

The Salvation Army
Global Organisational Capacity Building Initiative
End of Project Evaluation

Final Report

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Abbreviations

CHQ	Command Headquarters
CPMS System	Community Project Management and Support System
GCDE	Global Community Development Evaluation
GOCBI	Global Organisational Capacity Building Initiative
IHQ	International Headquarters
IPDS	International Projects and Development Services
THQ	Territorial Headquarters

What participants had to say about the Global Organisational Capacity Building Initiative ¹

'There has definitely been a change, before we used to engage with communities but not systematically.' (Implementing Territory, Project Officer)

'The workshop (Tools for Community Development Workers) was excellent to help this talent come out. The participatory approach of the workshop helped participants see that they have their own skills and expertise, they felt empowered. That they could do it and their skills just as good as others – but these people need to be encouraged and developed'
(Support Office, Project Officer)

'Projects are better, they have clearly improved. However, we still need to be more intentional on community development project quality. We now have the foundation (CPMS and Tools) but there is a need to intentionally build on it.'
(IHQ Programme Resources, Senior Leader)

'Projects are better, they have clearly improved. Projects are more strategic. They involve the community more' (Zonal Office, Staff Member)

'There is a gap between the practice of using tools, doing an assessment and then getting this onto paper as a good design.' (Support Office, Project Officer)

'A key to growth of community development work has been the involvement and support of leadership' (Implementing Territory, Project Officer)

What participants had to say about using the Tools for Community Development Workers

'Highlights the part of the Salvation Army mission 'serving suffering humanity'. In the past we have trained preachers and church leaders but have not put the same effort into community development. Tools for Community Development Workers highlights this element of integrated mission.'

(IHQ Programme Resources, Senior Leader)

'In one Implementing Territory a health project employed professional social workers but they were not connected to the community. Using the Tools for Community Development Workers has helped them feel more engaged as community development workers'

(IHQ Programme Resources, Project Specialist)

Communities are aware that the Salvation Army is more than a church, that the Salvation Army is very much concerned about their whole lives and not just spiritual aspects' (Implementing Territory Project Officer)

'The approach means that you have to talk about just about everything. It is not "I'm doing an HIV and AIDS project- I'll ask questions and you answer them". With Tools you end up knowing

¹ These quotes are taken from the web survey, the key informant interviews and the territory/country visits.

a lot about them. And they end up knowing a lot about you. However, this only happens where we have a community development project and we do not have many'
(Implementing Territory Project Officer)

'I use the Tools for project monitoring and evaluation, especially useful is the self-assessment form'
(Implementing Territory Project Officer)

'There has been a shift from providing to development. The Salvation Army projects were the intervention of the project officer. Now they are from the community and the Project Officer participates in the community'
(Implementing Territory Leader)

'We feel that we are now working at a different level' (Implementing Territory Project Officer)

'It is now not just the Corps Community but the broader community. Project quality is better because of this and projects are better than before' (Implementing Territory Leader)

'Tools has helped in taking a more participatory approach. There has been a big improvement, far more community consultation' (Support Office, Project Officer)

'In two Implementing Territories that I've recently visited most projects not using Tools for Community Development Workers, but they do know about it, some had used them at the beginning of the project but not using anymore, a problem of keeping it going'
(Support Office, Leader)

'A positive sign of change is that we are getting a push back from Implementing Territories on donor Call for Proposals. The implementing territory saying they have to consult the community about the proposal and want to develop it with the community.' (Support Office, Senior Leader)

'It changes a culture, the Salvation Army is very pragmatic, and it's about going out and meeting people's needs. Seeing change where PO role is now more about going to discuss something with the community rather than to give something, handout something' (Support Office, Senior Leader).

'We have seen improvements in proposals but not universal, it will take time'
(Support Office, Project Officer)

What participants had to say about using the CPMS System knowledge and skills

'People are beginning to see that a project is not just a one man or two man show but to meet real needs and leading to real benefits the community need to be consulted. CPMS formats support this'
(Support Office, Senior Leader)

'The CPMS System training helped in raising the profile of community development, that it is integral to the Salvation Army, that the Salvation Army is not just a spiritual but social institution. The community development is important to the Salvation Army mission'
(IHQ Programme Resources, staff member)

The CPMS System passes more ownership to Implementing Territories, the process of approval spreads the onus of responsibility for quality projects to Implementing Territories.

(IHQ Programme Resources, Senior Leader)

'People were on board very quickly which suggests how useful it is to them'

(IHQ Senior Leader)

'Now we are more cohesive in the way we work' (IHQ Programme Resources, staff member)

'The CPMS System is helpful, serving communities well' (Implementing Territory leader)

'Our Project Officer learnt how to write proposals, using the manual and implementing it'

(Implementing Territory Leader)

It is early days for CPMS System but it looks like the questions are getting people to think about what a good proposal looks like'

(Support Office, leader)

'One very positive change is that I, as Support Office, can see a portfolio of projects, gives a better picture of opportunity where funding is needed. If I need a project in Brazil then I can look on CPMS System and see what is available'

(Support Office, Projects Officer)

'Quality has improved but still a lot to do. Reporting could be a lot better. The CPMS System reports are not good enough to present to donors, have to ask for more important information, especially for larger donors.

What participants had to say about the most significant changes made in their communities by using the skills.

'Communities had become dependent not seeing their own capabilities and resources. This has changed. The community have learnt that they are a partner with something to give, it is not just about receiving'

(Implementing Territory, Project Officer)

'We get more support from the community, we listen properly to the community and the community feels we understand them'

(Implementing Territory, Leader)

EXECUTIVE SUMMARY

The Global Organisational Capacity Building Initiative was a five year project undertaken by the Salvation Army in 2007. The total funding for this project was US\$ 1,566,740. The majority of the funding was from NORAD for US\$1,122,620 with approximately US\$444,120 provided by a number of other donors. The primary aim of the project was to strengthen the Salvation Army's community development initiatives in its Implementing Territories so that results could be improved across its community development projects. The project focused on adopting a more systematic approach to project management and community development work which included:

- The training of local Project Officers and associated staff in basic community development in the Implementing Territories;
- Strengthening, extending and revising the current Project Cycle Management system to address the weaknesses and risks identified in the Global Community Development Evaluation Report of 2005.

Improvements and revisions were made to the existing project cycle management system which resulted in the Community Project Management and Support System (the CPMS System). At the same time a set of tools was prepared² to develop and strengthen the community development skills of Project Officers and associated project staff within the Implementing Territories. Between 2007 and 2012 **more than 900 staff were trained in 55 workshops** to build staff capacity with the intention of ensuring that each implementing territory would be able to use the CPMS System to strengthen and manage their projects effectively and enhance their community development work.

The GOCBI project was successful in that it improved levels of skills and knowledge across territories and zones to an intermediate level³. There is clear indication that both Tools for Community Development Workers and the CPMS System are being used, the latter with regularity, leading to improvements in project design. There appears to be a shift in the Salvation Army's understanding, at all levels of the organization, of the need to engage communities in project design. The evaluation found active community involvement in community development projects in most of the territories that participated in the web survey and territory visits. Many spoke of the richness of engaging with the community by using the Tools for Community Development Workers. In addition, staff could see that the CPMS system led to greater transparency and presented a more systematized approach to preparing a proposal and managing a large portfolio of projects.

Knowledge and understanding

- **Overall progress has been made on improving knowledge and understanding** with the majority who took part in this evaluation achieving intermediate to advanced levels of understanding/use of Tools for Community Development Workers and the CPMS System.
- **There were increases in levels of confidence for those using the tools for community development workers and the CPMS System**
- **Sustainability** was being achieved through staff passing on what they had learned in the workshops.

² The materials available from Tearfund formed the basis of the Tools for Community Development Workers.

³ This is based on the web survey carried out.

Project Design

- **There have been improvements in project quality and ownership.** The approval boards in the CPMS System allows for an exchange of views and experiences that can be fed back to the project.
- **More projects are being supported by the Salvation Army that are ‘community initiated’ rather than ‘donor initiated’.** The CPMS System has encouraged Implementing Territories to put forward projects that they do not have a donor for. The CPMS System allows Support Offices to match projects with funding opportunities rather than funding opportunities creating projects.
- **CPMS System provides a structure for project proposals formats with consistent definitions-** the evaluation found clear evidence that the CPMS System project concept notes, proposals and report formats are acting as a helpful checklist and shows those new to community development how to write a basic proposal.

Identifying and meeting human needs through grass roots initiatives

- **There appears to be a better understanding of the community** Where the Tools for Community Developments have been used the evaluation found Project Officers reporting they now have a better knowledge of the community. With a paradigm shift in understanding the community and a focusing on their priority needs.
- **Improved relations with communities** - the evaluation found evidence that where Tools for Community Development Workers has been used in a community then the community does become more aware that the Salvation Army is more than a church and is concerned about their whole life not just the spiritual aspects.
- **Recognition that community involvement and participation is crucial:** Both Tools for Community Development Workers and the CPMS System highlight that the community should be involved in projects. There appears to be greater community involvement in the process of project design and more communities partnering in the process to provide information and identify assets with certain activities appearing to be “owned” by the communities. The evaluation found evidence that where the Tools for Community Development Workers have been used the community has started to see themselves as partners not simply recipients.

Challenges

- **There are issues about the levels of community participation** with some communities possibly still at the level of giving information and being involved rather than at the higher levels of being in control of the design of projects, implementation and budgets. It is difficult to identify who in the communities are actively involved and to what degree beyond project identification and design. Now that there are some basic elements in place for community participation, achieving higher levels of participation could be something to aspire to.

- **It is difficult to say whether there have been improvements in meeting human needs “more effectively” than prior to the capacity building initiatives.** Although the Salvation Army is often working towards meeting the immediate human needs of communities, the evaluation did not find much evidence that the projects were addressing the root causes of these needs. The GOCBI initiative may need to give more guidance in this area

Recommendations

- **Develop and implement a quality assurance process in the immediate term for the Salvation Army Projects that will assure systematic and constructive technical review and feedback to Project Officers and Associated Staff on the quality of their Projects Concept Notes, Proposals and Reports.**
- **Improve the capability of Project Officers and Associated Staff use of technical good practice guidelines.**through using the CPMS system Database to share community development good practice in the Salvation Army and intentional learning from these practices.
- **Improve coordination** through IPDS having round table discussions with the Salvation Army Support Offices and Implementing Territory Project Officer to emphasise the Support Offices current role in the CPMS System to provide technical support to projects, and ensure that standards are applied equally to internal Salvation Army funded projects as to external donor funded projects.
- **Continue to develop the Salvation Army’s capacity and capability for future community development work**
- **Develop and implement a Global Community Development Work Strategy** that will articulate the Salvation Army's distinctive approach to community development work, what the Salvation Army aims to achieve through community development projects and how it integrates community development projects with other ministries to be part of One Army, One Mission, One Message.

