Towards a Learning Centred Planning and Monitoring system for capacity development

The case of World Solidarity's Social Movements Programme

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Abstract

This case study tells the story of World Solidarity, a Belgian NGO who, together with its partner organisations across different continents, used elements of outcome mapping to monitor processes of capacity development. The case describes how the complex reality of working through social movements is better served by an actor focused monitoring system that promotes learning and builds relationships among programme partners. The case highlights how such monitoring system requires a considerable shift in practice that becomes more oriented towards learning about unpredictable results as compared to the more administrative management of predetermined result frameworks.

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1. Introduction

World Solidarity (WS) is a Belgian NGO rooted within the Belgian Christian Workers movement. In collaboration with social movements and civil society organisations across the world, it seeks to contribute towards more equitable and sustainable development. Empowering people through organizing them in social movements is a key characteristic of World Solidarity's work. This goes beyond supporting service delivery towards vulnerable groups but also involves an important element of political action towards social change. Being part of a globally ramified social movement,World Solidarity strongly values collective action and learning together with its partner organisations[4].

At the same time, World Solidarity has faced challenges to do justice to these values as it is trying to work within a results based management framework as required by its main donor which is the Belgian Ministry of development cooperation. The challenge does not stem from the idea of working towards results and results based thinking. Instead, the main challenge is linked to the limited utility of results based management approaches that follow a logic of linearity, predictability and control when dealing with complex processes of social change. Linear planning models with detailed operational plans over several years and uniform indicators, while found useful for administrative follow up of planned activities, they have proven to be less useful to promote programme adjustments according to lessons learned about the programme's results. In addition, actors tend to be abstracted in such models. This can result in limited clarity about the responsibilities, roles or expectations of different actors within a programme which may in turn hinder the development of trustful relations which is an important aspect of working with social movements.

To address this challenge, World Solidarity experimented with outcome mapping as actor centred planning and monitoring methodology. This paper describes how elements of outcome mapping[5]were used to help partner organisations to plan and monitor their capacity development process. We start by giving a brief overview of some important evolutions in World Solidarity's work with social movements. We then elaborate how the specific nature of World Solidarity's relationship with its partner organisations poses some dilemmas in relation to monitoring processes of capacity development. In addition we outline the rationale for using outcome mapping and describe how World Solidarity customized elements of outcome mapping to suit its specific context. We also discuss the outcomes from the first monitoring cycles in this pilot project. Finally we reflect on the remaining challenges and the opportunities for deeper reflection and learning during the monitoring of capacity development processes.

[4]World Solidarity collaborates worldwide with almost 80 partner organizations in 31 countries (15 in Africa, 8 in Asia and 8 in Latin America.

[5] Earl, S., F. Carden, and T. Smutylo (2001) Outcome Mapping: Building learning and reflection into development programs, Ottawa: International Development Research Centre (IDRC).

2. Supporting development through social movements – An evolving strategy

World Solidarity was created in 1971, but its international activities startedin earnest since 1991. Since that time World Solidarity has continued to adapt its strategies to the changing environment at international and national level and to the specific context of its partner organisations. Below we describe the three major strategic shifts that can be observed.

The period 1991-1997 was marked by a project approach whereas World Solidarity was helping to build new independent social movements following the democratization process that followed the fall of the Berlin wall. These projects were organized either with national organizations (e.g. trade unions, youth and adult workers' movements, mutual health organizations, cooperatives) or through regional platforms (e.g. trade union networks such as DOAWTU in Africa, CLAT in Latin America and ASEAN in Asia). During this period World Solidarity used to support annual programmes that were mainly aimed at the institutional development of its partners through training, advice for restructuring and provision of office equipment.

From 1998 till 2007, and with the support of the Belgian Ministry of Development Cooperation, World Solidarity embarked on a program approach, characterized by multi-annual plans that aimed mainly at strengthening the capacity of its partner organizations at regional and national level so that they could contribute significantly to the improvement of workers' working and living conditions, poverty alleviation and social justice.

Since 2008, World Solidarity has reoriented its focus towards supporting the actions of its partner organisations in order to achieve concrete results at the level of the final beneficiaries. Support towards capacity development is still given but partner organisations are not made accountable for their capacity development process. Support for capacity development is given through the promotion of North-South and South-South cooperation and through support activities organized at regional and continental level such as for example training seminars or coaching support.

3. Strengthening the capacity of social movements - a reality or a noble assumption?

It is assumed by World Solidarity that the support it provides to its partner organisations does not only help them achieve concrete results for the programme's final beneficiaries, but also contributes to the development of their own capacity. Some observations within the programme help to support this assumption. For instance, it was noticed in a number of countries and regions (HIVA & WSM, 2012)[6]that staff of partner organizations had started to plan and monitor programme activities as a team. As a result, the follow up of the program was done by a larger number of staff in a participatory way. At the same time, specific moments for evaluation had become more institutionalized. Also, a number of partner organizations increasingly worked in synergy with other actors while others had shown to conduct their political actions in a more structured and effective way.

