

19 October



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CENTRE EUROPÉEN DE GESTION DES POLITIQUES DE DÉVELOPPEMENT

M&E OF CAPACITY AND CAPACITY DEVELOPMENT

One theme emerging from the
Study on Capacity, Change
And Performance

David Watson

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Paper

- Distils capacity case studies' evidence on M&E
- Relates them to a broader literature
- Draws conclusions
- Identifies questions

Session

- Stimulate discussion
- Explore implications
- Generate suggestions on further evidence
- Guide future LenCD debate

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Main Conclusions

- Little monitoring of ‘capacity’; more examples of monitoring of ‘performance’indicating CD needs?
- Literature broad: two main sources
 - MDBs & donors (mainly about public sector CD)
 - NGOs (mainly about organisations)
- ECDPM cases span public sector and NGO institutional environments

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Contrasting characteristics of how M&E is applied to CD

- Detailed CD plans (use of logical framework for design and M&E)
- Results of CD disappointing
 - Problematic public sector environments
 - Results Based Management (short-term pressure?)
 - Burdensome reporting
- Based on broad goals
- Emphasis on learning from experience (self-assessment; work-stories)
- Informal but routine and integral; it builds (analytical) capacities
- 'training' = practical on-job skills development

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Worrying indications from the donor / public sector material..

- M&E of CD undertaken reluctantly?
...if at all....
- Purpose of M&E of CD becomes unclear to counterparts?
- ‘Something that donors (have to) do?’
- An external activity...?

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Some positive examples of formal M&E of CD where..

- .. The performance and capacities needed CAN be defined
- Actors assess their own capacities (and needs); they acknowledge gaps; they ‘sign up’ and agree to collaborate
- Incentives or demand pressures exist
- There is firm leadership; commitment; ‘ownership’ and focus *e.g. in public financial management*

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Different approaches of donors in M&E of CD?

- Tend to use project framework for planning and M&E of CD
- Appear to feel pressure to prove results
- Evidence of obstacles within aid agencies for M&E:
 - poor staff incentives;
 - no institutional memory;
 - Limited capacity for M&E of CD
- But evidence of donor flexibility (NGO cases):
 - long-term funding
 - minimal interference nor insistence on detailed planning
 - acceptance of recipients' report routines & formats
 - trust in recipient to be learner not 'expert'

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Common themes...hopes??

- Accountability (for performance) seems to matter:
 - To donors: they need to prove (aid) effectiveness to politicians and taxpayers:
 - To any organisation, responsive to clients', members' or customers' needs / pressures
- It can be an incentive to performance...to the development of capacity..and a contribution to the dynamics of change...?