1. Introduction

1.1 Background

In 2007 The Salvation Army undertook a five-year global organisational capacity building initiative with funding primarily by NORAD of US\$1,122,620. The capacity building project followed on from a Global Community Development Evaluation (GCDE) undertaken by John Morris and Associates Ltd between 2004 and 2005⁴. The GCDE concluded that there was some vital work to be done to strengthen the Salvation Army's community development initiatives in its Implementing Territories so that better results could be achieved by all community development projects. It identified certain areas that could be improved to ensure the effective management and implementation of community development projects. These included:

- training local Project Officers and associated project staff in basic community development in the Salvation Army's Implementing Territories
- strengthening, extending and revising the current Project Cycle Management system as a means to address the immediate weaknesses and risks in the system identified by the GCDE Report.

These two recommendations formed the basis of the 2007 Global Capacity Building Initiative (GOCBI). They related primarily to adopting a more systematic approach to project management and community development work. As a result of these recommendations in, International Projects and Development Services (IPDS) at the Salvation Army International Headquarters (IHQ) led the process on improving/revising the existing project cycle management system. This resulted in the Community Project Management and Support System (the CPMS System). At the same time they prepared a set of tools⁵ that would develop and strengthen the community development skills of Project Officers and associated project staff within the Implementing Territories. Workshops were delivered to build staff capacity with the intention of ensuring that each implementing territory would be able to use the CPMS System to strengthen and manage their projects effectively and enhance community development work. The goal and objectives for the GOCBI are set out in the NORAD Proposal which can be found at Annex 1⁶. Broadly the goal of the project is to effectively address the human needs of communities in the developing world. The objectives relevant to this end of project evaluation are:

- *to develop, strengthen the community development skills of Project Officers and associated project staff within the Implementing Territories;*
- *to fully integrate the new Salvation Army International Project Cycle Management System within Implementing Territories*

1.2 Overview of numbers trained and funding available

More than 900 people were trained under the GOCBI. A total of 19 workshops (seven through PD2717 funding) were held in five zones for Tools for Community Development

⁴ Include Reference to report

⁵ The materials available from Tearfund formed the basis of the Tools for Community Development Workers.

⁶ Project Proposal for GOCBI - NORAD Norway

Workers. In addition, 36 workshops were delivered in 36 Implementing Territories for CPMS System. The numbers attending these workshops was as follows:

Numbers Trained		
Zone	Tools for Community Development Workers	CPMS System Workshop
Africa	38	297
Americas & Caribbean	21	79
Europe	9	13 ⁷
South Asia	82	196
South Pacific and South East Asia	20	68
OTHER Americas & Caribbean under Project Ref: PD 2664 Indonesia: Numbers not available	162	
TOTALS	332	653

The total investment into the capacity building initiative was US\$ 1,566,740. The primary source of funding was from NORAD for US\$ 1,122,620⁸ with US\$444,120 from other sources.

1.3 The Salvation Army approach to developing the capacity building workshops.

The evaluators considered the approach taken by the Salvation Army in developing against good practice approaches for capacity building.

The CPMS System workshops were conducted at territorial level and the Tools for Community Development Workers were conducted at zonal level with the intention that those trained would train others and build the capacity in their Implementing Territories. The workshops ensured that there were opportunities to practice the skills and those trained in the initial workshops were encouraged to act as facilitators in follow on workshops and to train others.

Capacity building approaches that move beyond theoretical learning and include practical learning are recognised as critical to ensuring that learning outcomes are achieved and retention of learning is maximised as illustrated in the diagram below⁹:

⁷ The funding for this was under a different project reference: MS05 1804.

⁸ Other sources of funding Other sources of funding included: PD 2664 for US \$ 203,348 over four years; PD 2422 for US \$ 215,782; MS 051804 for US\$10,000 and MS 050109 for US \$ 14,990

⁹ National Training Laboratories, Bethel Maine.



In addition, what happens after the workshop and training events is critical to how knowledge is embedded and used. The combination of experiential learning together with the broader support available after the workshops is recognised externally as delivering more effective results that can help to ensure that participants use or apply what they have learned in their jobs. These are summarized in the table below.

Transfer of Learning¹⁰

Training components	Skills Attained	Transfer to Job
Theory +	10-20%	5-10%
Demonstration+	30-35%	5-10%
Practice+	60-70%	5-10%
Feedback+	70-80%	10-20%
Mentoring Coaching+ of participants	80-90%	80-90%

The Salvation Army approach in terms of building capacity during the workshops was designed to use good practice approaches such as inclusion of practical learning opportunities and the requirement to explain to others what has been learned.

In terms of follow on support, the NORAD proposal also contained the following objectives:

Under Objective 1 Tools for Community Development Workers in the proposal (p.9)

'To provide follow up with these Project Officers and associated project staff to explore how they have made use of the community development tools in their work within the first 6 months of attending the workshop; to discuss any successes and to advise on adjustments which could be made to achieve best practice.'

Under Objective 2 CPMS System in the proposal (p.10)

To provide continuous centralised support and guidance for these Project Officers and associated project staff to reinforce the implementation of the Project Management Cycle roles, responsibilities, systems and procedures

¹⁰ Adapted from: Joyce and Showers 1981. Joyce B and B Showers. 1981. Transfer of training: the contributions of coaching. *Journal of Education* 163(2): 163-172.

The Salvation Army clearly made an effort to consider what happened after the workshops. IPDS provided support to zones and Implementing Territories after the workshops although it was not possible to consider whether this was on an ad hoc basis or as part of an overall post workshop plan/strategy.

Broadly, the Salvation Army workshop approach and design fits well within the larger arena/context of capacity building which is moving towards use of more innovative approaches that encourages organisational change as well as individual skill development. Overall the design of the workshops is based on sound approaches and adopted good practice that were expected to deliver optimum outcomes.

2. This Evaluation

The specific purpose of this end of project evaluation was to examine the impact and value added of the Global Organisational Capacity Building Initiative (GOCBI) on local Project Officers, associated staff and their community development practice¹¹. The Terms of Reference for the evaluation can be found at Annex 2.

The evaluation specifically sought to find evidence of and assess:

- Impact on community development project design and implementation of the use of the training in Tools for Community Development Workers and the CPMS System.
- Overall increased capacity of local project officers and associated staff to identify and meet human needs through grass roots community initiatives and the difference this has made to communities – including personal accounts of impact and value added from those engaging in the Salvation Army's community development practice and from beneficiaries.
- good practice, lessons learned and value added.

An integral part of the process was to work closely with the Salvation Army to review the findings and to jointly reach clear conclusions and recommendations.

In undertaking this evaluation, the Salvation Army evaluation guidelines were reviewed and the amended criteria was adopted which reflected the GOCBI project proposal goal and objectives¹².

2.1 Methodology

2.1.1 Approach

The evaluation used an appreciative, participatory and utilisation¹³ focused approach to conduct the evaluation. The consultants worked closely with the Salvation Army to focus the evaluation

¹¹ Terms of Reference for Capacity Building Evaluation 2012

¹² The evaluation was based on the Salvation Army's own model for evaluation adjusted to comply with this evaluation's specific requirements for a detailed assessment of impact.

¹³ Utilisation focused evaluations concentrate on maximising utility and actual end use by designing processes that affect final use of evaluation results ; intended users are more likely to use evaluations if they understand and feel ownership of the evaluation process and findings; preparing the groundwork for use, and reinforcing the intended utility of the evaluation every step along the way.

and reach joint conclusions and recommendations through two one-day workshops, regular Skype calls and meetings. The evaluation covered four key areas of work:

- a desk project document review that reviewed active project proposals, including their concept notes
- a web survey that considered the skills acquired, how they were used, the most significant changes that resulted and how the learning was passed on
- country visits to two Implementing Territories
- key informant interviews.

The first one day workshop with the Salvation Army established the following key questions that the evaluation had to answer:

Has the GOCBI:

- *Improved the capability of staff (knowledge, understanding)?*
- *Improved Project Design?*
- *Improved relationships and “thinking” within communities?*

Has the above resulted in better identification of human needs through grass roots community initiatives?

This informed the focus of the evaluation and the development of the methodology used.

2.1.2 Desk Project Document Review

The tool developed by the evaluators (see Annex 3) assessed the effectiveness of project design and the evidence of community input in design and implementation of the current portfolio of Community Development concept notes, project proposals and active projects from 18 Implementing Territories on the CPMS system database. The project documents were reviewed against the following criteria:

- General overview: consistency, completeness and compliance with CPMS System guidelines.
- Project identification: compliance with CPMS guidelines and use of Tools for Community Development Workers.
- Project design: compliance with community development project design good practice and CPMS System guidelines.
- Project budget: compliance with CPMS system guidelines.

IPDS staff together with one of the evaluators used the tool to peer assess project documents.

Sampling

The 74 Active project proposals across 18 Implementing Territories were selected by the evaluator avoiding the territories included in the mid-term evaluation and ensuring a spread across the five Salvation Army Zones. It was agreed with IPDS that a maximum of 5 projects per implementing territory would be reviewed given the time each review would take as the tool asked 38 questions on each Active project proposal. If an Implementing Territory did not have five Active projects then the reviewer reviewed the Active projects they did have.

The sample size was 25% of total number of Active projects across the 36 Implementing Territories at the time of the evaluation which is an appropriate sample for drawing conclusions.

2.1.3 Web Survey

The web survey (see Annex 4) was developed with IPDS staff using a self assessment approach. It looked at:

- levels of knowledge and understanding before and after the workshop,
- the most significant changes (for work, communities and the salvation army mission) after using the skills learnt in the workshop,
- the types of enablers and barriers relating to the use of skills,
- the ability to pass on the skills to others,
- the enablers and barriers relating to passing on skills and recommendations for further support.

Sampling

More than 900 people were trained in CPMS System and Tools for Community Development Workers. The survey was sent out to 125 people from each of the existing Implementing Territories. The recipients were project officers and leadership (Territorial Commander or Chief Secretary). Since one of the aims of doing the capacity building was to ensure that information/learning would be passed on to others within territories, targeting those currently in the Project Officer and leadership positions was considered to be the best way to capture the same type of information from each territory on the impact of the GOCBI.. The expectation was that even where they did not attend the training, the information and skills should have been passed on to them as part of the overall learning and capacity building process.

