Endline report – Liberia, NAWOCOL MFS II country evaluations

Capacity of Southern Partner Organisations (5C) component

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This report presents the findings of the endline of the evaluation of the organisational capacity component of the MFS II country evaluations. The focus of this report is Liberia, NAWOCOL. The format is based on the requirements by the synthesis team and NWO/WOTRO. The endline was carried out in 2014. The baseline was carried out in 2012.

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Acknowledgements

List of abbreviations and acronyms

5 C	Capacity development model which focuses on 5 core capabilities
AGM	Assembly General Meeting
Causal map	Map with cause-effect relationships. See also 'detailed causal map'.
Causal mechanisms	The combination of parts that ultimately explains an outcome. Each part of the mechanism is an individually insufficient but necessary factor in a whole mechanism, which together produce the outcome
CDI	Centre for Development Innovation, Wageningen UR, the Netherlands
CFA	Co-Financing Agency
CSO	Civil Society Organisation
Detailed causal map	Also 'model of change'. the representation of all possible explanations – causal pathways for a change/ outcome. These pathways are that of the intervention, rival pathways and pathways that combine parts of the intervention pathway with that of others. This also depicts the reciprocity of various events influencing each other and impacting the overall change. In the 5C evaluation identified key organisational capacity changes and underlying reasons for change (causal mechanisms) are traced through process tracing (for attribution question).
EVD	Ebola Virus Disease
FED-cluster	Fair Economic Development Cluster (part of LCDGP)
General causal map	Causal map with key organisational capacity changes and underlying reasons for change (causal mechanisms), based on SPO perception.
ICCO-ROWA	ICCO Regional Office West Africa
LCDGP	Liberia Community Development and Governance Programme
M&E	Monitoring and Evaluation
MFS	Dutch co-financing system
MIS	Management Information System
NACP	National AIDS/STI Control Programme
NARDA	National African Research and Development Agency
NGO	Non-Governmental Organisation
OD	Organisational Development
PMC	Programme Management Committee
PME	Planning, Monitoring and Evaluation
Process tracing	Theory-based approach to trace causal mechanisms
SPO	Southern Partner Organisation
ToC	Theory of Change
USAID	United States Agency for International Development
Wageningen UR	Wageningen University & Research centre
WCI	Women Campaign International
WIPNET	Women in Peace-building Network
WONGOSOL	Women NGO Secretariat of Liberia

1 Introduction & summary

1.1 Purpose and outline of the report

The Netherlands has a long tradition of public support for civil bi-lateral development cooperation, going back to the 1960s. The Co-Financing System (*Medefinancieringstelsel*, or 'MFS') is its most recent expression. MFS II is the 2011-2015 grant framework for Co-Financing Agencies (CFAs), which is directed at achieving a sustainable reduction in poverty. A total of 20 consortia of Dutch CFAs have been awarded €1.9 billion in MFS II grants by the Dutch Ministry of Foreign Affairs (MoFA).

The overall aim of MFS II is to help strengthen civil society in the South as a building block for structural poverty reduction. CFAs receiving MFS II funding work through strategic partnerships with Southern Partner Organisations.

The MFS II framework stipulates that each consortium is required to carry out independent external evaluations to be able to make valid, evaluative statements about the effective use of the available funding. On behalf of Dutch consortia receiving MFS II funding, NWO-WOTRO has issued three calls for proposals. Call deals with joint MFS II evaluations of development interventions at country level. Evaluations must comprise a baseline assessment in 2012 and a follow-up assessment in 2014 and should be arranged according to three categories of priority result areas as defined by MoFA:

Achievement of Millennium Development Goals (MDGs) & themes;

Capacity development of Southern partner organisations (SPO) (5 c study);

Efforts to strengthen civil society.

This report focuses on the assessment of capacity development of southern partner organisations. This evaluation of the organisational capacity development of the SPOs is organised around **four key evaluation questions**:

1. What are the changes in partner organisations' capacity during the 2012-2014 period?
2. To what degree are the changes identified in partner capacity attributable to development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?
3. Were the efforts of the MFS II consortia efficient?
4. What factors explain the findings drawn from the questions above?

The purpose of this report is to provide endline information on one of the SPOs involved in the evaluation: NAWOCOL, in Liberia. The baseline report is described in a separate document.

Chapter 2 describes general information about the Southern Partner Organisation (SPO). Here you can find general information about the SPO, the context in which the SPO operates, contracting details and background to the SPO. In chapter 3 a brief overview of the methodological approach is described. You can find a more detailed description of the methodological approach in appendix 1.Chapter 4 describes the results of the 5c endline study. It provides an overview of capacity development interventions of the SPO that have been supported by MFS II. It also describes what changes in organisational capacity have taken place since the baseline and why (evaluation question is 1 and 4). This is described as a summary of the indicators per capability as well as a general causal map that provides an overview of the key organisational capacity changes since the baseline, as experienced by the SPO. The complete overview of descriptions per indicator, and how these have changed since the baseline is described in Appendix 3. The complete visual and narrative for the key organisational capacity changes that have taken place since the baseline according to the SPO staff present at the endline workshop is presented in Appendix 4.

Chapter 5 presents a discussion on the findings and methodology and a conclusion on the different evaluation questions.

The overall methodology for the endline study of capacity of southern partner organisations is coordinated between the 8 countries: Bangladesh (Centre for Development Studies, University of Bath; INTRAC); DRC (Disaster Studies, Wageningen UR); Ethiopia (CDI, Wageningen UR); India (CDI, Wageningen UR: Indonesia (CDI, Wageningen UR); Liberia (CDI, Wageningen UR); Pakistan (IDS; MetaMeta); (Uganda (ETC). Specific methodological variations to the approach carried out per country where CDI is involved are also described in this document.

This report is sent to the Co-Financing Agency (CFA) and the Southern Partner Organisation (SPO) for correcting factual errors and for final validation of the report.

1.2 Brief summary of analysis and findings

This report contains the organisational capacity component of the MFSII endline study in Liberia, concerning the National Women's Commission of Liberia (NAWOCOL). The endline discovered that NAWOCOL was somewhat recovered from a difficult time during the baseline, and has seen slight positive changes along the five organisational capabilities. The capability to act and commit showed progress due to positive developments regarding the presence of the active director and the reconstitution of the Board. Within the capability to adapt and self-renew positive developments were that NAWOCOL has hired a consultant to help with setting up an M&E system and writing the new M&E protocol. Regarding the capability to deliver on development objectives, changes were that it was now possible to get a better idea of the operational plans at NAWOCOL, and to see what outputs have been delivered. This is only slightly better than in the baseline though: NAWOCOL has an issue with providing reports and plans. The capabilities to relate and to achieve coherence have improved a bit - especially within the latter capability a development is that NAWOCOL is seeking to explore a new strategic direction and has put a number of operational documents in place.

The evaluators considered it important to note down the SPO's perspective on what they experienced as the most important changes in the organisation since the baseline. SPO staff members noted key changes at the organisation to be that a new organisational paradigm shift has been authored, search for more diverse funding is ongoing, and there is a management team that is better at multi-tasking. The new organisational paradigm development followed from a few key driving factors: that funding has been quite low (especially funding from main donor ICCO (MFS II)), discussions with ICCO on how to develop a new strategy, and ICCO flexible funding to hold an Annual General Meeting. A parallel development was that the context for post-conflict development in Liberia was changing(moving from relief to reconstruction, changing the nature of development goals and orientation). As such, the role of NAWOCOL has changed. This is related to NAWOCOL being an umbrella organisation for women groups in Liberia with various 'constituencies' in the different Liberian counties. In recent years these women groups have increasingly been decentralising operations and focusing on their own counties leading to less efforts to maintain NAWOCOL. The diversification of funding stemmed from discussions with ICCO and the other LCDGP members, and a successful subsidy negotiation with the government of Liberia. The last key change at NAWOCOL meant that the management was becoming better in multi-tasking, and this was steered by necessity due to high staff turnover, and a number of trainings organised by the LCDGP coalition. As such the role of the MFSII partner in the capacity changes at NAWOCOL have been influential. However, it was noted that these issues were fragile, and depend much on the participation of the current director in the future. This is a highly uncertain factor as it became clear later that the director found another job for a different organisation.

It should be noted that this endline assessment was carried out just before the Ebola virus epidemic and crisis hit Liberia as of July 2014. The effects of the epidemic have heavily impacted the staff and operations of all assessed organisations, and will likely continue to do so in the near future. As such the evaluation team acknowledges that the assessment described in this endline may not fully resemble the current situation in early 2015.

2 Context and General Information about the SPO – NAWOCOL

2.1 General information about the Southern Partner Organisation (SPO)

Country	Liberia
Consortium	ICCO Alliance
Responsible Dutch NGO	Inter Church Cooperation Organisation (ICCO)
Project (if applicable)	Developing the hidden potential of rural women and girls for an inspired future
Southern partner organisation	National Women's Commission of Liberia (NAWOCOL)

The project/partner is part of the sample for the following evaluation components:

Achievement of MDGs and themes	
Capacity development of Southern partner organisations	x
Efforts to strengthen civil society	

2.2 The socio-economic, cultural and political context in which the partner operates

The history of Liberia is a turbulent history. Settled by freed slaves from the United States around 1822, the newly formed state proclaimed independence in 1846. The Liberian state slowly expanded from the coast into the hinterlands and, though the state was founded on principles of freed slaves, the upholding of settler rights increasingly led to the suppression of indigenous peoples. In 1980 a coup d'état took place which ended the more than 100 year rule of the settler party (Pajibo, 2012; Richards et al., 2005). The military government, led by former sergeant Samuel K. Doe, suspended the constitution and instituted a repressive political system. In 1989 the invasion of Charles Taylor triggered the civil war in Liberia which lasted on and off between 1989 and 2003. The war, which was characterized by great terror and gruesome atrocities, counted many different fighting groups and changing alliances. Eventually the war ended with the departure of Charles Taylor, the institution of the United Nations Mission in Liberia (UNMIL) in 2003 and the election of President Ellen Johnson Sirleaf in 2006 (Pugel, 2009). After the war ended in 2003, with the intervention of a 15,000 man UN force, a peace-building process started and is still ongoing (Richards et al., 2005).

Since the end of the civil war, the Liberian government has formulated the 'Agenda for Transformation' (AfT) as a five-year development strategy from 2012 to 2017. It followed the three–year (2008-2011) Lift Liberia Poverty Reduction Strategy (PRS), which transitioned Liberia from post-conflict emergency reconstruction to economic recovery. The AfT was considered a first step toward achieving the goals set out in Liberia RISING 2030, Liberia's long-term vision of socio-economic transformation and development. The AfT articulates precise goals and objectives and corresponding interventions that should move Liberia closer toward structural economic transformation, prosperity and inclusive growth.

Perhaps one of the most critical achievements, of both the Liberian government and UNMIL, has been the maintenance of peace and security. Though Liberia continues to rely on the support the United Nations peacekeepers, it is hoped that the government will gradually assume full responsibility for maintenance of security for the coming years. This fragile peace has allowed Liberians to return to their farms, start businesses, return to their country from abroad, and witness an increase in flows of Foreign Direct Investment to Liberia. To revitalize the economy, the three-pronged economic strategy of the PRS focused on (i) rebuilding critical infrastructure; (ii) reviving traditional resource sectors; and (iii) establishing a competitive business environment.

The challenges Liberia is facing are daunting however. Starting from a state of post-conflict instability, extremely weak state institutions, and an economy left in shambles by nearly two decades of violence,

further issues relate to minimal reconciliation efforts, high unemployment levels, low levels of education and limited access to healthcare. Within the field of governance and justice Liberia has much work to do. In the post-conflict period reconstruction and rehabilitation efforts have mostly been steered by international initiatives and forces such as the United Nations (Pajibo, 2012). The Truth and Reconciliation Committee, instituted to move on the path towards reconciliation rather than justice, has noted that those who committed war crimes in the civil war should be held accountable. This has not been the case, and the current political establishment has not acted on this view. The security and police sector are currently undergoing training and reform to take over the role of maintaining peace in the country. This is a difficult process, as for instance the police are often considered as predators rather than protectors. Access to justice is limited and trails often take long as only a limited number of cases are concluded each year (Human Rights Watch Liberia country chapters 2014).

Liberia is currently still receiving large amounts of international aid and budget support, and the transition to strengthen the main productive sector, agriculture, is still very much in a preliminary stage (Solà-Martin, 2012). According to the African Economic Outlook 2014, more than 70% of households in Liberia are engaged in rice production. However, since 1980 yields have not increased substantially and more than half of the country's rice is imported. Economic growth has thus far been heavily dependent on the natural resource sector, including goods such as ores, lumber, rubber and palm oil exports. In recent years the services sector has also been growing significantly, even though it is noted that the slow withdrawal of the UNMIL forces in 2015 will affect the demand for these services. It was reported that the informal economy, which reflects a large proportion of Liberian economic activity, has grown even though this has not translated into a decrease in poverty (African Economic Outlook 2014).

Major economic constraining factors include the lack of electricity and basic infrastructure. Until now infrastructure and basic services saw more than US$500 million of direct investment, with key components of infrastructure (including airports, seaports, and roads) renovated or reconstructed. Plans are made to build a large hydropower dam to improve access to electricity. However, these investments alone will not be sufficient to diversify the Liberian economy, nor create jobs for the roughly 500,000 Liberians who will graduate from secondary and post secondary institutions in the next 5 to 10 years. The Liberian government has worked out a plan to establish a competitive business environment for firms in Liberia. It has reformed the Tax Code and the Investment Code, making them more competitive and beneficial to growth. It has streamlined business registration processes; established a one-stop-shop for customs clearing; and started implementing proactive industrial policies as a way of facilitating the growth of local micro, small, and medium enterprises (MSMES). The Government also made it a priority to achieve a stable macroeconomic environment, which is necessary for growth. Further, it maintained a cash-based balanced budget; significantly increased government revenue; moved toward multi-year financial planning; and achieved US$4.9 billion of cumulative debt relief under the Heavily Indebted Poor Countries (HIPC) initiative. These and follow-up actions are creating the right incentives for further growth in employment, GDP, and public and private investment.

Ebola outbreak
West Africa is currently experiencing the largest outbreak of Ebola ever recorded. In Liberia, the disease was reported in Lofa and Nimba counties in late March 2014. In July, the health ministry implemented measures to improve the country's response. On 27 July, Ellen Johnson Sirleaf, the Liberian president, announced that Liberia would close its borders, with the exception of a few crossing points such as the airport, where screening centres would be established. Public gatherings were banned, schools and universities were closed, and the worst affected areas in the country were placed under quarantine.

In August, President Sirleaf declared a national state of emergency, noting that it might require the "suspensions of certain rights and privileges". The National Elections Commission announced that it would be unable to conduct the scheduled October 2014 senatorial election and requested postponement, one week after the leaders of various opposition parties had publicly taken different sides on the issue. In late August, Liberia's Port Authority cancelled all "shore passes" for sailors from ships coming into the country's four seaports. As of 8 September, Ebola had been identified in 14 of Liberia's 15 counties.

Besides the enormous and tragic loss of human life, the Ebola epidemic is having devastating effects on West African economies in a variety of essential sectors by abruptly halting trade, agricultural productivity, and scaring investors away from the sub region for the foreseeable future. UN agencies such as the World Bank and international NGOs like Plan International, etc., have begun thinking post-Ebola, and have, therefore, embarked on conducting research and studies on the impact of Ebola on communities and the country, resilience of communities and the health care system, weaknesses in the health care system, etc.

As of January 2015 the Ebola epidemic seemed to be stabilising in Liberia. According to Medecins sans Frontieres the count is now around 8,157 cases and 3,496 deaths registered during the entire epidemic in Liberia (MSF Ebola crisis update 13-01-2015). This stabilisation means that the amount of new cases coming in has decreased significantly to around one case per week in Monrovia, but it is essential to not let the epidemic resurge. Not only Ebola patients have faced difficult times: the crisis has meant that general access to healthcare is even worse than before, As the Special Representative of the UN Secretariat in Liberia noted: rebuilding the country after the Ebola crisis will mean that the factors that caused the virus to spread so quickly need to be urgently addressed. This includes weak trust among the Liberian people, badly functioning basic services such as healthcare and education, lack of accountability and an over-centralized government (UN Special Representative Karen Landgren, 20-01-2015).

As it is with all sectors of Liberian society, this Ebola outbreak is testing the resilience of the SPOs to the highest limits. The SPOs are responding by readjusting their regular programmes by designing new strategies and realigning their resources to join the fight against the deadly Ebola virus disease. This is coming in the forms of Ebola awareness campaigns, psychosocial support for victims and survivors, provision of support to community care centres (CCCs), and procurement and distribution of sanitizing supplies to communities.

NAWOCOL

NAWOCOL is an inclusive membership organisation, which organises activities for women and girls to empower them. The organisational structure of NAWOCOL is constituted by a general assembly (all of the member organisations); a board of directors, in charge of making policy and supervising the activities; and an operations management team, in charge of supervision of the day-to-day activities.

In order for NAWOCOL to succeed in its programme expansion endeavour, the board of directors and its current chairperson who is a founding member or the organisation, strongly believe that the SPO had to engage relevant agencies of government such as the Ministries of Gender and Development, Education, Health, Justice, Youth and Sports for partnership and support for the achievement of its key objectives.

This effort and the funding from the government have been very useful in NAWOCOL's new shift to counselling Ebola survivors and affected families. The organisation notes that it has shifted its attention from prevention, mainly to counselling since the scars that haunt families after deaths or survival can damage the fabric of the Liberian family long after Ebola has been eradicated.

One of the main reasons for the change of focus also is that five of the members of the SPO died from Ebola in four affected counties including Bong, Bomi, Grand Cape Mount, and Greater Monrovia. The SPO has been engaged in counselling of families and also men who survived Ebola and are capable of re-infecting their wives or spouses if they do not adhere to the mandatory sexual abstinence for 60 days.

In this direction, NAWOCOL used a portion of the related government funding and donated U$2,000.00 worth of mattresses, buckets and sanitizing items to the Island Clinic Ebola Treatment Unit on Bushrod Island and the Women Training Centre in Kakata, Margibi County, respectively. The donation was in line with the organisation's objectives to keep women healthy and provide them knowledge and skills in various disciplines that would make meaningful contributions in society.

2.3　Contracting details

When did cooperation with this partner start: 2005

What is the MFS II contracting period: 2012 - 2014

Did cooperation with this partner end? NO

If yes, when did it finish? N/A

What is the reason for ending the cooperation with this partner: N/A

If not, is there an expected end date for the collaboration? 2015

2.4　Background to the Southern Partner Organisation

History

NAWOCOL was founded in 1991 at the peak of the civil crisis in Liberia. Its sole intent was to rescue women and girls from the scourge of rape and distress caused by the ravages of war and the loss of their husbands and breadwinners, who had either been killed or were in hiding. The main idea of NAWOCOL was for women to be provided counselling with the help of UNICEF and other partners. In 1992 NAWOCOL started to implement pilots, and it became functional and operating. In the same year, they started with psychosocial counselling, micro-finance and empowerment of abused women and girls. The counselling and empowerment programme went on continuously up to 1995. In addition to counselling, NAWOCOL introduced empowerment programmes in 1992, called AWAG programme. The AWAG programme involved training in sustainable activities, such as microfinance, tailoring skills, agriculture and other relief activities. NAWOCOL also provided relief assistance in the form of legal aid and medical welfare to women and children. After 1995 NAWOCOL started to expand its operations to other parts of the country, out of Monrovia. Agriculture was added to the programme in 1996. They had an EWAC programme focussing on abused women and girls. Subcomponents of the EWAC programme were microfinance, empowerment, skills training, medical aid, and relief. During the war years - mid-1990s, NAWOCOL had their presence almost in all frontline towns and villages in Liberia assisting refugee children and women. Some of the programmes included micro-loans for women and agriculture. One big town enjoying this presence was Danane in Ivory Coast in 1996. NAWOCOL also had a big office in Ivory Cost in 1996. Given that most women in the war moved across the border of Ivory Coast to seek refuge, NAWOCOL followed and provided skills to these Liberian women across the borders. Because of the war, NAWOCOL provided services on both sides of the border, with its central office in Ivory Coast.

In talking about the activities of NAWOCOL throughout the years, it is important to stress that NAWOCOL is an umbrella of member organisations. At its peak, it had 102 member organisations. In the last years, many member organisations became autonomous and dropped out; NAWOCOL now has about 32 member organisations. Around 2000 was the time that many member organisations became autonomous/independent from NAWOCOL (early 2000) and changed their status to community-based organisations and sometimes full-fledged NGOs. This movement was due to the end of the war and emergency activities during that period. It also stemmed from the fact that many of the groups become empowered and had solicited funding from various sources on their own.

NAWOCOL contributed immensely to peace building and reconciliation in Liberia through their programmes started since 2006. With funding from ICCO and Kerk in Actie, the group repatriated displaced people from Grand Gedeh and Nimba county and even trained Liberian women that were settled in the town of Danane in Ivory Coast. To foster goodwill and peace amongst different tribes, NAWOCOL used skill training and brought in women from all tribes and walks of life to participate and interact together in activities. Such programming was one way to guide way to help in counselling and healing of wounds. It was used in times with a lot of hate between tribes, so bringing different women together to interact, talk and share with each other would help. NAWOCOL was one of the first organisations with literacy training in rural areas, to help women to write their names. Also HIV/AIDS components were added to the programme. This was all part of the peace building project of ICCO

from 2005/2006. An important mechanism to work was to build trust in various communities, to get tribes working together, for example in communal farming.

In 2009/2010, NAWOCOL provided agricultural programmes to empower women. These women were encouraged to open joint bank accounts. In 2005/2006, the objective of the programmes was to build trust between ethnic communities by using the Kuu system that is a form of peace building and reconciliation initiative.

Vision
NAWOCOL's vision is a peaceful Liberia with tenets such as equality, fair play and justice, where women and girls have access to political and economic opportunities and are robustly visible.

Mission
NAWOCOL's mission is to advocate and ensure that women are brought into the decision-making processes. The mission of NAWOCOL is still linked to the vision of making women and girls resourceful in campaigning their own development to be involved in decision-making at all levels.

Strategies
NAWOCOL's operational strategy was mobilising resources at national level from the offices based on needs from member organisations in the counties, in order to implement projects, technical and financial support, and support them from the back donor: from donor to NAWOCOL, from NAWOCOL to grassroots communities in the counties, with technical and financial support to them. In the next strategic plan (2014-2016) the following themes are to be addressed:

- Women Economic and Social Empowerment
- Women Political Empowerment and Development
- Women and Natural Resources governance
- Women Access to Justice
- Women and HIV/AIDS

3   Methodological approach and reflection

3.1   Overall methodological approach and reflection

This chapter describes the methodological design and challenges for the assessment of capacity development of Southern Partner Organisations (SPOs), also called the '5C study'. This 5C study is organised around **four key evaluation questions**:

1. What are the changes in partner organisations' capacity during the 2012-2014 period?
2. To what degree are the changes identified in partner capacity attributable to development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?
3. Were the efforts of the MFS II consortia efficient?
4. What factors explain the findings drawn from the questions above?

It has been agreed that the question (3) around efficiency cannot be addressed for this 5C study. The methodological approach for the other three questions is described below. At the end, a methodological reflection is provided.