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Accountability

Exogenous

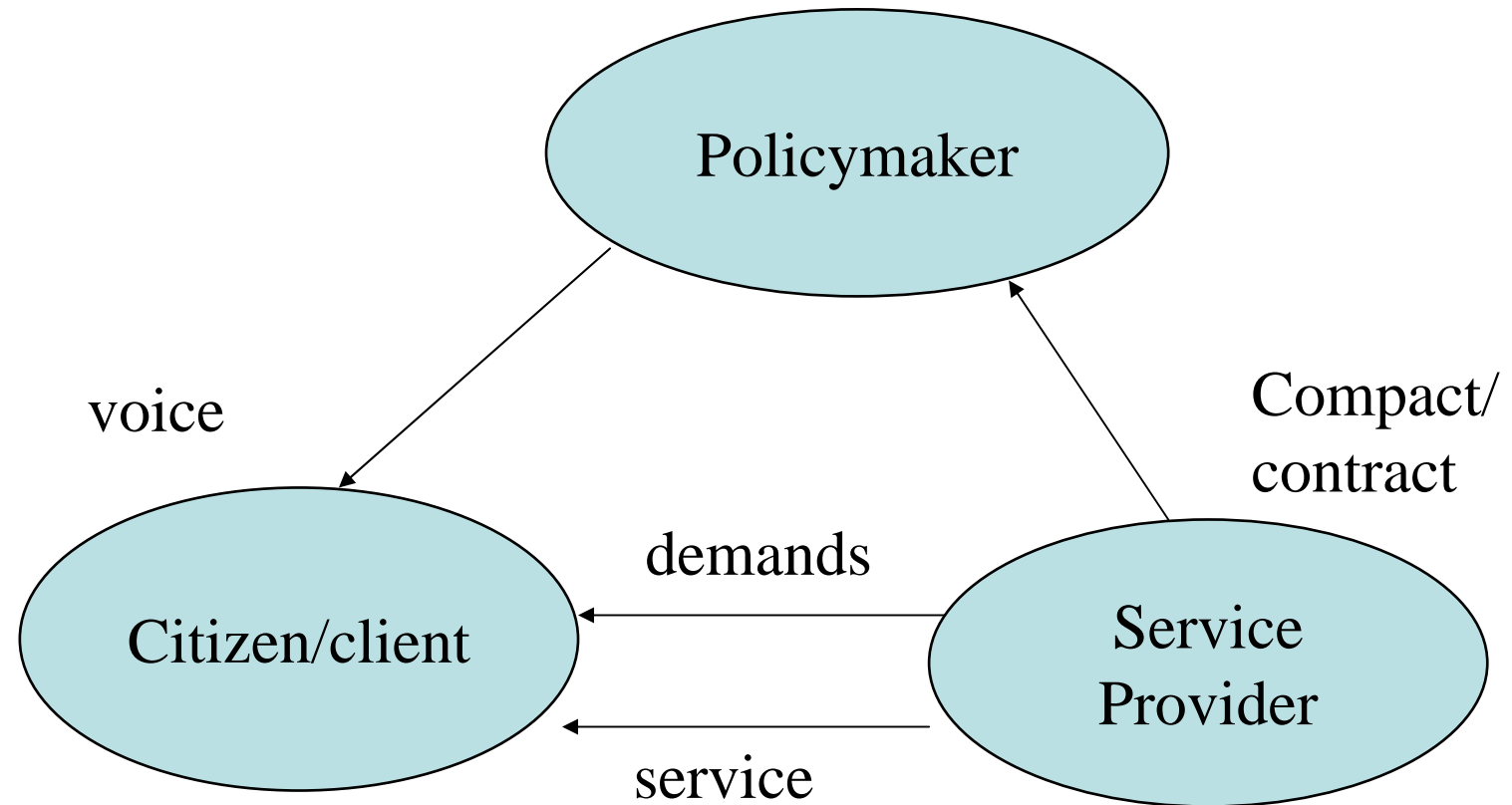
- Where an organisation is accountable for the use of externally-provided resources
- .. And is required to monitor and report progress and performance (to the funder)

Endogenous

- Where an organisation reports to its clients or parent Minister or Ministry
- Where performance reporting is accessible and intelligible to clients