The response rate to the web survey was approximately 52% which is a significant sample from which to draw conclusions.

2.1.4 Country Visits

Two territories/commands were selected for country visits of 6 days each during August and September of 2012. The selection criteria was based on:

- the type and number of projects entered on the CPMS System and
- ensuring that Africa was represented because of significant number of countries and projects supported
- different community development project experiences.
- capacity levels with regard to community development projects

Liberia and South America East were selected for the visits. The TOR and methodology for the visits can be found at Annex 5. The visits consisted of discussions with staff, leadership and community members using a range of tools including timelines, brainstorming, structured and semi-structured focus group discussions and key informant interviews.

The visit were conducted by one of the evaluators and one member of the IPDS team. In South America East, translation facilities were made available.

2.1.5 Key Informant Interviews

These were conducted either face to face or by means of Skype calls with 14 members of the Salvation Army consisting of leadership and staff from IHQ, Zones, Implementing Offices and Support Offices. The questions covered can be found at Annex 6.

A list of names of all who participated in this evaluation can be found at Annex 7.

2.2 Limitations

Web Survey:

- It was not possible to send out the survey to all who took part in the capacity building workshops as many would have changed role/job within the Salvation Army (and sometimes even country and territory). Many of their email addresses on Lotus notes reflect their role rather than their personal name. Consequently it would be a very time consuming task to try to identify the 900 plus workshop participants.
- Taking the web survey to divisional or corps level would have been almost impossible in terms of trying to get hold of email addresses for all previous workshop participants.

Country Visits

- Due to time considerations, it was not possible to speak to/interview other agencies in order to give an external perspective on changes in work and approaches adopted by the Salvation Army in those territories.

General

- This evaluation was about assessing capacities and capabilities delivered through the GOCBI and not about evaluating the community development projects where training was being used. This meant that while it was possible to identify pockets of change, it was more difficult to understand the depth and breadth of change throughout the organisation.
- The lack of a baseline made it difficult to understand what the situation had been at the start of the project and to measure the change. Where appropriate, a proxy baseline was used namely the GCDE findings.

Note: Faith Based Facilitation and Integrated Mission. During the course of this evaluation we encountered both Faith Based Facilitation and Integrated Mission as approaches that used the Tools for Community Development Workers. It is not the remit of this evaluation to comment on either but both clearly had a great impact on capacity building around Tools for Community Development Workers and will continue to do so in the future.

3. Findings

This section describes the extent to which the key aim and objectives of the GOCBI were achieved, the challenges faced and the difference and value add made to the community development work of the Salvation Army.

3.1 Staff knowledge and understanding¹⁴ of the Tools for Development Workers and Community Project Management Support System in Implementing Territories

Core Achievements

¹⁴ The NORAD Proposal sets out the following:

- *in relation to Tools for Community Development Workers: To provide the Project Officers and associated project staff within the Implementing Territories with knowledge and understanding of a selection of 'best practice' participatory community development tools which they can utilise in their work within their communities(Proposal p.9*
- *in relation to CPMS System CPMS: Each person involved in every stage of the Project Management Cycle understands their role and responsibilities, and the systems and procedures in place, to enable them to participate fully and contribute effectively in the administration and management of Community Development projects.(proposal p.10*

Improvements in knowledge and understanding: The GOCBI project ensured that staff involved in community development work improved their levels of knowledge and understanding across both Tools for Community Development Workers and CPMS System.

- **Greatest improvements for CPMS System:** Staff were showing the greatest improvements in knowledge and understanding in relation to the CPMS System.
- **Increased confidence to use skills:** Staff had increased their confidence in using the Tools for Community Development Workers and the CPMS System.
- **Passing on knowledge and understanding:** Staff were passing on what they had learned in the workshops. There was a high level of web survey participants who had not participated in either of the trainings and nevertheless showed that they were engaging with both areas of work. This indicated that the skills and knowledge acquired at the workshops appeared to be passed on after the workshops.

Knowledge and understanding of Tools for Community Development Workers

The tables below are based on information from the web survey. When looking at the distribution of responses, before the training events significant proportions of survey participants (between 24% to 30%) claimed to have knowledge of five of the seven tools with some having experience of applying or using their knowledge. In two areas (Brainstorming and Problem Tree Analysis) significant numbers of participants appeared to have little or no knowledge of these tools (25% and 28% respectively). Survey participants claimed that after the training events, most had knowledge of the all the tools (23% to 42%) with some having undertaken practical tasks and were able to do these independently as well as applying the skills when preparing concept notes and project designs) after the trainings. The biggest changes were for Problem Tree Analysis and Brainstorming.

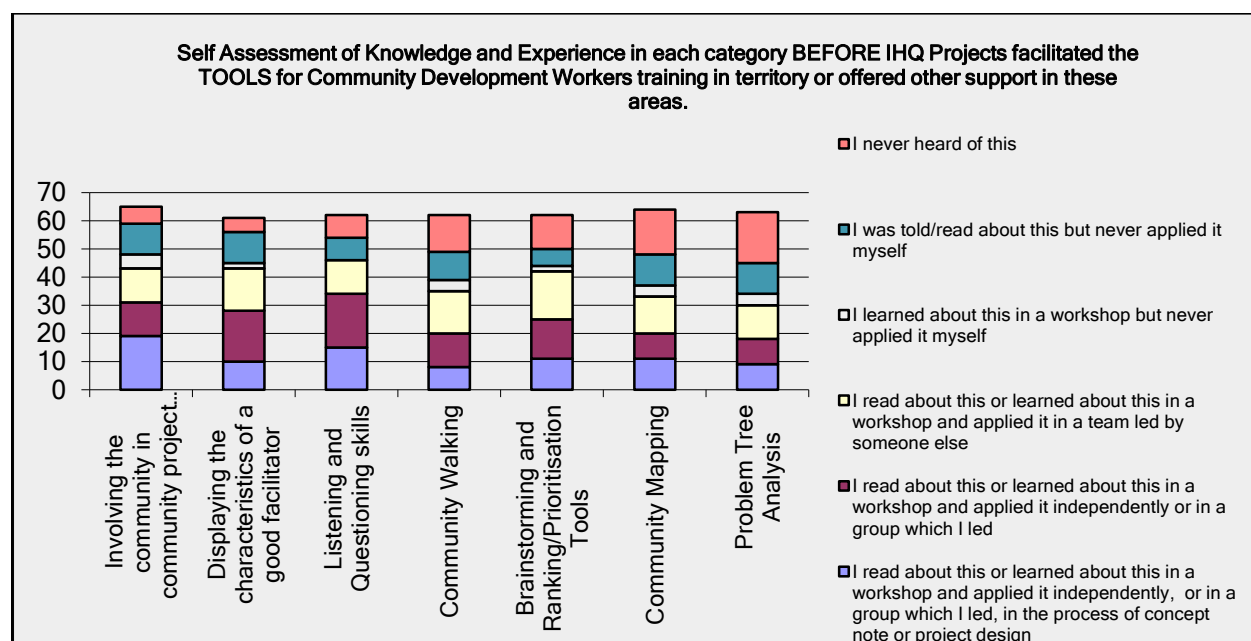
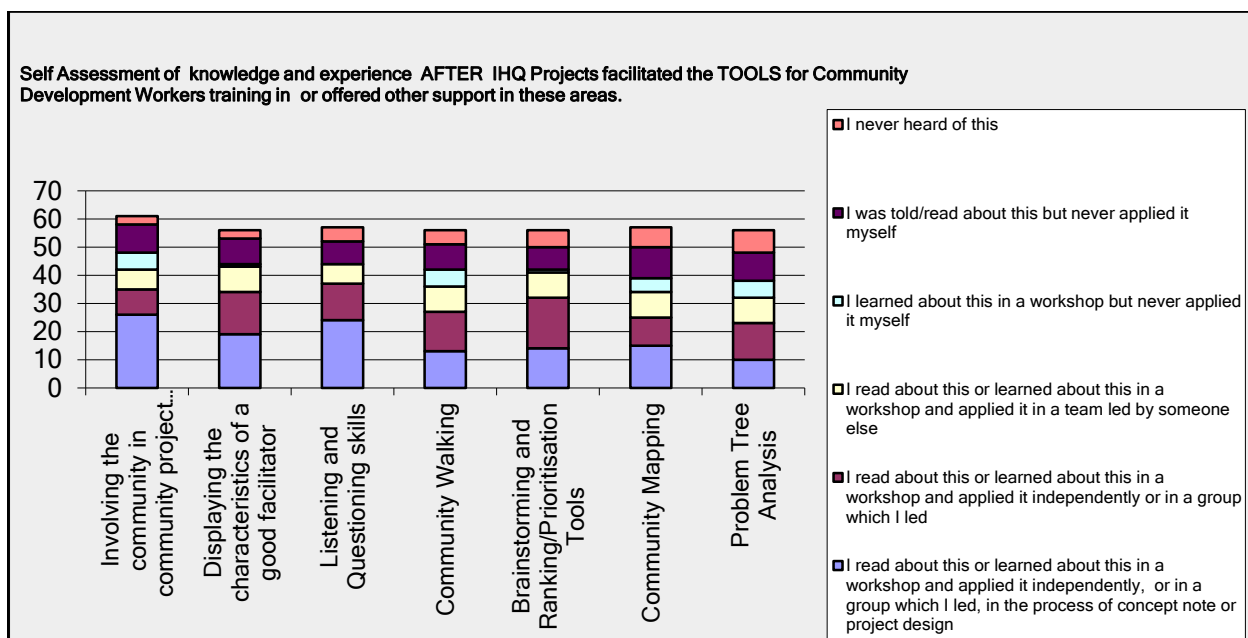


Table 1
Table 2



While there were achievements with the Tools for Community Development Workers, the changes were not as marked as with the CPMS System. This could possibly be explained by the fact that a larger proportion of the people surveyed already had a level of knowledge and understanding. What is apparent from comments made in the web survey and key informant interviews is that the training:

- formalised the Salvation Army approach to/practice in community development practice i.e. how it should be done within the Salvation Army.
- reinforced to Implementing Territory leadership the value of acquiring the skill set within the Salvation Army.
- enabled staff to learn something new e.g. new approaches, even where they had existing skills.

