



Influencing Change in Policy, Power and Practice

A resource guide for AcT CSO
Partners

**AcT Accountability In Tanzania
Programme**



ACKNOWLEDGEMENTS

AcT works in partnership with the Overseas Development Institute in London, and in supporting partners to use an Outcome Mapping methodology, has drawn significantly on the work of their RAPID programme (Research and Policy Influencing in Development) – specific credit is given in the text where we have used their materials directly. Simon Hearn and Arnaldo Pellini of ODI were kind enough to comment on the draft text.

AcT has also been working to combine outcome mapping with results based management approaches; hence much acknowledgement needs also to go to the staff of the AcT partner organisations who helped to trial the materials: Tanzania Natural Resources Forum, Tanzania Forest Conservation Group, Restless Development (Tanzania), Women’s Dignity, REPOA, Oxfam GB. Workshops with these organisations were facilitated by Kate Dyer, who prepared additional training materials and also drafted this manual based on the workshops and lessons learned.

January 2011

Introduction

Donor to NGO: 'Why don't you make more demands on government? After all, it's your country – development should be in the hands of citizens, and driven by what they want'

NGO to Donor: 'Why don't you make more demands on government? After all, it's your tax-payers money that they are spending...'

Working on accountability is complicated – especially in multi-stakeholder environments with elaborate formal dialogue structures and processes and uncertain informal ones, and when almost all CSOs are heavily donor dependant. Despite the wealth of strong technical advice available, there are many examples, from the pressure to build ward secondary schools, to providing clinics in every village, where what drives change are not the merits of a technical discussion, but the broader political economy.

A few years ago, some of the strongest NGOs in Tanzania focused their efforts on policy engagement – understanding the dialogue structures, the budgeting processes, the priorities of Government and of development partners (DP)s, and working to ensure that the organisation's research and analysis influenced key decision making processes. More recently, some have focused in a similar way at more local level, in particular carrying out Public Expenditure Tracking Studies and applying Social Accountability Mechanisms to assess the impact of national level decisions on local level service delivery. Still others have become frustrated with engagement in formal processes and put more confidence in the media and in citizens themselves to bring about change.

Key questions are: how to make sense of these changes and challenges? How to position an organisation for it to have maximum impact? How to measure what results and impact is being made?

COMBINING OUTCOME MAPPING AND RESULTS BASED MANAGEMENT

One response is to go down the line of Results Based Management – whose most familiar tool is Logical Framework Analysis or the 'log-frame'. This can be a very useful way of testing the logic behind project and programme components – looking hard at the risks and assumptions that underlie them- and planning progress through from inputs, to outputs, to outcome, to goal. Different organisations use different terminology – words like objective, purpose, and impact, but the fundamental is a clear results chain of cause and effect: if x is achieved then y.... You establish a baseline, and measure progress towards targets using indicators – being careful not to be too ambitious (you risk failing) or not ambitious enough (not good value for money). One of the biggest challenges is that it is easy to measure results at the level of outputs (workshops held, research carried out, publications disseminated) but very much harder to capture higher level results, especially sustainable benefits for people. It is also worse when donors expect you to be able to attribute any results achieved to the specific work you have undertaken. You also need to be quite an

expert to make a log-frame really work – and many organisations with programme staff who are very effective ‘in the field’ struggle to get the quality of results reporting that they require. Project beneficiaries often don’t ‘get’ indicators and all the chasing up of data that log-frames, and accountability to donors through log-frames require.

An alternative approach is Outcome Mapping (OM) (see further reading section at the end for more information). It’s quite an exciting approach, because on the one hand it is more modest about what can be achieved, but at the same time it opens the door to being really ambitious and transformational in thinking about what a project, programme or organisation could do.

The ‘modest’ element comes from saying that, realistically, in a multi-stakeholder environment all you can hope to do is influence the attitude and behaviour of other stakeholders with whom you are in direct contact – if you are not working directly with Ministry of Finance they are not a partner who you can measure your influence on (but you could be working with those such as a research institute or donors who are working directly with MoF); if you are working at community level and you observe that village meetings are being held more regularly than in the past, and that ordinary *wananchi* (*citizens*) are asking leaders challenging questions, then that counts as a ‘result’ because it’s a change in attitude and behaviour from the time when people would just accept whatever they were told, or accept not having meetings at all to discuss community issues.

The ambitious element is that in the planning: you try to pin down what transformation in attitude and behaviour would really look like. Importantly, this can be done with the ‘beneficiaries’ of your programme, so that they are empowered through the process. In other words, you are asking the question ‘if this programme really succeeds, how would the attitude and behaviour of district officials, or councillors, or even the local head-teacher be different?’ – rather than programme staff struggling to work out realistic targets and then collecting the data to fit them. Outcome mapping works with ‘outcome journals’ (more details on these later) to record results in a flexible and user-friendly way. The outcome journals capture results in the external environment, and to supplement these OM helps to (i) monitor the strategies to see how effective they are in bringing about the results, and (ii) monitor organisational development and effectiveness which either support (or get in the way of!) carrying out the strategies efficiently and effectively.

In some ways, a results based management approach and an outcome mapping approach are practically, and even ideologically, at opposite ends of a spectrum. AcT is working to transform governance and accountability in Tanzania, and will support you to understand and make use of outcome mapping. However, we also recognise that you will probably be receiving substantial funding from other donors who require a log-frame approach, hence we are working in an innovative and ‘state of the art’ way of helping you to link OM and RBM in a way which will help strengthen your existing planning and reporting processes, and improve overall organisational effectiveness. Act itself, reports to DFID using a log-frame, and so is also working to understand how to make best use of their complementarities.

