

Mission Cambodia - evaluation report

Evaluation of capacity development within the partnership relations between a Belgian NGO and their partners in the South

Jean Bossuyt
Serey Phal Kien

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List of abbreviations

AADC	Association pour l'Action de Développement Communautaire
AHEAD	Action for Health Development
C.CAWDU	Coalition of Cambodian Apparel Workers Democratic Union
CD	Capacity Development
CIDSE	International Co-operation for Development and Solidarity
CLC	Cambodian Labour Confederation
CLV	Cambodia Laos Vietnam programme of CIDSE
CSO	Civil Society Organisation
DGDC	Development Directorate for Development Cooperation
DPA	Development and Partnership in Action
HR	Human resource development
ID	Institutional development
NGO	Non governmental organisation
NNGO	Northern Non Governmental Organisation
OD	Organisational development
OSB	Oxfam Solidarity Belgium
WSM	Wereldsolidariteit

1 Introduction

1.1 Background

This Cambodia report is part of a broader evaluation exercise on the place of capacity development in partnerships. The evaluation is commissioned by the Office of the Special Evaluator of the Belgian Ministry of Foreign Affairs and Development Cooperation. The study has two main objectives:

1. To evaluate the effects and impact of the Belgian NGO interventions with regard to capacity development of their partners in the framework of their partnership relations (accountability). This should help to gain insights on the extent to which capacity development has contributed to changes in capacities of organisations and the extent to which these changes in capacities have improved the performance of the organisation (output and outcome).
2. Knowledge building with regard to capacity development in the framework of partnerships (lessons learnt).

The evaluation consists out of three phases: (1) a desk phase delivering a methodological note and a report of the desk study, (2) evaluation missions in the South and further data collection in Belgium, delivering 6 country reports and (3) phase of analysis and synthesis, resulting in a final evaluation synthesis report that will be presented and discussed in a seminar with the stakeholders in Belgium. It is hoped that findings and recommendations of the study will influence future policies/practices of both Belgian NGOs and the Ministry.

During the desk phase, Cambodia was selected as one of the six countries to be visited in the framework of this study¹. The mission took place from 1-15 August 2009. The evaluation team, consisting of a Belgian consultant and a national expert, looked at three partnerships and focused on the capacity support provided by Belgian NGOs to the local organisations involved².

1.2 Concept of capacity development

The overall study does not use a fixed analytical model to address 'capacity development' in the framework of partnerships. It rather assumes that capacity development of organisations is *an endogenous, non-linear and complex process that is influenced by internal and external factors*, one of which is the support via Belgian NGOs. It is furthermore recognised that the practice of capacity development is diverse and has evolved strongly over the past ten years. The evaluation therefore seeks to understand and describe this practice and to learn from it. On this basis, the study should be able to

¹ The other countries include Peru, South-Africa, Burkina Faso, DR Congo (one mission to the East and one to Kinshasa and Kisangani), India and Brazil (no field visit, just for the desk phase).

² The evaluation team was accompanied by Sofie Dirx from the Office of the Special Evaluator who did not intervene in the evaluation process itself nor influenced the assessment of the team.

identify the requirements which need to be met so the Northern NGOs can make an effective contribution to the partners' capacity development.

1.3 Approach and methodology

The focus of the evaluation is to assess the role and contribution of Belgian NGO support to processes of capacity development in partner organisations. It is not its purpose to evaluate the local organisations themselves.

A key tenet of the evaluation approach is the choice for an interactive approach to assessing capacity development. Rather than using a theoretical model, a 'bottom-up' approach is preferred whereby the local organizations themselves are invited by the evaluation team to determine the most important changes regarding capacity. This with a view to understanding their institutional trajectory and assessing the quality of the partnership as well as the relevance/effectiveness/impact capacity support received. This is done through extensive dialogue with each partner (3 days) involving different layers of the organisation and using a variety of participatory self-assessment tools.³ Efforts were also made to collect the views of beneficiaries and other stakeholders familiar with the work of the three partner organisations.

1.4 Organisation of the field mission

The visit to Cambodian partners was prepared in two main ways. First, in Belgium the consultant interviewed staff from the four participating NGOs in the evaluation, amongst others to ensure that their views, concerns and suggestions were taken on board during the field work. Second, the national expert contacted the three local partners to be visited, informed them about the purpose and approach of the evaluation and invited them to participate actively in the preparation of the mission (by applying the proposed tools for participatory self-assessment mentioned above).

The local partners fully engaged in the evaluation process. Intensive discussions were held on the endogenous capacity development processes of each partner and on the quality of partnership/capacity support provided by the Belgian NGOs. For a detailed account of the mission's programme and persons met see respectively Annex 1 and 2.

The quality of the inputs provided by the various actors consulted was key to producing the report.

³ Including the 'Wall of Wonders' (as a technique and process allowing organisations to build their story about their past, present and future) and the 'Most Significant Change' approach (aimed at collecting and participatory selection of most significant change stories in the life of an organisation).

2 Brief description of the political and social context of the country

Cambodia's recent history has been marked by the terror regime of the Khmer Rouge (1975-79) which involved a genocide (causing the death of an estimated 1.7 million of people) as well as the destruction of key institutions of governance and civil society. Conflict and instability continued for much of the 1980s. Since the United Nations Transitional Authority organized the first multi-party elections in 1993, Cambodia has been moving from war to peace, from a repressive society towards limited democracy and from economic underdevelopment to growth levels that rose to double-digit rates (averaging 11.2 percent between 2004 and 2006). Yet the economic boom is built on an extremely narrow base: garment, manufacturing, tourism and construction.⁴ Moderate progress has been achieved in poverty reduction (with levels declining from 47 percent to 35 percent during the last decade). However, Cambodia remains one of the poorest countries of the region with a per capita income of \$ 430 per annum (2007). Human development indicators continue to reflect difficult living conditions, particularly in rural areas, where the vast majority of Cambodians survive at subsistence level. Land issues pose serious challenges to people's livelihoods. Excessive fragmentation, inequalities, land conflicts (including land grabbing) are indicators of the highly contested issue natural resource management has become. Moreover, the benefits of economic growth have been poorly distributed, leading to widening inequalities in income and opportunities. Levels of corruption are high, further weakening the credibility of the state as regulator and driver of social justice. In such a context, there is a risk for the phenomenon of 'resource curse' linked to Cambodia's future oil and gas revenues.

There is broad agreement that poor governance is the main constraint to poverty reduction and sustainable development. Multi-party democracy is emerging but is still new and partial. Although political structures are undergoing change, the Cambodian administration continues to be influenced by patrimonial systems and patron-client relationships. Power tends to be personalized rather than institutionalized, making it difficult for citizens to rely on bureaucratic mechanisms. Strong traditions of 'upward' versus 'downward' accountability prevail.⁵ On the positive side, much is expected from the decentralization process, initiated in 2002 with first commune election. A core principle of the reform is to promote a culture of participation and trust between state and civil society and via this process, to rebuild the state from the bottom-up. The promotion of voice and accountability are other key objectives. While decentralization has enabled the establishment of local democratic institutions, democratic politics are yet to develop locally. Individuals are still reluctant to speak their minds freely and political discussions rarely occur openly.⁶ This is also linked to prevailing social and cultural norms. Traditional Cambodian society is hierarchical, emphasizes deference to authority and tends to exclude women and other marginalized groups from processes of political decision-making. This is compounded by the recent conflict-ridden history of Cambodia,

⁴ Cambodia Human Development Report. 2007. *Expanding Choices for Rural People*. Ministry of Planning Cambodia and UNDP.

⁵ World Bank. 2009. *Linking Citizens and the State. An Assessment of Civil Society Contributions to Good Governance in Cambodia*. The World Bank.

⁶ Sedara, K. and J. Ojendal. 2007. *Where Decentralisation meets Democracy: Civil Society, Local Government and Accountability in Cambodia*. Cambodia Development Resource Institute, 2007.

which has dramatically weakened trust and social cohesion. It has led to lingering fear of authority and low levels of associational life.

Civil society is also the product of the country's unique political and social history. The evolution of civil society in Cambodia is closely related to the circumstances of war, conflict and an unstable political situation over the last three decades. During the Khmer Rouge regime the structure of Cambodian civil society was completely destroyed and has had to be rebuilt virtually from scratch. This has occurred slowly over the past 25 years, a process which has been supported by, among others, international NGOs who played a lead role in the reconstruction of the country. Cambodian NGOs began to operate only from 1992 on, since when their development has been rapid if uneven. Several international NGOs engaged in localisation processes of their structure, which resulted in the creation of new local organisations fully owned and managed by Cambodian staff. Increasingly, as reconstruction has progressed, development NGOs have worked less on straight service delivery and progressively more on community organising work and the strengthening of a variety of civil society organisations. There has been a remarkable development of civil society groups involved in governance and advocacy. These CSOs seek to participate in policy processes, expand the democratic space, claim rights and demand accountability. Though this is young and still fragile movement there is huge development potential that could be derived from their action.⁷

The work of local organisations has been largely supported by international NGOs and a wide variety of external official donors such as the World Bank, Asian Development Bank, European Commission (EC), USAID, AusAID, UNDP, Sida and CIDA. A minority of local NGOs, both large and small, have proved successful; many others have struggled to raise funds and overcome handicaps and skill shortages. For instance, still today, the majority of local NGOs do not have the necessary skills in English to write proposals to obtain funding from donor agencies. Other types of CSOs, such as professional bodies, trade unions, academia, citizens groups, pagoda groups (based in Buddhist temples), producer groups, etc. do therefore exist and are slowly taking a more prominent role. In terms of sectoral organisation there are a number of NGO umbrella organisations in place in Cambodia. The principal ones amongst these are the NGO Forum and the CCC (Coordinating Committee for Cambodia). These provide a platform for joint activities, capacity building, policy work and the articulation of common NGO views to the government and international development partners. Networking and alliances between CSOs are on the rise, particularly on key thematic issues (such as transparency in extractive industries, human rights).⁸

Yet despite these coordination efforts, civil society in Cambodia remains a largely fragmented and increasingly competitive sector (as the number of donors in the country and the overall aid flows tend to decrease). Levels of aid dependency are very high, which may hamper the capacity of local CSOs to define own agendas; to adapt and self-renew; to develop into sustainable organisations. The following quote summarises the challenge at hand: 'Most professional NGOs in Cambodia today owe their existence more to the influence and financial support of international donors than to the gradual opening of democratic space, the natural scaling up of grassroots organisations, the emergence of a culture of volunteerism/social activism, or the organized charity of an established middle class. NGOs are highly donor dependent and most lack grassroots links. If civil society is understood in the sense of the public arena where people freely associate to advance common interests, then Cambodian civil society remains unarguably weak. There is little experience of institutionalised interaction between Cambodian CSOs and the state'.⁹

⁷ Mansfield, C. 2002. Advocacy in Cambodia. Increasing democratic space.