Note: this methodological approach is applied to 4 countries that the Centre for Development Innovation, Wageningen University and Research centre is involved in in terms of the 5C study (Ethiopia, India, Indonesia, Liberia). The overall approach has been agreed with all the 8 countries selected for this MFS II evaluation. The 5C country teams have been trained and coached on this methodological approach during the evaluation process. Details specific to the SPO are described in chapter 5.1 of the SPO report A detailed overview of the approach is described in appendix 1.

The first (changes in organisational capacity) and the fourth evaluation question are addressed together through:

- **Changes in the 5C indicators since the baseline:** standard indicators have been agreed upon for each of the five capabilities of the five capabilities framework (see appendix 2) and changes between the baseline, and the endline situation have been described. For data collection a mix of data collection methods has been used, including self-assessments by SPO staff; interviews with SPO staff and externals; document review; observation. For data analysis, the Nvivo software program for qualitative data analysis has been used. Final descriptions per indicator and per capability with corresponding scores have been provided.
- **Key organisational capacity changes – 'general causal map':** during the endline workshop a brainstorm has been facilitated to generate the key organisational capacity changes as perceived by the SPO since the baseline, with related underlying causes. For this purpose, a visual as well as a narrative causal map have been described.

In terms of the attribution question (2 and 4), **'process tracing'** is used. This is a theory-based approach that has been applied to a selected number of SPOs since it is a very intensive and costly methodology, although it provides rich information and can generate a lot of learning within the organisations. This approach was presented and agreed-upon during the synthesis workshop on 17-18 June 2013 by the 5C teams for the eight countries of the MFS II evaluation. A more detailed description of the approach was presented during the synthesis workshop in February 2014. The synthesis team, NWO-WOTRO, the country project leaders and the MFS II organisations present at the workshop have accepted this approach. It was agreed that this approach can only be used for a selected number of SPOs since it is a very intensive and costly methodology. Key organisational capacity changes/ outcomes of the SPO were identified, based on their relationship to the two selected capabilities, the capability to act and commit the capability to adapt and self-renew, and an expected relationship with CFA supported capacity development interventions (MFS II funding). It was agreed to

focus on these two capabilities, since these are the most targeted capabilities by the CFAs, as established during the baseline process.

Please find below an explanation of how the above-mentioned evaluation questions have been addressed in the 5C evaluation.

At the end of this appendix a brief methodological reflection is provided.

3.2 Assessing changes in organisational capacity and reasons for change - evaluation question 1 and 4

This section describes the data collection and analysis methodology for answering the first evaluation question: **What are the changes in partner organisations' capacity during the 2012-2014 period?** And the fourth evaluation question: **"What factors explain the findings drawn from the questions above?"**

In order to explain the changes in organisational capacity development between baseline and endline (evaluation question 1) the CDI and in-country evaluation teams needed to review the indicators and how they have changed between baseline and endline and what reasons have been provided for this. This is explained below. It has been difficult to find detailed explanations for changes in each of the separate 5c indicators, but the 'general causal map' has provided some ideas about some of the key underlying factors actors and interventions that influence the key organisational capacity changes, as perceived by the SPO staff.

The evaluators considered it important to also note down a consolidated SPO story and this would also provide more information about what the SPO considered to be important in terms of organisational capacity changes since the baseline and how they perceived these key changes to have come about. Whilst this information has not been validated with sources other than SPO staff, it was considered important to understand how the SPOs has perceived changes in the organisation since the baseline.

For those SPOs that are selected for process tracing (evaluation question 2), more in-depth information is provided for the identified key organisational capacity changes and how MFS II supported capacity development interventions as well as other actors, factors and interventions have influenced these changes. This is integrated in the next session on the evaluation question on attribution, as described below and in the appendix 1.

How information was collected and analysed for addressing evaluation question 1 and 4, in terms of description of changes in indicators per capability as well as in terms of the general causal map, based on key organisational capacity changes as perceived by the SPO staff, is further described below.

During the baseline in 2012 information has been collected on each of the 33 agreed upon indicators for organisational capacity. For each of the five capabilities of the 5C framework indicators have been developed as can be seen in Appendix 2. During this 5C baseline, a summary description has been provided for each of these indicators, based on document review and the information provided by staff, the Co-financing Agency (CFA) and other external stakeholders. Also a summary description has been provided for each capability. The results of these can be read in the baseline reports.

The description of indicators for the baseline in 2012 served as the basis for comparison during the endline in 2014. In practice this meant that largely the same categories of respondents (preferably the same respondents as during the baseline) were requested to review the descriptions per indicator and indicate whether and how the endline situation (2014) is different from the described situation in 2012[1].

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[1] The same categories were used as during the baseline (except beneficiaries, other funders): staff categories including management, programme staff, project staff, monitoring and evaluation staff, field staff, administration staff; stakeholder categories including co-financing agency (CFA), consultants, partners.

Per indicator they could indicate whether there was an improvement or deterioration or no change and also describe these changes. Furthermore, per indicator the interviewee could indicate what interventions, actors and other factors explain this change compared to the baseline situation. See below the specific questions that are asked for each of the indicators. Per category of interviewees there is a different list of indicators to be looked at. For example, staff members were presented with a list of all the indicators, whilst external people, for example partners, are presented with a select number of indicators, relevant to the stakeholder.

The information on the indicators was collected in different ways:

1. **Endline workshop at the SPO - self-assessment and 'general causal map'**: similar to data collection during the baseline, different categories of staff (as much as possible the same people as during the baseline) were brought together in a workshop and requested to respond, in their staff category, to the list of questions for each of the indicators (self-assessment sheet). Prior to carrying out the self-assessments, a brainstorming sessions was facilitated to develop a 'general causal map', based on the key organisational capacity changes since the baseline as perceived by SPO staff. Whilst this general causal map is not validated with additional information, it provides a sequential narrative, based on organisational capacity changes as perceived by SPO staff;

2. **Interviews with staff members**: additional to the endline workshop, interviews were held with SPO staff, either to provide more in-depth information on the information provided on the self-assessment formats during the workshop, or as a separate interview for staff members that were not present during the endline workshop;

3. **Interviews with externals**: different formats were developed for different types of external respondents, especially the co-financing agency (CFA), but also partner agencies, and organisational development consultants where possible. These externals were interviewed, either face-to-face or by phone/Skype. The interview sheets were sent to the respondents and if they wanted, these could be filled in digitally and followed up on during the interview;

4. **Document review**: similar to the baseline in 2012, relevant documents were reviewed so as to get information on each indicator. Documents to be reviewed included progress reports, evaluation reports, training reports, etc. (see below) since the baseline in 2012, so as to identify changes in each of the indicators;

5. **Observation**: similar to what was done in 2012, also in 2014 the evaluation team had a list with observable indicators which were to be used for observation during the visit to the SPO.

Below the key steps to assess changes in indicators are described.

Key steps to assess changes in indicators are described
1. Provide the description of indicators in the relevant formats – CDI team
2. Review the descriptions per indicator – in-country team & CDI team
3. Send the formats adapted to the SPO to CFA and SPO – in-country team (formats for SPO) and CDI team (formats for CFA)
4. Collect, upload & code the documents from CFA and SPO in NVivo – CDI team
5. Organise the field visit to the SPO – in-country team
6. Interview the CFA – CDI team
7. Run the endline workshop with the SPO – in-country team
8. Interview SPO staff – in-country team
9. Fill-in observation sheets – in-country team
10. Interview externals – in-country team
11. Upload and auto-code all the formats collected by in-country team and CDI team in NVivo – CDI team
12. Provide to the overview of information per 5c indicator to in-country team – CDI team
13. Analyse data and develop a draft description of the findings per indicator and for the general questions – in-country team
14. Analyse data and develop a final description of the findings per indicator and per capability and for the general questions – CDI team
15. Analyse the information in the general causal map –in-country team and CDI-team

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Note: the CDI team include the Dutch 5c country coordinator as well as the overall 5c coordinator for the four countries (Ethiopia, India, Indonesia, Liberia). The 5c country report is based on the separate SPO reports.

Please see appendix 1 for a description of the detailed process and steps.

3.3 Attributing changes in organisational capacity - evaluation question 2 and 4

This section describes the data collection and analysis methodology for answering the second evaluation question: **To what degree are the changes identified in partner capacity attributable to (capacity) development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?** and the fourth evaluation question: **"What factors explain the findings drawn from the questions above?"**

In terms of the attribution question (2), 'process tracing' is used. This is a theory-based approach that has been applied to a selected number of SPOs since it is a very intensive and costly methodology, although it provides rich information and can generate a lot of learning within the organisations. Key organisational capacity changes/ outcomes of the SPO were identified, based on their relationship to the two selected capabilities, the capability to act and commit the capability to adapt and self-renew, and an expected relationship with CFA supported capacity development interventions (MFS II funding). It was agreed to focus on these two capabilities, since these are the most targeted capabilities by the CFAs, as established during the baseline process.

Below, the selection of SPOs for process tracing as well as the different steps involved for process tracing in the selected SPOs, are further explained.

3.3.1 Selection of SPOs for 5C process tracing

Process tracing is a very intensive methodology that is very time and resource consuming (for development and analysis of one final detailed causal map, it takes about 1-2 weeks in total, for different members of the evaluation team). It has been agreed upon during the synthesis workshop on 17-18 June 2013 that only a selected number of SPOs will take part in this process tracing for the purpose of understanding the attribution question. The selection of SPOs is based on the following criteria:

- MFS II support to the SPO has not ended before 2014 (since this would leave us with too small a time difference between intervention and outcome);
- Focus is on the 1-2 capabilities that are targeted most by CFAs in a particular country;
- Both the SPO and the CFA are targeting the same capability, and preferably aim for similar outcomes;
- Maximum one SPO per CFA per country will be included in the process tracing.

The intention was to focus on about 30-50% of the SPOs involved. Please see the tables below for a selection of SPOs per country. Per country, a first table shows the extent to which a CFA targets the five capabilities, which is used to select the capabilities to focus on. A second table presents which SPO is selected, and takes into consideration the selection criteria as mentioned above.

For the detailed results of this selection, in the four countries that CDI is involved in, please see appendix 1. The following SPOs were selected for process tracing:

- Ethiopia: AMREF, ECFA, FSCE, HUNDEE (4/9)
- India: BVHA, COUNT, FFID, SMILE, VTRC (5/10)
- Indonesia: ASB, ECPAT, PtPPMA, YPI, YRBI (5/12)
- Liberia: BSC, RHRAP (2/5).

3.3.2 Key steps in process tracing for the 5C study

In the box below you will find the key steps developed for the 5C process tracing methodology. These steps will be further explained here. Only key staff of the SPO is involved in this process: management; programme/ project staff; and monitoring and evaluation staff, and other staff that could provide information relevant to the identified outcome area/key organisational capacity change.

Those SPOs selected for process tracing had a separate endline workshop, in addition to the ' general endline workshop. This workshop was carried out after the initial endline workshop and the interviews during the field visit to the SPO. Where possible, the general and process tracing endline workshop have been held consecutively, but where possible these workshops were held at different points in time, due to the complex design of the process. Below the detailed steps for the purpose of process tracing are further explained. More information can be found in Appendix 1.

Key steps in process tracing for the 5C study

1. Identify the planned MFS II supported capacity development interventions within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team
2. Identify the implemented MFS II supported capacity development interventions within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team
3. Identify initial changes/ outcome areas in these two capabilities – CDI team & in-country team
4. Construct the detailed, initial causal map (theoretical model of change) – CDI team & in-country team
5. Identify types of evidence needed to verify or discard different causal relationships in the model of change – in-country teams, with support from CDI team
6. Collect data to verify or discard causal mechanisms and construct workshop based, detailed causal map (model of change) – in-country team
7. Assess the quality of data and analyse data and develop final detailed causal map (model of change) – in-country team with CDI team
8. Analyse and conclude on findings– CDI team, in collaboration with in-country team

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3.3.3 Methodological reflection

Below a few methodological reflections are made by the 5C evaluation team. These can also be found in appendix 1.

Use of the 5 core capabilities framework and qualitative approach: this has proven to a be very useful framework to assess organisational capacity. The five core capabilities provide a comprehensive picture of the capacity of an organisation. The capabilities are interlinked, which was also reflected in the description of standard indicators, that have been developed for the purpose of this 5C evaluation and agreed upon for the eight countries. Using this framework with a mainly qualitative approach has provided rich information for the SPOs and CFAs, and many have indicated this was a useful learning exercise.

Using standard indicators and scores: using standard indicators is useful for comparison purposes. However, the information provided per indicator is very specific to the SPO and therefore makes comparison difficult. Whilst the description of indicators has been useful for the SPO and CFA, it is questionable to what extent indicators can be compared across SPOs since they need to be seen in context, for them to make meaning. In relation to this, one can say that scores that are provided for the indicators, are only relative and cannot show the richness of information as provided in the indicator description. Furthermore, it must be noted that organisations are continuously changing and scores are just a snapshot in time. There cannot be perfect score for this. In hindsight, having rubrics would have been more useful than scores.

General causal map: whilst this general causal map, which is based on key organisational capacity changes and related causes, as perceived by the SPO staff present at the endline workshop, has not been validated with other sources of information except SPO feedback, the 5C evaluation team considers this information important, since it provides the SPO story about how and which changes in the organisation since the baseline, are perceived as being important, and how these changes have come about. This will provide information additional to the information that has been validated when analysing and describing the indicators as well as the information provided through process tracing (selected SPOs). This has proven to be a learning experience for many SPOs.

Using process tracing for dealing with the attribution question: this theory-based and mainly qualitative approach has been chosen to deal with the attribution question, on how the organisational capacity changes in the organisations have come about and what the relationship is with MFS II

supported capacity development interventions and other factors. This has proven to be a very useful process, that provided a lot of very rich information. Many SPOs and CFAs have already indicated that they appreciated the richness of information which provided a story about how identified organisational capacity changes have come about. Whilst this process was intensive for SPOs during the process tracing workshops, many appreciated this to be a learning process that provided useful information on how the organisation can further develop itself. For the evaluation team, this has also been an intensive and time-consuming process, but since it provided rich information in a learning process, the effort was worth it, if SPOs and CFAs find this process and findings useful.

A few remarks need to be made:

- Outcome explaining process tracing is used for this purpose, but has been adapted to the situation since the issues being looked at were very complex in nature.
- Difficulty of verifying each and every single change and causal relationship:
  - Intensity of the process and problems with recall: often the process tracing workshop was done straight after the general endline workshop that has been done for all the SPOs. In some cases, the process tracing endline workshop has been done at a different point in time, which was better for staff involved in this process, since process tracing asks people to think back about changes and how these changes have come about. The word difficulties with recalling some of these changes and how they have come about. See also the next paragraph.
  - Difficulty of assessing changes in knowledge and behaviour: training questionnaire is have been developed, based on Kirkpatrick's model and were specifically tailored to identify not only the interest but also the change in knowledge and skills, behaviour as well as organisational changes as a result of a particular training. The retention ability of individuals, irrespective of their position in the organisation, is often unstable. The 5C evaluation team experienced that it was difficult for people to recall specific trainings, and what they learned from those trainings. Often a change in knowledge, skills and behaviour is a result brought about by a combination of different factors , rather than being traceable to one particular event. The detailed causal maps that have been established, also clearly pointed this. There are many factors at play that make people change their behaviour, and this is not just dependent on training but also internal/personal (motivational) factors as well as factors within the organisation, that stimulate or hinder a person to change behaviour. Understanding how behaviour change works is important when trying to really understand the extent to which behaviour has changed as a result of different factors, actors and interventions. Organisations change because people change and therefore understanding when and how these individuals change behaviour is crucial. Also attrition and change in key organisational positions can contribute considerably to the outcome.

Utilisation of the evaluation
The 5C evaluation team considers it important to also discuss issues around utility of this evaluation. We want to mention just a few.

Design: mainly externally driven and with a focus on accountability and standard indicators and approaches within a limited time frame, and limited budget: this MFS II evaluation is originally based on a design that has been decided by IOB (the independent evaluation office of the Dutch Ministry of Foreign Affairs) and to some extent MFS II organisations. The evaluators have had no influence on the overall design and sampling for the 5C study. In terms of learning, one may question whether the most useful cases have been selected in this sampling process. The focus was very much on a rigorous evaluation carried out by an independent evaluation team. Indicators had to be streamlined across countries. The 5C team was requested to collaborate with the other 5C country teams (Bangladesh, Congo, Pakistan, Uganda) to streamline the methodological approach across the eight sampled countries. Whilst this may have its purpose in terms of synthesising results, the 5C evaluation team has also experienced the difficulty of tailoring the approach to the specific SPOs. The overall evaluation has been mainly accountability driven and was less focused on enhancing learning for improvement. Furthermore, the timeframe has been very small to compare baseline information (2012) with endline information (2014). Changes in organisational capacity may take a long, particularly if they are related to behaviour change. Furthermore, there has been limited budget to carry out the 5C evaluation. For all the four countries (Ethiopia, India, Indonesia, Liberia) that the

Centre for Development Innovation, Wageningen University and Research centre has been involved in, the budget has been overspent.

However, the 5C evaluation team has designed an endline process whereby engagement of staff, e.g. in a workshop process was considered important, not only due to the need to collect data, but also to generate learning in the organisation. Furthermore, having general causal maps and detailed causal maps generated by process tracing have provided rich information that many SPOs and CFAs have already appreciated as useful in terms of the findings as well as a learning process.

Another issue that must be mentioned is that additional requests have been added to the country teams during the process of implementation: developing a country based synthesis; questions on design, implementation, and reaching objectives of MFS II funded capacity development interventions, whilst these questions were not in line with the core evaluation questions for the 5C evaluation.

Complexity and inadequate coordination and communication: many actors, both in the Netherlands, as well as in the eight selected countries, have been involved in this evaluation and their roles and responsibilities, were often unclear. For example, 19 MFS II consortia, the internal reference group, the Ministry of Foreign Affairs, Partos, the Joint Evaluation Trust, NWO-Wotro, the evaluators (Netherlands and in-country), 2 external advisory committees, and the steering committee. Not to mention the SPO's and their related partners and consultants. CDI was involved in 4 countries with a total number of 38 SPOs and related CFAs. This complexity influenced communication and coordination, as well as the extent to which learning could take place. Furthermore, there was a distance between the evaluators and the CFAs, since the approach had to be synchronised across countries, and had to adhere to strict guidelines, which were mainly externally formulated and could not be negotiated or discussed for the purpose of tailoring and learning. Feedback on the final results and report had to be provided mainly in written form. In order to enhance utilisation, a final workshop at the SPO to discuss the findings and think through the use with more people than probably the one who reads the report, would have more impact on organisational learning and development. Furthermore, feedback with the CFAs has also not been institutionalised in the evaluation process in the form of learning events. And as mentioned above, the complexity of the evaluation with many actors involved did not enhance learning and thus utilization.

5C Endline process, and in particular thoroughness of process tracing often appreciated as learning process: The SPO perspective has also brought to light a new experience and technique of self-assessment and self-corrective measures for managers. Most SPOs whether part of process tracing or not, deeply appreciated the thoroughness of the methodology and its ability to capture details with robust connectivity. This is a matter of satisfaction and learning for both evaluators and SPOs. Having a process whereby SPO staff were very much engaged in the process of self-assessment and reflection has proven for many to be a learning experience for many, and therefore have enhanced utility of the 5C evaluation.

4   Results

4.1   MFS II supported capacity development interventions

Below an overview of the different MFS II supported capacity development interventions of NAWOCOL that have taken place since 2011 are described. The information is based on the information provided by ICCO.

Table 1

Information about MFS II supported capacity development interventions since the baseline

Title of the MFS II supported capacity development intervention	Objectives	Activities	Timing and duration	Budget
Financial support for organising the Annual General Meeting in 2014	Strategizing and amending constitution	3-day conference in Monrovia	March 18-20, 2014	$13.408 Dollars
Visit of SPO directors to Bamako in Mali	Strategy sessions for the LCDGP	One week visit	September 2013	
Training with Programme and Financial staff members of the LCDGP	Understanding ICCO guidelines and policies	1-day Refresher session	March 2014	$ 7.000 Dollars (LCDGP General budget for Learning Agenda Support 2014)
Start-up activities FED Bridging Phase: FED-Cluster Value chain stakeholder mapping exercise	Create FED partners' awareness of value chain stakeholders in Liberia	Two-day workshop as part of the start-up phase	February 6-7, 2014	$14.600 Dollars (for entire FED-cluster start-up phase 2013-2014)
Partner/Cluster Coordination Meetings	Interaction and planning with LCDGP partners	Meetings held in Monrovia	2013-2014	$ 7.000 Dollars (LCDGP general budget for Learning Agenda Support 2014)
ICCO monitoring visits	Visits for monitoring and discussion purposes	Discussions on funding, sustainability, business development and organisational strengthening	Throughout 2012 and 2013 - latest in March/April 2014	

Source: CFA support to capacity sheet, SPO support to capacity sheet, AGM Financial Report, LCDGP Bridging Narrative Report 2013; LCDGP Budget Revised June 20 2014 RHRAP

4.2 Changes in capacity and reasons for change - evaluation question 1 and 4

Below you can find a description of the changes in each of the five core capabilities. This information is based on the analysis of the information per each of the indicators. This detailed information for each of the indicators describes the current situation, and how and why it has changed since the baseline. See also Appendix 3.

4.2.1 Changes in the five core capabilities

Summary of the capability to act and commit

Leadership has considerably improved since the baseline due to having a new acting director who is very well connected and has brought back momentum into the organisation. The board restructured and has, in collaboration with the new acting director and with learning from the 5C baseline assessment, been able to provide better strategic guidance. A strategic plan has been developed since the baseline. However, the strategies in the new strategic plan are not well articulated, and not clearly based on good situation analysis and adequate monitoring and evaluation.

In terms of staff training NAWOCOL is in a difficult position since there are not enough funds to employ staff permanently but rather project based. For that reason, more staff have left the organisation since the baseline. A financial officer is new to the organisation. Remaining staff is mainly managerial and these are doing multitasking. They do reflect the objectives of the organisation, but it is not clear whether there is a clear organisational structure that also reflects this. Staff remaining in the organisation to have the necessary knowledge and skills in relation to NAWOCOL's work. But there is inadequate capacity to write winning proposals and generate funding for the organisation. ICCO, who was the main funder of NAWOCOL, has been slowly withdrawing funding, which has left the organisation in a difficult situation since there is no capacity to generate new funds. NAWOCOL has been able to generate some funds from the government of Liberia, but otherwise is still trying to seek funds from other organisations. The board is now more actively involved in writing proposals and the new acting director is also very active, but there are no clear funding procedures.

One staff member is being trained in terms of monitoring and evaluation by a M&E consultant, was providing support to the organisation to develop its monitoring and evaluation system. The main problem is not having enough staff due to lack of funding. There are no particular incentives for staff, since people are mainly hired on the basis for a contract for a specific project.

Note: after the endline assessments in the acting executive director, who brought back momentum into the organisation, has found work at another organisation and it is expected that this will have serious implications for the future organisational capacity.