[6] Hiva & WSM, (2012). WSM, a partner in synergies for development. Good practices of successful collaborative action from Asia, Latin America and Africa, World Solidarity, Brussels.

Nonetheless, it remained challenging to monitor and learn from these processes of capacity development in a more systematic way. Lessons learned were also not well documented. In addition, without regular monitoring and follow up it was difficult to learn if these changes in capacity represented structural changes that could be sustained over time. Furthermore, World Solidarity staff didn't have a common view on the concept of capacity building. Each program officer had his or her own view of promoting capacity building, as a strategy to achieve results related to labour and sustainable development.

The specific nature of World Solidarity's relationship with its partner organisations poses two dilemmas that help to explain the above mentioned challenges in relation to monitoring processes of capacity development.

1. Firstly, World Solidarity assumes that its programme provides a conducive context for its partners to develop their own capacity. At the same time, it recognizes the sovereignity and independence of its partner organizations. Hence, it doesn't want to make the partners accountable towards World Solidarity for their capacity development process. While this resonates well with recognizing capacity development as an endogenous process it gives World Solidarity little guarantee that it will be able to formally verify its assumption that the partners will emerge with more capacity at the end of the programme.
2. Secondly, part of World Solidarity's support strategies consist of close collaboration with its partners during concrete actions and campaigns in the field. An external evaluation of capacity development strategies of Belgian NGOs has shown that this approach effectively contributes to capacity development in a more informal and implicit way (Huyse et al, 2012)[7]. However, this way of working is often not explicitly recognized within the organisations as a specific strategy for supporting capacity development. It is also rarely documented. As a result, learning about the effectiveness of this approach in relation to capacity development is limited. There is also a risk that the implicit assumptions of how capacity development should be supported is not shared among World Solidarity staff as well as its partner organisations.

These dilemma's help to explain why there is limited systematic reflection, learning and sharing about the capacity development process of the partners. Monitoring reports mainly focus on the programme activities carried out by the partners as proposed in their respective logical frameworks. This type of reporting helps to satisfy upward accountability requirements towards World Solidarity. However, while these monitoring reports do give information about what the partner organisations have done, they don't provide deeper insights in the overall capacity of an organization. The fact that all planned activities have been carried out doesn't necessarily provide deeper insights about the overall strength of an organization. It remains unclear for example to what extent the partner organisations remain relevant within their contexts or have the capacity to sustain their activities

[7] Huyse, H., Molenaers, N., Phlix, G., Bossuyt, J., Fonteneau, B. (2012), Evaluating NGO-capacity development interventions: Enhancing frameworks, fitting the (Belgian) context. Evaluation, vol. 18 no. 1 pp. 129-150. (accessible at http://evi.sagepub.com/content/18/1/129.short).

after the end of the programme. These 'softer' aspects of partners' capacity often remain hidden in the current monitoring process. They are therefore also rarely considered in reflections about the effectiveness of the support strategies of World Solidarity towards its partners. Consequently World Solidarity came to the realization that they were missing out on two important opportunities for learning:

1. Changes in the softer aspects of the capacity development process of the partners can be seen as a specific type of results from which World Solidarity can learn about the effectiveness of its support strategies. Not considering these, would mean that World Solidarity may miss potential results of its programme (i.e. changes in the capacity of its partner organisations).
2. The softer elements of capacity development are often more sensitive and political and not easily discussed with external stakeholders. It would be difficult to monitor these for the purpose of satisfying upward accountability requirements towards World Solidarity. However, if discussed for the purpose of learning and improvement instead of reporting and proving, they could provide an opportunity for nurturing deeper dialogue and trust between World Solidarity and its partners. Such dialogue would not only focus on the change at the level of the partner organization but also on the usefulness of World Solidarity's support strategies. It is this focus on both sides of the partnerships that has the potential to build trust. Without such a dialogue there is a risk that the relationship between World Solidarity and its partner organisations remains mainly administrative.

4. The rationale for a new methodological paradigm for planning, monitoring and evaluation of capacity development

World Solidarity has been using the logical framework to plan, monitor and evaluate its programmes. The use of the logframe is mandated by the Belgian Ministry of Development Cooperation who is also the main donor of the programme. To a certain extent, the logframe has been found useful by World Solidarity staff and partner organisations for a number of reasons. Firstly it helps to schematically represent the logic of the programme. In addition, it led to the formulation of specific result targets at the level of the programme's final beneficiaries. Examples of such result targets include ''100,000 people have medical coverage by a mutual health organization, in 3 Provinces of the DRC" or "10,000 workers have found a better job in Cambodia". The logframe also provides the partner organisations with a framework to report their progress in relation to the indicators that they have set themselves during the planning.