⁸ Recent examples include the creation of a network of 38 NGOs working on free and fair elections and the establishment of a media defense network providing legal aid to independent journalists suffering from state repression.

⁹ World Bank, 2009, *ibid*.

3 Assessment C-CAWDU partnership and capacity development

The three selected partners are a reflection of the above analysis on the evolution of Cambodian society at large and civil society organisations therein over the last fifteen years. Thus the mission visited C-CAWDU, an independent trade union active in the textile industry, a key export sector confronted with many challenges in terms of decent work, labour conditions and social protection. The organisation illustrates the growing importance of labour movements and advocacy for social and economic rights. The other two organisations DPA and AHEAD are both the product of a 'localisation process' whereby the mother structure decided to hand-over the ownership and management of the organisation to local staff. They both have a longstanding experience in community development. Interestingly, both are now confronted with the challenge to work more on governance issues; to adopt an advocacy role and to adapt their structures and capacities accordingly.

C-CAWDU (Coalition of Cambodia Apparel Workers Democratic Union)

C.CAWDU was established in December 2001 as an independent, democratic garment trade union federation in Cambodia. Operating in the most important export sector of Cambodia, with huge labour and social justice challenges,¹⁰ C.CAWDU has grown rapidly over the past 8 years. In 2009 it has 42,000 members and is represented in more than 50 factories through local unions. C.CAWDU initiated the creation of the Cambodia Labour Confederation (CLC) with a view to build alliances with other workers (in tourism as well as in the informal and public sector). It is increasingly participating in tripartite social dialogue processes. The organisation is funded through membership fees (20%) and support of its three main external partners: Oxfam Solidarity Belgium (since 2001) and Wereldsolidariteit/ACV (since 2007) and the Confederation of Dutch trade unions (CNV).

¹⁰ The garment industry employs more than 350,000 people and contributes to 70% of Cambodia's total export. There are around 200 garment units operating in the country, of which about 90% are owned by investors from Hong Kong, South Korea, China and Taiwan.

Partnership	Oxfam Solidarity	C.CAWDU	
<i>Region and country</i>	Asia, Cambodia	Context	Urban
<i>Type partner</i>	Independent Trade Union	Amount of staff	11
<i>Sector</i>	Textile sector		
<i>Target group</i>	Apparel Workers		
<i>Other donors</i>	Wereldsolidariteit, CNV International		
<i>Duration of partnership</i>	2001 - Ongoing		
<i>Funding/year</i> <i>Share in overall budget partner</i>	22,000 euros The support of Oxfam Solidarity/DGCD funds represents around 40% of their total budget in period 2008-2010		
<i>Share of budget dedicated to CD</i>	51-75%		
<i>Objectives capacity development (if explicit)</i>	4 types of capacity strengthening: ¹¹ (i) institutional capacity C.CAWDU and member unions; (ii) analytical capacity; (iii) negotiation capacity; (iv) influencing capacity		
<i>Strategy of supporting capacity development (refer to the six routes)</i>	Mix of various routes to capacity development with particular focus on CD by NNGO (route 1); participation in networks and partner meetings (route 3 and 4) and support to endogenous CD processes (route 6)		
<i>Activities with regard to capacity building</i>	Focus on grassroots movements underpinning C-CAWDU Empowerment for social action Functional OD Variety of CD instruments		

Partnership	Wereldsolidariteit	C.CAWDU	
<i>Region and country</i>	Asia, Cambodia	Context	Urban
<i>Type partner</i>	Independent Trade Union	Amount of staff	11
<i>Sector</i>	Textile sector		
<i>Target group</i>	Apparel Workers		
<i>Other donors</i>	Oxfam Solidarity, CNV International		
<i>Duration of partnership</i>	2008-2010		
<i>Funding/year</i> <i>Share in overall budget partner</i>	€7 590,76		
<i>Share of budget dedicated to CD</i>	40% (training and local personnel)		
<i>Objectives capacity development (if explicit)</i>	Rather broadly and often implicitly defined. Strengthening overall capacity of social movements to strive for improved labour norms, social protection and job creation		
<i>Strategy of supporting capacity development (refer to the six routes)</i>	Mix of the various routes to CD, with particular focus on CD by NNGO (route 1), networking (route 3 and 4) and support to endogenous CD processes (route 6)		
<i>Activities with regard to capacity building</i>	Human resource development Organisational development through coaching, field missions, exchanges, support for training		

¹¹ These CD objectives are included in the Agreement of Cooperation between both organisations.

3.1 Evaluation Question 3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

Both Oxfam Solidarity Belgium (OSB) and Wereldsolidariteit (WSM) are organizations with a strong 'political' orientation of promoting social change through empowering local actors and movements and ensuring coherent action in the North as well. To this end, they engage in strategic partnerships with southern organizations sharing similar values and agendas. Their capacity development (CD) strategies are heavily influenced by this overall vision. As an organization linked to the trade union movement, WSM supports 'natural' partners in the ASEAN region with a view to improving access to and respect for labour laws, creating employment and extending social protection. Within this framework, WSM provides various forms of (flexible) CD support to enable partners to become an effective social change actor, according to evolving needs as defined by the partners themselves. This may help to explain why the CD strategies used by WSM are not specified and documented in a detailed manner but rather left open and implicit. For Oxfam, the empowerment of grassroots organisations seeking to change power structures and improve social justice is a central objective. In Cambodia, this is translated in fairly explicit CD strategies aimed at strengthen both the organisational and institutional capacity of trade union structures (particularly at work floor level) to defend their interests, propose alternatives and exercise pressure on policy-makers (through research, analysis, awareness creation, advocacy).

JC-3.1 The partner policy of the NNGOs is based on a professional identification - selection process of partners

Both WSM and Oxfam Solidarity are value-driven organisations with a clearly defined identity, vision and mission with an established capacity to operate. Both also form part of broader international and regional networks. These structural features help to explain why the partner policy of both NGOs is based on a strategic and professionally managed process of identification and selection – as could be evidenced in Cambodia.

Both organisations attach importance to carrying out a systematic political context analysis (through meetings, exchanges, communication), not only at the time of selecting the partner but all along the partnership process. This is seen as a key condition for providing relevant support adapted to evolving policy agendas and institutional needs of the partner on the ground. The field visit confirmed that C-CAWDU was selected on the basis of clear criteria such as: (i) commonality of mandates and strategic priorities (i.e. empowering organisations for better social justice); (ii) shared values and partnership principles; (iii) capacity to be a force for positive social change in the country; and (iv) capacity to express a credible voice of the South in advocacy and development education work in the North (reciprocity). The respective partnerships are underpinned by a clear set of (implicit) principles (such as dialogue, transparency, mutual accountability) which are systematically applied during the assessment of the partners' financing requests.

During the identification and selection phase, adequate consideration was given to capacity development. Oxfam was present right from the start of C-CAWDU (2000) and therefore immediately confronted with the challenge of helping to construct a legitimate and performing independent trade union 'from scratch' through various forms of financial and non-financial support, particularly geared at human resource development and organisational development. When WSM became a partner in 2007 the institutional foundations of C-CAWDU had been laid. Yet the organisation was facing a new set of institutional challenges related to its rapid growth and related demand for more sophisticated services as well as the need for further development of its internal structures, to which WSM sought to respond as it formulated the first support programme (2008-2010).

Duration is a strategic element of the partnership with C-CAWDU for both Oxfam and WSM. Both organisations clearly adopt a long-term partnership and CD perspective as they seek to support the institutional consolidation over time of C-CAWDU as a performing trade union structure (WSM) underpinned by strong members (Oxfam).

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

C-CAWDU has a limited set of donors: Oxfam Solidarity, WSM and CNV International. The field mission provided ample evidence that their combined financial and capacity development support has been highly complementary, relevant and critical for the positive institutional development trajectory of C-CAWDU over the last years.

The SWOT-analysis made with C-CAWDU staff revealed that the CD strategies of both Belgian NGOs are considered relevant because they are: (i) based on a partnership philosophy that puts the local partner unambiguously in the driving seat (ownership and 'hands-off' approach); (ii) embedded in a broader political, institutional and social analysis, including on the role and place of civil society; (iii) demand-driven and action-oriented (i.e. linked to improving development outcomes such as empowerment of union leaders, better services to members, effective advocacy on rights); (iv) translated into a coherent set of objectives, activities and instruments aligned to endogenous processes of capacity assessment and development; (v) directed to both C-CAWDU (as a trade union structure) and to its members (as the basis of its legitimacy and mobilisation capacity); (vi) underpinned by an ongoing dialogue on all aspects of the partnership (including thorny issues such as low wages, incentives for staff retention, etc.) and (vii) delivered in a flexible way to accommodate evolving needs of the partner, with a sufficient degree of proximity (through regional coordinators) to be efficient. The specific CD interventions of Oxfam and WSM are experienced by the partner as of good quality and providing a good mix of 'downstream' and 'upstream' support (HR, OD and ID) and concrete modalities (e.g. study tours; regional/international workshops; support to staff to obtain university degree; short and long term training courses, on the job training, consultation, discussion, reflection, etc.).

In the view of C-CAWDU staff, the specific added value of WSM lies in its in-depth knowledge of trade union movements and related CD processes. Access to this type of knowledge, targeted research on key social issues, networks, alliances and international campaigns (e.g. Clean Clothes) is critical for a young trade union operating in a fairly hostile political and social-economic climate. The contribution of WSM to internal knowledge development -through open communication, dialogue, process-oriented exchanges and learning through networks- is highly appreciated. This is a young partnership, so both sides are still "discovering each other". Major tensions have not emerged so far, though C-CAWDU has some concerns with regard to the limited size of the financial support currently provided and future levels of engagement by WSM.

