



# ORGANIZATIONAL CAPACITY

An Enhanced Framework

MOMENTUM Knowledge Accelerator



November 2021

MOMENTUM works alongside governments, local and international private and civil society organizations, and other stakeholders to accelerate improvements in maternal, newborn, and child health services. Building on existing evidence and experience implementing global health programs and interventions, we help foster new ideas, partnerships, and approaches and strengthen the resiliency of health systems.

MOMENTUM Knowledge Accelerator is funded by the U.S. Agency for International Development (USAID) as part of the MOMENTUM suite of awards and implemented by Population Reference Bureau (PRB) with partners JSI Research and Training Institute, Inc. and Ariadne Labs under USAID cooperative agreement #7200AA20CA00003. For more about MOMENTUM, visit [www.usaidmomentum.org](http://www.usaidmomentum.org). The contents of this report are the sole responsibility of PRB and do not necessarily reflect the views of USAID or the United States Government.

Cover photo: Kate Holt/MCSP

### **Suggested Citation**

Kinghorn, Meg with Beryl Levinger. 2021. *Organizational Capacity: An Enhanced Framework*. Washington, DC: MOMENTUM Knowledge Accelerator.

# TABLE OF CONTENTS

<b>Table of Contents</b> .....	<b>i</b>
<b>List of Boxes</b> .....	<b>ii</b>
<b>List of Figures</b> .....	<b>ii</b>
<b>List of Tables</b> .....	<b>ii</b>
<b>Acknowledgements</b> .....	<b>iii</b>
<b>Abbreviations</b> .....	<b>iv</b>
<b>Glossary</b> .....	<b>1</b>
<b>Executive Summary</b> .....	<b>3</b>
The Need for a New Organizational Capacity Framework .....	3
Overview of Current Organizational Capacity Frameworks .....	3
The Enhanced Organizational Capacity Framework.....	4
Ways to Use the Enhanced Framework .....	4
Data Collection and Analysis Methods.....	4
Learning Questions and Next Steps .....	4
<b>Introduction</b> .....	<b>5</b>
Methods .....	5
<b>The Need for a New Capacity Framework</b> .....	<b>6</b>
<b>Overview of Current Organizational Capacity Frameworks</b> .....	<b>8</b>
Categories of Organizational Capacity Frameworks .....	8
Current Practices in MOMENTUM Awards.....	11
Summary of Framework Comparison.....	13
<b>Enhanced Organizational Capacity Framework</b> .....	<b>15</b>
Overview of The Enhanced Organizational Capacity Framework .....	15
Adapting the Framework to Diverse Partners .....	19
Ways to Use the Enhanced Framework .....	21
Using the Enhanced Framework to Inform Data Collection and Analysis Activities .....	22
<b>Learning Questions and Next Steps</b> .....	<b>26</b>
Illustrative Learning Questions .....	27
Potential Next Steps.....	27
<b>Appendix A: Key Resources</b> .....	<b>28</b>
<b>Appendix B: Organizational Capacity for What?</b> .....	<b>31</b>
<b>References</b> .....	<b>34</b>

# LIST OF BOXES

**Box 1: USAID's Draft Local Capacity Development Principles ..... 7**  
**Box 2: Composite Organizational Capacity Framework ..... 9**  
**Box 3: Organizational Performance Index Framework..... 9**  
**Box 4: ECDPM Capacity Framework..... 10**  
**Box 5: System for Transformation and Results (STAR) Framework..... 10**  
**Box 6: Adaptive Management Self-Assessment Tool..... 11**  
**Box 8: Excerpt from USAID TIPS 15 ..... 32**

# LIST OF FIGURES

**Figure 1: MOMENTUM Results Framework ..... 12**  
**Figure 2: Enhanced Organizational Capacity Framework ..... 15**  
**Figure 3. How Force Field Analysis can be Adapted for Use with the Enhanced Framework ..... 26**

# LIST OF TABLES

**Table 1: Comparison Organizational Capacity Framework Categories ..... 8**  
**Table 2: Comparison of Organizational Capacity with MOMENTUM MEL Frameworks ..... 14**  
**Table 3. Illustrative Indicators for the Enhanced Framework's Five Capacity Areas ..... 23**  
**Table 4. Summary of the Evolution of Terms and Their Associated Metaphors..... 31**

## ACKNOWLEDGEMENTS

Many individuals contributed to this work through their participation in interviews and reviewing drafts and participating in validation sessions. The authors are particularly grateful for support of Soumya Alva, the MOMENTUM Knowledge Accelerator's Senior Director for Monitoring, Evaluation and Learning who managed the review and provided valuable guidance as it unfolded. Appreciation is also extended to Lara Vaz, Technical Director and Senior Director, for her careful reviews of the document.

The following individuals graciously contributed to this study by participating in interviews:

Barbara Rawlins, USAID Maternal and Child Health and Nutrition, Research/Policy Division; David Jacobstein, Democracy, Human Rights and Governance Center and member of the USAID Capacity Development Policy Drafting team; Virginia Lamprecht, Global Health/Program Office; Jodi Charles, Office of Health Systems, Equity Team Lead; Shawn Malarcher, Agreement Officer's Representative for MOMENTUM Knowledge Accelerator; Anwer Aqil, Senior Health Systems Strengthening Monitoring and Evaluation Advisor; Melinda Pavin, MEL Advisor, Research and Learning, MOMENTUM Integrated Health Resilience; Martin Oluoch, Capacity Development Lead, MOMENTUM Integrated Health Resilience; Kavya Ghai, Capacity Development Officer, MOMENTUM Country and Global Leadership; Jim Ricca, Director Adaptive Management, Monitoring, Evaluation, Learning, MOMENTUM Country and Global Leadership; Alicia Chavez, Senior Program Manager, MOMENTUM Private Health Care Delivery; Alexandra Angel, Technical Advisor, Sexual & Reproductive Health, MOMENTUM Private Healthcare Delivery; Karen Levin, Monitoring, Evaluation, Research and Learning Director, MOMENTUM Safe Surgery in Family Planning and Obstetrical Services; Renae Stafford, Senior Medical Advisor, MOMENTUM Safe Surgery in Family Planning and Obstetrics; Ebele Achor, Global Director of Capacity Development and Innovation, Pact; Kaylynn Palaio, Senior Capacity Development Officer, Pact; Matt Osborne-Smith, Director for the Center for Capacity Development, John Snow International; and Rebecca Furth, Director of Capacity Development, Tuberculosis Implementation Framework Agreement (John Snow International).

Finally, Meg Kinghorn would like to express her deep appreciation to Beryl Levinger for the exciting exchange of ideas and experience that brought this review together and for the groundbreaking contribution to the fields of capacity development and organizational capacity assessment that she has made in the past three decades.

## ABBREVIATIONS

<b>CSO</b>	Civil society organization
<b>ECDPM</b>	European Centre for Development Policy Management
<b>FBO</b>	Faith-based organization
<b>FP</b>	Family planning
<b>ITOCA</b>	Integrated Technical and Organizational Capacity Assessment
<b>M&amp;E</b>	Monitoring and evaluation
<b>MEL</b>	Monitoring, evaluation, and learning
<b>MNCHN</b>	Maternal, newborn, and child health and nutrition
<b>NGO</b>	Nongovernmental organization
<b>NUPAS</b>	Non-U.S. Organization Pre-Award Survey
<b>OCA</b>	Organizational Capacity Assessment
<b>OD</b>	Organizational development
<b>OPI</b>	Organizational Performance Index
<b>PRB</b>	Population Reference Bureau
<b>RH</b>	Reproductive health
<b>STAR</b>	Systems for Transformation and Results
<b>USAID</b>	United States Agency for International Development



# GLOSSARY

This report attempts to avoid technical and approach-specific jargon by streamlining terminology. Thus, terms used here may differ from the terms used in other descriptions in other documents. The meanings of common terms used in the report are defined below.

<b>Absorptive capacity</b>	The ability to minimize exposure and sensitivity to shocks and stresses through preventative measures and appropriate coping strategies to avoid permanent, negative impacts.
<b>Adaptive capacity</b>	The capacity to make intentional incremental adjustments in anticipation of or in response to change, in ways that create more flexibility in the future. <sup>1</sup>
<b>Artifacts</b>	The tangible written plans and work products that provide potential structure and direction to an organization.
<b>Behaviors</b>	Organizational practices that demonstrate established knowledge, skills, and values.
<b>Capacity</b>	The attributes that enable an organization to perform and add value to those it serves in conditions of high complexity.
<b>Capacity 2.0</b>	An updated understanding of organization strength that uses nonlinear approaches, networking and strategic partnering, shared ownership, experimentation, feedback, and data-driven decision-making to improve its fit within its local system.
<b>Complexity</b>	Situations with multiple interacting elements or influences, resulting in limited expertise and agreement on what needs to be done.
<b>Feedback</b>	Information given to a person or organization concerning stakeholder reactions to a service or performance used as a basis for improvement.
<b>Locally led development</b>	The process in which local actors set their own agendas, develop solutions, and bring the capacity, leadership, and resources to make those solutions a reality.
<b>Localization</b>	The process of strengthening local institutions' capacity to effectively and self-sufficiently led local development.
<b>Organization</b>	A structured body of people with a particular purpose.
<b>Organizational performance</b>	The joint effectiveness of processes, functions, and activities that create the conditions necessary to achieve development results.
<b>Performance</b>	The adequacy of behaviors and processes—individually and jointly—to achieve an intended result.
<b>Performance improvement</b>	Changes in an organization's behaviors or practices that enable it to work with greater efficiency or effectiveness.
<b>Resilience</b>	The ability of people, households, communities, systems, and countries to mitigate, adapt to, and recover from shocks and stresses, in a manner that reduces acute and chronic vulnerabilities and facilitates equitable health outcomes.
<b>Result</b>	Higher order change related to achievement of organizational mission or project goals.
<b>Stakeholders</b>	The individuals, groups, or organizations that interact with and/or are affected by a project or intervention. This includes clients, implementers, community members, and partners, as well as other actors operating in the same context or system. In some instances, stakeholders may include project staff in addition to external stakeholders.

<b>Sustainability</b>	The ability of a local systems to produce desired outcomes over time.
<b>System</b>	The interconnected sets of actors (e.g., governments, civil society, the private sector, universities, individual citizens) that jointly produce a development outcome.
<b>Systems thinking</b>	An approach to problem-solving that views “problems” as part of a wider, dynamic system.
<b>Transformative capacity</b>	The ability of a system (inclusive of physical and human dimensions) to reconfigure and move towards a new and more sustainable state. <sup>2</sup>



## EXECUTIVE SUMMARY

MOMENTUM Knowledge Accelerator tells the collective story of MOMENTUM's impact. In this role, MOMENTUM Knowledge Accelerator engaged a team to provide this overview of organizational capacity literature and propose a new enhanced framework that reflects MOMENTUM's programmatic interests in performance, resilience, sustainability, adaptive learning, and systems thinking. This report presents that framework and preliminary suggestions for how MOMENTUM and others can use it for capacity planning and measurement.

Rather than updating or modifying the organizational development framework that commonly underlies capacity assessment tools, this report proposes a fresh approach reflecting the evolution of capacity development thinking in recent years. The proposed framework considers capacity from a functional perspective. It does this by focusing on a limited set of key observable behaviors and practices known to drive organizational performance rather than on the documents and structures often sought as evidence of organizational capacity. This change in perspective brings organizational performance to the fore rather than products representing latent organizational capacity.

The review draws from relevant literature of frameworks and trends that have shaped organizational capacity efforts for quality and sustainability. It maps leading tools to determine key capacity areas reflected in their underlying frameworks. This mapping, together with MOMENTUM staff interviews, forms the foundation of the enhanced framework described herein.

The report is organized into six main sections, as described below.

## THE NEED FOR A NEW ORGANIZATIONAL CAPACITY FRAMEWORK

Organizational capacity development first emerged as a significant programming focus in the early 1990s. The organizational capacity framework that emerged at that time was modeled after the Western business sector blueprint for organizational effectiveness at the time.<sup>3</sup> Despite the lack of evidence that the capacities in this framework drive organizational performance, it continues to form the basis of the majority of today's capacity assessment tools. More recently, concerns around issues such as ownership, performance, resilience, and systems thinking have called attention to the outdated contents of this framework. This section concludes that a new organizational capacity framework is needed to support the new era of capacity development support and measurement.

## OVERVIEW OF CURRENT ORGANIZATIONAL CAPACITY FRAMEWORKS

This report outlines four categories of organizational capacity frameworks, namely those oriented toward organizational development, performance, systems thinking, and adaptation and resilience. Several MOMENTUM awards use USAID's Organizational Capacity Assessment (OCA) and Pact's Integrated Technical and Organizational Capacity Assessment (ITOCA), both of which fall into the first category. Pact's Organizational Performance Index (OPI), also used within MOMENTUM, is the first popular performance framework developed for the specific theory of change underlying Pact's organizational capacity development work. Newer and less well-known tools are also presented in the section that fall into the latter two categories (systems thinking and adaptation and resilience) and offer MOMENTUM insights for creating a new capacity framework better suited to its needs.

## THE ENHANCED ORGANIZATIONAL CAPACITY FRAMEWORK

Drawing from the comparison of relevant frameworks, this report proposes an enhanced organizational capacity framework consisting of five key capacity areas that reflect MOMENTUM’s programmatic interests (see Figure 1). The report describes each capacity area, their systemic interdependencies, and a set of associated organizational behaviors known to drive performance. Finally, this section offers suggestions for how to adapt the framework, developed primarily for use with nongovernmental organizations, to government institutions, for-profit organizations, and community-based organizations.