This led to improved levels of confidence to use the skills as staff felt that there was a level of “approval” for the skills to be used. .

Knowledge and Understanding of the CPMS System:

The web survey indicates a significant shift in knowledge for those undertaking CPMS System capacity building with more than 50% of web survey participants indicating they had advanced level skills in relation to CPMS System after undertaking the training (see tables below). This is likely to be because the CPMS system

- was considered to be strategically important for the organisation.
- made the availability of external funding dependant on being able to enter projects onto the system.

- affected external funding for projects.
- was considered compulsory rather than optional.

This gave a critical incentive (strategic and organisational) for those who had learned the skills to ensure that they had an acceptable level of proficiency when using the CPMS system and passed on their skills to others. For those using the system regularly, it ensured that they kept their skills updated.

Table 3

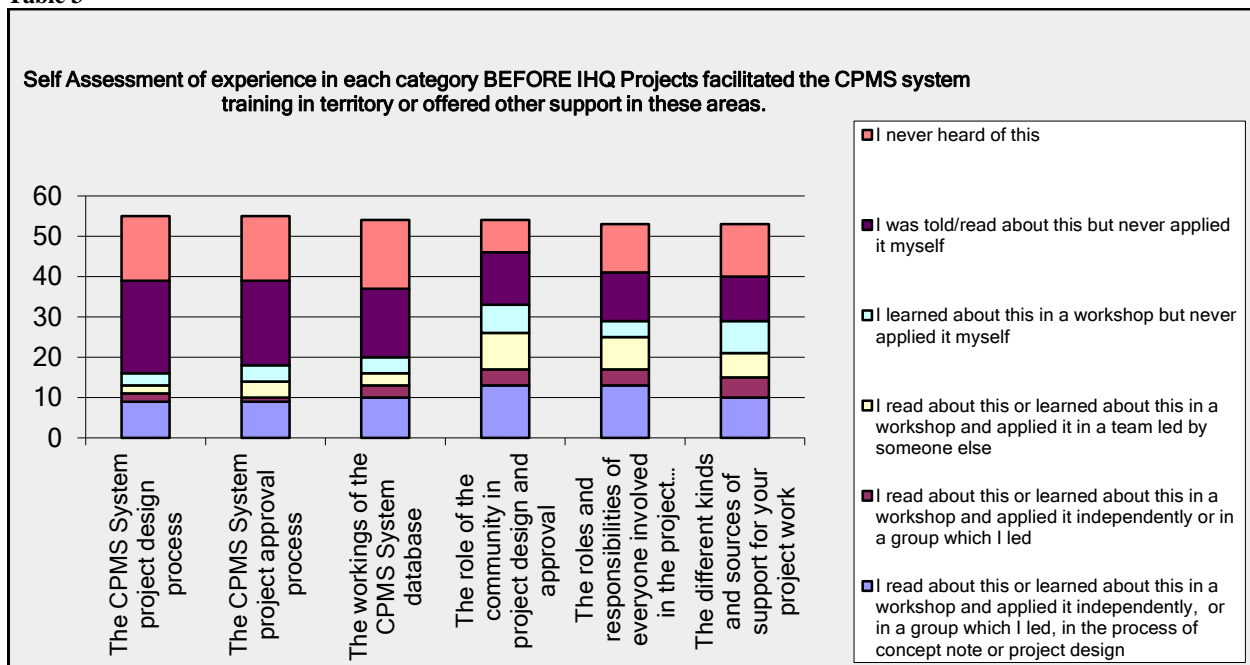
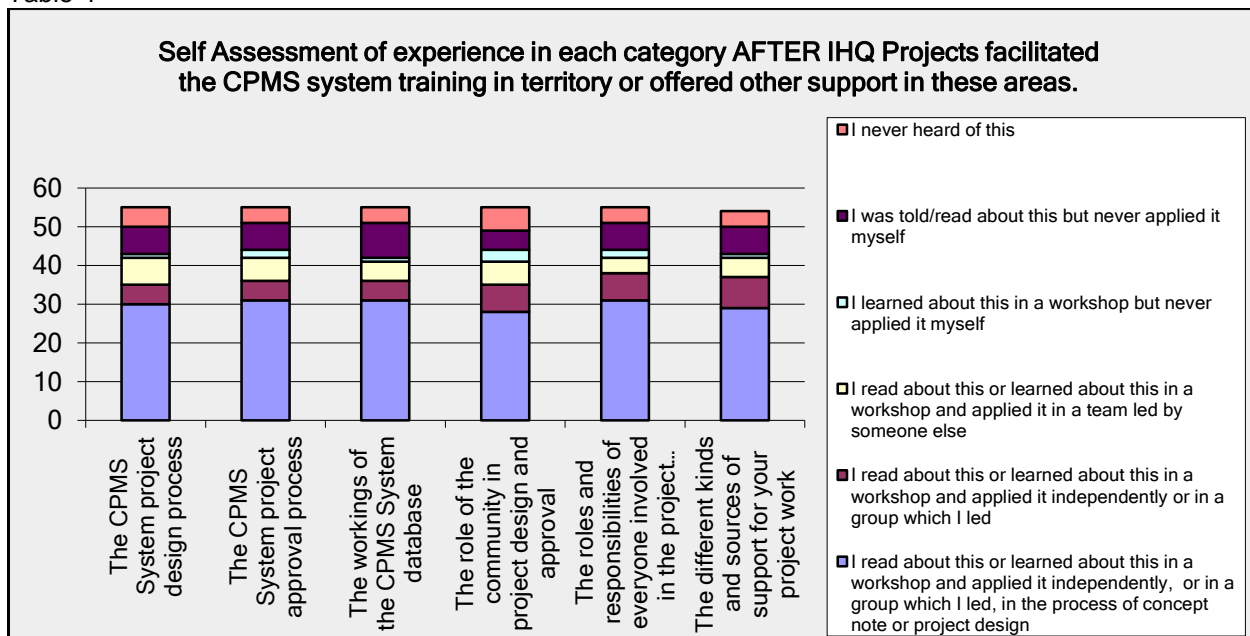


Table 4



The majority of web survey participants indicated they had acquired and used the capabilities across all the competencies. There is clearly capacity in Implementing Territories to use the CPMS system which is reflected in:

- the increase in numbers of active projects on the CPMS system. At the midterm review (January 2010) there were 51 active projects on the CPMS system. At the date of this evaluation there were 301 active projects on the CPMS system.
- The high compliance rate with the CPMS System requirements for all the project documents reviewed by the Desk Review.

In terms of usage, in both territories visited the CPMS System is used primarily at Territorial Headquarters (THQ) level by a small group of leadership and staff with little or no accessibility by corps members/officer or others at THQ. This was also reflected in key informant interviews and web survey comments.

Common Issues Across the capacity building workshops

Using Skills

- In terms of using skills, the remote support from IHQ, having resources and opportunities to use training were given as the three main factors that supported the use of skills.
- The factors that presented challenges in terms of using skills included having other priorities, and difficulties engaging with communities.
- For both CPMS System and Tools for Community Development Workers capacity building, there was a significantly high level of “Other reasons” given as challenges. This ranged from staffing (people who were trained leaving), remoteness of communities and community culture to organisational and systems constraints e.g. poor internet connections.

Passing on skills

- In terms of passing on the skills to others for both CPMS System and Tools for Community Development Workers, there was reportedly high levels of skills being passed on to colleagues (between 84% - 86% of those completing the survey) but significantly lower figures for passing on those skills to communities (between 66%-67% of those completing the survey).
There was some overlap concerning factors that supported the passing on of skills, primarily around having opportunities to share skills. In the case of Tools for Community Development Workers other factors included support of leadership and colleagues, integrated development approach of the Salvation Army that required them to have core competencies in Tools for Community Development Workers. For the CPMS System the remote support provided by IHQ, was also mentioned as well as training resources such as manuals, availability of other resources etc.
- In terms of challenges faced when passing on skills, the common factors were lack of opportunities to share training. For Tools for Community Development Workers the key challenges were insufficient time or heavy workload, lack of resources e.g. materials not

in the local language. For the CPMS System they focused around lack of training, lack of access to the system with only few having permission rights and lack of confidence (presumably linked to the lack of training). Access to the CPMS system was also brought up in country visits and key informant interviews where it was noted that access was primarily at THQ level and even then to a few people e.g. Finance Officer, Project Officer and possibly IT personnel.

Usefulness of Training

- The web survey participants found both trainings useful (between 78-80%).

Challenges in establishing and maintaining capacity in the Implementing Territories

The types of challenges identified include:

- People moving on/rotation of staff. There was an attempt to address this by holding the Tools for Development Workers workshops at zonal level with the understanding that supporting territories would carry out their own training. This was successful in some territories (e.g. South America East) but not across all the territories.
- There seemed to be a lack of a specific post-training action plan in terms of mentoring, coaching, other support and monitoring of implementing skills and knowledge. This gave the impression that follow up support was inconsistent with some Implementing Territories receiving active follow up and support and others not receiving the support they needed.
- The Tools for Community Development Workers was developed to support the Salvation Army's aims to achieve greater levels of engagement with community and to improve the way community development work was undertaken. At that time it was not part of a broader strategy because there was not sufficient consensus on how community development work fitted within the Salvation Army's overall mission. A broader strategy would have made it easier to understand the context for which this particular initiative was being undertaken. This lack of a broader strategy to improve overall community development practice might have given the impression that there was less of an imperative to use the Tools for Community Development Workers after the workshops and its use may have been regarded as "optional" in contrast to the application and use of CPMS System training.
- Long term resources for investing in learning not always there.
- The system for monitoring what happened after the training was not as robust as it could have been.

These challenges meant that the achievements for capacity building for Tools for Development Workers did not get the traction required to be able to conclude the capacity developed to pursue development goals through using the tools has been set on a sustainable basis. For CPMS System training while it is being used, there are issues of quality and capability around writing project proposals which impact the scope of what the system can deliver.

3.2 Being able to use the knowledge to improve project design

In order to understand the extent to which the knowledge from the capacity building workshops were being used to improve project designs, information from the different sources were used e.g. desk project document review, the web survey, the country visits and the key informant interviews. The main impact of CPMS System training has been to raise the profile of community involvement in project identification/design.