Oxfam is considered as a highly strategic partner "from the first hour". Its specific added value lies in its knowledge of grassroots empowerment and advocacy work at various levels. Its CD support is clearly spelled out in programme agreements and translated in action plans with results and indicators. Other assets are its reliability ('we can call them at any time'), effective communication lines and transparency. The dialogue is open and does not eschew difficult topics, including with regard to CD. A possible source of tension relates to the different nature of both organisations. As Oxfam is not an emanation of the trade union movement, it may underestimate some of the inherent structural dilemmas and problems affecting an organisation like C-CAWDU and therefore be less open to provide the type of CD support really needed at particular stages. Several routes are used to promote CD, including: (i) within C-CAWDU internally (through self-assessments, organisational reform, annual progress reports); (ii) in the framework of the dialogue and the recurrent visits of WSM and Oxfam staff; (iii) study tours in the region or to Europe; (iv) south-south exchanges on both policy and organizational matters. Both WSM and Oxfam attach great importance to 'connecting' C-CAWDU to their respective international networks (route 3 and 4 to CD), thus allowing C-CAWDU to get exposure beyond the

(rather closed) national context. Learning about capacity development is equally stimulated by both Belgian NGOs.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

Both organisations advocate a holistic 'process approach' to supporting C-CAWDU in its own institutional trajectory as an independent trade union gradually enhancing its legitimacy and delivery capacity. Yet are the Belgian NGOs involved adequately equipped to support such a long-term process of capacity development? On the positive side, both organisations have (i) a strong identity; (ii) a clearly defined niche and area of specialisation; (iii) consistent mandates and partners; (iv) a critical mass of know-how (that can be mobilised internally and in the broader networks to which they belong); (v) decentralised management structures with sufficient levels of staff that allow for a 'hands-off' approach to CD, based on proximity support¹² and for an efficient use of resources; (vi) a capacity to diversify funding sources beyond the DGDC aid budget.¹³

These are valuable assets for external partners to engage in a long-term capacity development processes. However, C-CAWDU is now confronted with the need to further consolidate the organisation and restructure itself to respond to growing demands. WSM and Oxfam have committed themselves to accompany C-CAWDU in this crucial next step of their institutional cycle. Yet they both face structural limitations, particularly in terms of funding, to fully respond to new needs. As C-CAWDU grows and becomes engaged in more sophisticated processes of service delivery and advocacy, the Belgian partners are likely to face similar challenges of 'scaling-up' their capacities so as to ensure a continued added value.

3.2 Evaluation question 4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

The partnership between C-CAWDU and its two Belgian partners is enshrined in fairly comprehensive agreements spelling out the broad objectives, the principles, mutual responsibilities, reporting and accountability requirements.

During interviews, staff from both C-CAWDU and the Belgian NGOs have expressed satisfaction with the way in which the partnership is managed. Indicators reflecting the health of the relationship include: (i) high levels of trust; (ii) preparedness to be self-critical and transparent about the own organisation; (iii) the existence of clear (largely informal) systems of consultation and communication that enable a good dialogue between the partners; and (iv) a willingness to jointly consider the desirable institutional evolution of C-CAWDU over time. There is also a basic yet functional dialogue between the Belgian NGOs to coordinate their respective interventions. However, the overall reporting and accounting demands on C-CAWDU from the three partners (WSM, Oxfam and CNV) still entail an important transaction cost for an already overstressed and understaffed organisation and should therefore be further harmonised and simplified.

¹² Through regional coordinators.

¹³ WSM in helping C-CAWDU to access additional funding from within the Belgian trade union movement.

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

The way in which the sharing of tasks and responsibilities between the external partners of C-CAWDU is organised can be considered as good practice. Though it did not arise from a grand design ex ante, it developed quite naturally as WSM, Oxfam and CNV could each bring a specific and hugely complementary added value to the partnership. This particular feature is even more relevant now that C-CAWDU is ready to make the jump to a new stage of its institutional life cycle, with a restructuring process requiring various forms of external support (both financial and non-financial). A new division of labour between WSM (including ACV), Oxfam and CNV is being elaborated to address this new reform agenda.

The overall management of the capacity development support provided by each of the Belgian NGOs is well-managed through relatively informal yet functioning institutional arrangements. Decisions regarding support to capacity development are taken in mutual and open dialogue. Information flows are adequate and transparent. There are systems in place to regularly review progress achieved and bottlenecks encountered, including in terms of reporting and accounting. The M&E systems of the Belgian NGO and its partners yield sufficient information to follow-up the overall implementation of the activities, yet could be more specific on results achieved with the support to capacity development. The dialogue, so far, is primarily organised on a bilateral basis. There is scope to explore forms of joint dialogue with a view to facilitate coordination and coherence.

JC-4.3 Both partners address learning in the organisation

Learning is a shared objective of all partners and is closely linked to concrete strategic and operational challenges facing C-CAWDU as a young and independent trade union in a difficult environment. The learning needs with regard to capacity development are therefore huge and diverse. For instance: how to improve the governance structures of C-CAWDU? How to better separate political and technical functions within the organisation? How to efficiently service an expanding number of members? How to improve the capacity of C-CAWDU to participate in policy dialogue or do advocacy work? How to finance an independent trade union in a poor country like Cambodia (taking into the limits of membership fees as a source of income)?

Learning takes place at various levels and through different channels. However, less attention has been given so far to documenting these learning processes; to understanding their impact on the organisation; to systematically collect evidence on the results achieved (through improved capacity development) and to sharing these lessons in a structured way across the board.

3.3 Evaluation question 5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

It is recognised by all parties encountered that C-CAWDU has witnessed a remarkable institutional growth since it was set up in 2000. In less than a decade, it has been able to position itself as a respected independent trade union, servicing a growing number of members. Despite a harsh environment for trade union work, C-CAWDU is increasingly engaged in (i) providing training and education; (ii) supporting mobilisation, strikes and rallies; (iii) promoting and negotiating collective agreements with factories; (iv) engaging in urgent appeal procedures; (v) participating in social policy dialogue on key reforms.

Evidence suggests that this positive evolution is largely due to the vision and leadership of the 'founding fathers' of C-CAWDU, compounded by the values and high levels of commitment of the whole staff. Yet C-CAWDU also recognises the key contribution of

Oxfam as a longstanding partner (2001) and more recently of WSM (2007), particularly in supporting endogenous capacity development processes. Though the overall amount of funds involved remained relatively small, both organisations have provided much needed strategic support to C-CAWDU. In the view of C-CAWDU staff this is mainly due to the fact that empowerment of the local organisation was at the core of the partnership philosophy of both Oxfam and WSM, thus allowing for demand-driven and tailored forms of support.

There is no shortage of examples illustrating structural changes in each of the three dimensions of capacity development. The *human resource* base has been enhanced in quantitative and qualitative terms, to deliver on a politically and technically complex job. Considerable *organisational development* took place in terms of putting in place the required trade union structures, delineation of staff responsibilities, internal processes and learning capacity. Gradually attention of both Belgian NGOs shifted to *institutional development* as C-CAWDU got more deeply engaged in broader trade union processes (in the framework of the CLC), networking, alliance-building and advocacy work.

C-CAWDU has made progress on each of the five core capabilities described in the CD model used in this evaluation. C-CAWDU has been able to cope with a steadily expanding number of members and an increasingly sophisticated portfolio of activities and services to members, reflecting both its capacity to act and to deliver. It has expanded its capacity to relate through targeted networking activities at national,¹⁴ regional¹⁵ and international levels. It has shown a capacity to adapt and self-renew by taking the lead in critically reviewing its own performance and designing a 'restructuring plan' in 2008 for further CD. This includes a revision of roles away from direct action at factory level to facilitation and advocacy work.¹⁶ While expanding its remit, C-CAWDU has retained high levels of consistency in its non-partisan status, democratic values, core mandate, strategic orientations and operational activities.

Yet all parties agree that C-CAWDU still faces major CD challenges. During the field mission, C-CAWDU staff was invited to carry out the 'Wall of Wonders' exercise. This made it possible to get a better grip of the institutional evolution of C-CAWDU over last decade, the highlights as well as deceptions and the core institutional qualities deemed essential by staff to be a credible and effective organisation. While acknowledging progress on many fronts, staff also candidly identified critical weaknesses in membership, sustainable funding and communication/information skills.

JC-5.2 The results of the partner's capacity development are long-lasting

The question of the sustainability of the capacity development progress achieved by C-CAWDU over the last decade has moved to the centre stage. In many ways C-CAWDU finds itself at a critical juncture. On the one hand, it has successfully consolidated itself as a legitimate, credible and effective trade union. The capacity development process was endogenously driven and continues to be so, as the organisation is capable to honestly assess its strengths and weaknesses and devise medium-term strategic plans for the next stages of its institutional life cycle (as exemplified by the 2008 restructuring plan).

These are promising features from a sustainability perspective. On the other hand, C-CAWDU is an 'organisation under stress', subjected to a growing workload hardly managed with current staff levels. It faces a variety of pressing institutional challenges

¹⁴ C-CAWDU has entered into smart partnerships with local human rights organisations that can help in the provision of legal services.

¹⁵ C-CAWDU has been able to develop networks with AMRC (Asian Monitoring Resources Centre, who actively supports its organisational development) and ANROAV (Occupational health and safety network in Asia).

¹⁶ This reorientation of roles should be facilitated by the delegation of particular tasks at factory level to empowered union members (through targeted capacity building efforts to which the Belgian NGOs contributed).

ranging from (i) providing better financial incentives to staff (in order to retain critical skills); (ii) attracting additional specialised skills; (iii) broadening membership by showing results; (iv) developing strategic partnerships to ensure optimal division of labour; (v) scaling-up; and (vi) ensuring financial sustainability. Yet there are no 'magical bullets' to make quick progress along these lines, considering the many internal and external factors¹⁷ hampering performance. All this puts a premium on moving forward with the planned restructuring process so as to ensure a better match between expanding mandates and levels of delivery capacity. The support of external partners will remain critical in the years to come, taking into account the high levels of aid dependency of C-CAWDU.

3.4 Evaluation question 6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

There has not been a major independent evaluation on the work of C-CAWDU. Also the Belgian partners have not carried out a systematic assessment of their CD support and related outputs and outcomes of C-CAWDU. Yet some evidence on outputs and outcomes can be derived from self-assessments by C-CAWDU, reporting systems (linked to results and indicators) and dialogue sessions between partners. The focus group meeting with staff during the field mission provided an additional opportunity to focus on the question of results.