## WAYS TO USE THE ENHANCED FRAMEWORK

There are several ways MOMENTUM award holders and other capacity development practitioners could use the enhanced framework to benefit their programs, including reporting on USAID’s CBLD-9 global capacity-building indicator. The report outlines four options: 1) introducing discussions with partners regarding capacity development priorities, 2) adapting existing capacity development tools and frameworks, 3) structuring data gathering exercises for non-tool monitoring processes, and 4) providing the basis for an alternative performance-oriented capacity development assessment tool.

## DATA COLLECTION AND ANALYSIS METHODS

While this enhanced organizational capacity framework is not a measurement or assessment instrument in itself, the report proposes two ways to apply it as such. The first is to develop the capacity areas and performance statements into indicators that can be observably measured. Suggestions for doing this and application examples for each capacity area are laid out.

The second way to use the framework for assessment is in combination with several complexity-aware monitoring methods\* that help users understand changes in capacity that have occurred or are needed to reach performance standards. The report provides suggestions on how to use the framework to address two organizational inquiries: 1) What is the organization’s current capacity situation, and how did it get to where it is today? 2) What should the organization do to prepare for the future?

## LEARNING QUESTIONS AND NEXT STEPS

In its conclusion, this report proposes some questions for MOMENTUM to consider as it refines its learning agenda around partners’ organizational capacity development. The report also offers some next steps to take the ideas proposed further to benefit the suite of awards, its partners, and MOMENTUM’s partner-country stakeholders.

---

\* For more information on complexity-aware monitoring methods, see MOMENTUM’s [Guide to Complexity-Aware Monitoring Approaches for MOMENTUM Projects](#).

## INTRODUCTION

The MOMENTUM suite of U.S. Agency for International Development (USAID) awards supports the increased capacity of partner country institutions and local organizations to introduce, deliver, scale up, and sustain the use of evidence-based, high quality maternal, newborn, and child health and nutrition services, voluntary family planning, and reproductive health care (MNCHN/FP/RH). The MOMENTUM Knowledge Accelerator award harmonizes data collection and analysis, prioritizes and synthesizes learning, and catalyzes accelerated change across MOMENTUM awards through knowledge management and strategic communications.

In keeping with its mandate to capture MOMENTUM’s collective impact, MOMENTUM Knowledge Accelerator sought to address three perceived limitations of commonly used capacity assessment tools: the limited use of evidence in determining a capacity score, a lack of focus on organizational resilience, and the attention given to organizational capacity artifacts over organizational behaviors that demonstrate capacity. This report proposes an alternative framework that would be better suited to the highly complex partner country environments in which the MOMENTUM programs operate.

This report proposes a new, improved framework that identifies the key behaviors and practices of high-performing organizations along with ways to measure the extent to which these behaviors and practices exist or need to be strengthened. Specific objectives of this report are to:

- Consider different approaches to understanding organizational capacity.
- Propose an enhanced organizational capacity framework that reflects current best practices and new thinking on capabilities that MOMENTUM awards can use as they deem appropriate.
- Suggest data collection and analysis methods to monitor performance using the framework.

The scope of this report was confined to organizational capacity with a particular emphasis on organizations in low- and middle-income settings. Primary focus was given to local and national nongovernmental organizations (NGOs), civil society organizations (CSOs), and faith-based organizations (FBOs). Since significant similarities and differences exist between these kinds of organizations and other MOMENTUM partners such as for-profit organizations, trade associations, universities, government institutions, and community-based organizations, the report suggests ways to adapt the framework for these organizational models. The primary audience for this report is MOMENTUM awards and their partners, in addition to other organizational capacity development professionals, donors, and evaluators looking for alternative capacity-development approaches.

The report is structured into five sections: 1) introduction and methods, 2) the need for a new organizational capacity framework, 3) current organizational capacity frameworks, 4) a proposed enhanced organizational capacity framework, and 5) learning questions and next steps. Appendices contain the list of resources consulted and descriptions of organizational capacity assessment tool structures as they relate to the question, “Capacity for what?” There are also descriptions of common capacity assessment tools and their implicit frameworks. The report does not include a tool specifically designed to measure or monitor the proposed framework.

## METHODS

In preparing the report, the consultants consulted MOMENTUM award holders on their organizational capacity frameworks, tools, methods, and perspectives, as well as their priorities and challenges in framing organizational capacity. A desk review of external sources helped to understand recent trends that have and are continuing to shape capacity development, sustainability, and best practice. (See Appendix A for

resources consulted.) Additionally, given that few frameworks exist on their own, the study examined numerous organizational capacity assessment tools to determine the underlying frameworks or conceptual models that underpin them, either explicitly or implicitly. The tools examined were selected because of their frequent use within capacity development programs or because of their considerable influence on tools developed by capacity program implementers. This comparison of organizational capacity frameworks informed the creation of an enhanced framework that identifies conditions to explain why some organizations flourish while others struggle to make a difference in the lives of the people they serve.

An electronic survey sent to MOMENTUM partners and select capacity development practitioners and networks was intended to capture perspectives of recipients of organizational capacity support from low-income countries. Unfortunately, the survey had a low response rate (n=10). This meant that the results, while interesting, could not be included as a significant data source.

## THE NEED FOR A NEW CAPACITY FRAMEWORK

Capacity development<sup>†</sup> has been a cornerstone of development practice for the last half-century. Starting in the 1990s, the concept came to the fore as donors found NGOs effective in reaching affected populations. To determine if national organizations in the partner country had adequate administrative systems to manage development programs, practitioners adopted the Western business model of the time as a blueprint for organizational effectiveness. Variations on this organizational development (OD) framework have remained the foundation of NGO capacity support programs over the last three decades. The OD framework became the key to unlocking drivers of performance and sustainability. (See “Overview of Current Organizational Capacity Frameworks” for details and examples of this framework.)

The OD framework’s popularity has persisted despite significant global changes and a dearth of supportive evidence concerning its utility in driving effectiveness and sustainability.<sup>4</sup> The desire to find national program implementers with the operational abilities to manage cooperative agreements led to the proliferation of risk assessment tools to determine partner capacity for complying with donor funding regulations, further conflating organizational capacity and risk management.<sup>5</sup> This trend further skewed organizational capacity frameworks toward management systems for donor compliance.<sup>6</sup> (For more of this history, see Appendix B.)

Global movements toward systems thinking, gender and social inclusion, and decolonizing aid, combined with the COVID-19 pandemic, are impacting our worldview. Four trends are especially noteworthy in light of their impact on organizational capacity

*Many donors focus only on capacities (the standard package of organizational procedures and structures modeled on the western firm—board governance rules, administrative systems, human resource manuals, strategic plans, M&E, etc.) yet there is no firm evidence that these are the crucial variables of success in development.*

**Thomas Dichter, 2014**

---

<sup>†</sup> Capacity building, capacity development, and capacity strengthening often considered synonymous. While the differences are outlined in Appendix B, this report uses “capacity development” to align with terms chosen by MOMENTUM and USAID.

development: localization, Capacity 2.0, resilience, and performance.<sup>‡</sup>

- **Localization and Locally Led Development.** A set of international agreements prompted the movement known in the United States as “localization.”<sup>5</sup> Among other things, localization involves increasing direct funding to local organizations and placing national and organizational leadership at the center of the design, implementation, and monitoring of interventions so that results are locally owned.<sup>7</sup> This has shifted capacity development from an effort to “build the capacity” of national organizations to manage donor funds to one focused on an endogenous process of growth to inspire a local vision of change.
- **Capacity 2.0.** Systems- and complexity-aware thinking have led to the recognition of new organizational capacities needs beyond technical and administrative abilities. These include building social capital as well as incorporating experimentation, learning, and adaptation into organizational behaviors.<sup>8</sup> While the technical and management capabilities of the traditional framework (often referred to as Capacity 1.0) are still considered important, this new set of skills—Capacity 2.0—is being recognized as the driver of innovation and resilience for sustainability.<sup>9</sup>
- **Resilience.** Disruptions of unpredictable funding and implementation cycles have always made national organizations vulnerable. Yet this era of climate change, political and civic instability, and COVID-19 have brought concern for organizational resilience to the fore, stimulating efforts to learn the key capacities needed for organizations to meet these systemic shocks and stresses. Organizations need to prepare for, mitigate, and cope with potential shocks and stresses in order to maintain continuity of their services. Learning from environmental sciences, programs are including concern for diversity, planned redundancy, connectivity, experimentation, and participation within organizational practices.<sup>10</sup>
- **Performance.** After searching for decades for evidence to support the idea that strong technical and managerial systems alone would enable local and national organizations to be effective and sustainable, this belief is being questioned. The field is learning that prioritizing form (e.g., structures, strategies, and products) over function (e.g., the adequacy of organizational behaviors and practices) has led to the “quick fix” of substituting “looks like” for “does.”<sup>11</sup> Program supporters are recognizing the importance of measuring performance rather than the replication of products.

Donors that fund capacity development programs are adapting to these trends. In the United States, USAID is changing the way it considers capacity. Agency policy states that USAID will shift from viewing local capacity as the ability to receive and manage federal funding directly to measuring success by the strengthened performance of

### Box 1: USAID's Draft Local Capacity Development Principles

1. Start with the local system.
2. Develop diverse capacities.
3. Align capacity development with local priorities.
4. Appreciate and build on existing capacities.
5. Be mindful of, and mitigate, the unintended consequences of our capacity development.
6. Practice mutuality with local partners.
7. Measure performance improvement in collaboration with local partners.

<sup>‡</sup>These trends are global. However, the ideas are presented here in the language commonly used in the United States, particularly by USAID, as opposed to other bi-lateral donors.

<sup>5</sup> Starting with the Paris Accords in 2015 and the Grand Bargain (2016).

local actors and local systems in achieving and sustaining demonstrable results.<sup>12</sup> Their draft Local Capacity Development Principles reflect this shift (see Box 1).<sup>13</sup>

## OVERVIEW OF CURRENT ORGANIZATIONAL CAPACITY FRAMEWORKS

Proposing an enhanced organizational capacity framework requires an understanding of the organizational capacity areas considered important within MOMENTUM awards as they work to achieve their partner capacity development results. This section explores current practice by mapping popular capacity frameworks and the priorities they reflect. This mapping will inform the enhanced framework presented in the section that follows.

### CATEGORIES OF ORGANIZATIONAL CAPACITY FRAMEWORKS

The frameworks that shape popular organizational capacity tools can be clustered into four categories – **organizational development** frameworks, **performance** frameworks, **systems-oriented** frameworks, and frameworks for **adaptive management and resilience** (see Table 1). Since organizational capacity frameworks are designed to identify the capacities needed for a specific purpose and theory of change, no framework is appropriate for all applications. However, frameworks in each category can provide useful indicators of what can be considered important within the themes of interest to MOMENTUM, such as performance, systems thinking, and organizational resilience.

**TABLE 1: COMPARISON ORGANIZATIONAL CAPACITY FRAMEWORK CATEGORIES**

Framework Focus	Characteristics	Examples
<b>Organizational Development</b>	Outlines all key structures and functions of an organization, based on Western business models. Framework reflects the capacity-building and capacity-development understandings.	<ul style="list-style-type: none"> <li>• USAID’s Organizational Capacity Assessment (OCA)<sup>14</sup></li> <li>• McKinsey Capacity Assessment Grid<sup>15</sup></li> <li>• Most international NGO assessment tools</li> </ul>
<b>Organizational Performance</b>	Focuses on performance as the outcome of organizational capacity, reflecting a capacity-strengthening perspective.	<ul style="list-style-type: none"> <li>• Pact’s Organizational Performance Index (OPI)<sup>16</sup></li> </ul>
<b>Systems-Oriented</b>	Highlights the interdependencies of organizational capacity and examines the organization within the larger system in which it operates.	<ul style="list-style-type: none"> <li>• European Centre for Development Policy Management’s (ECDPM) 5 C’s framework<sup>17</sup></li> <li>• System for Transformation and Results (STAR)<sup>18</sup></li> <li>• European Commission’s Rapid Assessment of Capacity Development<sup>19</sup></li> </ul>
<b>Adaptive Management</b>	Considers the capacities, behaviors, and processes needed for adaptive learning and management.	<ul style="list-style-type: none"> <li>• Adaptive Management Self-Assessment Tool<sup>20</sup></li> </ul>
<b>Resilience</b>	Explores capacities for identifying, preparing for, and responding to internal and external threats to promote system resilience.	<ul style="list-style-type: none"> <li>• Analysis of the Resilience of Communities to Disasters Resilience Assessment<sup>21</sup></li> </ul>



## ORGANIZATIONAL DEVELOPMENT FRAMEWORKS

This organizational capacity framework most commonly used by international organizations reflects the Western business organizational development model. (See results of a comparison study<sup>22</sup> in Box 2.) USAID's Organizational Capacity Assessment (OCA), USAID's Non-US Organization Pre-Award Survey (NUPAS) eligibility determination, and Pact's Integrated Technical Organizational Capacity Assessment (ITOCA) tools also fall into this category.<sup>23,24,25</sup>

Some variation of this comprehensive framework forms the structure of diagnostic assessment tools used to establish baselines for organizational improvement programs.<sup>26</sup> If not adapted or carefully used, however, the framework can be overly prescriptive, and tools associated with it can be intrusive and time-consuming to implement (often three days).