Score: from 1.6 to 2 (slight improvement)

Summary of the capability to adapt and self-renew

Capability to adapt and self-renew at NACOWOL

NAWOCOL is making efforts to develop its M&E system with the help of an M&E consultant, always also working with a staff member who is now assigned with M&E tasks. The M&E framework describes a more comprehensive M&E system, where not only outputs, but also outcomes are being addressed, which can be used to help inform operational, strategic decision-making. A database is also currently being set up. In terms of the internal culture of critical reflection and sharing of ideas there hasn't been much change since the baseline but the situation is generally okay in the sense that people feel free to share their ideas. NAWOCOL has limited responsiveness to their stakeholders and general public: there's no real change since the baseline. Overall this capability has improved slightly, mainly due to having support from an M&E consultant in setting up their monitoring and evaluation system.

Score: from 2.4 to 2.9 (slight improvement)

Summary of the capability to deliver on development objectives

Capability to deliver on development objectives at NAWOCOL

NAWOCOL has operational plans in place. However, the main problem that NAWOCOL is facing is lack of funding and this affects their potential and capacity to deliver outputs in line with their mandate. There are very few reports that describe the process and conditions with which the development objectives are being carried out. Since NAWOCOL is still in the process of developing its monitoring and evaluation system, there is no formal system in place yet to assess beneficiary needs, efficiency and quality of their work, although they do look at how best they can use the minimal resources that they have. During the baseline a number of indicators could not be assessed, this accounts to a large extent the score change.

Score: from 1.75 to 2.25 (slight change)

Summary of the capability to relate
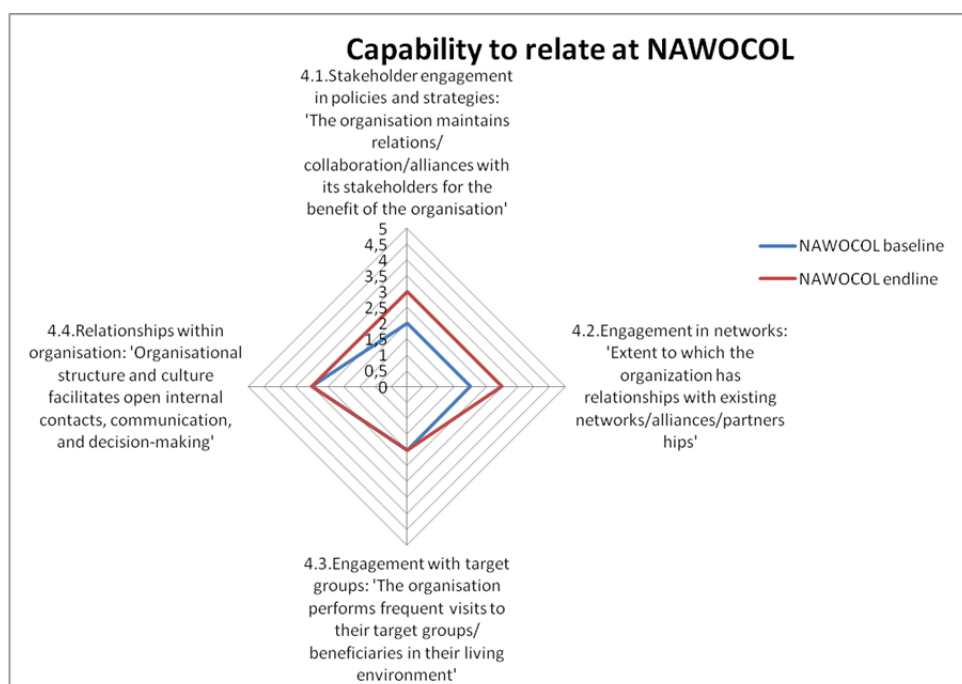
Capability to relate at NAWOCOL

The capability to relate has slightly improved mainly due to having an acting Executive Director who is very active and well networked. This has improved linkages with other stakeholders like the government of Liberia, who has been able to provide them with some funding. Internal relationships facilitate open communication with communication is not formalised, neither is engagement with the beneficiaries.

Score: from 2.25 to 2.75 (slight improvement)
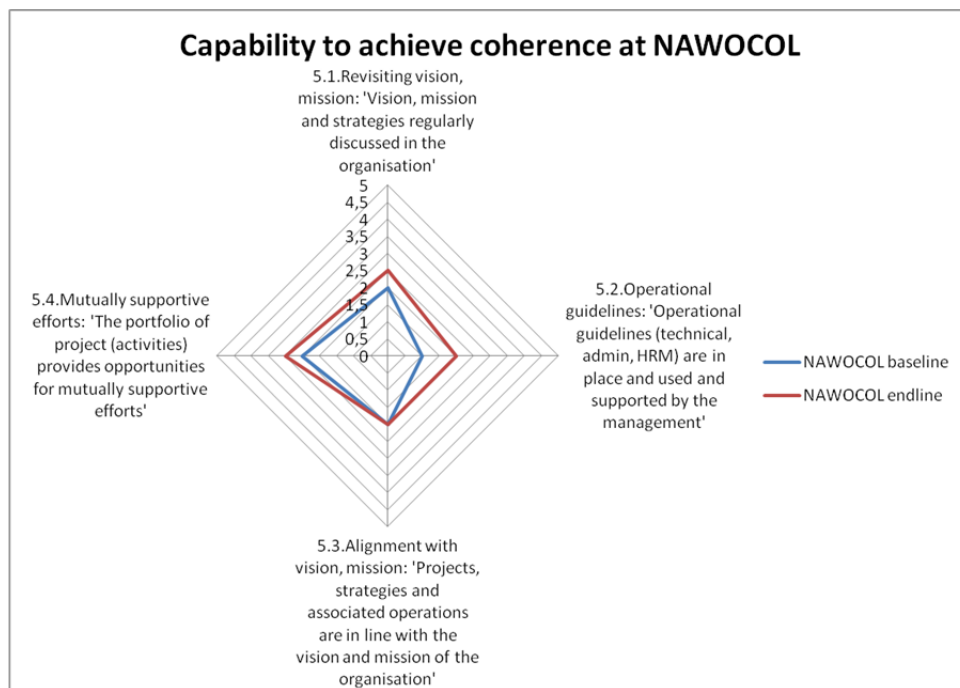
Summary of the capability to achieve coherence

NAWOCOL has a vision and mission in place and recently, also a strategic plan has been developed. However, these do not seem to be regularly discussed. The organisation partly adheres to its constitution. The focus of the institution is on women. But cross gender activities are now also encouraged in the organisation. Whilst project activities seem to be complimentary lack of funding can also affect this complementarity. NAWOCOL now does have some operational guidelines in place, like the financial policy and an operational manual, but personnel policy is still weak which is related to lack of staffing.

Score: from 1.82 to 2.3 (slight improvement)

4.2.2   Key organisational capacity changes - general causal map

During the endline workshop at the SPO, a discussion was held around what staff perceived as the key changes in the organisation since the baseline. This then led to a discussion on what were the key organisational capacity changes and why these changes have taken place according to staff present at the endline workshop. The discussion resulted in a 'general causal map' which is summarised below. The detailed general causal map (both as a visual and well as a narrative) is described in Appendix 3. The general causal map provides a comprehensive picture of organisational capacity changes that took place since the baseline, based on the perspective of SPO staff present at the endline workshop. At the top the main organisational capacity changes are positioned (in yellow boxes). Some of their key consequences (in purple) are noted up top. Blue boxes represent factors and aspects that influence the organisational capacity changes above. These can be further traced back to interventions and activities. The contributing activities have been coloured brown. If a factor or outcome negatively impacted the organisation it has been highlighted in pink.

The director took the time to say that indeed quite a few things had changed in the last two years. She stressed the fact that the NAWOCOL office had been refurbished, new operational documents had

been developed (such as operational manuals, staff contracts and an amended constitution), and that a new strategy was being developed building on the recommendations from the Assembly General Meeting (AGM). On a programme implementation level it seemed that NAWOCOL had to make some adaptations in terms of amount of people reached and in which areas. Due to the reduction in ICCO funding the director said that NAWOCOL was not able to implement the project (Rural Women and Girls Capacity Development Projects and School Based Palaver Management Club) in Lofa, and therefore was only able to implement it in Kakata, Margibi county. Also, it was said that the amount of people working with the programme was halved to 50 people instead of 100 due to lack of funds. Some of the activities NAWOCOL engaged in during the past two years: working with women in small businesses and peace-building activities with youth in 5 schools in Kakata (please see the Annex C SPO Support to capacity sheet for more information). Some of the key changes related to organisational capacity (there were a great deal more changes, but these related to project activities and impacts):

- Office equipment was bought through a Government of Liberia subsidy.
- Assembly General Meeting was held in 2014, and led to amending the strategic plan, the constitution and the operational manual .
- Board recommended/ and elected new board members and became smaller (from 15 to 7 people).
- Structure of NAWOCOL revised, and strategy developed and approved by the AGM.
- Huge staff turnover, a major constraint for NAWOCOL.
- Low donor funding.
- Developed policy documents for NAWOCOL: in March 2014.
- Enhanced network with WONGOSOL- Women NGO secretariat; African Women Development Fund is supporting NAWOCOL until the end of July 2014.

The key organisational changes that NAWOCOL has experienced since the baseline in 2012 focus on three issues: a new organisational paradigm shift [1], search for more diverse funding [2], and a management team that is now better at multi-tasking [3]. In the causal map these key changes are further discussed. When discussing how NAWOCOL has changed since the baseline three key influencing factors surfaced. One of the main issues that greatly impacted NAWOCOL in the past 2-3 years is that funding has been quite low, especially **funding** from ICCO. The staff of NAWOCOL called this funding fatigue in general within the donor community [18]. The LCDGP was launched in 2013 and since then the acting director said that it is difficult to get ICCO to fund the whole project proposal. NAWOCOL is now active in the Fair Economic Development cluster of the LCDGP [17]. Another issue that is impacting NAWOCOL is a **changing context for post-conflict development**, moving from relief to reconstruction, changing the nature of development goals and orientation [13]. Furthermore, the role of NAWOCOL has changed. This is related to NAWOCOL being an umbrella organisation for women groups in Liberia with various 'constituencies' in the different Liberian counties. In recent years these women groups have increasingly been decentralising operations and focusing on their own counties leading to less efforts to maintain NAWOCOL [15]. These two last aspects have influenced the new paradigms and direction of NAWOCOL.

Purple boxes:
- NAWOCOL places more focus on the natural resource management sector, governance issues related to that, and HIV/AIDs prevention [4]
- Focus now also addresses cross-gender participation in all her projects – so not purely women and girls [5]
- Organisational and financial sustainability [19]

Yellow boxes:
- New organisational paradigm shift [1]
- Diversification of funding sources [2]
- Management has become better at multitasking [3]

Blue boxes:
- New revised 3-year strategic plan developed Constitution revised [6]
- Operational manual revised [7]
- Board restructured From 15 to 7 people 2014 [8]
- NAWOCOL received a GoL Support subsidy worth 39,750 USD 2013-2014 [20]
- Increased financial accountability [22]
- Project with African Women Development Fund in HIV/AIDS and Teenage Pregnancy prevention in Bong and Grand Geddeh Counties 2013 – July 2014 10,000 USD [24]
- Skills in standardized report writing (both financial and narrative) [30]
- Skills in proposal writing; sourcing funding; crisis management [32]
- Engagement with WONGOSOL and WIPNET to address project-based capacity gaps when needed [35]
- Need for strategic and operational documents [9]
- Assembly general meeting (AGM) in March 2014 [14]
- Established a good funding relationship with the Government of Liberia [21]
- Finalized audit report for 2012-2013 on the Rural Women Capacity development project in 2014 [23]
- Discussions with ICCO on financial sustainability 2013 [10]
- The director attended strategic meeting in Mali with LCDGP coordinators Sept 2013 [11]
- Flexible funds: support to organise AGM [16]
- Maintained networking connections with WONGOSOL [25]
- Partnership with NACP for HIV/AIDS and Teenage Pregnancy prevention materials 2013-2014 [26]
- LCDGP consortium organised by ICCO: NAWOCOL is sub-lead for the FED cluster since 2013 [17]

Red boxes:
- Huge staff turnover, remaining staff: from 10 to 4 [28]
- Less engagement with NARDA for capacity building – NAWOCOL not able to pay for membership [36]
- Less able to pay staff [29]

Orange boxes:
- PMC conducted training for the ICCO supported programme managers and financial managers in 2014 [31]
- PMC conducted training in proposal writing for organisational heads 2014 [33]

Green boxes:
- MFSII Baseline in June 2012 [12]
- Change in country context from relief to reconstruction [13]
- Decentralizing Womens organisations in the various counties [15]
- Donor fatigue: decrease in ICCO funding since 2012 [18]
- ICCO ROWA capacity assessment in Jan 2012 [34]

One of the main themes of change at NAWOCOL was the **'paradigm shift'** [1], in which the organisation aimed at charting a new course of action and to amend the constitution since the baseline in 2012. These issues had been long overdue according to the management of NAWOCOL. Due to the decreased levels of funding [18], the trends within Liberian development contexts from relief to reconstruction [13], and the changing relations with the County level women organisations [15], NAWOCOL staff said that they needed to head towards a new paradigm. These trends were a main underlying reason for NAWOCOL to become a more development service-delivery type of organisation rather than a women group umbrella organisation. NAWOCOL, with support from external parties, developed a new draft strategic plan [6], which was mainly based on the changing country contexts from relief to reconstruction. This draft strategic plan shows that NAWOCOL intends to move towards five focus areas [4]: Women Economic and Social Empowerment; Women Political Empowerment and Development; Women and Natural Resources governance; Women Access to Justice; Women and HIV/AIDS. However, how these foci are to be addressed has not been described in the strategic plan yet. The new strategic plan [4] captures the political context of the country, Resolution 1325 and the social and economic context related to the concessional communities. It was noted that NAWOCOL had changed to focusing more on natural resource management and governance, but also on issues related to HIV/AIDS prevention. For example, NAWOCOL intends to address issues relating to community residents who have not been included in the financial benefits from the concessional communities. Targeting has also changed. The director called this a 'cross-gender participation' approach which not only targeted women and girls, but also boys and men [5].

The second main change in the organisation since the baseline referred to the **efforts to diversify funding sources**. This was needed to contribute to their organisational and financial sustainability. One of the signals that financial sustainability had improved was that in the past year the NAWOCOL office was refurbished and new equipment such as laptops, printers, tables and a generator were bought [19]. This has been the direct result of NAWOCOL managing to successfully apply for the Government of Liberia subsidy [20]. Another factor that contributed to diversification of funding was the effort made by management to develop more sound financial accountability [22]. Another opportunity that came up was in the HIV/AIDS prevention sector. NAWOCOL was able to do a small project with the African Women Development Fund in HIV/AIDS and Teenage pregnancy [24]. This project started in 2013 and ended in July 2014. The amount of funds were said to be around 10,000 US dollars and came about through mediation of WONGOSOL [25].

Since the baseline, the management has **become better in multi-tasking** [27]. This has been related to the fact that many staff members have left the organisation since the baseline in 2012 [28]. The management has been taking care of projects through filling in separate tasks themselves and hiring specialists to fill in when needed. This could be considered as a way to ensure sustainability of the organisation [19]. Since 2012 NAWOCOL staff has come down from 10 persons to 4 persons, due to the decreased ability to pay these staff members [29], which is a result of decreased donor funding [18]. In the baseline it was noted that these staff members were often working on a voluntary basis, now many of these have left the organisation.

5 Discussion and conclusion

5.1 Methodological issues

The management of NAWOCOL had trouble filling in the formats requested by the Liberia 5C evaluation team, including the support to capacity sheet. Eventually the support to capacity was filled in but the information was more relevant for a project impact assessment.

The Liberia 5C evaluation team planned to conduct a two-day workshop with NAWOCOL but upon the request of the chairperson of the board of directors of NAWOCOL, the 5C evaluation team only conducted a one-day workshop with NAWOCOL with the acting Executive Director and two members of the board of directors to gather data from them for the MFS II endline process. The main activity of the workshop involved the participants individually reflecting on and writing down on sticky notes the changes that had occurred in the capacity of NAWOCOL since the baseline in June 2012, discussing and agreeing on the 'outcome areas' under which to organize the sticky notes, identifying the capacity development interventions carried out by NAWOCOL and ICCO to develop the capacity of NAWOCOL, and other related factors.

The evaluation team conducted individual interviews with the acting Executive Director, and the two members of the board of directors to get their individual perspectives on each of the capacity development indicators of NAWOCOL. The plan of the evaluation Team to also conduct interviews with two of NAWOCOL's external partners (Women's NGO Secretariat of Liberia (WONGOSOL) and the Ministry of Gender and Social Protection) did not come to fruition owing to the outbreak of Ebola Virus Disease (EVD) at the time of completion of the fieldwork of the MFS II Endline process in Liberia in July 2014.

The endline workshop process showed organizational weaknesses within the NAWOCOL organization. The staffs were either new or substituted, and did not have knowledge about the many issues within the organization. The individual interviews were important in getting further information.

All in all, the information received from NAWOCOL staff was based on information provided by a few remaining staff but, in combination with the information from the relevant documentation and information from the CFA, it provided a relatively clear picture of the organisation's capacity since the baseline in 2012.

Since the endline workshop the evaluation team has experienced trouble reaching the organisation. The CFA mentioned problems of the same nature, while reports requested for on numerous occasions were not sent.

5.2 Changes in organisational capacity

NAWOCOL seemed to be recovering since the baseline. This was evident during the endline workshop. The offices of the SPO are refurbished and leadership was present and working. The past executive director was let go due to an extended sick leave. The Board Chair and the new Executive Director seem to be working together, which is very important. There have been some trends seen that indicate the organisation has made some steps since the baseline. In almost all indicators slight improvement was detected (see figure on the next page).

The capability to act and commit showed progress in the indicators on leadership and strategic guidance due to positive developments regarding the presence of the active director and the reconstitution of the Board (brought back from 15 to 7 people with different backgrounds). In the area of funding sources no real capacity change could be demonstrated; though NAWOCOL is eagerly seeking additional funds. Besides a government subsidy no substitution for the decreasing ICCO funds has been found yet. Within the capability to adapt and self-renew positive developments were that

NAWOCOL has hired a consultant to help with setting up an M&E system and writing the new M&E protocol. The greatest difference in indicators can be seen in the capability to deliver on development objectives. This is largely due to the fact that it has now been possible to get a better idea of the operational plans at NAWOCOL, and to see what outputs have been delivered. This is only slightly better than in the baseline though: NAWOCOL has an issue with providing reports and plans. The indicators within the capability to relate have not changed significantly. For example, the networking options of NAWOCOL are largely based on the connections that the director has. In the capability to achieve coherence a positive note might be seen in that NAWOCOL is seeking to explore a new strategic direction and has some operational documentation place.

Average capability changes at NAWOCOL
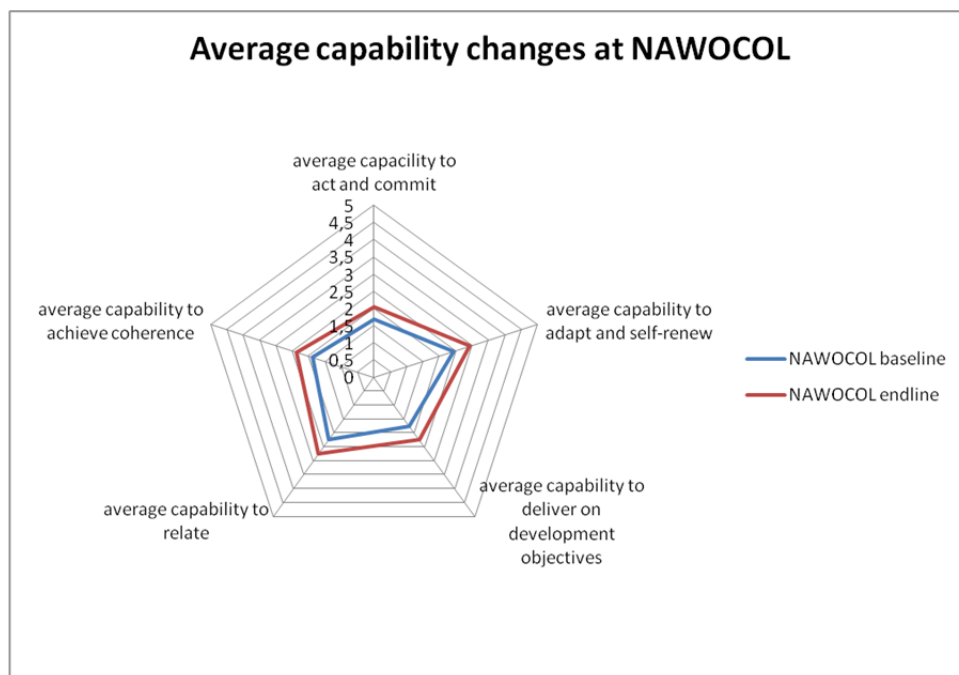
When engaging in discussions with members of NAWOCOL, funding came up as a key factor that has affected the work of NAWOCOL in the past two years: decreasing direct funding for the ICCO project has turned into partial programmatic funding from the side of ICCO, which has led to a smaller project area and less beneficiaries being reached. Another issue that is impacting NAWOCOL is a changing context for post-conflict development, moving from relief to reconstruction, changing the nature of development goals and orientation. This has an impact on the role of NAWOCOL as a women's umbrella organisation. NAWOCOL is an umbrella organisation for women groups in Liberia with various 'constituencies' in the different Liberian counties. In recent years these women groups have increasingly been decentralising operations, receiving their own funds, and focusing on their own counties, leading to less efforts to maintain NAWOCOL. Now the Ebola outbreak has taken place in Liberia, NAWOCOL seems to be fully active in that field and it is not certain where this might take the organisation.

A workshop was held with three members of the NAWOCOL management. Some of the above mentioned issues also came up but were further discussed. It was discussed what, according to NAWOCOL, where the key changes in the organisation since the baseline in 2012. A key organisational capacity change that was seen in the endline assessment by NAWOCOL staff was the new organisational strategic direction NAWOCOL was working on. A number of issues came together here. The crafting of a new strategic plan, and although belated, shifts NAWOCOL's focus from being an umbrella organisation to implementing programmes under five different themes directed at its target groups of women and girls. Other dynamics include the employment of the new Executive Director and the reduction in the number of the board of directors. The board of directors of the organisation stood at about fifteen members, one representing each county. Currently the new board is smaller and more experienced in lobbying, financing and other technical areas related to the development of the SPO. This arrangement proved difficult in holding timely meetings. Many of these issues came up during the

Annual General Meeting in 2014, and during this time the constitution was adapted. The organisation of the Annual General Meeting was financed by ICCO.

The current members of NAWOCOL say that they have built capacity through trainings and events in reporting, proposal writing and strategizing with the LCDGP and ICCO. As such, the role of the CFA has been small, but still influential considering the fact that NAWOCOL is highly dependent on ICCO and LCDGP support. When certain expertise is needed, consultants and external experts are hired - as such an M&E consultant was asked to help with setting up an M&E system, and another expert was asked to help write the new strategy. As such, the management has rather been more involved in multi-tasking as less staff members are now active at the organisation. The SPO operates with a low level of staffing, with staff only employed or contracted for project implementation. This is in direct relation to the drop in funding opportunities and the withdrawal of ICCO funding. Attempts have been made to diversify sources of funding through other projects. NAWOCOL was opportune to receive a subsidy from the government of Liberia. The funding was used to upgrade the office, buy equipment and develop a brochure that showcased NAWOCOL and its activities. A brochure was also developed as a communications tool that NAWOCOL says it will use to help in promoting itself amongst its stakeholders and beneficiaries.