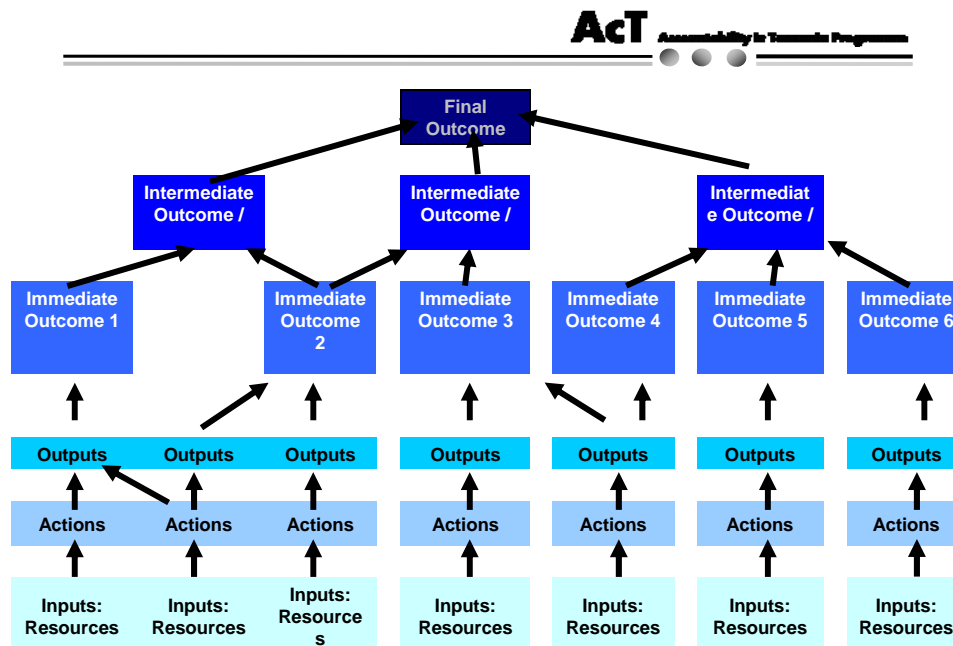
Additional Materials: De Bono Exercise on sequences; ‘You can lead a horse to water’ (MDF)

STARTING POINT (1): YOU HAVE TO KNOW WHAT YOU WANT TO ACHIEVE!

Your organisation’s vision and mission should give you this – and certainly no amount of technical support and institution strengthening can help you unless you have a clear commitment and drive. Ideally, that commitment and drive needs to be owned within the governing body of the organisation, as well as by its executive.

A strategic plan should derive from your mission and vision. It maps out priorities for your organisation in achieving your aims over the next 3-5 years. It needs to reflect a good analysis of the external environment (broad political economy as well as specific sectoral issues, and covering relevant levels – international, national, regional, district, grass-roots level), and also the internal environment of the organisation – its strengths and weaknesses and how it plans to develop during the period of the plan (eg consolidation, expansion...). There are lots of models for carrying out strategic planning, and AcT can provide you with advice if required, as well as supporting you actively through the stages where it becomes very helpful to start addressing the challenges and questions posed by outcome mapping.

A logic model can be a very useful way of representing the whole of your strategic plan – the different components and how they fit together to achieve your final results.

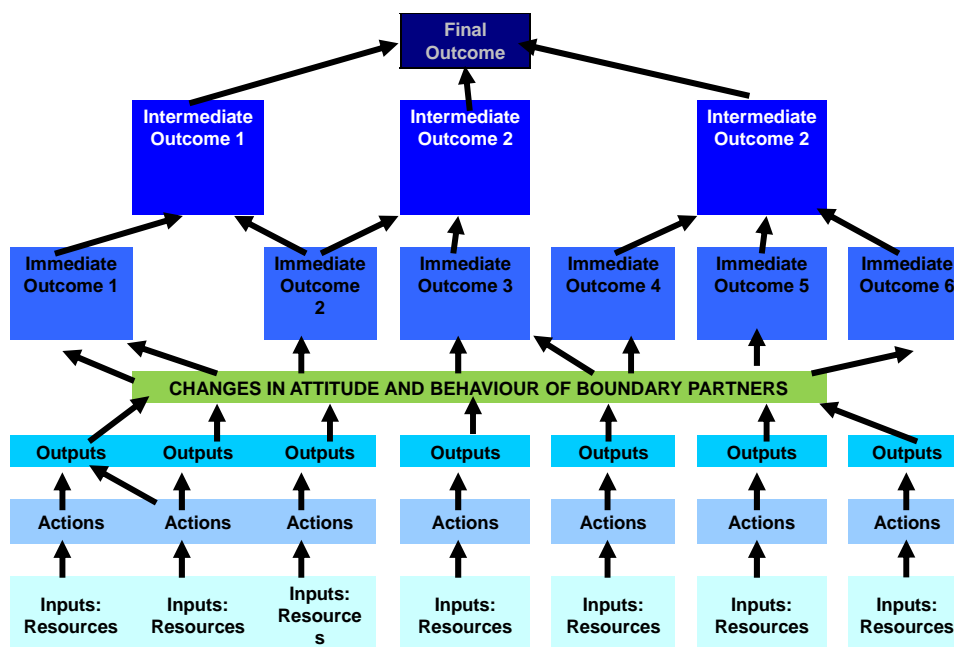


Planners tend to use the language of results, and to refer to a results chain, which consists of inputs, outputs, outcomes and impact, and the important point is the cause and effect relationship between the

different links in the chain. Inputs generate outputs (through the actions that are carried out), and outputs generate outcomes. In practical terms, there’s usually quite a lot of links in the chain, before you get to which is why some planners talk in terms of immediate, intermediate and final outcomes. The kinds of things that some Act partners focus on as immediate outcomes are more inclusive and effective planning processes, better budgeting or better plan implementation and the final outcomes or impact are reduced maternal mortality rates, a more literate population, or sustained levels of biodiversity.

STARTING POINT (2): UNDERSTANDING WHAT OUTCOME MAPPING CONTRIBUTES

Once you are clear about the big picture of what you are doing and where you are going, outcome mapping can be very helpful in helping you get into the detail of the who and the how.



What this diagram shows in **green is where OM comes in**. It focuses on the changes and attitudes and behaviour of ‘boundary partners’, as a key link in the results chain from which the other outcomes will flow – though it is unlikely to happen in the neat linear fashion represented in the diagram above.

The focus on attitudes and behaviour is central to what development is all about. For example, if school committee members believe in their heart of hearts that because they are not as well educated as the head teacher they shouldn’t be asking difficult questions about the how the school is developing or the children are learning – they will not have the confidence to ask the questions, and if the questions are not being asked then little change and development will happen. Similarly if district officials believe that they are the only ones with the skills and expertise to plan for development in their district, it will be very hard for elected representatives, NGOs or anyone else to influence district plans.