Core Achievements

- **Project designs are using community assets:** 61% of the project documents reviewed scored good or above in describing how the project builds on local resources and assets.
- **Increase in project consideration of sustainability:** 64% of project documents reviewed scored good or above on sustainability. This compares to the GCDE findings where overall, five projects (31%) were very successful or successful in the area of sustainability.¹⁵
- **Improvements in project focus:** 80% of the project documents scoring good or above for having a single goal and 70% scoring good or above for addressing no more than two human needs. IPDS reported that before the training it was not uncommon for project proposals not to have a clear goal and to be attempting to address many needs.
- **Increased consistency in use and retention of project documents with project history stored centrally on the CPMS System.** In the GCDE report, this lack of consistency was highlighted as a weakness “*Project Documentation: absence of proposal, budget and other key documents at field level. Limited documentation of history of long running projects.*”¹⁶
- **Improvements in Community involvement in project proposals:** 50% of the project documents reviewed clearly indicated that the community had been consulted as part of project identification. This is a significant change as it is believed that before the training commenced very few territories would have indicated that communities had been involved in project identification or design.
- **Project documents clear and concise:** 91% scoring high in this area. Overall the proposal was expressed clearly enough so that strengths and weaknesses could be identified.

The aim of GOCBI was to bring all Implementing Territories to a consistent basic level of community development skills and use of the CPMS system. The project document review was based on the assumption that proper application of the capacity building training should result in high scores because the project documents would reflect the changes in knowledge understanding and use of the skills by project officers. In some areas of project design there has been clear improvement since the GCDE especially around consultation of community in project identification, building on local resources and assets, consideration to sustainability and compliance to using standard project document formats. However across the board the picture

¹⁵ Global Community Development Evaluation 2001 page 15

¹⁶ GCDE Summary Report 2005 page 8

looked very different with little significant evidence to indicate that this was happening in all areas of project design. The use of the skills and knowledge for project design was not consistent across all the proposals and in the CPMS formats. Appreciable levels of consistency were only really evident in relation to the budget results.

Project Identification

- There were few references in the project documents to methodology for obtaining information e.g. use of Tools for Community Development Workers. As part of project identification only 20% of the project documents made a reference to using Tools for Community Development workers that would gain a score of good or above.
- Project documents' references to primary and secondary data could also be stronger. Only 16% of project scored good or above for primary data references and 31% of projects scored good or above for references to secondary data.

Project Design

While projects were noted for having one single goal, having a focus on no more than two human needs and with clear outputs and activities, there has only been a slight improvement on projects having SMART objectives. Approximately 57% of the project documents scored poor or below on SMART objectives. This is a slight improvement on the GCDE finding in 2005 which found 50% the projects evaluated for that study did not have SMART objectives. This continues to be a challenge. In the absence of a baseline, it was difficult to understand what the overall status of design was prior to the GOCBI project in order to demonstrate changes on project design as a result of the GOCBI. .

The table below indicates the scores given to the proposals reviewed for project design. Approximately 55% of the proposals scored good or above and 45% scored poor or below. If the skills were being used in the manner indicated by the web survey the outworking of this would be more proposals scoring high for project design. As this was not evident, the assumption was that the types of information required to gain a high score were not being included or not well articulated well in proposals. Thus while there is content, the quality of the content is not as good as it needs to be.

Table 5

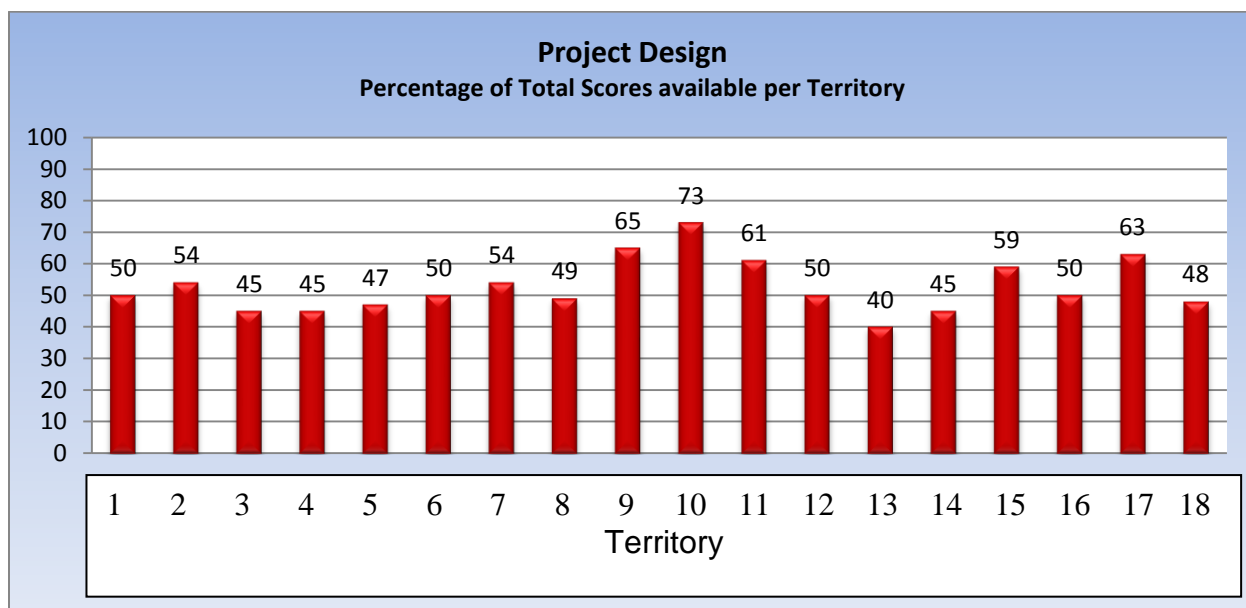
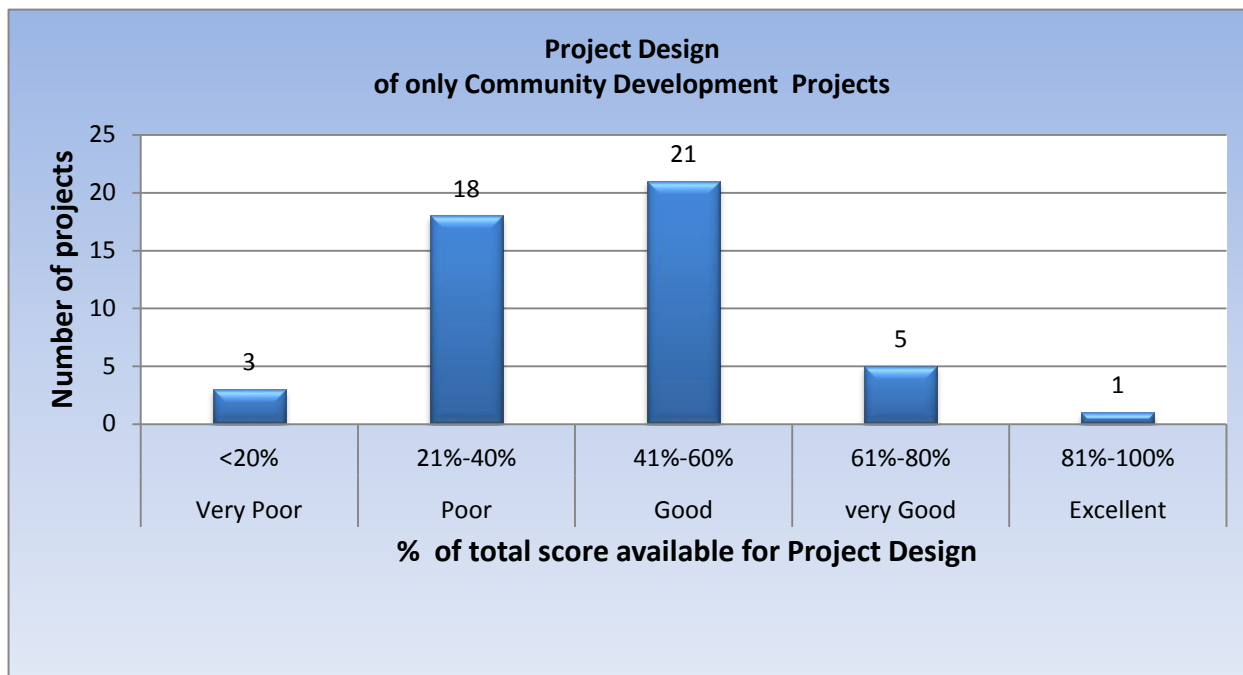


Table 6

The above table indicates that four out of the 18 territories scored more than 50% of the total scores available for their projects. Approximately 11 of the territories scored less than 50% of the total score available for their projects. This suggests that there need to be improvements on the quality of proposals. Continued development of skills in project design and proposal writing skills may still be required.

Where there is scope and support to use the Tools for Community Development Workers there is potential to have a positive impact on project design as the evaluation found in South America East (see the case study below).

Using the Tools for Community Development Workers in designing the Evangelina Green Space Project¹⁷:

“Evangelina has been a challenge because it has meant that we have had to move out of our comfort zones. We have had to move away from doing what we have always done to walking into the unknown and letting the community drive the process. To an extent we had to give up controlling the process and allow it to take its own path so that we could see what emerged.” Senior Staff Member

The Background: A reduction in attendance numbers at the young people’s home in Evangelina led to the Salvation Army considering other suitable alternatives. The people in the immediate community are primarily from migrant groups, sometimes called “cartoneros” who live on government support. The children support their families by collecting garbage and selling it. They attend school at primary level but then drop out so they have a lot of free time and are quite often left alone in the house.

The approach: The traditional approach would have been for the Salvation Army to come up with ideas as to how the home could be used. Having attended Tools for Community Development Workers training in 2009 the Project Officer and Divisional Commander decided to adopt the approaches learnt in the workshop with Evangelina and explore options using the training, allowing the solution to emerge over time through long term community engagement. The Salvation Army was willing to invest that time in learning about the community rather than taking action immediately. A key catalyst was involvement and support of IHQ staff.

The process: Starting with a community walk THQ and local staff began creating relationships neighbours, the community and other organizations in the area to develop a better understanding of the local community. Meetings with all the local families identified the key issue of drug use, locally called “paco”, which is cheap and was harming the children. Lack of after school activities meant that children drifted into using drugs. Through engaging the community a number of proposals were put forward such as school support programmes and after school classes but it became clear that a school support programme was not suitable or viable. After continued discussions with adults and children it emerged that children did not have a play area with access to green space. They really valued access to green grass to play on because in their community it was just muddy with very little greenery. The idea was then discussed to have a playground which was secure for them to play in. Evangelina Green Space was started with this in mind. For a small fee, children have access to a programme of art, music, sports, As the Salvation Army was uncertain about resources and capacity to deal directly with the issue of drug addiction; they also focused on drug prevention classes with children who were most at risk.