On the whole the future of NAWOCOL is insecure, especially if the Ebola outbreak is taken into account. There is a need for a number of concrete issues: the strategy still needs to be further developed, the board needs to demonstrate an effective function, the management needs to remain active and prove to deliver and report on operations. At the moment these issues are questionable: though the director of the organisation has proved to be an energising factor in the past years it is uncertain whether this will remain so. She has expressed the intention to accept other work opportunities. Should the director definitely leave, it can be doubted if the organisational capacity will remain the same.

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Guidelines and formats for the 5C endline study

5c_endline_draftreport_country_SPO_26112014

Annex A_5c endline_assessment sheet_Dutch co-financing organisations_Liberia_NAWOCOL_ICCO

Annex B_5C endline_support to capacity development sheet_CFA

Annex C_5C endline_support to capacity development sheet_SPO perspective_Liberia_NAWOCOL

Annex D_5c endline interview guide_partners_selected indicators_Liberia_NAWOCOL_SAMFU

Annex F_5c endline self-assessment sheet_management_Liberia_NAWOCOL_Kandakai

Annex L_5c endline interview guide_subgroup_management_selected indicators_Liberia_NAWOCOL_Delphine

Annex Q_5c endline observation sheet_Liberia_NAWOCOL Bram

List of 5C indicator descriptions

Partner Documents

2012, 2013 RURAL WOMEN PROJECT

5C_Baseline_report_Liberia_NAWOCOL_19012013_MR_CK

AGM FINANCIL REPORT

AGM of NAWOCOL

AUDITED FINANCIAL STATEMENT1

BRIEFING ON LCDGP STRATEGIC PLAN VALIDATION PROCESS

CSO Assessment_Tool_FINAL pdf

Employment Contract- NAWOCOL -Final

Feedback to the PMC-June

FINAL- consolidated- Partners'capacity assessment report

FINAL TOR FOR PMC-Final

FINAL TOR FOR TPs- Final

ICCO ANNUAL REPORT NARRATIVE

ICCO PROPOSAL-2012-Lofa original final

Institutional Support to LCDGP Partners

LCDGP Bridging Narrative Report

LCDGP Financial Report to ICCO

LCDGP GRANT AGREEMENT 2013-2015

LCDGP Project Plan- Final

NAWOCOL Constitution

NAWOCOL Contract Sheets

NAWOCOL General Assembly List

NAWOCOL Monitoring and Evaluation Plan 2014

Nawocol revised-2012

NAWOCOL Strategic Plan 2014 - 2016 to be finalized shortlly by the staff

perspective_Liberia_NAWOCOL_ICCO

PMC FINAL REPORT

List of Respondents

NAWOCOL staff:

Lorpu Kandakai   Chair of the NAWOCOL board
Delphine Joekai   Programme Coordinator and Acting Director
Mariam Z. Brown   Chair of the National Assembly of NAWOCOL

CFA:

Lindora Diawara   ICCO ROWA Programme Officer for Liberia
Allen Lincoln   PMC coordinator of the LCDGP

Other partners:

James Makor   Executive Director of Save My Future Foundation (SAMFU)

Appendix 1 Methodological approach & reflection

Introduction

This appendix describes the methodological design and challenges for the assessment of capacity development of Southern Partner Organisations (SPOs), also called the '5C study'. This 5C study is organised around four key evaluation questions:

1. What are the changes in partner organisations' capacity during the 2012-2014 period?
2. To what degree are the changes identified in partner capacity attributable to development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?
3. Were the efforts of the MFS II consortia efficient?
4. What factors explain the findings drawn from the questions above?

It has been agreed that the question (3) around efficiency cannot be addressed for this 5C study. The methodological approach for the other three questions is described below. At the end, a methodological reflection is provided.

In terms of the attribution question (2), 'process tracing' is used. This is a theory-based approach that has been applied to a selected number of SPOs since it is a very intensive and costly methodology, although it provides rich information and can generate a lot of learning within the organisations. This approach was presented and agreed-upon during the synthesis workshop on 17-18 June 2013 by the 5C teams for the eight countries of the MFS II evaluation. A more detailed description of the approach was presented during the synthesis workshop in February 2014. The synthesis team, NWO-WOTRO, the country project leaders and the MFS II organisations present at the workshop have accepted this approach. It was agreed that this approach can only be used for a selected number of SPOs since it is a very intensive and costly methodology. Key organisational capacity changes/ outcomes of the SPO were identified, based on their relationship to the two selected capabilities, the capability to act and commit the capability to adapt and self-renew, and an expected relationship with CFA supported capacity development interventions (MFS II funding). It was agreed to focus on these two capabilities, since these are the most targeted capabilities by the CFAs, as established during the baseline process.

Please find below an explanation of how the above-mentioned evaluation questions have been addressed in the 5C evaluation.

Note: the methodological approach is applied to 4 countries that the Centre for Development Innovation, Wageningen University and Research centre is involved in in terms of the 5C study (Ethiopia, India, Indonesia, Liberia). The overall approach has been agreed with all the 8 countries selected for this MFS II evaluation. The 5C country teams have been trained and coached on this methodological approach during the evaluation process. Details specific to the SPO are described in chapter 5.1 of the SPO report. At the end of this appendix a brief methodological reflection is provided.

Changes in partner organisation's capacity – evaluation question 1

This section describes the data collection and analysis methodology for answering the first evaluation question: **What are the changes in partner organisations' capacity during the 2012-2014 period?**

This question was mainly addressed by reviewing changes in 5c indicators, but additionally a 'general causal map' based on the SPO perspective on key organisational capacity changes since the baseline has been developed. Each of these is further explained below. The development of the general causal map is integrated in the steps for the endline workshop, as mentioned below.

During the baseline in 2012 information has been collected on each of the 33 agreed upon indicators for organisational capacity. For each of the five capabilities of the 5C framework indicators have been developed as can be seen in Appendix 2. During this 5C baseline, a summary description has been provided for each of these indicators, based on document review and the information provided by staff, the Co-financing Agency (CFA) and other external stakeholders. Also a summary description has been provided for each capability. The results of these can be read in the baseline reports.

The description of indicators for the baseline in 2012 served as the basis for comparison during the endline in 2014. In practice this meant that largely the same categories of respondents (preferably the same respondents as during the baseline) were requested to review the descriptions per indicator and indicate whether and how the endline situation (2014) is different from the described situation in 2012.[2] Per indicator they could indicate whether there was an improvement or deterioration or no change and also describe these changes. Furthermore, per indicator the interviewee could indicate what interventions, actors and other factors explain this change compared to the baseline situation. See below the specific questions that are asked for each of the indicators. Per category of interviewees there is a different list of indicators to be looked at. For example, staff members were presented with a list of all the indicators, whilst external people, for example partners, are presented with a select number of indicators, relevant to the stakeholder.

The information on the indicators was collected in different ways:

1. **Endline workshop at the SPO - self-assessment and 'general causal map'**: similar to data collection during the baseline, different categories of staff (as much as possible the same people as during the baseline) were brought together in a workshop and requested to respond, in their staff category, to the list of questions for each of the indicators (self-assessment sheet). Prior to carrying out the self-assessments, a brainstorming sessions was facilitated to develop a 'general causal map', based on the key organisational capacity changes since the baseline as perceived by SPO staff. Whilst this general causal map is not validated with additional information, it provides a sequential narrative, based on organisational capacity changes as perceived by SPO staff;
2. **Interviews with staff members**: additional to the endline workshop, interviews were held with SPO staff, either to provide more in-depth information on the information provided on the self-assessment formats during the workshop, or as a separate interview for staff members that were not present during the endline workshop;
3. **Interviews with externals**: different formats were developed for different types of external respondents, especially the co-financing agency (CFA), but also partner agencies, and organisational development consultants where possible. These externals were interviewed, either face-to-face or by phone/Skype. The interview sheets were sent to the respondents and if they wanted, these could be filled in digitally and followed up on during the interview;
4. **Document review**: similar to the baseline in 2012, relevant documents were reviewed so as to get information on each indicator. Documents to be reviewed included progress reports, evaluation reports, training reports, etc. (see below) since the baseline in 2012, so as to identify changes in each of the indicators;
5. **Observation**: similar to what was done in 2012, also in 2014 the evaluation team had a list with observable indicators which were to be used for observation during the visit to the SPO.

Below the key steps to assess changes in indicators are described.

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[2] The same categories were used as during the baseline (except beneficiaries, other funders): staff categories including management, programme staff, project staff, monitoring and evaluation staff, field staff, administration staff; stakeholder categories including co-financing agency (CFA), consultants, partners.

1. Provide the description of indicators in the relevant formats – CDI team
2. Review the descriptions per indicator – in-country team & CDI team
3. Send the formats adapted to the SPO to CFA and SPO – in-country team (formats for SPO) and CDI team (formats for CFA)
4. Collect, upload & code the documents from CFA and SPO in NVivo – CDI team
5. Organise the field visit to the SPO – in-country team
6. Interview the CFA – CDI team
7. Run the endline workshop with the SPO – in-country team
8. Interview SPO staff – in-country team
9. Fill-in observation sheets – in-country team
10. Interview externals – in-country team
11. Upload and auto-code all the formats collected by in-country team and CDI team in NVivo – CDI team
12. Provide to the overview of information per 5c indicator to in-country team – CDI team
13. Analyse data and develop a draft description of the findings per indicator and for the general questions – in-country team
14. Analyse data and develop a final description of the findings per indicator and per capability and for the general questions – CDI team
15. Analyse the information in the general causal map –in-country team and CDI-team

Note: the CDI team include the Dutch 5c country coordinator as well as the overall 5c coordinator for the four countries (Ethiopia, India, Indonesia, Liberia). The 5c country report is based on the separate SPO reports.

Below each of these steps is further explained.

*Step 1. Provide the **description of indicators** in the relevant formats – CDI team*

- These formats were to be used when collecting data from SPO staff, CFA, partners, and consultants. For each of these respondents different formats have been developed, based on the list of 5C indicators, similar to the procedure that was used during the baseline assessment. The CDI team needed to add the 2012 baseline description of each indicator. The idea was that each respondent would be requested to review each description per indicator, and indicate whether the current situation is different from the baseline situation, how this situation has changed, and what the reasons for the changes in indicators are. At the end of each format, a more general question is added that addresses how the organisation has changed its capacity since the baseline, and what possible reasons for change exist. Please see below the questions asked for each indicator as well as the more general questions at the end of the list of indicators.

General questions about key changes in the capacity of the SPO

What do you consider to be the key changes in terms of how the organisation/ SPO has developed its capacity since the baseline (2012)?

What do you consider to be the main explanatory reasons (interventions, actors or factors) for these changes?

List of questions to be asked for each of the 5C indicators (The entry point is the the description of each indicator as in the 2012 baseline report):

1. *How has the situation of this indicator changed compared to the situation during the baseline in 2012? Please tick one of the following scores:*
   - o -2 = Considerable deterioration
   - o -1 = A slight deterioration
   - o   0 = No change occurred, the situation is the same as in 2012
   - o +1 = Slight improvement
   - o +2 = Considerable improvement
2. *Please describe what exactly has changed since the baseline in 2012*
3. *What interventions, actors and other factors explain this change compared to the baseline situation in 2012? Please tick and describe what interventions, actors or factors influenced this indicator, and how. You can tick and describe more than one choice.*

- o Intervention, actor or factor at the level of or by **SPO**: ....
- o Intervention, actor or factor at the level of or by the **Dutch CFA (MFS II funding)**: .... .
- o Intervention, actor or factor at the level of or by the **other funders**: ....
- o **Other** interventions, actors or factors: ....
- o Don't know.

*Step 2. **Review** the descriptions per indicator – in-country team & CDI team*

Before the in-country team and the CDI team started collecting data in the field, it was important that they reviewed the description for each indicator as described in the baseline reports, and also added to the endline formats for review by respondents. These descriptions are based on document review, observation, interviews with SPO staff, CFA staff and external respondents during the baseline. It was important to explain this to respondents before they filled in the formats.

*Step 3. **Send the formats** adapted to the SPO to CFA and SPO – in-country team (formats for SPO) and CDI team (formats for CFA)*

The CDI team was responsible for collecting data from the CFA:

- 5C Endline assessment Dutch co-financing organisation;
- 5C Endline support to capacity sheet – CFA perspective.

The in-country team was responsible for collecting data from the SPO and from external respondents (except CFA). The following formats were sent before the fieldwork started:

- 5C Endline support to capacity sheet – SPO perspective.
- 5C Endline interview guides for externals: partners; OD consultants.

*Step 4. **Collect, upload & code the documents** from CFA and SPO in NVivo – CDI team*

The CDI team, in collaboration with the in-country team, collected the following documents from SPOs and CFAs:

- Project documents: project proposal, budget, contract (Note that for some SPOs there is a contract for the full MFS II period 2011-2015; for others there is a yearly or 2-yearly contract. All new contracts since the baseline in 2012 will need to be collected);
- Technical and financial progress reports since the baseline in 2012; .
- Mid-term evaluation reports;
- End of project-evaluation reports (by the SPO itself or by external evaluators);
- Contract intake forms (assessments of the SPO by the CFA) or organisational assessment scans made by the CFA that cover the 2011-2014 period;
- Consultant reports on specific inputs provided to the SPO in terms of organisational capacity development;
- Training reports (for the SPO; for alliance partners, including the SPO);
- Organisational scans/ assessments, carried out by the CFA or by the Alliance Assessments;
- Monitoring protocol reports, especially for the 5C study carried out by the MFS II Alliances;
- Annual progress reports of the CFA and of the Alliance in relation to capacity development of the SPOs in the particular country;
- Specific reports that are related to capacity development of SPOs in a particular country.

The following documents (since the baseline in 2012) were requested from SPO:

- Annual progress reports;
- Annual financial reports and audit reports;
- Organisational structure vision and mission since the baseline in 2012;
- Strategic plans;
- Business plans;
- Project/ programme planning documents;
- Annual work plan and budgets;

- Operational manuals;
- Organisational and policy documents: finance, human resource development, etc.;
- Monitoring and evaluation strategy and implementation plans;
- Evaluation reports;
- Staff training reports;
- Organisational capacity reports from development consultants.

The CDI team will coded these documents in NVivo (qualitative data analysis software program) against the 5C indicators.

Step 5. **Prepare and organise the field visit** *to the SPO – in-country team*

Meanwhile the in-country team prepared and organised the logistics for the field visit to the SPO:
- **General endline workshop** consisted about one day for the self-assessments (about ½ to ¾ of the day) and brainstorm (about 1 to 2 hours) on key organisational capacity changes since the baseline and underlying interventions, factors and actors ('general causal map'), see also explanation below. This was done with the five categories of key staff: managers; project/ programme staff; monitoring and evaluation staff; admin & HRM staff; field staff. Note: for SPOs involved in process tracing an additional 1 to 1½ day workshop (managers; program/project staff; monitoring and evaluation staff) was necessary. See also step 7;
- **Interviews with SPO staff** (roughly one day);
- **Interviews with external respondents** such as partners and organisational development consultants depending on their proximity to the SPO. These interviews coulc be scheduled after the endline workshop and interviews with SPO staff.

General causal map

During the 5C endline process, a 'general causal map' has been developed, based on key organisational capacity changes and underlying causes for these changes, as perceived by the SPO. The general causal map describes cause-effect relationships, and is described both as a visual as well as a narrative.

As much as possible the same people that were involved in the baseline were also involved in the endline workshop and interviews.

Step 6. **Interview the CFA** *– CDI team*

The CDI team was responsible for sending the sheets/ formats to the CFA and for doing a follow-up interview on the basis of the information provided so as to clarify or deepen the information provided. This relates to:

- 5C Endline assessment Dutch co-financing organisation;
- 5C Endline support to capacity sheet - CFA perspective.

Step 7. **Run the endline workshop** *with the SPO – in-country team*

This included running the endline workshop, including facilitation of the development of the general causal map, self-assessments, interviews and observations. Particularly for those SPOs that were selected for process tracing all the relevant information needed to be analysed prior to the field visit, so as to develop an initial causal map. Please see Step 6 and also the next section on process tracing (evaluation question two).

An endline workshop with the SPO was intended to:

- Explain the purpose of the fieldwork;

- Carry out in the self-assessments by SPO staff subgroups (unless these have already been filled prior to the field visits) - this may take some 3 hours.
- Facilitate a brainstorm on key organisational capacity changes since the baseline in 2012 and underlying interventions, factors and actors.

Purpose of the fieldwork: to collect data that help to provide information on what changes took place in terms of organisational capacity development of the SPO as well as reasons for these changes. The baseline that was carried out in 2012 was to be used as a point of reference.

Brainstorm on key organisational capacity changes and influencing factors: a brainstorm was facilitated on key organisational capacity changes since the baseline in 2012. In order to kick start the discussion, staff were reminded of the key findings related to the historical time line carried out in the baseline (vision, mission, strategies, funding, staff). This was then used to generate a discussion on key changes that happened in the organisation since the baseline (on cards). Then cards were selected that were related to organisational capacity changes, and organised. Then a 'general causal map' was developed, based on these key organisational capacity changes and underlying reasons for change as experienced by the SPO staff. This was documented as a visual and narrative.This general causal map was to get the story of the SPO on what they perceived as key organisational capacity changes in the organisation since the baseline, in addition to the specific details provided per indicator.

Self-assessments: respondents worked in the respective staff function groups: management; programme/ project staff; monitoring and evaluation staff; admin and HRM staff; field staff. Staff were assisted where necessary so that they could really understand what it was they were being asked to do as well as what the descriptions under each indicator meant.

Note: for those SPOs selected for process tracing an additional endline workshop was held to facilitate the development of detailed causal maps for each of the identified organisational change/ outcome areas that fall under the capability to act and commit, and under the capability to adapt and self-renew, and that are likely related to capacity development interventions by the CFA. See also the next section on process tracing (evaluation question two). It was up to the in-country team whether this workshop was held straight after the initial endline workshop or after the workshop and the follow-up interviews. It could also be held as a separate workshop at another time.

Step 8. **Interview SPO staff** – *in-country team*

After the endline workshop (developing the general causal map and carrying out self-assessments in subgroups), interviews were held with SPO staff (subgroups) to follow up on the information that was provided in the self-assessment sheets, and to interview staff that had not yet provided any information.

Step 9. **Fill-in observation sheets** – *in-country team*

During the visit at the SPO, the in-country team had to fill in two sheets based on their observation:

- 5C Endline observation sheet;
- 5C Endline observable indicators.

Step 10. **Interview externals** – *in-country team & CDI team*

The in-country team also needed to interview the partners of the SPO as well as organisational capacity development consultants that have provided support to the SPO. The CDI team interviewed the CFA.

Step 11. **Upload and auto-code all the formats** *collected by in-country team and CDI team – CDI team*

The CDI team was responsible for uploading and auto-coding (in Nvivo) of the documents that were collected by the in-country team and by the CDI team.

Step 12. Provide the **overview of information** *per 5C indicator to in-country team – CDI team*

After the analysis in NVivo, the CDI team provided a copy of all the information generated per indicator to the in-country team for initial analysis.

Step 13. **Analyse the data and develop a draft description** *of the findings per indicator and for the general questions – in-country team*

The in-country team provided a draft description of the findings per indicator, based on the information generated per indicator. The information generated under the general questions were linked to the general causal map or detailed process tracing related causal map.

Step 14. **Analyse the data and finalize the description** *of the findings per indicator, per capability and general – CDI team*

The CDI team was responsible for checking the analysis by the in-country team with the Nvivo generated data and to make suggestions for improvement and ask questions for clarification to which the in-country team responded. The CDI team then finalised the analysis and provided final descriptions and scores per indicator and also summarize these per capability and calculated the summary capability scores based on the average of all indicators by capability.

Step 15. **Analyse the information** *in the general causal map –in-country team & CDI team*

The general causal map based on key organisational capacity changes as perceived by the SPO staff present at the workshop, was further detailed by in-country team and CDI team, and based on the notes made during the workshop and where necessary additional follow up with the SPO. The visual and narrative was finalized after feedback by the SPO. During analysis of the general causal map relationships with MFS II support for capacity development and other factors and actors were identified. All the information has been reviewed by the SPO and CFA.

Attributing changes in partner organisation's capacity – evaluation question 2

This section describes the data collection and analysis methodology for answering the second evaluation question: ***To what degree are the changes identified in partner capacity attributable to (capacity) development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?***

In terms of the attribution question (2), 'process tracing' is used. This is a theory-based approach that has been applied to a selected number of SPOs since it is a very intensive and costly methodology, although it provides rich information and can generate a lot of learning within the organisations. Key organisational capacity changes/ outcomes of the SPO were identified, based on their relationship to the two selected capabilities, the capability to act and commit the capability to adapt and self-renew, and an expected relationship with CFA supported capacity development interventions (MFS II funding). It was agreed to focus on these two capabilities, since these are the most targeted capabilities by the CFAs, as established during the baseline process. The box below provides some background information on process tracing.

The essence of process tracing research is that scholars want to go beyond merely identifying correlations between independent variables (Xs) and outcomes (Ys). Process tracing in social science is commonly defined by its addition to trace causal mechanisms (Bennett, 2008a, 2008b; Checkle, 2008; George & Bennett, 2005). A causal mechanism can be defined as "a complex system which produces an outcome by the interaction of a number of parts" (Glennan, 1996, p. 52). Process tracing involves "attempts to identify the intervening causal process – the causal chain and causal mechanism – between an independent variable (or variables) and the outcome of the dependent variable" (George & Bennett, 2005, pp. 206-207).

Process tracing can be differentiated into three variants within social science: theory testing, theory building, and explaining outcome process tracing (Beach & Pedersen, 2013).

- Theory testing process tracing uses a theory from the existing literature and then tests whether evidence shows that each part of hypothesised causal mechanism is present in a given case, enabling within case inferences about whether the mechanism functioned as expected in the case and whether the mechanism as a whole was present. No claims can be made however, about whether the mechanism was the only cause of the outcome.
- Theory building process tracing seeks to build generalizable theoretical explanations from empirical evidence, inferring that a more general causal mechanism exists from the fact of a particular case.
- Finally, explaining outcome process tracing attempts to craft a minimally sufficient explanation of a puzzling outcome in a specific historical case. Here the aim is not to build or test more general theories but to craft a (minimally) sufficient explanation of the outcome of the case where the ambitions are more case centric than theory oriented.

Explaining outcome process tracing is the most suitable type of process tracing for analysing the causal mechanisms for selected key organisational capacity changes of the SPOs. This type of process tracing can be thought of as a single outcome study defined as seeking the causes of the specific outcome in a single case (Gerring, 2006; in: Beach & Pedersen, 2013). Here the ambition is to craft a minimally sufficient explanation of a particular outcome, with sufficiency defined as an explanation that accounts for all of the important aspects of an outcome with no redundant parts being present (Mackie, 1965).