The changes that we are referring to can be quite wide ranging:

- *Discursive changes* (i.e. changes in language usage – such as no longer using pejorative language such as ‘these people don’t eat proper food’ –referring to the traditional Maasai diet)
- *Procedural changes* (i.e. changing how something is done – such as the Strategic Plan for the Implementation of Land Laws, and enabling women to own land in their own right)
- *Content changes* (i.e. actual changes in written policy – such as the proposed policy change to let young girls return to school after giving birth, so they can complete their education)
- *Attitudinal changes* (i.e. changes in perception of key stakeholders – for example, that women speak out at public meetings and are listened to)
- *Behavioural changes* (i.e. sustainable changes in the way something is achieved or approached – such as widespread condom use to prevent HIV infection)

The terminology of ‘boundary partners’ is specific to OM. It focuses attention on those groups and individuals with whom you work or interact directly. Realistically they are the only ones whose attitude and behaviour you can seek to influence. For example, if you are working primarily in national level advocacy, you might have the MPs, or senior officials in relevant central or line ministries as your boundary partners, and you are less likely to have district or village level officials as boundary partners. You may however, be working in partnership with other organisations who do work at district and grassroots level, in which case the partner organisations could count as your boundary partners. Linked to this, there are two other important points:

- OM uses the language of **‘contribution’ not ‘attribution’**. It recognises that in multi-stakeholder processes, claiming that a change came about because of your work is unrealistic. In most cases what you can claim, and demonstrate, is to have made a contribution.
- If you can demonstrate **influence** that is sufficient – **impact** comes much further down the line, and, realistically happens when lots of factors – many of which are beyond your control come into play. For example, in the decision to drop user fees in education in 1999/2000 at the start of the first Primary Education Development Programme, a lot of stakeholders had influence in bringing about a significant change in approach. Those whose direct and indirect influence has been documented include the then President of Tanzania, Benjamin Mkapa, the then Director of the World Bank in Tanzania, Civil Society Organisations in Tanzania and internationally, the US Congress, as well as many others. The decision to drop user fees was only a first step in the process of getting more children to access education, in the hope of contributing to a better educated population

Outcome mapping is a **comprehensive process** which plans for, and enables the monitoring of:

- the results in the external environment (attitude and behaviour change etc)

- the strategies that are used to bring about those results
- the organisational capacity and development necessary to carry out the strategies efficiently and effectively.

The connection between these three is very important, and is one of the differences between a log-frame approach and outcome mapping. In a log-frame, you can have an ‘purpose’ or ‘objective’ around the management and administration, which might cover all the elements of setting up the management and administration to run a programme (eg recruitment of staff, agreeing financial procedures), but this is sometimes is ‘stand-alone’ and relatively disconnected from the programme results. With OM, organisational capacity is continually monitored to check it is enabling the strategies to be carried out. For example: Do staff have the right skill-sets for the work in hand – if not what needs to be done? Additional recruitment? Training? Is the financial manual fit for purpose? Is it being properly adhered to? If not, what needs to be done...?

OVERVIEW OF THE PROCESS¹

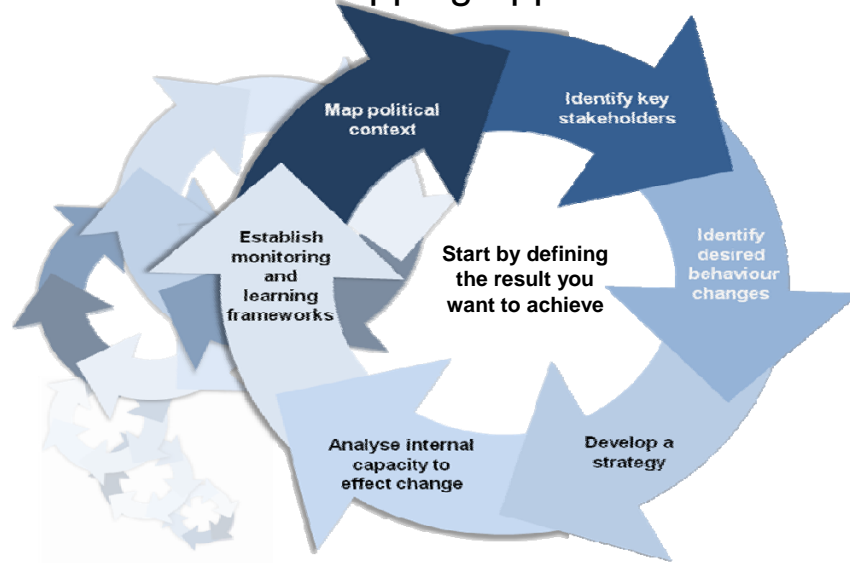
The diagram² below represents the various stages that you will need to go through. How long it takes and how much detail you need is in part up to you. AcT will facilitate you through the process.

The diagram shows a spiral because it is trying to get away from very linear approaches to understanding change and thinking about how to bring it about. Rather, there is an on-going and iterative process of understanding the context and the different stakeholders better, planning how to influence them, and learning what works. In the real world, you need monitoring systems to report your work systematically to donors, but monitoring systems which only do that are missing a big opportunity. Monitoring should be about helping an organisation to learn and to do its work better.

¹ This manual draws on the Resource Guide initially prepared by the Overseas Development Institute (ODI) with whom AcT works in partnership, through their RAPID (Research and Policy Influencing Development) Programme. One of the key innovations of this programme has been to build a political economy analysis very strongly into IDRC’s outcome mapping approach.

² Derived from an original produced by the Research and Policy in Development programme at ODI

Outcome Mapping Approach



It will help you to think of these steps, not as hoops to be jumped through on a one-off basis, but rather as tools which you can continually revisit, especially in quarterly and annual review and planning meetings

STEP ONE: DEFINE THE CHANGE YOU ARE WORKING FOR

The best place to start is with the results you are seeking to achieve in the external environment. Your strategic plan will provide strong guidance on this. An organisation sometimes has more than one focus, and before you can start with outcome mapping you need to agree what is the change (result) you are seeking to bring about, because the outcome mapping will be specifically targeted to this. Some current examples from existing AcT partners include:

- Improved governance in the forestry sector
- Improved access to water and sanitation
- Reduced maternal mortality
- Improved quality of education

Drawing a logic model (see pages 6 and 7) will help clarify for you some of the cause and effect relationships

STEP TWO: UNDERSTAND AND MAP THE POLICY CONTEXT

One of the weaknesses in much development planning is to focus so much on the technical elements within a sector or an issue, that the wider political economy around decision making gets pushed into the background. Act works in partnership with the Overseas Development Institute in London, and one of their key contributions to understanding how changes happens is from the RAPID programme, which stands for Research and Policy Influencing in Development³. The following diagram is one way to think about the relationship between evidence and decision making.