At the same time, World Solidarity was faced with the following limitations of the logframe:

1. The logframe applies a linear logic, which assumes that activities lead to results, that on their turn lead to the program's specific and more general objectives. However, the complex social change processes that WSM together with its partner organisations tries to influence is difficult to synthesize in a linear logic. They are often unpredictable and affected by many actors and factors beyond the influence or control of the programme.

2. Logframe planning centers around the activities and objectives that have to be achieved, instead of putting the partner organization at the centre of analysis. Bringing the partners at the center of the analysis is important to ensure the sustainability of the programme results. This is because they can continue working towards these results even after the programme has ended
3. Even though it was believed that supporting the partner organizations to achieve concrete results for the final beneficiaries would lead to capacity building of those organizations, the logical framework had not helped WSM to assess if this was a true assumption.
4. The logical framework was utilized more for accountability purpose to the funding organization, WSM and the members of the partner organizations. Little attention however was paid on learning. At the same time, it remained difficult to demonstrate the achievement of tangible results at the level of the final beneficiaries.

The limitations of the logical framework described above were felt particularly in relation to World Solidarity's understanding of capacity development as a complex process of change (see text box 1). This is also the reason why World Solidarity decided to experiment with other more 'complexity oriented' Planning, Monitoring and Evaluation approaches to complement the logical framework. The exploration of Outcome Mapping as complexity oriented approach to plan and monitor capacity development processes at the level of the partner organisations is elaborated in the next section.

Textbox 1: World Solidarity's understanding of capacity development:

1. Capacity is not just about the ability to develop 'hard' or technical skills but also involves 'soft' skills like a positive organizational culture, self-confidence, legitimacy, resilience, …
2. Capacity develops via endogenous processes from the inside and therefore cannot be controlled from the outside. However, external actors can influence the direction of change by providing specific forms of support or assistance.
3. Processes of capacity development are complex, lengthy and continuous. They do not begin with the appearance of outsiders nor do they end when they leave.
4. Capacity development can take place at three levels: individual, organizational and institutional.

5. Why using elements of outcome mapping to plan and monitor processes of capacity development?

World solidarity took advantage of the start of its new programme cycle (2011-2013) to pilot elements of Outcome Mapping to monitor capacity development. This was done with a limited number of partner organisations who participated in the pilot on a voluntary basis. Outcome mapping was chosen because of the following reasons:

1. Outcome mapping helps a programme to focus on outcomes as changes in behavior and relationships of actors that are directly influenced by a development programme. This was

particularly relevant for this pilot since capacity development is essentially about changes in practice and relationships of the partner organisations. The partners are also situated in the sphere of direct influence of World Solidarity (see figure 1).