## ORGANIZATIONAL PERFORMANCE FRAMEWORKS

Dissatisfaction with relying on an organizational development framework as the sole measure of organizational capacity has stimulated interest in frameworks focused on performance. Like any capacity framework, these frameworks must reflect a specific program and capacity development theory of change.

Pact's OPI tool measures organizational performance as part of their theory of change within their holistic organizational development and sustainability programs.<sup>27,28</sup> This theory posits that capacity development support requires **inputs** (trainings, technical assistance, sub-awards, etc.) that result in enhanced organizational systems and policies as **outputs**. Change in these outputs is both facilitated and measured by their OCA

capacity self-assessment.\*\* Pact developed the OPI because it wanted to understand the extent to which outputs translated to **outcomes** (improved organizational and network performance). This understanding was missing from the OCA tools. The OPI uses International Development Research Centre's sustainability framework to define five capacity domains and ten sub-domains (see Box 3). Since the OPI tool indicators draw upon commonly available organizational data (e.g., a result tracking table), the scores should be the same for both internal and external reviewers and therefore unbiased.<sup>29</sup> Pact

---

\*\* Because self-assessment processes are intended to strengthen organizational communication and commitment and were not designed as measurement instruments, they are best used in combination with a few other well-designed indicators to tell a more complete story of the change taking place.

### Box 2: Composite Organizational Capacity Framework

#### Institutional Resources

Legal structure and governance.  
Human resources.  
Management systems and practices.  
Financial resources.

#### Institutional Performance

Program results.  
Networking and external relations.  
Application of technical knowledge.  
Constituency empowerment.

#### Institutional Sustainability

Organizational autonomy.  
Leadership.  
Organizational Learning.

### Box 3: Organizational Performance Index Framework

#### Effective

- Results.
- Standards.

#### Efficient

- Program delivery.
- Program reach.

#### Relevant

- Target population.
- Learning.

#### Sustainable

- Resources.
- Social Capital.

#### Resilience

- Adaptive.
- Influence.



developed variations for other stakeholders, such as the [Government Performance Index](#) and Community Performance Index.<sup>30</sup> A Network Performance Index is being tested.

While the OPI tool has become popular, it is designed for a specific purpose and should not be considered a generic performance assessment tool for all projects and contexts. Different theories of change and performance outcomes may require tool adaptation.

## SYSTEMS-ORIENTED FRAMEWORKS

As systems thinking has become part of development thinking, new frameworks are emerging that situate organizational capacity within a systems context and consider the relationships and influences that serve as assets or obstacles to performance.<sup>31,32</sup> These frameworks reflect dynamic interdependencies between parts of the whole that negate siloed, linear perspectives of an organization as distinct departments or component parts.

The European Centre for Development Policy Management (ECDPM) undertook a case-based study to understand capacity from an endogenous perspective.<sup>33</sup> The study articulated five interdependent core capacities needed by an organization to have impact (see Box 4). While the results of the study have been influential, few organizational capacity frameworks have been developed that operationalize the findings. Frameworks identified during this review were primarily reflection oriented through open-ended questions.<sup>34,35,36</sup>

The European Commission developed one of the few tools that use this framework. The Rapid Assessment of Capacity Development tool format consists of a series of “most significant organizational change-like” reflection questions within the five capacity areas.<sup>37</sup> This tool is also unique in that it analyzes the reflection responses to build an understanding of the reasons for capacity change and develop lessons learned.

Another systems-oriented capacity framework that uses complexity-aware monitoring methods takes a sentinel indicator approach. The System for Transformation and Results (STAR) organizational capacity framework identifies the main drivers and enablers within a specific organization (see Box 5).<sup>38</sup> This approach has significant potential to develop organizational assessment tools that focus on key *functional capacities* needed for performance.

Root Change used the STAR framework in combination with the NUPAS tools in the USAID-

### Box 4: ECDPM Capacity Framework

- The capability to act and self-organize.
- The capability to generate development results.
- The capability to relate.
- The capability to adapt and self-renew.
- The capability to achieve coherence.

### Box 5: System for Transformation and Results (STAR) Framework

#### Performance Drivers

- Internal communication effectiveness.
- People development.
- Organizational learning.
- Adaptive planning.
- Impact assessment.
- Analysis.

#### Performance Enablers

- Knowledge.
- Motivation.
- Leadership commitment.
- Resources (human, financial, material).
- Internal agreement (bonding social capital).
- Network linkages (bridging social capital).

funded Strengthening Advocacy and Civic Engagement (SACE) policy advocacy project in Nigeria.<sup>39</sup> Using Collective Impact, a structured form of collaboration for addressing specific social problems, national and local CSOs worked together to advance government accountability and responsiveness.<sup>40</sup> The STAR suite of monitoring tools and processes facilitated peer learning and critical thinking among the CSO cohort to strengthen their network. The suite of tools developed to monitor capacity use leveraged complexity-aware monitoring methods such as outcome harvesting, social network analysis, and strategy mapping.

## ADAPTIVE MANAGEMENT AND RESILIENCE FRAMEWORKS

Several interesting tools are being developed to help organizations better understand capacities in adaptive management, adaptive learning, and resilience. These tools focus exclusively on a specific topic (adaptive learning, resilience, etc.) and do not include organizational capacity. However, they provide lessons that will contribute to an enhanced organizational capacity framework that incorporates these issues.

ADAPT's Adaptive Management Self-Assessment Tool is one example of an adaptive management framework.<sup>41</sup> This self-assessment tool emphasizes organizational culture, leadership, teamwork, analysis, and an enabling environment (see Box 6).

### Box 6: Adaptive Management Self-Assessment Tool

1. Culture and leadership.
2. Dynamic teams.
3. Appropriate analysis.
4. Responsive implementation and operations.
5. Enabling environment.

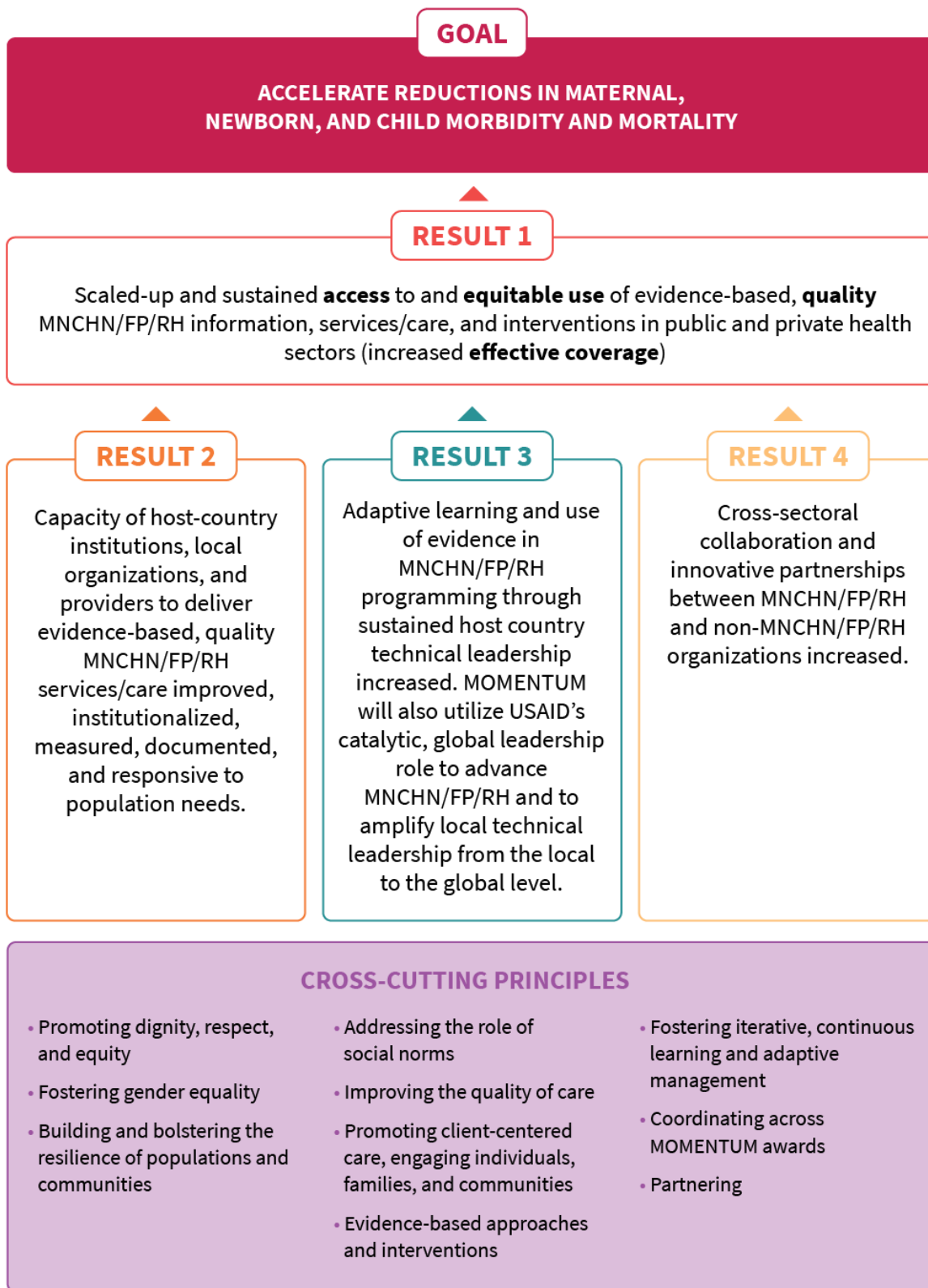
The Analysis of the Resilience of Communities to Disasters toolkit is an example of a set of tools that engages communities in a participatory resilience assessment.<sup>42</sup> It uses system mapping tools such as causal loop diagrams to engage communities in analyzing their vulnerabilities and absorptive, adaptive, and transformative capacities to plan for greater organizational resilience; while not a framework per se, its methodology has potential application to organizational resilience assessments.

## CURRENT PRACTICES IN MOMENTUM AWARDS

Each of the MOMENTUM awards focuses on organizational capacity strengthening of partner-country institutions in different ways. Organizational capacity is most explicit in Result Two of the overall MOMENTUM Results framework (see Figure 2).<sup>43</sup> Result Three also has relevance if organizational learning is considered integral to organizational capacity. Result Four advances partnership to expand multi-sectoral support, which is also critical for organizational efficiency, effectiveness, reach,<sup>44</sup> and sustainability. MOMENTUM awards have customized indicators for these results in their monitoring, evaluation, and learning (MEL) plans, where the type of institution, level of capacity development support provided, and measurement approaches differ considerably.

All the MOMENTUM awards have indicators in their MEL plans that could be used to report on USAID's CBLD-9 standard indicator. Awards are primarily using three tools to contribute to this indicator and to monitor partner progress related to the three results. For monitoring changes in capacity, awards rely on USAID's OCA tool, although MOMENTUM Country and Global Leadership uses Pact's ITOCA.<sup>45</sup> Awards also plan to use Pact's OPI modified to include resilience for monitoring changes in performance. MOMENTUM Integrated Health Resilience is adapting the OCA and OPI tools to be more appropriate for fragile states by embedding organizational resilience into each of the capacity areas.

FIGURE 1: MOMENTUM RESULTS FRAMEWORK



## SUMMARY OF FRAMEWORK COMPARISON

Traditional and emerging organizational capacity frameworks are each well suited to their original purposes and specific theories of change. However, no framework will suit every context. This is particularly true for MOMENTUM today: no frameworks match the suite's interest in an organizational capacity that reflects systems, organizational resilience, and performance. MOMENTUM would do well to create an enhanced organizational capacity framework customized to its needs and the new thinking that is emerging.

Table 2 is a comparison of framework components of the tools described above as they align with the capacity areas reflected in MOMENTUM's MEL framework.<sup>46</sup> The contents of each category or tool reviewed above was mapped to MOMENTUM's list of results (see Figure 2) to see the overlap, gaps, and begin to craft a new framework that will suit MOMENTUM's work.

**TABLE 2: COMPARISON OF ORGANIZATIONAL CAPACITY WITH MOMENTUM MEL FRAMEWORKS**

MOMENTUM MEL (result)	OD Framework		Performance Framework	Systems Framework		Adaptation Framework
	Composite Framework	ITOCA	OPI (revised)	ECDPM	STAR	ADAPT
<b>Commitment (Result 2)</b> <b>Global leadership (Result 3)</b>	Organizational autonomy Leadership			Act and self-organize	Motivation Leadership commitment Internal agreement	Culture and leadership
<b>Community engagement (Result 2)</b>	Program Results Application of technical knowledge Constituency empowerment	Program planning and management Gender integration Relevant technical areas	Effective: • Results • Standards Efficient: • Delivery • Reach	Generate development results	Impact assessment	Responsive implementation and operations
<b>Capacity (Result 2)</b>	Legal structure and governance Human resources Management systems and practices Financial resources	Governance and legal structure Financial management Procurement Human resource management		Achieve coherence	Internal communication People development Analysis	Dynamic teams
<b>Resilience (Result 2)</b>		Sustainability	Resilient: • Adaptive • Influence			
<b>Adaptive learning (Result 3)</b> <b>Innovation (Result 3)</b> <b>Knowledge management (Result 3)</b>	Organizational learning	Strategic information	Relevant: • Target population • Learning	Adapt and self-renew	Organizational learning Adaptive planning Knowledge	Appropriate analysis
<b>Partnerships (Result 4)</b>	Networking and external relations	Partnerships / communication	Sustainable: • Resources • Social capital	Relate	Resources Network linkages	Enabling environment

# ENHANCED ORGANIZATIONAL CAPACITY FRAMEWORK

Given the new ideas regarding the influence of local ownership, local systems, resilience, and performance measurement on programs, implementers are rethinking how to approach capacity development. They recognize that organizations need technical, operational, and relational capabilities, but also capabilities for organizational resilience, adaptive learning, and continuous performance improvement.