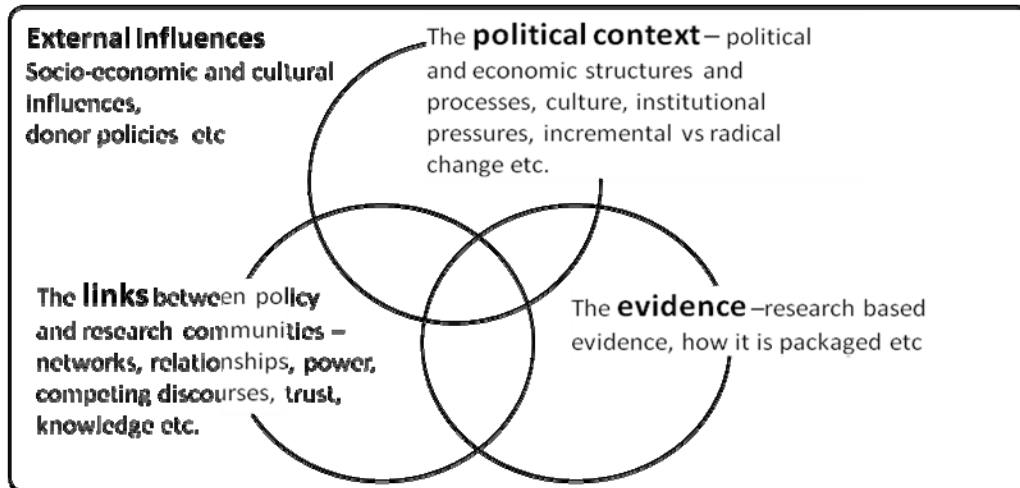


Diagram from: Court, J; Hovland, I. and Young, J. (2004). *Bridging research and Policy in International Development: Evidence and the Change Process*. London: ODI.

It is interesting to think about the overlaps between the different circles. How far are political decision makers influenced by research evidence? What organisations or stakeholders fit into that overlap? Many CSOs operate in the 'links' circle – helping through research and documentation to create evidence, through work at community level to empower citizens to make demands on decision makers and so on. What would you place in the overlap in the centre?

In terms of planning for change, it is important to be familiar with all the major dynamics which have a bearing on the change/s that you are seeking to bring about. Often they are understood 'implicitly' within an organisation, but not acknowledged and made explicit – which can be why an organisation suffers a dip in performance when key personnel leave.

It will help you to be able to answer these questions:

- **The external environment:** Who are the key actors? What is their agenda? How do they influence the political context?

³ For further information see www.odi.org.uk/work/programmes/rapid

- **The political context:** Is there political interest in change? Is there room for manoeuvre? How do politicians and the senior ranks of the civil service perceive the problem?
- **The evidence:** Is it there? Is it relevant? Is it practically useful? Are the concepts familiar or new? Does it need re-packaging?
- **Links:** Who are the key individuals? Are there existing networks to use? How best to transfer the information? The media? Campaigns? MPs?

Sometimes it can be helpful to draw a physical map of some of the relationships. Here is an example, which looks at which stakeholder connects to which other stakeholder, and how, in the context of support to child protection:

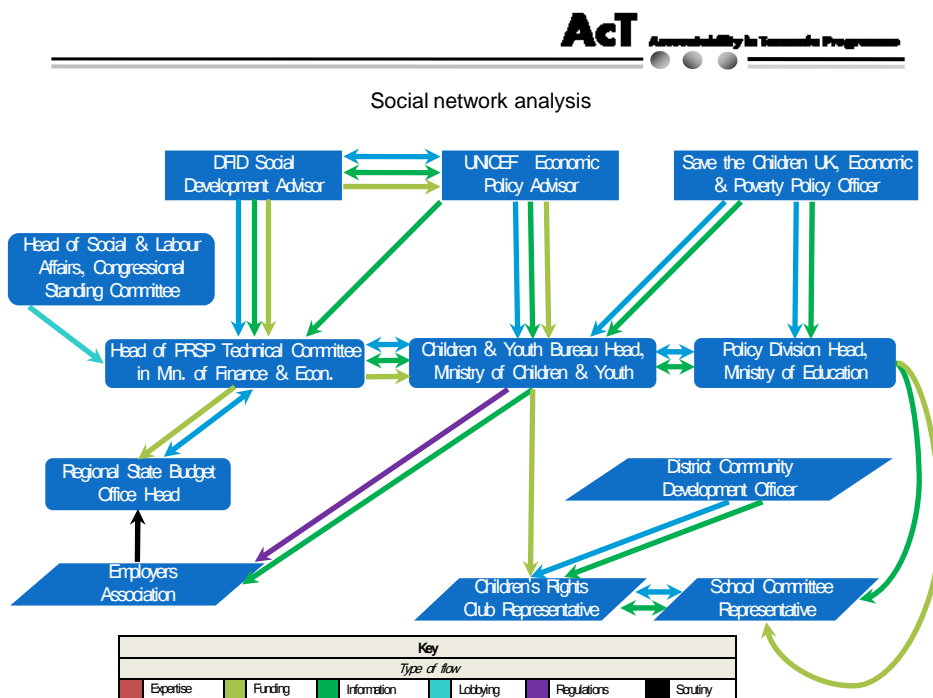


Diagram from Nicola Jones, ODI

Another alternative would be to map out the dialogue structures between government and DPs, and to which some CSOs have access – all the various working groups and meetings. Who attends what? Where are which decisions made? What about district level decision making? What is the relationship between the council and the executive? Where are key decisions made there? What are the possible entry points?

Quite how much information and detail you need to record and discuss at this point, is up to you and your team. Sometimes you will find it helpful to be aware of this step, the questions it asks, and the possible mapping tools, and return to them later in your planning process. Sometimes you will find there are gaps in your knowledge and understanding, and you will need to go and find out some answers. That's not a



problem – it will contribute to a better plan in the end, and better to acknowledge a gap and then fill it, than pretend its not there...

STEP THREE: IDENTIFY YOUR STAKEHOLDERS

The mapping exercise above will have drawn attention to a variety of actors who you will need to pay attention to.

It will be helpful to think more about those stakeholders and analyse their agenda, motive and the strategies they use to exert the influence they have. A good **TOOL** to use is to complete the following table:

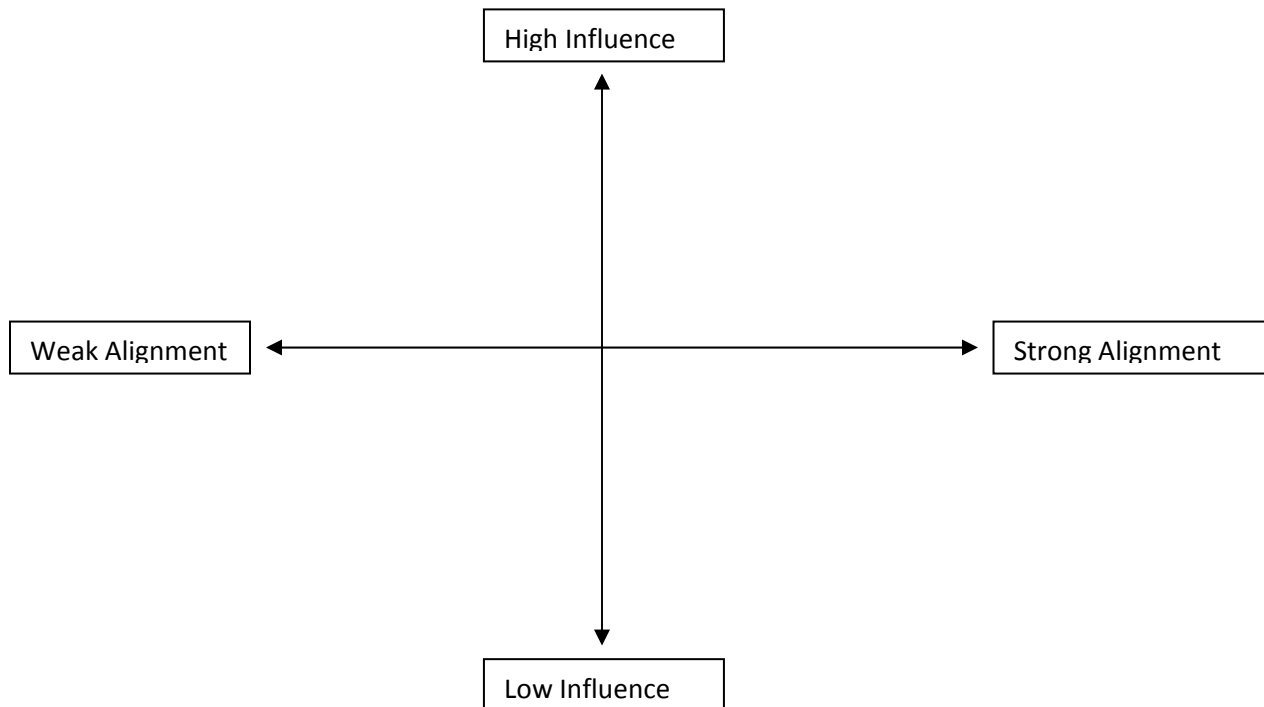
Stakeholder	What is their agenda? What are they trying to achieve? (remember to look beyond the formal 'constitutional' role and what they actually do...) What motivates them?	How do they exert their influence? What kinds of things can they do?	What and who influences them? Formally? Informally? How?
Examples only...			
District Officials (be specific if it helps)			
Communities where we work			
The Media			

As before, if there are gaps in your understanding, note them down as information that you need to find out. The more detail you are able to add here, the more specific and accurate your planning can be. For example, in general terms, you might think that district commissioners have an important influence on the issue you are concerned with. If that's the case then list them in the first column and note down what you can about them.

At a later stage, if you know you are going to be working in a particular district you may have a particular individual in mind. That may help you to be more specific about the interests of that particular district commissioner. For example, are they in their home area? Does that individual have a good understanding

of the issue you are concerned with? Are they ambitious to get promoted away from the area? These kinds of issues (alongside many others) that will influence how that particular DC will respond to the work you will be doing.

Another useful **TOOL** is the Alignment and Influence Matrix (AIM)⁴. This can be good for understanding better the how the various stakeholders are positioned with regard to your concern. It also helps you to focus on who are the most important stakeholders to try and influence.



The way to use this tool is to draw the diagram above on a sheet of flip chart paper. On post-it stickers or cards write the stakeholders that are involved in your issue (relevant line ministry/ies, relevant central ministries, DPs, other CSOs, district officials, MPs, communities etc). For each one decide how much influence they have – if it is low put it towards the bottom, and if it is high put it towards the top. Then decide how well aligned they are to your issue – if it's weak put it to the left hand side, and if it is strong, put it to the right hand side.

At the beginning of the process, what is usually observed is that those with high levels of power and influence either are poorly aligned, whereas those with low levels of power (such as activists within communities) are very interested indeed, but their views do not influence decision making.

⁴ This has been developed from ROMA's AIIM Matrix - <http://www.odi.org.uk/resources/details.asp?id=1127&title=become-policy-entrepreneur-roma>

The challenge in terms of your project, programme or organisation, is to move organisations from where they currently are to the top right hand corner of the diagram, and keep them or convert them to being positive to your viewpoint. You can have some interesting discussions about what needs to be done to make these changes happen, and we'll return to that in more detail below under strategies.

If you find after this analysis that you have placed a high proportion of stakeholders as having high interest (and agreeing with you!) and high influence, you have to ask yourself again 'then why isn't change happening?' which may well take you back to looking at step two and the earlier part of step 3 again – perhaps there's something missing in your understanding of the political economy of change, or there are powerful stakeholders you haven't put on the chart.

A key final step here is to identify your 'Boundary Partners' – they are the stakeholders that you work with directly and whose attitude and behaviour you will seek to change in the course of the work supported by AcT. Often the exercise above you will have identified perhaps up to 20 stakeholders, but you don't need to monitor all of them. Just choose about 5-8 who will be really critical to the success of the work – they need to be the ones that if you track carefully what is happening with them you will get a real window into the nature of the change you are contributing to.

STEP FOUR: IDENTIFY THE DESIRED CHANGES IN YOUR BOUNDARY PARTNERS

This can be one of the most liberating parts of OM. It is your opportunity to think through what truly transformational change would look like in the attitude and behaviour of your boundary partners. It's not just a case of describing a programme component and setting a realistic target (eg 60% of schools have a functioning school committee), but asking yourself 'if this programme really succeeds and does everything we want it to do – how will so-and-so be acting?'

What is also really empowering is that you can do this work with the full participation of different boundary partners. For example, if your programme is to strengthen the accountability and responsiveness of service delivery in health at district level, try asking ordinary citizens what the ideal would look like when they go to their district hospital, or when they raise the issue of women dying in childbirth with their elected councillors. This can help to break down some of the power relations which inevitably exist between 'experts' running a development programme and its 'beneficiaries' – as 'beneficiaries' know what they really want in their schools, clinics and communities, but might struggle to understand the concept of 60% or what outside experts mean by a functioning committee⁵. Using outcome mapping relatively disempowered stakeholders can fully contribute to identifying the desired changes.

⁵ Let alone whether the fact of a committee meeting X times a year as planned and keeping minutes actually has much bearing on the work of the school, health centre and so on...

Begin by discussing the 'outcome challenge' which describes a single boundary partner, what they will be doing and how they will be behaving if your programme really takes off and succeeds in all that you hoped for. In the end you want to write this up as a few sentences or a short paragraph.