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

The main changes with regard to outputs resulting from the above mentioned CD processes relate to the growing capacity of C-CAWDU to (i) provide a wide range of training, education and direct support services to its members; (ii) engage in negotiations on labour conditions at factory level; (iii) to participate in tripartite social dialogue processes on key policy issues (e.g. national social security fund); and (iv) to engage in campaigns at various levels. Considerable outputs have been realised over last years in each of these areas. Yet the 'natural limits' of what C-CAWDU can do -in its current size, composition and financial outreach- have also become evident. While important advances have been made in various areas, consolidation and deepening the work is essential to turn outputs into outcomes and impact at the level of the beneficiaries (see next section).

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation – changes on the level of the ultimate beneficiaries

There are clear indications that progress in capacity development has a positive impact on development outcomes. The empowerment of C-CAWDU has enabled the organization to achieve results in terms of defending social rights, ensuring better working conditions and giving a voice to workers at both factory and policy level. Other, less tangible outcomes include the recognition of C-CAWDU as a credible organization by external stakeholders and the gradual establishment of constructive relations with the government.

¹⁷ There are natural limits to the membership fees that can be collected in harsh political and economic environments such as Cambodia. This puts C-CAWDU in somewhat of a 'chicken or egg' situation. C-CAWDU needs membership fees to ensure its independence, legitimacy and viability. Yet workers are unlikely to become members and pay a fee unless they see a direct benefit and clear services. However, if C-CAWDU has insufficient funds to have qualified staff and offer services it will not generate adequate membership fees. Belgian NGOs should fully factor in these major constraints to trade union performance and sustainability.

It is not easy to link the advocacy work of C-CAWDU on social and economic rights directly and explicitly to specific poverty reduction outcomes on clearly determined beneficiaries. This should be duly taken into account when assessing the performance of the Belgian NGOs involved. Yet it puts a premium on the NGO partners to develop alternative ways of showing the development impact of their activities and capacity support (beyond a narrow focus on direct poverty alleviation, as in more traditional NGO projects). It should also be stressed that the sustainability of the outcomes achieved will require further institutional consolidation of C-CAWDU.

4 Assessment DPA partnership and capacity development

DPA (Development Partnership in Action)

DPA is a non-political, non-religious, non-partisan, non-profit making Cambodian NGO devoted to furthering community development, partnership work with Cambodian NGOs as well as lobbying and advocacy. DPA is the successor of CIDSE Cambodia which was established in 1979 as part of a larger CIDSE Cambodia, Laos, Vietnam (CLV) programme created by a consortium of international catholic NGOs from Europe, Canada, Australia and New Zealand, including Broederlijk Delen (BD). CIDSE Cambodia began funding local NGOs from 1993-94 onwards (through its Partnership Programme). Due to the evolving political/institutional environment and the strong commitment and capacity of its local staff, CIDSE Cambodia decided to localise and began a transition process in 1997 which enabled the organisation to emerge as a full-fledged local NGO called Development Partnership in Action (DPA) in January 2006. DPA continues the mandate of its predecessor and engages in community organising (CO) and rights-based (RB) approaches. BD stopped funding DPA end 2007.

Partnership	Broederlijk Delen	Cidse Cambodia (till 2005) then DPA (local NGO)	
<i>Region and country</i>	Asia, Cambodia	Context	Urban (Phnom Penh) Rural (Ratanakiri and Mondulkiri districts)
<i>Type partner</i>	Service and rights-based NGO	Amount of staff	56 staff (2008)
<i>Sector</i>	Integrated community development perspective (natural resource management, food security, livelihoods, health, education, local governance)		
<i>Target group</i>	Ethnic minorities, indigenous and vulnerable communities		
<i>Other donors</i>	Several consortium members (such as Cafod, Sciaf, Trocaire, Manos Unidas, Caritas NZ, etc) still fund DPA		
<i>Duration of partnership</i>	1978-2007		
<i>Funding/year</i>	80,671 USD (2007)		
<i>Share in overall budget partner</i>	Oscillated over the years between 4 and 8%		
<i>Share of budget dedicated to CD</i>	Not possible to determine precisely		
<i>Objectives capacity development (if explicit)</i>	Most CD efforts oriented to target groups (communities). In the framework of the localization process, the consortium (including BD) invested heavily in enabling local staff to take over. Objectives CD efforts: project and financial management; HR strengthening, organizational development; vision/mission/strategic planning		
<i>Strategy of supporting capacity development (refer to the six routes)</i>	On the job learning of local staff Support of (visiting) member organizations (route 1) Participation of local staff in (south-south) networks (route 3) and partner meetings (route 4)		
<i>Activities with regard to capacity building</i>	Gradual empowerment of local staff. Focus in first phase on language skills, project and financial management. Then activities geared at developing vision, cooperation principles, strategic planning, leadership skills. Gradual out-phasing expatriate TA		

4.1 Evaluation question 3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

This judgement criterion is not applicable in this specific case as DPA is the offspring and institutional successor of CIDSE Cambodia. The task at hand for Broederlijk Delen (BD) as part of the international consortium, was not to identify and select a partner in a professional way, but to ensure a smooth and effective localisation process towards a Cambodian NGO (see below JC 2).

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

During the field mission the evaluation team carried out the 'Wall of Wonders' exercise with DPA staff in an attempt to reconstruct the key moment in the institutional life cycle of the organisation so far. The successful localisation process –over a period of almost

ten years¹⁸- stood central in the institutional analysis of DPA staff. There was a broad agreement that the process had been well-managed by CIDSE partners, with due respect for the principles of participation and transparency.

Interestingly, CIDSE decided to document the localisation experience. An in-house research project was initiated aimed at canvassing views of all the actors involved (i.e. programme beneficiaries, stakeholders and partners, member organisations, former CIDSE staff, government representatives) on the change process towards organisational self-management. The resulting document: 'Towards Empowerment. A Case Study of CIDSE Cambodia's Transition to Local NGO' provides for fascinating reading of the process steps followed, the internal debates and tensions incurred, the outcomes as well as the lessons learnt, both at organisational level and programmatic level (as CIDSE also continued to adapt its intervention strategies to shifting views on development and evolving needs in the field).¹⁹

The key lessons learnt are relevant for our overall study. They include (i) the necessity to carry out a systematic context analysis in order to retain significance as a local NGO; (ii) the importance of keeping abreast of new thinking about development so as to adjust intervention strategies; (iii) the critical time dimension for effective institutional change - so as to ensure awareness raising at all levels, proper preparation and planning, an open discussion on reform options and capacity building of the organisation's leadership; and (iv) the adoption of a participatory approach throughout the process of transition in CIDSE.

As the 'Lead Agency' of the CIDSE Consortium BD played an important supporting role in the localisation process, alongside other partner organisations. In focus group discussions with staff having an institutional memory of the process, BD was recommended for its long-term engagement in favour of localisation, constructive approach, availability, reliability and capacity to facilitate dialogue. Internal and external factors affecting capacity development of DPA were duly taken into account. The main CD routes used involved support of (visiting) member organizations (route 1); participation of local staff in (south-south) networks (route 3) and partner meetings (route 4).

While BD thus provided relevant support to processes of endogenous capacity development in the run-up to establishing DPA, it is more difficult to identify targeted CD interventions *after* localisation. The Action Plans 2006 and 2007 focus mainly on funding community development activities in the field, to be implemented by DPA. Subsequently BD decided to phase out assistance to DPA and to re-orient its Cambodia programme towards other organisations. BD will therefore not be partner in the next stages of the institutional life cycle of DPA.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

The localisation process from CIDSE Cambodia to DPA as a full-fledged local NGO was carried out by a consortium that included several international NGOs with a well-established reputation of excellence. The response strategy of CIDSE towards the localisation process is perceived to have benefited considerably from this pooling of resources and capacities. While it is difficult to single out the specific contribution of BD

¹⁸ After an initial period of inaction and insecurity (1997-1999) a more structured approach towards localisation was followed from 2000 onwards. A first phase (2000-2002) would adopt a more strategic approach to CD of local staff and seek to localise all staff positions. During the second phase (2003-2005) the focus was on developing the vision and mission of the new NGO; clarifying the values of the organisation; putting in place the necessary governance structures and redefining the donor group in support of DPA.

¹⁹ One of the major programmatic shifts within the Integrated Community Development approach of CIDSE was the move from a direct implementation role to an emphasis of building partnerships and strengthening self-management capacities. The future staff of DPA also had to be trained and nurtured in this new approach.

in such a broad-based international consortium, there are indications that BD was one of the driving forces of the localisation process, partly because it performed the role of Lead Agency. Discussion with DPA staff suggest that BD was able to mobilise both capacities on content matters (i.e. related to the substance of community development strategies) and capacity development (i.e. related to setting-up a viable local NGO with the required human resources, organisational processes, governance systems, etc.).

Precisely because of this added-value, the direction of DPA expressed some regret that the partnership with BD could not be continued. While DPA emerged as a quite self-confident local NGO during the 'Wall of Wonders' exercise,²⁰ the evaluation mission is of the opinion that DPA is likely to face important institutional challenges in the years ahead to deliver on its mandate. DPA not only needs to secure funding for its (expanding) project portfolio but also to further consolidate its human resource base, organisational systems and institutional capacity, particularly for relatively new mandates such as adopting rights-based approaches and engaging in advocacy work at local, national and regional level. An extended collaboration with BD could have helped to address these new challenges. Yet this option was apparently not considered in any detail by both organisations in 2007.

4.2 Evaluation question 4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

BD presents itself as an organisation with a well-defined identity, vision and mission. Partnership occupies a central place in the strategy documents of BD. The field mission to Cambodia confirmed that the partnership of BD with DPA is underpinned by clear principles which are also effectively applied.

Successive collaboration agreements spell out a shared vision on sustainable development, to be applied towards target groups as well as within the own organisation. Among the criteria retained, reference is made to 'institutional and financial sustainability' and 'good management of personnel and means'.²¹ In addition to this the agreement specifies joint commitments with regard to partnership, including: (i) to place the partner relationship in the perspective of a worldwide alliance from South to North in pursuing sustainable development; (ii) to contribute to the development of the partner relation with respect for the autonomy of each one, in a spirit of reciprocity, trust and openness; (iii) to inform one another on all the evolutions that influence and may influence the partner relationship, the elements of commitments and the activities; (iv) to openly discuss possible difficulties and to look for a solution in a spirit of mutual understanding; (v) to end the partnership relationship in a spirit of good understanding in case the conditions for this commitment are no longer fulfilled.²² There is no elaboration of capacity development processes, objectives and milestones.