Community Involvement: An important factor was the active involvement of parents at the very early stages such as the design of the project. They continue to be involved drawing in other community members.

One year on: As the one year mark passed, other issues emerged from the time spent with the children in play. One major issue was that of sexual abuse and rape in the community which affected many girls. The Salvation Army started to address some of these emerging issues. Rather than have a workshop about the issue, it would be better to work longer term with the children and the community. With the children the approach was to work on games and have classes on preventing sexual abuse and drug abuse with officers trained in how to handle drug abuse and sexual abuse.

Reflections and Continuing the process: The key to Evangelina is flexibility, listening to and engaging parents and the community. There is no specific format or formula. Listening to the community and the concerns of parents and children, trying to respond to that, establishing close contact with the parents continuing to visit the community and to inviting them to engage in key tasks are vital elements.

Challenges in applying the knowledge and understanding to improve project design:

- Despite the high levels of skills being acquired and staff indicating that they are using them, this is not always translating into improvements in project design in the written project documents. The stated increase in knowledge and understanding is not always evident in documents being produced.

¹⁷ The material for this case study arose from the country visit to South America East territory

- In terms of project design, ensuring that gender issues are considered across all projects continues to be a challenge.
- There appears to be a lack of project support for technical good practice, (both for sectoral good practice and project design) with 12 of the 18 Implementing Territories scoring less than 50% of the total score available in this area of the review. The CPMS System manual identifies various entities within the Salvation Army who has responsibility for this and what their roles are.
- Finally, there appears to be the lack of a framework/quality assurance system that checks or monitors capacity building outcomes against project design. This feeds into the broader question of what needs to be put in place to build on the initial training investment to ensure consistent use of the training through proper monitoring and reinforcement of application of the training. Examples of ways in which IPDS reinforced or supported application of the training included referring people to the manual or asking people to compare their proposal to the advice given in the manual¹⁸.

3.3 Identifying and meeting human needs through grass roots initiatives.

The one clear thread that runs through the information collated for this evaluation is that of community involvement which has led to a more grass roots approach to how human needs are identified and met, Using Tools for Community Development Workers has enabled the Salvation Army to understand the community better, start to build relationships, involve the communities more in design and implementation and in some cases, support communities who are undertaking their own initiatives. Information from the web survey, the key informant interviews as well as the country visits have pointed out the emphasis on community as one of the defining achievements of the GOCBI. The picture is by no means consistent/comprehensive but the fact that communities are mentioned with such regularity indicates a much greater awareness around the importance of involving them, of building strong relationships and working towards supporting them to undertake their own initiatives.

Core Achievements

- **Greater understanding of communities:** The web survey and interviews indicate that people using the Tools for Community Development Workers are having a better understanding of the communities and their context.
- **Improved relationships:** The majority of the most significant changes described by staff when using their knowledge and understanding was in relation to improved relationships with community. The use of Tools for Development Workers is leading to deeper engagement with the community. Country visits also indicate that this is happening in South America East.
- **Greater levels of community participation/involvement**
- **Community led initiatives** that identify problems, resources and solutions are being undertaken in some Implementing Territories

¹⁸ There is a new manual being prepared and therefore staff have stopped referring to the current manual in anticipation of this.

3.3.1: Understanding Communities

In the web survey, there were indications that changes in work practices have formed the foundations for staff to understand their communities better and therefore feel confident in creating stronger relationships. Comments made by Implementing Territory staff included:

I have more knowledge of my communities (Community Walking, Community Mapping)'.

'This training is very helpful to me for making community projects concept note and detailed project proposal. The significant change is that knowing the condition of needy people and their problems when we used to make survey in the communities'

"The process has made the work of gathering the information from the community when developing a project concept note to be very easy"

The country visits indicated that staff have the skills, are using them to build better levels of understanding with the communities and to understand their context better.

"Through using Tools for Community Development Workers I discovered a new reality. Before the training I was working with the community but not really knowing them. Now I look at them in a different way so for example when I use brainstorming with the community, it gives a different insight into how the neighbourhood actually is, not my opinion of it." Corps Officer

"Before it was more of a challenge to engage with the community." Now we are trained to use the tools and while it is still a challenge, it gives us ways of engaging with the community.
"Corps Officer

Staff are acknowledging that the use of Tools for Community Development Workers is helping to see their communities in a different way, even those that they believed they had a good level of knowledge before. This is helping them to support initiatives that are relevant to that context.

3.3.2 Relationships with Communities

Improved relations with the community is another change cited by those that participated in the evaluation

Significant numbers from web survey mentioned positive changes in relationships with community and community participation as one of the most significant changes when applying the skills learnt (between 46% - 48% of survey respondents).

"The significant change occurred is the working relationship with community people becoming stronger. The understanding of the working together for achieving the purpose became deeper. The development tools like brain storming the ideas, reflecting on the challenges, opportunities, strengths and weakness helped in the process."

'Therefore, we now move together with the community and this has created for the Army a positive impact in communities that we work, and thus a good reputation '

'Better relationships have been established between The Salvation Army (officers) and community members'

This was also reflected in the interviews with staff from Implementing Territories where they reported positive changes in relationships with communities and greater levels of community engagement in development work.

Staff in both the countries visited saw building solid relationships with communities as foundational to achieving lasting results. Although the approaches were different, ultimately the outcomes were similar. In Liberia Command despite the relatively low levels of use around Tools for Community Development Workers, there were strong relationships being built in communities. This was likely to be due to committed individuals who were working closely with and investing their time and effort in creating those linkages with communities. In South America East, there are also examples of strong community engagement where Tools for Community Development have allowed a dialogue to begin with communities and opened the way for relationships to be built.

3.3.3 Community Involvement and Participation

There has been an increase in community engagement in Salvation Army projects. The GOCBI project has contributed to this by encouraging community involvement and participation in order to understand and define what is required in the community. There is recognition that such approaches enhance the quality of the intervention as evidenced by the comments from web survey participants below:

"The process has also maximised the level of the project ownership, the project represents the ideas and thoughts of the concerned community members. Basically, the preparation of the project concept note is becoming easier". These tools are very helpful in a sense that they change our ways of working with people. I understand the importance of taking time to describe and analyze a problem by involving those concerned before designing a project on their behalf. The officers understand that they cannot make decisions for the community that they work with. Community members need to get involved in all aspects of a project in response to a need identified by the community'.

'The design of project proposals is more reflective of community views and the community is involved in the design I am clear of my responsibilities'.

"Involving community in the need analysis to prepare a new project, help them to come forward enthusiastically as their contribution is valued and recognised"

"The significant change is that the project is forming in the hearts and minds of the community and the community plays significant role in developing and preparing of the project. From the initial stage the community is having active involvement and participation in the project. It develops a sense of ownership to the community on the project and will contribute a lot to the successful accomplishment and sustainability of the project."

The document review and web survey reflects reported improvements in how Project Officers and Associated staff involves the community in project identification and design. Although, as table 7 (below) indicates there is still progress to be made in proposals reflecting community participation, the key informant interview and workshop with IPDS indicated that the number of project documents reflecting community participation is much higher now than before the GOCBI.

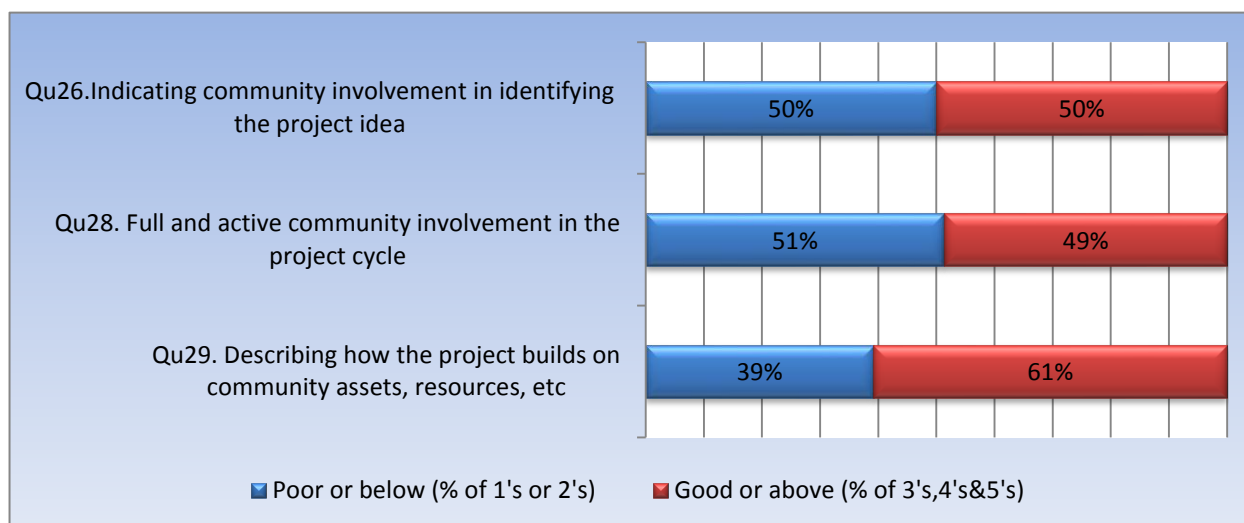


Table 7: Community Participation, specific questions incidence of scores across all 74 projects

Interestingly the evaluation came across an example of the Salvation Army corps working with a community to identify basic community assets without specifically using the Tools for Community Development Workers training (see the case study below).

Using Community Assets: The New Clinic at Meningay, Coffee Community, Liberia Territory

The construction of the new hall in the community was as a result of consultation with the community. The idea of making part of the building into a mobile clinic came from the community. They could see that the mobile clinic which the Salvation Army was providing on a monthly basis was clearly benefiting the community and they expressed the desire to have a more permanent clinic in their community. As part of the discussions about the clinic, the community were asked to look at the types of assets they could provide for this initiative. They agreed to provide the labour and construction materials. The clinic is near completion and the community are proud that they were listened to and that they have made a direct contribution to this initiative through identifying and using their own assets.

The examples of most significant change quoted in the web survey indicate that after applying the Tools for Community Development Workers training there appears to be a movement from this basic level, indicated in the case study above, to a stronger level of community participation and ownership of the project.

3.3.4 Community Initiatives: Identifying Problems, Resources and Solutions

There was sufficient mention in the web survey to indicate that the application of Tools for Community Development workers is bringing about community initiated projects in some territories.