Here are some examples:

- **Village governments** work with Village Assemblies, especially poorer members and women, to develop village land use plans and village land forest reserve management plans in line with the concept of sustainability. Plans are implemented and regular updates are provided on the implementation of land use and forest management plans and issues that arise are discussed during Village Assembly meetings. Data on village revenue gathered from natural resources and its expenditure is shared in Village Assembly meetings, decisions are made on how to disburse these funds at the Village Assembly meetings and information is publicly available through e.g. posting on village government notice board. Resources are allocated for forest management activities. Village governments are also supporting the sustainable management of adjacent central and local government forest reserves on the basis of equitable joint forest management agreements. They have good relations with other authorities such as the District Forest Office and the Forest Surveillance Units and are confident that they would receive support from relevant law enforcement agencies to address illegal forestry activities should the need arise.
- **Media** partners with genuine concern for mothers dying or sustaining injury during pregnancy and delivery as well as concern for newborns. Media that is interested in investigative journalism and reporting on the findings either through airing documentaries, Radio, TV and Newspaper Features. Media interested in presenting situations of public interest backed by real evidence to the general public through presentation of real well researched case studies. Media who are willing to create forums for people to air their voices as a result makes leaders more accountable.
- **MPs** have clear agendas and plans for their constituencies and should continuously monitor the progress of implementing these plans as well as the overall government plans. They are in touch with their constituencies and provide platforms for dialogue, are able to identify the priority needs of their constituencies and aim at finding solutions for them, including articulating them in Parliament. There is regular attendance of sessions and the relevant Sectoral Committees, influencing public policy to address them, finding supplementary funding for addressing them if necessary, and working to influence donor funding priorities.
- **NGO Partners/Campaign Members** become respected, effective, and self-motivated watchdogs of forest conservation in Tanzania. They become politically savvy representatives of communities and forests and form relationships with key members of government at local and national levels. Additionally, they effectively use the media, political space (such as village assembly meetings) and evidence gathered through their forest governance monitoring program to draw attention to forest governance failures and pressure all levels of government to improve forest management,



community participation in forest management, and the level of benefits received by forest adjacent communities from forest conservation.

When it comes to writing your own outcome challenges, try not to be influenced by those above – but think through from scratch what you are actually looking for...

STEP FIVE: DEVELOPING PROGRESS MARKERS

Progress markers can be thought of as indicators for Outcome Mapping.

Conventional indicators and targets which most people are familiar with making SMART (Specific, Measurable, Appropriate, Realistic, Time-bound), are very good for clear major steps, such as immunisation coverage, enrolment rates and so on, and are very good measuring progress in a log-frame format – for example, more classrooms built, more children enrol in school, more children complete primary education, better educated population.

However, Progress Markers are more informative than single indicators. They can measure different kinds of change from the quite small to the really transformational, and they capture change in a single boundary partner, which is helpful when trying to bring about change in a complex environment. The kinds of things that are measured can be quite small – the way people talk about an issue, or changes in the way something is done, This is important, because quite often programme officers working ‘in the field’, or advocacy staff working with ministries or donors pick up a subtle change: it’s the kind of thing that the staff member may chat about when they return to the office, but because it doesn’t ‘count’ in terms of conventional monitoring, the observation rarely finds its way into a formal report – even though it might be indicative of significant change starting to happen.

It’s also important that boundary partners and community members themselves can be involved in assessing the nature of change taking place – especially if they have participated in writing the outcome challenges. They may be the first to notice changes taking place.

Outcome mapping has progress markers at three levels: love to see, like to see and expect to see.

Level (with possible Kiswahili translation)	What does that actually mean?	How will I get the material to put here?	How many progress markers do I need? NB you need these for each boundary partner you have chosen
Love to see Mageuzi	These capture the really transformational change from your work	Derive it from the outcome challenge	3-4 – a small number because these are the changes you are least likely to achieve – but

			they are very helpful in assessing whether you are on track
Like to see Mabadiliko/ Maendeleo	These are the kinds of changes you will see if your project/programme is starting to take off; if its achieving traction; starting to take on a life of its own as boundary partners seize opportunities arising out of the work	Your knowledge (and /or your boundary partner’s knowledge) of how they will know if the project or programme is working and change is starting to happen	6-8 – You need more detail here, to pick up on the complexities and diversity of change, to help you learn better about what is working and what is not
Expect to see Matarajio	These capture the change that you would really expect to see given that you are funding project/programme activities. What are the first steps you would see in your BP if they were on the road towards achievement of the outcome challenge?	They are similar to outputs. eg if you are training people to understand government budgets, at the end of the training you would expect people to be able to do some basic budget analysis	3-4 – a small number because, if you are implementing a project/programme reasonably efficiently you should start to be achieving most of these by the end of the first year

Don’t confuse expect to see/like to see/love to see with short/medium and long term change. It’s true that the expect to see are what you are likely to see first, as part of the inception phase of your work, but it doesn’t then follow that like to see will be 2-3 years down the line, and love to see beyond that. Change rarely takes place in that linear kind of way, and, without being too cynical, how many development projects and programmes ever really reach the level of being transformational?

On the other hand, sometimes change can take place fast in an unexpected way, and you might reach elements of the ‘love to see’ early on in your work, if your contribution exactly meets needs of the different stakeholders, especially if there are other broader changes going on in the development context. Having some progress markers of what you would love to see can also be a good way of checking on a regular basis whether what you are doing gives the best possible chance of transformational change taking place – and hence making alterations to your plans if helpful. In this way, ‘love to see’ is very different from a conventional target.

Here is one example of a set of progress markers, written for a natural resource (NR) management programme:

The program EXPECTS TO SEE communities:
Having access to more information concerning: their rights and obligations; the role of citizens and their institutions in NR governance; NR policies, laws and practices; the relevant authorities for addressing grievances or demands; and options for community participation in NR management
Receiving more information concerning communication gaps and challenges including: the value of inclusive participation (e.g. of women, youth, minority groups, the poorest, and the vulnerable), and identification of relevant ways and means of communication
Engaging in developing information about the value of NR as a resource for rural development
The program would LIKE TO SEE communities:
Making use of new and existing communications channels (within, up, down, and laterally) and targeting specific grievances and demands
Using customary and other local level institutions to effectively advance pro-poor NR management solutions
Increasingly well organised, collaborating and contributing human resources to setting up and managing NR groups and networks
Calling on external expertise (for training, accessing legal advice etc) when developing NR management arrangements
Increasingly holding local level institutions, village governments and other LGA to account in NR management matters and demanding justice in NR governance
Demanding to participate in NR governance processes (policy making, LGA decision making etc)
The program would LOVE TO SEE communities:
Successfully influencing national policy formulation and dialogue through full and inclusive citizen participation, with due attention paid to inclusion of women, youth, minority groups, vulnerable groups and the poorest.
Being accountable to citizens for local level decisions regarding natural resources governance (e.g. village land administration, forest, fisheries, land and wildlife management)
Collaborating to successfully protect citizens rights to control their natural resources and to visibly and equitably benefit from these resources

The Annex contains some additional examples of progress markers for the different levels. There is also a checklist of what to look for in assessing progress markers.