In this section, we propose an enhanced capacity framework adapted to MOMENTUM’s work in supporting partner-country organizations and providers to sustainably deliver evidence-based, high quality MNCHN/FP/HR services. Drawing from the aforementioned review literature, lessons, and frameworks, this new framework views organizations as complex and adaptive living systems that transcend their technical and administrative structures. The framework extends the traditional conceptualization, which relies heavily on OD to include organizational behaviors associated with resilience, learning, collaboration, and ownership.

This section lays out the enhanced framework (see Figure 3) along with examples of associated organizational behaviors. The section also addresses ways that MOMENTUM awards might make use of the enhanced framework within their existing monitoring plans, including reporting on CBLD-9. Finally, while the framework is not a capacity measurement tool, two approaches are proposed to use it for data collection and analysis.

## OVERVIEW OF THE ENHANCED ORGANIZATIONAL CAPACITY FRAMEWORK

In crafting an enhanced framework, the consultants began with the comparison of the popular capacity assessment frameworks, which demonstrated their commonalities and gaps (see Table 2). Using the systems-oriented ECDPM 5 C’s framework as the foundation, the consultants mapped the relative strengths of the reviewed frameworks to form a more complete picture of the capacities relevant to MOMENTUM. The emerging framework received minor modifications to reflect MOMENTUM’s interests and capture the interdependencies of the major capacity areas. Each of the five capacity areas (see Figure 2) was then expanded into key observable behaviors and practices capturing this capacity, completing a framework of organizational capacity from systems and performance perspectives.

The five capacity areas are:

- **Foster Self-Determination** – to promote ownership, commitment, confidence, motivation, leadership, and self-direction that catalyzes the other capacities.
- **Produce Sustainable Results** – to add value for stakeholders and sustain that value over time.
- **Align Systems for Agility** – to balance flexibility and control to

**FIGURE 2: ENHANCED ORGANIZATIONAL CAPACITY FRAMEWORK**



achieve a purpose and cope with cycles of stability, growth, and change.

- **Learn and Adapt** – to innovate and modify activities and proactively anticipate change using monitoring data.
- **Attract and Sustain Support** – to establish and manage connections, alliances, or partnerships to enhance reach, impact, and stakeholder legitimacy.
- **Cross-Cutting Theme: Resilience** – to respond to changes in the external environment.

It is important to note that one capacity area may support behaviors in other capacity areas. For instance, self-help programming may produce sustainable results. Similarly, attracting and sustaining organizational support can serve to demonstrate the systemic interdependencies of the capacity areas.

Here is a closer look at the capacity areas.

## FOSTER DELF-DETERMINATION

This often-overlooked capacity area is rarely integrated into capacity frameworks. While elusive, it lies at the heart of change in complex adaptive systems and distinguishes between a dynamic organization and a competent bureaucracy.<sup>47</sup> A complex combination of attributes create an organizational attitude that gives meaning and drive to the work. Organizations that are able to develop and sustain this internal commitment demonstrate conviction, ownership, and agency over their mission and activities.

Organizational leadership and culture play a strong role in sustaining organizational commitment. This means articulating an inspiring vision of the future (e.g., healthy mothers and children or efficient and responsive health systems) that other people want to participate in and then cultivating initiative, agency, and leadership within those people as well. This leadership characteristic is required at both the individual level, facilitating internal shared leadership, as well as at the organization level to inspire community initiative. Organizational leadership and commitment also mean that the organization takes responsibility for its own performance enhancement and growth trajectory. This ability to both inspire and aspire promotes a determination to persevere in the face of challenges, thus making the organization resilient.

Specific organizational behaviors and practice demonstrating the ability to foster self-determination include:

- Regularly communicating to internal and external stakeholders a transformative vision of society.
- Regularly reflecting on how organizational values and practices promote equity and social inclusion.
- Taking steps to promote shared leadership.
- Taking deliberate action to identify organizational strengths and growth areas.
- Taking initiative to address emerging social needs in accordance with its stated goals and values (not reliant on the direction of government or donors).

## PRODUCE SUSTAINABLE RESULTS

An organization's technical and programmatic abilities to produce results are often the primary focus of capacity frameworks. This capacity area centers on the ability of the organization to track the effectiveness of



its work to optimize its quality and sustainability. Keys to success in this area include monitoring results and adherence to quality standards.<sup>††</sup>

Additionally, organizations that actively engage the communities they serve by fostering meaningful participation and sustainability are more likely to achieve relevant and sustainable results. This capacity area also involves taking action to create a more enabling environment. This may be accomplished, for example, through advocacy to improve access to, equity of, and sustainability of key services.

As described above, this capacity depends upon an organizational culture that promotes agency and leadership in others who, in turn, drive learning and adaptation while attracting and sustaining support.

Specific organizational behaviors and practice demonstrating the ability to produce sustainable results include:

- Regularly assessing for achievement of intended results.
- Regularly monitoring for adherence to established relevant quality standards.
- Incorporating service delivery activities that strengthen community agency and assets.
- Working with communities to jointly identify needs and co-design solutions to local problems.
- Taking action to influence structures, systems, policies, and processes within the environment that are linked to high quality services.

## ALIGN SYSTEMS FOR AGILITY

This capacity area focuses on the logistical, programmatic, and managerial systems needed for sustainable delivery of benefits to stakeholders. Too frequently organizational capacity assessments focus disproportionately on financial and human resource management, resource mobilization, and programming policies, structures, and systems. Beyond the forms and structures that comprise these capacities, it is important that the organization's ability to manage how resources (financial, human, intellectual, and social) flow into and through the organization so it can fulfill its mission. This capacity area thus is supportive of the capacity to produce sustainable results. In turn, system agility depend upon the inflow of resources resulting from the capacity to attract and sustain support.

The new emphasis here is not on stable and static bureaucracy systems but ones that are agile and resilient in the face of stressors and disruptions. For example, a system invested in a strong, diverse, and connected financial and human resource base is better able to support ongoing activities, respond to opportunities, and continue services despite adversity. Such organizations ensure that their internal and external communication systems provide everyone with the information needed to make the sound decisions, fulfill obligations, and make mission-related progress.

Specific organizational behaviors and practice demonstrating systems agility include:

- Taking steps to strengthen cross-functional teams that mitigate personnel or skills gaps.
- Building a team that includes members of the community served by the organization.
- Regularly monitoring financial needs and expenditures to shift resources where needed (as allowed) and accurately account for use of funds to stakeholders.

---

<sup>††</sup> Specific sectoral technical skills are left to be added through customized technical assessments and are only considered in their operation and programmatic sense here.

- Building financial autonomy through a combination of donor and unrestricted income.
- Maintaining a reserve fund to continue operations for four months, mitigating financial disruptions.

## LEARN AND ADAPT

Change is pervasive. Whether change takes place in the organization’s environment or in the needs of its stakeholders, being able to adapt to change is a critical prerequisite for being sustainable. Rather than stopping at a “mature” stage of development, dynamic organizations continuously learn and adapt to improve the relevance and quality of their work.<sup>\*\*</sup>

Organizations that are able to learn and adapt develop iterative feedback and learning loops to guide performance improvement. This feedback can come from stakeholders, environmental scans, or small-scale experimentation to test ideas. Data collection and analysis are critical skills, as is the organization’s ability to foster dialogue, recognize patterns, and apply lessons as evidence of learning. Interdependencies exist here in that this capacity is dependent upon a strong culture for self-directed growth and agile systems to support implementation and experimentation. The ability to learn and adapt in turn drives higher quality and more sustainable results and feeds organizational self-determination.

Specific organizational behaviors and practice demonstrating the ability to learn and adapt include:

- Regularly soliciting, collaboratively considering, and incorporating team and stakeholder feedback that can be used to increase the relevance, quality, and sustained impact of the work.
- Testing innovations through small-scale experiments.
- Regularly scanning the relevant “landscapes” to align with or address important trends that have a bearing on the organization’s work.
- Routinely engaging the team in analyzing and interpreting information to identify causes and effects of program successes and failures.
- Routinely documenting, using, and sharing lessons gained from data analysis and interpretation of its work.

## ATTRACT AND SUSTAIN SUPPORT

This capacity area relates to the linkages and connections an organization makes with others in its stakeholder network to attract their support, be it financial, social, or political, and translating that support into organizational credibility and legitimacy. An organization needs the financial and social support of donors to facilitate its work. But if it only focuses on these stakeholders and neglects its peers, the community it serves, or the government, it will not earn the trust and support of the latter. Eventually, donor funding will cease. Organizations deeply rooted in the communities they serve and that engage those communities in work earn their trust and commitment. Cultivating respectful and productive relationships with government (when possible) contributes to their cooperation (or at least neutrality). Connecting with peers and partners facilitates opportunities for learning, development of new solutions<sup>48</sup>, collective action, and ultimately greater impact. Strong connections with peers and other non-state actors can be the source of political cover with an authoritarian government.

---

<sup>\*\*</sup> For more on how organizations can incorporate adaptive learning across programming cycles and into their organizational culture, see MOMENTUM’s [Adaptive Learning Guide](#).

Cultivating social capital and connections with the full range of stakeholders (constituents, peers, donors, government, etc.) provides a firm foundation for organizational resilience and sustainability. Strong capacity in attracting and sustaining support is dependent upon staying relevant to stakeholders through organizational ownership, the initiative to respond to community needs (self-determination) and learning and adaptation to continuously innovate and provide services that meet the needs of stakeholders. The ability to attract and retain support in turn produces the resources needed to drive capacity for agile internal systems and producing sustainable results.

Specific organizational behaviors and practices demonstrating performance of the ability to attract and retain support include:

- Demonstrating accountability by sharing detailed information with stakeholders about achievements and challenges.
- Maintaining regular dialogues with peer organizations to share information, insights, and resources (intellectual, social, material, or financial).
- Developing new solutions to common problems with key cross-sectoral actors (e.g., private sector, government, civil society, donors, and sectorally-focused organizations)<sup>55</sup>.
- Routinely creating opportunities for stakeholders to contribute meaningfully to the organization's mission, direction, and activities.
- Periodically assessing and refining its role and contribution to its multi-stakeholder network.

## CROSS-CUTTING THEME: RESILIENCE

In light of the importance of organizational resilience in changing and fragile contexts, skills for absorbing, adapting to, and transforming shocks and stressors have a key role to play in an enhanced organizational framework. An organization's strategies and systems must include and extend beyond learning and adaptation to include diversity, redundancy, connectivity, experimentation, and participation.<sup>49</sup> This enhanced framework focuses on the behaviors and practices that demonstrate performance from this perspective.

For example, organizations will be more resilient if, instead of keeping specialized staff in separate silos on organizational charts, they create cohesive cross-functional teams, diversify funding streams (not only donors), and create reserve funds. Nurturing a strong social network among peers, government officials, private sector organizations, and donors will provide support and inspiration in times of challenge. Most importantly, organizations with a strong sense of purpose that engage client communities and add value to their lives will build a strong foundation of legitimacy and relevance to overcome obstacles.

## ADAPTING THE FRAMEWORK TO DIVERSE PARTNERS

As stated in the introduction, this framework was designed to best fit the NGO organizational model (including CSOs and FBOs). These organizations serve a public purpose and are therefore accountable to both their donors and the communities they serve; responding to these two constituencies which often creates conflict. NGOs must be autonomous and fill a unique niche, while simultaneously linking with others to form

---

<sup>55</sup> Potential synergy with [partnership measurement indicators](#) proposed for MOMENTUM.

a civic sector that holds government and the private sector accountable to the needs of society, including minorities.

Due to the differences in purpose, incentives, and accountability, the framework must be adapted to fit other MOMENTUM partners, such as government institutions, for-profit organizations, private sector organizations such as trade associations and universities, and community-based organizations. Below are some suggestions for making those adaptations.

## GOVERNMENT INSTITUTIONS

Government institutions provide stability and services to their citizens and are often funded and held accountable for their performance by a centralized ministry or parliament. However, they must maintain credibility with constituents and external donors (in the case of international development) by providing high quality services.

The capacities for self-determination and to attract and sustain support need to be adapted to reflect these unique features. For example, the capacity to foster self-determination might become the capacity to exercise autonomy as they take responsibility for their mandate within their existing policy context. The capacity to attract and sustain support might become the capacity to maintain stakeholder legitimacy.

## FOR-PROFIT ORGANIZATIONS

For-profit organizations exist for the purpose of returning profits to their owners or shareholders. Unlike not-for-profit organizations, their funders and the constituents they serve are the same. If they do not provide useful products and services of good quality, they will fail to earn a profit. Similarly, while internal operations must be efficient to maximize profits, they are not publicly accountable for how they use their resources.