Interviews with staff confirmed that BD adhered to these principles in the management of its relationship, both during the localisation process and afterwards, in its bilateral contacts with DPA. BD is seen to pay particular respect to the principle of ownership ('no interference') while providing valuable inputs on both content matters (e.g. methodologies and best practices with regard to community development) and organisational issues (e.g. on strategic planning, networking, etc.). Satisfaction was also

²⁰ Staff members were asked to identify ten (10) institutional criteria which are critical for DPA to be considered a legitimate and well-performing institution. When asked to assess current performance levels with regard to each of these criteria (using a grid from 1-10 points) DPA staff gave themselves generally very high scores.

²¹ Extracted from the 'Collaboration Agreement 2007', par. 1.

²² Ibid., par. 2.

expressed with regard to the dialogue and consultation processes between BD and DPA, which consisted of a mix of informal contacts, missions, visits to Belgium, regular email communication, etc. BD correctly planned and communicated about its decision to phase out assistance. DPA itself would not have opposed an extension of the partnership. From a purely CD perspective, BD could certainly have continued to provide support as DPA still faces important institutional challenges, particularly concerning its capacities to do impact-oriented advocacy work.

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

The support to capacity development for a successful localisation process was adequately managed by the CIDSE family, in which BD acted as a Lead Agency. The above mentioned study 'Towards Empowerment' provides details on the many implementation challenges involved in the process, including with regard to the delivery of relevant forms of CD to local staff. This also involved addressing fears of personnel revolving around the risk of losing employment, salary, benefits, security, funding, leadership, reputation, etc. A critical dialogue underpinned the localisation process throughout the various phases, focusing in particular on progress made in CD. The approach to capacity development of CIDSE/BD was well-planned and executed in a participatory manner. As the localisation process moved on, a 'hands-off' approach to CD prevailed, focusing on both downstream issues (e.g. financial management capacity) and upstream issues (e.g. strategic planning capacity).

After the localisation process the relationship between BD and DPA was primarily based on financially supporting the continuation of community work and partnership programmes in targeted areas. These activities had a substantial CD component direct towards local communities and local NGOs. DPA inherited a culture of M&E as well as evaluation from CIDSE. As a result there is quite a substantial amount of relevant information available on the efficiency and effectiveness of CD efforts towards local communities. To the knowledge of the evaluation team there were no specific CD activities targeted at DPA after 2006 (except the continuation of informal communication on programme implementation as well as exchange and networking activities).

JC-4.3 Both partners address 'learning in the organisation'

Learning stood central during the localisation process. This can partly be explained by the organisational culture of the CIDSE family members. BD was commended by local staff for its culture of systematic reflection and related focus on providing opportunities for North-South and South-South exchanges. Experiences with capacity development of the 'partner to be localised' were adequately documented. The same holds largely true for experiences gained in developing the capacity of local communities. It became clear during the field visit that DPA shares the same commitment to ongoing learning. There are fairly institutionalised processes of capitalisation of practical experiences and lessons learnt. These help to inform successive strategic planning processes.

However, a concern was raised by local stakeholders consulted that DPA tends to embrace new mandates and roles without necessarily taking the time to properly determine its specific added value in these areas and to 'digest' these changes internally (across all levels of the organisation). This was seen to be the case with the rapidly expanding DPA profile in advocacy with a view to foster an effective application of rights-based approaches and enhance domestic accountability. Fears were expressed that this agenda was largely externally driven and taken on board by DPA because advocacy is the 'flavour of the month' among civil society actors. Field staff recognizes the challenge of advocacy on rights as they are confronted in their community work with issues such as land grabbing, corruption in natural resource management, poor local governance. Yet it could be observed that many staff members experience difficulties to operationalise the concept. So far the advocacy agenda seems to be driven forward primarily by the Director in high-level policy processes at national level. This, in turn, raises these interesting questions. How can local NGOs effectively absorb new agendas that quickly

come to the forefront? How can they build capacity across the organisation to deliver on the complex agenda of advocacy and accountability? What type of support, if any, can external partners provide in this regard?

4.3 Evaluation question 5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

The important investments in endogenous capacity development, made by the CIDSE partners over a decade, have resulted in the creation of a local NGO with a clear vision, mission, governance structure as well as a relevant set of capacities to engage in community development work.

Based on focus group discussions, the evaluation team has indications that DPA has developed capacities to act and commit, to deliver on development outcomes and to relate. Yet some doubts seem justified as to whether DPA has also developed the capacity to adapt and self-renew and to maintain consistency. In essence, DPA is a 'technical' CSO with professionals providing valuable, yet quite standardised services to communities and managing a partnership funding programme towards local NGOs. At this stage, it seems primarily concerned with broadening its geographic outreach and secure funding rather than deepening its methods of work. This holds particularly true for relatively new areas of work such as 'right-based approaches' and 'advocacy'. At strategic level DPA has made a clear choice to embrace this new agendas but it is less clear whether it also invests enough to adequately enable its staff to effectively deliver on these complex and demanding tasks.

JC-5.2 The results of the partner's capacity development are long-lasting

There are clear indications that DPA management takes the lead responsibility for further processes of changes. The organisation sets aside budgets for capacity development (HR, OD, ID). Yet is unclear to what extent remaining CIDSE partners (and others) engage in further CD. This could be a problem as the organisation faces new set of challenges, in particular the need to adapt staff capacities, incentives and M&E systems to the increasingly 'political' (governance-oriented) nature of their strategies and programmes.

4.4 Evaluation question 6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

The CIDSE family (including BD) invested heavily in the localisation process leading to the creation of DPA. In this endeavour, the consortium focused on both content matters ('how to deliver effective community development services?') and CD processes ('how to build a relevant, capable and viable NGO with values and adequate governance systems?'). This investment yielded important and visible benefits in terms of improving the overall capacity of DPA to realise its development objectives. This is reflected, amongst others, in output indicators such as the extension of the geographic coverage; the effective delivery of community development services; the financial and technical support provided to local partners; the growing focus on local governance issues (as an essential dimension of sustainable community development) and the scaling up of local work to the national level.

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation – changes on the level of the ultimate beneficiaries

Both the CIDSE family and DPA developed an evaluation culture with regard to their strategy and concrete interventions. As a result, there is no shortage of evidence on the strengths and weaknesses of the programmes as well as on the (project) outcomes achieved. However, these evaluations seldom link CD investments to (enhanced) development outcomes. Furthermore, local stakeholders interviewed confirmed the perception of the evaluation team that DPA, despite its positive self-image, faces major institutional challenges –in terms of deepening its rights-based approaches and advocacy work- that will need to be addressed in order to ensure that the outcomes realised are sustained over time.

5 Assessment of AHEAD partnership and capacity development

AHEAD (Action for Health Development)

AHEAD is the off-spring of the work done in the Battambang region by Catholic Relief Service (CRS), a major American NGO active in Cambodia. CRS Battambang has been transformed into AHEAD, an independent local NGO, since August 2007. The organisation was supported by the Belgian NGO AADC (Association pour l'action de développement communautaire) from 1998-2007. During that period, the funds were channelled and accounted for (in terms of activity and financial reports) through the CRS country office. AADC supported the localisation process yet was unable to extend the cooperation with the newly created AHEAD structure because it could not secure new funding from DGDC for follow-up projects.

Partnership	AADC	Catholic Relief Service	
<i>Region and country</i>	Battambang, Cambodia	Context	Rural
<i>Type partner</i>	Service-based NGO	Amount of staff	47
<i>Sector</i>	Community Development in health sector		
<i>Target group</i>	Poor communities		
<i>Other donors</i>	CRS, Global Fund, USAID, Plan International		
<i>Duration of partnership</i>	1998-2007		
<i>Funding/year</i>	98,965,47 euros (2007)		
<i>Share in overall budget partner</i>	Varied over the years (depending on contribution CRS and other donors) but on average 5%		
<i>Share of budget dedicated to CD</i>	Not possible to quantify but very limited		
<i>Objectives capacity development (if explicit)</i>	Not applicable during the initial years as CRS Cambodia was a medium-sized professional organization. The role of AADC was limited to providing supplementary project funding. During the localization process AADC claims to have provided technical support to enabling local staff to deal with project management requirements (especially those from DGDC). Also ad hoc support in building capacity for 'formative evaluations'		
<i>Strategy of supporting capacity development (refer to the six routes)</i>	Incidental field visits to check project implementation (route 1) Local NGO undertaking own CD processes without external expertise (route 6)		
<i>Activities with regard to capacity building</i>	Project management skills (reporting and financial accountability) Evaluation skills (through a one-shot workshop without follow-up)		

5.1 Evaluation Question 3: To what extent are policy principles and strategic choices regarding capacity development in partnerships applied to the interventions and cooperation with the partners?

JC-3.1 The partner policy of the NNGOs is based on a professional identification-selection process of partners

AADC is a small project-related NGO, with limited professional capacity and a very small funding and human resource base. As its name suggests, it seeks to support community-driven health initiatives in the South. However, the organisation does not implement this broad mandate in a programmatic way. Its organisational culture is focused on traditional (short-term) projects. As a result, the organisation has no clearly formulated intervention strategies in terms of partnership or capacity development of southern partners. Its main concern (and added value) is to channel funds to a limited number of local partners involved in community development activities in the health sector and to account for the resources used.

These structural features (limitations) of the Belgian NGO explain why the identification and selection of the local partner in Cambodia was not based on a solid, professional process but rather on opportunities to find a suitable funding channel. This led AADC to engage with Catholic Relief Service (CRS), a major American relief and development NGO operating with substantial budgets and staff across the country. The contribution of AADC was primarily financial and targeted to the ongoing community development programmes of CRS in Battambang.

From 2003 onwards, CRS decided to accelerate the localisation process of its activities in Battambang. This resulted in the establishment of a fully Cambodian-managed local NGO (AHEAD) in August 2007. AADC provided moral support to this localisation process. However, a new partnership relation could not be established with AHEAD as AADC had failed to obtain financial support from DGDC for continued action a few months earlier. AADC fully withdrew as AHEAD started to fly on its own wings.