Explaining outcome process tracing is an iterative research strategy that aims to trace the complex conglomerate of systematic and case specific causal mechanisms that produced the outcome in question. The explanation cannot be detached from the particular case. Explaining outcome process tracing refers to case studies whose primary ambition is to explain particular historical outcomes, although the findings of the case can also speak to other potential cases of the phenomenon. Explaining outcome process tracing is an iterative research process in which 'theories' are tested to see whether they can provide a minimally sufficient explanation of the outcome. Minimal sufficiency is defined as an explanation that accounts for an outcome, with no redundant parts. In most explaining outcome studies, existing theorisation cannot provide a sufficient explanation, resulting in a second stage in which existing theories are re-conceptualised in light of the evidence gathered in the preceding empirical analysis. The conceptualisation phase in explaining outcome process tracing is therefore an iterative research process, with initial mechanisms re-conceptualised and tested until the result is a theorised mechanism that provides a minimally sufficient explanation of the particular outcome.

Below a description is provided of how SPOs are selected for process tracing, and a description is provided on how this process tracing is to be carried out. Note that this description of process tracing provides not only information on the extent to which the changes in organisational development can be attributed to MFS II (evaluation question 2), but also provides information on other contributing factors and actors (evaluation question 4). Furthermore, it must be noted that the evaluation team has developed an adapted form of 'explaining outcome process tracing', since the data collection and analysis was an iterative process of research so as to establish the most realistic explanation for a particular outcome/ organisational capacity change. Below selection of SPOs for process tracing as well as the different steps involved for process tracing in the selected SPOs, are further explained.

Selection of SPOs for 5C process tracing

Process tracing is a very intensive methodology that is very time and resource consuming (for development and analysis of one final detailed causal map, it takes about 1-2 weeks in total, for different members of the evaluation team). It has been agreed upon during the synthesis workshop on 17-18 June 2013 that only a selected number of SPOs will take part in this process tracing for the

purpose of understanding the attribution question. The selection of SPOs is based on the following criteria:

- MFS II support to the SPO has not ended before 2014 (since this would leave us with too small a time difference between intervention and outcome);
- Focus is on the 1-2 capabilities that are targeted most by CFAs in a particular country;
- Both the SPO and the CFA are targeting the same capability, and preferably aim for similar outcomes;
- Maximum one SPO per CFA per country will be included in the process tracing.

The intention was to focus on about 30-50% of the SPOs involved. Please see the tables below for a selection of SPOs per country. Per country, a first table shows the extent to which a CFA targets the five capabilities, which is used to select the capabilities to focus on. A second table presents which SPO is selected, and takes into consideration the selection criteria as mentioned above.

ETHIOPIA

For Ethiopia the capabilities that are mostly targeted by CFAs are the capability to act and commit and the capability to adapt and self-renew. See also the table below.

Table 1
The extent to which the Dutch NGO explicitly targets the following capabilities – Ethiopia

Capability to:	AMREF	CARE	ECFA	FSCE	HOA-REC	HUNDEE	NVEA	OSRA	TTCA
Act and commit	5	4	5	5	5	3	4	4	3
Deliver on development objectives	2	1	1	1	2	1	1	2	1
Adapt and self-renew	4	2	3	4	2	5	3	3	3
Relate	3	1	2	2	3	2	1	3	1
Achieve coherence	2	2	1	1	1	1	1	1	1

Note: Number 1 stands for not targeted, 5 for intensively targeted. These scores are relative scores for the interventions by the CFA to

strengthen the capacity of the SPO. The scores are relative to each other, a higher score means that this capability gets more attention by the

CFA compared to other capabilities.

Source: country baseline report, Ethiopia.

Below you can see the table describing when the contract with the SPO is to be ended, and whether both SPO and the CFA expect to focus on these two selected capabilities (with MFS II funding). Based on the above-mentioned selection criteria the following SPOs are selected for process tracing: AMREF, ECFA, FSCE, HUNDEE. In fact, six SPOs would be suitable for process tracing. We just selected the first one per CFA following the criteria of not including more than one SPO per CFA for process tracing

Table 2

SPOs selected for process tracing – Ethiopia

Ethiopia – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew – by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
AMREF	Dec 2015	Yes	Yes	Yes	Yes	AMREF NL	Yes
CARE	Dec 31, 2015	Partly	Yes	Yes	Yes – slightly	CARE Netherlands	No - not fully matching
ECFA	Jan 2015	Yes	Yes	Yes	Yes	Child Helpline International	Yes
FSCE	Dec 2015	Yes	Yes	Yes	Yes	Stichting Kinderpostzegels Netherlands (SKN); Note: no info from Defence for Children – ECPAT Netherlands	Yes
HOA-REC	Sustainable Energy project (ICCO Alliance): 2014 Innovative WASH (WASH Alliance): Dec 2015	Yes	Yes	Yes	Yes - slightly	ICCO	No - not fully matching
HUNDEE	Dec 2014	Yes	Yes	Yes	Yes	ICCO & IICD	Yes
NVEA	Dec 2015 (both)	Yes	Yes	Yes	Yes	Edukans Foundation (under two consortia); Stichting Kinderpostzegels Netherlands (SKN)	Suitable but SKN already involved for process tracing FSCE
OSRA	C4C Alliance project (farmers marketing): December 2014 ICCO Alliance project (zero grazing: 2014 (2nd phase)	Yes	Yes	Yes	Yes	ICCO & IICD	Suitable but ICCO & IICD already involved for process tracing - HUNDEE
TTCA	June 2015	Partly	Yes	No	Yes	Edukans Foundation	No - not fully matching

INDIA

For India the capability that is mostly targeted by CFAs is the capability to act and commit. The next one in line is the capability to adapt and self-renew. See also the table below in which a higher score means that the specific capability is more intensively targeted.

Table 3

The extent to which the Dutch NGO explicitly targets the following capabilities – India[3]

Capability to:	BVHA	COUNT	DRISTI	FFID	Jana Vikas	Samarthak Samiti	SMILE	SDS	VTRC
Act and commit	5	3	4	4	4	4	4	3	5
Deliver on development objectives	1	5	1	1	1	1	1	2	1
Adapt and self-renew	2	2	1	3	1	1	4	1	4
Relate	3	1	1	1	1	1	2	1	2
Achieve coherence	1	1	1	4	1	1	1	1	2

Note: Number 1 stands for not targeted, 5 for intensively targeted. These scores are relative scores for the interventions by the CFA to

strengthen the capacity of the SPO. The scores are relative to each other, a higher score means that this capability gets more attention by the

CFA compared to other capabilities.

Source: country baseline report, India.

Below you can see a table describing when the contract with the SPO is to be ended and whether SPO and the CFA both expect to focus on these two selected capabilities (with MFS II funding). Based on the above-mentioned selection criteria the following SPOs are selected for process tracing: BVHA, COUNT, FFID, SMILE and VTRC. Except for SMILE (capability to act and commit only), for the other SPOs the focus for process tracing can be on the capability to act and commit and on the capability to adapt and self-renew.

Table 4

SPOs selected for process tracing – India

India – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew –by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
BVHA	2014	Yes	Yes	Yes	Yes	Simavi	Yes; both capabilities
COUNT	2015	Yes	Yes	Yes	Yes	Woorden Daad	Yes; both capabilities
DRISTI	31-03-2012	Yes	Yes	No	no	Hivos	No - closed in 2012
FFID	30-09-2014	Yes	Yes	Yes	Yes	ICCO	Yes

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[3] RGVN, NEDSF and Women's Rights Forum (WRF) could not be reached timely during the baseline due to security reasons. WRF could not be reached at all. Therefore these SPOs are not included in Table 1.

India – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew –by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
Jana Vikas	2013	Yes	Yes	Yes	No	Cordaid	No - contract is and the by now; not fully matching focus
NEDSF							No – delayed baseline
RGVN							No - delayed baseline
Samarthak Samiti (SDS)	2013 possibly longer	Yes	Yes	Yes	No	Hivos	No - not certain of end date and not fully matching focus
Shivi Development Society (SDS)	Dec 2013 intention 2014	Yes	Yes	Yes	No	Cordaid	No - not fully matching focus
Smile	2015	Yes	Yes	Yes	Yes	Wilde Ganzen	Yes; first capability only
VTRC	2015	Yes	Yes	Yes	Yes	Stichting Red een Kind	Yes; both capabilities

INDONESIA

For Indonesia the capabilities that are most frequently targeted by CFAs are the capability to act and commit and the capability to adapt and self-renew. See also the table below.

Table 5
The extent to which the Dutch NGO explicitly targets the following capabilities – Indonesia

Capability to:	ASB	Daya kologi	ECPAT	GSS	Lem baga Kita	Pt. PPMA	Rifka Annisa	WIIP	Yad upa	Yayasan Kelola	YPI	YRBI
Act and commit	4	4	4	5	4	4	5	3	3	2	5	4
Deliver on development objectives	1	1	1	2	2	1	2	1	1	1	1	1
Adapt and self-renew	3	1	2	4	2	3	4	4	1	1	4	3
Relate	1	1	2	3	3	2	1	2	2	2	3	2
Achieve coherence	1	1	1	2	1	1	2	2	1	1	2	1

Note: Number 1 stands for not targeted, 5 for intensively targeted. These scores are relative scores for the interventions by the CFA to

strengthen the capacity of the SPO. The scores are relative to each other, a higher score means that this capability gets more attention by the

CFA compared to other capabilities.

Source: country baseline report, Indonesia.

The table below describes when the contract with the SPO is to be ended and whether both SPO and the CFA expect to focus on these two selected capabilities (MFS II funding). Based on the above-mentioned selection criteria the following SPOs are selected for process tracing: ASB, ECPAT, Pt.PPMA, YPI, YRBI.

Table 6

SPOs selected for process tracing – Indonesia

Indonesia – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew –by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
ASB	February 2012; extension Feb,1, 2013 – June,30, 2016	Yes	Yes	Yes	Yes	Hivos	Yes
Dayakologi	2013; no extension	Yes	Yes	Yes	No	Cordaid	No: contract ended early and not matching enough
ECPAT	August 2013; Extension Dec 2014	Yes	Yes	Yes, a bit	Yes	Free Press Unlimited - Mensen met een Missie	Yes
GSS	31 December 2012; no extension	Yes	Yes	Yes, a bit	Yes	Free Press Unlimited - Mensen met een Missie	No: contract ended early
Lembaga Kita	31 December 2012; no extension	Yes	Yes	No	Yes	Free Press Unlimited - Mensen met een Missie	No - contract ended early
Pt.PPMA	May 2015	Yes	Yes	No	Yes	IUCN	Yes, capability to act and commit only
Rifka Annisa	Dec, 31 2015	No	Yes	No	Yes	Rutgers WPF	No - no match between expectations CFA and SPO
WIIP	Dec 2015	Yes	Not MFS II	Yes	Not MFS II	Red Cross	No - Capacity development interventions are not MFS II financed. Only some overhead is MFS II

Indonesia – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew –by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
Yayasan Kelola	Dec 30, 2013; extension of contract being processed for two years (2014-2015)	Yes	Not really	Yes	Not really	Hivos	No - no specific capacity development interventions planned by Hivos
YPI	Dec 31, 2015	Yes	Yes	Yes	Yes	Rutgers WPF	Yes
YRBI	Oct, 30, 2013; YRBI end of contract from 31st Oct 2013 to 31st Dec 2013. Contract extension proposal is being proposed to MFS II, no decision yet.	Yes	Yes	Yes	Yes	ICCO	Yes
Yadupa	Under negotiation during baseline; new contract 2013 until now	Yes	Nothing committed	Yes	Nothing committed	IUCN	No, since nothing was committed by CFA

LIBERIA

For Liberia the situation is arbitrary which capabilities are targeted most CFA's. Whilst the capability to act and commit is targeted more often than the other capabilities, this is only so for two of the SPOs. The capability to adapt and self-renew and the capability to relate are almost equally targeted for the five SPOs, be it not intensively. Since the capability to act and commit and the capability to adapt and self-renew are the most targeted capabilities in Ethiopia, India and Indonesia, we choose to focus on these two capabilities for Liberia as well. This would help the synthesis team in the further analysis of these capabilities related to process tracing. See also the table below.

Table 7
The extent to which the Dutch NGO explicitly targets the following capabilities – Liberia

Capability to:	BSC	DEN-L	NAWOCOL	REFOUND	RHRAP
Act and commit	5	1	1	1	3
Deliver on development objectives	3	1	1	1	1
Adapt and self-renew	2	2	2	2	2
Relate	1	2	2	2	2
Achieve coherence	1	1	1	1	1

Note: Number 1 stands for not targeted, 5 for intensively targeted. These scores are relative scores for the interventions by the CFA to strengthen the capacity of the SPO. The scores are relative to each other, a higher score means that this capability gets more attention by the CFA compared to other capabilities.

Source: country baseline report, Liberia.

Below you can see the table describing when the contract with the SPO is to be ended, and whether both SPO and the CFA expect to focus on these two selected capabilities (with MFS II funding). Also, for two of the five SPOs capability to act and commit is targeted more intensively compared to the other capabilities. Based on the above-mentioned selection criteria the following SPOs are selected for process tracing: BSC and RHRAP.

Table 8
SPOs selected for process tracing – Liberia

Liberia – SPOs	End of contract	Focus on capability to act and commit– by SPO	Focus on capability to act and commit – by CFA	Focus on capability to adapt and self-renew –by SPO	Focus on capability to adapt and self-renew – by CFA	CFA	Selected for process tracing
BSC	Dec 31, 2015	Yes	Yes	Yes	Yes	SPARK	Yes
DEN-L	2014	No	No	Unknown	A little	ICCO	No – not matching enough
NAWOCOL	2014	Yes	No	No	A little	ICCO	No – not matching enough
REFOUND	At least until 2013 (2015?)	Yes	No	Yes	A little	ICCO	No – not matching enough
RHRAP	At least until 2013 (2014?)	Yes	Yes	Yes	Yes	ICCO	Yes

Key steps in process tracing for the 5C study
In the box below you will find the key steps developed for the 5C process tracing methodology. These steps will be further explained here. Only key staff of the SPO is involved in this process: management; programme/ project staff; and monitoring and evaluation staff, and other staff that could provide information relevant to the identified outcome area/key organisational capacity change. Those SPOs selected for process tracing had a separate endline workshop, in addition to the ' general endline workshop. This workshop was carried out after the initial endline workshop and the interviews during the field visit to the SPO. Where possible, the general and process tracing endline workshop have been held consecutively, but where possible these workshops were held at different points in time, due to the complex design of the process. Below the detailed steps for the purpose of process tracing are further explained.

Key steps in process tracing for the 5C study

1. Identify the planned MFS II supported capacity development interventions within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team
2. Identify the implemented MFS II supported capacity development interventions within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team
3. Identify initial changes/ outcome areas in these two capabilities – CDI team & in-country team
4. Construct the detailed, initial causal map (theoretical model of change) – CDI team & in-country team
5. Identify types of evidence needed to verify or discard different causal relationships in the model of change – in-country teams, with support from CDI team
6. Collect data to verify or discard causal mechanisms and construct workshop based, detailed causal map (model of change) – in-country team
7. Assess the quality of data and analyse data and develop final detailed causal map (model of change) – in-country team with CDI team
8. Analyse and conclude on findings– CDI team, in collaboration with in-country team

5.

Based upon the different interpretations and connotations the use of the term causal mechanism we use the following terminology for the remainder of this paper:

- A **detailed causal map** (or **model of change)** = the representation of all possible explanations – causal pathways for a change/ outcome. These pathways are that of the intervention, rival pathways and pathways that combine parts of the intervention pathway with that of others. This also depicts the reciprocity of various events influencing each other and impacting the overall change.
- A **causal mechanism** = is the combination of parts that ultimately explains an outcome. Each part of the mechanism is an individually insufficient but necessary factor in a whole mechanism, which together produce the outcome (Beach and Pedersen, 2013, p. 176).
- **Part** or **cause** = one actor with its attributes carrying out activities/ producing outputs that lead to change in other parts. The final part or cause is the change/ outcome.
- **Attributes of the actor** = specificities of the actor that increase his chance to introduce change or not such as its position in its institutional environment.

*Step 1. Identify the **planned MFS II supported capacity development interventions** within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team*

Chapter 4.1 and 4.2 in the baseline report were reviewed. Capacity development interventions as planned by the CFA for the capability to act and commit and for the capability to adapt and self-renew were described and details inserted in the summary format. This provided an overview of the capacity development activities that were originally planned by the CFA for these two capabilities and assisted in focusing on relevant outcomes that are possibly related to the planned interventions.

*Step 2. Identify the **implemented capacity development interventions** within the selected capabilities (capability to act and commit and capability to adapt and self-renew) – CDI team*

The input from the CFA was reviewed in terms of what capacity development interventions have taken place in the MFS II period. This information was be found in the 'Support to capacity development sheet - endline - CFA perspective' for the SPO, based on details provided by the CFA and further discussed during an interview by the CDI team.

The CFA was asked to describe all the MFS II supported capacity development interventions of the SPO that took place during the period 2011 up to now. The CDI team reviewed this information, not only the interventions but also the observed changes as well as the expected long-term changes, and then linked these interventions to relevant outcomes in one of the capabilities (capability to act and commit; and capability to adapt and self-renew).

*Step 3. Identify **initial changes/ outcome areas** in these two capabilities – by CDI team & in-country team*

The CDI team was responsible for **coding** documents received from SPO and CFA in NVivo on the following:

- **5C Indicators**: this was to identify the changes that took place between baseline and endline. This information was coded in Nvivo.
- Information related to the **capacity development interventions implemented by the CFA** (with MFS II funding) (see also Step 2) to strengthen the capacity of the SPO. For example, the training on financial management of the SPO staff could be related to any information on financial management of the SPO. This information was coded in Nvivo.

In addition, the response by the CFA to the changes in 5C indicators format, was auto-coded.

The in-country team was responsible for timely collection of information from the SPO (before the fieldwork starts). This set of information dealt with:

- MFS II supported capacity development interventions during the MFS II period (2011 until now).
- Overview of all trainings provided in relation to a particular outcome areas/organisational capacity change since the baseline.
- For each of the identified MFS II supported trainings, training questionnaires have been developed to assess these trainings in terms of the participants, interests, knowledge and skills gained, behaviour change and changes in the organisation (based on Kirkpatrick's model), one format for training participants and one for their managers. These training questionnaires were sent prior to the field visit.
- Changes expected by SPO on a long-term basis ('Support to capacity development sheet - endline - SPO perspective').

For the selection of change/ outcome areas the following criteria were important:

- The change/ outcome area is in one of the two capabilities selected for process tracing: capability to act and commit or the capability to adapt and self-renew. This was the first criteria to select upon.
- There was a likely link between the key organisational capacity change/ outcome area and the MFS II supported capacity development interventions. This also was an important criteria. This would need to be demonstrated through one or more of the following situations:
  - In the 2012 **theory of change** on organisational capacity development of the SPO a link was indicated between the outcome area and MFS II support;
  - During the baseline the CFA indicated a link between **the planned MFS II support** to organisational development and the expected short-term or long-term results in one of the selected capabilities;
  - During the endline the **CFA** indicated a link between **the implemented MFS II capacity development interventions** and observed short-term changes and expected long-term changes in the organisational capacity of the SPO in one of the selected capabilities;
  - During the endline the **SPO** indicated a link between **the implemented MFS II capacity development interventions** and observed short-term changes and expected long-term changes in the organisational capacity of the SPO in one of the selected capabilities.

Reviewing the information obtained as described in Step 1, 2, and 3 provided the basis for selecting key organisational capacity change/ outcome areas to focus on for process tracing. These areas were to be formulated as broader outcome areas, such as 'improved financial management', 'improved monitoring and evaluation' or 'improved staff competencies'.

Note: the outcome areas were to be formulated as intermediates changes. For example: an improved monitoring and evaluation system, or enhanced knowledge and skills to educate the target group on climate change. Key outcome areas were also verified - based on document review as well as discussions with the SPO during the endline.

*Step 4. Construct the **detailed, initial causal map** (theoretical model of change) – CDI & in-country team*

A detailed initial causal map was developed by the CDI team, in collaboration with the in-country team. This was based on document review, including information provided by the CFA and SPO on MFS II supported capacity development interventions and their immediate and long-term objectives as well as observed changes. Also, the training questionnaires were reviewed before developing the initial causal map. This detailed initial causal map was to be provided by the CDI team with a visual and related narrative with related references. This initial causal map served as a reference point for further reflection with the SPO during the process tracing endline workshop, where relationships needed to be verified or new relationships established so that the second (workshop-based), detailed causal map could be developed, after which further verification was needed to come up with the final, concluding detailed causal map.

It's important to note that organisational change area/ outcome areas could be both positive and negative.

For each of the selected outcomes the team needed to make explicit the theoretical model of change. This meant finding out about the range of different actors, factors, actions, and events etc. that have contributed to a particular outcome in terms of organisational capacity of the SPO.

A model of change of good quality includes:

- The causal pathways that relate the intervention to the realised change/ outcome;
- Rival explanations for the same change/ outcome;
- Assumptions that clarify relations between different components or parts;
- Case specific and/or context specific factors or risks that might influence the causal pathway, such as for instance the socio-cultural-economic context, or a natural disaster;
- Specific attributes of the actors e.g. CFA and other funders.