The capacity areas will need to reflect these differences when adapting them for these organizations. Rather than producing sustainable results, they require the capacity to produce needed products and services. Rather than being able to learn and adapt, they might need to test and scale up innovations. Finally, the stakeholders with whom they build social capital to attract and sustain support are different. For-profit stakeholders include customers, suppliers, lenders, regulators, and other service providers, such as advertisers. Performance behaviors will need to be adapted reflect these differences.

## PRIVATE SECTOR NOT-FOR-PROFIT ORGANIZATIONS

Private sector not-for-profit organizations such as trade associations and private universities are considered part of civil society. However, they differ from both NGOs and for-profit businesses. Their purpose is to provide clear benefits to a well-defined set of stakeholders (e.g., association members and students and benefactors) which are often closer to unified customers than the potentially conflicting dual constituencies of NGOs (e.g., beneficiaries and donors). Universities, whether public or private, are subject to government mandates and certification regulations.

The framework adaptations needed for these partners are similar to those for-profit organizations. They must be able to provide value to their stakeholders, which is not necessarily the same as producing sustainable results. The groups they need to maintain credibility with include their current and potential users, as well as regulators and the general public, although of a lower priority.

## COMMUNITY-BASED ORGANIZATIONS

Community-based organizations are more loosely structured and informal than NGOs and are formed to serve a very discrete and local constituency. Examples include mothers' self-help groups, clinic oversight committees, and village health committees. They rarely have staff but are powered by the commitment and effort of volunteers. Therefore, the internal motivation and bonding of members and balancing of leadership dynamics is paramount.

A framework adapted to these groups would emphasize building commitment and sharing leadership, rather than fostering self-determination. Since they rarely have organizational systems that need to be agile, this capacity would instead focus on internal processes for making decisions, coordinating activities, and monitoring relevant group contributions. The capacity for learning and adaptation would not involve data monitoring but instead identify ways that reflection and group direction setting is done. Similarly, attracting and sustaining support would focus not on peers and donors but on community members and leaders.

## WAYS TO USE THE ENHANCED FRAMEWORK

This enhanced organizational capacity framework is not a measurement or assessment tool. Nonetheless, there are a variety of ways MOMENTUM award holders and other capacity development practitioners could use it to benefit their programs. Four options are presented here. We also offer a set of principles to guide implementers since benefit (or harm) resulting from any framework is dependent upon how it is applied (see Box 7).

- **Discussing Capacity Development Priorities with Partners.** As a collaborative process, capacity development requires honest conversations and joint decision-making between program partners. This enhanced framework could serve as a basis for discussion. Recognizing and appreciating the complex and dynamic nature of a partner-country organization can strengthen trust and ownership in any capacity development efforts to follow. The capacity areas themselves can be used in Collaborating, Learning, and Adapting or Most Significant Change-inspired reflections. These approaches support causal analyses to determine strengths, challenges, and changes that have taken place over the course of the program or activity to distill lessons learned. Alternately, specific capacity areas, such as building external support, could be combined with social network analysis to consider the organization's place in the local system and relationships that need to be or have been strengthened from program activities.
- **Adapting Existing Capacity Development Tools and Frameworks.** For MOMENTUM awards and other projects that have already selected a specific capacity assessment tool, this framework can provide a broader perspective useful in adapting and customizing existing tools. Users can take ideas from the framework to better integrate learning, social capital, organizational resilience, and sustainability. Examples of how to turn the framework performance behaviors into measurement to support this process can be found in the section "Using the Enhanced Framework to Inform Data Collection and Analysis Activities."
- **Structuring Data Gathering Exercises for Non-Tool Monitoring Processes.** For MOMENTUM awards that have not designed their MEL frameworks to include capacity assessments but will instead rely on progress reports, this enhanced framework can provide a structure for gathering information using a method of their choosing or one similar to those suggested above. Awards can use the framework in its entirety or adapt it to better reflect their program. For example, a program might prioritize a few capacity areas, it might focus on a smaller number of behaviors to monitor, or it might create a different list of key behaviors entirely.

- **As the Basis of an Alternative Performance-Oriented Capacity Development Assessment Tool.** Lastly, the framework could be developed into a capacity assessment tool or a facilitation process for programs looking for an alternative to undergoing a comprehensive OCA. These time- and resource-intensive processes are based on a framework that is not focused on the limited set of capacities that drive performance. This framework is not intended to examine the internal mechanics of an organization or to determine why performance outcomes were not achieved. However, a tool using this framework could serve as a check on the organizational behaviors that have been found to drive behavior most significantly. Should the results or subsequent performance assessment indicate challenges, users could use the part of their preferred OCA diagnostic tool that relates to the challenge (e.g., financial reporting or program coverage and quality).

## USING THE ENHANCED FRAMEWORK TO INFORM DATA COLLECTION AND ANALYSIS ACTIVITIES

The enhanced framework can readily be used to guide data collection and analysis. In this section, we present two approaches to applying the framework. The first approach entails using the enhanced framework to generate indicators that can be tracked over the course of a capacity development initiative or ongoing project. The second approach, in contrast, focuses on how the enhanced framework can broadly inform capacity development assessment through the use of complexity-aware evaluation methods that do not rely on pre-determined indicators.

### USING THE ENHANCED FRAMEWORK TO GENERATE INDICATORS

The enhanced framework is a highly practical springboard for indicator development. Indicators rooted in the framework can be used for many purposes including the selection of capacity development activities, tracking an organization’s capacity development trajectory, and generating useful insights about capacity development sequencing. Indicators derived from the framework can also help users better understand how gains in one capacity area may affect the development of others since the enhanced framework capacities are interlocking and interdependent.

Table 3 presents 10 illustrative indicators created to exemplify how the framework can support data collection and analysis activities. These indicators are presented only to demonstrate the generative power of the framework; they are not appropriate for all users as organizational preferences, capacity development priorities, and partner needs must govern indicator selection. Terms that are embedded in each indicator have been identified but have not been operationalized as definitions must be contextualized to meet user needs. Ideally, indicators derived from the framework would be integrated into a program’s overall monitoring system.

Consider the following illustrative indicator for the “learn and adapt” capacity: “% of projects in the organization’s total program portfolio that have, within the last 12 months, tested an innovation through small-scale experimentation.” Terms embedded in this indicator that require operationalization include “projects,” “portfolio,” “innovation,” and “small-scale experimentation.” In adapting the framework measurement to a small, young community-based organization, an appropriate operational definition of “projects” might be “a coordinated set of activities designed and implemented to achieve a specified aim.” For a larger, well-established organization that implements many projects, an appropriate operational definition of “project” might be “a coordinated set of activities that is designed to achieve a specified aim; activities are implemented with defined human, financial, and material resources in accordance with time-bound work plans.” The second definition reflects the idea that not all activities carried out by the larger

organization are projects; in the smaller organization such a distinction may be unnecessary. This same level of “indicator tailoring” would be useful for all the terms embedded in this (and every other) indicator.

**TABLE 3. ILLUSTRATIVE INDICATORS FOR THE ENHANCED FRAMEWORK’S FIVE CAPACITY AREAS**

<b>Core Capacity</b>	<b>Illustrative Indicators</b>	<b>Terms Requiring Context-Specific Operational Definitions</b>	<b>Possible Data Sources</b>	<b>Utility and Rationale</b>
<b>Foster self-determination</b>	<ol style="list-style-type: none"> <li>1) % of staff in technical or middle management roles who report exercising a leadership function within the last month that is outside their normal job description.</li> <li>2) % of staff in technical or middle management roles who report having participated in a cross-functional, cross-hierarchical team or work group over the last month.</li> </ol>	<ol style="list-style-type: none"> <li>1) Technical staff, middle management, leadership function, normal job description.</li> <li>2) Cross-functional, cross-hierarchical, team, work group.</li> </ol>	<ol style="list-style-type: none"> <li>1) Written surveys completed by technical and middle management staff.</li> <li>2) Written survey completed by technical and middle management staff.</li> </ol>	<p>These illustrative indicators focus on shared leadership, which is closely linked to individual commitment, ownership, and self-direction. Shared leadership contributes to an organization’s ability to respond with agility to conditions of complexity and builds organizational resilience.</p>
<b>Produce development results</b>	<ol style="list-style-type: none"> <li>1) % of projects in the organization’s total program portfolio for which new assessment data have been collected over the last three months.</li> <li>2) % of projects in the organization’s total program portfolio for which new assessment data (collected over the last three months) have been reviewed to determine if project adjustments are warranted.</li> </ol>	<ol style="list-style-type: none"> <li>1) Project, program portfolio, new assessment data, collected.</li> <li>2) Above items reviewed to determine warranted project adjustments.</li> </ol>	<ol style="list-style-type: none"> <li>1) Review of monitoring data.</li> <li>2) Review of project work plans to identify adjustments supplemented by interviews to identify the rationale for these changes.</li> </ol>	<p>These illustrative indicators reflect the close relationship between monitoring for results and result achievement. They also reflect the reality that monitoring data may go unused even though data collection has occurred.</p>
<b>Align systems for agility</b>	<ol style="list-style-type: none"> <li>1) % change in the organization’s annual unrestricted income over prior year.</li> <li>2) % of prior year’s annual operating budget that can be covered through currently held reserve funds.</li> </ol>	<ol style="list-style-type: none"> <li>1) Unrestricted income.</li> <li>2) Reserve funds.</li> </ol>	<ol style="list-style-type: none"> <li>1) Audited financial statements.</li> <li>2) Audited financial statements.</li> </ol>	<p>These illustrative indicators shed light on an organization’s ability to respond to unforeseen contingencies.</p> <p>Unrestricted income enables organizations to set goals that are not dependent upon donor priorities. Reserves are essential for coping with cycles of funding expansion and contraction.</p>



<p><b>Learn and adapt</b></p>	<p>1) % of projects in the organization’s total program portfolio that have, within the last 12 months, tested a change designed to improve program performance.</p> <p>2) % of projects in the organization’s total program portfolio that, within the last 12 months, have applied lessons learned through the organization’s pursuit of a formal learning agenda</p>	<p>1) Projects, program portfolio, tested, change, improve program performance.</p> <p>2) Applied, lessons learned, formal learning agenda.</p>	<p>1) Review of project work plans to identify adjustments, supplemented by interviews to identify the rationale for these changes.</p> <p>2) Periodic review of formal learning agenda to trace changes, supplemented by staff interviews.</p>	<p>These illustrative indicators capture an organization’s willingness and ability to modify plans and operations based on observation, reflection, and structured learning.</p> <p>The indicators closely relate to an organization’s use of data, its commitment to learning, and its ability to leverage successful experimentation for greater effectiveness and efficiency.</p>
<p><b>Attract and sustain support</b></p>	<p>1) Number of transparency practices for which the organization achieves at least a Level 3 rating using the Bond Transparency Review tool (which examines 13 transparency practices).***</p> <p>2) % of projects in the organization’s total program portfolio that, within the last 12 months, have made monitoring or evaluation reports readily available to the public.</p>	<p>1) While no terms require a contextualized operational definition, in some instances the tool might be modified to reflect local regulations and recommended practices.</p> <p>2) Projects, program portfolio, monitoring or evaluation reports, readily available, public.</p>	<p>1) Completed Bond Transparency Review Tool.</p> <p>2) Completed Bond Transparency Review Tool.</p>	<p>These illustrative indicators focus on transparency, which is critical for attracting and sustaining support. The first indicator represents a composite, organizational-level view of transparency, whereas the second indicator is concerned with transparency at the project level. Both levels represent important gateways for supporter engagement with an organization.</p>

**USING THE ENHANCED FRAMEWORK IN CONJUNCTION WITH COMPLEXITY-AWARE EVALUATION METHODS.**

Several complexity-aware monitoring approaches (including some evaluation methods already identified by MOMENTUM) can be used in conjunction with the enhanced framework.<sup>50</sup> We present two specific lines of inquiry to illustrate how the framework can guide data collection and analysis around questions of interest to capacity development practitioners. The ensuing discussion demonstrates that the enhanced framework is powerful even when used in the absence of formal measurement tools.

**INQUIRY AREA #1: WHAT IS THE ORGANIZATION’S CURRENT CAPACITY SITUATION?**

This inquiry is usually the focus of initial capacity reviews undertaken for the purpose of formulating a capacity-strengthening plan rooted in diagnostic processes. Typically, diagnosis involves the identification of

---

\*\*\* This tool can be downloaded at [https://www.bond.org.uk/sites/default/files/bond\\_nidos\\_transparency\\_review\\_v2.1\\_feb2015\\_locked.xlsx](https://www.bond.org.uk/sites/default/files/bond_nidos_transparency_review_v2.1_feb2015_locked.xlsx). A description of the tool can be found at <https://www.bond.org.uk/resources/transparency-review-2015>.

an organization's strengths, assets, areas for improvement, and priorities. In general, complexity-aware monitoring methods such as outcome mapping, social network analysis (particularly relevant to the "attract and maintain support" capacity area) and root cause analysis techniques (including 5 Whys, Fishbone Diagrams, and Pareto Charts) are diagnostically valuable as they illuminate critical events, results, ripple effects, underlying challenges, and the ways in which resources are deployed.<sup>51</sup> Most Significant Change, Outcome Harvesting, and Journey Mapping techniques are especially well-suited for retrospective analysis as they use qualitative data to uncover key milestones from the past that shed light on the present.<sup>52</sup>

These methods can be applied to some or all of the capacities in the enhanced framework. Because the methods are readily adaptable and customizable, they can be used either in group settings or through one-on-one exchanges followed by synthesis and analysis tasks carried out in a larger group.