“The people in the communities feel they are in control of the community development process and the resultant projects than before. The confidence of the people in making decisions and success rate of the projects are more than before also. I feel the above change is crucial for long term sustainability of projects in the territory.”

“Community members feel that the use of the Salvation Army tools for community development gives them opportunity to express their needs, to assess their local resources, to analyse their problems and to find local solutions. The most significant change experienced by a community in terms of more involvement is very important for the ownership at community level.”

“The community has embraced the project, whole heartedly. This helps to ensure that the project becomes sustainable.”

This is also reflected in the interviews:

‘We’ve trained some women’s groups in Tools for Community Development Workers, some are advanced (in the use of the tools), they have further knowledge about themselves, how to assess their communities, some have started fisheries, horticulture and other income generation projects.’
(Implementing Territory, Project Officer)

‘We have trained Community Committees in the Tools for Community Development Workers...The Community are finding out what is rightly their resources within local government budgets, they are preparing projects, writing small proposals and implementing on their own. They are very proud of this.’
(Implementing Territory Leader)

‘We have used the Tools in disaster response too, not just the rehabilitation stage. We have gained huge recognition and reputation with communities through this approach. These communities are now doing advocacy and fundraising for themselves.’
(Implementing Territory Leader)

The above indicates that there are some examples of how the application of Tools for Community Development Workers can lead to or support communities to develop their own initiatives. Although the scope of this is not clear, it is very encouraging. The seeds of this change are clearly beginning to take hold and this needs to be encouraged and supported.

Challenges in identifying and meeting human needs through grass roots initiatives

- Although the Salvation Army is often working towards meeting the immediate human needs of communities, the evaluation did not find much evidence that the projects were addressing the root causes of these needs. The GOCBI initiative may need to give more guidance in this area.
- While the evaluation found that there are examples of communities having high levels of ownership and decision making in relation to projects, it was not clear whether this was reflected across the board.

3.4 Other Findings

- **Closure of projects that were not sustainable or relevant.** The introduction of the CPMS system introduced a more rigorous project appraisal process that raised questions around relevance and sustainability; whether the projects are appropriate for the Salvation Army or could result in a risk to the Salvation Army's reputation. The unexpected impact has been that projects supporting some of the long-term programmes, have been reassessed and some closed. This was not something that Implementing Territories were well prepared for. While this has resulted in more "streamlining", it has not been planned for as well as it could have been. It appears to have taken a lot of IPDS time to mitigate the impact of this change where Support Offices have exited. It has pointed towards a need for a clear policy for project closure to ensure that they close well and in an orderly manner with clear accountability towards communities as regards communicating reasons for closure.

4. Good Practice/Lessons Learned

4.1 Capacity Building

- Need to create a broad Capacity Building Framework for all capacity building initiatives. This was pointed out in the mid-term evaluation and is repeated here.
- The project may have benefitted from the creation of a baseline against which to measure change.
- When planning capacity building, there needs to be an understanding of the types of existing organisational structures that can impact how capacity building is used – both negatively and positively.

Improvements in workshops

- Review the job descriptions and responsibilities of Project Officers especially around training of others; project design and field focused work so that training participants are aware expectations around the need to create work objectives for passing on knowledge and understanding to others.

Support for Continuous Learning and post training follow through

- Reinforce the monitoring of concept notes and proposals, giving more intentional feedback and support to Implementing Territories in the way that they use the Tools for Development Workers as part of the design process and how they mention it in proposals.
- Support for continuous learning from leadership at zone, territory and IHQ level was acknowledged as being key to the success of capacity building.
- After the workshops, continuous learning through 1-2-1 mentoring and coaching led to increased levels of confidence. This was very evident in both territory visits

- Inclusion of Tools for Community Development Workers within Officer Training Curriculum in the Americas led to wider transfer of knowledge and skills.
- There needs to be a clearer understanding around how Tools for Community Development Workers will be taken to the corps and community levels and the resources necessary to do this. There is evidence of good practice in this area, for example Pakistan and South America East that could provide useful information to how this can be done that can be shared with other Implementing Territories.

Mentoring, Coaching and Remote Support for capacity building

- Need for a plan on post training follow up and support by IHQ. Territory staff were not always aware that they could access advice and support from IHQ and the latter's role in reaching out as part of a plan/strategy is crucial.
- The type of support given to Implementing Territories needs to be carefully thought through as one size might not work for everyone e.g. e-mails to build relationships might not work as well as other ways of communicating. Consider other ways of building relationships between IHQ and Implementing Territories in order to give support mentoring and coaching.
- While the CPMS System Manual covers the types of support that Support Offices need to provide. There may be more questions to address as to whether this meets Supporting Officer external donor priorities and the need to articulate a clearer role. A good example would be to review the involvement of Project Officers in Support Offices in mentoring and coaching, ensuring that their Support Office needs are being met and also consider the types of consistent support they can give Implementing Territories.

Monitoring the GOCBI/Capacity Building Projects

- Designing a monitoring system that monitors how capacity building is being implemented after the workshops and the types of changes being experienced.

4.2 Sustainability

- Integrating Tools for Community Development into Territorial Strategy and creating a level of accountability around it.
- Both Liberia Command and South America East had teams who were taking forward the learning either through Faith Based Facilitation or Integrated Mission. Having a dedicated, well resources team embedded with the Command or Territory who are trained in Tools for Community Development Workers and whose remit is to pass on/take forward the learning is essential.

5. Conclusions

The GOCBI project was successful in that it improved levels of skills and knowledge across territories and zones to an intermediate level¹⁹. There is clear indication that both Tools for Community Development Workers and the CPMS System are being used, the latter with regularity. There appears to be a shift in the Salvation Army's understanding, at all levels of the organization, of the need to engage communities in project design and this is backed up by actual community involvement in most/some of the territories that participated in the web survey and territory visits. Some of the elements of this success could be attributed to action learning approach adopted by the Salvation Army when undertaking this capacity building. People using the Tools for Community Development Workers and the CPMS system had had opportunities to actively engage in practical application during the capacity building sessions and were encouraged to use their skills and knowledge to train others and to use it when planning new projects. People could see the difference it made when it was used. For example, when they were using the Tools for Community Development Workers in their projects, they were finding out things about their community that they did not know before and they were identifying different sources of information to back up their understanding of the community. Many spoke of the richness of engaging with the community by using the Tools for Community Development Workers. When they saw the differences made by using their skills and knowledge, they clearly became more motivated to carry on using them and to spread the message. In addition, staff could see that the CPMS system led to greater transparency and presented a more systematized approach to preparing a proposal.

5.1. Knowledge and understanding of the Tools for Development Workers and CPMS System

- **Overall progress has been made on improving knowledge and understanding** with the majority who took part in this evaluation achieving intermediate to advanced levels of understanding/use of Tools for Community Development Workers and the CPMS System.
- **There were increases in levels of confidence for those using the tools for community development workers and the CPMS System.** The participants taking part in the web survey mentioned the increase in levels of confidence and the staff who had received training in the territories visited also spoke of their confidence in using the skills and knowledge.
- **Constructing a baseline at the beginning of this project** would have helped to identify and clarify the level of change in these areas.

5.2. Being able to use the knowledge to improve project design

- **There have been improvements in project quality and ownership** The previous approach to funding Community Development Projects did not give time to look at a project in detail. The approval boards in the CPMS System allows for an exchange of

¹⁹ This is based on the web survey carried out.

views and experiences that can be fed back to the project. The first stage of the project approval process is with the Territorial Projects Board, at this point they are agreeing to responsibility for the quality of the project. Projects are now looked at more critically before approval, both at Territorial Headquarters and International Headquarters. The feedback to the Implementing Territory improves quality. However, there still needs to be more intentionality given to community development project quality.

- **More projects are being supported by the Salvation Army that are ‘community initiated’ rather than ‘donor initiated’.** The CPMS System has encouraged Implementing Territories to put forward projects that they do not have a donor for. The CPMS System provides an overview of community development projects across the Salvation Army that was not available before. This allows Support Offices to match projects with funding opportunities rather than funding opportunities creating projects. *‘There are now more projects being funded that have been identified by those that know the local context’* (IPDS Project Officer). *‘More proposals are coming from the Corps’* (Implementing Territory Project Office).
- **Provides a structure for project proposals formats with consistent definitions-** the evaluation found clear evidence that the CPMS System project concept notes, proposals and report formats are acting as a helpful checklist and shows those new to community development how to write a basic proposal. *‘It gets people to think about what a good project proposal looks like. There is now a clearer understanding of what is required’* (Support Officer, Senior Leader). In terms of consistency, before there were different formats and definitions being used across the Salvation Army. Now there is a more cohesive way of working. However, the desk document review findings indicate that there is still work to do in supporting project implementers and project officers in proposal writing.
- **CPMS System itself has contributed to improvements in design and practice:**
 - **Transparent and accountable.** It can clearly be seen where a project is in the approval process and therefore where any hold up might be. And reasons for a project not being approved is made clear through the approval process.
 - **Provides good project information storage-** this is essential for all organisations but particularly in the Salvation Army's case with its high number of staff changing roles.
 - **The requirement for reporting has been strengthened** through the training and the CPMS System. However, reporting discipline could still be better. Although not in the scope of the evaluation, it was noted that there were inconsistencies in the presence of reports against active projects on the CPMS system.
 - **Finance function of the CPMS System is** working well, with funds reaching projects in a timely manner, the transaction tag making it easy to send funds once approved.
 - **The CPMS System makes managing a growing portfolio of projects possible** with the CPMS System speeding up approval process. There were several comments in the web survey and in key informant interviews that the CPMS System has “speeded things up” i.e. the approval process. This was seen

as something positive. However, the evaluation found mixed opinions on this. It appears the process is now faster but for some it stills feels that it could be quicker, more efficient.

- **There is still a significant gap in the practical application of turning the knowledge acquired into quality project design documents.** Project documents are not always reflecting the increase in knowledge. The project documents are weak around situational analysis according to the desk project document review and community involvement is not coming through as clearly in documents. The final observation could be that the information is simply not included rather than there is lack of practical application. In the absence of this information, it is difficult to understand how the knowledge is being applied.