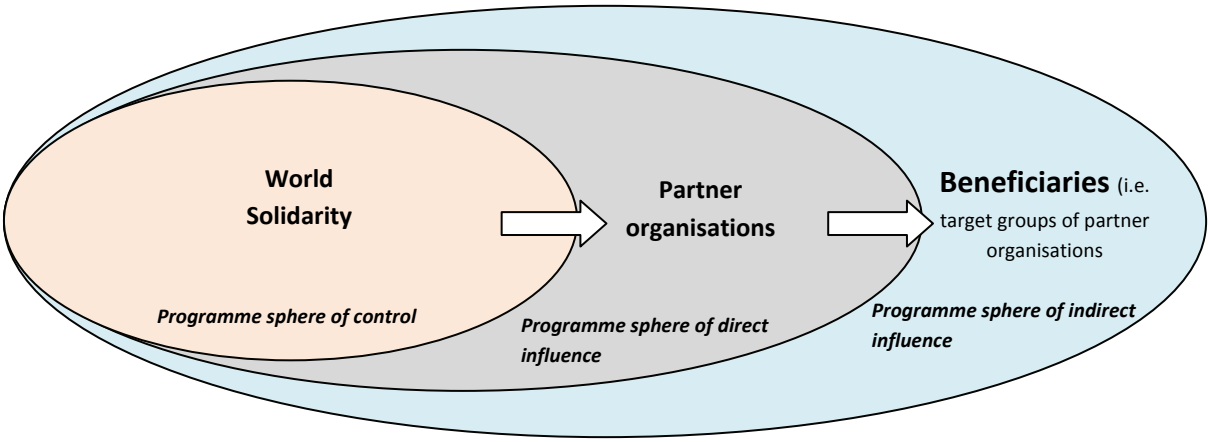


Figure 1: Different influence spheres in the World Solidarity programme

2. Outcome Mapping provides practical concepts and tools (e.g. vision, outcome challenge, progress markers and strategy maps) that helps programme stakeholders to describe their own change pathway that they envision.
3. Outcome Mapping comes with an outcome journal tool that helps programme actors to monitor progress against the progress markers but also learn about unexpected changes and contextual factors that may influence the change process. The outcome journals were used in this pilot as tool for data collection but also as guiding instrument for dialogue during monitoring meetings with staff from partner organizations and World Solidarity. Figure 2 shows the format of a the outcome journal that was customized specifically to suit the WorldSolidarity programme).

Progress markers monitoring tool			
Date :			
Name of the partner :			
Domain of capacity development:			
Our dream :			
Progress markers	Observed changes	Points of attention/follow up	Low/Medium/High
1.			
2.			
3.			
…			
Unanticipated changes :			
Which support strategies from WSM where particularly helpful or which ones need revision?			
Contributing or limiting factors and actors towards achievement of progress markers: :			
Summary of lessons learned/recommendations/action points:			

Figure 2: Outcome Journal

6. Development of a monitoring framework for capacity development in a participatory way

The monitoring system for capacity development was developed during regional two-day workshops with representatives from partner organisations and World Solidarity staff. (*Text box 2 gives an overview of the participating partner organisations*).

Textbox 2: Partner organisations participating PME pilot project for capacity development:

- Rwanda: Centre de Formation des Travailleurs Rwandais (CEFOTRAR), Congrès du Travail et de la Fraternité au Rwanda (COTRAF), Fédération des Mouvements Populaires (FMP)
- Burkina Faso: Confédération Nationale des Travailleurs du Burkina Faso (CNTB)
- India: Confederation of Free Trade Unions of India (CFTUI), Christian Workers Movement of India (CWM), Young Christian Workers (YCW), Association of Rural Education and Development Services (AREDS), National Domestic Workers Movement (NDWM)
- Cambodia: Coalition of Cambodia Apparel Workers Democratic Union (CICAWDU), Cambodian Labour Confederation (CLC)
- Bolivia: Corriente de Renovacion Independentiente y Solidaridad Laboral (Crisol), Centro de Promocion de la Mujer (Gregorio Apaza), Sentec and Cejupa.

Each partner organisation developed their own monitoring system as they worked through the following four main steps of the workshop:

1. Developing a vision for selected domains of capacity development
2. Identifying progress markers as milestones for monitoring progress
3. Reviewing the support strategies of World Solidarity
4. Development of a monitoring plan.

Below we provide some more information about the process and outcomes of each of the above mentioned workshop sessions.

Step 1: Developing a vision for selected domains of capacity development

World solidarity was well aware of the fact that capacity is a complex concept that runs the risk of becoming a 'container term' that can mean many things and therefore may become less practical to work with. It was decided to work around five specific domains of capacity development. These domains had emerged over the years as particular points of attention (although in varying degrees) in many of the partner organisations. In addition they are seen as fundamental conditions for remaining relevant and effective development actors. They also constitute strategic options of social movements contributing to the achievement of concrete results for the beneficiaries; hence provide a link between accountability and learning through capacity building. These domains include:

1) Expertise in the programme's thematic areas of social protection and labour rights
2) Gender
3) Working in synergy with other actors and networking
4) Political action
5) Project management

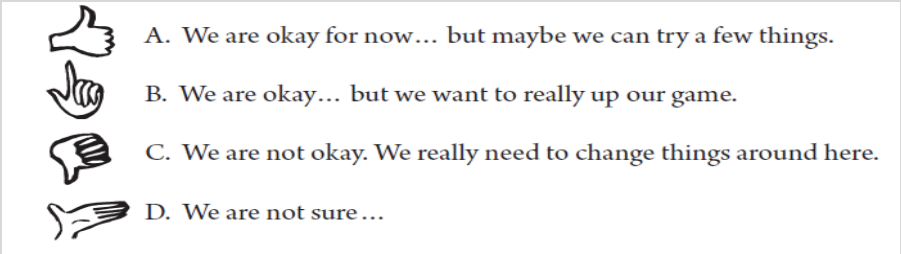
For the purpose of the M&E pilot project, partner organisations were asked to choose two capacity domains in which they wanted to grow during the course of the programme. This was not done through an elaborate organizational capacity assessment but through simple self assessment exercises during the M&E planning workshop (see textbox 3).

Text box 3: Using different approaches of self assessment to prioritise and select domains of capacity development

Partner organisations in Burkina Faso used A SWOT analysis to prioritise and select their domains of capacity development using the table below.