"Make the case" is another approach that can be used to assess how well an organization is doing in developing the capacities embedded in the enhanced framework. This is a discussion-oriented group activity wherein a selected set of organizational actors gathers to assess informally the organization's capacity for high performance. Conversation is peer-led and peer-facilitated.<sup>+++</sup> Participants can critically examine all five capacity areas or a selected subset. For each capacity area, participants identify where they wish to assert a "claim of capacity." These claims flow directly from the enhanced framework. For example, a participant (claimant) may choose the capacity area "learn and adapt." The participant might then assert (if this, indeed, is defensible) that the organization routinely tests innovations through small-scale experiments (a behavior cited in the framework for this capacity area). The claimant would then cite or gather evidence to support this claim. Evidence does not need to be written and can take many forms: documents, written or oral testimonials, stories, videos, work products, client feedback, and more. Once the evidence has been cited or gathered, participants can review it to determine whether the evidence is sufficient to justify the claim. At the end of this exercise, which may be spread over several days, participants should have significant insight into their organization's current state in relation to the capacity areas they have chosen to assess.

## **INQUIRY AREA #2: WHAT SHOULD THE ORGANIZATION DO TO PREPARE FOR THE FUTURE?**

An approach suited to this line of inquiry is group discussion using a modified version of force field analysis, a technique developed by Kurt Lewin, often cited as the father of social psychology.<sup>53</sup> Lewin described a force field as the tension between forces favorable to a change (e.g., achieving excellence in a selected capacity area) and those that resist it. Lewin proposed that whenever driving forces are stronger than restraining forces, the status quo will change. Successful change is achieved by either strengthening the driving forces or weakening the restraining forces.

Organizations that wish to use force field analysis in concert with the enhanced framework would begin by selecting the capacity area(s) they wish to assess. Discussants would then gather a wide array of evidence (including documents, unwritten anecdotes, and testimonials) to consider during a subsequent group session. When all the evidence is assembled, participants meet to review it. They then rate (either individually or collectively) behaviors associated with the selected capacity area(s) using a scale of -4 (to +4).

Figure 3 depicts an illustrative template for a force field exercise. An arrow pointing downward represents a restraining factor; an upward arrow signifies a driver toward excellence in relation to the selected capacity area (in this case, the ability to produce sustainable results). A score of -4 is given to a behavior that *severely*

---

<sup>+++</sup> The "make the case" approach is adapted from the Capacity-Building Assessment Rubric (C-BAR) developed by Levinger and Bloom for the American Red Cross and the International Federation of Red Cross and Red Crescent Societies. The full text of C-BAR is available at [http://blteam.net/Capacity\\_Building\\_Assessment\\_Rubric.pdf](http://blteam.net/Capacity_Building_Assessment_Rubric.pdf).

limits excellence, while a -1 score acts as a mild restraint. Conversely, +4 indicates a powerful driver toward excellence while +1 is assigned to a behavior that acts as a weak driver. If the overall score is negative, work is needed to weaken restraining forces and strengthen the driving forces.

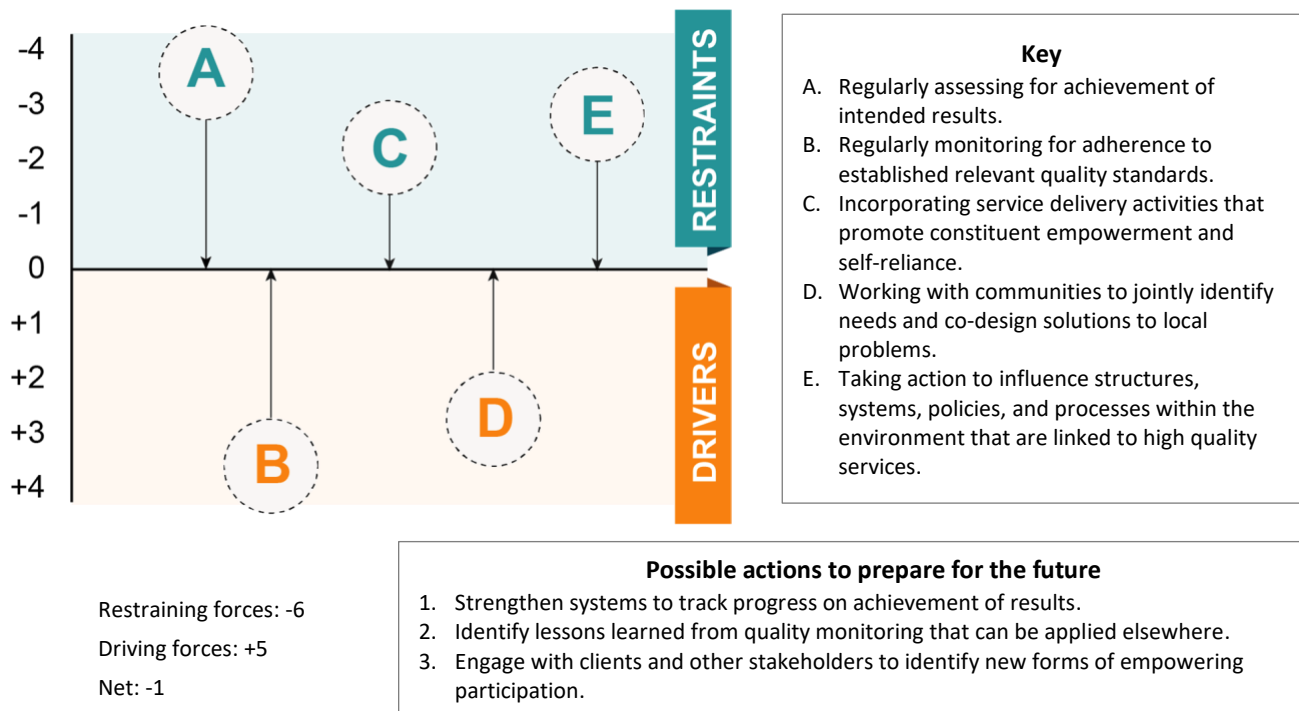
Each behavior associated with a capacity area is discussed and rated. All eight points on the scale can be used. Participants can extend the framework by adding behaviors that they view as relevant to a particular capacity area. In this way, the enhanced framework becomes a living document that is readily customizable to different contexts and priorities. Separate grids are created for each capacity area.

The objective of force field analysis is to achieve the largest net *positive* score possible. In the example in the figure, the organization has a negative net score, which indicates that it should act to strengthen its capacity to produce sustainable results. The example illustrates that the organization could make significant gains in this capacity area by focusing on how it monitors intended results. The organization’s high score on “monitoring for adherence to established relevant quality standards” can serve as a powerful lever for performance improvement as the organization already assessed the quality of its *inputs*. Similarly, the organization’s ability to work with communities is a major asset that can be harnessed to strengthen results monitoring.

**FIGURE 3. HOW FORCE FIELD ANALYSIS CAN BE ADAPTED FOR USE WITH THE ENHANCED FRAMEWORK**

Force Field Analysis:

*Produce Sustainable Results*



## LEARNING QUESTIONS AND NEXT STEPS

To wrap up this report, we propose some questions that must be answered in order to advance the development of an organizational capacity framework. Answers to these questions will also be of interest and import to MOMENTUM and as well as the wider development community as they will shape current

understanding of the importance of and ways to measure new factors of organizational resilience and sustainability. Therefore, as MOMENTUM awards or other similar development projects continue with their work and reflect on their collective and individual learning agendas, supportive of the CBLD-9 global indicator within USAID-funded programs, there might be opportunities to incorporate these questions in their existing work. There may also be opportunities to explore learning on how best to support partners' organizational capacity development across the suite through the MOMENTUM learning agenda.

## ILLUSTRATIVE LEARNING QUESTIONS

1. How can organizational culture and communication be measured and strengthened in ways that contribute to organizational performance and resilience?
2. How can organizational capacity frameworks be adapted to capture organizational resilience in fragile settings?
3. What is the best way to balance the tension between a need for evidence to enhance the validity of a capacity assessment process and the need to promote participation in and ownership of the process? Can both needs be accommodated? If so, how?

Finally, we offer some next steps for MOMENTUM to advance the ideas proposed to benefit MOMENTUM partners and partner-country stakeholders. The steps are designed to help individual MOMENTUM awards understand and customize the framework to their unique purposes.

## POTENTIAL NEXT STEPS

- Organize information sessions for MOMENTUM staff to better understand the enhanced framework and how it might apply to their work.
- Offer consultations to interested awards to explore how they might adapt and use the enhanced framework using options mentioned in the report.
- Support interested awards in small-scale experimentation and testing to use the framework as a “prompt” for deep conversations with selected partners as part of their existing capacity development work.
- Develop the framework into an organizational assessment tool that is a lighter and performance-oriented alternative to a holistic programmatic and technical assessment.
- Strengthen capacity of program implementers and partners to engage in participatory processes for joint priority setting and discovering the underlying causes of capacity and performance gains indicated in assessment tool results.
- Find ways to customize the framework and related assessment tools and processes to support reporting on USAID's CBLD-9 indicator.

## APPENDIX A: KEY RESOURCES

- ADAPT (Analysis Driven Agile Programming Techniques) Partnership. 2015. *ADAPT Adaptive Management Self-Assessment Tool*. Mercy Corps and International Rescue Committee.  
[https://www.mercycorps.org/sites/default/files/2020-05/ADAPT\\_Self\\_Assessment.pdf](https://www.mercycorps.org/sites/default/files/2020-05/ADAPT_Self_Assessment.pdf).
- AIDS Support and Technical Assistance Resources (AID-STAR) Project. 2013. *Demand-Driven Organizational Capacity Development: Lessons from Local HIV and AIDS Civil Society Organizations in Malawi*. Technical Brief NO. 6. Washington, DC: USAID.
- AIDSTAR-TWO. January 2011. *Organizational Capacity Building Framework: A Foundation for Stronger, More Sustainable HIV/AIDS Programs, Organizations & Networks*. Technical Brief no. 2. Washington, DC: USAID.
- Andrews, Matt, Lant Pritchett, and Michael Woolcock. 2017. *Building State Capability: Evidence, Analysis, Action*. Oxford Scholarship Online.
- Banerjee, Niloy. 2006. *Note on Capabilities That Contribute to the Success of Non-Governmental Organisations: A Case Study Prepared for the Project 'Capacity, Change and Performance.'* Discussion Paper No 57P. Maastricht, NL: European Centre for Development Policy Management (ECDPM).
- Baser, Heather, and Peter Morgan. 2008. *Capacity, Change and Performance Study Report*. ECDPM Discussion Paper 59B. Maastricht, NL: ECDPM.
- Beryl, Levinger, and Evan Bloom. 2011. *How National Societies Achieve Sustainable Organizational Development: A Multi-Country Study*. Washington, DC: American Red Cross, International Federation of Red Cross and Red Crescent Societies, and Root Change.
- Brinkerhoff, Derick W., and David Jacobstein. 2015. *Systems Thinking and Institutional Performance: Retrospect and Prospect on USAID Policy and Practice*. International Development Group Working Paper No. 2015-02. Research Triangle Park, NC: RTI International.
- Brinkerhoff, Derick W. 2007. *Capacity Development in Fragile States*. Discussion paper No 58D. Maastricht, NL: European Center for Development Policy Management.
- Brinkerhoff, Derick W., and Peter J. Morgan. 2009. "Capacity and Capacity Development: Coping with Complexity." *Public Administration and Development* 30 (1): 2-10.
- Capacity Development Group. August 2005. *A Brief Review of 20 Tools to Assess Capacity*. Bureau for Development Policy Resource Catalogue. New York: UNDP.
- Center, Zach. 2021. *Approaching Civil Society Sustainability Through a Lens of Relevance and Resilience*. USAID Learning Lab. <https://usaidlearninglab.org/lab-notes/approaching-civil-society-sustainability-through-lens-relevance-and-resilience>.
- Chemonics. n.d. "The Nigeria SACE Approach." <https://chemonics.com/wp-content/uploads/2019/10/SACE-Approach.pdf>.
- Corporate Finance Institute. n.d. *What Is Systems Thinking?* Accessed July 2021.  
<https://corporatefinanceinstitute.com/resources/knowledge/strategy/systems-thinking/>.
- Corrigan, Chris. 2019. "Principles of Resilience for Designing and Facilitating Containers for Complex Work." *Parking Lot*, October 30, 2019. <https://www.chriscorrigan.com/parkinglot/principles-of-resilience-for-designing-and-facilitating-containers-for-complex-work/>.
- Dichter, Thomas. 2014. *Main Report*. The Capable Partners Learning Agenda on Local Organization Capacity Development.
- Eade, Deborah. 1997. *Capacity-Building: An Approach to People-Centred Development*. Atlantic Highlands, N.J.: Oxfam.
- Foster, Paul. 2018. *5 Root Cause Analysis Tools for More Effective Problem-Solving*. October 30, 2018.  
<https://www.ease.io/5-root-cause-analysis-tools-for-more-effective-problem-solving/>.
- Gibbons, Sarah. 2018. *Journey Mapping 101*. Nielsen Norman Group, December 9, 2018.  
<https://www.nngroup.com/articles/journey-mapping-101/>.
- Hendrix-Jenkins, Ann. 2020. "Illuminating the Rhetoric-Reality Gap: What Really Counts as Locally-Led Development?" *CDA Perspectives Blog*, May 2020. <https://www.cdacollaborative.org/blog/illuminating-the-rhetoric-reality-gap-what-really-counts-as-locally-led-development/>.
- Hidalga, María Sancho. 2018. *Rapid Assessment for Capacity Development (RAC)*. European Commission.  
<https://europa.eu/capacity4dev/public-cd-tc/wiki/rapid-assessment-capacity-development-rac>.