A model of change (within the 5C study called a 'detailed causal map') is a complex system which produces intermediate and long-term outcomes by the interaction of other parts. It consists of parts or causes that often consist of one actor with its attributes that is implementing activities leading to change in other parts (Beach & Pedersen, 2013). A helpful way of constructing the model of change is to think in terms of actors carrying out activities that lead to other actors changing their behaviour. The model of change can be explained as a range of activities carried out by different *actors* (including the CFA and SPO under evaluation) that will ultimately lead to an outcome. Besides this, there are also '*structural*' elements, which are to be interpreted as external factors (such as economic conjuncture); and *attributes* of the actor (does the actor have the legitimacy to ask for change or not, what is its position in the sector) that should be looked at (Beach & Pedersen, 2013). In fact Beach and Pedersen, make a fine point about the subjectivity of the actor in a dynamic context. This means, in qualitative methodologies, capturing the changes in the actor, acted upon area or person/organisation, in a non sequential and non temporal format. Things which were done recently could have corrected behavioural outcomes of an organisation and at the same ime there could be processes which incrementally pushed for the same change over a period of time. Beach and Pedersen espouse this methodology because it captures change in a dynamic fashion as against the methodology of logical framework. For the MFS II evaluation it was important to make a distinction between those paths in the model of change that are the result of MFS II and rival pathways.
The construction of the model of change started with the identified key organisational capacity change/ outcome, followed by an inventory of all possible subcomponents that possibly have caused the change/ outcome in the MFS II period (2011-up to now, or since the baseline). The figure below presents an imaginary example of a model of change. The different colours indicate the different types of support to capacity development of the SPO by different actors, thereby indicating different pathways of change, leading to the key changes/ outcomes in terms of capacity development (which in this case indicates the ability to adapt and self-renew).
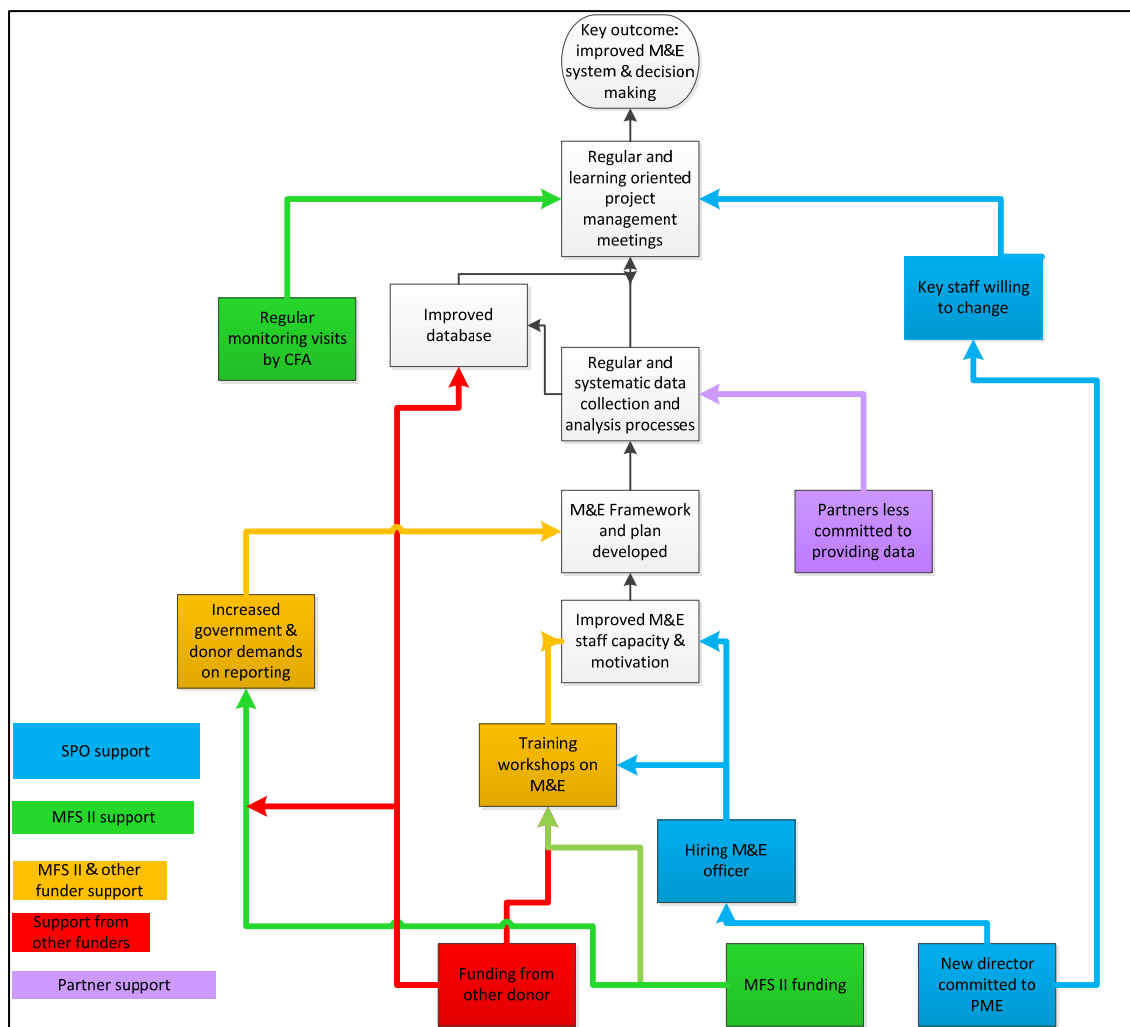
Figure 1   *An imaginary example of a model of change*

Step 5. Identify **types of evidence** *needed to verify or discard different causal relationships in the model of change – in-country teams with support from CDI team*

Once the causal mechanism at theoretical level were defined, empirical evidence was collected so as to verify or discard the different parts of this theoretical model of change, confirm or reject whether subcomponents have taken place, and to find evidence that confirm or reject the causal relations between the subcomponents.

A key question that we needed to ask ourselves was, *"What information do we need in order to confirm or reject that one subcomponent leads to another, that X causes Y?"*. The evaluation team needed to agree on what information was needed that provides empirical manifestations for each part of the model of change.

There are four distinguishable types of evidence that are relevant in process tracing analysis: *pattern, sequence, trace, and account*. Please see the box below for descriptions of these types of evidence.

The evaluation team needed to agree on the types of evidence that was needed to verify or discard the manifestation of a particular part of the causal mechanism. Each one or a combination of these different types of evidence could be used to confirm or reject the different parts of the model of change. This is what is meant by robustness of evidence gathering. Since causality as a concept can bend in many ways, our methodology, provides a near scientific model for accepting and rejecting a particular type of evidence, ignoring its face value.

- **Pattern evidence** relates to predictions of statistical patterns in the evidence. For example, in testing a mechanism of racial discrimination in a case dealing with employment, statistical patterns of employment would be relevant for testing this part of the mechanism.
- **Sequence evidence** deals with the temporal and spatial chronology of events predicted by a hypothesised causal mechanism. For example, a test of the hypothesis could involve expectations of the timing of events where we might predict that if the hypothesis is valid, we should see that the event B took place after event A took place. However, if we found that event B took place before event A took place, the test would suggest that our confidence in the validity of this part of the mechanism should be reduced (disconfirmation/ falsification).
- **Trace evidence** is evidence whose mere existence provides proof that a part of a hypothesised mechanism exists. For example, the existence of the minutes of a meeting, if authentic ones, provide strong proof that the meeting took place.
- **Account evidence** deals with the content of empirical material, such as meeting minutes that detail what was discussed or an oral account of what took place in the meeting.

Source: Beach and Pedersen, 2013

Below you can find a table that provides guidelines on what to look for when identifying types of evidence that can confirm or reject causal relationships between different parts/ subcomponents of the model of change. It also provides one example of a part of a causal pathway and what type of information to look for.

Table 9

Format for identifying types of evidence for different causal relationships in the model of change (example included)

Part of the model of change	Key questions	Type of evidence needed	Source of information
Describe relationship between the subcomponents of the model of change	Describe questions you would like to answer a so as to find out whether the components in the relationship took place, when they took place, who was involved, and whether they are related	Describe the information that we need in order to answer these questions. Which type of evidence can we use in order to reject or confirm that subcomponent X causes subcomponent Y? Can we find this information by means of : Pattern evidence; Sequence evidence; Trace evidence; Account evidence?	Describe where you can find this information
Example: Training workshops on M&E provided by MFS II funding and other sources of funding	Example: What type of training workshops on M&E took place? Who was trained? When did the training take place? Who funded the training? Was the funding of training provided before the training took place? How much money was available for the training?	Example: Trace evidence: on types of training delivered, who was trained, when the training took place, budget for the training Sequence evidence on timing of funding and timing of training Content evidence: what the training was about	Example: Training report SPO Progress reports interviews with the CFA and SPO staff Financial reports SPO and CFA

Please note that for practical reasons, the 5C evaluation team decided that it was easier to integrate the specific questions in the narrative of the initial causal map. These questions would need to be addressed by the in country team during the process tracing workshop so as to discover, verify or discard particular causal mechanisms in the detailed, initial causal map. Different types of evidence was asked for in these questions.

Step 6. **Collect data** *to verify or discard causal mechanisms and develop workshop-based, detailed causal map – in-country team*

Once it was decided by the in-country and CDI evaluation teams what information was to be collected during the interaction with the SPO, data collection took place. The initial causal maps served as a basis for discussions during the endline workshop with a particular focus on process tracing for the identified organisational capacity changes. But it was considered to be very important to understand from the perspective of the SPO how they understood the identified key organisational capacity change/outcome area has come about. A new detailed, workshop-based causal map was developed that included the information provided by SPO staff as well as based on initial document review as described in the initial detailed causal map. This information was further analysed and verified with other relevant information so as to develop a final causal map, which is described in the next step.

Step 7. **Assess the quality** *of data and* **analyse data**, *and develop the* **final detailed causal map** *(model of change) – in-country team and CDI team*

Quality assurance of the data collected and the evidence it provides for rejecting or confirming parts of causal explanations are a major concern for many authors specialised in contribution analysis and process-tracing. Stern et al. (2012), Beach and Pedersen (2013), Lemire, Nielsen and Dybdal (2012), Mayne (2012) and Delahais and Toulemonde (2012) all emphasise the need to make attribution/ contribution claims that are based on pieces of evidence that are rigorous, traceable, and credible. These pieces of evidence should be as explicit as possible in proving that *subcomponent X causes subcomponent Y* and ruling out other explanations. Several tools are proposed to check the nature and the quality of data needed. One option is, Delahais and Toulemonde's Evidence Analysis Database, which we have adapted for our purpose.

Delahais and Toulemonde (2012) propose an Evidence Analysis Database that takes into consideration three criteria:

- Confirming/ rejecting a causal relation (yes/no);
- Type of causal mechanism: intended contribution/ other contribution/ condition leading to intended contribution/ intended condition to other contribution/ feedback loop;
- Strength of evidence: strong/ rather strong/ rather weak/ weak.

We have adapted their criteria to our purpose. The in-country team, in collaboration with the CDI team, used the criteria in assessing whether causal relationships in the causal map, were strong enough. This has been more of an iterative process trying to find additional evidence for the established relationships through additional document review or contacting the CFA and SPO as well as getting their feedback on the final detailed causal map that was established. Whilst the form below has not been used exactly in the manner depicted, it has been used indirectly when trying to validate the information in the detailed causal map. After that, the final detailed causal map is established both as a visual as well as a narrative, with related references for the established causal relations.

Example format for the adapted evidence analysis database (example included) Description of causal relation	Confirming/ rejecting a causal relation (yes/no)	Type of information providing the background to the confirmation or rejection of the causal relation	Strength of evidence: strong/ rather strong/ rather weak/ weak	Explanation for why the evidence is (rather) strong or (rather) weak, and therefore the causal relation is confirmed/ rejected
e.g. Training staff in M&E leads to enhanced M&E knowledge, skills and practice	e.g. Confirmed	e.g. Training reports confirmed that staff are trained in M&E and that knowledge and skills increased as a result of the training		

Step 8. **Analyse and conclude** *on findings– in-country team and CDI team*

The final detailed causal map was described as a visual and narrative and this was then analysed in terms of the evaluation question two and evaluation question four: *"To what degree are the changes identified in partner capacity attributable to development interventions undertaken by the MFS II consortia (i.e. measuring effectiveness)?"* and *"What factors explain the findings drawn from the questions above?"* It was analysed to what extent the identified key organisational capacity change can be attributed to MFS II supported capacity development interventions as well as to other related factors, interventions and actors.

Explaining factors – evaluation question 4

This paragraph describes the data collection and analysis methodology for answering the fourth evaluation question: **"What factors explain the findings drawn from the questions above?"**

In order to explain the changes in organisational capacity development between baseline and endline (evaluation question 1) the CDI and in-country evaluation teams needed to review the indicators and how they have changed between baseline and endline and what reasons have been provided for this. This has been explained in the first section of this appendix. It has been difficult to find detailed explanations for changes in each of the separate 5c indicators, but the 'general causal map' has provided some ideas about some of the key underlying factors actors and interventions that influence the key organisational capacity changes, as perceived by the SPO staff.

For those SPOs that are selected for process tracing (evaluation question 2), more in-depth information was procured for the identified key organisational capacity changes and how MFS II supported capacity development interventions as well as other actors, factors and interventions have influenced these changes. This is integrated in the process of process tracing as described in the section above.

Methodological reflection

Below a few methodological reflections are made by the 5C evaluation team.

Use of the 5 core capabilities framework and qualitative approach: this has proven to a be very useful framework to assess organisational capacity. The five core capabilities provide a comprehensive picture of the capacity of an organisation. The capabilities are interlinked, which was also reflected in the description of standard indicators, that have been developed for the purpose of this 5C evaluation and agreed upon for the eight countries. Using this framework with a mainly qualitative approach has provided rich information for the SPOs and CFAs, and many have indicated this was a useful learning exercise.

Using standard indicators and scores: using standard indicators is useful for comparison purposes. However, the information provided per indicator is very specific to the SPO and therefore makes comparison difficult. Whilst the description of indicators has been useful for the SPO and CFA, it is

questionable to what extent indicators can be compared across SPOs since they need to be seen in context, for them to make meaning. In relation to this, one can say that scores that are provided for the indicators, are only relative and cannot show the richness of information as provided in the indicator description. Furthermore, it must be noted that organisations are continuously changing and scores are just a snapshot in time. There cannot be perfect score for this. In hindsight, having rubrics would have been more useful than scores.

General causal map: whilst this general causal map, which is based on key organisational capacity changes and related causes, as perceived by the SPO staff present at the endline workshop, has not been validated with other sources of information except SPO feedback, the 5C evaluation team considers this information important, since it provides the SPO story about how and which changes in the organisation since the baseline, are perceived as being important, and how these changes have come about. This will provide information additional to the information that has been validated when analysing and describing the indicators as well as the information provided through process tracing (selected SPOs). This has proven to be a learning experience for many SPOs.

Using process tracing for dealing with the attribution question: this theory-based and mainly qualitative approach has been chosen to deal with the attribution question, on how the organisational capacity changes in the organisations have come about and what the relationship is with MFS II supported capacity development interventions and other factors. This has proven to be a very useful process, that provided a lot of very rich information. Many SPOs and CFAs have already indicated that they appreciated the richness of information which provided a story about how identified organisational capacity changes have come about. Whilst this process was intensive for SPOs during the process tracing workshops, many appreciated this to be a learning process that provided useful information on how the organisation can further develop itself. For the evaluation team, this has also been an intensive and time-consuming process, but since it provided rich information in a learning process, the effort was worth it, if SPOs and CFAs find this process and findings useful.

A few remarks need to be made:

- Outcome explaining process tracing is used for this purpose, but has been adapted to the situation since the issues being looked at were very complex in nature.
- Difficulty of verifying each and every single change and causal relationship:
  - Intensity of the process and problems with recall: often the process tracing workshop was done straight after the general endline workshop that has been done for all the SPOs.In some cases, the process tracing endline workshop has been done at a different point in time, which was better for staff involved in this process, since process tracing asks people to think back about changes and how these changes have come about. The word difficulties with recalling some of these changes and how they have come about. See also the next paragraph.
  - Difficulty of assessing changes in knowledge and behaviour: training questionnaire is have been developed, based on Kirkpatrick's model and were specifically tailored to identify not only the interest but also the change in knowledge and skills, behaviour as well as organisational changes as a result of a particular training. The retention ability of individuals, irrespective of their position in the organisation, is often unstable. The 5C evaluation team experienced that it was difficult for people to recall specific trainings, and what they learned from those trainings. Often a change in knowledge, skills and behaviour is a result brought about by a combination of different factors , rather than being traceable to one particular event. The detailed causal maps that have been established, also clearly pointed this. There are many factors at play that make people change their behaviour, and this is not just dependent on training but also internal/personal (motivational) factors as well as factors within the organisation, that stimulate or hinder a person to change behaviour. Understanding how behaviour change works is important when trying to really understand the extent to which behaviour has changed as a result of different factors, actors and interventions. Organisations change because people change and therefore understanding when and how these individuals change behaviour is crucial. Also attrition and change in key organisational positions can contribute considerably to the outcome.

Utilisation of the evaluation

The 5C evaluation team considers it important to also discuss issues around utility of this evaluation. We want to mention just a few.

Design – mainly externally driven and with a focus on accountability and standard indicators and approaches within a limited time frame, and limited budget: this MFS II evaluation is originally based on a design that has been decided by IOB (the independent evaluation office of the Dutch Ministry of Foreign Affairs) and to some extent MFS II organisations. The evaluators have had no influence on the overall design and sampling for the 5C study. In terms of learning, one may question whether the most useful cases have been selected in this sampling process. The focus was very much on a rigorous evaluation carried out by an independent evaluation team. Indicators had to be streamlined across countries. The 5C team was requested to collaborate with the other 5C country teams (Bangladesh, Congo, Pakistan, Uganda) to streamline the methodological approach across the eight sampled countries. Whilst this may have its purpose in terms of synthesising results, the 5C evaluation team has also experienced the difficulty of tailoring the approach to the specific SPOs. The overall evaluation has been mainly accountability driven and was less focused on enhancing learning for improvement. Furthermore, the timeframe has been very small to compare baseline information (2012) with endline information (2014). Changes in organisational capacity may take a long, particularly if they are related to behaviour change. Furthermore, there has been limited budget to carry out the 5C evaluation. For all the four countries (Ethiopia, India, Indonesia, Liberia) that the Centre for Development Innovation, Wageningen University and Research centre has been involved in, the budget has been overspent.

However, the 5C evaluation team has designed an endline process whereby engagement of staff, e.g. in a workshop process was considered important, not only due to the need to collect data, but also to generate learning in the organisation. Furthermore, having general causal maps and detailed causal maps generated by process tracing have provided rich information that many SPOs and CFAs have already appreciated as useful in terms of the findings as well as a learning process.

Another issue that must be mentioned is that additional requests have been added to the country teams during the process of implementation: developing a country based synthesis; questions on design, implementation, and reaching objectives of MFS II funded capacity development interventions, whilst these questions were not in line with the core evaluation questions for the 5C evaluation.

Complexity and inadequate coordination and communication: many actors, both in the Netherlands, as well as in the eight selected countries, have been involved in this evaluation and their roles and responsibilities, were often unclear. For example, 19 MFS II consortia, the internal reference group, the Ministry of Foreign Affairs, Partos, the Joint Evaluation Trust, NWO-Wotro, the evaluators (Netherlands and in-country), 2 external advisory committees, and the steering committee. Not to mention the SPO's and their related partners and consultants. CDI was involved in 4 countries with a total number of 38 SPOs and related CFAs. This complexity influenced communication and coordination, as well as the extent to which learning could take place. Furthermore, there was a distance between the evaluators and the CFAs, since the approach had to be synchronised across countries, and had to adhere to strict guidelines, which were mainly externally formulated and could not be negotiated or discussed for the purpose of tailoring and learning. Feedback on the final results and report had to be provided mainly in written form. In order to enhance utilisation, a final workshop at the SPO to discuss the findings and think through the use with more people than probably the one who reads the report, would have more impact on organisational learning and development. Furthermore, feedback with the CFAs has also not been institutionalised in the evaluation process in the form of learning events. And as mentioned above, the complexity of the evaluation with many actors involved did not enhance learning and thus utilization.

5C Endline process, and in particular thoroughness of process tracing often appreciated as learning process: The SPO perspective has also brought to light a new experience and technique of self-assessment and self-corrective measures for managers. Most SPOs whether part of process tracing or not, deeply appreciated the thoroughness of the methodology and its ability to capture details with robust connectivity. This is a matter of satisfaction and learning for both evaluators and

SPOs. Having a process whereby SPO staff were very much engaged in the process of self-assessment and reflection has proven for many to be a learning experience for many, and therefore have enhanced utility of the 5C evaluation.

Appendix 2   Background information on the five core capabilities framework

The 5 capabilities (5C) framework was to be used as a framework for the evaluation of capacity development of Southern Partner Organisations (SPOs) of the MFS II consortia. The 5C framework is based on a five-year research program on 'Capacity, change and performance' that was carried out by the European Centre for Development Policy Management (ECDPM). The research included an extensive review of the literature and sixteen case studies. The 5C framework has also been applied in an IOB evaluation using 26 case studies in 14 countries, and in the baseline carried out per organisation by the MFS II organisations for the purpose of the monitoring protocol.

The 5C framework is structured to understand and analyse (changes in) the capacity of an organization to deliver (social) value to its constituents. This introduction briefly describes the 5C framework, mainly based on the most recent document on the 5C framework (Keijzer et al., 2011).

The 5C framework sees capacity as an **outcome** of an **open system**. An organisation or collaborative association (for instance a network) is seen as a system interacting with wider society. The most critical practical issue is to ensure that relevant stakeholders share a common way of thinking about capacity and its core constituents or capabilities. Decisive for an organisation's capacity is the context in which the organisation operates. This means that **understanding context issues** is crucial. The use of the 5C framework requires a multi-stakeholder approach because shared values and results orientation are important to facilitate the capacity development process. The 5C framework therefore needs to **accommodate the different visions** of stakeholders and conceive different strategies for raising capacity and improving performance in a given situation.

The 5C framework defines capacity as '**producing social value'** and identifies five core capabilities that together result in that overall capacity. Capacity, capabilities and competences are seen as follows:

Capacity is referred to as the overall ability of an organisation or system to create value for others;

Capabilities are the collective ability of a group or a system to do something either inside or outside the system. The collective ability involved may be technical, logistical, managerial or generative (i.e. the ability to earn legitimacy, to adapt, to create meaning, etc.);

Competencies are the energies, skills and abilities of individuals.

Fundamental to developing capacity are inputs such as human, material and financial resources, technology, and information. To the degree that they are developed and successfully integrated, capabilities contribute to the overall capacity or ability of an organisation or system to create value for others. A single capability is not sufficient to create capacity. All are needed and are strongly interrelated and overlapping. Thus, to achieve its development goals, the 5C framework says that every organisation or system must have **five basic capabilities:**

1. The capability to act and commit;
2. The capability to deliver on development objectives;
3. The capability to adapt and self-renew;
4. The capability to relate (to external stakeholders);
5. The capability to achieve coherence.

In order to have a common framework for evaluation, the five capabilities have been reformulated in outcome domains and for each outcome domain performance indicators have been developed.

There is some overlap between the five core capabilities but together the five capabilities result in a certain level of capacity. Influencing one capability may have an effect on one or more of the other

capabilities. In each situation, the level of any of the five capabilities will vary. Each capability can become stronger or weaker over time.

Appendix 3 Changes in organisational capacity of the SPO - 5C indicators

Below you will find a description for each of the indicators under each of the capabilities, what the situation is as assessed during the endline, how this has changed since the baseline and what are the reasons for change.

Note: after the endline assessment, the acting Executive Director, who has been very supportive to the organisation, has now left NAWOCOL, due to the lack of funding. She now works for another organisation, and now supports NAWOCOL on a consultancy basis. It is not clear what the effect will be on the organisational capacity, but it is expected to have big implications in terms of organisational capacity.

Capability to act and commit

1.1. Responsive leadership: 'Leadership is responsive, inspiring, and sensitive'

This is about leadership within the organisation (operational, strategic). If there is a larger body then you may also want to refer to leadership at a higher level but not located at the local organisation.

Description of the endline situation:

The programme coordinator took up the role of the new acting executive director. She is well connected within the NGO sector and has brought back some momentum into the organisation. She has been making great efforts to get NAWOCOL back on track, since previous leadership left the organisation (baseline situation). As a result of the efforts directed at this exposure of NAWOCOL, the organisation has improved considerably since the baseline in 2012. This is clearly evidenced by the fact that it has been able to attract funding from ICCO and the Government of Liberia through the Ministry of Gender and Development for project implementation and institutional support, respectively.

The new acting executive director has been able to effectively participate in many stakeholder meetings and as a result, visibility and viability of NAWOCOL has improved. The new acting Executive Director has been able to sell NAWOCOL to various stakeholders. The organisation has created brochures and with the new strategic plan is making strides and getting funding to initiate project activities.