Dimensions of capacity development	Strengths	Weaknesses	Opportunities	Threats
Project cycle management				
Thematic expertise				
Working in synergy				
Political action				
Gender				

In Bolivia, organisations carried out a context analysis and an assessment of their capacity in each of the five domains of capacity development. Thereafter, they selected specific domains of capacity development in which they wanted to strengthen themselves..
Partner organisations in India used the four questions shown below (Barefoot Guide Two, 2011) as a guide for self assessment for each domain of capacity development.



Step 2: Developing a vision for the future for selected domains of capacity development

After having selected two domains of capacity development, partner organisations carried out a visioning exercise for each of the selected domains. This involved a reflection around the following question:

> *"Imagine you have been fully successful in developing your capacity within the domain that you have selected …. How would this success show in your practice and in your relationships with others? What is it that you would be doing that shows that success?...*

The vision exercise in this step draws from the 'outcome challenge' concept from Outcome Mapping. The idea is not to set quantified targets within a certain time frame. Instead the most ideal behavior or practice is described. This helps to avoid a situation where the planning and subsequent monitoring would "simply focus on indicators that are easier to achieve and measure at the expense

of more profound qualitative changes'' (Earl et al, 2001, p.48). An example of a vision statement that was developed by one of the Cambodian partner organisations is given in textbox 4.

Textbox 4: Example of Vision statement: CCAWDU, a trade union in Cambodia and partner organization of World Solidarity, developed the following vision statement for the capacity development domain of thematic expertise concerning Labour Rights: ''*At the end of 2013, CCAWDU leaders and staff have sufficient knowledge on labour rights, law and socio-economic context. They effectively resolve labour issues/CBA negotiations. They promote internal unity between CCAWDU leaders, staff and local union leaders. They monitor working conditions and law enforcement. They actively organise members at local level''.*

Step 3: Identifying progress markers as milestones for monitoring progress

To be able to monitor and learn from progress towards their vision statements (i.e. outcome challenge), partner organisations developed a set of Progress Markers during the M&E planning workshops. Progress markers describe observable changes in behavior, relationships, policies and actions (see text box 5) that the partners hope to achieve in relation to their vision statement for their selected domains of capacity development.

Textbox 5: What are Progress Markers?

1. Progress markers are clustered in three categories: 'expect to see', 'like to see' and 'love to see'.
    - 'Expect to see' progress markers describe changes that are somehow expected to happen and are often achievable in the short term. They can be fundamental though to allow more profound changes to happen at a later stage.
    - 'Like to see' progress markers represent some deeper changes that are already more difficult to achieve.
    - Finally, the 'love to see' progress markers represent the more fundamental and often longer term changes that the partner organisations aspire.
2. Progress markers differ from traditional SMART indicators in the sense that they are not timed nor necessarily specified with pre-set targets in advance.
3. Taken as a set, progress markers, provide a map of the possible complex change process that a partner organisation or WSM wants to engage in. This map is not the real territory. Capacity development as a complex process is unpredictable, and the expected change as set out by the progress markers can turn out differently in reality. Therefore, progress markers may be adjusted during the monitoring cycles or new progress markers may emerge.
4. Progress markers do not constitute a check list and don't have to be seen as rigid targets against which progress is measured. Instead they provide a framework for dialogue or reflection concerning any observed changes at the level of the partner organization or WSM. This dialogue or reflection can occur in the form of self evaluation moments where both the partner and other partner organizations or WSM are present.

Together with the outcome challenge, the progress markers provide the partners of World Solidarity with a flexible framework to monitor progress related to their capacity development process. Such monitoring framework is illustrated in figure 3;

Partner Organisation: COTRAF – Trade Union Organisation in Rwanda	
Domain of capacity Development: Thematic Exertise: Labour Rights	
Vision/Outcome Challenge: By December 2013, COTRAF has trade union experts in fields related to labor rights. By that time there are local trade union committees who, without involvement of COTRAF's national office, organise themselves collectively and conclude company agreements that aim at improving working conditions.	
Expect to see progress markers	
1	Identifying key areas of expertise that needs to be developed
2	Select of candidates in COTRAF national office and pilot companies for developing their expertise
3	Identify of Universities with whom COTRAF can collaborate
Like to see progress markers	
4	Work out concept for a training programme for labour experts.
5	In depth development of specialized training modules
6	Establish a calendar for the training of trade union experts of COTRAF
7	Establish an agreement for technical assistance in training of COTRAF experts with other trade union organisations
Love to see progress markers	
8	Extensive training of selected candidates on the modules.
9	Experts of COTRAF head office coach local trade union experts (coaching support decreases over time)
10	The trade union experts intervene effectively in terms of conceptualising alternative trade union approaches, analysis of policy and labour laws, training of trade union leaders, and solving of labour disputes

Figure 3: monitoring framework for capacity development of Rwandan partner organization

7. Kickstarting and sustaining the monitoring process through continued follow up and coaching

There is always a risk that the commitments enthusiastically taken during a workshop move off the radar once participants are submerged again in the day to day activities of their organisations. This wasn't different with the M&E planning workshops in this pilot project. Follow up and ongoing support by the World Solidarity Staff towards the implementation of the monitoring activities has proven to be essential. This is illustrated below through the Rwanda and Cambodia cases.