STEP SIX: ESTABLISHING ENTRY POINTS AND DESIGNING STRATEGIES

It's helpful at this point to look back at steps 2 and 3 – the mapping of context and identification of stakeholders. Consider the various factors that have driven the different stakeholders to their position and constrain or open up their ability to change. Looking specifically at step 3, do you need to change that stakeholder's opinions and attitudes towards your issue? Do you need to increase the influence of a stakeholder (often grassroots communities) so that those with decision making power listen to that stakeholder's opinion?

In some cases, you may be thinking of targeting a particular specified issue – a piece of draft legislation, a particular procedure (eg land titling), a forthcoming policy review which you see as an opportunity to bring about change. In this case it might be useful to think of the following questions:

- What are the forces for and against achieving this change?
- What are their relative strengths?
- What is the level of influence you have over each of them?
- What does this imply should be done?

In each case, the strategy is likely to be different. For example, if you are trying to change a Ministry's position, the strategy might need to provide evidence in a format that is 'user-friendly' to the particular decision maker – remembering that politicians are not always swayed by the apparent logic of a technical viewpoint; popular pressure might be more important to them. If you are trying to increase the influence of grassroots perspectives on decision making, the strategy might be more about community mobilisation.

Strategies can be thought of as 'bundles of activities' – so if you have a strategy to strengthen the evidence base, the activities involved could include carrying out research, partnering or contracting with another organisation to carry out research, developing an advocacy strategy, formulating the research findings in a way which is useful to different audiences etc etc. Again, if the strategy is community mobilisation, you might have activities around information sharing through community radio, publications, study circles, training, exchange visits, and so on.

In some ways, this work is the most familiar part of programming – it is the activities which need to be budgeted and which will form an important part of any funding proposal. However, what is important here is the thinking through and justification for all the activities and strategies. The bottom line is that they are only as good as they bring about the kinds of change you have identified in your outcome challenges, and your programme markers. Be wary of routine approaches 'we'll carry out trainings' (because 'awareness raising is always good/ that's what we are good at') and always think through what is going to be most cost effective – for example meetings and workshops are relatively expensive, and so are not necessarily best

used just for information dissemination (think of other options like publications, radio programmes etc), but may be the only realistic option for bringing stakeholders together for discussion and joint decision making.

STEP SEVEN: ANALYSING INTERNAL CAPACITY TO EFFECT CHANGE

This step looks internally into your organisation to assess whether you have the capacity to carry out the strategies you have identified efficiently and effectively – and also to go beyond just the immediate to thinking through whether you are becoming or maintaining your role as a leading edge organisation, or have slipped into a less challenging way of working which is more routinised and ‘what we’ve always done’.

The kinds of questions it’s good to ask yourself are:

- Do we have the kinds of capacities we need? Do we have adequate numbers and skills of staff?
- What type of influencing skills and capacities do we have?
- In what areas are we using them most effectively?
- What would have made us more effective?
- What made us less effective than we could have been?
- Are the necessary systems and policies in place, adhered to, and redesigned as necessary?
- Are we pro-active in seeking new ideas, opportunities and resources?
- Do we adhere to the values of our organisation?
- Do we experiment to remain innovative?
- Do we engage in organisational reflection?
- Do we seek feedback from key informants?
- ... don’t limit yourself

A good format for thinking about organisational capacity is the SWOT analysis:

Strengths (ie things which are internal and current)	Weaknesses (ie things which are internal and current)
Opportunities (ie things which are in the external environment and are dynamic /changing)	Threats (ie things which are in the external environment and are dynamic /changing)

Here’s an example of one done by an AcT partner:



The findings of this analysis are very important for how you continue to refine your programme planning and strategies. If you feel you don't have the relevant staff capacity, then how can you obtain it? Recruitment of new staff? Training of existing staff? (in which case how? – Short course? Long course? Mentoring?) If you don't feel your organisation is innovative enough, what could you do? What incentives are there in the organisation to promote innovation? – either formally in performance appraisals, or informally in just the kind of behaviour that seems to be valued in the office...

In this way, Outcome Mapping sees organisational capacity and development as integral to bringing about change – its not just an add-on relating to 'core costs' that some donors don't like to see in a funding proposal as they think they can take it as a given that you have the capacity to do what you say you can do, and don't need to change and evolve to become more effective.

STEP EIGHT: DEVELOPING TOOLS FOR MONITORING AND LEARNING

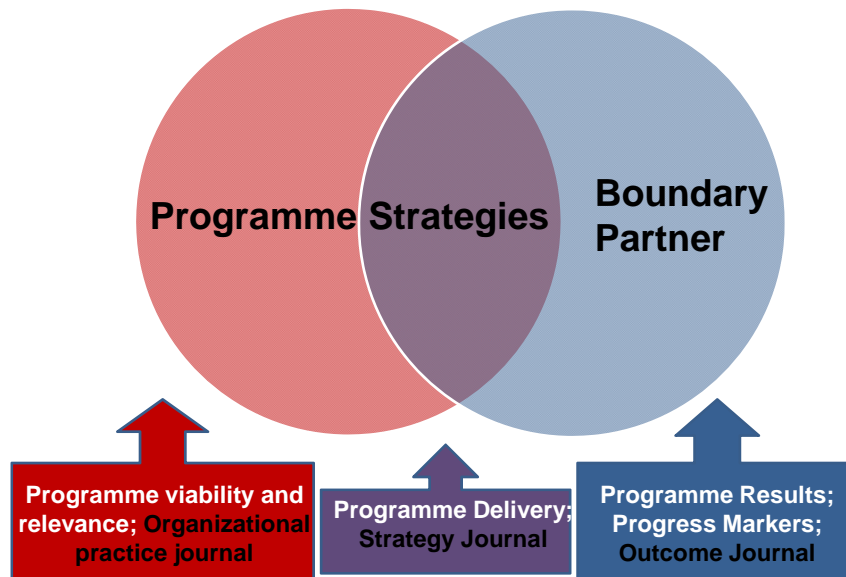
Many organisations are now seeing the need to strengthen the way they report on results, but unfortunately this is often more driven by demonstrating accountability to donors, than it is by a genuinely felt need to improve organisational effectiveness.

When the issue is only accountability to donors (or to HQs for international organisations) the preferred solution is often to appoint an M&E officer, expect them to take care of it all, and to cut off monitoring from learning within the organisation.

With outcome mapping three kinds of records are useful, as shown in the diagram below:

- Outcome Journal – to monitor progress with progress markers
- Strategy Journal – to monitor the effectiveness of strategies
- Organisational Effectiveness Journal – to monitor the effectiveness of your organisation

Influencing Outcomes: kinds of monitoring



In each case the important point is the discussions around the completion of the journals – with a view to sharing understanding across the organisation and improving and refining the work you do. Whilst you do need to report to Act, that is not an end in itself.