The board of directors has been supporting the efforts of the new acting executive director behind the scene.

Score: from 1 to 3 (considerable improvement)

1.2. Strategic guidance: 'Leaders provide appropriate strategic guidance (strategic leader and operational leader)'

This is about the extent to which the leader(s) provide strategic directions

Description of the endline situation:

There are huge capacity issues being faced by NAWOCOL now, which were inherited due to bad governance and leadership.

The main leadership change since the baseline is formally having a new acting executive director. In addition to that the board has restructured from 15 people (based on the number of counties) to 7

people with the aim to become more efficient. One example of this is the effort that the new board is now exerting in helping to streamline the employment process and keep only those personnel needed for work in recurring project areas. The board has also helped in the identification of gaps. Furthermore, a draft strategic plan has been developed, and which addresses training and vision and mission.

The 5C baseline assessments has also helped NAWOCOL to retrospect and to craft new policies and guidelines for the future.

Score: from 1 to 2 (improvement)

1.3. Staff turnover: 'Staff turnover is relatively low'

This is about staff turnover.

Description of the end line situation:
Since the baseline in 2012 even more staff left the organisation, whilst others still work on a voluntary basis. Many of the old staff members have left due to the lack of funding. Many of the new staff members are hired on a project basis. Hiring is by project demand and qualification based on project need. Remaining staff is doing more multitasking.

NAWOCOL hired an external auditor to audit performance for the project that ended under the ICCO cluster arrangement; the results of the audit have provided important insights about the SPO's weaknesses and recommendations for improvement. The audit results led NAWOCOL to hire a new finance officer in order to improve financial management capacity and to improve overall credibility.

Score: from 2 to 1.5 (slight deterioration)

1.4. Organisational structure: 'Existence of clear organisational structure reflecting the objectives of the organisation'

Observable indicator: Staffs have copy of org. structure and understand this

Description of the endline situation:
The staffs of NAWOCOL are not as large as it used to be before now. The SPO is composed of only a small core group (mainly managerial) with a basic organisational structure. Other staff are hired as consultants when projects are being funded. The board has assumed a lot of responsibilities and the new acting executive director deals mainly with communications, administration and programming. The workload is hectic but that has to be the way it is until funding can start again.

The current core group though reflects the objective of the organisation, with staff assigned particularly to women and girls issues. There is no a formal organisational structure developed that fully reflects the current situation.

Score: from 2 to 1.5 (slight deterioration)

1.5. Articulated strategies: 'Strategies are articulated and based on good situation analysis and adequate M&E'

Observable indicator: strategies are well articulated. Situation analysis and monitoring and evaluation are used to inform strategies.

Description of the endline situation:
NAWOCOL almost closed its doors, mainly because of having an unclear strategy. Originally, the organisation was an umbrella organisation that sought funding for its smaller units. As these units got

bigger and more autonomous, the need for NAWOCOL was reduced and NAWOCOL did not re-invent itself until recently.

With the crafting of a draft strategic plan, pushed by the acting director who is aware of the issues, NAWOCOL is working to implement projects geared towards its target groups. However, what is still lacking is an adequate monitoring and evaluation arm of the organisation that will determine situations and measure impact of the programmes on target beneficiaries.

Whilst there is a new draft strategic plan, the current strategies are not well articulated, and not clearly based on good situation analysis and adequate monitoring and evaluation.

Score: from 2.5 to 3 (slight improvement)

1.6. Daily operations: 'Day-to-day operations are in line with strategic plans'

This is about the extent to which day-to-day operations are aligned with strategic plans.

Description of the endline situation:
Most of the current projects and activities are in line with the new draft strategic plan. Governance issues have been included in the strategic plan, as more donors seem to be interested in that.

A new finance officer has been employed and as mentioned before, this will help in accounting for donors' funds. The new strategic plan has greatly helped the SPO in the advancement of its activities and prospects for sourcing of funding. The day-to-day operations are aligned with the strategic plan.

Score: from 3 to 3 (no change)

1.7. Staff skills: 'Staff have necessary skills to do their work'

This is about whether staffs have the skills necessary to do their work and what skills they might they need.

Description of the endline situation:
NAWOCOL is mainly involved with women and girls and it is important that the staff have the skills around gender sensitive issues and the rights of both genders. Gender issues are prioritized at all planning sessions and in planning documents. Most of the staff are acquainted with issues around HIV/AIDS, family planning, reproductive health and gender based violence issues.

There is a programming weakness, staff responsible to write proposals have not developed sufficient capacity to write winning proposals. Proposal writing is left with only one or two main staff members.

NAWOCOL has resolved to allow the old non-performing staffs to leave voluntarily, and hitherto, only hire or employ qualified and competent staff. However, NAWOCOL does not have enough funds to hire qualified staff. The only new staff has been a financial officer. NAWOCOL mainly hires people/consultants for undertaking activities. The main issue is not having enough staff to carry out the work and relying on mainly consultants for this purpose.

Score: from 2 to 2 (no change)

1.8. Training opportunities: 'Appropriate training opportunities are offered to staff'

This is about whether staffs at the SPO are offered appropriate training opportunities

Description of the endline situation:

Whilst the draft strategic plan addresses the need to identify gaps in training and training resources, there is no training plan in the organisation in line with the vision and mission statements of the NAWOCOL and no development programme for staff. This is also due to the drop in funding for the organisation. Some training and refresher sessions (on proposal writing and reporting) have been organised on behalf of the LCDGP in which mostly the acting director has been involved.

In line with the deficiencies identified within the organisation, NAWOCOL is making efforts in training its staff in monitoring and evaluation. An M&E consultant has been working with the M&E officer at NAWOCOL to improve M&E skills. Two trainings were held on M&E for the M&E officer to participate.

Score: from 2 to 2.5 (slight improvement)

1.9.1. Incentives: 'Appropriate incentives are in place to sustain staff motivation'

This is about what makes people want to work here. Incentives could be financial, freedom at work, training opportunities, etc.

Description of the endline situation:

NAWOCOL Staff rarely feel motivated and encouraged in the performance of their duty. There was no regular and on-going supervisory support and guidance for staff of the organisation. The intention stated by the acting director to move to a new job opportunity demonstrates the fragility of organisation incentives.

Nowadays people are hired only on the basis of having a project. There are no additional incentives for existing staff.

Score: from 1 to 1 (no change)

1.9.2. Funding sources: 'Funding from multiple sources covering different time periods'

This is about how diversified the SPOs funding sources are over time, and how the level of funding is changing over time.

Description of the endline situation:

Funding for NAWOCOL is drying up, especially from foreign funders like ICCO, who have been decreasing funding since before the baseline and have announced to stop funding in 2014. This is the main funder of the organisation. In the past 2 years NAWOCOL has tried to identify multiple funding sources. They started working with Ministry of Internal affairs and the Ministry of Gender amongst other international NGOs for which they were looking up to for funding.

Since the baseline in June 2012, NAWOCOL was able to access a subsidy from the Government of Liberia and the AWDF. The board and management of NAWOCOL lobbied members of the National Legislature and the Ministry of Gender and Development to include some money in the national budget to support the work of NAWOCOL. As a result of this lobbying funds were allocated in the 2012/2013 national budget for NAWOCOL. NAWOCOL used some of those funds to refurbish its office and also applied some to project activities in Grand Gedeh County. The main hurdle is for the organisation to develop the capacity to write proposals to seek and respond to requests for proposals for projects.

Score: from 1 to 1 (no change)

1.9.3. Funding procedures: 'Clear procedures for exploring new funding opportunities'

This is about whether there are clear procedures for getting new funding and staff are aware of these procedures.

Description of the endline situation:
The previous board was not involved in finding funding, or rarely involved in finding funding. The capacity of the new board allows it to assist in the process of lobbying and even writing proposals for finding funding. The current board chair is heavily involved in that endeavour.

Several capacity building workshops have been held to help the organisation write proposals, improve reporting. But basically there is no coherent funding strategy following the development of the strategic plan – and the organisation does not have the money to hire someone to help to do that.

The new executive director is using her connections and capacity to source funding for the organisation. It is through her instrumentality that the organisation was able to source recent funding from the government.

Score: from 1 to 2 (improvement)

Summary Capability to act and commit
Leadership has considerably improved since the baseline due to having a new acting director who is very well connected and has brought back momentum into the organisation. The board restructured and has, in collaboration with the new acting director and with learning from the 5C baseline assessment, been able to provide better strategic guidance. A strategic plan has been developed since the baseline. However, the strategies in the new strategic plan are not well articulated, and not clearly based on good situation analysis and adequate monitoring and evaluation.

In terms of staff training NAWOCOL is in a difficult position since there are not enough funds to employ staff permanently but rather project based. For that reason, more staff have left the organisation since the baseline. A financial officer is new to the organisation. Remaining staff is mainly managerial and these are doing multitasking. They do reflect the objectives of the organisation, but it is not clear whether there is a clear organisational structure that also reflects this. Staff remaining in the organisation to have the necessary knowledge and skills in relation to NAWOCOL's work. But there is inadequate capacity to write winning proposals and generate funding for the organisation. ICCO, who was the main funder of NAWOCOL, has been slowly withdrawing funding, which has left the organisation in a difficult situation since there is no capacity to generate new funds. NAWOCOL has been able to generate some funds from the government of Liberia , but otherwise is still trying to seek funds from other organisations. The board is now more actively involved in writing proposals and the new acting director is also very active, but there are no clear funding procedures.

One staff member is being trained in terms of monitoring and evaluation by a M&E consultant, was providing support to the organisation to develop its monitoring and evaluation system. The main problem is not having enough staff due to lack of funding. There are no particular incentives for staff, since people are mainly hired on the basis for a contract for a specific project.

Note: after the endline assessments in the acting executive director, who brought back momentum into the organisation, has found work at another organisation and it is expected that this will have serious implications for the future organisational capacity.

Score: from 1.6 to 2 (slight improvement)

Capability to adapt and self-renew

2.1. M&E application: 'M&E is effectively applied to assess activities, outputs and outcomes'

This is about what the monitoring and evaluation of the SPO looks at, what type of information they get at and at what level (individual, project, organisational).

Description of the endline situation:
The situation in terms of monitoring and evaluation is gradually improving in NAWOCOL since the baseline. A Monitoring and Evaluation Consultant has been hired to develop the M&E system at NAWOCOL, and currently an M&E framework is being developed. The efforts are geared toward increasing the understanding of output, and outcomes for sustainable impact using monitoring and evaluation. The organisation has a staff member being trained that will be dedicated to monitoring and evaluating the organisation's activities. They have no funds to attract a new M&E staff member.

The M&E Consultant is working with the new NAWOCOL M&E Officer to develop a monitoring and evaluation framework and a monitoring and evaluation protocol. Under the new board and management and with LCDGP initiatives, NAWOCOL has some guidance for reporting and has developed data collection tools for training related activities (disaggregated by gender), assessments and survey. Other disaggregation processes such as thematic areas are not standardized and work is being done to improve the system. The organisation conducts some form of feedback gathering in accordance with its proposals. NAWOCOL also conducts evaluations through beneficiary feedback on a periodic basis. NAWOCOL has a good reporting structure that can support an effective M&E system. Currently, this reporting system is being used to generate various reports for donors, though with some difficulties in monitoring and evaluation.

An excel database is being developed for managing the data collected through trainings and other activities beyond training. The database(s) will help the projects store and analyze data collected as part of project implementation.

Score: from 2 to 3 (improvement)

2.2. M&E competencies: 'Individual competencies for performing M&E functions are in place'

This is about whether the SPO has a trained M&E person; whether other staff have basic understanding of M&E; and whether they know what information to collect, how to process the information, how to make use of the information so as to improve activities etc.

Description of the endline situation:
NAWOCOL is now in the stage of trying to train staff in anticipation of developing an M&E framework. There is now a staff member who is dedicated to M&E and being trained by the M&E consultant. There were two sets of training held for the M&E officer at NAWOCOL with specific look at the processes involved in monitoring and evaluation.

There are several staff members who contribute to reporting on project performance. NAWOCOL has Animators who carry out community education and report to the Supervisors. The supervisors report to the Project Officer who further report to the Project Coordinator. The project staff showed strong interest in supporting an M&E system even though the M&E capacity of the organisation is still underdeveloped.

NAWOCOL still needs to further improve on their M&E competencies, since these are just gradually being developed with the help of the M&E consultant.

Score: from 2 to 3 (improvement)

2.3. M&E for future strategies: 'M&E is effectively applied to assess the effects of delivered products and services (outcomes) for future strategies'

This is about what type of information is used by the SPO to make decisions; whether the information comes from the monitoring and evaluation; and whether M&E info influences strategic planning.

Description of the endline situation:
M&E for future strategies is being planned for and included in the current strategic plan 2014 to 2016. NAWOCOL is planning for the use of the Result Based Monitoring and Planning System. This will ensure that all programmes are planned and implemented in a rational manner that focuses on

continued monitoring and a periodic evaluation of the programme and projects being implemented. The outcome and impact will be monitored at various phases and stages.

Monitoring will involve data collection and analysis on the progress of the Strategic Plan and Annual Work Plan implementation. The results from the analysis will be used for decision-making and communicated to donors/ partners, beneficiaries, government and other stakeholders. A monitoring and evaluation unit will be established.

The Strategic Plan will be evaluated after the implementation of programme and activities for the period of two and a half years. A participatory midterm evaluation involving all stakeholders will be carried out. Annual Review of the strategic plan will be conducted during or before each year end retreat to determine constraints or opportunities.

The M&E framework (2014) is also being developed and aims to focus not only on outputs, but also on outcomes. M&E is currently being established and has yet to be implemented.

Score: from 2 to 3 (improvement)

2.4. Critical reflection: 'Management stimulates frequent critical reflection meetings that also deal with learning from mistakes'

This is about whether staffs talk formally about what is happening in their programmes; and, if so, how regular these meetings are; and whether staffs are comfortable raising issues that are problematic.

Description of the endline situation:
Since March, two informal meetings between the board and the personnel were held. Meetings are few and far between and since staff levels are low, general meetings are rarely held. Management and staffs are working actively to improve internal communication and interaction to enhance the sharing of ideas and learning from each other for the good of the organisation.

Score: from 3 to 3 (no change)

2.5. Freedom for ideas: 'Staff feel free to come up with ideas for implementation of objectives

This is about whether staffs feel that ideas they bring for implementation of the programme are welcomed and used.

Description of the endline situation:
Staff and members are comfortable to share their views, as was evident during the workshop. According to the board chair, they share ideas to make their work easy and manageable. They like to share ideas with staff - keep an open atmosphere. The three staff members that remained proposed new ideas - and were active with proposal writing, but they are now all left the organisation.

Score: from 3 to 3 (no change)

2.6. System for tracking environment: 'The organisation has a system for being in touch with general trends and developments in its operating environment'

This is about whether the SPO knows what is happening in its environment and whether it will affect the organisation.

Description of the endline situation:
NAWOCOL's visible participation in WONGOSOL and other networks, through the efforts of the new executive director attendance at meetings has improved visibility and they are now on a fast track in

terms of networking. There is an open flow of communication in the network which helps the organisation in identifying new funding sources and strategies in obtaining funding.

There is no formal system for tracking the environment and a lot of it is done on the basis of phoning local contacts.

Score: from 2 to 2.5 (slight improvement)

2.7. Stakeholder responsiveness: 'The organisation is open and responsive to their stakeholders and the general public'

This is about what mechanisms the SPO has to get input from its stakeholders, and what they do with that input.

Description of the endline situation:

Meetings are held with stakeholders and affected groups, which are allowed to make inputs and project updates to be communicated to stakeholders through radio programming.

The objective of the stakeholders' engagement is to create visibility about the project, build support and local ownership for the project. To achieve this purpose, NAWOCOL has held two meetings with 20 stakeholders, which included local government officials, market superintendent of Kakata, District Education Officer, Principals of 5 public and private schools (four high schools and one junior high), teachers, business-women engaged in small and medium size businesses and student leadership of the target schools.

NAWOCOL is on the mailing lists of MOGD and WONGOSOL and is even highly visible at the Capitol Building.

Score: from 2.4 to 2.9 (no change)

Summary capability to adapt and self-renew

NAWOCOL is making efforts to develop its M&E system with the help of an M&E consultant, always also working with a staff member who is now assigned with M&E tasks. The M&E framework describes a more comprehensive M&E system, where not only outputs, but also outcomes are being addressed, which can be used to help inform operational, strategic decision-making. A database is also currently being set up. In terms of the internal culture of critical reflection and sharing of ideas there hasn't been much change since the baseline but the situation is generally okay in the sense that people feel free to share their ideas. NAWOCOL is responsive to their stakeholders and general public, but there's no real change since the baseline. Overall this capability has improved slightly, mainly due to having support from an M&E consultant in setting up their monitoring and evaluation system.

Score: from 2.5 to 3 (slight improvement)

Capability to deliver on development objectives

3.1. Clear operational plans: 'Organisation has clear operational plans for carrying out projects which all staff fully understand'

This is about whether each project has an operational work plan and budget, and whether staffs use it in their day-to-day operations.

Description of the endline situation:

NAWOCOL has an operational manual. Every project has a budget and a work plan. These plans show where all activities are located and the resources required. New operational plans are very clear, and based on the strategic plan. Due to the limitations in funding, each project is executed on a precise budgeting arrangement. This arrangement makes the operational plans clear and staff members fully understand this.

.: from ? (Could not be identified during the baseline) to 3,5

3.2. Cost-effective resource use: 'Operations are based on cost-effective use of its resources'

This is about whether the SPO has the resources to do the work, and whether resources are used cost-effectively.

Description of the endline situation:
Adequate resources are used in high priority areas. Limited resources have impacted the work. If donor provides funding, there are administration costs, wages. Due to the limitations in funding, each project is executed on a precise budgeting arrangement. So similar to the situation during the baseline. The issue is not so much about being cost-effective but rather not having enough funds to carry out the work they want to do. NAWOCOL had to downsize its target areas due to lack of funds.

Score: from 2 to 2 (no change)

3.3. Delivering planned outputs: 'Extent to which planned outputs are delivered'

This is about whether the SPO is able to carry out the operational plans.

Description of the endline situation:
NAWOCOL has a very weak capacity that contributes to its unpreparedness to deliver its mandate. This is mainly related to lack of funding. Due to this situation NAWOCOL had to downsize its targets areas.

Score: from ? (Not clear during the baseline) to 2

3.4. Mechanisms for beneficiary needs: 'The organisation has mechanisms in place to verify that services meet beneficiary needs'

This is about how the SPO knows that their services are meeting beneficiary needs

Description of the endline situation:
NAWOCOL has a strategic plan which guides the operations. They engage network members in the counties to discuss project activities. NAWOCOL also gathers information and uses it to help with proposal development.

The organisation uses mobile phones to call and do periodic checks on the status of project implementation. However, there is no systematic collection of information to verify that services meet beneficiary needs.

Score: from 2 to 2 (no change)

3.5. Monitoring efficiency: 'The organisation monitors its efficiency by linking outputs and related inputs (input-output ratio's)'

This is about how the SPO knows they are efficient or not in their work.

Description of the endline situation:
Monitoring efficiency is underdeveloped. NAWOCOL uses self-appraisal methods in the field, but there aren't any external actors to assess whether that work is efficient. Target groups are monitored based on the amount of inputs they have received, this check and balance ensures that the targets receive the required inputs. However, there is no system in place to assess efficiency.

Score: from 1 to 1 (no change)

3.6. Balancing quality-efficiency: 'The organisation aims at balancing efficiency requirements with the quality of its work'

This is about how the SPO ensures quality work with the resources available

Description of the endline situation:
NAWOCOL does not have an effective monitoring system that will compile information in order to analyze efficiency requirements and quality of work. Staff has made efforts to make choices in terms of what to focus on with little funding, which is demonstrated by focusing on one instead of two districts.

Score: from 2 to 2 (no change)

Summary of capability to deliver on development objectives
NAWOCOL has operational plans in place. However, the main problem that NAWOCOL is facing is lack of funding and this affects their potential and capacity to deliver outputs in line with their mandate. There are very few reports that describe the process and conditions with which the development objectives are being carried out. Since NAWOCOL is still in the process of developing its monitoring and evaluation system, there is no formal system in place yet to assess beneficiary needs, efficiency and quality of their work, although they do look at how best they can use the minimal resources that they have. During the baseline a number of indicators could not be assessed, this accounts to a large extent the score change.

Capability to relate
4.1. Stakeholder engagement in policies and strategies: 'The organisation maintains relations/ collaboration/alliances with its stakeholders for the benefit of the organisation'

This is about whether the SPO engages external groups in developing their policies and strategies, and how.

Description of the endline situation:
NAWOCOL interacts and engages stakeholders through the Annual General Meeting. During the AGM they invite all stakeholders, such as representatives from the Liberian counties, and get their views on issues affecting the umbrella organisation. In 2014 the AGM was held after being long overdue, and largely discussed an amendment in the constitution and the development of the new strategic plan. They are trying to maintain this pattern/culture through which stakeholders are encouraged to be engaged or connected to the organisation. The change in the organisational strategy to focus to a more service-delivery oriented organisation, and the smaller board will hopefully increase engagement.

Through the efforts of the new acting executive director, the SPO is engaged and connected by ensuring attendance to stakeholder regular meetings and reporting to the board on activities that lead to creating a situation where the SPO is involved with other like-minded organisations.

Score: from 2 to 3 (improvement)

4.2. Engagement in networks: 'Extent to which the organisation has relationships with existing networks/alliances/partnerships'

This is about what networks/alliances/partnerships the SPO engages with and why; with they are local or international; and what they do together, and how do they do it.

Description of the endline situation:
NAWOCOL has built a coalition with other organisations and is in contact with public and key policy makers. Partnership/networking mostly reduces overlap of services to target beneficiaries and the organisation taps into local and national resources to achieve its aims and objectives.

The leadership is a part of many networks-organisations and women supported groups. NAWOCOL has strengthened its partnership with the Government of Liberia through the subsidy to women empowerment projects, through which it received the subsidy that helped NAWOCOL to refurnish their office. NAWOCOL networks with the government, the LCDGP, the Ministry of Gender and Development, and with all women's NGOs through WONGOSOL, Liberian gospel group.

Score: from 2 to 3 (improvement)

4.3. Engagement with target groups: 'The organisation performs frequent visits to their target groups/ beneficiaries in their living environment'

This is about how and when the SPO meets with target groups.

Description of the endline situation:
NAWOCOL had community animators stationed in the project area but they had to pull them out because of lack of funding. Now it is a challenge because they only visit project areas when they are implementing or want to implement.

Secondly, M&E is in its infancy in the organisation and current projects are not being monitored using an established system.

Score: from 2 to 2 (no change)

4.4. Relationships within organisation: 'Organisational structure and culture facilitates open internal contacts, communication, and decision-making'

How do staffs at the SPO communicate internally? Are people free to talk to whomever they need to talk to? When and at what forum? What are the internal mechanisms for sharing information and building relationships?

Description of the endline situation:
Board members are wholly involved in policy formulation and partially involved in fund raising, advocacy and public relations in the organisation. Staff members are comfortable to share their views, but many have left the organisation due to lack of funding, or they are working on a voluntary basis. Sadly, internal and external communication channels are not well defined.

