	Nii Richster
2:00 pm	Friends of the Nation (FON)	Kyei Mensah
<b>THURSDAY,7/11/13</b>		
9:00 am	Centre for Media Analysis (CMA)	Dr Mawugbe
3:00 pm	Religious Bodies Network on Climate Change and Environment (RELBONET)	Charles Agboklu
<b>FRIDAY,8/11/13</b>		
9:00 am	Coalition of NGOs in Water and Sanitation (CONIWAS)	Ben Arthur
10:30 am	Forest Watch Ghana (FWG)/CIVIC RESPONSE	Mawutor/Kafui
12:00 pm	CONSULTANT	Esi Johnson
<b>MONDAY,11/11/13</b>		
8:00 am	Zasilari Ecological Farming Project	Issifu Sulemana
10:00 am	GDCA	Osman Abdul-Rahman
		Nashiru Bawa
		Lukman Yussif
		Mutari Abubakari
12:00 pm	Rural Media Network (RUMNET)/Media Alliance for Sustainable Environment (MASE)	Abdallah Kassim Npong
	KASA	Zariatu Alhassan
3:00 pm	SEND GHANA	John Nkaw
<b>TUESDAY,12/11/13</b>		
10:00 am	Northern Ghana Network on Development (NGND)	Theophilus Dokurugu
		Abdallah Kassim
		Abdul-Karim Ziblim
		Gifty Awuni
<b>WEDNESDAY,13/11/13</b>		
10:00 am	European Union	Bart Missinne
11:30 am	CARE	Christine (Dep. CD) Albert Katako
12:30 pm	Strategic Youth Network for Development (SYND)	Ezekiel Chibezie
3:30 pm	CESIS	Richard Ellimah
<b>THURSDAY,14/11/13</b>		
10am	KASA	Zakaria Yakubu
<b>FRIDAY.22/11/13</b>		
12:30 pm	Natural Resources & Environmental Governance (NREG)	Franklin Ashiadey

**KASA II VALIDATION EVALUATION WORKSHOP**  
**COCONUT GROVE REGENCY HOTEL, ACCRA**  
**REGISTRATION FORM**  
**DATE: 18<sup>TH</sup> NOVEMBER,2013**

<b><u>Name of Participant</u></b>	<b><u>Name of Organization</u></b>	<b><u>Location</u></b>	<b><u>Email Address</u></b>
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### Annex 3: Revised Logical Framework for Kasa

<i>Intervention Logic</i>	<i>Indicators and targets</i>
<b>Development Objective:</b> Poverty reduction	<ul style="list-style-type: none"> <li>Vulnerable and resource-poor women benefit from improved access to natural resources</li> </ul>
<b>Immediate Objective:</b> Good governance of Ghana's natural resources	<ul style="list-style-type: none"> <li>Proposals from CSO networks are incorporated in the policy framework for NRE</li> </ul>
<b>Outcome 1:</b> Ghanaian civil society organisations and their network operating within the field of NRE have capacity to interact effectively with government	<ul style="list-style-type: none"> <li>Strengthened capacity of 3 emerging networks/ coalitions of CS/media organisations to effectively advocate for equitable, transparent and accountable NRE governance. (Networks have: strategic plan, regular meetings with members and are scoring beyond average on 'organizational and advocacy capacity index').</li> </ul>
<b>Outcome 2:</b> Ghanaian media have capacity	<ul style="list-style-type: none"> <li>Increased media coverage of NRE issues</li> </ul>
<b>Output:</b> Effective and sustainable CSO-owned mechanism for coordinating CSO engagement with government and parliament in the NRE sector	<ul style="list-style-type: none"> <li>Detailed M&amp;E framework including a baseline with SMART indicators for network capacity development and targeted NRE policies in place by January 2012.</li> <li>Funding strategy for CS and media in place</li> <li>Quarterly learning events for CSO networks on organisational governance, accountability, technical NRE issues and policy advocacy</li> <li>Two learning events on NRE issues and environmental journalism conducted for the media (2012 and 2013)</li> <li>Learning events on CSO engagement with private sector</li> <li>Clear plan for an independent CSO owned secretariat for Kasa</li> </ul>