JC-3.2 The NNGO contributes to processes of capacity development with the partners in a relevant way

The localisation process was a challenging exercise that had to be carefully managed, amongst other to gradually enable local staff to assume more responsibilities and create the conditions for an effective start of the local NGO. The focus group discussions with the staff of AHEAD suggest that the role of AADC in the process was minimal. This ought not be surprising considering the very unequal levels of capacities of the external partners involved (CRS and AADC). Hence, the contribution of AADC to processes of capacity development was very 'hands-off' and 'downstream', i.e. limited to providing some technical assistance to local staff in relation to financial project management and accountability (particularly towards DGDC). The routes chosen for CD were Incidental field visits to check project implementation (route 1) and (limited) financial support to endogenous CD processes without external expertise (route 6).

During the transition process towards a local NGO, major efforts were done to (i) strengthen the overall skills of the local staff; (ii) put in place the basic internal structures and systems; (iii) further develop planning and implementation capacities; (iv) and ensure fundraising capacity. However, as a starting local NGO, AHEAD could evidently still benefit from targeted capacity development support in many areas. Yet AADC was unable to provide such support as it lacked both the financial resources (after the rejection of its project by DGDC) and the expertise to provide a concrete added value in terms of CD to AHEAD.

JC-3.3 The NNGO has the necessary resources and capacities to support the processes of capacity development

AADC admits that the NGO lacks the capacities and resources to engage in meaningful 'processes' of capacity development of local organisations. At best, it can provide (distant) technical support to its local partner regarding project management and donor (Belgian) financial accountability requirements. The rare AADC country visits were primarily concerned with checking project implementation and had no specific capacity development objectives.

The evaluation team became aware of one particular capacity building initiative undertaken by AADC. It concerns the organisation of a 'formative evaluation' seminar with the various local partners including CRS/AHEAD. This was done to comply with the obligation of DGDC to carry out an external evaluation of the projects supported. The event was conceived and facilitated with the support of a public health expert from the Université Libre de Bruxelles. The participatory workshop focused on self-evaluation techniques and exchange of good professional practices. It also sought to develop expert networks with regard to community-driven health services. While the workshop was appreciated by local actors, AADC lacked the capacities and resources to ensure any follow-up, thus substantially reducing the relevance and impact of the activity. This again illustrates that in order to provide effective CD support a Northern NGO requires a minimum critical mass of human and financial resources.

Based on these quite sobering experiences, AADC has recently decided to re-orient its project funding towards smaller NGOs that are much more aligned to its own scale and level of capacity. It is hoped that this will allow AADC to provide some added value beyond funding to such emerging, small-scale organisations involved in (micro) projects.

5.2 Evaluation question 4: How is the management of the partner relation developed and how are the processes of capacity development followed up?

JC-4.1 Sound management of the partnership relation

The partnership relation with CRS was primarily financial. As a professional organisation with a huge local office, branches in several provinces, a wide network of competent staff and a budget many times the size of the AADC contribution, CRS saw no need to engage in sophisticated partnership relations with AADC. It welcomed the additional funding and committed itself to providing the necessary reports to satisfy the accountability requirements of DGDC (through CRS Phnom Penh). The incentives for establishing a full-fledged partnership relation were also lacking on the side of AADC. Its main concern was to channel funds for implementing a set of project activities through a reliable channel such as CRS.

During the localisation process AADC developed some type of (distant) relationship with the future staff of AHEAD. Yet according to field interviews, the focus of the limited contacts remained circumscribed to project implementation. No attempts were made to explore the scope for a direct and potentially more strategic partnership once the localisation process would be concluded. The co-operation with CRS Battambang/AHEAD ended rather abruptly when AADC was informed that DGDC would discontinue project funding. Also the communication method used by AADC to inform CRS/AHEAD about the new situation -a simple email- testifies of a primarily financial relationship.

JC-4.2 Sound management of the support to capacity development as part of the partnership relation

Capacity development is not the core business of AADC. As a small, project-focused NGO the level of ambition lies much lower. The absence of well-defined partnership and capacity development strategies is, inevitably, also reflected at operational level. The CD component was limited during the two cycles of co-operation. The management of this CD support was not formalised or structured in terms of sharing duties, organising a dialogue on the matter or ensuring effective monitoring and evaluation. Reporting and accounting was organised in a project mode, focusing on the implementation of activities and the use of the funds as planned in the project documents. The limited funding base of AADC meant partnership relations were managed at a distance. Field visits were too scarce to effectively participate in the localisation process and in the field activities related to community health.

JC-4.3 Both partners address learning in the organisation

There was very limited scope to address learning in the partnership. The relation between CRS and AADC was simply too unequal -in terms of levels of budgets, organisational capacity and expertise- for this to happen. As CRS progressed in the localisation process, windows of opportunities arose for AADC to engage more with the future local staff of AHEAD in a learning process. Yet the above mentioned bottlenecks (project focus; distance; lack of expertise; limited funding) prevented this.

5.3 Evaluation question 5: What changes can be determined regarding the capacity of the partner organisations?

JC-5.1 There are indications for the partners' development of the capacities

During the field mission, the evaluation team conducted the 'Wall of Wonders' exercise with AHEAD staff. The tool of the 'Most Significant Change' was also applied. From these sources and subsequent focus group discussions, it became clear that AHEAD had emerged out of the localisation process as a promising local NGO, with (i) a clear strategic perspective; (ii) well-defined structures; (iii) a specific focus and niche of expertise (i.e. the promotion of qualitative, sustainable and community based primary health care services); (iv) a set of implementation strategies derived from practical experience; (v) an interest in the broader political and institutional dimensions of delivering community driven health care (e.g. the need to involve local governments; the critical importance of voice and accountability); (vi) a relatively solid funding base (beyond CRS); and (vii) a willingness to further invest in capacity development and excellence. In the process, it has built core capabilities, including capacity to act and commit; to deliver on development objectives and to relate. However, as a young organisation it obviously still needs to further strengthen its capacity to adapt and self-renew; to maintain consistency and to develop sustainability strategies over time.

In these processes of localisation and consolidation of AHEAD, AADC has played a very limited role. Its project funding has contributed to capacity development in the communities where CRS/AHEAD implemented a wide range of community-based health activities. Yet the mission could not identify linkages between AADC support and capacity development of CRS/AHEAD as a structure.

JC-5.2 The results of the partner's capacity development are long-lasting

Logically, as a young organisation operating in a competitive NGO environment, AHEAD faces major institutional challenges as well in the coming years. These are related to (i) improving the skills and capacities of staff (as AHEAD seeks to embed its projects more in the work of local governments as well as to promote voice and accountability); (ii)

enhancing the capacity to transform promising 'project' interventions in support to sustainable 'processes' of health delivery at local level; (iii) refining the strategies used for capacity development of local actors; (iv) attracting smart funding for process-oriented community work over a longer period of time in a given territory (so as to maximise impact) as opposed to 'chasing' project funding for short-term interventions in various geographic areas; (vi) developing strategic partnerships and alliances.

During focus group discussions on future CD strategies, the AHEAD leadership recognised that it was difficult to find resources that could be dedicated to consolidating the organisation. Donor agencies in Cambodia were perceived to be 'obsessed' with funding activities and showing results in the short-term. They were less interested in helping local NGOs to become effective societal actors and viable organisations. This situation may hamper the sound and 'organic' development of civil society. It may push organisations like AHEAD to opt for a broad project portfolio (in order to mitigate risks) as opposed to investing in process work and institutional consolidation. Against this background, the staff of AHEAD regretted that the cooperation with AADC had come abruptly to a standstill. Though they realise the structural limitations of AADC, particularly in terms of CD, continued support could have been beneficial in these early years of existence as a local NGO. This holds particularly true if AADC had been able to mobilise 'smart funding' for helping AHEAD to further develop its human resource base, organisational and institutional capacity (route 6).

5.4 Evaluation question 6: To what extent is the partner organisation better able to realise its development objectives (output and outcome level)?

JC-6.1 Changes regarding the partner's outputs as a result of processes of capacity development

CRS has a long experience with relief and community-driven development, including in the health sector. Over time and especially in the context of the localisation process, this expertise was handed over to local staff. As mentioned above, AADC played a minimal role in the processes of capacity development of CRS/AHEAD. Its support was mainly financial and geared at the implementation of project activities in the communities. Yet the AADC funds seem to have contributed to relevant outputs in the field. The mission could pay a visit to a community health care centre and interview a variety of local stakeholders (also at provincial and local government level). From these contacts, it appears that AHEAD has a good reputation in the community. Its products and services (i.e. support to village health structure; provision of wells/toilets/sewage systems) are highly appreciated. AHEAD is also commended for its capacity to mobilize the participation of villagers and to foster behavioural change (e.g. in the use of mosquito nets) through education and training.

JC-6.2 The support to processes of capacity development has influenced the outcome of the partner organisation –changes on the level of the ultimate beneficiaries

CRS/AHEAD has been engaged in community development programmes for many years. Valuable outputs and outcomes have been realised in terms of mobilising communities, organizing village health communities, facilitating access to and delivery of quality health services and, increasingly, ensuring the effective participation of local governments (amongst other through enhancing the capacity of citizens to express voice and demand accountability). The financial contribution of AADC has helped to realise some of these outputs.

Yet based on discussions with staff and community actors, some doubts arise with regard to the sustainability of these outcomes. For a variety of reasons, including the necessity to generate new project funding, CRS/AHEAD moved out of a community after a certain period of time and similar project interventions were started in other geographical areas.

This is a risky approach from a sustainability perspective. It takes time to ensure behavioural change; to institutionalize functioning village health committees; to organize voice and accountability; to enable local governments to play their role in the provision of quality health services; to ensure local governance; to make the link with the overall health sector policy. These behavioural, institutional and political changes cannot be realised through a short-term project intervention mode. The direction of AHEAD is aware of the inherent contradiction between adopting a 'project approach' in community work (using project funding put at the disposal by donors, including AADC) and achieving sustainable outcomes in health delivery. However, the institutional incentives drive AHEAD to pull out far too early from communities in search for new projects elsewhere, without a clear sustainability plan for the promising dynamics that their intervention has generated.

This analysis raises a set of fundamental questions for (external) actors involved in capacity development. Is the project mode of intervention and funding compatible with genuine processes of CD of local organisations? If these local organisations are also obliged to operate through short-term project funding, can they themselves promote CD of beneficiaries? How can the sustainability of project outputs and outcomes be ensured? How can local NGOs be strengthened and supported to engage in the more fundamental battles of getting better local governance and accountability for service delivery -which ultimately will determine whether poor people get access to quality health services.