Score: from 3 to 3 (no change)

Summary capability to relate
The capability to relate has slightly improved mainly due to having an acting Executive Director who is very active and well networked. This has improved linkages with other stakeholders like the government of Liberia, who has been able to provide them with some funding. Internal relationships facilitate open communication with communication is not formalised, neither is engagement with the beneficiaries.

Score: from 2.3 to 2.8 (slight improvement)

Capability to achieve coherence

5.1. Revisiting vision, mission: 'Vision, mission and strategies regularly discussed in the organisation'

This is about whether there is a vision, mission and strategies; how often staffs discuss/revise vision, mission and strategies; and who is involved in this.

Description of the endline situation:

The organisation has a written constitution that has been approved and accepted by most members of NAWOCOL, most recently during the AGM in March 2014. NAWOCOL has a clearly written mission, vision and value statements. All board members and employees of NAWOCOL understand the mission and vision statements of the organisation.

When asked if new board members and employees are given orientation about the constitution, there was not a sure answer. This suggests that there is a need for staff and even board members to fully understand the constitution and new vision and mission of the organisation.

After several strategic discussions on the future of the NAWOCOL during the baseline period, the organisation developed a three-year Strategic Plan that aligns with government's Agenda for Transformation and emerging economic and political dynamics of the country.

Score: from 2 to 2.5 (slight improvement)

5.2. Operational guidelines: 'Operational guidelines (technical, admin, HRM) are in place and used and supported by the management'

This is about whether there are operational guidelines, which operational guidelines exist; and how they are used.

Description of the endline situation:

Now there is an operational manual - just completed it and adopted it in the AGM. Since the AGM there has been no active work on this. Intend to use it for new staff - introduce them to the organisation, dos and don'ts, what the institution stands for. Rules of employment are on a contractual basis.

Now there is also a financial policy is in place, but the organisation is not adequately staffed and has a weak personnel policy. The job description is available to some staff but the personnel policy and manual is not available to all staff. Financial and purchasing systems are rarely managed by separate personnel and there is not a proper financial forecast system in place. It is hoped that with the employment of a new financial person, these will be taken care of.

There is a system for tracking the organisation's expenditure and funds. As is the standard banking practices, all checks have multiple signatories, and there is a regular financial system in place for auditing. Financial documents are filed properly and NAWOCOL funds are kept secure in the bank.

Score: from 1 to 2 (improvement)

5.3. Alignment with vision, mission: 'Projects, strategies and associated operations are in line with the vision and mission of the organisation'

This is about whether the operations and strategies are line with the vision/mission of the SPO.

Description of the endline situation:

The organisation partly adheres to its constitution. The focus of the institution is on women. But cross gender activities are now also encouraged in the organisation's new strategy.

Score: from 2 to 2 (no change)

5.4. Mutually supportive efforts: 'The portfolio of project (activities) provides opportunities for mutually supportive efforts'

This is about whether the efforts in one project complement/support efforts in other projects.

Description of the endline situation:
Some of the projects did support each other in the past; for example, the economic empowerment projects and HIV/AIDs interventions are complementary. Another mutually supportive project is the peace building and HIV/AIDS project. These two are complementary since HIV/AIDS is a stability issue in a country like Liberia with a weak health system. However, with the weaning depletion of funding, NAWOCOL may likely in the future start to take on projects that do not complement each other.

Score: 2.5 to 3 (slight improvement)

Summary capability to achieve coherence
NAWOCOL has a vision and mission in place and recently, also a strategic plan has been developed. However, these do not seem to be regularly discussed. The organisation partly adheres to its constitution. The focus of the institution is on women. But cross gender activities are now also encouraged in the organisation. Whilst project activities seem to be complimentary lack of funding can also affect this complementarity. NAWOCOL now does have some operational guidelines in place, like the financial policy and an operational manual, but personnel policy is still weak which is related to lack of staffing.

Score: from 1.8 to 2.3 (slight improvement)

Appendix 4 Results - key changes in organisational capacity - general causal map

Below you can find a description of the key changes in organisational capacity of NAWOCOL since the baseline as expressed by NAWOCOL staff during the endline workshop. First, a description is given of how this topic was introduced during the endline workshop by summarising key information on NAWOCOL from the baseline report. This information includes a brief description of the vision, mission and strategies of the organisation, staff situation, clients and partner organisations. This then led into a discussion on how NAWOCOL has changed since the baseline.

The evaluation team visited NAWOCOL in Monrovia on the 3rd of July 2014. The workshop started with a delay, as the members of the NAWOCOL team requested us to come at 11.00. The evaluation team was notified that we could unfortunately only do the workshop for one day instead of two as planned, as the two board members and the director had other pressing matters. On the phone, the director explained that she was currently moving to a new job at the Women in Peace-building Network (WIPNET), so she was only able to meet us for one day. One of the most obvious changes we noted before the workshop started was that the office had be refurbished extensively. In 2012 NAWOCOL did not have decent tables and chairs, and there was no power. These positive attributes had been realised recently, due to the government subsidy that NAWOCOL received.

Baseline information recap

The evaluation team explained the purpose of the research and said that the effort was to look at the key changes in organisational capacity that have occurred in the past 2 years since the baseline. NAWOCOL is an inclusive membership organisation, which organises activities for women and girls to empower them. The vision of NAWOCOL is "a peaceful Liberia with tenets such as fair play, equality and justice, where women and girls have equal access to political and economic opportunities". The NAWOCOL mission: "to make women and girls resourceful in championing their own development at all levels of society". In the baseline it was also asked what the focus of NAWOCOL was. The primary focus was the empowerment of rural women and girls, and with a programme management focus on inclusive economic development.

Organisational structure of NAWOCOL:

- General assembly (all of the member organisations)
- Board of directors, in charge of making policy and supervising the activities
- Operations management team, in charge of supervision of the day-to-day activities.

Regarding the staff situation, until 2004 NAWOCOL had up to 50 staff members. Since then, the organisation has experienced a 'drastically low number of staff' and the amount of staff has since then been as low as five. This was due to the reduction of funding opportunities. In the baseline year in 2012 there was a high staff turnover since most of them were not being paid.

The clients or beneficiaries of NAWOCOL included many women and children, particularly those who were abused during the war. The main and only funding partner was ICCO, since 2005. In 2007 NAWOCOL partnered with Women Campaign International (WCI) and before 2004 with a series of UN organisations and USAID. Partners that were working with NAWOCOL during the time of the baseline were National African Research and Development Agency (NARDA) and the Women NGO Secretariat of Liberia (WONGOSOL), as a capacity building partners. In terms of outreach, NAWOCOL was engaged in a mix of national and sub-national activities.

Key changes at NAWOCOL

The current participants acknowledged that this was indeed how it stood at NAWOCOL in 2012. The director took the time to say that indeed quite a few things had changed in the last two years. She stressed the fact that the NAWOCOL office had been refurbished, new operational documents had been developed (such as operational manuals, staff contracts and an amended constitution), and that a new strategy was being developed building on the recommendations from the Assembly General Meeting (AGM). On a programme implementation level it seemed that NAWOCOL had to make some adaptations in terms of amount of people reached and in which areas. Due to the reduction in ICCO funding the director said that NAWOCOL was not able to implement the project (Rural Women and Girls Capacity Development Projects and School Based Palaver Management Club) in Lofa, and therefore was only able to implement it in Kakata, Margibi county. Also, it was said that the amount of people working with the programme was halved to 50 people instead of 100 due to lack of funds. Some of the activities NAWOCOL engaged in during the past two years: working with women in small businesses and peace-building activities with youth in 5 schools in Kakata (please see the Annex C SPO Support to capacity sheet for more information).

The evaluators asked the members of the workshop to take some time to write down some key changes that had occurred at NAWOCOL in the past 2 years since the baseline. These were later sorted into organisational capacity themes. Some of the key changes related to organisational capacity (there were a great deal more changes, but these related to project activities and impacts):

- Office equipment was bought through a Government of Liberia subsidy.
- HR capacity enhanced for effective operations, through trainings by ICCO and the Programme Management Committee (PMC) of the LCDGP.
- Assembly General Meeting was held in 2014, and led to amending the strategic plan, the constitution and the operational manual .
- Board recommended/ and elected new board members and became smaller (from 15 to 7 people).
- Structure of NAWOCOL revised, and strategy developed and approved by the AGM.
- A brochure of NAWOCOL activities was developed (copy made available).
- Invited to international conference of the LCDGP in Mali in September 2013 due to NAWOCOL being one of the sub-leads of the ICCO consortium and held a key position in the development of that strategic plan in the PMC.
- Compliance audit was done in 2013
- Enhanced network with WONGOSOL- Women NGO secretariat.
- Huge staff turnover, a major constraint for NAWOCOL.
- Low donor funding.
- Developed policy documents for NAWOCOL: in March 2014.
- African Women Development Fund is supporting NAWOCOL until the end of July 2014.

The key organisational changes that NAWOCOL has experienced since the baseline in 2012 focus on three issues: a new organisational paradigm shift [1], search for more diverse funding [2], and a management team that is now better at multi-tasking [3]. In the causal map these key changes are further discussed. When discussing how NAWOCOL has changed since the baseline three key influencing factors surfaced. One of the main issues that greatly impacted NAWOCOL in the past 2-3 years is that funding has been quite low, especially **funding** from ICCO. The staff of NAWOCOL called this funding fatigue in general within the donor community [18]. The LCDGP was launched in 2013 and since then , the acting director said that it is difficult to get ICCO to fund the whole project proposal. NAWOCOL is now active in the Fair Economic Development cluster of the LCDGP [17]. Another issue that is impacting NAWOCOL is a **changing context for post-conflict development**, moving from relief to reconstruction, changing the nature of development goals and orientation [13]. Furthermore, the role of NAWOCOL has changed. This is related to NAWOCOL being an umbrella organisation for women groups in Liberia with various 'constituencies' in the different Liberian counties. In recent years these women groups have increasingly been decentralising operations and focusing on their own counties leading to less efforts to maintain NAWOCOL [15]. These two last aspects have influenced the new paradigms and direction of NAWOCOL.

In the causal maps the attempt is made to trace back key changes in organisational capacity to related activities, factors and actors. At the top of the visual the main changes in terms of organisational capacity are placed (yellow cards). Some of their key consequences (in purple) are

noted up top. Blue boxes represent factors and aspects that influence the key organisational capacity changes mentioned above. Key activities and trainings have been noted in brown. If a factor or outcome negatively impacted the organisation it has been highlighted in pink. The bottom of the causal map shows the most important underlying causes, opportunities and constraints that have influenced these three key changes in organisational capacity. Key influencing causes and external developments that have substantially impacted the organisation are listed in the round boxes at the bottom in light green or in pink if they have had a negative influence.

The narrative discusses each of these three key organisational capacity changes, explaining how these changes have come about. Please read the visual from the top down, and from left to right.

New organisational paradigm shift
One of the main themes of change at NAWOCOL was the 'paradigm shift' [1], in which the organisation aimed at charting a new course of action and to amend the constitution since the baseline in 2012. These issues had been long overdue according to the management of NAWOCOL. Due to the decreased levels of funding [18], the trends within Liberian development contexts from relief to reconstruction [13], and the changing relations with the County level women organisations [15], NAWOCOL staff said that they needed to head towards a new paradigm. These trends were a main underlying reason for NAWOCOL to become a more development service-delivery type of organisation rather than a women group umbrella organisation. NAWOCOL, with support from external parties, developed a new draft strategic plan [6], which was mainly based on the changing country contexts from relief to reconstruction. This draft strategic plan shows that NAWOCOL intends to move towards five focus areas [4]:

- Women Economic and Social Empowerment
- Women Political Empowerment and Development
- Women and Natural Resources governance
- Women Access to Justice
- Women and HIV/AIDS

However, how these foci are to be addressed has not been described in the strategic plan yet. The new strategic plan [4] captures the political context of the country, Resolution 1325 and the social and economic context related to the concessional communities. It was noted that NAWOCOL had changed to focusing more on natural resource management and governance, but also on issues related to HIV/AIDS prevention. For example, NAWOCOL intends to address issues relating to community residents who have not been included in the financial benefits from the concessional communities. Targeting has also changed. The director called this a 'cross-gender participation' approach which not only targeted women and girls, but also boys and men [5].

In order to document and organise the new paradigm, and to facilitate organisational sustainability [19], there was an increased need to have the organisational documentation updated. The first documents that were adapted were the draft strategic plan and the constitution [6]. The strategy was drafted in 2012, and was used as a working document since then. In 2014 more efforts were made to develop the new strategic plan. The operational manual was also said to have been updated in 2014y [7].

The new paradigm also became apparent in the restructuring of the board [8]. The changing relations with the various women groups in the counties meant that these groups were becoming more independent and therefore NAWOCOL was becoming more obsolete. NAWOCOL now has different board member criteria: they need to be 'gender-aware professionals'; they no longer have to be purely representatives from the various women member groups in the Liberian counties. It was also determined to bring the amount of board members of NAWOCOL from 15 to 7.

A major influence that helped NAWOCOL to concretise their visions was through the ICCO team: the ICCO ROWA team came to Liberia (ICCO programme coordinator and the ICCO finance person from Mali, in 2013) and noticed that NAWOCOL did not have key strategic and operational documents such as a strategic plan and a financial manual [9]. The NAWOCOL management told the visitors that they would get these documents. The team from ICCO told NAWOCOL that new funding sources needed to be identified and they encouraged NAWOCOL to write other proposals. These discussions with ICCO on

organisational sustainability [10], and also through the work with the LCDGP [11], helped NAWOCOL to realise that they needed to update their strategic and operational documents [9].

The participants of the endline workshop stated that through the engagement with the PMC and the fact that NAWOCOL was invited to go to Mali to attend the LCDGP strategic meeting helped them to define what they needed to work on, and how they wanted to work in the future [11]. The MFS II baseline assessment in 2012 [12], also made staff realise the need for updating their strategic and operational documents: "this led us to analyse our achievements and helped us to know how to press forward. We said that we were going to ask for government support (in this case, the government subsidy granted to NAWOCOL)".

Many of these changes, specifically the new strategic plan, revised constitution and changed NAWOCOL board, were discussed in the Assembly General Meeting, which was held on March 18th 2014 [14]. At the AGM various representatives of women groups from the member counties were invited to come to Monrovia. NAWOCOL said that one of the main things they requested funding for from ICCO was to organise their Assembly General Meeting (AGM). This has been long overdue as many of the women groups in the various counties of Liberia had been decentralised and have started their own independent organisations [15]. Therefore it was essential to organise this in order to come up with new strategies and to revise the constitution. When NAWOCOL had the last convention in 2006, NAWOCOL had a wide-reaching organisational structure and many members, and after that meeting there has not been an assembly. To organise the Assembly in March 2014, the flexible funds from the LCDGP learning trajectory were used, amounting to about 2,200 Euros of those funds [16] (according to the CFA). The AGM financial report Statement of Receipts and Payments for the period 18th - 20th of March 2014, states that the whole three days of the AGM cost about 13,408 US dollars. The flexible funds were granted by ICCO as part of the initiation of the LCDGP coalition since 2013. NAWOCOL is the sub-lead of the cluster engaged with fair economic development [17]. The coalition was initiated as part of the programmatic approach of ICCO, and partly sought to tackle decreasing funds in that way [18].

Diversification of funding sources
The second main change in the organisation since the baseline referred to the efforts made by NAWOCOL to diversify its funding sources. This was needed to contribute to their organisational and financial sustainability. One of the signals that financial sustainability had improved was that in the past year the NAWOCOL office was refurbished and new equipment such as laptops, printers, tables and a generator were bought [19]. This has been the direct result of NAWOCOL managing to successfully apply for the Government of Liberia subsidy worth 39,750 US dollars [20]. In order to receive this government subsidy, the NAWOCOL management was challenged to establish a good relationship with the Government of Liberia, especially the Ministry of Gender and the Ministry of Health and Social Welfare [21]. Discussions with ICCO on finding additional funding sources, so as to improve their financial sustainability have helped NAWOCOL to pursue this subsidy [10].

Another reason that contributed to diversification of funding was the effort made by management to develop more sound financial accountability [22]. The director felt that one important thing that was done in this area was that an audited report had been produced in April 2014 on the Rural Women Capacity development project expenditures from 2012-2013 [23]. When reading the audit report however, it does not exactly become clearer how well the funds from the project have been managed. With the ICCO funded consortium LCDGP discussions were held on how the organisational finances could be improved, through financial management, new project proposals and sources of funding, so as to create a more financially sustainable outlook for the organisation [17].

Another opportunity that came up was in the HIV/AIDS prevention sector. NAWOCOL was able to do a small project with the African Women Development Fund in HIV/AIDS and Teenage pregnancy [24]. This project started in 2013 and ended in July 2014. The amount of funds were said to be around 10,000 US dollars and came about through mediation of WONGOSOL [25]. NAWOCOL has been able to maintain its contact with the Women's NGO Secretariat of Liberia, even though relations with a similar partner, NARDA, have deteriorated. Also, NAWOCOL was asked to join a partnership with the National AIDS/STI Control Programme (NACP), guided by the Ministry of Health and Social Welfare, on

HIV and teenage pregnancy [26]. The director received some training on these topics, and the NACP gave NAWOCOL teenage pregnancy prevention materials to use in the target communities.

Management has become better at multitasking

Since the baseline, the management has been more and more involved in multi-tasking [27]. This has been related to the fact that many staff members have left the organisation since the baseline in 2012 [28]. The management has been taking care of projects through filling in separate tasks themselves and hiring specialists to fill in when needed. This could be considered as a way to ensure sustainability of the organisation [19]. Since 2012 NAWOCOL staff has come down from 10 persons to 4 persons, due to the decreased ability to pay these staff members [29], which is a result of decreased donor funding [18]. In the baseline it was noted that these staff members were often working on a voluntary basis, now many of these have left the organisation. The evaluation team suggested to interview previous staff members of NAWOCOL, but these suggestions were advised against by the NAWOCOL management. In response to this the workshop participants said that management was more involved in multi-tasking than before.

Whilst the management was pushed to do multitasking, they have also been able to improve this capacity by attending different trainings in 2013 and 2014. Managements got some practice and gained some knowledge on standardized narrative and financial report writing [30]. The PMC of the LCDGP did a training for programme management and financial staff on reporting (both financial and narrative reporting) in 2014 [31]. This training was attended by the new person who replaced the former financial manager of NAWOCOL. NAWOCOL management also developed some capacity on how to write proposals, how to find new ways for sourcing funding, and how to manage crises [32]. This was through a second training on proposal writing by the fundraising experts on the PMC of the LCDGP in 2014 [33].

The trainings were the result of being part of the LCDGP, but also the ICCO-ROWA capacity assessment that was carried out in January 2012 and that showed some of the capacity gaps at NAWOCOL [34].

In the discussion it was asked whether NAWOCOL staff engaged with any training to do their activities with the target communities (the business women and peace-building among youth in schools around Kakata). The director said that the women's training in business development was done by a small-business development management expert from WONGOSOL. The peace building activities trainer was from WIPNET [35]. The board member, who is also the chair for the Assembly General, said that in terms of staff capacity building there has been some training from NARDA in the past. However, now it seems that NAWOCOL no longer goes to meetings of NARDA or participates in their trainings because NAWOCOL did not pay its contribution to the NARDA network for a while. It was said to be 300 dollars a year but the members of NAWOCOL did not think it was worth it, as there have not been any extra projects or promising activities coming out of this network membership [36].
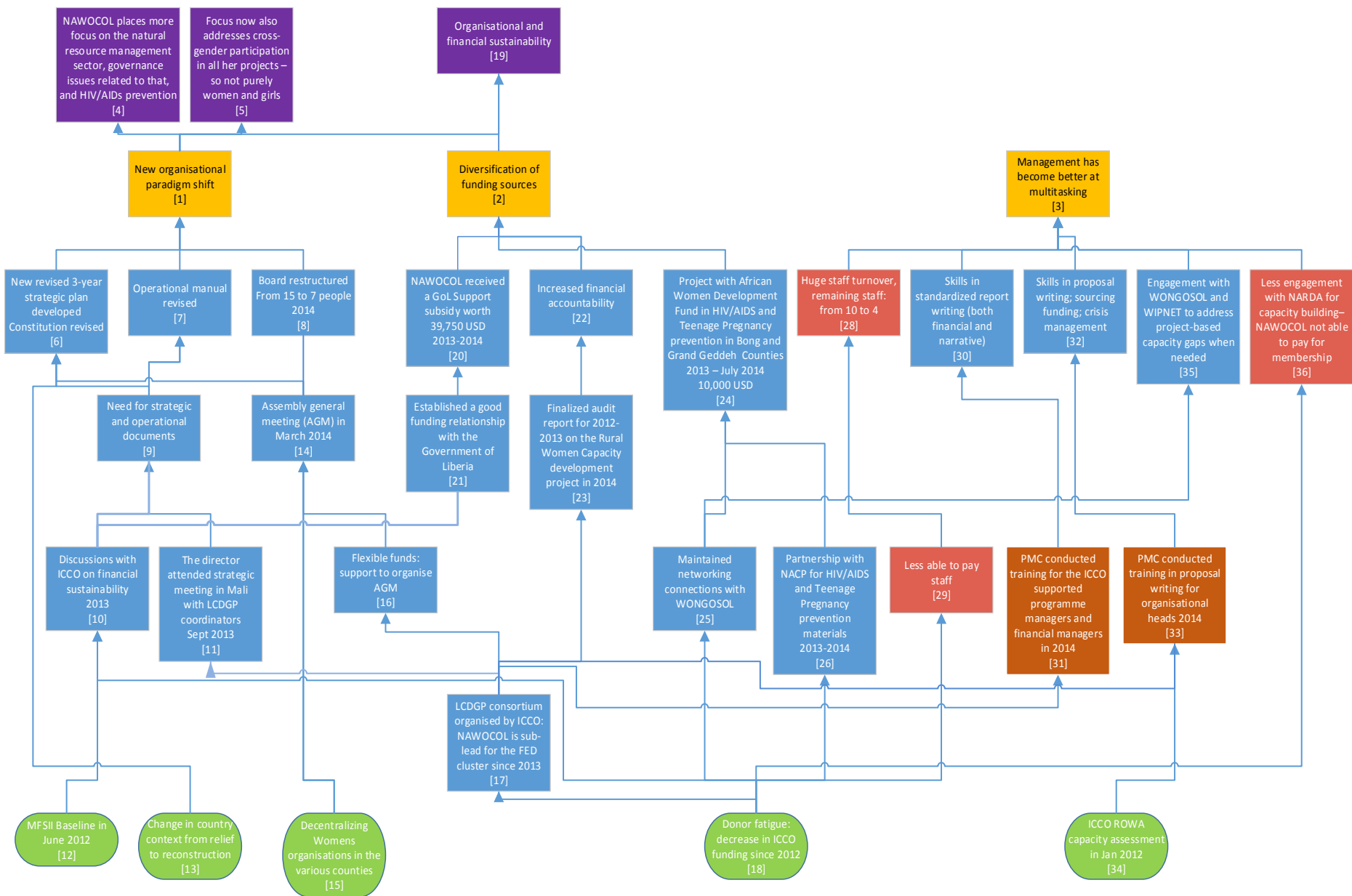
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