The format of the outcome journal is meant to make it very easy to use in the field. Here is a sample:

Work Dating from/to
Contributors to Monitoring Update:



Outcome Challenge:		
EXPECT TO SEE (matarajio)	Outcome Marker	Details of what observed
0 0 0		
0 0 0		
0 0 0		
0 0 0		
LIKE TO SEE (mabadiliko / maendeleo)		
0 0 0		
0 0 0		
0 0 0		
0 0 0		
LOVE TO SEE (mageuzii)		
0 0 0		
0 0 0		
DESCRIPTION OF CHANGE		
CONTRIBUTING FACTORS AND ACTORS		
SOURCE OF EVIDENCE		
UNANTICIPATED CHANGE		
LESSONS/REQUIRED PROGRAM CHANGES/REACTIONS		

You would complete one of these (or an adaptation of it, which is more suitable for your organisation) for each of your boundary partners, with all of the relevant outcome challenges and progress markers agreed earlier. Run off multiple copies and make them available for all staff.

For a programme officer going to do field work, what they do at the end of each day /few days is to complete one of these forms. The circles on the left can be shaded in: one circle where s/he has seen evidence of this progress marker in, say, about a quarter of the places visited/ meetings attended etc; two circles when the progress marker is being achieved in a widespread way (at least half the sites); and all three circles when it is fairly comprehensively observed. The third column is the opportunity to jot down a



few notes to jog the memory in the future. Where something particularly exciting important or challenging has been observed it can be very helpful to supplement this form with a few paragraphs telling the story of the change that has been seen.

These forms can be very helpful as they provide a very structured way for field officers to report back in detail what they have been observing – the kind of information that can get lost in some more output only type of reporting of meetings attended, people seen, publications distributed etc.

These forms are submitted to whoever is responsible for monitoring and learning, and when the organisation comes together for its regular meetings (eg quarterly) they are compiled together to see what overall picture emerges. Discussion can be focussed on whatever the team feels is most interesting:

- Why do we seem to be achieving progress with this boundary partner, but not so much that one?
- Why do we seem to be achieving progress in our work in these districts, but not those districts?
- That key stakeholder seems to have really changed their opinion of our issue? What do we know about what brought this about? How can we build on this?
- Are there any stories that need to be written up and documented in full here, either because they are great successes, or because they weren't but we've learned a lot?
- In each case the issue is about reflection, building up a common understanding and thinking through what could be done differently and better in future.

Here's an example of a strategy journal – which can be used in a similar way to the outcome journal in regular monitoring meetings. You need a separate form for each strategy. Again, forms would be filled in by different staff members in advance of the meeting, the observations and findings collated together (it could be done at the meeting, but this could make the meeting rather long!), and discussion would then focus on understanding what is working, or not, and why – and hence any changes which could usefully be made.

STRATEGY JOURNAL
Work Dating from/to:
Contributors to Monitoring Update:
Strategy to be Monitored: (eg Media engagement; community mobilisation)



<p>Description of Activities (What did you do? With whom? When?)</p>
<p>Outputs</p>
<p>Effectiveness (How did it influence change in the key partner(s))</p>
<p>Lessons</p>
<p>Required Programme Follow-up or Changes</p>
<p>Date of Next Monitoring Meeting:</p>

An organizational practice journal would follow the same format. Agree at a planning meeting the elements of organizational practice that you want to keep track of, and then follow them up systematically at meetings. The SWOT analysis done earlier will be a good starting point for deciding what needs to be monitored.

<p>ORGANIZATIONAL PRACTICE JOURNAL</p>
<p>Work Dating from/to:</p>
<p>Contributors to Monitoring Update:</p>
<p>Organizational Practice to be Monitored: (eg are we adapting and innovating sufficiently to ensure we remain a 'leading edge' organization?; are our financial practices in line with good practice and enabling efficient roll-out of activities?)</p>



Description of Activities (What did you do? With whom? When?)
Outputs
Effectiveness (what change did this innovation/ adherence to good practice bring about?)
Lessons
Required Follow-up or Changes
Date of Next Monitoring Meeting:

ENDNOTE

We hope you've found this manual useful and self-explanatory. If you would like further information, please don't hesitate to get in touch with...

We would welcome any feedback on parts you have found useful (or less so...) so that we can improve future versions of this manual. In particular, we would like this work to continue to be innovative and dynamic, so please let us know about any changes, adaptations and improvements you have made in these materials and approaches so that they can be shared more broadly with others.

FURTHER READING

The use of OM to support and strengthen accountability work by CSOs is still a relatively new field, and this resource guide should be seen as work in progress. This Resource Guide will be updated to incorporate experiences from Act's partners.

For the most up-to-date information on ROMA and other tools for policy influencing, see the RAPID (Research and Policy in Development) section of the ODI website: <http://www.odi.org.uk/rapid>. The following sources also provide useful material on OM:

Young, J. and Mendizabal, E. (2009), *Helping Researchers Become Policy Entrepreneurs*, Briefing Paper 53, London: ODI, available at <http://www.odi.org.uk/resources/details.asp?id=1127&title=become-policy-entrepreneur-roma>.

A guide to assessing our contribution to change: <http://www.actdevelopment.org/files/IA-Guide-eng-v1.pdf>

The barefoot guide to working with organisations and social change: <http://www.barefootguide.org/>

Outcome Mapping: building learning and reflection into development programs (free download and online version available on IDRC web site ([here](#)):

http://books.google.co.uk/books?id=PzmzpCYlrQC&dq=outcome+mapping+manual&source=gb_s_navlinks_s

Earl, S., Carden, F. and Smutylo, T. (2001) *Outcome Mapping: Building Learning and Reflection into Development Programs*, Ottawa: IDRC.

Smutylo, T. (2005) *Outcome mapping: A method for tracking behavioural changes in development programs*, ILAC Brief 7.

ODI (2004). Bridging Research and Policy in International Development: An Analytical and Practical Framework. RAPID Briefing Paper 1, October, London .

http://www.odi.org.uk/RAPID/Publications/RAPID_BP_1.html

Nash, R., Hudson, A. and Luttrell, C. (2006). Mapping Political Context: A Toolkit for Civil Society Organizations., London: ODI.

http://www.odi.org.uk/rapid/Tools/Toolkits/Mapping_Political_Context/Index.html

The Accountability in Tanzania Programme (AcT) is an initiative funded by UKaid from the Department of International Development. AcT seeks to work with civil society to strengthen their capacity to demand the delivery of quality services and efficient and accountable management of public resources.

To find out more please visit our website at www.accountability@or.tz