6 Conclusions

Six inter-related conclusions are proposed in this final section of the report. They go beyond the assessment of each specific partnership and seek to present some key recommendations for future Belgian NGO policies and practices with regard to capacity development –and related DGDC support strategies- based on general trends perceived, insights gained and evidence collected during the field visit:

6.1 The critical importance of CSO capacity development to combat poverty and promote democratic governance

This evaluation study focuses on capacity development in the context of partnerships. A first question that could be usefully considered in this concluding part is the following: Is capacity development really that important –compared to other development dimensions? Why should Belgian NGOs (and the Ministry) care about it in any particular way? On what grounds could capacity development be regarded as a core component of NGO partnerships and programmes?

The Cambodia case study provides ample evidence on the critical importance of capacity development in the overall development process. This is partly linked to the specific and dramatic history of the country. The Khmer Rouge regime virtually destroyed civil society. In such a situation, rebuilding the social fabric and developing capacities of local organizations have been urgent and relevant objectives of the international donor community. Yet there are other, less context-specific reasons, to invest in capacity development of civil society actors. First, civil society is expected to act as a frontline actor in the delivery of better development outcomes. Considering the weak political commitment of the Cambodian government to fundamentally address poverty and inequalities, civil society actors have to step in and invest in local development processes through strengthening poor communities, facilitating access to social services and promoting local economic development. These CSOs (as the cases of DPA and AHEAD illustrate) need ongoing and evolving forms of capacity support to effectively play these roles. Second, addressing poverty in Cambodia (and in poor countries generally) requires deepening democracy (beyond voting); expanding and institutionalizing spaces for citizen-state dialogue and negotiating; fostering a culture of 'downward' accountability; strengthening CSO capacity to claim rights and change attitudes and behaviour of the various stakeholders. Legitimate and empowered CSOs can play a most critical role in promoting these political reforms. Each of the three partners visited (C-CAWDU, DPA, AHEAD) is engaged in this political battle for better governance, accountability and respect for human rights. Yet they all face major capacity development challenges to become effective advocacy agents in a rather hostile political context.

The implication for Belgian NGOs is clear: capacity development of civil society organizations as *actors* in development and governance should be considered as *core business* of Belgian NGOs. It should be consistently integrated as a critical component in their overall intervention strategies and be perceived as a *means* to achieve concrete development outcomes (such as poverty reduction and improved governance).

6.2 Capacity development is an endogenous non-linear process to be consolidated over time

The evaluation study builds on the assumption that capacity development is an endogenous, non-linear process, influenced by internal and external factors. The three partners visited during the Cambodia mission confirm this hypothesis. Each of them developed over time into credible and capable organizations largely as a result of *endogenous processes*, driven forward by the vision of their leaders/founding fathers (C.CAWDU) or of the determination of local staff to take ownership and responsibility for the new NGOs born out of localization processes (DPA, AHEAD). While international NGOs were important players in this evolution, fundamental choices on identity, mandate and strategy remained firmly in the hands of local actors. The capacity development processes in each of the three partnerships followed a *non-linear course* shaped by a variety of internal and external factors. Paramount among these were the difficult political environment for civil society action (e.g. with regard to advocacy work), the ongoing search for legitimacy (e.g. as well as the CSOs involved sought to ensure membership or societal recognition) as well as the high levels of competition between CSOs (e.g. with regard to access to funding). Yet the study also revealed the critical importance of the *time factor* in capacity development processes. Despite remarkable achievements, each of the three organizations faces important new institutional challenges in next five years. They are all at a critical juncture of their institutional life cycle and in need of a qualitative jump forward to ensure the sustainability of realized outcomes; enhancing delivery capacity and maintaining the societal relevance of the organization.

The key implication for Belgian NGOs is the need for a long-term perspective in the capacity support provided through their partnerships. The purpose should not simply be to ensure effective project performance (as AADC did with AHEAD) but to accompany the partner through the various phases of its institutional life cycle with evolving forms of support (as WSM and Oxfam Solidarity are now prepared to do with C-CAWDU). The adoption of such a long-term perspective does not exclude the possibility of exit strategies, yet these should be carefully planned so as to ensure continuity in capacity development processes (some concerns exist that BD may have phased out too early considering the capacity challenges still faced by DPA). The key implication for the Ministry is the need to put in place the necessary (financial) incentives for Belgian NGOs to adopt such a long-term perspective to capacity development of their partners.

6.3 Under certain conditions external actors (i.e. Belgian NGOs) can provide relevant capacity support

There is an abundant stream of literature and evaluations on the effects (positive and negative) of donor interventions on the growth of Southern civil societies in general and capacity development processes in particular. Evidence suggests that funding civil society can be a tricky thing, especially in poor and aid-dependent countries with authoritarian governance systems and a donor community anxious to use CSOs as vehicle to push for political reform and better governance. In these conditions, donors run the risk of helping to create an artificial, primarily urban-based NGO sector, with limited roots in society, legitimacy and viability.

In many ways Cambodia seems to fit this picture. For historical reasons, its civil society had to be rebuilt from scratch. This process is unfolding in a context characterized by authoritarian rule, high levels of mistrust between state and society and a heavy CSO reliance on donor funding. All this suggests that Cambodia is a difficult environment for Belgian NGOs to intervene and provide capacity to support to Cambodian partners. How have Belgian NGOs coped with the challenges at hand? Did they manage to tailor their capacity support to prevailing political and institutional conditions? How relevant and effective was their contribution?

The evaluation team could observe that three Belgian NGOs (WSM, Oxfam Solidarity and BD) received high appreciation scores from their local partners. It is interesting to focus on the reasons explaining this positive assessment as it may help to shed a light on the requirements for effective NGO support to Southern capacity development processes. Four main explanatory factors emerge from our analysis. First, the three Belgian NGOs involved have a clear identity, vision and mission. This helped them to elaborate relevant capacity development strategies (though sometimes more implicit than explicit, as in the case of WSM). Second, they have the capacity to carry out both a context analysis and an institutional analysis of their partner before defining the type of capacity support needed. Third, they displayed creativity and flexibility in delivering capacity support tailored to the evolving needs of their partners. Fourth, they combined 'hands-off approaches' (so as to ensure ownership) with the organization of a frank dialogue and the provision of a clear added value (beyond funding) in the form of proximity support, transfer of/access to knowledge and networking

6.4 The quality of the partnership has a major impact on both the quality of capacity support provided and overall development outcomes

Evidence collected during the mission supports the view that qualitative partnerships tend to facilitate endogenous capacity development processes which in turn allow local partners to deliver better development outcomes. Three of the four Belgian NGOs visited (WSM, Oxfam Solidarity, BD) have serious partnership principles underpinning their field activities in Cambodia. These include: (i) respect for the internal dynamics of the local partners; (ii) open, ongoing and reciprocal dialogue; (iii) joint reflection and learning; (iv) process-oriented approaches to planning and budgeting; (v) accountability for results; (vi) clear added value beyond funding; (vii) involvement local partner in the development education activities in Belgium; (viii) strategy with regard duration and adequate phasing-out approaches.

In the view of local organizations involved, these partnership principles helped to identify and deliver relevant forms of capacity support and to achieve positive results in human resource development, organizational development and institutional development. The Cambodian partners could follow their own institutional trajectory and effectively build, at their own rhythm, various core capacities such as the capacity to act and commit, to deliver on development objectives and to relate. Less progress has been achieved on two other core capacities (i.e. to adapt and self-renew as well as to maintain consistency). Yet at least in one partnership (C-CAWDU) the Belgian NGOs involved (WSM, Oxfam Solidarity) are prepared to further support the institutional consolidation of the local organization.

Importantly, there are also clear indications that progress in capacity development has a positive impact on development outcomes. The empowerment of C-CAWDU has enabled the organization to achieve results in terms defending social rights, ensuring better working conditions and giving a voice to workers at both factory and policy level. The two Cambodian partners involved in community development have also been able, through the capacity support received, to increase their outreach, provide services to communities and empower local groups to organize themselves and (rather timidly still) to express voice and demand accountability. However, it remains a major challenge to better document and analyse these positive experiences, stories and results. Ongoing capitalization should be a central point of attention in partnerships geared at capacity development.

6.5 In order to provide relevant capacity support Belgian NGOs need themselves a critical mass of capacities

The previous conclusions point to the complexity of supporting capacity development processes from the outside. Belgian NGOs venturing into this arena should be well-equipped to do a good job. They need (i) a clear vision on capacity development; (ii) an ability to understand the political environment in which they operate and to select relevant partners; (iii) a solid set of partnership principles, intervention strategies and tools; as well as (iv) systems for evidence-based learning that make it possible to adjust policies and practices.

This implies that not all Northern NGOs should be assumed to engage meaningfully in capacity development processes of southern partners. AADC, the Belgian NGO visited in the Cambodia study, offers a case in point. It is small-sized NGO supporting community development projects. It has plenty of good intentions yet lacks a critical mass of human and financial resources to be present in the field, develop consistent implementation strategies, provide relevant capacity support and deliver a clear added value (beyond project funding). DGDC may decide to continue giving funding to such small, project-related NGOs. Yet it should not expect them to contribute in a substantial way to the fundamental objective of capacity development.

6.6 The Ministry needs to revisit its own policies and funding approaches for supporting capacity development through NGOs

While the NGOs are the primary duty-bearers in terms of providing relevant capacity support to Southern partners, the Ministry is not a neutral actor in the whole process. It also carries responsibilities in terms of (i) defining clear policies with regard to capacity development; (ii) translating these policy objectives into coherent funding strategies that provide incentives to Belgian NGOs that seek to innovate in their CD approaches; (iii) ensuring quality control. The findings of the Cambodia mission suggest that the Ministry faces important challenges in each of these three domains.

Belgian NGO staff interviewed for this report argued that the policy dialogue with Ministry on capacity development issues was not always evident, partly because it was not clear what kind of *policies* DGDC was actually pursuing. If anything, a rather narrow, instrumental and short-term vision on capacity development was seen to often prevail at the level of DGDC. Examples include (i) the tendency to link capacity development almost exclusively to achieving poverty reduction (i.e. direct impact on beneficiaries) and less to other key development objectives such as improved governance and respect for human rights;²³ (ii) the limited recognition of the diversity of civil society beyond 'development NGOs', with the related risk of ignoring the specific realities, constraints and needs of other types of CSOs (such as trade unions, human rights organizations, etc.); (iii) the rather rigid rules obliging Belgian NGOs to allocate the main share of the resources to 'activities' (to be spelled out *ex ante*) instead of giving NGOs the autonomy to flexibly use the available budgets for capacity development purposes; (iv) the reluctance to support long-term processes of institutional change of Southern partners.