Rwanda Case: Distant coaching and facilitating face to face monitoring meetings

- Ongoing distant coaching from the regional World Solidarity Coordinator helped the partner organisations in Rwanda to further develop their capacity developing framework in collaboration with the staff who were not present at the initial M&E workshop. This resulted in the refining of

the vision statements and progress markers that were developed during the workshop. In some cases the baseline situation for each progress marker was determined (see figure 4).

- Five months after the initial M&E workshop a first monitoring session was organized and co-facilitated by the World Solidarity coordinators of Central Africa. This session involved not only the participants of the initial M&E workshop but also the political leaders of the organizations (President or Secretary General), the vice presidents, and all the permanent technical staff. These sessions were useful for different reasons. Firstly they provided a forum for clarifying the rational, the objective and the set up of the pilot project. Secondly it provided a space for collaborative reflection on progress related to the capacity development domains for which a monitoring framework had been developed. Figure 4 shows how the first monitoring meeting resulted in tangible information about progress of one of the Rwandan partner organisations in their capacity development domain of thematic expertise.

Partner Organisation: COTRAF – Trade Union Organisation in Rwanda			
Domain of capacity Development: Thematic Exertise: Labour Rights			
Vision/Outcome Challenge: By December 2013, COTRAF has trade union experts in fields related to labor rights. By that time there are local trade union committees who, without involvement of COTRAF's national office, organise themselves collectively and conclude company agreements			
		Observed changes - July 2011 (baseline)	Observed changes - October 2011
Expect to see progress markers			
1	Identify key areas of expertise that needs to be developed	Key areas not explicitly specified in written document	6 domains identified (labour right, collective negotiation skills, advocacy strategies, ….
2	Select of candidates in COTRAF national office and pilot companies for developing their expertise	No activity yet	29 candidate trainees have been identified….
3	Identify of Universities with whom COTRAF can collaborate	No activity yet	Two university academics found who are willing to collaborate (Law and Economics)
	….	…	…
Like to see progress markers			
	Work out concept of a training programme for labour experts.	No activity yet	No activity yet
	….	…	…..
Love to see progress markers			
	Experts of COTRAF head office coach local trade union experts (coaching support decreases over time)	No activity yet	No activity yet
	….	…	…
Unanticipated changes:		No comments	No comments
Which support strategies from WSM where particularly helpful or which ones need revision?		No comments	No comments
Contributing or limiting factors and actors towards achievement of progress markers: :		No comments	No comments
Summary of lessons learned/recommendations/action points:		No comments	No comments

Figure 4: extract from the completed monitoring tool of COTRAF.

Cambodia case: Using the progress markers as a guide for dialogue during monitoring meetings.

The importance of follow up to sustain the monitoring process is again illustrated in the Cambodia case. After the initial M&E planning workshop in June 2011 with Cambodian partner organisations, no follow up had been done for more than half a year. This was partly due to changes in staff within World Solidarity during that time. When the World Solidarity coordinator called for a monitoring meeting in April 2012, it became clear that partner organizations had as good as forgotten about the M&E system for capacity development. They couldn't even recall the domains of capacity development they had selected during the M&E workshop in 2011 and no monitoring had been done.

Eventually a first monitoring meeting was organized on the 5th of June 2012 involving staff from the partner organisations and the World Solidarity coordinator. The progress markers were used as a basis for dialogue and reflection during the meeting. Interestingly, the progress maker monitoring tool helped to provide focus but at the same time, the conversation didn't strictly follow the progress markers only. Participants of the meeting discussed those issues that they found important and relevant in relation to their capacity development process. Hence information about the progress markers as well as useful information not linked to specific progress markers emerged. Figure 5 shows an extract from the progress markers monitoring tool that was completed during the monitoring meeting with one of the Cambodian partner organisations.