- Informing Change. 2017. "A Guide to Organizational Capacity Assessment Tools: Finding—and Using—the Right Tool for the Job." Informing Change and the William & Flora Hewlett Foundation.
- Inter-Agency Standing Committee. n.d. *The Grand Bargain (Official Website)*. Accessed July 2021. <https://interagencystandingcommittee.org/grand-bargain>.
- I-TECH. October 2014. *Capacity Assessment Implementation Framework Best Practices: Technical Consultation Report*. Summary of the Expert Technical Consultation sponsored by the HIV/AIDS Bureau (HAB) Global Program Within the U.S. Health Resources and Services Administration (HRSA), Washington, DC: I-TECH and PEPFAR.
- Kania, John, and Mark Kramer. 2011. "Collective Impact." *Stanford Social Innovation Review* Winter 2011. [https://ssir.org/articles/entry/collective\\_impact](https://ssir.org/articles/entry/collective_impact).
- Keijzer, Niels, Eunike Spierings, Geert Phlix, and Alan Fowler. 2011. *Bringing the Invisible Into Perspective. Reference Paper for Using the 5Cs Framework to Plan, Monitor and Evaluate Capacity and Results of Capacity Development Processes*. Maastricht, NL: ECDPM.
- Kirkpatrick Partners. n.d. *Kirkpatrick's Four Levels of Training Evaluation*. Accessed July 2021. <https://www.kirkpatrickpartners.com/Products/Kirkpatrick's-Four-Levels-of-Training-Evaluation>.
- Levinger, Beryl. 2008. *Introducing Capacity 2.0*. PowerPoint presentation. Middlebury, VT: Monterey Institute of International Studies.
- Levinger, Beryl. 2021. *Measuring and Assessing Capacity: A MOMENTUM Knowledge Accelerator Landscape Review*. MOMENTUM Knowledge Accelerator.
- Levinger, Beryl, and Evan Bloom. n.d. *Discussion-Oriented Organizational Self-Assessment (DOSA)*. Accessed July 2021. <https://resourcecentre.savethechildren.net/library/discussion-oriented-organizational-self-assessment-dosa>.
- Levinger, Beryl, and Evan Bloom. n.d. *Discussion-Oriented Organizational Self-Assessment (DOSA)*.
- Levinger, Beryl, and Evan Bloom. 2011. *How National Societies Achieve Sustainable Organizational Development: A Multi-Country Study*. Washington, DC: American Red Cross, International Federation of Red Cross and Red Crescent Societies, and Root Change.
- Levinger, Beryl, and Evan Bloom. 2011. *The STAR Users' Handbook*. Washington, DC: Root Change and the American Red Cross.
- Lewin, Kurt. 1947. "Frontiers in Group Dynamics: Concept, Method and Reality in Social Science; Social Equilibria and Social Change." *Human Relations* 1: 5-41. <https://doi.org/10.1177/001872674700100103>.
- Lusthaus, Charles et. al. 2002. *Organizational Assessment: A Framework for Improving Performance*. Washington, DC: International Development Research Centre/Inter-American Development Bank.
- Macquarie University. 2019. *The 2010s: How Rising Inequality Defined 10 Years That Shook the World*. <https://lighthouse.mq.edu.au/article/december-2019/the-2010s-how-rising-inequality-defined-10-years-that-shook-the-world>.
- MOMENTUM Knowledge Accelerator. *MOMENTUM Monitoring, Evaluation, and Learning Framework*. September 2021. Washington, DC: USAID MOMENTUM. <https://usaidmomentum.org/resource/cross-momentum-monitoring-evaluation-and-learning-framework/>
- MOMENTUM Knowledge Accelerator. 2020. "A Guide to Complexity-Aware Monitoring Approaches for MOMENTUM Projects." Technical Guide. <https://usaidmomentum.org/resource/a-guide-to-complexity-aware-monitoring-approaches-for-momentum-projects/>
- Neill, Rachel. 2021. *Approaches to Partnership Measurement: A Landscape Review*. Washington, DC: USAID MOMENTUM Knowledge Accelerator.
- Organisation for Economic Co-operation and Development. n.d. *The High Level Fora on Aid Effectiveness: A History*. Accessed July 2021. <https://www.oecd.org/dac/effectiveness/thehighlevelforaonaideffectivenessahistory.htm>.
- Oluoch, Martin, interview by Meg Kinghorn. 2021. *Capacity Development Officer, MIHR* (June 10).
- Ortiz Aragón, Alfredo, and Juan Macedo. 2010. "A 'Systemic Theories of Change' Approach for Purposeful Capacity Development." *IDS Bulletin* 41(3): 87-99.
- Ortiz Aragón, Alfredo, Peter Taylor, and UNESCO-IIEP. 2009. *Learning Purposefully in Capacity Development: Why, What and When to Measure?* An opinion paper prepared for IIEP, Institute of Development Studies, UK.



- Otoo, Samuel, Natalia Agapitova, and Joy Behrens. 2009. *The Capacity Development Results Framework: A Strategic and Results-Oriented Approach to Learning for Capacity Development*. Washington, DC: World Bank Institute.
- Jeans, Helen, Gina E. Castillo, and Sebastian Thomas. 2017. *The Future Is a Choice: Absorb, Adapt, Transform Resilience Capacities*. Oxford, UK: Oxfam. <https://pdfcoffee.com/absorb-adapt-transform-resilience-capacities-pdf-free.html>.
- Pact. 2015. *Organizational Performance Index Handbook*. Washington, DC: Pact.
- Pact. 2016. *Integrated Technical and Organizational Capacity Assessment*. Washington, DC: Pact.
- Pact. n.d. *Capacity Development Evaluation*. Washington, DC: Pact.
- Pact. n.d. *Pact's Approach to Capacity Development*. White paper. Washington, DC: Pact.
- Resilience Nexus. 2014. *ARC-D Toolkit*.
- Root Change. 2013. *New Directions in Local Capacity Development: Embracing a Systems Perspective*. The Capable Partners Learning Agenda on Local Organization Capacity Development.
- Ross, Joey, et al. 2021. *Adaptive Learning Guide: A Pathway to Stronger Collaboration, Learning, and Adapting*. Washington, DC: USAID MOMENTUM. <https://usaidmomentum.org/resource/adaptive-learning-guide/>.
- Simister, Nigel, with Rachel Smith. 2010. *Monitoring and Evaluating Capacity Building: Is It Really That Difficult?* Praxis Paper 23. Oxford, UK: INTRAC.
- Tilbury, Bronwyn. 2018. *Feminist Organizational Capacity Strengthening (FCOS) at IWDA*. [https://prezi.com/p/n\\_jlymplayc/focs-at-iwda/](https://prezi.com/p/n_jlymplayc/focs-at-iwda/).
- United States Agency for International Development (USAID). 2011. "Measuring Institutional Capacity." *USAID Performance Monitoring & Evaluation TIPS* no. 15.
- USAID. 2012. *Non-U.S. Organization Pre-Award Survey Guidelines and Support*. Washington, DC: USAID.
- USAID. 2014. *Local Systems: A Framework for Supporting Sustained Development*. Washington, DC: USAID.
- USAID. 2016. *Organizational Capacity Assessment*. Washington, DC: USAID. <https://usaidelearninglab.org/library/organizational-capacity-assessment>.
- USAID. 2017. *Capacity 2.0*. Washington, DC: USAID. <https://usaidelearninglab.org/library/capacity-20>.
- USAID. 2018. *USAID Acquisition and Assistance Strategy*. Washington, DC: USAID.
- USAID. 2019. *SRLA: Inquiry 1 of the Paper Series on Capacity and Capacity Strengthening*. Self-Reliance Learning Agenda Paper Series.
- USAID. 2021. *CBLD-9 Capacity Building Indicator Resource Page*. Washington, DC: USAID. <https://www.usaid.gov/npi/capacity-building-indicator-resources>.
- USAID. 2021. *Complexity-Aware Monitoring*. Program Cycle Discussion Note. Washington, DC: USAID.
- USAID. 2021. *Local Capacity Development Policy*. Accessed June 2021. Washington, DC: USAID. [https://usaidelearninglab.org/sites/default/files/resource/files/local\\_capacity\\_development\\_1-pager\\_-\\_april\\_7\\_2021.pdf](https://usaidelearninglab.org/sites/default/files/resource/files/local_capacity_development_1-pager_-_april_7_2021.pdf).
- USAID. n.d. *Organizational Capacity Development Measurement*. Washington, DC: USAID.
- VanSant, Jerry. 2000. *A Composite Framework for Assessing the Capacity of Development Organizations*. Study Prepared for USAID.
- Wetterberg, Anna, Derick W. Brinkerhoff, and Jana C. Hertz. 2013. *Capacity Development for Local Organizations: Findings From the Kinerja Program in Indonesia*. Working Paper Series of the Governance and Economic Development Division, International Development Group, No. 2013-03. Research Triangle Park, NC: RTI International.
- Wolfram, Marc. 2016. "Conceptualizing Urban Transformative Capacity: A Framework for Research and Policy." *Science Direct* 51 (Cities): 121-130.



## APPENDIX B: ORGANIZATIONAL CAPACITY FOR WHAT?

The intended purpose of organizational capacity development is performance enhancement. However, since performance is highly dependent upon context, one framework is not suitable for all uses. Capacity frameworks must match the performance that they aim to develop and sustain, based on the design question “Capacity for what?” This appendix will trace how the answer to that question has changed over time (see table 4) and how previous understandings continue to dominate most frameworks, even as our broader understanding of organizational capacity has changed, necessitating a realignment.<sup>\*\*\*</sup>

**TABLE 4. SUMMARY OF THE EVOLUTION OF TERMS AND THEIR ASSOCIATED METAPHORS**

Term	Capacity for What?	Paradigm / Metaphor
<b>Institution building</b>	To deliver basic services	<u>Construction</u> : Building the roads upon which services are delivered. Terms used: transactions, structures, resources
<b>Capacity building</b>	Sustainability of development results	<u>Engineering</u> : Organizations are built using solid designs and specialized expertise. Terms used: tools, frameworks, measurement
<b>Capacity development</b>	Sustainability of donor program implementers	<u>Human development</u> : Organizations pass through a uniform set of developmental stages ending in a standard and stable level of mastery. Terms used: stages of development, nascent, emerging, mature, certification
<b>Capacity strengthening</b>	Sustainability of actors to influence their local system	<u>Systems</u> : Organizations define and pursue their own growth trajectory in reaction to the demands and influences of their local environment. <u>Terms used</u> : systemic solutions, intersectoral partnerships, localization, coaching

### 1990S: DELIVER SUSTAINABLE RESULTS

The practice known as capacity development has been a cornerstone of development practice for the last half-century. It was first known as *institution building* as the decolonization movement of the 1960s drew attention to the need for national capacity. In the 1990’s, attention shifted from governmental entities to NGOs as donors found them to have greater ability to reach to affected populations but lacked strong management and implementation systems. Believing that organizations with strong administrative systems are better able to respond to everyday challenges, the international community began *capacity building* to close gaps.<sup>54</sup>

Using the business sector as an organizational model, the organizational capacity framework emerging from this era took from Western business models as its blueprint for organizational effectiveness. Variations of this OD framework have remained the foundation of NGO capacity support programs for the three decades since then.<sup>55</sup> The capacity areas in the framework (see Box 2) have become the accepted drivers of performance and sustainability, despite the lack of evidence supportive of their relationship.<sup>56</sup>

---

<sup>\*\*\*</sup> Outside of this description of the evolution of terms, this report uses the term capacity development to align with the terms uses by MOMENTUM and USAID.

## 2000S: IMPLEMENT DIVERSE DONOR PROGRAMS

The focus on capacity accelerated and expanded to include the concept of sustainability, although interest was primarily in the sustainability of the organization to implement donor programs. Thus, capacity development projects became management-centered for short-term performance and long-term sustainability, a focus that is often referred to as Capacity 1.0.<sup>57</sup>

A new generation of OCA tools emerged during this period that continued to reflect the OD framework, although they introduced donor diversification as the means for organizational sustainability.<sup>58</sup> The term *capacity building* changed to *capacity development* to acknowledge existing partner capacity and tools began to describe capacity in developmental stages of growth (nascent, emerging, mature) rather than judging them to be strong or weak.<sup>59</sup>

USAID missions became interested in capacity assessments, but through the instrumentalist lens of identifying organizations with the technical abilities for results and operational abilities to manage cooperative agreements. This led to a range of responsibility determination tools, including USAID's NUPAS, designed to determine if the partner had the capacity for complying with donor funding regulations.<sup>60</sup> Although an OCA and the NUPAS have similarities, they have very different purposes, the former being for organizational capacity development and the latter for risk determination (see Box 8). However, the two became conflated as organizational capacity frameworks took on a significant focus for donor regulations, skewing capacity assessment tools toward compliance interests.<sup>61</sup>

### Box 8: Excerpt from USAID TIPS 15

*It is important to note the difference between assessing capacity for contracting and grantmaking decisions versus for a “capacity building” relationship with partner/customer organizations. A USAID manager may want to assess the capacity of an organization to help make decisions about awarding grants or holding grantees accountable for results. In this case, the assessment is more of an external oversight/audit of an organization hired to carry out Agency programs. Or the manager may have a programmatic commitment to strengthen the abilities of customer and partner organizations. Different tools and methods are available for both situations.*

## 2010S: SUSTAINABLE ACTORS IN THE LOCAL DEVELOPMENT SYSTEM

While systems thinking first emerged in the mid-1950s, it went mainstream alongside growing interest in information technology and computer simulations.<sup>62</sup> The popular uprisings, political instability, and climate emergencies of the period spurred the international community to acknowledge the dynamic complexity of social and environmental systems.<sup>63</sup> Rather than passing through a linear development process, organizations were being seen as actors within an intricate web of relationships, pressures, and incentives. Using the new term *capacity strengthening*, the practice became sensitive to the dynamics and changes of the local system.<sup>64</sup> Capacity strengthening approaches began to emphasize networking and relationships with peers, communities, and other stakeholders.