Refining its own policy framework on capacity development would also help DGDC to improve the coherence of its *funding strategies*. If capacity development of civil society is recognized as a key objective, then DGDC could definitively be more demanding towards

²³ A case in point is the accountability demands on C-CAWDU as an independent trade union. Contrary to the two other partners visited focusing on community development (DPA, AHEAD), C-CAWDU finds it difficult to report and account for results that can be directly related to poverty reduction. Yet its work on protecting social rights and creating a more conducive labour environment can have major indirect impact on human development, income levels, equity, etc.

Belgian NGOs with regard to their partnership modalities, capacity development approaches, M&E systems and exit strategies. It should equally rethink its support to NGOs lacking the minimum scale and competencies to engage meaningfully in capacity development processes.

With regard to *quality control*, much more could be done to foster innovation and joint learning on how capacity development take place and on how to monitor and evaluate its impact of various support strategies in different contexts. This, in turn, providing support to flexible planning and evaluation methods (such as Outcome Mapping) which tend to be more realistic and conducive to CD support adapted to the rhythm of the local partners. For some CSOs (e.g. advocacy organizations) there is a need to consider the option of core funding -and even budget support modalities- with a view to foster endogenous processes of capacity development.

Finally, DGDC should invest in *upgrading the knowledge and capacity levels of staff within the Ministry* to adequately deal with new thinking on development, on governance and the role of civil society therein as well as on approaches to effective capacity development support. This includes having staff that fully understand the specific realities and needs of the various types of actors to whom support is provided. Concrete example: to have enough expertise on how trade unions work, to help them develop their structures and capacities, how they are integrated in international networks. This is a very different world than the one of traditional development NGOs. This illustrates again how the capacity development challenge is there for all actors involved in development cooperation.

Annexes

1. Mission Program in Cambodia
2. List of key informants

Annex 1 / Mission Program in Cambodia

Date	AM	PM
Saturday, 1 st August, 2009		Evening: arrival of Jean Bossuyt & Sofie Dirx
Sunday, 2 nd August, 2009		13:00: Touching ground (International and national consultant meeting)
C. CAWDU		
Monday, 3 rd August, 2009	08:30-12:00: Meeting with C.CAWDU representative and key staff: <ul style="list-style-type: none"> - introduction of the evaluation - presentation by representative of C.CAWDU on the organization and the relationship with the Belgian NGOs - questions/clarification on the presentation - further discussion with Mr. Ath Thon on networking - interview with Mr. Kong Athit (international relationship, management of the relationship with World Solidarity, training for union staff and workers) 	13:30-17:00: Interview with: <ol style="list-style-type: none"> 1/- Mr. Chum Chan, Human Resource Officer, (interview on the management of the relationship with OXFAM, and the capacity building activities of the organization) 2/- Mr. Ek Sopheakdey, program officer (interview on legal services/solving labour disputes) 3/- Ms. Roeun Chan Than, trainer (training for union staff and workers)
Tuesday, 4 th August, 2009	08:30-12:00: Whole day Workshop: The Organizational Evolution and the Factors that Influenced the Performance of the Organization (10 participants: management staff, chairperson of the C.CAWDU General Council, staff members & field staff from various services & programs)	13:30-17:00: Workshop continue
Wednesday, 5 th August, 2009	08:30-12:00: Interview with stakeholders: <ul style="list-style-type: none"> - representative of CLEC - representative of ADHOC - representative of ACILS - representative of ILO 	13:30-17:30: Interview with the unions (that are members of C.CAWDU): <ul style="list-style-type: none"> - representative of the union from Gold Fame Factory - representative of the union from Sabrina - representative of the union from New orient - representative of the union from Thaipore - representative of the union from Chousinh Factory

- meeting with the Coordinator, ASEAN Program on Decent Work (World Solidarity)

DPA - Development Partner in Action (former CIDSE)

Thursday, 6 th August, 2009	08:30-12:00: Meeting with the DPA management and core staff from the fields: - introduction of the evaluation - introduction of DPA - questions/clarifications - interview organization key staff	13:30:-17:00: Interview with CBOs: - BACDA - LCK
Friday, 7 th August, 2009	08:30-12:00: A half day Workshop with: - management staff - member of the DPA Board of Directors - staff members & field staff from various services & programs 11:00-12:00: Interview with: - executive Director of NGO Forum on Cambodia (he is also Board of DPA)	13:30-17:00: Interview with field staff: - community Development Facilitator and trainer (Kampot) - community Development Facilitator and trainer (Rattanak Kiri)
Saturday, 8 th August, 2009	08:30-10:30: Meeting with Mr. Mam Sambath, DPA Executive Director	Verify information collected by consultants
Sunday, 9 th August, 2009		Travelling to Battambang (by car)

AHEAD - Action for Health and Development (former CRS-Battambang)

Monday, 10 th August, 2009	08:30-12:00: - introduction of the evaluation - presentation by Executive Director of Action for Health Development - questions, clarification Interview with staff members: - community Health Development Manager - field Project Officer	13:30-17:00: Visit and interview community activists and local authorities in Khnach Romeas Commune, district of Bovel
Tuesday,	08:30-12:00: Workshop	13:30:-17:00

11 th August, 2009	The Organizational Evolution and the Factors that Influenced the Organizational development	Interview staff members: - program manager - finance manager - project officer - executive Director
Wednesday, 12 th August, 2009	08:30-12:00: Interview with stakeholders: - provincial Health department - NGO- CHED - thmor Korl Operational District - NGO- FHI	13:30-15:30: Two focus group discussions, at AHEAD office, with: - community activists (from different villages) - staff members (AHEAD) 16:00-17:00: Final meeting with Executive Director
Thursday, 13 th August, 2009	Travelling back from Battambang to Phnom Penh (by car)	
Restitution meeting with partners and Wrap up mission		
Friday, 14 th August, 2009	09:00: Consultants meeting to prepare for the restitution meeting	14:00: Restitution meeting (at DPA office) Attendants: DPA C.CAWDU 16:30: Wrap up (consultants meeting)
Saturday, 15 th August, 2009	Noon time: Jean Bossuyt & Sofie Dirckx return to Belgium	

Annex 2 / List of key informants

#	Names	Sex	Title	Organization
1	Um Visal	M	Legal Officer	C.CAWDU
2	Kong Athit	M	Vice President	C.CAWDU
3	Ath Thorn	M	President	C.CAWDU
4	Chum Cham	M	Admin Officer/Accountant	C.CAWDU
5	Chhea Visoth	M	Chief of union delegation	Sabrina Factory
6	Meas Vanny	F	Legal Officer	C.CAWDU
7	Heng Chenda	F	Admin Officer	C.CAWDU
8	Sros Vuthy	M	Chief of union delegation	New Orient Factory
9	Srun Sothy	F	Chief of union delegation	Chousinh Factory
10	Ek Sopheakdey	M	General Secretary	C.CAWDU
11	Moeun Tola	M	Head of Labour Program	Community Legal Education Centre
12	Chan Saveth	M	Advocacy unit	ADHOC
13	Alonzo Suson	M	Country Program Director	American Centre for International Labor Solidarity
14	Nuon Veasna	M	National Project Coordinator	ILO
15	Keo Boeun	M	Chief of union delegation	Gold Fame Factory
16	Thon Rinda	M	Chief of union delegation	Thai-Pore Factory
17	Bismo Sanyoto	M	Coordinator, ASEAN Program on Decent Work	World Solidarity
18	Kim Serei Kith	M	Advocacy Project Officer	DPA
19	Chrea Sandan	F	Gender Officer	DPA
20	Heng Sok La	F	Community Development Facilitator (Kampot)	DPA
21	Kol Thida	F	Partnership program assistant	DPA
22	Long Lorn	M	Community Development Facilitator (Rattanak Kiri)	DPA
23	Lim Pharoen	M	Team leader, ICD Kampot	DPA
24	Lay Sophea	M	Manager, Partnership Program	DPA
25	Leng Putheavy	F	Assistant, Human resource	DPA
26	Tom Kroeun	M	Head, CBO	BACDA
27	Pream Sam Ol	M	Head, CBO	LCK
28	Nhem Vannayuth	M	ICD Support Officer	DPA
29	Chea Dara	M	Financial and Admin Manager	DPA
30	Leng Sukea	F	Community Development Facilitator (Rattanak Kiri)	DPA

31	Chhit Sam Ath	M	DPA Board Member, Executive Director NGO Forum on Cambodia	The NGO Forum on Cambodia
32	Mam Sambath	M	Executive Director	DPA
33	Toeuk Sam-Oi	M	TB Manager	AHEAD
34	Sok Bun Thoeun	M	Admin/MIS/Finance Manager	AHEAD
35	Dr. Mul Vanna	F	Deputy Director	AHEAD
36	Song Chanthy	M	MCH/HIV/AIDS Manager	AHEAD
37	Heng Hean	M	Project Officer	AHEAD
38	Mai Hong	M	Communit Health Development Manager	AHEAD
39	Siv Kosal	M	Field Project Officer	AHEAD
40	Heng Bun Sieth	M	Executive Director	AHEAD
41	Ploeung Sarat	M	Village chief	Khnach Romeas Commune
42	Soen Bun Thoeun	M	Volunteer-Member of VHC	Khnach Romeas Commune
43	Lam Vanny	M	Head of Commune Council	Khnach Romeas Commune
44	So Navy	M	Volunteer	Khnach Romeas Commune
45	Dr. Sous Sanith	M	Provincial AIDS Office	Battambang
46	Kreal Sopheap	M	IEC Development Manager	CHED-Battambang
47	Dr. Saint Chin Han	M	Director, Operational District	Thmor Kol, Battambang
48	Khvan Prach	M	Senior Technical Officer, Facility-Base Care and Treatment	FHI-Battambang
49	Hem Saroun	F	Volunteer	Khnach Romeas, Bavel
50	Im Sarom	F	Volunteer	Balang Loeu, Bavel
51	Amm Narong	M	Volunteer	Roung Ampil, Bavel
52	Korng Phoeun	M	Volunteer	Roung Ampil, Bavel
53	Ong Vet	M	Volunteer	Koh Ream, Bavel
54	Chan Sawat	M	Volunteer	Svay Sor, Bavel
55	Gonzalo Solares	M	Head of programming	CRS, Cambodia Country Program