Date monitoring meeting : 8 June 2012		
Name of the partner : CCAWDU		
Participants in monitoring meeting : Ath Thorn, President CLC; Athit Kong, Secretary General CLC; Ek Sopheakdey, Vice President CLC; Vuthy, NTC CLC; Sopheana, NTC CCAWDU; Bismo, WSM ASPRODEW Coordinator		
Domain of capacity development: Gender		
Our dream : At the end of 2013, 30% of the union leaders are women.		
Progress markers	**Observed changes**	**follow up**
Expect to see		
1. Identify all problems related to women leadership at trade union level. (e.g. why women don't (or can't) take up leadership roles).		
2. Baseline study on the status of women leadership in trade union committees (% women leaders in union).	Baseline study based on gender carried out (but no specific information on the results of this).	
3. Develop plan/strategy on how to empower women. (Identify the factories with strong union committees in which CCAWDU can start working with on gender issues. Establish the location of those factories)	Allocation to gender mainstreaming is dependent on available project funding. No gender project under WSM but budget from CNV. This project seeks to develop capacity of women at the plant level. Also gives legal services if women become victim of sexual harassment or violation.	
Like to see		

4. Strengthen the existing women committee in CCAWDU to be more active (e.g. clarify its role and responsibility and become stronger in promoting gender issues at CCAWDU level and local committee level.)	There is policy on gender but content is more about the functioning of the women committee and the right of participation in training. 30% of participants in training are women.	Gender policy needs to be more detailed.
5. ….	….	…..
Summary of lessons learned/recommendations : - Baseline study on gender carried out but no specific info on results or on follow up. - Budget allocation for gender mainstreaming depends on available funding (eg cnv project). Without such funding, limited activity around gender issues. - There is policy on gender but content is more about the functioning of the women committee and the right of participation in training. Gender policy needs to be more detailed. - Gender mainstreaming not yet discussed in congress. Now only discussed in annual planning meetings. - 6 out of 55 local unions are led by women.		

Figure 5: extract from the completed monitoring tool of CCAWDU

8. Dealing with uncertainty and unpredictability during the monitoring of capacity development

Earlier in this paper we argued that capacity development is a complex process that is not predictable in advance and is affected by many actors and factors beyond the scope of any intervention. It is also an endogenous process which means that it lies fully in the hands of the partner organisations themselves. An external intervention like the World Solidarity programme can only assist the capacity development process of its partners but cannot take charge of it.

All these uncertainties make it impossible to map out the capacity development process in a too detailed or too rigid way. It may be more realistic for the partner organisations to determine as good as they possibly can, with the information and motivation that is available, a number of milestones or progress markers that can help them to start their capacity development journey. As with any journey in unknown terrain, it is then essential to regularly learn and reflect if one is going in the right direction and to change course if necessary along the way. Accordingly, the specific details of certain progress markers (e.g. what, how, when, who…)will only become better known as they become a reality and can be described on the basis of what has happened. At the same time, some progress markers that initially made sense, might become irrelevant over time and might need to be changed as the capacity development process takes unexpected directions. New progress markers may emerge in such case. Already in the first monitoring cycle with partner organisations in Rwanda and Cambodia, unexpected insights about the partners capacity development process emerged that went beyond the progress markers that had been defined in the initial M&E workshops. It is important that the flexibility of the M&E system is safeguarded in the future so that it remains open for unexpected insights.

This flexibility poses some practical challenges for the management of the M&E system for the World Solidarity coordinators as well as the partner organisations:

- The unpredictable character of the capacity development doesn't fit well with a technocratic management style that is based on clear predetermined indicators of an expected change process. Using the progress markers as a checklist or a rigid framework doesn't work in a complex reality. Instead it rather serves as a framework that can guide reflection and learning about the changes that have taken place, both expected and unexpected. It can also guide reflection into the possible reasons why certain hoped for changes did not take place. The lessons that emerge from the reflection can then change the initial framework of progress markers. This may not be common practice and World Solidarity coordinators will have to learn to manage such learning processes based on planning and monitoring frameworks that can change over time.
- For the partner organisations, the challenge is two-fold:
  - Firstly the capacity development monitoring approach involves in-depth reflection on the internal capacity of the organization. This is a much less technical process as compared to the compilation of progress reports according to the indicators of the logical framework. It may involve sensitive internal organizational issues that are not easily talked about such as democratic governance issues. Furthermore, reflection on internal capacity is often not a priority in organisations where the day to day programme activities determine the agenda. Taking time for reflection on internal organizational practice is often not formally institutionalized and requires the necessary leadership and support from management to occur.
  - Most partner organisations are social movements characterized by democratic structures where certain management decisions need to be mandated by the larger membership. In the case of the capacity development monitoring system, the initial monitoring framework with progress markers has to be presented and approved by the larger membership before implementation. Once approved and mandated, it becomes difficult to manage changes in progress markers that may arise as these changes need to be presented and approved to the membership again. While this challenge has not yet presented itself at this stage in the pilot project, concerns about this situation have been expressed several times during meetings with World Solidarity coordinators and the M&E planning workshops with the partner organisations.