## **THE FUTURE: SURVIVING DYNAMIC CHANGE**

Recent global trends to decolonize aid, consider gender and promote social inclusion, alongside the COVID-19 pandemic, continue to impact the field. Capacity literature has begun to speak of *capacity sharing* and emphasize social equity; approaches are now taking the form of mentoring and accompaniment. While the full impact of these trends is not yet clear, capacity programs are emphasizing adaptive learning, resilience, and social capital to survive cycles of stability and change. The point has been reached where the applicability organizational development framework of the 1990s is being questioned.

## REFERENCES

- 1 Jeans, Helen, Gina E. Castillo, and Sebastian Thomas. 2017. *The Future Is a Choice: Absorb, Adapt, Transform Resilience Capacities*. Oxford, UK: Oxfam. <https://pdfcoffee.com/absorb-adapt-transform-resilience-capacities-pdf-free.html>.
- 2 Wolfram, Marc. 2016. "Conceptualizing Urban Transformative Capacity: A Framework for Research and Policy." *Science Direct* 51 (Cities): 121-130.
- 3 Root Change. 2013. *New Directions in Local Capacity Development: Embracing a Systems Perspective*. The Capable Partners Learning Agenda on Local Organization Capacity Development.
- 4 Dichter, Thomas. 2014. *Main Report*. The Capable Partners Learning Agenda on Local Organization Capacity Development.
- 5 United States Agency for International Development (USAID). 2012. *Non-U.S. Organization Pre-Award Survey Guidelines and Support*. Washington, DC: USAID.
- 6 Wetterberg, Anna, Derick W. Brinkerhoff, and Jana C. Hertz. 2013. *Capacity Development for Local Organizations: Findings From the Kinerja Program in Indonesia*. Working Paper Series of the Governance and Economic Development Division, International Development Group, No. 2013-03. Research Triangle Park, NC: RTI International.
- 7 Hendrix-Jenkins, Ann. 2020. "Illuminating the Rhetoric-Reality Gap: What Really Counts as Locally-Led Development?" *CDA Perspectives Blog*, May 2020. <https://www.cdacollaborative.org/blog/illuminating-the-rhetoric-reality-gap-what-really-counts-as-locally-led-development/>.
- 8 Banerjee, Niloy. 2006. *Note on Capabilities That Contribute to the Success of Non-Governmental Organisations: A Case Study Prepared for the Project 'Capacity, Change and Performance.'* Discussion Paper No 57P. Maastricht, NL: European Centre for Development Policy Management (ECDPM).
- 9 USAID. 2017. *Capacity 2.0*. Washington, DC: USAID. <https://usaidelearninglab.org/library/capacity-20>.
- 10 Corrigan, Chris. 2019. "Principles of Resilience for Designing and Facilitating Containers for Complex Work." *Parking Lot*, October 30, 2019. <https://www.chriscorrigan.com/parkinglot/principles-of-resilience-for-designing-and-facilitating-containers-for-complex-work/>.
- 11 Andrews, Matt, Lant Pritchett, and Michael Woolcock. 2017. *Building State Capability: Evidence, Analysis, Action*. Oxford Scholarship Online.
- 12 USAID. 2018. *USAID Acquisition and Assistance Strategy*. Washington, DC: USAID.
- 13 USAID. 2021. *Local Capacity Development Policy*. Washington, DC: USAID. [https://usaidelearninglab.org/sites/default/files/resource/files/local\\_capacity\\_development\\_1-pager\\_-\\_april\\_7\\_2021.pdf](https://usaidelearninglab.org/sites/default/files/resource/files/local_capacity_development_1-pager_-_april_7_2021.pdf).
- 14 USAID. 2016. *Organizational Capacity Assessment*. Washington, DC: USAID. <https://usaidelearninglab.org/library/organizational-capacity-assessment>.
- 15 McKinsey & Company. 2001. "McKinsey Capacity Assessment Grid." In *Effective Capacity Building in Nonprofit Organizations*. Produced for Venture Philanthropy Partners.
- 16 Pact. 2015. *Organizational Performance Index Handbook*. Washington, DC: Pact.
- 17 Baser, Heather, and Peter Morgan. 2008. *Capacity, Change and Performance Study Report*. ECDPM Discussion Paper 59B. Maastricht, NL: ECDPM.
- 18 Levinger, Beryl, and Evan Bloom. 2011. *The STAR Users' Handbook*. Washington, DC: Root Change and the American Red Cross.
- 19 Hidalgo, María Sancho. 2018. *Rapid Assessment of Capacity Development (RAC)*. European Commission. <https://europa.eu/capacity4dev/public-cd-tc/wiki/rapid-assessment-capacity-development-rac>.
- 20 ADAPT (Analysis Driven Agile Programming Techniques) Partnership. 2015. *ADAPT Adaptive Management Self-Assessment Tool*. Mercy Corps and International Rescue Committee. [https://www.mercycorps.org/sites/default/files/2020-05/ADAPT\\_Self\\_Assessment.pdf](https://www.mercycorps.org/sites/default/files/2020-05/ADAPT_Self_Assessment.pdf).

- 21 Resilience Nexus. 2014. *ARC-D Toolkit*.
- 22 VanSant, Jerry. 2000. "A Composite Framework for Assessing the Capacity of Development Organizations." Washington, DC: USAID.
- 23 USAID. 2016. *Organizational Capacity Assessment*.
- 24 USAID. 2012. *Non-U.S. Organization Pre-Award Survey Guidelines and Support*.
- 25 Pact. 2016. *Integrated Technical and Organizational Capacity Assessment*. Washington, DC: Pact.
- 26 Levinger, Beryl. 2021. *Measuring and Assessing Capacity: A Landscape Review*. MOMENTUM Knowledge Accelerator.
- 27 Pact. 2015. *Organizational Performance Index Handbook*.
- 28 Pact. n.d. *Pact's Approach to Capacity Development*. White paper. Washington, DC: Pact.
- 29 Pact. n.d. *Capacity Development Evaluation*. Washington, DC: Pact.
- 30 Pact. 2018. *Government Performance Index Handbook*. Washington, DC: Pact.
- 31 Brinkerhoff, Derick, and D. Jacobstein. 2015. *Systems Thinking and Institutional Performance: Retrospect and Prospect on USAID Policy and Practice*. International Development Group Working Paper No. 2015-02. Research Triangle Park, NC: RTI International.
- 32 Ortiz Aragón, Alfredo, and Juan Macedo. 2010. "A 'Systemic Theories of Change' Approach for Purposeful Capacity Development." *IDS Bulletin* 41(3): 87-99.
- 33 Baser, Heather, and Peter Morgan. 2008. *Capacity, Change and Performance Study Report*. ECDPM Discussion Paper 59B. Maastricht, NL: ECDPM.
- 34 Keijzer, Niels, et al. 2011. *Bringing the Invisible Into Perspective. Reference Paper for Using the 5Cs Framework to Plan, Monitor and Evaluate Capacity and Results of Capacity Development Processes*. Maastricht, NL: ECDPM.
- 35 Hidalgo, María Sancho. 2018. *Rapid Assessment for Capacity Development (RAC)*.
- 36 Tilbury, Bronwyn. 2018. *Feminist Organizational Capacity Strengthening (FCOS) at IWDA*. [https://prezi.com/p/n\\_jjlymplayc/focs-at-iwda/](https://prezi.com/p/n_jjlymplayc/focs-at-iwda/).
- 37 Hidalgo, María Sancho. 2018. *Rapid Assessment of Capacity Development (RAC)*.
- 38 Levinger, Beryl, and Evan Bloom. 2011. *The STAR Users' Handbook*.
- 39 Chemonics. 2019. *The Nigeria SACE Approach*. <https://chemonics.com/wp-content/uploads/2019/10/SACE-Approach.pdf>.
- 40 Kania, John, and Mark Kramer. 2011. "Collective Impact." *Stanford Social Innovation Review* Winter 2011. [https://ssir.org/articles/entry/collective\\_impact](https://ssir.org/articles/entry/collective_impact).
- 41 ADAPT Partnership. 2015. *ADAPT Adaptive Management Self-Assessment Tool*.
- 42 Resilience Nexus. 2014. *ARC-D Toolkit*.
- 43 MOMENTUM Knowledge Accelerator. 2020. *Momentum Monitoring, Evaluation, and Learning Framework*. September 2021. Washington, DC: USAID MOMENTUM. <https://usaidmomentum.org/resource/cross-momentum-monitoring-evaluation-and-learning-framework/>.
- 44 Neill, Rachel. 2021. *Approaches to Partnership Measurement: A Landscape Review*. Washington, DC: USAID MOMENTUM Knowledge Accelerator. <https://usaidmomentum.org/resource/approaches-to-partnership-measurement-a-landscape-review/>.
- 45 Pact. 2016. *Integrated Technical and Organizational Capacity Assessment*.
- 46 MOMENTUM Knowledge Accelerator. 2021. *Momentum Monitoring, Evaluation, and Learning Framework*. September 2021. Washington, DC: USAID MOMENTUM. <https://usaidmomentum.org/resource/cross-momentum-monitoring-evaluation-and-learning-framework/>.
- 47 Baser, Heather, and Peter Morgan. 2008. *Capacity, Change and Performance Study Report*.

- 48 Neill, Rachel. 2021. Approaches to Partnership Measurement: A Landscape Review. Washington, DC: USAID MOMENTUM Knowledge Accelerator. <https://usaidmomentum.org/resource/approaches-to-partnership-measurement-a-landscape-review/>
- 49 Corrigan, Chris. 2019. "Principles of Resilience for Designing and Facilitating Containers for Complex Work."
- 50 MOMENTUM. 2020. *A Guide to Complexity-Aware Monitoring Approaches for Momentum Projects*. Technical Guide. <https://usaidmomentum.org/resource/a-guide-to-complexity-aware-monitoring-approaches-for-momentum-projects/>.
- 51 Foster, Paul. 2018. "5 Root Cause Analysis Tools for More Effective Problem-Solving." *Ease*, October 30, 2018. <https://www.ease.io/5-root-cause-analysis-tools-for-more-effective-problem-solving/>.
- 52 Gibbons, Sarah. 2018. "Journey Mapping 101." Nielsen Norman Group, December 9, 2018. <https://www.nngroup.com/articles/journey-mapping-101/>.
- 53 Lewin, Kurt. 1947. "Frontiers in Group Dynamics: Concept, Method and Reality in Social Science; Social Equilibria and Social Change."
- 54 Root Change. 2013. *New Directions in Local Capacity Development: Embracing a Systems Perspective*.
- 55 VanSant, Jerry. 2000. "A Composite Framework for Assessing the Capacity of Development Organizations."
- 56 Dichter, Thomas. 2014. *Main Report*.
- 57 USAID. 2019. *SRLA: Inquiry 1 of the Paper Series on Capacity and Capacity Strengthening*. Self-Reliance Learning Agenda Paper Series. Washington, DC: USAID.
- 58 VanSant, Jerry. 2000. "A Composite Framework for Assessing the Capacity of Development Organizations."
- 59 VanSant, Jerry. 2000. "A Composite Framework for Assessing the Capacity of Development Organizations."
- 60 USAID. 2012. *Non-U.S. Organization Pre-Award Survey Guidelines and Support*.
- 61 Wetterberg, Anna, Derick W. Brinkerhoff, and Jana C. Hertz. 2013. *Capacity Development for Local Organizations: Findings From the Kinerja Program in Indonesia*.
- 62 Corporate Finance Institute. n.d. *What Is Systems Thinking?* Accessed July 2021. <https://corporatefinanceinstitute.com/resources/knowledge/strategy/systems-thinking/>.
- 63 Macquarie University. 2019. *The 2010s: How Rising Inequality Defined 10 Years That Shook the World*. <https://lighthouse.mq.edu.au/article/december-2019/the-2010s-how-rising-inequality-defined-10-years-that-shook-the-world>.
- 64 USAID. 2014. *Local Systems: A Framework for Supporting Sustained Development*. Washington, DC: USAID.



**USAID**  
FROM THE AMERICAN PEOPLE



[www.usaidmomentum.org](http://www.usaidmomentum.org)



@USAID\_MOMENTUM



@USAIDMOMENTUM



@USAID MOMENTUM