5.3. Identifying and meeting human needs through grass roots initiatives

- **Some progress has been made** in terms of better identification of and response to meeting human needs through grass roots community initiatives that make use of community assets but the scale of it is not global.
- **Communities see resources that they have not seen before**, this includes fundraising for themselves and accessing funds from government. The evaluation found examples of this in all of the Implementing Territories that were visited or took part in the key informant interviews
- **There appears to be a better understanding of community and their role in the partnership** with a paradigm shift in understanding of community and focusing on their priority needs. There is an understanding that projects can be designed better if they are community led rather than Salvation Army led. In addition, the evaluation found evidence that where the tools have been used the community has started to see themselves as partners not simply recipients.
- **Improved relations with communities-** the evaluation found evidence on country visits, interview and the web-survey that where Tools for Community Development Workers has been used in a community then the community does become more aware that the Salvation Army is more than a church and is concerned about their whole life not just the spiritual aspects. The community trusts the Salvation Army and this is likely to lead to increases in community engagement. The methods used in Tools for Community Development Workers clearly give room for people to speak out and express themselves. This is likely to lead to more effective grassroots community development initiatives.
- **Recognition that community involvement and participation is crucial:** Both Tools for Community Development Workers and the CPMS System highlight that Community should be involved in projects. Before the GOCBI concept notes were nearly always written by the Salvation Army staff without community involvement. The evaluation document review shows a significant change in this area with 50% now clearly showing community involvement in the instigation of the project idea and in the implementation of the project. The web based survey also found evidence that this was seen as a significant change for those that engaged with the survey. There appears to be greater

community involvement in the process of project design and more communities partnering in the process to provide information and identify assets. Certain activities appear to be “owned” by the communities.

- **There are issues about the levels of community participation.** Communities may still be at level of giving information and being involved rather than at the higher levels of being in control of the design of projects, implementation and budgets. It is difficult to identify who in the communities are actively involved and to what degree beyond project identification and design. The general thinking is that once the project identification and design stages have been completed and funding obtained, the communities revert to being “beneficiaries” as the community ownership aspect is not coming through clearly. The general view is that it is unlikely that the evaluators would be able to find communities which “own” the application of the budget of a project. This still seems to be done by the Salvation Army in most places for projects. Now that there are some basic elements in place for community participation, moving to higher levels of participation could be something to aspire to.
- **It is difficult to say whether there have been improvements in meeting human needs “more effectively” than prior to the capacity building initiatives.** For example there is little evidence that Implementing Territories are looking at root causes of some of the issues being identified in order to make the initiatives more sustainable. Therefore while they might be using a Problem Tree as a tool to identify issues, they may not be using it further to identify and address root causes thus continuing to address the symptoms rather than the causes of poverty. Web based survey indicates that Problem Tree analysis is being used by about a third of project offices suggesting that the root causes are not being addressed across the Salvation Army projects. This suggests that there is a gap in the training (both CPMS System and Tools for Community Development Workers) with neither helping participants to understand how to address the root causes.

Other

- **Highlights integrated mission and raised profile and value of community development work** – providing Global and formal training for Project Offices in basic community Development skills highlights the priority the Salvation Army gives to the ‘serving suffering humanity’ as part of the Salvation Army Integrated mission. Overall the project has made a contribution to raising awareness around the potential mission impact of good community development work. That is, how community development work relates to church work as the practical application of the mission of the Salvation Army. The CPMS System training helped to raise both the profile of Project Officers and the role of community development as being integral to the Salvation Army mission. Each Implementing Territory using the CPMS System now has a Project Officer. It provided a message that the Salvation Army is not just a spiritual but is also a social institution.

6. Recommendations

The following recommendations are based on:

- The findings of the evaluation and the aim to build upon the positive changes established for the Salvation Army Community Development work by GOCBI.
- Recommendations made by the different stakeholders taking part in the evaluation

The first three recommendations relate primarily to capacity building that can be implemented in a shorter time frame. The fourth recommendation relates to broader strategic review of the Salvation Army's community development capacity building requirements.

6.1. Develop and implement a quality assurance process

In the immediate term develop a process that will assure systematic and constructive technical review and feedback to Project Officers and Associated Staff on the quality of their projects concept notes, proposals and reports. The quality assurance procedures will be designed so as to monitor, reinforce and build on the capabilities and capacities established by the GOCBI. This quality assurance process should be part of the approval process on the CPMS System with clear guidelines on "Go/No Go" decisions. It is recommended that the process includes a tool similar to the document review tool used during this evaluation. And the process should articulate standards that cover position and qualification of the reviewer and document review timelines.

6.2. Improve the capability of Project Officers and Associated Staff use of technical good practice guidelines

- **Technical Guide folders on the CPMS Database** – each human need would have its own folder and the Salvation Army subject matter experts would be asked which key subject documents to include in the subject folder, and if they have good practice case studies that could also be included. The CPMS System concept note and proposal formats will prompt to ask if the project has referred to good practice learning in the folder of the project's specified human need(s).
Technical Guide folders can also be put on a memory stick and sent to Project Officers that do not have access to the CPMS System database. Support Offices and IPRD staff share good practices identified on project trips. These should be verified by Implementing territory leadership and the Salvation Army subject matter experts and then can be placed as case studies into the appropriate technical guide folder and shared in different fora.
- **It may be important to incorporate training on how to put information onto the CPMS System when conducting Tools for Community Development Workers training.** For example the use of attachments/documents in the local language of tools that they have used with communities would be useful. The CPMS System could also have prompts for this 'attach Tools for Community Development Workers findings' or

‘Describe which Tools for Community Development Workers tools you used and their findings’.

- **Online sharing forum for the Salvation Army** projects as a depository for technical good practice folders, CPMS System manual and discussion forums.
- **Identifying key success factors and learning:** Some projects/territories consistently scored high in the desk review and it may be useful to look further at these territories in detail and develop or invest in: identifying the specific factors that has resulted in this including:
 - developing case studies around these territories.
 - developing these territories as centres of excellence for provision of support and advice to other territories.

6.3. IPDS to have round table discussions with the Salvation Army Support Offices and Implementing Territory Project Officers

- **There is a need to discuss and emphasise the Support Offices current role** in the CPMS System to provide technical support to projects, and ensure that standards are applied equally to internal Salvation Army funded projects as to external donor funded projects. There may be a broad underlying assumption that this is primarily the role of IPDS and it may be that this needs to be addressed so that quality, consistent, seamless support is provided by a variety of entities to Implementing Territories in an integrated manner.
- **Regular round table discussions could also:**
 - identify capacity building initiatives that Support Offices and Implementing Territories are currently undertaking.
 - be regular action planning meetings to coordinate of the capacity building work of the different the Salvation Army entities and to share good practices.
 - provide a forum for a two year rolling review process for stakeholder requirements on the CPMS System, including identifying and understanding the expectations of their audiences (their different donors) and how the CPMS System currently supports or hinders these relationships.

6.4 Continue to develop the Salvation Army’s capacity and capability for future community development work

- **Review and rearticulate the Salvation Army’s Community Development Principles** to assist in defining future capacity building requirements for Salvation Army community development work. For example a non-exhaustive list would be that, Salvation Army Community Development work, at its best, will always:
 - i. be owned by the community and not simply involve the community
 - ii. address the causes not only the symptoms of the human need being addressed








- iii. earnestly seek God's heart for a community, His will on earth as in Heaven. Seeking for His love to transform a community, bringing healing and new life spiritually and physically.
 - iv. be able to monitor progress and demonstrate impact.
- **Review and rearticulate the community development practice competencies and capabilities** required by Implementing Territories Project Officers and Associated staff, IHQ Programme Resources staff and Support Offices programme staff to be able to apply the Community Development Principles. It is important to note that much of this work has been done by the GOCBI and other projects such as Faith Based Facilitation. This recommendation is about 'hanging' this work onto a common agreed framework and checking for any skill gaps, particularly in the areas of improved project identification, monitoring and evaluation.
 - **Develop Community Development Capacity Building Plans for Implementing Territories, Support Offices and IHQ Programme Resources.** This would include:
 - i. self-assessment of current community development projects competencies and capabilities by Implementing Territories, Support Offices and IHQ Programme resources. Developing a capacity building plan based on the self-assessment.
 - ii. use the above to identifying where current 'skill sets' lie, that can then be integrated into supporting the capacity building plans.
 - iii. rearticulating the roles and responsibilities for implementing different elements of the capacity building plan lay, including the roles of the Zonal Offices, Support Offices and IHQ Programme resources and the Implementing Territories. development of materials and workshops. Including the development of a Community Development curriculum element which would be available to be used by Training Colleges.
 - **Identify with key stakeholders, community development capacity building priorities:**
 - i. geographical and sectoral priorities. Using this information to support capacity building strategy. For example, Implementing Territories with high potential for donor funding but with low capability may take priority. The same can hold true for sectoral priorities. For example, if Anti Child Trafficking is a the Salvation Army sectoral priority then Implementing Territories where child trafficking is an issue that have low community development capabilities may take priority.
 - ii. those Implementing Territories that are not performing as well as they could and identify ways of enhancing their capacity and capabilities including using the support of Implementing Territories that are performing well in that zone to act as mentors and coaches.
 - **Provide a framework for coordinating the Community Development Capacity Building work** for the different the Salvation Army entities, including IHQ Programmes, Zonal Offices, Implementing Territories and Support Offices.

6.5 Develop and implement a Global Community Development Work Strategy

To improve future community development practice a global community development strategy is recommended that articulates the Salvation Army distinctive approach to community development work, what the Salvation Army aims to achieve through community development projects and how it integrates community development projects with other ministries to be part of One Army, One Mission, One Message. The strategy would aim to:

- detail the way forward for community development work in the Salvation Army and the valuable role community work plays in serving the needs of suffering humanity.
- coordinate future capacity building work of the different the Salvation Army entities engaged with communities to be able to implement the strategy, including IHQ Programmes, Zonal Offices, Implementing Territories and Support Offices.

Annexes

Annex 1	NORAD Proposal for GOCBI	 NORAD Capacity Building Proposal.doc
Annex 2	TOR for the Evaluation of the Global Organisational Capacity Building Initiative	 DRAFT TERMS OF REFERENCE FOR CAF
Annex 3	Desk Project Document Review Tool	 TSA GOCBI Evaluation Project Do
Annex 4	Web Survey Questions	 Survey_29371516 (1) Final.pdf
Annex 5	TOR and Methodology for Country Visits	 TOR for Territory Visits (Liberia + South
Annex 6	Key Informant Interview Questions	 GOCBI End of Project Evaluation ke
Annex 7	The Salvation Army Participant List	 List of The Salvation Army Participants..dc

Annex 8	Bibliography	 Bibliography.docx
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