9. Opportunities for deeper reflection and learning during the monitoring process

The two cases of Cambodia and Rwanda described above demonstrate how the M&E pilot has the potential to provide tangible information about the capacity development process of the partner organisations. This type of monitoring data was not available before the M&E pilot. It can therefore help World Solidarity and its partners to learn about the effectiveness of the programme in relation to capacity development.

However, the 'sense making' or learning about the monitoring data is still a challenge. In the Rwanda case for example, progress was reported according to the progress markers but there was only limited reflection on unexpected changes and limiting or contributing factors. Also, the relevance

and effectiveness of the support strategies of World Solidarity in relation to the capacity development process were not discussed. In the Cambodian case, analysis of the outcomes from the monitoring meetings and filtering of the main lessons learned was mainly done by the HIVA researcher who supports the M&E pilot. This holds the risk that the learning becomes externalized and less owned by the participants of the monitoring activities.

It needs to be stressed however, that the M&E pilot is still at an early stage. This paper draws from the results of a first monitoring cycle with a limited number of partner organisations. The fact that analysis and learning of the monitoring data hasn't reached its full potential is therefore to be expected. Both World Solidarity coordinators and staff from the partner organisations are still 'searching' and 'exploring' their expectations and roles within the processes of data collection and learning in the early stages of the M&E pilot. For the World Solidarity coordinators this process requires more intense follow up and facilitation of the reflection meetings and analysis and summary of the lessons learned. Also for the partner organisations this monitoring approach constitutes a shift from the more reporting style monitoring against the indicators of the logical framework.

At the same time, the challenges related to deeper analysis and learning, described in this paper represent opportunities for improvement that World Solidarity and its partners can try to work towards in future monitoring cycles. The fact that the M&E pilot has surfaced these challenges is already an important step towards a learning centred M&E system for capacity development.

10. Conclusions

Based on our experience with the introduction of the M&E system for capacity development and the first round of monitoring cycles we are able to draw the following conclusions:

1. There is evidence that the monitoring system within the pilot project is able to stimulate a process of critical self reflection among partner organisations about their own capacity development process. This process has been especially effective when it happens through a facilitated dialogue between the partner organisations and World Solidarity. Such dialogue process has already surfaced information and insights about the capacity development process of a number of partner organisations. The added value of this information for the programme is twofold:
    - Firstly, the monitoring information in relation to capacity development can stimulate a learning process about the effectiveness of the programme's support strategies towards strengthening the capacity of the partners. This can inform future planning and programme improvement.
    - Secondly, the changes in capacity development of the partners can be considered as an important area of results that the programme contributes to. This can help the programme to work towards more sustainable results as the partners become stronger and better able to continue working towards the programme's objectives even after the programme has ended.

2. The first monitoring rounds within the pilot project have also highlighted some challenges and opportunities for addressing them:
    - The partner organisations are not made accountable towards World Solidarity for their own capacity development process. This is in line with World Solidarity's recognition that capacity development is an endogenous process fully in the hands of the partner organisations themselves. However, this also means that there is no guarantee that the partners will actively monitor their capacity development process and provide information about it to World Solidarity.It remains a voluntary initiative. We do learn from the first monitoring cycles that this challenge can be addressed by World Solidarity facilitating a dialogue with the partners about their capacity development process. The monitoring then happens during this dialogue as it is in this process that organisational issues, strengths and challenges are discussed.
    - Facilitation of processes of dialogue as described in the previous point requires specific facilitation effort on the part of the World Solidarity coordinators. This constitutes a considerable shift from the administrative follow up of financial and activity reports according to the indicators of the logical framework. It also involves a more explicit reflection on the effects of the programme in view of the capacity development process of the partners. This may involve some unlearning of established practice on the part of the World Solidarity staff.

3. We end by listing some factors that were observed to contribute towards the success of the monitoring process of capacity development:
    - Ownership of the monitoring process was seen to be strengthened if it responds to the specific needs of the organization and if the monitoring frameworkwas elaborated in a participatory manner with the involvement of all key actors in the organization (political leaders, technical staff).
    - An additional factor that strengthened ownership was the fact that World Solidarity didn't provide direct funding for the capacity development process of the partners. Partners engaged in it on a voluntary basis.
    - Organizations having a culture of collective strategic thinking and staff who are skilled in research, training are likely to integrate the monitoring process more quickly.
    - The presence of a motivated person who takes responsibility for coordinating the monitoring process and who is mandated by the leadership of the organization proved to be a key contributing factor.
    - Tailor made coaching support for the various organisations to implementation the monitoring process was essential.