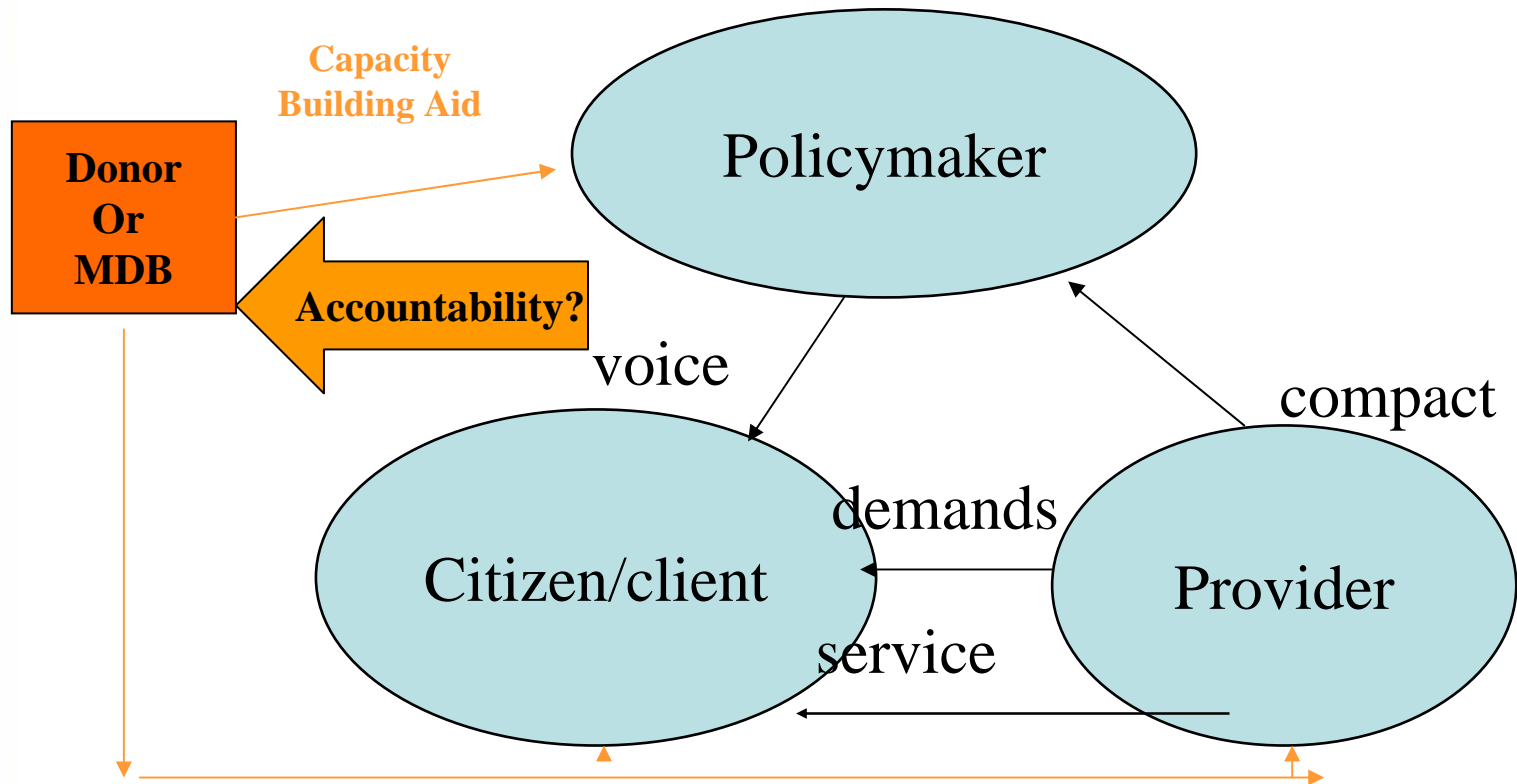
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The WDR 2004 Framework of (endogenous) accountability



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The WDR 2004 Framework with a donor in the picture



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...but.....therefore..

- There is little evidence of donors abandoning 'RBM' and trying to 'measure' CD
- ..despite the positive evidence of M&E which is 'endogenous', and oriented to learning from experience
- Is it time to ask:
 - Whose M&E is this?
 - Why?
 - How can 'M&E' help build the capacities of the 'recipient'?

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..hence the questions:

1. **Do donors have an accountability dilemma? (because making CD and M&E rigorous may be counter-productive)**
 - Do Results-Based-Management approaches always impede long-term change processes?
 - Do formalised M&E reporting systems reduce 'recipients' capacity?

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.....and...

2. Is it realistic to expect donors to *trust* their counterpart organisations?

- Have donors considered the pitfalls of 'conventional' M&E practices in building capacities?
- Will the Paris Declaration serve as an adequate framework for tackling MDG capacity building challenges?

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.....finally.....

3. Costs of M&E

- why is so little said about the financial and opportunity costs of M&E of capacity and capacity development?
- Is cost important?...who pays?

4. Capacity of Capacity-Builders

- what are the implications of this topic and discussion for the work of capacity builders (TA or training service providers)?

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